

**To the Chair and Members of the  
CHILDREN AND YOUNG PEOPLE SCRUTINY PANEL**

**QUARTERLY PERFORMANCE AND PROGRESS AGAINST OFSTED ACTION  
PLAN – TRUST UPDATE REPORT**

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Councillor Nuala Fennelly Cabinet Member for Education and Skills and Lead Member for Children's Services	All	No

**EXECUTIVE SUMMARY**

1. This report provides an update on the Contract performance monitoring arrangements, along with a summary of the latest Quarterly monitoring performance meeting.

The Trust is showing improvement or stability across the majority of contract measures. Since the last quarter there has been a further increase in the number of measures within tolerance or at/above target. Trends are largely positive, and strategies are in place to address declining performance trends. Only one operational measure is outside tolerance; the Trust is clear about the reasons for this and the steps being taken to address this.

The Trust have commissioned a Peer Review of its services, to be conducted by the Local Government Association. This begins on 11<sup>th</sup> July.

The first Monitoring visit by Ofsted, following their inspection of services to children in need of help and protection will take place on 3<sup>rd</sup> and 4<sup>th</sup> August.

**EXEMPT REPORT**

2. There are no exemptions.

**RECOMMENDATIONS**

3. That Panel gives consideration to the Quarterly Performance Trust Update report.
4. That Panel gives consideration to the Ofsted Action Plan and progress made against it, to provide assurance that both Council and Trust will be in a position to satisfy, through external scrutiny, that outcomes are improving for Children and Young People.

## **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

5. Doncaster Children's Services Trust was established on 1 October 2014 at the direction of the Secretary of State with the mandate to deliver improvements to children's social care. This report provides an update of progress achieved to date by the Trust.
6. An external, public and independent measure of the progress made by Children's Services is through Ofsted Inspections. The recent inspection judgements, document and recommendations have now been published. Therefore, both Council and Trust are required to work in partnership to deliver the recommendations and make the progress required in anticipation for next inspection.

## **BACKGROUND**

### **7. Monitoring of the Service Delivery Contract – Governance Assurance**

Summary of meetings / activities since last Scrutiny report

#### **Quarterly Monitoring Performance Meeting**

- 7.1 The Quarterly Monitoring Performance meeting is attended by Chief Executives from both organisations, along with representation from Trust Board, The Trust's Chief Operating Officer and Director of Performance Quality and Innovation, and Officers with Performance Management responsibility from both organisations. The most recent meeting was 19<sup>th</sup> May 2016. Minutes of this meeting are produced by DMBC.

#### **Monthly Operational Progress Group**

- 7.2 The Trust Contract Performance Monitoring Report presented at the Monthly Operational Progress Group details key performance indicators and is accompanied by explanatory narrative. Meetings are attended by Assistant Director: Commissioning and Opportunities (DMBC), Director of Operations (Trust) and Heads of Performance from both organisations. The most recent meeting of this group was 21<sup>st</sup> June 2015. Minutes of this meeting are produced by DMBC.

#### **Monthly Financial Monitoring Group**

- 7.3 The Monthly Financial Monitoring group principally reviews the financial position of the Trust as it relates to the contract with the Council, the delivery of savings, and considers options to address budget pressures. The most recent meeting of this group was 23<sup>rd</sup> June.

## **Annual Review**

7.4 The Annual Review process of the Contract and monitoring arrangements ended on 29<sup>th</sup> January 2016 with a submission to the Secretary of State for Education that included progress made during year 1 budget and priorities for year 2 and two notifiable changes to the contract. The two notifiable changes were:

- 1) The transfer of the Children with Disabilities social work team, and Oaklands Short Break Unit from Council to Trust. Approval through a statutory direction from the secretary of state was delivered in time for a transfer of services on 19<sup>th</sup> June, with the residential home scheduled for transfer in September.
- 2) Revisions to the contract performance indicator set to better reflect Trust activity. These are covered later in the report. These have approved by the Secretary of State as a minor change and are therefore now in place. This report is based upon the revised indicator set.

7.5 The Trust produces a number of internal performance management reports on a daily, weekly and monthly basis.

## **7.6 Quarter 4 2015/16 Performance Summary – Performance Assurance**

### **Progress on indicators, projects and other related matters**

7.6.1 The latest full dataset is for Quarter 4 of 2015/16, January to March 2016. This was shared in the quarterly performance meeting on 19<sup>th</sup> May, attended by Lead Member for Children's Services, Director of Childrens Services, C/Exec of the Trust and senior leaders representing both organisations. Minutes of this meeting and the preceding monthly performance monitoring meeting are held within the Council and will provide evidence of challenge provided by the Council when considering the Trust's performance.

7.6.2 The dataset contains 23 key performance measures and a further 37 operational measures. These are supplied each month, with the exception of financial measures that are delivered quarterly. Performance narrative is supplied for each of the performance measures to provide further detail of the Trust's understanding of the current position. The measures cover:

- 1) social care pathway for children in need,
- 2) outcomes for children in care and care leavers,
- 3) the workforce, and
- 4) finance.

These measures are listed in appendix A, along with performance position against target at the end of Quarter 4 2015/6

7.6.3 As at Quarter 4 Doncaster Children's Trust showed sustained performance; with the majority of measures within contract tolerance or at/exceeding target performance. Three measures were reported as being outside contract tolerance. These are covered in more detail later in the report. The Trust has enhanced its integrated approach to performance management and management oversight. This, coupled with restructure of operational services, is giving a sharper focus and accountability for performance.

7.6.4 At the end of Quarter 4 there were six measures at or exceeding target performance. These measures covered all 4 areas of the indicator set. Headline performance figures for these measures were:

- The percentage of children that were being re-referred as a child in need continues to remain low, and has been better than target for four successive quarters.
- Children on Protection Plans are being seen in accordance with expected timescales, due to effective management oversight and tracking.
- Low rates of children becoming subject to a Child Protection Plan for a second or subsequent time, which means that planning and de-escalation of cases is appropriate.
- Children not spending a long time on Child Protection Plans.
- Young people working with the Youth Offending Service are in education, employment and training.
- Custody rates for young people in Doncaster have fallen significantly and were 0.07 per 1000 young people aged between 10 and 17. Performance for Doncaster in 2015/16 was 0.4 (per 1000 10-17 year olds), compared to a national average 0.37. This is the best custody performance in the Doncaster's history.

7.6.5 Performance remains within contract performance tolerance for a further five measures. These include an increase in the proportion of children in care remaining in long-term placements, length of care proceedings, and the proportion of children in care experiencing three or more moves in a year remains within tolerance. Workforce measures relating to rates of agency staff and supervision rates also remain within tolerance.

7.6.6 Finance measures within the indicator show that:

The Trust has managed to achieve a small surplus for the financial year 2015/16, which is subject to final external audit. The Contract between the Trust and DMBC has a surplus/deficit sharing policy for the first full year of operation (2015-16) set at 80%/20% split DMBC/Trust. The provisional outturn for the year against the revised budget shows the Trust made a small surplus of £3.7k. Under the arrangements for surplus/deficit sharing, £3k of the surplus is due to DMBC with the Trust retaining £0.7k.

It is acknowledged that the forecast outturn has been achieved through the support of DMBC who approved two contract variations during the year which officially adjusted the contract sum by £996k. This reflected efficiency saving targets deferred to the following year, increased grants and the

higher number of Special Guardianship/Child Arrangement Orders compared to the initial contract sum.

The Trust's forecasting was consistent throughout the year, demonstrating sound financial management within the Trust and confidence in the ability to forecast demand. This has been acknowledged by DMBC Finance Director.

The Trust operated with a high level of vacancies, particularly within the social work teams and Family Support, which were partly supported by Agency staff.

The year-end position for placements was £1.9m above the Trust planned budget, reflecting that activity across the majority of the placement types was at higher levels than assumed at budget setting.

Going forward, the budget for 2016/17 has been based upon challenging set of assumptions regarding the number of children in care and their position in the care ladder. There is also additional budget pressure due to deferred and new efficiency savings passed over to the Trust for the new financial year. The current level of children in care as at the end of May 2016, is already higher in number and cost than budget, reflecting the complexity and need of Doncaster children.

Regular finance meetings take place between the Trust and DMBC at working and strategic level. Finance is also reported through the quarterly performance meetings.

### **Actions to address performance measures outside tolerance**

7.6.7 Five measures lay outside tolerance in quarter 4, of which three were new measures, as defined in the indicator review for year 2. These are

7.6.8 **Timeliness of single assessments:** performance for this measure was at 86% for quarter 4, having been as high as 93% in previous quarters. This is due in part to an additional expectation that all cases open greater than 6 months are reassessed using a single assessment form, thus increasing demand and workload. It should be noticed that current performance is still above the national average (82%). Additional measures have been put into place to performance manage the assessment process and also to anticipate assessments due in the working week. There is variation in performance between teams that is being addressed through Performance Leads in Performance clinics, team managers and Heads of Service. Of those overdue, more than half were completed within 51 days rather than the 45 day deadline.

7.6.9 **Monthly casefile audits rated as "requires improvement" or better.** Performance remained below target figure for quarter 4. Activity over the summer of 2015 effectively changed the thresholds of each grading and also the rigour of how they were applied. This means that audits became more consistent from September onwards, and subject to more rigorous

standards. The Trust's Practice Improvement Programme began in January 2016, designed to improve practice through skills analysis, training and mentoring of delivery staff and managers. The impact of this programme is now being measured through audit and other mechanisms and should improve quality of case work. Although the figure is below the target, this is due in part to the high expectations of case work. Analysis of audited cases has demonstrated that there is now increased compliance with respect to case work recording; which will mean management focus will be directed more towards improving quality and reducing drift and delay. Additional audit activity has been initiated from March 2016, where team managers are expected to dip sample a further 10 cases per month to provide extra assurance and moderation of this measure. This will amount to approximately 200 per month. This excludes cases audited as part of the thematic audit calendar

**7.6.10 Percentage of Children in Need with an open and current Plan.** This is a new measure, and the target is set as a new expectation to staff. Caseworkers have been tasked with reassessing all cases open for 6 months or longer, which will in turn trigger revisions or new plans. A number of cases will have an open draft plan that will not be counted until it is made final. Draft plans are being identified and completed to ensure this target is achieved. This measure is monitored and reported weekly and reported in the monthly performance booklet. A number of cases are at the point of closure or step down, and therefore do not require a plan. The expectation is that as the focus is placed on recording issues and the finalisation of draft plans that this measure will see further improvement.

**7.6.11 Proportion of Care Leavers (aged 19-21) in Suitable Accommodation or in Education, Employment and Training (EET).** Both of these measures are new and required a change of recording practice for the 18+ Service, which means current figure is low but will improve once recording changes have been implemented. This relates to workers identifying which young people they are in current contact with. The Head of service has met with 18+ services to look at improved recording of contact that will be picked up through staff supervision. The 18+ Team have recruited a full time post to develop "entry to employment and learning" pathways for care leavers. They have already been successful in developing a pathway to apprenticeships with large training provider (Engage Training). This pathway and SLA will be used as template all major training providers in Doncaster area.

## **7.7 Progress since Ofsted Inspection.**

**7.7.1** The Trust, DMBC and partners continue to work together in order to both meet the 20 recommendations within the Inspection Report, and to achieve the target of being rated as "Good" by October 2017. The timing of the next inspection, and therefore the opportunity to be judged as "good" will depend upon the Ofsted inspection schedule, as this cannot be negotiated by Local Authorities.

**7.7.2** The Trust and DMBC met with Ofsted on 29<sup>th</sup> April to agree the post-inspection action plan and to set a schedule for monitoring arrangements.

Feedback from Ofsted was positive, and the action plan was reported to be “addressing the right areas.” The first monitoring visit is confirmed for 3<sup>rd</sup> and 4<sup>th</sup> August. A revised framework for monitoring post-inspection was recently published by Ofsted, and describes a typical programme of at least 4 quarterly monitoring visits before a potential re-inspection. An extrapolation of likely visits, suggests re-inspection will take place in summer 2017 at the earliest. Therefore, the target will be that the re-inspection delivers a “good” judgement at this point.

7.7.3 On 5<sup>th</sup> July 2016, a Peer review will be conducted by the Local Government Association, and will provide an additional opportunity to measure progress since inspection as well as assure the Trust’s own self-evaluation. The Review will focus on three key areas:

- 1: Effectiveness of safeguarding procedures through review of the Child Protection Pathway, from front door to de-escalation/escalation processes.
- 2: Experiences and outcomes of vulnerable children & young people, including the ability of the Trust to detect and respond to new/unrecognised needs
- 3: Baselining of services for Children with Disabilities, as they transfer to the Trust in June.

### **Monitoring Arrangements**

7.7.11 A Joint Strategic Inspection Group meets each month, attended by Trust and DMBC to ensure that shared recommendations are being progressed and to provide assurance that both organisations are progressing their actions. The most recent meeting was held on 9<sup>th</sup> June.

7.7.12 Weekly Getting to Good meetings have taken place since December 2015, chaired by the Chief Executive of the Trust. These regular meetings are in place to maintain the pace of improvement, through the Ofsted Action Plan and Locality Action Plans. Head of Service attend each meeting to provide an update on progress against their plans/actions.

7.7.13 The multi-agency Performance Accountability Board meets quarterly and will provide an additional forum to consider recent inspections of services and ensure that shared recommendations are progressed. This Board is chaired by the Chair of the LSCB and attended at Chief Executive level by representatives of DMBC, the Trust, South Yorkshire Police, Doncaster CCG, RDaSH, and NHS foundation trust. The purpose of the Board is to oversee improvement in children’s services, focusing on cross-cutting issues that require effective interdependent working from partner agencies.

7.7.14 Within the Trust operational Heads of Service provide a monthly self-evaluation report (SEF). These SEFs have a specific focus on Management oversight and practice quality – two key areas for improvement if the Trust is to achieve a grade of Good. These documents will also be of value for any subsequent re-inspection as evidence of increased grip of performance in the locality teams.

### **7.8 Any other assurance activity since last report**

7.8.1 Since the last Scrutiny meeting two children’s homes have received a full inspection, in line with the 6 monthly inspection framework. The Trust managed home was rated as “Outstanding,” for the second inspection running. The Oaklands unit, that transfers to the Trust in September, was graded as “Good.”

7.8.2 The Trust also contributed to the recent review of Early Help Services, conducted by the Council’s improvement partner, Achieving for Children. The summary report has not yet been published.

## 7.9 Forward plan

7.9.1 Key areas of activity over the next quarter are:

- Transfer of services to Children with Disabilities into the Trust.
- Initial Ofsted Monitoring Visit.
- LGA Peer Review of services delivered by the Trust.
- Visit of the Children’s Commissioner in August.
- It is likely that a number of our children’s homes are inspected as part of the routine inspection programme.

## OPTIONS CONSIDERED

8. Not applicable

## REASONS FOR RECOMMENDED OPTION

9. Not applicable

## IMPACT ON THE COUNCIL’S KEY PRIORITIES

10.

	<b>Outcomes</b>	<b>Implications</b>
	<p>We will support a strong economy where businesses can locate, grow and employ local people.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Be a strong voice for our veterans</i></li> <li>• <i>Mayoral Priority: Protecting Doncaster’s vital services</i></li> </ul>	<p>The Trust has been established with a mandate to continue delivering improvements in children’s social care. The formal contract with DMBC details a requirement for future Ofsted inspection judgements to be:</p> <ul style="list-style-type: none"> <li>- ‘Requires improvement’ or better by April 2016</li> <li>- Good or better by October 2017</li> <li>- And that overall the service should be Outstanding by October 2019</li> </ul>
	<p>We will help people to live safe, healthy, active and independent lives.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	<p>The Contract with the Trust relates to the delivery of services to children in need of help and protection, and therefore has an</p>



		implication for the priorities relating to safeguarding our communities.
	<p>We will make Doncaster a better place to live, with cleaner, more sustainable communities.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	<p>The Trust is also a key strategic partner in delivering children's services, and therefore an effective partnership is critical to improving outcomes for the Children and Young People of Doncaster.</p>
	<p>We will support all families to thrive.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Protecting Doncaster's vital services</i></li> </ul>	<p>The Contract includes a budget for delivering services and therefore an expectation that the Trust will deliver value for money.</p>
	<p>We will deliver modern value for money services.</p>	
	<p>We will provide strong leadership and governance, working in partnership.</p>	

## **RISKS AND ASSUMPTIONS**

11. There are no specific risks associated with this report

## **LEGAL IMPLICATIONS**

12. In September 2014, the Secretary of State for Education issued a Direction transferring various children's services to Doncaster Children's Trust Limited ("the Trust"). Although the Trust performs Services on behalf of the Council, the legal powers and duties in relation to safeguarding children remain with the Council and court proceedings continue to be brought in the name of the Council.
13. On 30th September 2014, the Council entered into a contract with the Trust governing the provision of services by the Trust. The contract with the Trust contains various monitoring powers so that that the Council can assure itself that Services are being delivered correctly.

## **FINANCIAL IMPLICATIONS**

14. See items 7.6.9 to 7.6.13

## **HUMAN RESOURCES IMPLICATIONS**

15. Not applicable

## **TECHNOLOGY IMPLICATIONS**

16. Not applicable

## **EQUALITY IMPLICATIONS**

17. Not applicable

## **CONSULTATION**

18. The Doncaster Children's Services Trust has been consulted in the development of this report.

## **BACKGROUND PAPERS**

19. None.

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For

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