

**London Borough of Bromley
Performance Management Framework
Children's Services**

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1. Introduction

- 1.1 Bromley Children's services take a wholistic approach to performance management. We proactively use differently sources of information to inform our understanding about the effectiveness of our services and the experiences of our children.
- 1.2 A range of information is used to triangulate a shared understanding on which we act to improve services and anticipated needs.
- 1.3 This Performance Management Framework is not about passively monitoring data.
- 1.4 Previous Ofsted inspections have assured us that our use of performance management information is comprehensive. As an ambitious Council we have built on this strong base by investing in a new social care management system (Liquid Logic), introducing a new 'demand management function to aid Transformation and introducing dynamic tools including Power BI. We have also enhanced Audit with provocative analysis, an area of work that is traditionally more qualitative than quantitative, see Audit dashboard we are ensuring that our quality of practice is consistent across services, vulnerabilities and protected characterises.
- 1.5 Our comprehensive performance management framework includes:
 - Effective use of both qualitative and quantitative performance information
 - Using data to forecast and predict demand pressures, see Demand Management Programme
 - Using practice assurance and case audits, see our Quality Assurance Framework
 - Getting direct feedback from children and families, including learning from complaints and complements, see our Engagement and Influence Framework
- 1.3 This range of intelligence informs service improvement in the pursuit of excellence.

2. Children's Services

- 2.1 Children are a high priority in Bromley with their needs championed and embedded in the wider council. Acknowledged as the first priority in the Councils Corporate Plan 'Making Bromley Even Better' children's services receive strong corporate support. Ambitious and determined leadership ensures that services continue to strengthen so that there are positive outcomes for children.
- 2.2 Partnership work is a strength, operationally and strategically, characterised by shared ownership of safeguarding. Our mature strategic Safeguarding Partnership is well respected with a strong mandate to focus on ensuring effective work is happening on the ground between partners and brings effective challenge and accountability to the whole system. Our Children and Young People Plan sets out the work we are undertaking to further develop our partnership practice across agencies, to increase integration of services where it makes sense to do so, and to strengthen joint accountability for improving outcomes for our children.
- 2.3 Bromley's performance management and quality assurance processes are rigorous, robust and analytical ensuring senior leaders and elected members provide critical challenge based on accurate, analytical performance reports. Performance monitoring and scrutiny at all management levels is tight ensuring it is used effectively.

3. What is Performance Management?

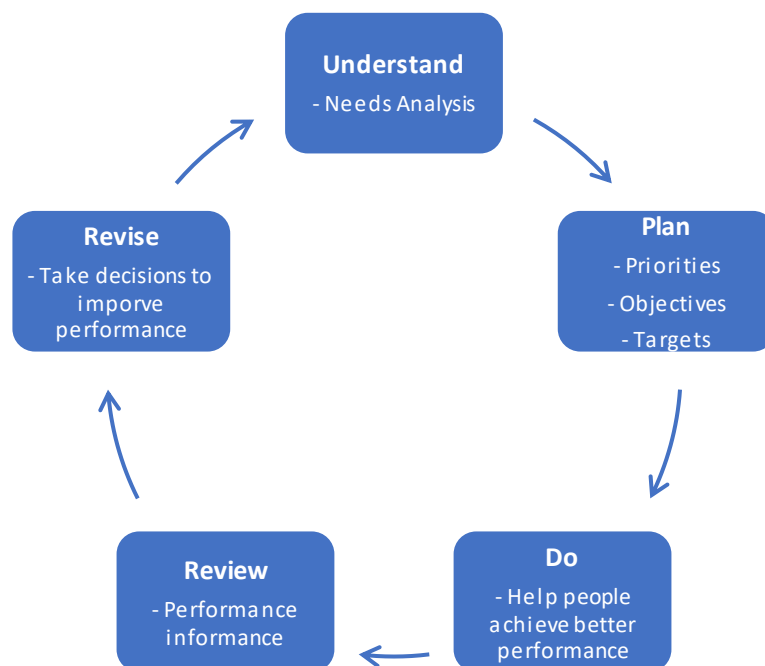
3.1 Performance management is an active pursuit designed to make a difference rather than simply the passive monitoring of performance, important through the monitoring process is in the overall performance system.

3.2 Effective performance management is characterised by:

- A clear understanding of needs achieved through rigorous needs analysis
- Explicit aims, objectives, priorities and targets for services
- Clear plans, strategic and operational in nature, informing service delivery
- Relevant performance measures enabling judgements to be made on whether services are achieving what is required
- Performance reporting at the right levels to enable appropriate decisions and actions to be taken in a timely manner

3.3 These characteristics can be summarised thus:

Understand.....Plan.....Do.....Review.....Revise



3.4 Effective performance management is predicated on achieving clarity of the differing roles and responsibilities of individuals in the performance management system and on the development of a performance culture across council and partner agencies through which individuals share improvement ambitions, are motivated to achieve excellence, are supported and resourced accordingly and are thereby held to account for their performance.

4. Performance Management Responsibilities

4.1 Performance is everyone's business in Bromley. The council's elected members, managers and staff share responsibility for the governance, management and delivery of services and for striving for continuous improvement and excellence.

Users of services and residents rightly expect high levels of performance and accountability from the council.

- 4.2 The differing but complementary roles and responsibilities of the council's elected members and officers in respect of performance management are summarised below:
- 4.3 **Elected Members** act in the public interest, working for the benefit of the borough as a whole. The Executive and Portfolio Holders are responsible for the administration of the council's affairs and set the policy context for council services. The Leader of the Council directs the Chief Executive who is accountable, with the Corporate Leadership Team (CLT), to the Leader and respective Portfolio Holders for the effective delivery of council services.
- 4.4 Portfolio Holders have responsibility for:
- Agreeing with senior officers the strategic direction of services and performance improvement priorities
 - Developing and overseeing relevant Portfolio Plans
 - Providing strategic oversight of the effectiveness of performance management arrangements in council services
 - Holding senior managers – to account for the performance of services for which they are responsible
- 4.5 The Policy Development and Scrutiny Committees (PDS) provide support and challenge to the Executive and Portfolio Holders through:
- Contributing to the development of council plans for services
 - Examining whether plans are being implemented effectively
 - Receiving reports on performance, asking challenging questions about areas of underperformance, and making recommendations accordingly to the Executive
- 4.7 **The Corporate Leadership Team (Chief Executive and Directors)** is responsible for ensuring council services perform effectively and achieve objectives set by central government, relevant regulators and the council's Executive through:
- Advising Elected Members on the setting of the strategic direction and performance improvement priorities for council services
 - Setting appropriate outcome-based targets and performance standards
 - Receiving strategic level performance reports and acting on areas of underperformance
 - Ensuring that there is robust performance management and a strong performance culture embedded across all council services
- 4.8 **Departmental Management Teams and Divisional Directors** are responsible for the day-to-day performance management of operational and strategic services through:
- Promoting and embedding a strong performance management culture across individual council departments
 - Holding Heads of Service to account for the performance of their areas of responsibility
 - Monitoring service performance and standards across all service areas

- Ensuring performance management is integrated into business and service planning and into the appraisal and supervision processes for individual staff
- 4.10 In Bromley, all relevant children’s services fall within the remit of the Children, Education and Families Department.
- 4.11 **Heads of Service and Team Managers** are responsible for managing and improving performance effectively within their particular service areas by:
- Promoting the performance management culture within specific service areas
 - Regularly receiving and analysing data and intelligence in respect of the performance of specific services and staff
 - Identifying performance improvement requirements of services and staff and planning accordingly
 - Implementing service improvement plans
- 4.12 **All Staff** have their own responsibilities in respect of performance management and service improvement through:
- Maintaining awareness of relevant council and departmental priorities
 - Being aware of their own performance against relevant objectives and targets, and occupational or professional standards where they exist
 - Being committed to meeting personal and service improvement needs
 - Adhering to data quality principles and complying with data entry requirements of their individual roles

5. Performance Management Arrangements for Children’s Services

5.1 Demand Analysis

In 2020, as part of the significant transformation agenda, Bromley invested in the development of a programme of demand management as an evidence base to find alternative mechanisms for delivering outcomes needed to meet financial challenges and the current and future demands of our residents.

The focus of our data insights demand management programme works to date in Children, Education and Families has been SEND EHCP numbers, SEND Transport review, Looked After Children placement sufficiency data analysis, profiling the use of emergency placements and ‘block-bed’ commissioning arrangements for adolescents in the care system.

The demand management approach in CEF, using data and intelligence around forecast and cost implications have led to change transformations and influenced key decisions which formulate the Medium-Term Financial Strategy.

The programme of projects is populated through scenario led demand queries and provides capacity for key decisions and strategy.

- 5.2 **Planning** enables needs analysis to be translated into specific aims, objectives, targets and actions. Plans exist at a number of different levels:

5.3 Strategic level plans include:

- Making Bromley Even Better
- Portfolio Holder Plans
- Bromley Children and Young People Plan
- Bromley Safeguarding Children Partnership Plan
- CLA Sufficiency Strategy
- Bromley Child Exploitation Strategy
- Education, Training and Employment Strategy for CLA and Care Leavers

5.5 All levels of plans contain SMART targets and relevant performance indicators.

5.6 **Performance reporting and review** takes place routinely by different levels of management and governance of children's services. Performance reports contain datasets of quantitative, qualitative and outcome performance indicators and measures relevant to the audience receiving the reports.

- Quantitative indicators measure demand on the service
- Quantitative indicators measure the efficiency of the service
- Outcome measures indicate the effectiveness of the service

5.7 Performance reports are designed to be useful and user-friendly with trajectory, trend, polarity and benchmarking information provided. Data items are linked and triangulated to support practice.

5.8 Performance indicators are, however, only indicators of performance so are supported by additional performance information and intelligence including benchmarking against other authorities; results of external inspection or peer review; findings of internal audit and quality assurance processes; staff feedback and, importantly, feedback from service users.

5.9 It is worth repeating that performance information is not simply presented to 'tell the story' and be monitored but, more importantly, to enable appropriate support and challenge and decisions to be made which 'make a difference' to performance and outcomes for service users.

5.10 Scheme for performance reporting and review is as follows:

Governance and Corporate Management

- CLT receive a bi-monthly top level performance report which focusses on the Making Bromley Even Better themes. Specific priorities have been identified in respect of children and young people including safeguarding children in schools and the community and ensuring the health and wellbeing of those children vulnerable to poorer outcomes than their peers.
- Practice learning events have been introduced which enable senior leaders and elected members to understand the complexities of social care by observing practice and as such develop their understanding of performance issues.
- The Performance Improvement Board (PIB) is chaired by an independent quality assurance advisor to provide challenge and support to both our practice standards and current performance.
- At regular Policy Development Scrutiny (PDS) committee meetings, the Performance dashboard is presented and provides learning and development

for members, detailing why KPI's are important and how they can be used to assess and challenge the effectiveness of the service.

- Quarterly Corporate Parenting Boards are attended by key decision makers within children's social care, health commissioning, Child and Adolescent Mental Health Services (CAMHS), our Virtual School, SEND, housing and education. Children and Young People from the Living in Care Council (LinCC) and the Change for Care leavers forum (CFCL) are also invited to directly question and challenge partners.
- Bi-monthly SEND Governance Boards take place using the SEND Performance dashboard to monitor the number of children with an EHCP to help identify vulnerable groups, discuss tribunal appeals, exclusions and health checks for young people on the GP learning disability register.
- Quarterly Youth Justice Strategic Board meets to monitor the young people within the YJS and put in place plans to reduce the number of young people committing crimes.

Children's Social Care Services

- A comprehensive monthly 'Performance Insights' is provided to the Director of Children's Social Care Services and the Senior Leadership Team. This report is key in terms of the effective operational management of children's social care services. It enables performance issues to be highlighted and dealt with in timely manner. Cross cutting issues across the division's services can also be readily identified.
- The Performance Insights report is used to inform monthly 'Performance Surgeries' held by the Assistant Director with individual Heads of Services alongside the Performance Team. This process promotes the accountability of lead officers for individual services and the formal communication of key performance issues to the Assistant Director.
- The report is used by Heads of Service and team managers with their staff groups to support the effective day to day management of these services.
- Weekly 'data days' are also held with team level reports provided to individual team managers. Detailed information is reviewed with team members enabling performance and data quality issues to be identified and resolved in a timely way. This process promotes the ownership of, and accountability for, performance at team manager and individual practitioner levels.
- Quality assurance measures include regular internal and external case auditing which provides managers and practitioners with information on the quality of casework and the application of professional standards in social work practice in Bromley. Audit findings are fed back to those involved in individual cases and thematic issues can inform practice development and training programmes. The division also leads the multi-agency audit programme commissioned by the Bromley Safeguarding Children Partnership.

Education Services for Children

- The majority of the early years and school provision in Bromley is delivered by the private and independent sectors and by Academies. Nevertheless, the

council retains duties and powers to ensure the best possible educational outcomes for the borough's children and young people.

- The council must also seek to ensure that early years settings and schools engage within the partnership approach required in respect of early help, children in need and safeguarding services for children vulnerable to poorer outcomes.
- Demographic information is routinely analysed in respect of the demand for childcare, early education, special educational needs and school places in the borough. This information is used by early years managers to inform their influencing and management of the local childcare market and by pupil place planners to enable the council to meet its sufficiency duty for school places.
- Formal educational attainment, attendance and exclusion data on Bromley's children and young people is available on an annual basis and is analysed and reported in the annual School Standards Report. This high level report provides a 'snapshot' of the performance of Bromley's early years settings and schools.
- A monthly Performance Insights provides more timely data and information to the Education Division's Senior Leadership Team. The Performance Insights report provides year to date information on a range of key indicators including early years Ofsted ratings, access of 2+yr olds to free early education, safeguarding training in the early years sector; schools Ofsted ratings, admissions and school attendance, absence and exclusion data; information on children home educated and missing education; penalty notices for non-attendance; and data on the EHC assessment and planning process for children with SEN.
- Information from these reports, along with the more detailed intelligence held by teams within the Education Division, is used by managers in the Education Division to deploy and manage performance of their staff.
- There is routine liaison across the Education and Children's Social Care Divisions in respect of practice and performance issues affecting vulnerable children, for example in the implementation of the SEND reforms, the operation of the Virtual School for Looked After Children or in respect of specific safeguarding issues in schools. Operational managers and Heads of Service are empowered to resolve such issues wherever possible, with escalation to Assistant Directors when necessary.
- The Education Director and representatives of the borough's primary, secondary and special schools sit on the key multi-agency governance bodies for children's services including the Safeguarding and Children's Executive Boards.

Housing and Children's Services

- The Housing Division has a key role in supporting the council's work with vulnerable children including fulfilling duties towards homeless families and homeless young people aged 16+ and in providing appropriate housing options for Bromley's care leavers.
- High level performance data including homelessness applications, acceptances, use of temporary accommodation, families and young people in priority need categories is provided to the Division's Senior Leadership Team on a monthly basis.

- A wider range of more detailed performance indicators e.g. numbers of young people in floating support accommodation; numbers of care leavers provided with starter or other tenancies, is available to Heads of Service and operational managers to inform day to day practice.
- There is routine liaison between housing caseworkers and colleagues in children's social care services in respect of specific concerns around vulnerable children. Escalation procedures are in place to ensure Heads of Service and the Divisional Directors are sighted on practice and performance issues and can intervene appropriately.
- A social worker is embedded in the Housing Division's Young People's Team to promote integrated child in need/housing need assessment of 16+yr old young people presenting as homeless. Appropriate professional supervision of this officer is provided by the Children's Social Care Division.
- The Division has a number of contracts with providers of temporary accommodation and floating support provision which clearly specify the borough's expectations in respect of vulnerable families and children's safeguarding. A local provider forum is in place which enables thematic issues eg impact of evictions without notification; support for younger tenants, to be raised. Providers are encouraged to make use of safeguarding training commissioned by the BSCB.
- Senior Housing Division managers sit on key governance bodies in respect of vulnerable children including the BSCB and the council's Corporate Parenting Board.

Adults Social Care

- For young people with specific continuing care needs and eligibility for services as adults e.g. young people with learning difficulties; physical disabilities; mental health needs, transitional protocols and arrangements between children's and adults' services are in place.
- Information on numbers of young people who may require transitional and adults services is routinely shared between children's and adults services to inform planning assumptions including demand for services, commissioning and budgetary implications.
- Adults' services teams seek early involvement in assessment and planning for individual young people with children's services colleagues. This process addresses the more limited eligibility criteria for adults' services which exist, and is designed to manage expectations of young people and families.
- Individual Transitions Plans are monitored by operational managers and Heads of Service. Escalation procedures are in place for the Directors of Children's Social Care and Adults' services to resolve issues arising in individual casework.
- The director and adults' services SLT receive performance information routinely through a monthly performance digest. Operational managers and Heads of service make use of more detailed data to inform day to day management of the services. Complaints findings contribute to the understanding of performance issues at this level.
- Adults services are represented at senior management level in key governance bodies for children's services including the Safeguarding

Children Board, the Children's Executive Board, and the SEND/SEN reforms Governance Boards.

Public Health Services for Children

- Improving the health and wellbeing of children forms a core element of Bromley's overall Health and Wellbeing strategy. The Public Health Division commissions universal, targeted and specialist services for children and young people including community health services; sexual health services; substance misuse services; and services in respect of domestic violence and violence against women and girls. Many of these services play a key role in working with vulnerable children and young people.
- As, predominantly, commissioners of services from NHS Trusts and other providers, public health staff are responsible for specifying the outcomes required from services, contracting effectively with providers and for ensuring compliance with the council's contracts. Performance management information and reporting on KPIs is undertaken at regular contract meetings with providers.
- The Public Health Division leads on Bromley's approach to Joint Strategic Needs Assessment, engaging with children's services across the statutory and voluntary sectors in respect of work designed to inform and support strategic and operational commissioning of children's services, including those for vulnerable children.
- In addition to providing professional leadership of the borough's Health and Wellbeing Board, the Director of Public Health sits on key governance bodies including the Safeguarding Children and the Children's Executive Boards.

6. Performance Management of Commissioned Children's Services

- 6.1 In addition to the children's services delivered directly by council staff, Bromley commissions a range of other services from external suppliers via contracts and spot purchasing arrangements.
- 6.2 While the process of commissioning transfers responsibility for the delivery of services to a third party, the council continues to be accountable for achieving the desired outcomes of those services and for ensuring value for money from the council's funding. It follows that outcomes need to be specified in detail within contracts and funding agreements, that appropriate performance measures are identified and that robust performance management/contract compliance arrangements are in place.
- 6.3 In Bromley, the main responsibility for contracting and contract management of specific services for children lies with relevant operational Heads of Service.
- 6.4 Commissioning staff in Children's Services department's provide professional and technical support to operational Heads of Service for options appraisal, contract specification, procurement, tender evaluation and council decision-making processes.

6.5 Operational Heads of Service are expected to undertake appropriate contract monitoring to ensure specifications are met by providers and to report on contract performance as required.

6.6 Detailed guidance on procurement and contract management has been produced and is available on Bromley's intranet and operational managers are also supported by a specific training offer.

7. Appraisal and Supervision

7.1 Appraisal and supervision arrangements are key elements in the overall performance management framework. On at least an annual basis, managers complete appraisals with individual members of staff in which their performance is reviewed and forward objectives and targets set. Additionally, learning and development needs of staff members are identified which inform an annual staff training programme. Staff then receive regular ongoing 1-1 supervision in line with the council's staff supervision policies in which performance issues are routinely considered.