

Cabinet Committee on Performance Improvement
Meeting to be held on Wednesday, 6 December 2017

Report of the Chief Executive

Part I

Electoral Division affected:
All

Quarterly Corporate Performance Monitoring Report – Quarter 2 2017/18
(Appendix 'A' refer)

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Executive Summary

Regular corporate monitoring of performance across the authority as a whole includes the production of quarterly reports and analysis of corporate performance.

Quarterly Quality of Service reports against the themes of Start Well, Live Well and Age Well, along with a Highlight Report for services outside of these programmes, have been produced for the second quarter of 2017/18, giving details of performance across the organisation.

This Corporate Performance Monitoring Report is derived from the in-depth monitoring reports and provides an overview of performance activity across the Council. Set out on the following pages is an overview of performance for quarter 2 2017/18 (July – September 2017).

In addition, as part of this quarterly Corporate Performance Monitoring report, the latest post (safeguarding) Children's Service Ofsted inspection update has been attached at Appendix 'A' and updates will continue to feature in these reports going forward.

Recommendation

The Cabinet Committee on Performance Improvement is asked to comment on the reported performance for quarter 2 and the Ofsted post inspection update information provided.

Background and Advice

Regular corporate monitoring of performance across the authority as a whole includes the production of quarterly reports and analysis of corporate performance. Quarterly Quality of Service reports against the themes of Start Well, Live Well and Age Well have been produced for quarter two of 2017/18, giving an overview of performance against agreed headings and parameters.

In addition, a highlight report has been produced for the services outside of these programmes.

Along with monitoring and providing progress updates against budgets, projects and other future developments, each Quality of Service and Highlight report gives details of performance against key indicators for that quarter.

Monitoring of these Quarter 2 (Q2) reports and the associated performance indicators within them has been used to provide this report.

Performance Summary

Start Well

Areas requiring improvement are:

- It is taking significantly longer to complete assessments for children and families, with 32.6% of assessments taking more than 45 days to complete in quarter 2, compared to national and regional performance of around 16.5%. Timeliness of assessment completion varies across the localities. Factors that have impacted on performance include staff retention in the North and the movement of staff across most districts into realigned teams. Actions being taken to address this issue include: weekly performance information being provided to managers; performance clinics running in Central and North; weekly compliance cycles in the East and monthly Performance Improvement Meetings held across county.
- The number of Children Looked After (CLA) continues to increase, with 1,920 at the end of quarter 2 compared to 1,875 at the end of quarter 1. The CLA rate of 77.8 children looked after per 10,000 population was significantly higher than the recently published national (62.0) and statistical neighbour (65.5) rates, but significantly lower than the regional rate (86.0). Although overall numbers are increasing, the rates that children are becoming looked after in the North and East are reducing, and during some months of the last quarter there were more children leaving the care system than entering it. For example, Lancaster had an overall reduction from August to September of 174 to 127 children in care.
- The proportion of children looked after who are placed in residential care has increased slightly from 11.6% in March to 12.3% in September; with 236 children and young people in residential care at the end of September. The numbers of older children entering the care system has increased, including

children who are subject to the Homeless Protocol age 16 or 17 years. Many older children have complex needs and are unable to settle in foster placements with residential settings being the only option. The Access to Resources Team are working closely with children's social care to ensure optimum placements are identified whenever possible. Monthly resource panels in localities also ensure that those children initially placed in residential settings, are subject to ongoing review about the suitability of movement into fostering.

- Data released by Ofsted for September 2017 shows there are two primary and four secondary schools in Lancashire judged as Inadequate.

Areas that are showing improved performance are:

- At the end of Q2, the number of children with child protection plans (CPPs) reduced to 1,241 from 1,288 in quarter 1. The Lancashire rate of 50.3 (children with child protection plans per 10,000 population aged 0-17) remains higher than the national picture (43.3), but better than the regional rate of 54.8.
- The average caseload for social workers in their Assisted and Supported Year of Employment (ASYE) was 19.1 in Q2, which is classed as good when compared with the national picture. The average caseloads of Independent Review Officers (IROs) is also good at 72.9.
- The published National and Local Authorities adoption scorecard suggests a decrease for Lancashire for the time taken for children to be matched with an adoptive family following a court order, over a three year rolling period, from 279 days (2012-15) to 258 days (2013-16), a decrease of 21 days. Lancashire is positioned in the third quartile nationally against this indicator, taking longer than the national (226 days), regional (232 days) and statistical neighbours (262.8 days).
- The published Adoptions data also suggests that the average time between a child entering care and moving in with their adoptive family in Lancashire improved from 717 days (2012-15) to 619 days (2013-16), a decrease of 98 days. However, Lancashire remains in the lower quartile nationally against this indicator and takes longer than the national (558 days), regional (565 days) and statistical neighbour average times (571.7 days).
- The latest Ministry of Justice data shows that there were fewer first time entrants to the youth justice system within Lancashire. Lancashire remains in the upper quartile nationally against this indicator. The reoffending rate remained stable along with the use of custody remaining low.
- Recent data published by the Department for Education (DfE) for 2017 suggests that 69.4% of Lancashire EYFS pupils achieved a 'Good level of development' at Early Years Foundation Stage (EYFS). This was a slight improvement over the previous year (67.2%).

- Provisional Key Stage 2 data published by the DfE for 2016/17 suggests that within Lancashire, 60% reached the expected standard in reading, writing and mathematics. This was an improvement on the previous year (54%).

Also to note:

- Provisional data for GCSEs suggests that during 2016/17, the average Attainment 8 score per pupil for Lancashire (45.4) was similar to the national (44.2), regional (45.3) and statistical neighbours (45.9) averages. Pupils sitting key stage 4 tests this year were the first to be taught and assessed under the new assessment arrangement. The expected standard has been raised and the accountability framework for schools has also changed.

Revised (verified) and more detailed data for key stage 4 is due to be published on 25 January 2018. Targets for next year will be looked at when this detailed data has been analysed.

Live Well

Community Services

- The diversion of municipal waste away from landfill by recovery, recycling, reuse and composting at the end of Q2 is forecast for 2017/18 to be 51% with landfill of 49%. The rate reported in 2016/17 was 49% diversion with 51% landfill.
- There were 913,329 visits to libraries in quarter 2, which is a decrease of 15% when compared to the same period last year. Over the same period, there has been an 83% increase in e-book downloads (28,960 in Q2 of 2016/17 to 53,023 in Q2 of 2017/18).
- Street lighting fault repair times in Q2 are within the 5 day target for all faults (4.39 days) compared to Q1 which was slightly above the target at 5.12 days.
- Of the 2,115 VIP communications received by the Highways service, 1,021 enquiries were responded to by their target 20 day response date (48%). 958 communications originated from county council members (45%). Performance has seen a downward trend since Q1 when 75% of county council members' casework was responded to within the fifteen working day response target down to 52% in Q2. A combination of a high turnover of staff and current vacancies has stretched existing resources and proved a significant challenge in maintaining performance.

Public Health

- The DTaP/IPV/Hib vaccine protects babies against five different diseases: diphtheria; tetanus; whooping cough; polio; and Hib. Data quality issues were identified as a problem when investigating the decline in uptake figures seen over the past year. Uptake figures for 2017/18 quarter 1 have since increased

to 87.6% (provisional figures) from 82.4% in 2016/17 quarter 4 yet still remain lower than the 95% target recommended by the World Health Organisation. The local NHS Screening and Immunisation Team (SIT) attended the Health Scrutiny Steering Group meeting held on 27th September to discuss these issues and a further report on childhood immunisations will be presented to a future scheduled meeting of the Steering Group.

- Latest available data for the second quarter in 2016 saw a decrease in the Lancashire teenage pregnancy rate (20.0 per 1,000), down 23.3% on the previous quarter (30 fewer pregnancies) figure of 26.1 per 1,000. The Lancashire rate was similar to the regional (21.6 per 1,000) and national (19.3 per 1,000) rates during the same period.
- 83.0% of the eligible population (those aged 40 to 74 years with no long term health conditions) have been offered an NHS Health Check as of 30th September 2017. The target is for all eligible people to be offered one over the 5 year programme which began in 2013/14. Steady increases have resulted in current uptake being 58.3% which compares favourably to the national picture of 48.9%. Although fewer (22,486) NHS health checks were offered to members of the eligible population in quarter 2 of 2017/18 than in the previous quarter (23,409), more were completed (10,120) than in quarter 1 of 2017/18 (9,172)
- The Active Lives Healthy Weight (ALHW) services indicated that in quarter 2, despite there being more referrals, fewer individuals commenced the Targeted Community Weight Management (TCWM) programme with 1189 people being referred in Q2 compared to 1388 in Q1. 174 people completed the programme in Q2, compared to 529 in Q1. The Targeted Physical Activity (TPA) programme saw 2,508 individuals taking up TPA (a 16% increase compared to quarter 1) with 1,138 completing the programme, an 8% increase on quarter 1.
- In terms of road safety, there has been a significant reduction in the number of Slight casualties in the first six months of 2017 (1,380), compared to 2015 (1,709) and 2016 (1,693). The number of Killed or Seriously injured (KSI) casualties has broadly remained the same (311 for Jan – June 2017). The number of Child KSI casualties in road traffic accidents has increased slightly by one (up from 33 in to 34) between January and June 2016 to same period of 2017.

Age Well

Areas requiring improvement are:

- Delayed Transfers of Care (DToC) is still a focus for much concern with recognition that performance needs improving. Current data are unreliable and detailed work is being undertaken to understand and correct this on a hospital by hospital basis. A focussed DToC improvement programme has now been approved by the Health & Wellbeing board with associated significant investment.

- In line with the aims of the Passport to Independence Programme, residential and nursing home admissions for the 65+ age group have steadied in Q2, with 1883 admissions for the year to end September 2017 compared to 1892 admissions for the year to end June 2017. Although the rate of admissions is still higher than the national picture it is similar to regional performance.

Areas showing improved performance are:

- Assessment activity has increased by 2.6% from Q1, with 11,011 assessments completed in Q2. Waiting times for social work assessment have generally improved with 85.3% being completed within 7 days which is an increase of 3.1 percentage points on Q1, and 95.7% within 28 days (an increase of 1.2 percentage points on Q1). Occupational therapy assessments completed have increased by 26.2% to 1775 in Q2, which means that waiting times for OT assessments are improving in line with the drive to establish greater capacity and a more robustly managed OT workforce.
- Support to carers has increased with the award of more direct payments. There was a 9.6% increase between June (5,268) and September (5,775) 2017.
- Reablement performance continues to improve, driven by the Passport to Independence Programme. Greater numbers receiving reablement is matched by improved outcomes. The number of reablement referrals has increased by 22.5% (up from 1,492 in quarter 1 to 1,827 in quarter 2). Importantly, 87.6% of older people that were discharged from hospital and supported by the reablement service were still at home 91 days later. This compares favourably to the national average of 82.5%.

Highlight information for services outside of the Start Well, Live Well and Age Well reports

(including Economic Development, Planning & Environment, Programme Office, Design & Construction, Core Systems Transformation, Exchequer Services, Procurement, Business Intelligence, Legal & Democratic Services, Human Resources, Skills Learning & Development, Asset Management, Facilities Management and Estates)

In Quarter 2:

- The Estates team achieved £4.5m of capital receipts, bringing the total for 2016/17 and the first half of 2017/18 to £16.4m against the two year target of £17.5m.
- £0.801m was added to the Lancashire County Council (LCC) commercial property portfolio rental value in quarter 2, taking the 2017/18 cumulative value to £1.786m (against the two quarterly target of £1.885m).

- 33 businesses were supported by the Access to Finance Service (27 in Q1).
- There were 8 Inward Investment Enquiries (compared to 1 in Q1).
- 9 County Matter minerals and waste (i.e. major) applications were determined within quarter 2, of which 5 (56%) received a decision within the 13 week decision period. The remainder were determined within an agreed time extension.
- 11 applications for LCC's own Regulation 3 development were determined in quarter 2. 10 (91%) of these were determined within 8 weeks (there is no national standard, but 8 weeks is the standard set for district council applications of a similar scale).
- Total Superfast Broadband (SFB) coverage in the Lancashire Enterprise Partnership (LEP) Area is 97.55% and 96.66%% for the LCC area, which is higher than the Government target of providing superfast broadband coverage to 95% of the United Kingdom UK by December 2017 and the current coverage for the UK (94.02%).
- 24 people with disabilities were supported into new employment positions, with 20 people supported to stay in employment for a period of 26 weeks (exceeding the respective targets of 18 and 15 set for the quarter).
- The Employment and Support Team are currently supporting 136 Children Looked After/Leaving care young people and another additional 23 young people who are currently on hold due to personal reasons.
- The Skills, Learning and Development Service are supporting 137 newly qualified social workers in their Assisted and Supported Year of Employment and 103 social work students through Practice Education (compared to 57 in Q1).
- The new Access to Resources Team (ART), working in collaboration with the in-house duty team, sourced a total of 248 placements for children in this quarter - 120 (48%) of these were in-house placements and 128 (52%) were agency placements. The new processes of searching for in-house and agency placements at the same time has significantly reduced the number of emergency agency placements required this quarter from 55% (pre-ART) to 33%, therefore increasing the likelihood of securing suitable placements.
- Debt over 6 months continued to run at a stable level with Care debt levels consistent with the previous quarter and Corporate debt levels down somewhat when adjusted for the exceptional increased billing (£3m) for NHS contributions to care which occurred at the previous financial year end in March 2017. These year-end NHS debts are being addressed as a priority as they present complex issues surrounding direct payments made to providers by the NHS instead of LCC. It is expected that significant recovery of these debts will be achieved in quarter 3.

- LCC payments performance improved and is now firmly back on track after the reported dip in quarter 1 following the introduction of key systems: Property and Maintenance System (PAMS) and to a larger extent, the more recently introduced Highways and Maintenance System (HAMS), for processing and paying charges. The September Key Performance Indicator for 30 day payments is at 82.96% compared to 71.16% in June.

Consultations

Members of Management Team(s) have previously received the information in this report.

Implications:

This item has the following implications, as indicated:

Risk management

No significant risks have been identified in relation to the proposals contained within this report.

Local Government (Access to Information) Act 1985

List of Background Papers

None

Reason for inclusion in Part II, if appropriate

N/A

Appendix A - Ofsted Post Inspection Update

The information below provides a summary of the actions and activity that have been implemented to improve the quality of services that support and protect children and young people:

Strategic direction, leadership governance and oversight

- **12 Week Improvement Plan** – a new 12 week improvement plan was agreed by the Improvement Board in August 2017. The focus for this plan is the Multi-Agency Safeguarding Hub (MASH)/Early Help, quality of practice, placement sufficiency, child sexual exploitation and the workforce. This set of short term priorities supports the development and delivery of the new overarching improvement plan, detailed below.
- **Continuous Improvement Plan** – the next iteration of the Improvement Plan has been developed and is framed against three key areas:
 1. Reduce the need for social work and care intervention and ensure effective prevention is in place.
 2. Ensure social work and care intervention is effective and efficient – making the right plans for children, offering appropriate support and minimising drift and delay – purposeful practice.
 3. Supporting long lasting and sustainable outcomes – permanence.The Plan has been shared with the Improvement Board, Ofsted and Cabinet.
- **Internal governance** – as part of the Continuous Improvement Plan a new governance structure has been implemented and will be responsible for ensuring effective delivery through monitoring and scrutinising progress and impact. The establishment of this governance structure has streamlined existing arrangements, reduced the number of meetings and provides a more effective, coherent and robust governance framework to oversee the delivery of significant change programmes across children's services.

Placement sufficiency

Sufficiency strategy – a refreshed strategy has been agreed by Cabinet and sets out how the Council will ensure that all children that are looked after have the right placement, in the right place at the right time and the expectations for how this demand will change in the future.

Adolescent Support Unit – as part of the implementation of the residential strategy a four bedded adolescent support unit (ASU), extended outreach service & emergency/crisis provision are being established. The ASU will be operational from January 2018 and will provide short break placements (up to 3 days) for teenagers on the edge of care to prevent family breakdown. It is anticipated that the ASU will support a minimum of 60 adolescents, whilst the extended outreach service will support 168 children/young people per annum. A short term residential crisis unit is also in the process of being developed to provide young people with a place to stay whilst an appropriate residential placement can be sourced or to provide respite to their current placement to prevent unnecessary placement breakdown. Given this requires significant building work, it is scheduled to be operational from April 2018.

'Step Down into Fostering' - discussions with fostering providers has informed the development of new 'Step Down into Fostering' arrangements through the new Fostering Framework which is currently out for tender. From April 2018, Lancashire will work in collaboration with selected fostering agencies to develop clear and effective arrangements to enable the sourcing of 10 'step down into fostering' placements a year, enabling young people with a plan for fostering but who are currently placed in residential provision to move to sustainable fostering placements.

Participation and Recognition

- **Children & Young People (CYP) Now awards** – three services were shortlisted for the CYP Now awards:
 - Barnardo's Young Carers Service – in the young carer's category.
 - Children and Young People's Participation in Lancashire - in the Public Sector Children's Team Award category.
 - LINX (Children in Care Council) – in the children looked after category.
- **MoMo (mind of my own)** – is a web based participation tool that is being trialled for 12 months (from September 2017) as another way of consulting with children/young people as part of their CLA review. MoMo can be used on any type of device that can access the internet, for example, a computer, tablet or smart phone. This is not a substitute for face to face contact with children but is a means to enhance it.

Workforce Recruitment, Retention and Development

- **North Lancashire** – whilst the recruitment and retention of experienced staff remains a challenge in Lancaster, Fylde and Wyre, following a recent successful recruitment event, the teams in Lancaster are fully staffed with no social worker or manager vacancies. However, as the new appointments are mainly newly qualified workers, the proportion of ASYEs has increased to 63%, which impacts on case allocation given the requirement that they have a reduced caseload compared to more experienced workers. In Fylde and Wyre there are currently 4 vacancies (1 Team Manager, 1 Practice Manager and 2 Senior Practitioners), although the ASYE rate is lower at 49%. A temporary social work team, Skylakes continues to support Fylde and Wyre. This is for a six month period which started in June 2017. There have been challenges with the use of interim teams and we have ended the contract of one provider early as we were not satisfied with the quality of the work. Quality Assured Projects commenced in Lancaster on the 23 October 2017. (The team consists of 1 Senior Manager, 1 Team Manager, 1 Practice Manager, 7 Social Workers, 1 Family Support Worker and 1 Business Support Officer). In order to reduce the need for project teams going forward we are developing a Peripatetic Team that will be able to be deployed across the county as required. In addition a "grow your own" programme is being developed to support longstanding Family Support Workers to become Social Workers.

- **Senior Managers** – appointments have now been made to two additional Senior Manager posts in the East and Central Localities which has increased managerial capacity.
- **Social Work Academy** – is now in place and affords all new social workers in Lancashire, and especially ASYEs (Assessed & Supported Year in Employment), a robust two week induction programme. Call in days are scheduled at three, six, nine and twelve months to track progress and all ASYEs are linked to a named Advanced Practitioner (AP) to support their continuing professional development. This is designed not only to improve practice but will also support staff retention. Feedback from social workers and managers has been extremely positive in terms of preparing them for practice, building confidence and providing peer support. In September the first cohort of 20 ASYE's went through the Academy. A second cohort commenced the programme on the 6 November. The third cohort commences on the 15th January 2018.
- **Leadership Academy** - following the success of the Social Work Academy, this model is being replicated in the form of a Leadership Academy to support the development of first line managers as practice leaders.

Clear Expectations

- **Case file expectations (CIN)** – issued to all staff regarding the recording requirements in relation to children in need cases, bringing together policy, procedure and practice standards in one place to provide clarity of expectations.
- **Definition of complex CIN** – we have reviewed our definition of complex CIN to ensure we have appropriate allocation in place. All cases have a social work led assessment and social work oversight of plans. 45% of our children in need cases open to a Social Worker. The rest are held by Family Support Workers managed by qualified and experienced Practice Managers. This is a significant improvement from the point of the original inspection.

Practice

- **Risk Sensible Model** – this is now in place and can be seen across the service but needs to be embedded with partners and evolve to support more strength based practice.
- **Sincerely you** – to mark care leaver's week, the Leaving Care Service worked with young people to develop the Sincerely You Project – where young people wrote a letter to their younger self. Click on the link to view the video: <https://youtu.be/5kTPJ5RmJac> After the exhibition has toured the county we will use the letters as part of the Social Work Academy to support Social Workers to understand the needs of children as they enter the looked after system and also in foster carer training.
- **Case recording video** – young people have produced a video on the importance of good case recording, emphasising that this captures their life story and can in some cases be their only way of piecing together the events in

their life. This will be launched in December 2017 and will be used as a training tool to reinforce practitioners understanding of recording requirements.

- **Quality of practice** – incorporating feedback from the Local Government Association (LGA) Peer Review and recent Ofsted Monitoring Visit, a work programme has been agreed for the Advanced Practitioners (APs) for the next 6 – 12 months. This includes delivery of a series of workshops focused on purposeful practice and the child's lived experience, putting children and young people at the centre of everything we do. The APs also continue to offer reflective supervision sessions to Social Workers in respect of more complex casework and deliver ASYE workshops to support newly qualified Social Workers.

Better understanding of ourselves

- **Audit Framework** – audit is purposeful and is beginning to have an impact on the quality of practice. Feedback from both the LGA Peer Review and Ofsted Monitoring Visit highlighted the effectiveness of audit as a tool for learning. Audit moderation also shows improvement in both the quality of audits and the quality of practice.
- **Line of sight** – the line of sight framework will ensure that leaders at all levels, from the Cabinet and Lead Member to the Director of Children's Services to Team Managers, have a timely understanding of performance, progress and issues.
- **Performance information** – we have refined and streamlined the performance information that is used by managers and practitioners and produced a dashboard of key indicators and targets that will be reviewed weekly at team level to support managers to move from performance monitoring to performance management.

External Review

LGA Peer Review - the Local Government Association (LGA) conducted a Safeguarding Peer Review the week commencing the 16 October 2017. The review provided a critical friend to challenge the Council and partners in assessing strengths & identifying areas for improvement. Although still awaiting written feedback the review highlighted the following:

- Data has significantly improved.
- Staff morale is good and staff spoke with pride in working for Lancashire.
- All staff spoken to were enthusiastic & committed to improving outcomes for children and young people.
- Managers are open & accessible.
- Social Workers know their cases & children well.
- Practice is compliant but the quality is fragile and there are still inconsistencies.
- Case recording doesn't always demonstrate the knowledge & planning articulated by workers.
- The Independent Reviewing Officer footprint is visible but needs to be more challenging to impact on outcomes for children.
- Stronger multi-agency input is required to plans.

- We need to record the rationale for casework decisions - show the working out.

Ofsted - the last Ofsted monitoring visit took place on the 30 & 31 October 2017 and focused on the quality of help and support given to children in need (CIN). Although still awaiting written feedback of the findings, the highlights are as follows:

- No cases were referred back and all cases were compliant.
- Staff spoke about children and families with knowledge and genuine care and know the children they are working with well.
- Assessments ranged in quality from good to requiring improvement.
- Children are seen regularly and there is evidence of direct work being undertaken.
- There is evidence of involvement of partner agencies and schools in particular are providing good support to children.
- Child in need plans are regularly reviewed by Social Workers to monitor progress and ensure that children are receiving the right level of support at the right time.
- Positive feedback regarding audit which is impacting on the quality of practice. Audit is valued as a tool for learning.
- Whilst complex work is still allocated to Family Support Workers, effective arrangements for monitoring and support by Social Workers are in place.
- Supervision is regular and staff said that managers offer good levels of support. However, the challenge and rationale for decision making is not strong.
- Thresholds are generally better understood and applied.

The areas for development that were identified were already known to us and are being addressed in the improvement plan. Specifically, this included:

- The need to embed consistently good practice.
- All plans need to focus on children's outcomes and need to be specific about the purpose of social work involvement.
- Improve the quality of recording of supervision – capture the reflective discussion that has taken place and record the rationale for decisions.
- The risk sensible model could be further improved by including a strengths based approach to consider protective factors for children alongside risk.
- Reduce the number of changes of worker.

Department for Education (DfE) - the DfE completed a six month review of progress against the Improvement Plan on the 3rd and 4th November 2017, led by Tony Crane, (DfE Improvement Advisor) and two senior civil servants. Verbal feedback was positive.