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DATE: 15 January 2018

To: Members of the
EDUCATION, CHILDREN AND FAMILIES SELECT COMMITTEE

Councillor Nicholas Bennett J.P. (Chairman)
Councillor Neil Reddin FCCA (Vice-Chairman)
Councillors Kathy Bance MBE, Kim Botting FRSA, Alan Collins, Mary Cooke,
Nicky Dykes, Ellie Harmer and Chris Pierce

Church Representatives with Voting Rights
Mary Capon and Joan McConnell

Parent Governor Members with Voting Rights
Emmanuel Arbenser, 2 x Parent Governor Representative (vacancy)

Non-Voting Co-opted Members
Aaron Regisford, (Young People's Representative)

A meeting of the Education, Children and Families Select Committee will be held at
Committee Rooms, Bromley Civic Centre on **TUESDAY 23 JANUARY 2018 AT 7.00
PM**

MARK BOWEN
Director of Corporate Services

Paper copies of this agenda will not be provided at the meeting. Copies can be printed off at <http://cde.bromley.gov.uk/>. Any member of the public requiring a paper copy of the agenda may request one in advance of the meeting by contacting the Clerk to the Committee, giving 24 hours notice before the meeting.

Items marked for information only will not be debated unless a member of the Committee requests a discussion be held, in which case please inform the Clerk 24 hours in advance indicating the aspects of the information item you wish to discuss

All Committee Members are invited to the Preparation Meeting which will take place from 6.30pm in the Committee Rooms at the Civic Centre.

A G E N D A

PART 1 (PUBLIC) AGENDA

Note for Members: Members are reminded that Officer contact details are shown on each report and Members are welcome to raise questions in advance of the meeting.

STANDARD ITEMS

1 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS

2 DECLARATIONS OF INTEREST

3 MINUTES OF THE EDUCATION SELECT COMMITTEE MEETING HELD ON 17 OCTOBER 2017 AND MATTERS OUTSTANDING FROM PREVIOUS MEETINGS
(Pages 5 - 40)

4 QUESTIONS TO THE SELECT COMMITTEE CHAIRMAN FROM MEMBERS OF THE PUBLIC AND COUNCILLORS ATTENDING THE MEETING

To hear questions to the Committee received in writing by the Democratic Services Team by 5.00pm on Thursday 18th January 2018 and to respond. Questions must relate to the work of the scrutiny committee.

5 QUESTIONS TO THE PORTFOLIO HOLDER FROM MEMBERS OF THE PUBLIC AND COUNCILLORS ATTENDING THE MEETING

To hear questions to the Portfolio Holder received in writing by the Democratic Services Team by 5.00pm on Thursday 18th January 2018 and to respond. Questions must relate to the work of the Portfolio.

6 PORTFOLIO HOLDER UPDATE

7 EDUCATION SELECT COMMITTEE WORK PROGRAMME (Pages 41 - 48)

SELECT COMMITTEE CONSIDERATION

8 SCRUTINY OF THE DIRECTOR OF EDUCATION

SUBSTANTIVE ITEM: IMPACT OF EARLY INTERVENTION IN BROMLEY

9 WRITTEN EVIDENCE:

a EARLY INTERVENTION AND TROUBLED FAMILIES (Pages 49 - 62)

- b **OFSTED INSPECTION FRAMEWORK** (Pages 63 - 204)
- c **THE CASEY REVIEW EXECUTIVE SUMMARY** (Pages 205 - 222)
- d **BREAKING THE LOCK** (Pages 223 - 246)

10 WITNESS SESSION:

- (A) **RACHEL DUNLEY – HEAD OF SERVICE EARLY INTERVENTION AND FAMILY SUPPORT, LBB**
- (B) **DEBORAH COLE – TEAM MANAGER (CHILDREN AND FAMILY CENTRE AND FSPP), LBB**
- (C) **BARRIE CULL – INTERNAL AUDITOR, LBB**

11 COMMITTEE CONCLUSIONS AND RECOMMENDATIONS

DATES OF FUTURE EDUCATION SELECT COMMITTEE MEETINGS

27 February 2018

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EDUCATION, CHILDREN AND FAMILIES SELECT COMMITTEE

Minutes of the meeting held at 7.00 pm on 17 October 2017

Present:

Councillor Nicholas Bennett J.P. (Chairman)
Councillor Neil Reddin FCCA (Vice-Chairman)
Councillors Kim Botting FRSA, Alan Collins, Mary Cooke,
Nicky Dykes and Angela Wilkins

Mary Capon and Joan McConnell
Emmanuel Arbenser

Also Present:

Councillor Peter Fortune, Portfolio Holder for Education, Children and Families
Councillor Tom Philpott, Executive Support Assistant to the Portfolio Holder for Education, Children and Families

14 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS

Apologies for absence were received from Councillor Chris Pierce.

Apologies for lateness were received from Councillor Nicky Dykes.

The Chairman led Members in thanking Jane Bailey, Director: Education who had recently left the Local Authority for her excellent contribution to education in Bromley. The Chairman also welcomed Gillian Palmer, Interim Director: Education to the Local Authority.

15 DECLARATIONS OF INTEREST

There were no additional declarations of interest.

16 MINUTES OF THE EDUCATION SELECT COMMITTEE MEETING HELD ON 28 JUNE 2017

RESOLVED that the minutes of the meeting held on 28th June 2017, be agreed and signed as an accurate record.

A MATTERS OUTSTANDING FROM PREVIOUS MEETINGS

Report CSD17118

The Committee considered a report setting out matters outstanding from previous meetings, as well as matters outstanding from previous meetings of

the Care Services PDS Committee relating to the scrutiny of Children's Services.

The Portfolio Holder confirmed that letters raising concerns identified by the Select Committee on elective home education and the 50% admissions figure for faith schools would be sent to Lord Agnew and the Prime Minister following the meeting. The Portfolio Holder would also follow up outstanding matters relating to requests for Members to receive the minutes of the Children's Service Improvement Governance Board and contribute towards an online resource being developed to assist teachers in identifying young carers. The Deputy Chief Executive and the Interim Director: Education would provide responses to the recommendations developed as part of the first report of the Education, Children and Families Select Committee 2017/18 on the Children's Services landscape in Bromley.

In response to a question from the Chairman, the Deputy Chief Executive reported that the Schools Partnership Board had been replaced by a Schools' Executive Group that included representation by Head Teachers from primary, secondary and special schools and would meet on a termly basis.

RESOLVED that matters outstanding from previous meetings of the Education, Children and Families Select Committee and Care Services PDS Committee relating to the scrutiny of children's services be noted.

17 QUESTIONS TO THE SELECT COMMITTEE CHAIRMAN FROM MEMBERS OF THE PUBLIC AND COUNCILLORS ATTENDING THE MEETING

Six oral questions were received from members of the public and these are attached at Appendix A.

18 QUESTIONS TO THE PORTFOLIO HOLDER FROM MEMBERS OF THE PUBLIC AND COUNCILLORS ATTENDING THE MEETING

Four oral questions and one written question were received from members of the public and these are attached at Appendix B.

19 EDUCATION SELECT COMMITTEE WORK PROGRAMME

Report CSD17133

The Committee considered its work programme for the 2017/18 municipal year.

The Vice-Chairman advised Members that there were places available on the scheduled visit to Harris Girls' Academy Bromley on 19th October 2017.

RESOLVED that:

- 1) The work programme 2017/18 be approved; and,**

- 2) The nomination of Councillor Mary Cooke to the Education, Children and Families Budget and Performance Monitoring Sub-Committee be approved.**

20 PORTFOLIO HOLDER UPDATE

The Portfolio Holder gave an update to Members on work in progress across the Education, Children and Families Portfolio.

Work to deliver the Children's Service Improvement Plan was ongoing, with a continued emphasis on recruitment and retention and the delivery of the 'Caseload Promise'. A highly successful social work practice week had recently been held which provided an opportunity for Members and senior managers to get a first-hand view of issues and practice in social work.

The final report of the Commissioner for Children's Services in Bromley had been published and was very positive about the progress made by the Local Authority and its partners in improving children's services across Bromley. The Portfolio Holder offered his thanks to all Members, Officers and partners for their work in delivering wide-ranging improvements across the service.

There had been a number of Ofsted Inspections of Bromley schools with Chislehurst C.E. Primary School, Trinity C.E. Primary School, St Mary's Catholic Primary School, St Joseph's Catholic Primary School and St Philomena's R.C. Primary school all being rated as 'Good'. Work to increase the number of school places across the Borough was ongoing and planning applications for Langley Park Primary School and Bullers Wood School for Boys had recently been approved. Approved academies looking for sites in the Bromley area included the Science, Health and Wellbeing (SHaW) Futures Academy and Harris Sydenham Academy. The Chairman requested that an updated list of Bromley schools seeking to expand be provided to Members following the meeting.

Work was underway to review A Level and GCSE performance at schools across the Borough for the 2016/17 academic year and this would be provided to Members when available. An issue around performance-based exclusions in relation to AS Level results at St Olave's Grammar School had been reported in the national media, and the Local Authority had written to the new Chairman of the Governing Body raising a number of concerns.

In response to a question from the Chairman, the Portfolio Holder confirmed that a review of special educational needs transport had been completed and the findings of this review would be reported to the Education, Children and Families Select Committee when available. The Chairman requested an update on the Independent Travel programme for children and young people with special educational needs be provided to Members following the meeting.

RESOLVED that the Portfolio Holder update be noted.

**A EDUCATION, CHILDREN AND FAMILIES PORTFOLIO PLAN
2017/18**

Report ED18033

The Committee considered a report setting out the draft Education, Children and Families Portfolio priorities and aims for 2017/18 which reflected the new Portfolio structure agreed in May 2017 and brought Education oversight in line with the financial planning cycle as opposed to the academic year.

The draft 2017/18 Education, Children and Families Portfolio Plan comprised two priority outcomes to secure the health, wellbeing and achievements of vulnerable children and provide the best possible service to deliver appropriate support to all children and young people. These priorities were underpinned by four Outcome Statements and 35 Aims which defined the supporting Education, Social Care, Health and Housing action plans and measures.

In considering the Portfolio Plan, a Member queried why targets in certain areas appeared to be less ambitious than for 2016/17, and underlined the importance of ensuring there were clear measures in place to monitor performance. The Portfolio Holder requested that Members provide details of any performance measures to be reviewed and would clarify targets within the plan following the meeting

RESOLVED that the Portfolio Holder be recommended to agree the 2017/18 draft Education, Children and Families Portfolio Plan.

**21 MINUTES OF THE EDUCATION, CHILDREN AND FAMILIES
BUDGET AND PERFORMANCE MONITORING SUB-COMMITTEE
MEETINGS HELD ON 18 JULY 2017 AND 26 SEPTEMBER 2017**

The Committee noted the minutes of the Education, Children and Families Budget and Performance Monitoring Sub-Committee meetings held on 18th July 2017 and 26th September 2017.

**22 FIRST REPORT OF THE EDUCATION, CHILDREN AND FAMILIES
SELECT COMMITTEE 2017/18**

The Chairman advised the Committee that the first report of the Education, Children and Families Select Committee 2017/18 had been considered at the meeting of Council on 25th September 2017 where a motion to approve the recommendations had been carried.

RESOLVED that the first report of the Education, Children and Families Select Committee be noted.

23 LIVING IN CARE COUNCIL PRESENTATION

The Committee received a presentation from seven representatives of the Living in Care Council about being in care, which included a short film created by children looked after that expressed their feelings and experiences about being in care and was used to support other young people on their journey into care. The presentation also gave details of the work of the Living in Care Council, which was open to children looked after aged 11-21 years to consider issues impacting children looked after and work with Officers and Members to improve the care experience.

Members were advised of the success of the Corporate Parent Fun Day on 30th July 2017 which had been organised by the Living in Care Council in partnership with Officers and Members. Over 200 people had attended the event which enabled children looked after to meet their Corporate Parents and Senior Officers. Work was underway to plan a similar event for Summer 2018, and Councillors Peter Fortune, Kim Botting FRSA and Angela Wilkins would represent the Education, Children and Families Select Committee at a forthcoming planning meeting. Members were also notified about a forthcoming initiative where Corporate Parents would live as a Child Looked After for a day and Councillor Mary Cooke agreed to participate.

In response to a question from a Member, the Vice-Chairman of the Living in Care Council advised that the key aim of the Living in Care Council was to continue to improve the care experience for all children looked after. Members were invited to contact the Living in Care Council with any issues they wished to explore or to attend meetings of the Living in Care Council.

The Chairman informed the Living in Care Council that the support of children looked after was a key area within the future work programme of the Education, Children and Families Select Committee and that the Living in Care Council would be invited to contribute towards this review. The Chairman was pleased to note an update on the progress of previous Chairs of the Living in Care Council who had moved on to higher education, training and employment and requested that similar information be provided for the wider membership of the Living in Care Council as it was important for Corporate Parents to be aware of the outcomes for young people as they moved towards independence.

The Chairman led Members in thanking Tia, David, Lola, Millie, Scott and Callum for their excellent presentation and the work of the Living in Care Council.

RESOLVED that the presentation be noted.

24 YOUTH OFFENDING SERVICE UPDATE

The Committee received an update on the performance of the Bromley Youth Offending Service (YOS) and progress made since the recent inspection and as a result of other operational and strategic developments.

There were approximately 110 cases within the Youth Offending Service at the present time, 22% of which involved conditional cautions or triage. The work within the Youth Offending Service was delivered by a team of senior officers and caseworkers, and was further supported by specialist colleagues including a part-time school nurse and those working in the areas of substance misuse, wellbeing and parenting consultation. The current focus of the Youth Offending Service was on securing positive outcomes for young people that reduced levels of offending, the need for custody and the numbers entering the criminal justice system. Bromley's quarterly performance data for the October 2014 to September 2015 cohort showed a reduction of 7.6% in the rate of reoffending on the previous year, although the actual number of young people accessing the service had increased by five.

With regard to future service provision, the reviewed and updated Youth Offending Service Operational Improvement Plan was based around seven key priority areas comprising reducing reoffending, protecting the public, protecting the child or young person, ensuring that the sentence is served, governance and partnership arrangements and the effectiveness of YOS interventions and had been approved by the Youth Offending Service Governance Board on 11th October 2017. Bromley Youth Offending Service had also been successful in a recent bid to NHS England to develop a Forensic Service Pilot Scheme in recognition of the high proportion of young people entering the youth justice system identified as having complex needs that required significant levels of specialist intervention and support. The scheme would enable these young people to access specialist child and adolescent mental health services (CAMHS) as well as other wellbeing support services from across a range of agencies, and support would also be provided to their families and carers where appropriate. The Forensic Service Pilot Scheme would initially be funded for one year, but an application could be made for further funding if the scheme was successful.

In response to a question from the Chairman, the Head of Youth Support and Youth Offending Services confirmed that there was no CAMHS worker seconded to the team; however a Bromley Y worker was based in the team for two days a week and the Youth Offending Service was also able to refer young people directly to CAMHS where a need was identified. The part-time school nurse worked one day a week and a bid was being developed to provide additional capacity. The Head of Youth Support and Youth Offending Services provided a case study example of a young person within the Youth Offending Service who required a range of support relating to their mental wellbeing, and noted that undiagnosed mental health or wellbeing issues could be a cause of challenging behaviour in some young people.

A Member queried how the Youth Offending Service delivered a key performance indicator to reduce the number of first time entrants to the youth justice system. The Head of Youth Support and Youth Offending Services explained that young people who had committed low level offences could be referred to the Youth Offending Service for triage through which short term interventions were delivered in partnership with the police to divert young people away from offending and that the majority of young people referred to

the Youth Offending Service for triage did not go on to reoffend. The Chairman requested that further information on the number of young people referred for triage, including statistics in relation to whether they reoffended, be provided to Members following the meeting.

RESOLVED that the update be noted.

25 CHILD AND ADOLESCENT MENTAL HEALTH SERVICES (CAMHS) WITNESS SESSION

The Committee had been provided with a range of written evidence in advance of the meeting. This included a report outlining the tiered approach to Child and Adolescent Mental Health services (CAMHS) in the Borough, overviews of the support services provided by Bromley Y and Oxleas NHS Foundation Trust, a submission from Impact Multi Academy Trust, and an article from *The Times* newspaper dated 18th September 2017.

The Chairman was pleased to welcome Daniel Taegtmeyer, Head of Integrated Commissioning and Transformation (Bromley Clinical Commissioning Group), Dr Jenny Selway, Consultant in Public Health Medicine (LBB), Claire Ely, Director (Bromley Y), Ernest Noad, Chairman (Bromley Wellbeing Service), and Beverley Mack, Associate Director and Stephen Whitmore, Director: Children and Young People's Services (Oxleas NHS Foundation Trust) to the meeting.

Daniel Taegtmeyer, Head of Integrated Commissioning and Transformation (Bromley Clinical Commissioning Group)

The Head of Integrated Commissioning and Transformation advised Members that the Bromley Clinical Commissioning Group worked in partnership with the Local Authority and a range of strategic and voluntary partners to support the delivery of the referral and treatment pathway for child and adolescent mental health services (CAMHS). There had been an increasing demand for emotional wellbeing and mental health needs services over recent years. It had been projected at a national level that approximately 10% of the 0 to 18 years population had diagnosable emotional wellbeing and mental health needs which equated to a potential cohort of 7500 children and young people in Bromley. The key challenge was to identify how children and young people could be supported to keep mentally well and to ensure that the pathway to access services enabled the right care to be provided in the right place at the right time to those requiring support.

The children and young people's emotional wellbeing and mental health referral and care pathway in Bromley had undergone a significant redesign in 2014/15. Previously based on a structured model of tiers, the single point of access model established a clear treatment pathway to meet the needs of children and young people with emotional wellbeing and mental health needs, strengthening service pathways across a range of partners and providing additional capacity. The early intervention emotional wellbeing service delivered by Bromley Y was launched in December 2014 and worked to triage

referrals, providing interventions where appropriate and referring service users to other specialist services such as CAMHS, Bromley Children's Project or substance misuse services. The CAMHS Transformation Plan had been developed to invest additional resources in the local system to increase capacity and help address key issues including waiting times as well as improving access to a range of specialist services including those for eating disorders and autism spectrum disorder.

In considering a range of information provided regarding the social and complexity factors identified in children and young people accessing the wellbeing service and specialist Oxleas CAMHS services, the Head of Integrated Commissioning and Transformation confirmed that this information was collected and collated by separate organisations. The Chairman underlined the potential to collect comparative information across different organisations to develop an holistic picture of why children and young people were experiencing issues with their emotional wellbeing and mental health needs. The Vice-Chairman suggested that there was also a need to drill down further with regard to data collected on children and young people accessing the specialist Oxleas CAMHS services, for example to identify exactly which home or school issues were a factor in their emotional wellbeing and mental health needs, as well as to provide the total number of service users to inform percentage figures. The Head of Integrated Commissioning and Transformation highlighted that new information gathered by NHS England would be released in 2018 which would include details of the prevalence of mental health needs.

A Co-opted Member was concerned at the average wait time of 32 weeks for specialist mental health services in 2015/16. The Head of Integrated Commissioning and Transformation agreed that any wait time for significant interventions was unacceptable. The Bromley Clinical Commissioning Group had gained increased access to data on the referral and treatment pathway process and this would help identify areas where additional resources might be required. It was important to build flexibility into the system to respond to high levels of demand in particular service areas and work would continue across all key partners to ensure the service was responsive to need. The Co-opted Member also underlined an issue around out-of-borough inpatient care. The Head of Integrated Commissioning and Transformation reported that NHS England had previously commissioned inpatient care at a national level and that he understood that the majority of inpatient admissions were generally within an hour's distance of London. The Head of Integrated Commissioning and Transformation noted that Oxleas NHS Foundation Trust had the most accurate records on where patients were placed. Responsibility for commissioning inpatient care in South London had now been delegated to the South London Partnership which comprised Oxleas NHS Foundation Trust, South London and Maudsley NHS Foundation Trust and South West London and St George's Mental Health NHS Trust and this would support children and young people to remain within their own communities when receiving inpatient care.

In response to a question from the Chairman, the Head of Integrated Commissioning and Transformation confirmed that over the past three years, funding levels for child and adolescent mental health services had been sustained with additional funding of £700k per annum invested in local mental health and emotional wellbeing services through the CAMHS Transformation Plan. The Chairman requested that the Head of Integrated Commissioning and Transformation provide more detailed information regarding service budgets and demand from 2014/15 to the present time following the meeting. A Co-opted Member noted that despite being a London Borough, Bromley appeared to be underfunded and there was a need to advocate for sufficient resources to meet local need. In seeking additional funding, a Member underlined the importance of emphasising how investment in early intervention services reduced the demand for more costly specialist services in the longer term.

Another Member queried the transition arrangements for children moving into adult services and how this was being managed. The Head of Integrated Commissioning and Transformation informed Members that there was universal recognition across partners that transition arrangements required improvement and work was underway to address this including looking at how best to align the emotional health pathway with the special educational needs and disability pathway to make it available up to the age of 25 years. Services would have to engage better with young people, and think more widely about the needs of young people and their requirements when designing services.

The Chairman requested that the Bromley Clinical Commissioning Group provide a response to the letter from the Impact Multi Academy Trust which raised a number of issues in the area of child and adolescent mental health services.

Dr Jenny Selway, Consultant in Public Health Medicine (LBB)

The Consultant in Public Health Medicine advised Members that the Public Health service had funded Bromley teachers to become Mindfulness trainers within their schools. The Chairman requested that further information be provided on how the programme operated, including details of the course content.

In response to a question from a Member, the Consultant in Public Health Medicine confirmed that the increased level of referrals to specialist eating disorder services was due to a wide range of factors. The majority of young people referred to eating disorder services were female, and the Chairman noted that young people referred to eating disorder services were often high achievers.

Claire Ely, Director (Bromley Y) and Ernest Noad, Chairman (Bromley Wellbeing Service)

The Director advised Members that Bromley Y hosted the Bromley Wellbeing Service which was a single point of access service developed to support the emotional and mental wellbeing of children and young people aged 0 to 25 years in the Borough. Commissioned by the Local Authority, the Bromley Wellbeing Service enabled children and young people to be referred or self-referred to the service which offered a triage and assessment process, after which a decision was made on their support needs which could include therapeutic support by Bromley Y or signposting to a more appropriate local or specialist service. There were 41 part-time staff within Bromley Y, including six administrators who supported the referral pathway. Approximately 2600 children and young people had been referred to the service during 2016/17 which was higher than anticipated; however the cost implications of this had been offset by Bromley Y's charity status which enabled it to apply to other funding streams. The timescales of the Bromley Wellbeing Service was for triage to be completed within 72 hours of initial referral, face-to-face assessment to be completed within four weeks (or two days for urgent cases) and for the service user to access intervention services within a maximum of 10-12 weeks. It was hoped to reduce this wait time through additional funding from the Bromley Clinical Commissioning Group.

The Bromley Clinical Commissioning Group commissioned a range of services from Bromley Y including an annual contract to provide support to service users up to Tier 2.5 in the tiered model of CAMHS services which reflected the increasing proportion of children and young people presenting with higher range mental health needs. Bromley Clinical Commissioning Group also funded a Child Wellbeing Practitioners Programme which provided low intensity Cognitive Behaviour Therapy in schools. In addition to being able to refer pupils directly to the Bromley Wellbeing Service, a number of Bromley schools commissioned Bromley Y to provide a counselling service including all primary schools and 12 secondary schools, with a number of the remaining secondary schools having their own in-house provision. A pilot scheme had recently been trialled in schools in which key school staff were provided with consultation on mental health issues. Bromley Y delivered a free mentoring service to young people in addition to anti-bullying groups, and was commissioned to provide support to Bromley Youth Offending Service.

The Director confirmed that Bromley Y worked closely with Bromley Children Project on initiatives such as the Tackling Troubled Families Programme and as complex issues within families such as unemployment or substance abuse could have a significant effect on a child's mental health and emotional wellbeing, it was important to address family issues in an holistic way and work to strengthen parenting where appropriate.

In considering the update, the Vice-Chairman noted that referrals from Bromley Y to specialist CAMHS had decreased and that individuals that were accepted had to wait an 'unreasonable' time for confirmation and further assessment. The Director outlined a number of reasons that may have

caused the decrease in referrals, not least because Bromley Clinical Commissioning Group commissioned Bromley Y to provide support up to Tier 2.5 in the tiered model of CAMHS services, but also as a result of the increased skillset of Bromley Y staff which enabled them deal with more complex issues. Bromley Y also had better understanding about the thresholds for specialist care which meant that fewer inappropriate referrals were being made. A Member was concerned that service users were unable to continue to access support from Bromley Y once they had been referred to a specialist service such as CAMHS, and the Director explained that Bromley Y could not work with a child who had been referred to another service due to the boundaries between different treatments which could be an issue when there were long waiting times for specialist services.

In response to a question from the Vice-Chairman, the Director confirmed that the drivers increasing demand for mental health and emotional wellbeing services were as a result of increased awareness of mental health issues and in mental health needs which reflected the growing number of pressures on children and young people. There were 'spikes' in demand throughout the year, including the start of the academic year and Christmas, but also in relation to national events, such as terrorist incidents.

The Chairman requested that Bromley Y provide a response to the letter from the Impact Multi Academy Trust which raised a number of issues in the area of child and adolescent mental health services.

Beverley Mack, Associate Director and Stephen Whitmore, Director: Children and Young People's Services (Oxleas NHS Foundation Trust) to the meeting.

The Associate Director advised Members that there were a number of drivers for the increased demand for mental health and emotional wellbeing issues in recent years. This included the socio-economic implications of austerity and a reduction in stigma related to mental health issues which encouraged more people to seek help. It was key to ensure children and young people received the treatment they needed at an early stage to allow them to follow a healthy developmental path into adulthood.

Between 2014/15 and 2017/18, the number of children and young people referred to child and adolescent mental health services in Bromley had fluctuated; however children and young people being referred were more likely to have higher range mental health needs and require access to more specialist services, which was similar to the experience of other London boroughs.

In considering the increase in the number of children and young people presenting to Accident and Emergency Departments with higher range mental health needs, the Associate Director underlined the need for additional specialist provision to be established within the Borough. Approximately 50% of children and young people treated in Accident and Emergency Departments by CAMHS had not been previously known to child and adolescent mental health services, including young people who had

attempted suicide. Accident and Emergency Departments could also be an unhelpful environment for those with mental health needs and the South London Partnership was working with the Bromley Clinical Commissioning Group to develop a model of care to divert children and young people with mental health needs towards more appropriate services, including a day care plan to manage the immediate situation and a crisis line staffed by trained CAMHS professionals which was available out of working hours. Oxleas NHS Foundation Trust was also working with the Bromley Clinical Commissioning Group and the South London Partnership to develop a liaison service model which was expected to provide an out-of-hours service within Accident and Emergency Departments staffed by medical professionals with CAMHS expertise to reduce avoidable or inappropriate admissions of children and young people with mental health needs.

In response to a question from a Member, the Director: Children and Young People's Services advised that children and young people experiencing gender dysphoria would originally be referred to the Bromley Wellbeing Service where the triage and assessment process would support the identification of their longer term support needs.

The Chairman requested that Oxleas NHS Foundation Trust provide information on the CAMHS budget for the last three years. A Member also requested that data on children and young people with higher range mental health needs be mapped via ward to enable consideration to be given to any possible socio-economic factors.

The Chairman requested that Oxleas NHS Foundation Trust provide a response to the letter from the Impact Multi Academy Trust which raised a number of issues in the area of child and adolescent mental health services.

26 COMMITTEE CONCLUSIONS AND RECOMMENDATIONS

The Committee agreed that a further meeting of the Select Committee be arranged once the provisional report had been drafted to enable Members to contribute to the report before it was presented to the next meeting of Council.

The Meeting ended at 10.01 pm

Chairman

Decision Maker: EDUCATION, CHILDREN & FAMILIES SELECT COMMITTEE

Date: 23 January 2018

Decision Type: Non-Urgent Non-Executive Non-Key

Title: MATTERS ARISING FROM PREVIOUS MEETINGS

Contact Officer: Philippa Gibbs, Democratic Services Officer
Tel: 020 8461 7638 E-mail: Philippa.Gibbs@bromley.gov.uk

Chief Officer: Director of Corporate Services

Ward: N/A

1. Reason for report

- 1.1 To provide the Education, Children & Families Select Committee with details of matters arising from previous meetings of the Education Select Committee and the Care Services PDS Committee (in relation to its scrutiny of Children's Services).
-

2. RECOMMENDATION

- 2.1 The Committee is requested to note matters arising from previous meetings of the Education Select Committee and Care Services PDS Committee.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Not Applicable
-

Corporate Policy

1. Policy Status: Existing Policy: As part of the Excellent Council workstream within Building a Better Bromley, Policy, Development and Scrutiny Committees should plan and prioritise their workloads to achieve the most effective outcomes.
 2. BBB Priority: Children and Young People Excellent Council Supporting Independence
-

Financial

1. Cost of proposal: No Cost
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: Democratic Services
 4. Total current budget for this head: £ 343,810
 5. Source of funding: 2017/18 revenue budget
-

Personnel

1. Number of staff (current and additional): 8 posts (7.27 fte)
 2. If from existing staff resources, number of staff hours: Maintaining the Committee's work programme takes less than an hour per meeting
-

Legal

1. Legal Requirement: None
 2. Call-in: Not Applicable: This report does not involve an executive decision
-

Procurement

1. Summary of Procurement Implications: None.
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): This report is intended primarily for the benefit of members of this Committee to use in controlling their work.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: Not Applicable

3. COMMENTARY

- 3.1 The matters arising table, attached at **Appendix 1**, updates Members on recommendations from previous meetings of the Education Select Committee and Education, Children and Families Select Committee which continue to be “live”.
- 3.2 The matters arising table, attached at **Appendix 2**, updates Members on recommendations from previous meetings of the Care Services PDS Committee which continue to be “live”.
- 3.3 The table attached at **Appendix 3**, tracks the progress against recommendations made by the Education Select Committee in 2016/17.
- 3.4 The table attached at **Appendix 4**, tracks the progress against recommendations made by the Education, Children and Families Select Committee in 2017/18.

Non-Applicable Sections:	Impact on Vulnerable Adults and Children, and Policy, Financial, Legal, Personnel and Procurement Implications
Background Documents: (Access via Contact Officer)	None

MATTERS ARISING FROM PREVIOUS MEETINGS

PDS Minute number/title	Committee Request	Update	Completion Date
Minute 20 17 October 2017 Portfolio Holder Update	That an update on the Independent Travel programme for children and young people with special educational needs be provided to Members	<p>The new Travel Training contract commenced in September 2017, following a competitive tender with award of contract to Bexley Accessible Transport Scheme Ltd. The contract is for one year with an option to extend for up to a further two years on a 1+1+1 basis.</p> <p>In the period September to December 2017, the service has delivered training to 15 pupil, who have passed the training and so far are no longer reliant on Council provided Transport assistance. The training is on track for the academic year end target of 40 pupils. The provider is paid on actual delivery.</p> <p>It is recommended that the first extension option is applied, and the authorisation for this (from the Portfolio Holder for Education, Children and Families) is in progress and is expected to be completed by February 2018 (more than six months in advance of the current contract end date).</p>	08.01.18
Minute 20 17 October 2017 Portfolio Holder Update	That an updated list of Bromley Schools seeking to expand be provided to Members.	<p>A number of school have expressed an interest in expansion:</p> <p>Blenheim Primary School, Green Street Primary School, Marian Vian Primary School, Ravens Wood and St Mary Cray Primary School have all expressed an interest in expanding, but there is currently insufficient local demand to progress these proposals.</p> <p>The Council remains in conversation with Aquinas MAT about the expansion of St John's CE Primary School from 1.5 to 2FE, and is working with the school to improve its Ofsted category before progressing with the delivery of the proposal.</p> <p>Chislehurst St Nicholas CE Primary and Keston CE Primary have both expressed interest in permanently expanding. However, the Council, Trust and Diocese have been unable to overcome opposition to the proposed developments. Similarly Farnborough Primary School would like to expand, but it is unclear whether the planning inspector's ruling on the impact of further development on the greenbelt can be</p>	Completed 15.01.18

PDS Minute number/title	Committee Request	Update	Completion Date
		<p>satisfactorily addressed.</p> <p>Hawes Down Primary School and Valley Primary School have both previously admitted mainstream bulge classes and have communicated to the local authority that they would be prepared to take further bulge classes in future years. Crofton Infants School has also stated it would consider admitting bulge classes if the need arose.</p> <p>Conversations are also taking place with Biggin Hill Primary School and Pickhurst Junior School about opening SEN additional resource provision classes at each school.</p>	
<p>Minute 39 23 March 2017 Portfolio Holder Update</p>	<p>That the Director of Education contacts the Archdiocese of Southwark for an update on the proposals for establishing a Catholic Secondary School in the Borough.</p>	<p>The Interim Director of Education Bromley, wrote to the Interim Director of Education, Archdiocese of Southwark on 9 January 2018. A response awaited.</p>	
<p>Minute 39 23 March 2017 Portfolio Holder Update</p>	<p>In respect of the response received from Lord John Nash concerning the issues identified with elective home education through the review undertaken by the Education Select Committee on Alternative Education. The Leader is requested to send a further letter to Lord Nash to highlight key concerns.</p>	<p>Lord Nash acknowledged that many local authorities are concerned that the powers available to them are not sufficient but he confirmed what those powers are: "If it appears to the local authority that a child is not receiving suitable education, they are able to take action to require the parents to satisfy them that it is suitable and if they do not, then the local authority can serve a school attendance order."</p>	
<p>Minute 8 28 June 2017 Portfolio Holder Update</p>	<p>That the 50% admissions figure for faith schools be further investigated as there could be implications for the proposed Catholic Secondary School in the Borough.</p>	<p>Cllr Fortune has agreed with the Chair that he will be writing to the new Sec of State.</p>	

MATTERS ARISING FROM PREVIOUS MEETINGS REFERRED FROM THE CARE SERVICES PDS COMMITTEE

PDS Minute number/title	Committee Request	Update	Completion Date
Minute 34a 13 th October 2016 Care Services Portfolio Plan Priorities June 2016 – May 2017	The Committee requested that legal advice be provided on whether the minutes of the CS Improvement Governance Board could be shared with Members.	Legal advice has been sought and the matter is currently with the Governance Board for consideration.	Legal advice obtained 20/10/17.
Minute 65b 10 th January 2017 Young Carers	The Chairman requested that the online resource being developed to assist teachers to identify young carers be provided to Committee Members for their comments prior to launch.	This information would be provided to Members when available.	

REPORTS OF THE EDUCATION SELECT COMMITTEE 2016/17
Response to Recommendations

Report 1: The Education Landscape in Bromley

Witnesses: Jane Bailey, Director: Education (LBB)
 Sam Parrett, Principal and CEO: Bromley College
 Jo Brinkley, CEO and Executive Head Teacher: Spring Partnership Trust

	Recommendation	Addressee	Response
1	That the Leader of the Council considers realigning Portfolio Responsibilities to create a Children and Family Portfolio including Youth Offending and Housing.	Executive 14 th September 2016	In April 2017, Portfolio responsibilities were realigned with responsibility for children's Services being brought into the terms of reference of the Portfolio Holder for Education (with the Portfolio subsequently renamed Education, Children & Families).
2	That the Council make representations to the Department for Education to strengthen the ' <i>duty to co-operate</i> ' of other parts of the education sector so as to enable the Local Authority fulfil its statutory responsibilities.	Education Portfolio Holder and Director: Education 15 th September 2016	Education Department has established a Schools Partnership Board (SPB). This allows all schools and academies to work in full cooperation in the best interests of all Bromley's children.
3	That the Council make representations to the Department for Education that when an authority reaches a position whereby a substantial majority of schools are academies that a 'critical mass' has been reached and that the remaining schools be required to convert.	Education Portfolio Holder and Director: Education 15 th September 2016	This proposal is signalled in the White Paper 'Educational Excellence Everywhere', published March 2016. We await the new Secretary of State's views; in the meantime education officers are working closely with the DfE and RSC colleagues on ensuring that all our schools' academy plans come to fruition.

	Recommendation	Addressee	Response
4	That the Portfolio Holder for Education establishes the Government's intentions regarding admission criteria for church schools in order to consider resuming discussions with the Catholic Archdiocese for Southwark with a view to the provision of a secondary school.	Education Portfolio Holder and Director: Education 15 th September 2016	The Portfolio Holder will seek a meeting with the relevant officials and report back to the Select Committee. However, it must be recognised that all Basic Need funding has been allocated and the only funding stream available to build a new secondary school is via the Free School route.
5	That the Council notes the urgent need to plan and provide for between 30 and 35 additional forms of entry for secondary education by 2021 and recommends that the Development Control Committee, through the Local Plan, ensures that there are sufficient sites to ensure this can be achieved.	Renewal and Recreation Portfolio Holder 15 th September 2016	I believe the new local plan as drafted includes sufficient sites for identified school needs.
		Development Control Committee 6 th September 2016	The Chairman stated that education sites were identified and put forward through the Local Plan which had yet to be finalised. As a result, he did not feel Members were currently in a position to ensure the provision of education sites could be achieved. Councillor Huntington-Thresher reported that whilst the Draft Local Plan had identified a number of sites across the Borough, further consideration should be postponed until public consultation on the Local Plan was complete. Councillor Dean moved that Members could not support consideration of recommendation 5 for the reasons stated above. This was seconded by Councillor Buttinger.
		Executive 14 th September 2016	The Deputy Leader suggested that before looking to build a new school(s), the size of existing schools might need to be reviewed for any potential to expand; if necessary, the Deputy Leader would support an existing secondary school being expanded on Green Belt land.

	Recommendation	Addressee	Response
6	That the Development Control Committee be requested to consider how funding from the Council's Community Infrastructure Levy could be used for education purposes.	Renewal and Recreation Portfolio Holder 15 th September 2016	There are rules about the use of CIL. If the monies can be used for education then this will doubtless be considered alongside other necessities.
		Development Control Committee 6 th September 2016	<p>The Chairman considered it was not within the remit of DCC to determine how CIL funds should be spent. The onus was on specific Council departments to apply through Resources. The CIL would be operated through the Local Plan with funds being allocated to various community services. Therefore the Committee could not comply with the Education Select Committee's request.</p> <p>The Chief Planner explained that the collection of CIL was governed by regulations and the Council was required to justify its need to charge £35 per sq m. A plan would be formalised indicating how CIL funds would be spent; it was possible that infrastructure costs may amount to more than the Council collects. The plan would be reviewed on a yearly basis. The CIL was closely linked to the draft Local Plan and would be implemented shortly after the adoption of the Local Plan in 2017.</p> <p>The Chairman moved that it was premature to consider recommendation 6 until the operational structure of CIL had been formally approved. Councillor Fawthrop seconded the motion.</p>
7	That the Portfolio Holder for Education considers how the role of the Council as a corporate parent might be strengthened so as to improve the education outcomes for Children Looked After.	Education Portfolio Holder and Director: Education 15 th September 2016	This recommendation is intrinsic to the work of The Children's Service Improvement Governance Board; to be found within the Children's Services Improvement Plan.

	Recommendation	Addressee	Response
8	That the Education Department considers whether there is scope for cooperation in the field of SEN provision with Bromley College of Further and Higher Education.	Education Portfolio Holder and Director: Education 15 th September 2016	<p>There is currently a very close working relationship/partnership between Bromley SEND Services and Bromley College. Examples of the partnership in action are as follows:</p> <ul style="list-style-type: none"> - the development of suitable courses for young people with complex needs, ensuring young people with SEND who wish to continue their studies can remain in borough and continue to ensure the preparation for adulthood developing independence and resilience to live and work in the community; - SEND Services and Preparing for Adulthood Team have and continue to provide training and support to the college as the college has expanded to meet more diverse and complex needs; - The SEN Managers have also worked closely with the college led multi-academy trust to support their contracting to deliver the provision for pupils with Social, Emotional and Mental Health Needs in the borough. Bromley Education Department will continue to seek opportunities for further partnership work with Bromley College of Further Education across the whole of SEND and in particular with preparing for adulthood.
9	That the Portfolio Holder and the Director of Education prepare a staffing structure for consideration by the Education Select Committee at its September 2016 meeting.	Education Portfolio Holder and Director: Education 15 th September 2016	The Director is reshaping the school improvement service in order to establish and service the schools partnership board and also develop closer oversight of safeguarding in schools.

	Recommendation	Addressee	Response
10	That the Portfolio Holder report back to the Education Select Committee on which services currently sold by the Education Department would be economically viable and sustainable once the future role and structure of the Department is decided.	Education Portfolio Holder and Director: Education 15 th September 2016	It is agreed that the Portfolio Holder will report back to the Select Committee once any review has been undertaken. However, in light of recommendation 2.1 and the response in 2.10, we cannot provide a comprehensive answer at this time.
11	That the Council explores what further co-operation could be undertaken with the Bromley College of Further and Higher Education in helping people into work and acquiring skills for employment.	Education Portfolio Holder and Director: Education 15 th September 2016	The Department values its relationship with Bromley College and considers it an important partner. The Department is also very keen to focus on ensuring post sixteen education and reducing the gap between high and under-performing students. All of these strands of work, together with helping people into employment, can be better achieved by increasing and maintain cooperation between our organisations.
12	That the Master Plan for Biggin Hill be expedited to enable an Academy for Aeronautical, Engineering and Motor Vehicles to be established at the Airport by Bromley College of Further and Higher Education.	Renewal and Recreation Portfolio Holder 15 th September 2016	We are progressing the academy at Biggin Hill. There are many issues to be resolved including site ownership.

A motion to note the response of the Education Select Committee to the responses received concerning the First Select Committee Report on the Education Landscape in Bromley was moved by Councillor Nicholas Bennett, seconded by Councillor Neil Reddin and **CARRIED** at the meeting of Council on 12th December 2016.

Report 2: Alternative Education

Witnesses: Neil Miller, Headteacher: Bromley Beacon Academy and Bromley Trust Academy
 Jenny MacDonald, Senior Education Welfare Officer (LBB)
 Debbie Partington, Lead Teacher for Home and Hospital Tuition (LBB)
 Mr Kevin Grant, Home Tutor, Alternative Education and Welfare (LBB)

	Recommendation	Addressee	Response
1	The School Partnership Board consider how the progress of pupils who have attended the Bromley Academy Trust can be better monitored so prevent readmittance and to enable evaluation of the outcomes of the Academy.	Director: Education 17 th January 2017	<p>It should be noted that the School Partnership Board is school led and cannot be directed by the Local Authority; the potential future governorship arrangements and terms of reference are in development. However, LA officers will raise this with the Schools Partnership Board Chairman for possible inclusion as an item, or standing item, at future meetings.</p> <p>The onus for monitoring the progress of pupils reintegrating mainstream education falls more to LA officers and BTA. In 2017, officers will seek to revise the current contract with BTA for the funding of Alternative Provision places to improve the monitoring and reporting requirements, particularly in relation to leavers and outcomes.</p> <p>In addition, a number of work streams are in progress concerning the strategy for preventing permanent exclusions – part of this will be consideration of additional support for BTA learners transferring back into mainstream education at a Bromley school.</p>

	Recommendation	Addressee	Response
2	That the School Partnership Board examine how best practice can be disseminated with regard to the provision of work for pupils unable to attend school through ill health.	Director: Education 17 th January 2017	<p>As above, this will be raised with the Chairman of the Schools Partnership Board for possible inclusion at future meetings.</p> <p>The guidance on provision for pupils who cannot attend school due to health needs sets out a number of expectations of the school and the LA both for supporting learning while away from school and in working together to set up individually tailored reintegration plans for each child.</p> <p>As part of a review of the Home & Hospital service, we will seek to strengthen the monitoring of school engagement with the child's learning while they are out of school and at reintegration and, where there are concerns, we will feed back to schools directly and via the Partnership Board with a clear evidence base.</p>
3	That the School Partnership Board consider how the work of the Core Panel can be made more widely known to schools and to consider whether standardised information questionnaires regarding pupils in need of support through alternative provision might be helpful.	Director: Education 17 th January 2017	As part of the development of the strategy for permanent exclusions, work is currently being undertaken to revise the terms of reference of the Core Panel and to develop a standardised referral form. It is intended to produce a transparent Core Panel guidance book which will be distributed to all schools in Bromley on a regular basis. Awareness raising will also be conducted through the Schools Partnership Board.
4	That the School Partnership Board identify best practice for the reintegration of pupils into mainstream education and encourage all schools to adopt it.	Director: Education 17 th January 2017	Officers will be discussing best practice for the reintegration of pupils into mainstream education through a number of routes including as part of its contract relationship with BTA, as part of the Fair Access Protocol and Core Panel arrangements, and we will seek to raise it with the Schools Partnership Board.
	That if required, further analysis of the reasons for the rise in the number of children with mental health problems be undertaken in the light of the findings of the review by CAMHS.	Director: Education 17 th January 2017	Noted; we will await the completion of the CAMHS Review.

	Recommendation	Addressee	Response
6	That the Executive be requested to examine what resources from other sources including the CGC might be accessed to ensure a seamless service for children in education with serious medical needs.	Director: Education 17 th January 2017	This will be followed up with Health colleagues, while noting that the statutory guidance on school pupils with medical conditions gives clear expectations and responsibilities to schools and alternative provision providers (including the Home & Hospital provision) to ensure arrangements are put in place to accommodate their needs. In particular, the Home and Hospital service will seek to strengthen its arrangements with CAMHS, given the primary needs of the majority of Home & Hospital are mental, emotional and behavioural health needs.
7	That the Council directly and through the Members of Parliament for the Borough makes representations to the Government for the following changes in the law: 1) To introduce a registration system for all young people not educated in a formal school. 2) To enshrine in law the right of parents to home educate such a right is subsidiary to the right of every child to a proper education so as to be able to find employment and be a full member of the community. 3) To ensure that Local Authorities have the power investigate and ensure that children outside the formal education system are safe and well. 4) That the recommendations of the Badman Report and the Select Committee on Education Report be taken into account in drafting other legislative proposals.	Director: Education 17 th January 2017	A draft letter concerning these topics, noting that several proposals arising from the Badman Report in 2009 were not taken forward through legislation, and whether it is intended to revisit these proposals will be prepared to go to: <ul style="list-style-type: none"> • The Secretary of State for Education; • Bromley Members of Parliament; • The Regional Schools Commissioner

	Recommendation	Addressee	Response
		Executive 8 th February 2017	<p>Members recognised that there was a balance between allowing parents to exercise choice about how their children were educated and the child's right to a good education, but Councillor Bennett felt that safeguarding and ensuring a decent education should have the greater importance. Some Members present took a contrary view that parents should have choice and should not have to be dictated to by the education establishment.</p> <p>The Leader confirmed that the local MPs had been contacted about the issue of home education, and they had responded requesting further information.</p>

A motion to invite the Leader and appropriate Portfolio Holders to consider the recommendations in the report and (a) refer the recommendations to Service Directors where appropriate and (b) provide a written response to the Education Select Committee for consideration at their next meeting on 17th January 2017 was moved by Councillor Nicholas Bennett, seconded by Councillor Neil Reddin and **CARRIED** at the meeting of Council on 12th December 2016.

Report 3: Supporting Under Performing Pupils

Witnesses: Jaki Moody Primary Education Advisor for English (LBB)
 Rachel Dunley Bromley Children’s Project Manager (LBB)
 Kieran Osborne, Chairman Schools’ Partnership Board
 Mary Cava, Joint Head of SEN (LBB)
 Helen Priest, Head Teacher Bromley Virtual School (LBB)

	Recommendation	Addressee	Response
1	That further information be provided to the Education Select Committee concerning all the assessments carried out in pre-school settings before the end of the Foundation Stage, including the number of referrals for SEN as this is the group of children identified as not making the progress expected in the earliest stage of education.	Director of Education	<p>The EYFS requires formative (ongoing) assessment as part of the learning and development process. Providers are required under the EYFS to review the progress of children between two and three. This 2 year old check identifies the child’s strengths and areas where progress is less than expected. The checks are used to develop targeted plans and involve other professionals when required. Ofsted inspections include the two year old check. The EY Quality team have developed review templates and tracker sheets used to monitor all children’s progress. These are used to identify where children are below age related expectations. Training has been delivered to providers on tracking and planning support strategies.</p> <p>Currently there is no data available on number of 2 year old checks that have been completed and the percentage of those identified as needing additional support. No data is available based on the overall tracking of children.</p> <p>The Quality Team have plans in place to undertake visits to a cross section of providers to look at tracking and assessment during the summer 2017. Longer term we are looking to develop a system to collate data from providers around 2 year old checks and tracking of 3 and 4 year olds as this will help to identify areas for future focus and raise quality.</p>

	Recommendation	Addressee	Response
2	That more action be taken to facilitate and improve information sharing between pre-school and early years settings in order to smooth the transition process.	Director of Education	<p>A transition document has been developed in partnership with providers which includes the child's stage of development and focus for future input/support.</p> <p>The Quality Team are currently working on developing 'hubs' which will include schools, PVI's, childminders and out of school providers within localities. Some already in place, more need to be established. These will meet termly to develop partnership working, information sharing, best practice and developing links with relation to the shared delivery of the 30 hours offer.</p> <p>The hubs will review current transition document and processes and looking to develop local models of good practice.</p> <p>Reception teachers often visit the EY provision prior to transition to gather information and meet the children.</p>
3	That further work be undertaken to help all parents understand the importance of giving consent for professionals to contact preschool settings.	Bromley Children's Project Manager	<p>Awareness was raised last year with all providers to include information sharing and consent within their registration forms. Awareness campaign needs to be directed to parents and this could be linked with the promotion of the 30 hour funding. This requires greater information sharing when children are attending more than one provision in order to access their full entitlement.</p> <p>The 2 year old check provides a good opportunity to discuss information sharing with parents as the check is done in partnership with the Health Visitor.</p>
4	That more work should be done to develop a standard protocol and pro forma for information sharing as children and young people progress through the education system.	Director of Education	<p>The EY's Transition document could be a starting point for information sharing regarding the child's education.</p> <p>More work will need to be done to look into how this could work and how we could get all schools and EY's providers to sign up. Information management and sharing is currently undergoing review in response to the new General Data Protection Regulations due to come in in May 2018. A new protocol will need to take into account the requirements of the new regulations.</p>

	Recommendation	Addressee	Response
5	That robust systems be established to support pupils as they transfer from primary to secondary school ensuring that accurate and correct information is shared between the schools in order to provide a seamless transition for pupils and support their progress and achievement.	Schools' Partnership Board	<p>Bromley EBP provides support to this agenda through the Mentoring Initiative. Referrals are taken from social workers, primary schools and other agencies for young people who would benefit from regular volunteer mentor support to help with their transition to secondary school.</p> <p>In many occasions, the Mentor will continue to support the young person during Year 7 to help them settle in.</p>
6	That the Schools Partnership Board be asked to review support given to improving school standards in order to give all pupils every available opportunity.	Schools' Partnership Board	The Interim Schools Partnership Board is overseeing a project on Closing the Gap and is organising a conference on this topic for the next academic year.

	Recommendation	Addressee	Response
7	That signposting to non-university education be expanded in order to ensure that students are aware of the variety of career opportunities available through vocational training and to support parity of esteem between vocational and academic education.	Director of Education	<p>Through the Youth Employment Scheme funding is accessed to provide employability events for sixth form students NOT intending to go onto University education. 7 events have been held in 2016/17 for 13 schools and the college with over 350 young benefitting from employer input on career opportunities available without degree education. A key part of the programme is promoting the benefits of apprenticeships and the range of qualifications available.</p> <p>All young people NOT going onto HE will be contacted after exams to offer further support. Promotional material for YES will be distributed to all schools for results days.</p> <p>Heads of Sixth Form – Good relationships have been developed with the schools and dates for Next Steps funded activities offered to all Bromley Ho6 in October 2016. Ho6 continue to refer young people potentially dropping out to YES.</p> <p>Apprenticeships – BEBP continues to work with the National Apprenticeship Service/LSEC and to promote the range of opportunities through our work on YES and working with employers to encourage them to consider taking on apprentices.</p> <p>Alternative Provision – BEBP has historically coordinated the flexible learning programme which was offered to schools via the 14-19 Network. Currently we facilitate the programme for young learners on ESOL placements. Relationships with other local AP providers has decreased.</p>

	Recommendation	Addressee	Response
8	That the Schools Partnership Board be the vehicle for coordinating the provision of careers advice across the Borough.	Director of Education/Schools' Partnership Board	<p>Careers Education Advice and Guidance</p> <p>Work Experience – Bromley EBP provides a package of sold services to schools to help them deliver quality, safe and sustainable work placements. During 2016/17 - 8 Bromley schools are in the Network. WEX Coordinators are either Careers professionals or based within Careers Department. BEBP also offers bespoke work placement service particularly aimed at vulnerable young people to help enhance their employability and career management.</p> <p>Employability Support – BEBP offers a sold service of employer led events to schools to support their career management programme including mock interviews, career talks and enterprise events for KS4 and 5. Events involving local and national employers are delivered in school and always involve a focus on apprenticeship opportunities.</p> <p>A Sold Service offer will be communicated to schools and available on-line by July 2017</p>
9	That a review of the progress made in implementing the Committee recommendation in this and other reports published in the municipal year be published in April 2018.	Director of Education/Democratic Services Officer	This will be built into the ECHS forward plan.

Report 4: Children Missing Education

Witnesses: Ms Jenny MacDonald, Senior Education Welfare Officer (LBB)
 Ms Linda King, Youth Support Programme Manager (Universal) (LBB)
 Ms Stella Marshall, NEET Support Programme Officer (LBB)
 Helen Priest, Head Teacher Bromley Virtual School (LBB) (Written Evidence)
 Bromley Youth Council submitted a paper providing their views on why young people may not be attending school.

	Recommendation	Addressee	Response
1	That schools across the Borough be encouraged to alert the Senior Education Welfare Officer where a child's sporadic and irregular attendance becomes a cause for concern	Portfolio Holder for Education, Children & Families/Director of Education	<p>Since September 2017, each school has a single point of contact (SPOC) within the Education Welfare Service (EWS). This mirrors the approach adopted in Children's Social Care. The EWS SPOCs telephoned every school in September to ensure that schools' administrative staff understood reporting arrangements.</p> <p>The EWS is working with 1289 children whose absence is persistent, providing support to effect improvement and taking formal action where necessary. In January 2018, the EWS SPOC will ask schools to identify any other pupils whose attendance falls below 90% with a view to earlier intervention.</p>
2	That the Chairman of the Education, Children & Families Select Committee write to the Department for Education (DfE) to encourage exercise of its powers through the regular to ensure that all London Authorities comply with the London Protocol and provide notification when families move from one Local Authority area into another.	Chairman of the Education, Children & Families Select Committee	The Chairman sent a letter to Robert Goodwill MP (Minister of State for Children and Families, Department for Education) on 26 July 2017, outlining the issues identified by the Select Committee.

	Recommendation	Addressee	Response
3	That the Local Authority approach the Department for Education (DfE) to seek a review of the Participation Formula used by the DfE to identify NEET status as the current approach does not take young people's personal circumstances into account and skews the data.	Portfolio Holder for Education, Children & Families/Director of Children's Social Care	This was discussed at the meeting of Directors for Children's services in October 2017 and a representation has been made through the group to the Department of Education.
4	That the Council's newly established Housing Panel ensure that young and vulnerable people are always given priority in respect of available support in line with the Local Authority's Corporate Parenting responsibilities.	Director of Housing/Head of CLA and Care Leavers	The Head of Service for CLA and Care Leavers chairs the Care Leavers' Panel which is also attended by colleagues in Housing. This panel considers holistically all issue with regard to housing and support for our vulnerable young people and care leavers, including their Education Training and Employment status. Our care leavers referral to housing is good and the inclusion of colleagues from Housing on the panel negates any delay for appropriate accommodation and floating support in line with each individual's identified need.
5	The Committee notes that as Corporate Parents the Council maintains a responsibility to support young care leavers into any suitable education, employment and training.	Leader of the Council/Deputy Chief Executive	The Council has set out through the Corporate Parenting Strategy and the Leaving Care Strategy its commitments to children in its care. The document sets out our commitments to care leavers' employment, education and training. The corporate parenting board will scrutinise the delivery of these actions

REPORTS OF THE EDUCATION, CHILDREN AND FAMILIES SELECT COMMITTEE 2017/18
Response to Recommendations

Report 1: The Children's Services Landscape in Bromley

Witnesses: Ade Adetosoye, Deputy Chief Executive and Executive Director (ECHS), LBB
 Janet Bailey, Interim Director of Children's Services, LBB
 Isobel Cattermole, Independent Chairman of the Bromley Children's Service Improvement Governance Board
 Jim Gamble QPM, Independent Chairman of Bromley Safeguarding Children's Board

	Recommendation	Addressee	Response
1	That the provision of communications support within the Council be reviewed to ensure sufficient capacity to disseminate key messages and information within the Bromley partnership.	Chief Executive/Leader of the Council, LBB	A review of departmental communications is being undertaken and a report will be available to the leadership team in Education, Care and Health in April 2018
2	That an in-depth analysis of the Children's Joint Strategic Needs Assessment and a comprehensive review of the changing demography of the Borough be undertaken to inform the provision of services over the next 5 to 10 years.	Deputy Chief Executive and Executive Director ECHS, LBB	This will be addressed in part by the JSNA which is about to be published, and in part by a refresh of the Children's JSNA later this year.
3	That the Leader and Portfolio Holder for Education, Children and Families make further representations, once the review of the changing demographics of the Borough is completed, to the Government to ensure that adequate funding for the Local Authority and its partners to enable them to meet their increasing obligations to vulnerable children and families in the Borough.	Leader of the Council/Portfolio Holder for Education, Children and Families	The Local authority makes regular representations to central government and this particular issue was raised with Ministers in Dec 2017. We will continue to keep this item on the agenda when we meet with Government officials.

	Recommendation	Addressee	Response
4	That work to foster a transparent, honest corporate culture to ensure that Members are provided with accurate information to enable them to provide the necessary support to Officers through respectful challenge.	Chief Executive/Leader of the Council/Director of HR, LBB	This is being discussed both at an officer level and with the Executive. The Council scheme of delegation approved by Full Council expects officers to provide members with accurate information to enable them make decisions.
5	That maintenance of the office environment be kept under review to ensure that the recent improvements that have been made are sustained and that the working environment is conducive to a happy, healthy and productive workforce.	Director of HR, LBB	This is an action that we keep under review. The deep cleaning of office accommodation happened in December 2017. The Children`s Social Care department is also considering opening a reception area for its clients in April 2018 which will be user friendly.
6	That the Local Authority and Bromley Safeguarding Children Board work with partner organisations to actively encourage attendance at and engagement with multi-agency training events.	Chief Executive, LBB/Chairman of Bromley Safeguarding Children`s Board	Attendance of key agencies at training events is being monitored by the Chairman of the Safeguarding Board. Regular reports are being provided to the safeguarding board by the training subcommittee on a regular basis. The Chairman of the board has written to organisations where attendance has been poor.
7	The Committee supports the need to analyse the impact of early intervention and to develop policies which prevent children from being taking into care or requiring considerable support.	-	Early intervention is now one of the 6 priorities of the Children and Young People`s Plan 2018. The principles agreed by all partners are to provide early intervention and help to families to prevent children from being taking into care.
8	That in the 2018/19 Municipal Year, the Education, Children and Families Select Committee monitor progress made against the issues and recommendations within the reports submitted by the Commissioner for Children`s Services in Bromley (in October 2016 and April 2017).	Chairman of the Education, Children and Families Select Committee/Democratic Services Officer.	The recommendations from the Children`s Commissioner for Bromley will be presented to the improvement board on a monthly basis from Jan 2018 to ensure that key actions are delivered upon.

Report No.
CSD18015

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Education, Children & Families Select Committee

Date: 23 January 2018

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **EDUCATION CHILDREN AND FAMILIES SELECT COMMITTEE
WORK PROGRAMME**

Contact Officer: Philippa Gibbs, Democratic Services Officer
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Chief Officer: Mark Bowen, Director of Corporate Services

Ward: Borough-wide

1. Reason for report

1.1 This report sets out the Committee's work programme for 2017/18.

2. **RECOMMENDATION(S)**

2.1 **That the Education, Children & Families Select Committee endorse the recommended work plan set out in the report.**

Corporate Policy

1. Policy Status: Existing Policy: As part of the Excellent Council stream within Building a Better Bromley, PDS Committees should plan and prioritise their workload to achieve the most effective outcomes.
 2. BBB Priority: Children and Young People: To secure the best possible future for all children and young people in the Borough, including a clear focus on supporting the most vulnerable children and young people in our community.
-

Financial

1. Cost of proposal: No Cost
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: Democratic Services
 4. Total current budget for this head: £343,810
 5. Source of funding: Council's Base Budget
-

Staff

1. Number of staff (current and additional): 8 posts (7.27fte)
 2. If from existing staff resources, number of staff hours: N/A
-

Legal

1. Legal Requirement: No statutory requirement or Government guidance:
 2. Call-in: Not Applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): This report is intended primarily for members of this Committee to use in controlling and reviewing their ongoing work.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? No
2. Summary of Ward Councillors comments: Not Applicable

3. COMMENTARY

Work Programme

- 3.1 At its meeting on 9 May 2017, the Education Select Committee recommended the following items to be included on the Work Programme for the Education, Children and Families Select Committee.
- 3.2 It was recommended that each meeting the Portfolio Holder for Education and Children's Services to be scrutinised along with one of the following:
- The Deputy Chief Executive and Executive Director for ECHS (bi annually)
 - The Director for Education (annually)
 - The Director for Children's Social Care (annually)
- 3.3 Quarterly Monitoring Report and Monitoring Visits by Ofsted to be standing items on every agenda.
- 3.4 The following issues were recommended as Substantive Items for scrutiny:
- SEND Strategy – short breaks, SEN transport
 - Child and Adolescent Mental Health Services (CAMHS)
 - Troubled Families/Early Intervention/Child Poverty
 - Early Years, Child minding and the 30 hour challenge
- 3.5 The following issues to form Short Items for scrutiny:
- Permanent Exclusions: Prevention Strategy
 - Adult Education: Follow up to Ofsted (in June 2017)
 - YOS/Youth Service Developments (in October 2017)
- 3.6 It was recommended that the following items to be delegated to the Education, Children and Families Budget and Performance Monitoring Sub-Committee:
- Annual Adoption Agency Report
 - Annual Corporate Parenting Report
 - Annual Complaints Report
 - Sufficiency and commissioning of Children's Services Placements
 - Private Fostering Annual report
 - Annual assurance report of the Statutory Director of Children's Services
 - Audit report
 - Budget monitoring
 - Contracts
 - Business plan and portfolio plan monitoring
 - Risk management
 - Business continuity
- 3.7 In addition to this, Pupil Place Planning would be dealt with by the Pupil Place Planning Executive Working Group if required.
- 3.8 Finally, it was recommended that the General Purposes and Licensing committee to be asked to undertake an annual review of Licensing – participation issues relating to children.

- 3.9 Appendix 1, sets out the meetings of the Education, Children & Families Select Committee, Education, Children & Families Budget and Performance Monitoring Sub-Committee, SACRE, and Schools' Forum which have been scheduled for the 2017/18 Municipal Year.
- 3.10 The purpose of the work programme is to reference future work and enable it to be amended in the light of future developments and circumstances.
- 3.11 Members and Co-opted Members of the Education Select may wish to consider any additional items for consideration and scrutiny during the 2017/18 Municipal Year.

Schedule of Visits

- 3.12 The programme of remaining visits for the Spring Term is attached at Appendix 2.

Non-Applicable Sections:	Policy, Financial, Legal and Personnel Implications
Background Documents: (Access via Contact Officer)	

Education, Children & Families Work Programme 2017/18

Education Select Committee	9 May 2017
Children Missing Education – (to include consideration of written evidence submitted by Bromley Youth Council)	Review and Recommendation Session
Work Plan for 2017/18	
Education, Children & Families Select Committee	28 June 2017
Progress in Implementing Children’s Service Action Plan	Standing Item
Adult Education Update	Short Item
Children’s Services Landscape in Bromley: All Councillors to be invited in their capacity as Corporate Parents Witnesses: Chairman of the Bromley Safeguarding Children’s Board Chairman of the Bromley Children’s Service Improvement Governance Board Deputy Chief Executive and Executive Director (ECHS) Interim Director: Children’s Services	Substantive Item
Schools’ Performance Update	Information Item
Changes to Legislation Relating to Children and Impact on the Local Authority	Information Item
SACRE	12 July 2017
Education, Children & Families Budget & Performance Monitoring Sub-Committee	18 July 2017
Item	Status
Child Sexual Exploitation Recovery Service Contract	
Local Authority Designated Officer (LADO) Report	
Education Safeguarding Officer - Terms of Reference and Verbal Update	
Verbal Update: How Quality Assurance Works in Bromley - Quality Assurance Overview	
Budget Closedown 2016/17	
Budget Monitoring 2017/18	
Schools’ Forum	21 September 2017
Education, Children & Families Budget & Performance Monitoring Sub-Committee	26 September 2017
Adoption Annual Report	
Private Fostering Annual Report	
Capital Programme – 1 st Quarter to include Outturn	
Budget Monitoring 2017/18	
Local Authority Designated Officer Report 2016/17	
Strategy on Placement Breakdowns for Adolescents Looked After (Including Contributions from LINCC)	
Primary Inclusion Outreach Service	
Recruitment and Retention Fund Update	
Education, Children & Families Select Committee	17 October 2017
Item	Status
References from the Education, Children & Families Budget & Performance Monitoring Sub-Committee	Standing Item

Scrutiny of the Director of Education	
Progress in Implementing Children's Service Action Plan	Standing Item
YOS Update	Short Item
Living in Care Council Presentation	Short Item
Child and Adolescent Mental Health Services (CAMHS)	Substantive Item
Update on Leaving Care Initiatives - including Leaving Care project and panels, and the accommodation review	Information Item
Schools' Forum	23 November 2017
SACRE	6 December 2017
Schools' Forum	11 January 2018
Education, Children & Families Budget & Performance Monitoring Sub-Committee	17 January 2018
Capital Programme – 2 nd Quarter	
Budget Monitoring 2017/18	
Bromley Safeguarding Children's Board Annual Report 2016/17	
Virtual School Annual Report 2017/18	
ECF Draft Portfolio Budget 2018/19	
2018/19 Dedicated Schools Grant	
Performance Management Framework – Children's Services	
Contracts Activity Report (Part 1 and Part 2)	
Risk Register	
Gateway Report: High Needs Strategic Planning fund Review - SEND	
Short Breaks for Disabled People – Contract Extension	
Education, Children & Families Select Committee	23 January 2018
Item	Status
Scrutiny of the Interim Director of Children's Social Care	
Progress in Implementing Children's Service Action Plan	Standing Item
Troubled Families/Early Intervention/Child Poverty	Substantive Item
Education, Children & Families Select Committee	27 February 2018
Item	Status
Scrutiny of the Deputy Chief Executive & Executive Director (ECHS)	
Progress in Implementing Children's Service Action Plan	Standing Item
Permanent Exclusions: Prevention Strategy	Short Item
SEN: Strategy, Short Breaks & Transport	Short Item
Follow Up on Under Performing Pupils	Short Item
Early Years/Child Minding and the 30 hour challenge	Substantive Item
Education, Children & Families Budget & Performance Monitoring Sub-Committee	28 March 2018
Capital Programme - 3 rd Quarter	
Budget Monitoring 2017/18	

Schedule of Member Visits
SPRING TERM 2018

Establishment Name	Date	Time
Bromley Trust Academy (Midfield Campus) Grovelands Road, St Paul's Cray, BR5 3EG	26.01.18 FRIDAY	09:30-11:30
Children and Family Centre (Burnt Ash) Rangefield Road, Bromley BR1 4QX	09.02.18 FRIDAY	09:45-10:45
Ravens Wood School (Academy) Oakley Road, Bromley, BR2 8HP	22.02.18 THURSDAY	09:30-11:30
Midfield Primary School (Academy) Grovelands Road, Orpington, BR5 3EG Requested by Gillian Palmer Director: Children's Services (Interim)	09.03.18 FRIDAY	09:30-11:00
Sunnyfields Day Nursery 19 Bromley Grove, Shortlands, Bromley, BR2 0LP	15.03.18 THURSDAY	14:00-15:00

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Report No:
CSD18021

London Borough of Bromley

Decision Maker: Education, Children and Families Select Committee

Date: 23 January 2018

Decision Type: Non-Urgent Non-Executive Non-Key

Title: Early Intervention and Troubled Families

Contact Officer: Rachel Dunley
Head of Service Early Intervention and Family Support
Email: Rachel.dunley@bromley.gov.uk

Chief Officer: Janet Bailey,
Director of Children Social Care
Email: Janet.Bailey@bromley.gov.uk

Ward: N/A

1. REASON FOR REPORT

- 1.1 This report is for information.
 - 1.2 The purpose of this report is to explain the early intervention offer in Bromley and in doing so provide the background to the Tackling Troubled Families agenda and how this has been integrated within Early Intervention and Family Support Services and outline the success of the model in Bromley.
-

2. RECOMMENDATIONS

- 2.1 Education Children and Families Select Committee are asked to read and support the proposed recommendations in relation to areas of focus for 2018/19
-

3. COMMENTARY

- 3.1 Early Intervention and Family Support ('EIFS') sits within Children's Social Care and is the local authorities 'early help' offer under the Thresholds of Need.

3.2 HISTORY OF EIFS

- 3.3 The Bromley Children Project was set up in 1996 originally as a small project with one part-time staff member working with Bromley's vulnerable parents in Mottingham and was linked to a small number of primary schools. Following external evaluations of the service impact this was later expanded to 12 primary schools and two other areas; Penge and Anerley, and the Crays and Orpington. In 2002 under the Children's Fund agenda the service expanded to incorporate

more of Bromley eventually incorporating all primary schools either as key delivery points or under an arms-length support model.

- 3.4 In 2011/12 when the Surestart Children's Centre agenda (known locally as 'Children and Family Centres') was merged with the Bromley Children Project which already included the Information Advice and Support Service (nee 'Parent Partnership') and the Early Intervention and Family Support (EIFS) Service was created. This is Bromley's 'early help' service. This model was innovative at the time and different to most other local authorities.
- 3.5 In 2012/13 the Government introduced the Tackling Troubled Families (TTF) agenda and this was incorporated into the Bromley Children Project. The predecessors to TTF had also been incorporated within the Bromley Children Project (e.g. Family Intervention Project, Think Family Agenda...). This decision allowed for savings to be achieved in the set-up and management of these government agendas as Bromley already had a working model of early help in place which required slight adjustments in practice rather than creation from scratch.
- 3.6 In 2015 the Common Assessment Framework (CAF Team) were merged into EIFS and in 2016 the Family Contact Service was added.
- 3.7 In order to run effectively, EIFS is supported by a central team which includes finance, administration, and intelligence and data support. These are critical functions in order to evidence the work completed as much of the service is grant funded under a 'payment by results' model and consequently both internally and externally audited.

4. CHILDREN AND FAMILY CENTRES

- 4.1 Legislation about children's centres is contained in the Childcare Act 2006 The Department for Education has published guidance 'Sure Start children's centres statutory guidance; for local authorities, commissioners of local health services, and Jobcentre Plus' (April 2013). This guidance refers to the following sections of the Act:
 - **Section 1:** Duty on local authorities to improve the well-being of young children in their area and reduce inequalities between them
 - **Section 2:** Explanation of the meaning of early childhood services.
 - **Section 3:** Duty on local authorities to make arrangements to secure that early childhood services in their area are provided in an integrated manner in order to facilitate access and maximise the benefits of those services to young children and their parents.
 - **Section 4:** Duty on commissioners of local health services and Jobcentre Plus (as 'relevant partners') to work together with local authorities in their arrangements for improving the well-being of young children and securing integrated early childhood services (see Chapter 3).

- **Section 5A:** Arrangements to be made by local authorities so that there are sufficient children's centres, so far as reasonably practicable, to meet local need. This section defines what a Sure Start children's centre is and what arrangements and services constitute a children's centre (see chapters 1 and 2).
- **Section 5C:** Duty on local authorities to ensure each children's centre is within the remit of an advisory board, its make-up and purpose (see Chapter 4).
- **Section 5D:** Duty on local authorities to ensure there is consultation before any significant changes are made to children's centre provision in their area (see Chapter 2).
- **Section 5E:** Duty on local authorities, local commissioners of health services and Jobcentre Plus to consider whether the early childhood services they provide should be provided through children's centres in the area (see Chapter 3).
- **Section 98C (Part 3A of the Act):** Duties on local authorities after receiving a report from Ofsted following the inspection of a children's centre. This includes preparing and publishing a written statement (an Action Plan) setting out the action to be taken in response to the report

4.2 The early help offer for families in Bromley starts with the Children and Family Centres which offer a range of services, activities and courses to all families in line with the Core Purpose as described in the Children's Centre statutory guidance. The Core Purpose being to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in relation to:

- Child development and school readiness
- Parenting aspirations and parenting skills
- Child and family health and life chances (inc skills acquisition)

4.3 Services are required to cover both universal and targeted support, and to meet the needs as identified locally by families whilst supporting the local authority to achieve its priorities in line with Building a Better Bromley.

4.4 Bromley originally had 18 operational Children and Family Centres with a further five planned however following a review of the model in 2011, this reduced to six operational centres covering the areas of highest need where there are recognised pockets of significant deprivation¹; within the wards of Penge and Anerley, Plaistow and Sundridge, Mottingham and Chislehurst North, Orpington, Cray Valley East and West, and to a lesser extent in Biggin Hill but this area was chosen due to the rural deprivation and challenges related to access to services.

4.5 Bromley has divided the borough so that the whole of the borough is covered by one of the remaining six Children and Family Centres, and worked closely with Bromley's health visiting provider so that their 'patches' now mirror those of the Children and Family Centres, making joint working easier and more productive.

¹ Within the top 20% of national deprivation; 'Indices of Multiple Deprivation 2010 for England'

- 4.6 Every person who uses the Children and Family Centres is logged as a unique individual when they register, and this enables them to use any of the six Children and Family Centres. Registration happens once only so every registration across the years is an unique individual. Data shows that our registrations continue to increase year on year;
- 9,029 in 2014/15,
 - 10,313 in 2015/16,
 - 11,595 in 2016/17 and
 - 8,962 in the current year to date (9/12th).
- 4.7 Since the Bromley Children Project took over the management of the Children and Family Centres, and despite the reduction in the number of Children and Family Centre from 18 to six, footfall (visits) as well as registrations shows a distinct and steady increase;
- 81,733 in 2014/15
 - 84,504 in 2015/16
 - 85,336 in 2016/17 and
 - 68,087 in the current year to date (9/12th)
- 4.8 Data shows that just under 20,000 unique individuals accessed the Children and Family Centres in both 2016/17 and to date in 2017/18.
- 4.8 In line with the challenge set by the Education Select Committee to achieve 75% ‘targeted’: 25% universal, the data shows that we have achieved this target albeit only just. This is increasingly challenging due to the requirement to provide universal services and more so now (2017) due to our increased co-working and co-location with health visitor colleagues who are now delivering all of their universal provision out of the Children and Family Centres. There is no specific descriptor for targeted, the measures used for this are; who you are, where you live and what you attend/support accessed.

<p>Who you are; Some examples would be if the family were known to</p>	<ul style="list-style-type: none"> • Children’s statutory Social Care including YOS • Early Intervention Family Support including Troubled Families • Health colleagues such as GPs, Health Visitors & FNP, Young Parent Midwife or Community Mental Health Services
<p>Where you live; Some examples would be if the family were living in</p>	<ul style="list-style-type: none"> • Bromley’s top 30% most deprived areas (using national dataset ‘IMD’) • Households at risk of eviction, homelessness, being supported by Bromley’s Housing Debt team
<p>What you attend/support you need; Some examples would be attending ‘targeted’ sessions</p>	<ul style="list-style-type: none"> • Job Skills, • Keys to Freedom, • Speech & Language clinics, • Sensory Session

5 PARENTING COURSES

- 5.1 Parenting courses are an essential part of the early help offer in within EIFS. We offer a range of evidence based accredited programmes approved by the Department for Education as well as locally developed programmes. These are all delivered in house, by the Bromley Children Project TTF Family Support and Parenting Practitioners (FSPPs), to ensure quality and consistency of the parenting message given to parents.
- 5.2 The national evidence based programmes include:
- *The Nurturing Programme* (0 – 16 years)
 - *The Webster Stratton Incredible Years* (3 – 6 years)
 - *Positive Parenting Skills* (3 – 12 years)
 - *Strengthening Families, Strengthening Communities* (5 – 18 years)
 - *New Forest Parenting Programme* (for parents of children with ADHD)
- 5.3 We also offer specialised courses such as:
- *Caring for your Child (Neglect programme)*
 - *Keys to Freedom / Freedom (DVA programme)*
 - *AVA Children's Group Work Programme (DVA programme)*
 - *Understanding Anger in the Family,*
 - *Improving Self Esteem,*
 - *SHEEP (Safety in the home inc. e-safety programme),*
 - *Bambino (new parent programme),*
 - *Young Active Parents ('YAPS')*
- 5.4 We are constantly reviewing the offer and looking for gaps in the provision. Currently under development is a new course to support parents concerned that their child is at risk of being or is caught up in the growing gangs culture. We are also working with South London and Maudsley NHS Foundation Trust supporting the pilot of a new programme 'Astar' for parents of children with ASD.
- 5.5 In addition to this we offer Parenting Plus to run alongside any of the courses mentioned above, for families on CIN or CP Plans. Parenting Plus model works by the parent attending a course as part of the plan around their child, and each week one of the FSPPs will visit the home, discuss the parenting strategies from that week's session, observe the parent with their child and offer support and role modelling to help them embed the strategies. This model includes a final report for the family and their social worker as evidence of the parent(s)'s journey and ability to implement the strategies.

6. TACKLING TROUBLED FAMILIES OVERVIEW

- 6.1 The TTF Programme is a government agenda led by the Department for Communities and Local Government (DCLG), in partnership with the Departments for Education, Health, Work and Pensions and Ministry of Justice. It has been developed in two phases;
- Phase 1 ran for three years and ceased on 31 March 2015
 - Phase 2 will run for five years and officially launched on 1 April 2015

- 6.2 A selected number of high performing local authorities were approached to be 'early adopters' of Phase 2 and started the programme in September 2014, running alongside the end of Phase 1. Bromley was one of the chosen early adopters.
- 6.3 The Tackling Troubled Families programme remains coordinated through the Bromley Children Project within Early Intervention and Family Support Services (EIFS) sitting under the Care Division of Education Care and Health Services Directorate. The intervention and support is delivered through a number of work streams, primarily within EIFS but also key partners. These key partners are cut across council departments and agencies which requires an integrated approach to working with partners; some examples of these include the Anti-Social Behaviour Unit, Youth Offending Service, education support to children not attending school through the Education Welfare Service and services that support families not in work.
- 6.4 Two staff remain seconded from Job Centre Plus into the Bromley Children Project on a part-time basis to support the efforts to decrease the number of adults out of work in a more targeted and structured way.
- 6.5 Bromley's model was developed to ensure a multi-agency approach to supporting families with multi-faceted problems, to build on systems and structures already in place and further develop innovative interventions with troubled families with the ability to respond to changing need without creating additional management structures
- 6.6 TTF Phase 2 remains a payment by results (PbR) initiative. The national criteria has been expanded, the focus is now more holistic and has been broadened to allow for earlier intervention. To be eligible for the expanded programme, each family must have at least **two** of the six problems listed below:
- Parents and children involved in crime or antisocial behaviour (ASB)
 - Children who have not been attending school regularly
 - Children who need help
 - Adults out of work or at risk of financial exclusion
 - Families affected by domestic violence and abuse
 - Parents and children with a range of health problems
- 6.7 DCLG changed the framework for rewards in Phase 2. In order to achieve PbR outcomes it is now a requirement to evidence that there has been a *holistic family assessment*, there is an allocated *lead professional*, the family are working towards change through an agreed *plan with SMART goals*, and that the family has achieved '*significant and sustained improvement compared with all their problems at the point of engagement*'. Bromley has developed a comprehensive Outcomes Plan to support this. The timeframe for elements of the sustained measure can be 12months e.g. improved sustained educational attendance, therefore this is a very stretching and challenging PbR model.
- 6.8 During Phase 1 of the TTF programme, Bromley achieved maximum attachment and maximum payment by results (PbR) reward payments against the target of

490 families. For Phase 2, Bromley’s target number of families was an additional 1,660, but this was revised by the DCLG in September 2016, and is now confirmed as 1,700. The attachment of families is spread across five years. In addition to the 1,700, as an Early Adopter, Bromley were required to attach a further 249 families during the early adopter period (Sept 2014-March 2015). This is a total of 1,949 families for Phase two.

6.9 The identification and attachment of families to the TTF Programme continues. To date Bromley remains on schedule to achieve the target imposed by the DCLG

Year	DCLG Target	Achieved	% of Target for Year
2014/15 ('Early Adopter' period)	249	249	100%
2015/16	282	282	100%
2016/17	388	388	100%
2017/18	397	274 to date	69%

6.10 The change to Phase 2 programme means that PbR payments which require tracking for up to 12 months will be weighed towards the end of the five year programme

6.11 The Governance Board continues to be chaired by the Director for Children’s Safeguarding and Social Care, and has representation from key partners both internal and external to the local authority such as Public Health, Community Safety and Probation Services. Due to the creation of the wider Children’s Services Improvement Governance Board which has membership that includes all key partners from the TTF Governance Board, the TTF Governance Board meetings have been temporarily suspended.

6.12 Phase 2 of the TTF Programme is different to Phase 1. It is easier to attach a family but more difficult to evidence ‘turn around’ in light of the ‘significant and sustained’ change requirements and the extension of the ‘in education’ element of the programme to all school aged children in the household. Despite this, Bromley has already evidenced ‘turn around’ for 312 families.

6.13 In addition to the families already claimed against in Phase 2, a further group are being monitored under the ‘sustained’ change element of Phase 2 and have the potential to become claims. Conversely, those families also have the potential to require additional support if the change is not sustained in which event they would not attract ‘attachment fees’ as they were previously supported, but would be still be supported and challenged to make the changes required for their family to flourish.

7. TTF FAMILY SUPPORT CASEWORK

7.1 The number of referrals into the Bromley Children Project for family support, including those which achieve the TTF criteria for attachment is increasing year on

year with the majority of the referrals are received from colleagues across social care, education and health. In total by year there were;

- In 2015/16 there were 713 referrals
- In 2016/17 there were 833 referrals
- In 2017/18 to date (9/12th) there have been 659 referrals.

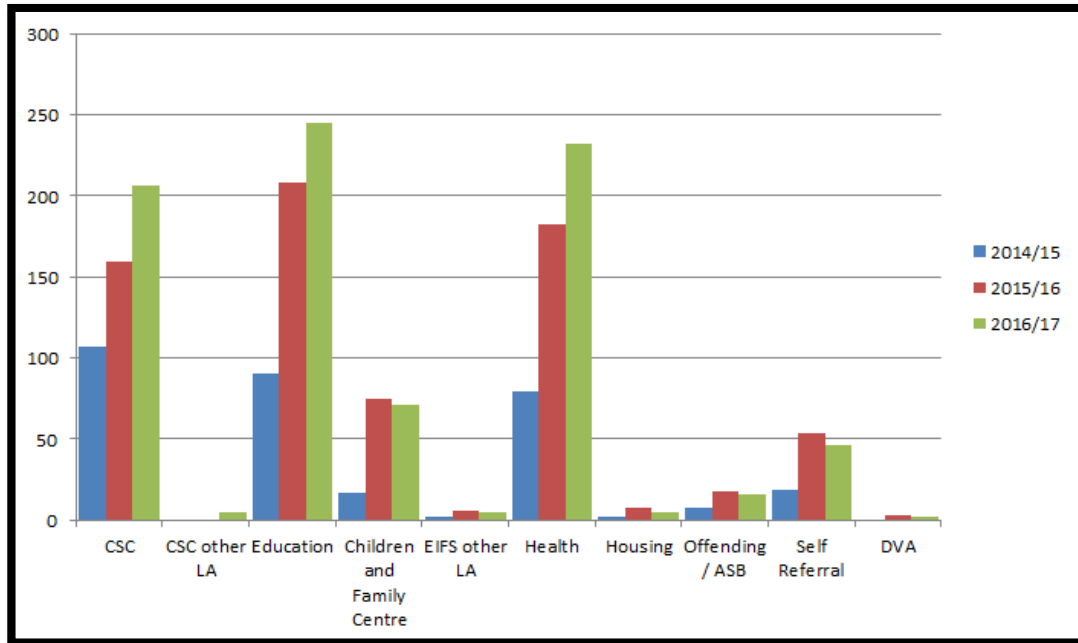


Table showing source of referral to Bromley Children Project by year

7.2 Caseloads fluctuate on a daily basis, however on 31 December 2017 there were 331 families with over 689 children open to the TTF Bromley Children Project team, supported by 21 Family Support and Parenting Practitioners (21 FTE includes two long term sick, and one currently on maternity leave). This team also deliver all of Bromley’s evidence based parenting programmes out of the Children and Family Centres. In addition offering support to colleagues in statutory social care where they believe a parent on a CIN or CP plan requires a parenting intervention, for example there were a further 10 families (23 children) open as ‘Parenting Plus’ cases as at 31 December 2017. Another example would be colleagues at the Phoenix Centre who require all children waiting for a diagnosis of ADHD to have attended the ‘New Forest Parenting Programme’ run by the Bromley Children Project before offering a full service.

7.3 The TTF programme began in April 2012 and as at December 2017 the BCP had supported 2,453 families whom produced 3,254 cases for the team. The data in the table (below) shows the total number of families who have been supported by the Bromley Children Project under Tackling Troubled Families and of that cohort, the number who have represented for support by the number of representations (cycles of support).

		01/04/2012 (TTF) onwards		Number of case cycles				
		Families	Cases	1	2	3	4	5
Jan-17		1,871	2,557	1,338	404	106	22	1
				71.5%	21.6%	5.7%	1.2%	0.1%
Oct-17		2,351	3,124	1,757	447	120	24	3
				74.7%	19.0%	5.1%	1.0%	0.1%
<i>Increase since Jan-17</i>		+480	+567	+419	+43	+14	+2	+2
Dec-17		2,453	3,254	1,838	462	125	25	3
				74.9%	18.8%	5.1%	1.0%	0.1%
<i>Increase since Oct-17</i>		+102	+130	+81	+15	+5	+1	+0

7.4 Measures of success in early help are recognised as difficult to evidence due to evidencing that something that there is a strong possibility of happening, has not happened. The table above shows is that 74.9% of all families supported to date only required one cycle of support, and multiple cycles of support decrease dramatically after two cycles, which is better than the predicted three cycle target. The data shows over time that our effectiveness is improving, i.e. in January 2017 the number of families supported requiring only one cycle of support was at 71.5% and in October the number of families supported requiring only one cycle of support was at 74.7%

7.5 Bromley Children Project is the recognised step-down route for families who have received support from Children’s Social Care that has resulted in the safeguarding concerns being successfully managed, but for whom there remain other areas with which they require support to effect sustained changed. These families are included in the data above. The low levels of repeating cycles is evidence to support the reducing impact of these families on statutory social care.

7.6 The number of referrals to Children’s Social Care have reduced, whilst the number of referrals including step-downs from social care into Bromley Children Project TTF have increased over the past few years. Coupled with the data presented above (in paragraph 7.3), this suggests that the support provided by Bromley Children Project under the TTF agenda is having a positive impact on families and reducing the burden on children’s social care.

8. AUDIT

8.1 Internal Audit have been integrated into the TTF programme in Bromley from the outset and continue in Phase 2 to fulfil the required critical friend and challenge role.

8.2 Internal Audit have confirmed that they believe Bromley’s TTF Phase 2 Outcome Plan and Claims Approach Documentation is robust and clear, and will enable them to effectively complete their audits for PbR claims under this second phase

- 8.3 Internal Audit have completed regular audits, all of which have graded the Bromley Children Project's management of the TTF Programme and the appropriateness of the claims under the category of 'substantial assurance'.
- 8.4 Internal Audit have completed a further audit of the wider EIFS service looking at Bromley Children Project and Children and Family Centres' processes and practice and graded the services again under the category of 'substantial assurance'.
- 8.5 As part of the DCLG auditing process, Bromley will be subject to a 'Spot Check' audit on 16 January 2018. Under the previous DCLG spot check during Phase 1, Bromley was deemed to be a high functioning local authority without concerns, hence being approached by the DCLG to be an Early Adopter of Phase 2.
- 8.6 The Children and Family Centre agenda is subject to stand alone Ofsted inspections by venue, and as part of the wider Children's Services inspection under the early help agenda. The last time the Children and Family Centres were inspected by Ofsted, all were graded as good, and some with outstanding features. In the most recent CIS inspection (April 2016), Bromley Children Project received positive feedback from the Inspection Team.

9. SUCCESS OF AN EARLY INTERVENTION APPROACH

- 9.1 The national press ran several stories which claim that the TTF Programme failed to help families effect change. This claim is strongly disputed by the DCLG and we too would challenge this presentation of the programme. The official response from the DCLG to the claims made in the national press that it is highly improbable that all local authorities turned around 100% of their troubled families was;
"To be aware: Newsnight suggested that it was unrealistic that an area could have achieved a 100% success rate. This is a misunderstanding of the programme. Such a council would have received 100% of government funding available to them, e.g. 100% of the total number of families they could claim for. However, most if not all areas will have worked with more families than their local target in order to achieve success"
- 9.2 The scenario described by DCLG is exactly what happened in Bromley during Phase 1 of the TTF Programme where we were allocated a target of 490 families, but attached 575 exceeding the target by 17%. 490 families were 'turned around' therefore achieving the target by 100%, but not all families attached were turned around. Due to the funding structure of Phase 1 of TTF, it is worth noting that
- the additional 85 families attached were also supported
 - any families beyond the target of 490 attachments that achieved 'turn around' criteria did not attract a reward payment
 - any families that 'bounced back' into the service were supported but could not be re-attached and were therefore not counted as new attachments
 - other families were supported who did not meet the criteria for TTF Phase 1

- 9.3 There is an abundance of research supporting an early intervention approach to working with families in order to increase the likelihood of effecting sustained change towards positive outcomes and so reducing the longer term impact on statutory services like Children’s Social Care.
- 9.4 There are many high profile published papers/ reports which demonstrate the evidence and need for effective early intervention services delivered in partnership using resources such as Children and Family Centres. Some of the most relevant and well known are:
- Early Intervention: The next steps (Graham Allen MP, 2011)
 - The Munro Review of Child Protection (Prof E Munro, 2011, 2012)
 - A child-centred system; The Government’s response to the Munro review of child protection (DfE, 2011)
 - Grasping the Nettle: early intervention for children, families and communities (C4EO, 2010)
 - Early Intervention, good parents, great kids, better citizens (Rt Hon Iain Duncan Smith MP and Graham Allen MP, Centre for Social Justice and the Smith Institute, 2008)
 - An Equal Start: Improving Outcomes in Children’s Centres. The Evidence Review. (UCL Institute of Health Equality, 2012).
 - The 1001 Critical Days; The importance of the conception to Age 2 period. A cross-party manifesto (Andrea Leadsom MP, Frank Field MP, Paul Burstow MP, Caroline Lucas MP, 2013)
 - Troubled Families Programme, Lessons for future public service reform (London Councils, 2014)
 - Framework and evaluation schedule for inspections of services for children in need of help and protection, children looked after and care leavers. Reviews of Local Safeguarding Children Boards. (Ofsted, ref 130216, 2014)
- 9.5 A recent short and powerful report, ‘Breaking the Lock’, published by Impower (April 2015) succinctly outlines the value and importance of investing in early intervention. The document opens with the statement²

“We may live to regret not investing in early intervention... we may not just be shooting ourselves in the foot, we may be shooting ourselves in the head.”

Alison O’Sullivan

President Association of the Directors of Children’s Services (MJ Future Forum 2015)

- 9.7 ‘Breaking the Lock’ is attached to this report. The ‘Breaking the Lock’ report highlights that

- *The real focus of the argument should therefore be on improving the quality and timeliness of the interventions so that we capture those at risk much earlier³*

² Breaking The Lock, Amanda Kelly, (April 2015); p.6

³ Breaking The Lock, Amanda Kelly, (April 2015); p.7

- *A powerful example would be the troubled families agenda, which demonstrates that targeted and integrated early intervention can have a demonstrable positive impact on children's lives; breaking the cycle of repeated failed interventions from a multitude of different agencies⁴*
- *Once children enter the statutory assessment process, they are more likely to remain 'in the system'. The danger of this model is that it becomes almost a conveyor belt through the statutory system with the end destination of a looked after child⁵*
- *Work with councils has shown the need to break this model, and invest larger proportions of the statutory spend on earlier intervention to reduce the number of children who ever need a statutory assessment or response in the first place.⁶*
- *Early help must be seen as a component part of a wider whole system that is focused on responding to the needs of children earlier, ensuring that we provide the right help at the right time and that early identification and early help are firmly within the scope of child protection services. To have the greatest impact we need to ensure that all of our universal, voluntary and targeted support services work together to improve the lives of our children and reduce to a minimum the need for direct intervention by social care professionals⁷*

10. FOCUS FOR 2018/19

- 10.1 In order to continue to improve the services and support available to our most vulnerable families whilst achieving the requirement to provide universal services alongside our targeted offer, the service will focus on increasing and strengthening partnership working.
- 10.2 Opportunities to work more closely with key partners will focus on services that support sustained changed for families improving the life chances of the children and their families.
- 10.3 The three keys partners identified are schools, health professionals and colleagues across Children's Social Care, as these are the partners with the greatest exposure to families who are struggling and would benefit most from early intervention with a view to preventing problems escalating.
- 10.4 Joint working with other partners such as the DVA VAWG Coordinator and the commissioned DVA services will continue and be strengthened due to domestic violence and abuse being an area of particular concern with many of the families who access EIFS services.

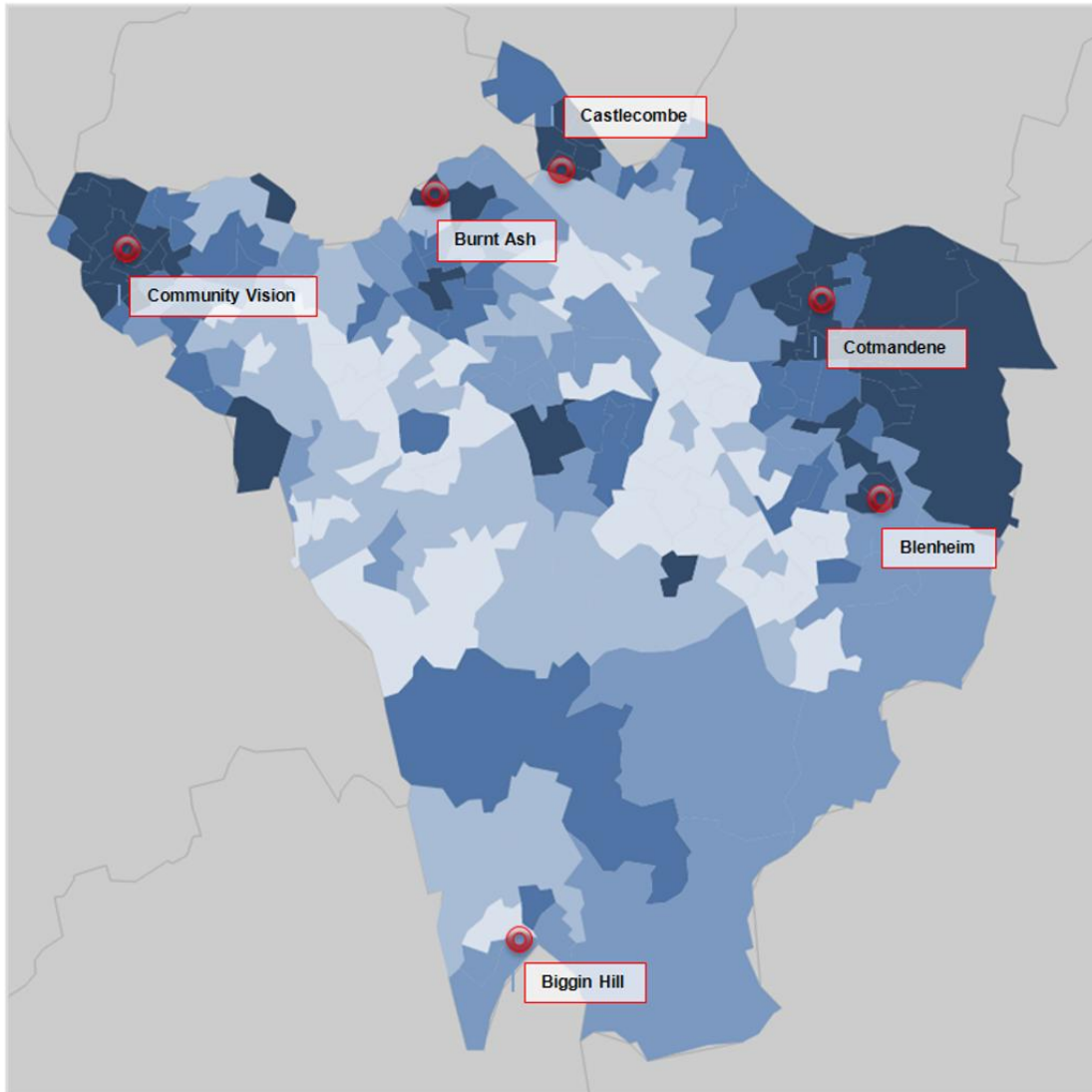
⁴ Breaking The Lock, Amanda Kelly, (April 2015); p.9

⁵ Breaking The Lock, Amanda Kelly, (April 2015); p.11

⁶ Breaking The Lock, Amanda Kelly, (April 2015); p.11

⁷ Breaking The Lock, Amanda Kelly, (April 2015); p.13/4

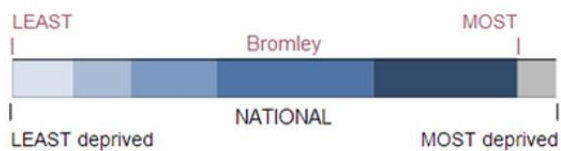
Atlas of the Indices of Deprivation 2010 for England
 Lower Layer Super Output Areas (LSOAs) by Local Authority
 Bromley: Index of Multiple Deprivation



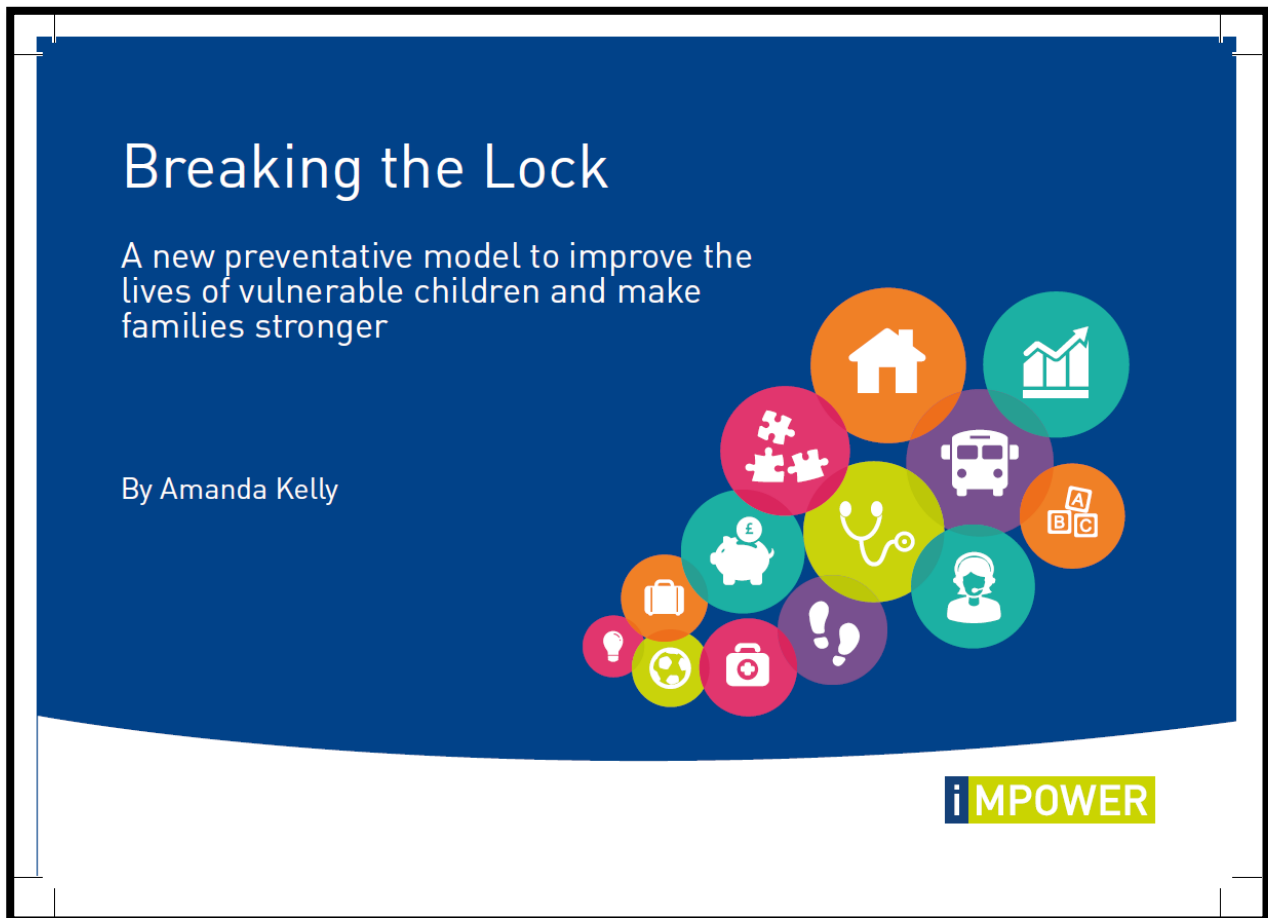
What does this map show?

The map shading uses just the values for the 197 LSOAs.
 Each area is shaded using its rank in the current map indicator.
 The colours change at 20%, 40%, 60% and 80% of the distribution.

= best for a general overview of the local area only



BREAKING THE LOCK
Amanda Kelly, Impower (April 2015)



https://www.impower.co.uk/wp-content/uploads/iMPOWER_BreakingtheLock_final_print.pdf

Hard copy tabled.

The framework for children's centre inspection

The framework for inspecting Sure Start Children's Centres in England under Part 3A of the Childcare Act 2006 (as amended by the Apprenticeship, Skills, Children and Learning Act 2009)

This framework sets out the statutory basis for Sure Start Children's Centre inspections conducted from April 2013. It summarises the main features of children's centre inspections and describes how the general principles and processes of inspection are applied to single centres and children's centre groups with integrated services that share leadership and management.

Age group: 0-5

Published: April 2014

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Introduction

What is the purpose of a children's centre¹ inspection?

1. The inspection of a children's centre provides an independent external evaluation of its effectiveness and what it should do to improve. This is based upon a range of evidence including that from partner organisations, parents and prospective parents who use the centre and its services, and inspectors' first-hand observation.
2. Ofsted's inspections of children's centres:
 - keep the Secretary of State for Education informed about the work of children's centres and their impact on improving outcomes for young children and their families
 - keep local authorities, as the responsible authorities, informed about the quality of their children's centres
 - provide parents² and prospective parents in the community in which the centre is located with information about the centre.

How does inspection promote improvement?

3. Ofsted is required to carry out its work in ways that encourage the services it inspects and regulates to improve, to be user-focused and to be efficient and effective in the use of resources.³
4. Ofsted inspection acts in a number of ways to drive and support children's centre improvement. Ofsted inspection:
 - raises expectations by setting the standards of performance and effectiveness expected of children's centres
 - provides a sharp challenge and the impetus to act where improvement is needed
 - clearly identifies strengths and weaknesses
 - recommends specific priorities for action that should be taken by the local authority and centre's staff to improve the children's centre
 - promotes rigour in the way local authorities evaluate the performance of their children's centres thereby enhancing the capacity of the local authority and of individual centres to improve the services being offered.

¹ This document uses the term children's centre to describe a Sure Start Children's Centre as defined in Part 1 section 5A (4) of the Childcare Act 2006 (as amended by the Apprenticeship, Skills, Children and Learning Act 2009).

² The term 'parents' refers to mothers, fathers and/or carers.

³ Sections 117(1) and 119(1) of the Education and Inspections Act 2006.

Key features of the framework for children's centre inspection from April 2013

5. Inspectors focus sharply on the impact of children's centres on targeted young children and their families, especially those that centres have identified as being in most need of intervention and support. They make three key judgements that contribute to a judgement on the overall effectiveness of the centre. The three key judgements are:
 - access to services by young children and their families
 - the quality and impact of practice and services
 - the effectiveness of leadership, governance and management.

6. Under this framework:
 - an inspection will either be of a single centre or of a children's centre group that offers integrated services and shares leadership and management
 - wherever possible and appropriate, inspections will take place simultaneously across a locality⁴ where local authorities or partner organisations deliver integrated services collaboratively
 - a centre that is not yet 'good', but that is not judged 'inadequate', is a centre that 'requires improvement'
 - centres that are judged as 'requires improvement' will normally be inspected within a maximum period of two years and earlier if required.
 - if a centre is judged as 'requires improvement' at two consecutive inspections and is still not 'good' at a third inspection, it is likely to be deemed 'inadequate'
 - a centre judged as inadequate will be re-inspected within 12 months of the previous inspection – the quality of the action plan produced by the local authority in response to the inspection and its implementation will be an important feature of the re-inspection.

Part A. Inspection policy and principles

What are the legal requirements for the inspection of children's centres?

7. This framework sets out the statutory basis for children's centre inspection⁵ conducted under the Childcare Act 2006 from April 2013. It should be read in

⁴ For inspection purposes a locality is defined as a geographical area that is usually a smaller unit than the local authority as a whole (unless it is a very small unitary authority).

⁵ Children's centre inspections are governed by Part 3A of the Childcare Act 2006 as amended by Part 9 of the Apprenticeship, Skills, Children and Learning Act 2009.

conjunction with the *Children's centre inspection handbook*.⁶ It applies to all children's centres provided under arrangements made by an English local authority. This includes all centres managed directly by local authorities⁷ and those that a local authority commissions on its behalf. Centres will be inspected as:

- a children's centre group:⁸ a children's centre group has shared leadership and management and integrated services; although it will consist of several centres, it will be inspected as one children's centre
- single centres: these may work entirely independently of other centres or may work collaboratively, sharing a range of services in a given geographical area or locality.⁹

8. Her Majesty's Chief Inspector (HMCI) is not able, under current legislation, to require children's centres to pay for inspections.

What determines the timing of a children's centre inspection?

9. Ofsted must inspect all children's centres within a set interval that is prescribed in regulations as five years,¹⁰ or sooner where the Secretary of State for Education requires this.

10. The inspection arrangements will ensure that the frequency of inspection is proportionate to the performance and circumstances of children's centres. This means that some centres will be inspected more frequently than others.

11. Where HMCI or the Secretary of State have concerns about the performance of a children's centre, HMCI has powers to inspect at any time under section 98A (2) of the Childcare Act. Under section 98A (1) (b), HMCI may also be required by the Secretary of State to conduct an inspection of a children's centre.

12. Centres may be inspected more frequently than others where HMCI or the Secretary of State have concerns about a children's centre's performance and consider that it would be appropriate for it to be inspected.

13. Centres may be inspected, for example, where:

- the findings of the previous inspection(s) are that the centre is not yet good or is inadequate

⁶ *Children's centre inspection handbook* (130056); Ofsted, 2014; www.ofsted.gov.uk/resources/130056.

⁷ Children's centres are defined in section 5A (4) Childcare Act 2006 as amended.

⁸ See Annex A for the definition of a children's centre group.

⁹ A locality is a geographical area that is usually a smaller unit than the local authority as a whole (unless the local authority is a very small unitary authority). See Annex A for a more detailed explanation.

¹⁰ The Children's Centres (Inspections) Regulations 2010, Statutory Instruments 2010, No 1173.

- safeguarding and/or welfare concerns suggest that it should be inspected earlier
 - a linked inspection, for example of registered early years provision or a subject or thematic survey inspection carried out by Ofsted since the last routine inspection raises concerns
 - Ofsted has received a concern relating to directly-provided registered childcare and/or a qualifying complaint about a maintained nursery within a children's centre, which, taken alongside other available evidence, suggests that it would be appropriate to inspect the centre
 - any other significant concerns are brought to Ofsted's attention
 - it becomes part of a formal children's centre group and the group has not yet been inspected; or it leaves such a group; or it works collaboratively across a locality and it is considered appropriate to inspect the centres at the same time.
14. Inspection can take place at any point in a year as children's centres are expected to offer access to services across all 12 months. In exceptional circumstances, as specified in Ofsted's deferral policy,¹¹ an inspection might be cancelled or deferred after it has been notified to the centre, following a request made by the centre or local authority. Normally, however, if the centre is open an inspection will go ahead even if, for example, the centre leader is off site or building work is taking place.

What are the principles of children's centre inspection?

15. Children's centre inspection acts in the interests of young children, their parents and prospective parents. It encourages high-quality provision that meets the diverse needs of target families and fosters equal opportunities.
16. Children's centre inspections will:
- support and promote improvement by
 - establishing a clear standard for the impact of centres – only a 'good' centre is good enough
 - adjusting the focus and type of inspection to have the greatest impact
 - clearly identifying strengths and weaknesses
 - identifying precise actions to underpin recommendations
 - explaining and discussing inspection findings with those whose work has been inspected
 - providing challenge to senior leaders, staff, key partners and those responsible for governance including local authorities

¹¹ The deferral policy is available at <http://www.ofsted.gov.uk/resources/deferral-of-inspections-information-for-childrens-centres>.

- be proportionate by
 - adjusting the frequency of inspection having regard to previous inspection outcomes and risk assessment
 - deploying resources where improvement is most needed, or where inspection can add most value
- focus on users' needs by
 - taking account of user views in the planning and conduct of inspection
 - drawing on user views to inform inspectors' judgements and the outcomes of inspection
 - minimising risk to young children and their families by evaluating the effectiveness of centres' procedures for safeguarding
 - evaluating the extent to which centres provide an inclusive environment which meets the needs of target families irrespective of age, disability, gender reassignment, race, religion or belief, sex, or sexual orientation
- focus on the needs of centres by
 - providing high-quality and timely communication with centres and local authorities and any private, voluntary or independent providers commissioned to manage children's centres on the behalf of the local authority
 - making use, as far as possible, of the existing data, documentation and systems of the centres inspected and avoiding placing unnecessary burdens on them
 - taking account of centres' self-evaluation
- be transparent and consistent by
 - making clear and transparent judgements based on sound evidence
 - inspecting and reporting with integrity
 - having clear evaluation criteria, procedures and guidance that are well understood by centres, local authorities and users and that are readily available
- be accountable by
 - reporting the outcomes of inspection without fear or favour
 - publishing clear, accurate, timely reports that provide parents and prospective parents with an authoritative, independent assessment of the quality of the centre
 - gathering the views of users and those who have a significant interest in the centre, including key partners, to inform inspection
- demonstrate value for money by

- targeting inspection resources and deploying them effectively and efficiently
- evaluating the outcomes and processes of inspection and making improvements where necessary.

What is the relationship between self-evaluation and inspection?

17. Self-evaluation provides the basis for planning, development and improvement in centres. Inspection takes full account of, and contributes to, a centre's self-evaluation. Centre leaders may present an up-to-date brief verbal summary of their self-evaluation to inspectors as part of their pre-inspection meeting, subject to agreement with the lead inspector.

Who inspects children's centres?

18. Children's centre inspections are carried out by Her Majesty's Inspectors (HMI), employed directly by Ofsted, and additional inspectors employed directly, or contracted, by inspection service providers (ISPs). ISPs are independent commercial organisations contracted by Ofsted to provide inspection services, and are responsible for the administrative arrangements for inspections. Ofsted prescribes the qualifications and experience required by additional inspectors, the initial and continuing training that they should receive, and the standards they are required to meet. All inspectors undertake regular training to ensure that they are familiar with changes in inspection frameworks, inspection methodology and developments in children's centre policy and practice.
19. Her Majesty's Inspectors (HMI) lead a proportion of inspections. Additional inspectors, who lead inspections, are authorised to do so subject to the additional inspector having previously conducted a children's centre inspection to the satisfaction of an HMI. Ofsted also quality assures inspections by visiting a sample of centres during inspection and reviewing a sample of inspection evidence and inspection reports.

The inspection grades inspectors use when making judgements

20. When judging the overall effectiveness of the children's centre and when making the three key judgements about access to services, the quality and impact of services, and the effectiveness of leadership, governance and management of the centre, inspectors will use the following scale:
- grade 1: outstanding
 - grade 2: good
 - grade 3: requires improvement
 - grade 4: inadequate.

Part B. The focus of children's centre inspections

The key judgements made during children's centre inspections

21. The evaluation schedule, which is published as part of the *Children's centre inspection handbook*,¹² provides guidance to local authorities, centres and inspectors about the key judgements that inspectors make during the course of an inspection.

Overall effectiveness

22. Inspectors evaluate the quality and impact of the children's centre. The overall effectiveness judgement takes into account the three key judgements.
23. To reach an overall judgement, inspectors will consider whether the centre is meeting its legal requirements in making sufficient early childhood services available to parents and prospective parents in its reach area/locality, including the activities it offers on site. Inspectors will also consider the difference the centre makes to the young children and families in the local area it serves.
24. When coming to this judgement, inspectors must also consider:
- the effectiveness with which the centre makes arrangements for targeted families to access the services they need in order to improve children's well-being
 - the quality of universal and targeted services and the impact they have on outcomes for young children and their families
 - the effectiveness of governance, leadership and management in monitoring performance and making sufficient resources available to meet the needs of young children and targeted families in the area.

¹² *Children's centre inspection handbook* (130056); Ofsted 2014; www.ofsted.gov.uk/resources/130056.

25. Where the inspection is of a children's centre group, inspectors must consider any differences in access to, or the quality of, provision and services across the different centres in the group. Inspectors must also consider the impact of these services on the overall needs of families across the group's reach area/locality.
26. Where the inspection includes consideration of shared services across a number of centres working collaboratively, inspectors must take into account how each individual centre identifies the families that need the shared services and how it helps families to access those services.

Access to services by young children and families

27. This judgement deals with how centres identify families with young children in their community, the early childhood services those families need and how those that are in most need of services are helped and encouraged to participate in them. Particular emphasis is paid to families who are in most need of intervention and support who may be unlikely or unwilling to access the help they need.
28. When making their judgements inspectors must consider the extent to which the centre:
 - works with partners to identify all the families with young children in its area
 - establishes and maintains contact with targeted families in its area
 - has identified the target groups¹³ and individual families most in need of intervention and support, the specific nature of their needs and the universal and specialist services needed to support them
 - prioritises families that need support appropriately
 - uses outreach work to identify target groups and encourage those families who would otherwise be unlikely to access services the centre has to offer
 - provides or facilitates arrangements for targeted children to take up the free entitlement to early education, especially two-year-olds from disadvantaged families
 - provides or facilitates access to universal activities and relevant services for targeted families, and monitors how many families use them and continue to use them until their needs have been effectively met.

The quality and impact of practice and services

29. Inspectors must consider the planning, integration and implementation of activities and services, including the extent to which some services are available

¹³ See Annex A for an explanation of 'target groups'.

to all families and others are targeted at those in most need. They will also evaluate the impact of activities and services provided by the centre and those to which the centre signposts parents including the effectiveness of the centre's support and intervention strategies for families that are most in need.

30. When making their judgements inspectors must consider:

- the effectiveness of partnerships with early years providers, schools, health services, adult training services and employment services in providing the activities and services required to achieve agreed outcomes for targeted families
- whether the services are appropriate and relevant to the needs of targeted families, taking account of how they are decided upon, planned, the intended outcomes and how these will be measured
- the quality and impact of services in improving outcomes, or sustaining already very good outcomes, in the following areas:
 - the readiness of target children for school
 - improved parenting
 - opportunities for target adults to participate in activities that improve their personal skills, education and employability
 - the development of healthy lifestyles for target children and their families
 - parents' understanding of their responsibilities for their children's safety and well-being
- the effectiveness of any intervention and prevention work in protecting target children and securing their well-being
- any follow-up work and/or tracking¹⁴ of children and their targeted families
- how well practitioners work with target children and parents, are good role models and have sufficiently high expectations and aspirations
- the effectiveness of the care, guidance and support that the centre and its partners provide
- how the centre facilitates opportunities to volunteer, to contribute to the running of the centre and to develop formal and informal networks of support.

The effectiveness of leadership, governance and management

31. Inspectors will evaluate how efficiently and effectively the centre is managed. They will examine the impact of leaders at all levels, including that of

¹⁴ Tracking refers to the actions and strategies leaders and managers employ to monitor the effectiveness and impact of the centre's work.

governors, the local authority and any private, voluntary or independent provider the local authority has commissioned to run the centre on its behalf.

32. When evaluating the quality of leadership, governance and management, inspectors must consider:
- how well evidence and robust data are used to set and agree on performance and outcome measures that can reduce inequalities and improve the lives of target families
 - the challenge provided by local authorities and how this contributes to improved performance
 - the effectiveness of strategic partnerships, including any service level agreements or joint and collaborative working
 - the rigour and effectiveness of self-evaluation systems used to inform the centre's priorities and to set challenging targets for improvement; this includes how any information from complaints is used to drive up service improvement
 - the extent to which staff delivering the centre's services are appropriately qualified and drawn from a range of professional backgrounds and the effectiveness of systems for their supervision, performance management and continuous professional development
 - the quality and effectiveness of the centre's training plan including the extent to which continuous professional development and performance management are linked to centre priorities
 - the effectiveness of the policies, procedures and practices in place, including those for staff recruitment, vetting and safeguarding
 - the effectiveness of monitoring to ensure the removal of any perceived inequalities and/or barriers to the engagement of target families
 - the extent to which target families contribute to the centre's performance and delivery, for example through advisory boards
 - how well target families' views are taken into account to improve access and to shape services
 - the extent to which resources are used effectively and efficiently to meet agreed local priorities and the needs of targeted children and families
 - the extent to which those targeted parents who have accessed the centre's services and achieved positive outcomes are helped to encourage other parents to use the centre's services.

Part C. The process of inspection

What happens before the inspection?

Scheduling of inspections

33. Ofsted may carry out inspections of children's centres simultaneously so that local authorities can demonstrate the impact of centres' work across a wide area. This is particularly important where centres work collaboratively. Simultaneous inspections will involve one or more inspection teams. The size and composition of an inspection team will depend on the number of centres being inspected in a locality and their reach area.¹⁵ An inspection of one single centre may also take place where Ofsted decides this is necessary.
34. Ofsted may seek to coordinate the inspection of children's centres with other provision such as a school or registered early years provision where this is appropriate and possible. Where such coordinated inspections take place, each school and/or provision will receive a separate inspection report.

When are children's centres notified of their inspection?

35. Centres will normally receive three working days' notice of an inspection. One of Ofsted's inspection service contractors will inform the centre that it is to be inspected. Ofsted has powers to inspect at any reasonable time and may arrange for an inspection of a centre to take place without notice where there are particular reasons, for example where there are safeguarding concerns or issues connected to children's welfare.

When do lead inspectors contact the centre?

36. The lead inspector will contact the centre leader or, in the absence of the centre leader, the most senior member of staff that is available as soon as possible after notification and always within 24 hours of the centre being made aware that it is to be inspected. Pre-inspection activities and telephone contact with the centre are intended to ensure that:
 - good communication and effective working relationships are established with the centre
 - senior leaders and staff, including those from partner agencies, together with families using the centre are encouraged to engage with the inspection process so that they understand the judgements being made
 - the demands on the centre are kept to a minimum
 - pre-inspection evidence is analysed thoroughly and discussed
 - the issues for the inspection are identified and discussed

¹⁵ The reach area is the number of families with young children living in the defined area served by the children's centres.

- arrangements including the programme of inspection activities for the inspection are agreed.

What information do inspectors use before the inspection?

37. Lead inspectors will normally carry out some of their preparation on site where they will read and analyse evidence that relates to the centre's self-evaluation and its performance. They will take full account of the centre's assessment of its own performance.
38. During the on-site preparation, the lead inspector will meet the centre leader and discuss the main inspection issues to be pursued. The lead inspector will also finalise the inspection programme, ensuring that it takes account of details about the centre's partners, managers and target families.

How do inspectors seek the views of families?

39. Once informed that an inspection is to take place, centres should take reasonable steps to notify families using the centre and partner agencies. Centres should also notify the local authority. If parents/prospective parents ask to see an inspector, the inspection team will do all it can to accommodate such requests.
40. During the inspection, inspectors will talk with families as well as children, where appropriate. Inspectors will also aim to talk with parents who hold representative responsibilities, for example as members of the centre's advisory board. Meetings with parents and children may take the form of one or more focus groups. In addition, inspectors will gather the views of families by observing a range of activities.

What happens during the inspection?

How many days do inspectors spend in the centre?

41. Inspections of individual centres serving up to 1,000 families do not normally last longer than two days and will typically involve two inspectors. Inspections of larger centres, children's centre groups with shared leadership and management arrangements, or simultaneous inspections across a locality involve a larger team and may be on site for a longer period of up to five days. The number of inspectors and/or the number of days varies according to the size and nature of the centre(s) and the services provided.

How do inspectors use their time during the inspection?

42. The time allocated to on-site inspection must be used mainly for gathering first-hand evidence in order to inform inspectors' judgements.
43. Inspectors will consider evidence from:
 - the centre's self-evaluation

- available data provided by the local authority, centre/s and partner agencies broken down to locality or reach area level; this includes performance indicators agreed with the local authority monitoring information about the services provided by the centre and its partners
 - inspections of the Early Years Foundation Stage of any early years setting provided directly by, or commissioned by, the centre
 - information supplied by the local authority.
44. In addition, inspectors will observe a range of activities taking place at the centre in linked venues and in outreach sessions.
45. While on site, inspectors may 'track' potentially vulnerable target children/families or particular target groups, giving attention to: how the centre has identified these groups and assessed their needs; the quality of services for the different target groups and how they are improving outcomes for these groups.
46. Inspectors will interview the local authority lead officer, the centre's leaders and managers and front-line staff including representatives from across the centre's partner agencies such as health visitors, those from employment services, those responsible for outreach work and the manager/s of any registered early years or childcare provision where applicable. Inspectors will also scrutinise the centre's policies and procedures including, at every inspection, those for safeguarding.
47. In addition, lead inspectors will take account of any external views of the centre's performance. This includes the local authority's evaluation of the centre's performance against its targets.
48. Information held by the centre must be made freely available for inspectors, and the centre must cooperate in the inspectors' task of gathering evidence.
49. Inspectors' evidence will inform judgements about the quality of the centre's work and the detailed recommendations for improvement.

How is evidence recorded?

50. During the inspection, inspectors will gather, analyse and record evidence and their judgements on evidence forms. The evidence forms, together with any briefings, plans or instructions prepared by the lead inspector, will contribute to the evidence base for the inspection. The lead inspector must compile and assure the quality of the evidence base.

How are judgements secured?

51. The lead inspector has the responsibility for ensuring that the inspection team agrees judgements about the centre, and that these are supported convincingly

by evidence. Judgements will be based on the best fit with the grade descriptors in the evaluation schedule.

52. Emerging findings will be discussed at regular intervals with the centre leader and, where appropriate, senior staff. The centre leader will be given every opportunity to provide further evidence.
53. The overall judgements will reflect all the evidence considered by the inspection team. Final judgements will be subject to moderation prior to publication of the report.

How do the centre's leader and senior staff engage in the inspection?

54. Inspection has the strongest impact on improvement when the centre leaders understand the evidence and findings that have led to the judgements. The lead inspector will therefore ensure that the centre leader and senior staff:
 - are represented by an appropriate person (this may be the centre leader or group leader for a group of centres that have shared leadership and management arrangements) at all team and feedback meetings
 - are kept up to date with how the inspection is proceeding
 - understand how the inspection team reaches its judgements
 - have opportunities to clarify how evidence is used to reach judgements
 - are given the opportunity to present additional evidence.
55. Centre leaders will be invited to:
 - give their views on the issues for inspection as part of the pre-inspection discussions
 - receive regular updates from the lead inspector
 - attend the inspection team meeting at the end of the inspection when final judgements are made
 - receive feedback at the start or end of each day of the inspection
 - discuss the inspectors' recommendations to ensure that these are understood.

What is the code of conduct for inspectors?

56. Inspectors are required to uphold the highest professional standards in their work and to ensure that everyone they encounter during inspections is treated fairly and with respect. These standards are assured through a code of conduct which is set out below.

Inspectors' code of conduct

Inspectors should:

- evaluate objectively, be impartial and inspect without fear or favour
- evaluate provision in line with frameworks, national standards or requirements
- base all evaluations on clear and robust evidence
- have no connection with the provider which could undermine their objectivity
- report honestly and clearly, ensuring that judgements are fair and reliable
- carry out their work with integrity, treating all those they meet with courtesy, respect and sensitivity
- endeavour to minimise the stress on those involved in the inspection
- act in the best interests and well-being of service users
- maintain purposeful and productive dialogue with those being inspected, and communicate judgements clearly and frankly
- respect the confidentiality of information, particularly about individuals and their work
- respond appropriately to reasonable requests
- take prompt and appropriate action on any safeguarding or health and safety issues.

57. When inspectors meet families, staff, other service providers/partners and other stakeholders, every effort should be made to protect the origin of individuals' comments if they are used to pursue an issue further. However, there may be circumstances in which it is not possible to guarantee the anonymity of the interviewee. Additionally, inspectors have a duty to pass on disclosures which raise child protection or safeguarding issues and/or where serious misconduct or potential criminal activity is involved.

How should centre staff and staff from their partner organisations engage with inspectors?

58. To ensure that inspection is productive and beneficial, it is important that inspectors and centres establish and maintain an appropriate working relationship based on courtesy and professional behaviour. Inspectors will always be expected to uphold the code of conduct. Ofsted also expects centres' staff to:

- apply their own codes of conduct in their dealings with inspectors
- enable inspectors to conduct their visit in an open and honest way
- enable inspectors to evaluate the centre objectively against the framework

- provide evidence that will enable the inspector to report honestly, fairly and reliably about their provision
- work with inspectors to minimise disruption, stress and bureaucracy
- ensure that the health and safety of inspectors is not prejudiced while they are on their premises
- maintain a purposeful dialogue with the inspector or the inspection team
- draw any concerns about the inspection to the attention of inspectors promptly and in a suitable manner
- understand the need of inspectors to observe practice and talk to staff and users without the presence of a manager.

What feedback do inspectors give during the inspection?

59. Inspectors will offer feedback to the centre leader and/or key contact and any staff the centre leader wishes to include (as agreed by the lead inspector) at the end of each day of the inspection. This feedback is intended to highlight any emerging key strengths and areas of weakness and to identify aspects to follow up the next day. It is also an opportunity for the centre to present additional evidence to support their self-evaluation.

How is the quality of inspection assured?

60. All inspectors are responsible for the quality of their work. Lead inspectors must ensure that inspections are carried out in accordance with the principles of inspection and the code of conduct. In addition, Ofsted monitors the quality of inspections through a range of formal processes. Some centres are visited by one of Her Majesty's Inspectors to assure the quality of the inspection. Their assessments are confidential to the inspectors concerned. In other cases, the inspection evidence base may be evaluated as part of quality assurance processes.
61. In exceptional circumstances, where an inspection report is judged by Ofsted to be seriously misleading, or an inspection is judged to be seriously flawed, the centre will be notified. In such cases Ofsted may collect further evidence to conclude the inspection and may republish an amended report.
62. All centres will be invited to take part in a post-inspection survey so that the views of the centre leader, centre staff, professionals who work in partnership with the centre and users are obtained and contribute to the development of inspection.

What happens after the inspection?

What feedback is provided to the centre?

63. Formal feedback will be provided at the end of the inspection to the centre leader and/or key contact, the local authority lead officer and any others the

centre leader/key contact wishes to invite. The judgements will be presented and any aspects that have been judged inadequate or outstanding (or where the judgement is different from that which the centre might have expected), explained.

64. Before leaving the centre, the lead inspector must ensure that the centre is clear:
- about the grades awarded for each judgement required under the evaluation schedule
 - that the grades awarded may be subject to change
 - that the main points provided orally in the formal feedback will be referred to in the text of the report
 - about the recommendations for improvement
 - about the procedures leading to the publication of the report
 - about the complaints procedure
 - where relevant, about the implications of the centre being judged as requiring improvement or inadequate.

What are the written outcomes of the inspection?

65. Following the inspection, the lead inspector will write a report setting out the main findings of the inspection. The findings should be consistent with those explained orally to the centre during the feedback. The centre or leader will normally receive the report to comment on factual accuracy within 10 days of the inspection.

How is the quality of inspection reports assured?

66. The lead inspector will provide a first draft of the report to Ofsted's quality assurance team and, following editing, the team will forward the report to the centre for a factual check. One working day will be allocated to the centre to comment on the draft, unless the centre receives an inadequate judgement, in which case five days will be allowed for comments.

When is the report issued?

67. The report will be published on our website (www.ofsted.gov.uk/reports) within 15 working days of the end of the inspection or 25 days in the case of the overall effectiveness of the children's centre being judged inadequate.
68. A copy of the children's centre report will be sent to the local authority and to the centre leader.
69. Ofsted will publish the report on its website five days after it has been sent to the local authority for distribution.

70. In exceptional circumstances Ofsted may decide that the normal period for completion of the inspection report should be extended.

What must the local authority do when the inspection report is received?

71. The local authority may choose to send a copy of the inspection report to all relevant parties. There is no legal definition of relevant parties but statutory guidance suggests these may include partner agencies, members of the centre's advisory board and any other person who may have to take action as a result of the report.
72. The local authority, or another body appointed by the local authority, must prepare an action plan in response to the recommendations of the report .

How do children's centres complain about their inspection or inspection report?

73. Any concerns the centre has about an inspection should be raised with the lead inspector while the inspection is being carried out and, where possible, resolved. Concerns may also be raised with a quality assurance inspector should one have been allocated to the inspection. If the concerns are not resolved by these means, or the person expressing the concern does not feel that due weight is being given to the concerns, or an independent view is sought, then the person raising the concern, or someone acting on his or her behalf, should contact the Ofsted helpline on 0300 123 1231.
74. Similarly, if the centre has any concerns about the inspection report these should be raised with the Ofsted helpline number as above.
75. If it has not been possible to resolve concerns raised then individuals or centres may decide to lodge a formal complaint. The complaints procedures are available on our website, www.ofsted.gov.uk.

Annex A. Terminology

Advisory board: a group of persons who represent the interests of the children's centre users. The role of advisory board members is to provide advice, assistance and challenge to centre leaders, in order to ensure that the children's centre operates effectively and efficiently and fulfils its remit.

Childcare Act 2006: This is the law that sets out:

- duties on local authorities to improve outcomes for children and to ensure access to information about childcare provision in their area
- the legal provisions for the regulation and inspection of provision for children from birth to age 17
- the Early Years Foundation Stage: this is the framework for the delivery of quality integrated care and education for children from birth to the 31 August following their fifth birthday.

Children's centre inspection types: For the purposes of inspection, children's centres may be organised as:

- a children's centre group
- single centres.

A **children's centre group** has shared leadership and management **and** integrated services. Although it will consist of several centres, it is inspected as one children's centre and this will result in the publication of a single inspection report. The inspection looks at access to services and activities by families through the group; the services on offer by the group; and the impact they have. It does not make separate judgements about the individual centres that make up the group.

For the purposes of inspection, a **single centre** has one inspection and this will result in the publication of a single inspection report. A single centre:

- will normally have one main site although it may have other sites (often known as satellites) that are not centres in their own right and may open for only limited times and offer only limited services
- will offer some activities for children on at least one site
- may share particular services with other centres either through a formal or informal arrangement. We will normally refer to this as **collaborative working**.

In some cases a single centre may share management with other centres but does not offer integrated services with those centres (for example a local authority may have commissioned all phase two centres out to a third party organisation across the whole authority but each centre operates in its own right and does not share services).

Common Assessment Framework: a process whereby practitioners such as health visitors, social workers and children's centre outreach workers, can identify a child's or young person's needs early, assess those needs holistically, deliver coordinated services and review progress.

Early childhood services include: early years provision; the social services functions of the local authority in relation to young children, parents and prospective parents; health services relating to young children, parents or prospective parents; provision of assistance to parents and prospective parents for training and employment; and information and assistance for parents and prospective parents.

Early support programme: a programme for the families and carers of disabled children under five years of age. It allows families to co-ordinate the support they receive from health, education and social care professionals and organisations, and ensures they have more involvement in the care of their child and the organisation of future plans.

Early Years Foundation Stage: the statutory framework for the early education and care of children from birth to the 31 August following their fifth birthday. It includes requirements for the provision of young children's safeguarding and welfare, and their learning and development, which all providers must meet, as well as good practice guidance. The Early Years Foundation Stage must be delivered by all schools and early years settings that are registered on the Early Years Register.

Early Years Foundation Stage Profile (EYFSP): this provides parents and carers, practitioners and teachers with a summary of a child's knowledge, understanding and abilities, and an assessment of their progress against the early learning goals. It must be completed for all children in their final term in the Early Years Foundation Stage.

Early years provision: providers who are registered by Ofsted to care for children in the early years age group. These include:

- maintained and independent schools, including academies, directly responsible for provision for children from birth to the age of three or where no child attending the provision is a pupil of the school
- childcarers, such as childminders, day nurseries, pre-schools, wrap around provision and private nursery schools, which provide for children in the early years age group.

Employability programmes: Short learning programmes aiming to help unemployed learners into work. Terms used for unemployed people on benefits include: work-related activity group (WRAG), jobseekers allowance (JSA) and employment support allowance (ESA).

Families includes: parents and young children, and prospective parents and carers including wider family members.

Inspection Services Provider (ISP): Inspection services providers are external organisations contracted by Ofsted to provide Additional Inspectors, administrative support on inspection, the collation of pre-inspection information for inspectors via a portal, quality assurance and production of reports, and post-inspection evaluation by providers.

Inspections of childcare and/or early education: inspections of the Early Years Foundation Stage or requirements of the Childcare Register provided directly by a centre or by schools and settings working in partnership with the centre. It does not refer to all inspections of childcare and early years in the reach area of the centre.

Joint observations: an opportunity for senior centre staff to observe a particular activity session, course or other piece of work with an inspector, and discuss key findings from this.

Key contact: usually a senior member of the centre's staff who has been designated to provide the vital key link between the children's centre and the inspection team. The key contact is usually the centre leader and he/she is invited to attend team meetings. In addition this person undertakes other critical tasks throughout the inspection related to the organisation of inspection timetables and activities and the evidence base that inspectors require. Where there is an inspection of more than one centre operating as group or a simultaneous inspection of single centres, each centre may have a named contact who liaises with a named inspector.

Locality: a geographical area that is usually a smaller unit than the local authority as a whole (unless the local authority is a very small unitary authority). For the purposes of inspection, the locality is the area within the local authority that the inspection team covers. Where possible, inspections of centres in a locality will happen simultaneously allowing for the sharing of some evidence and inspector resource. Inspection in a locality may consist of:

- one or more children's centre groups
- merged or supercentres (where two or more centres have merged to have a large reach area)
- up to five single centres (this may be a collaborative arrangement)
- a reach area of around 3,000
- any combination of these depending on local authority arrangements.

Parents: include fathers, mothers, carers and other adults with responsibility for looking after a child, and prospective parents.

Reach area (may be abbreviated to 'area'): a designated geographical area within the local community which is the centre's catchment area.

School readiness: refers to how well prepared a child is to succeed when s/he starts school, and the extent to which s/he has acquired the skills, abilities and knowledge needed to make the most of the school curriculum.

Stakeholder: a person, group or organisation who has an interest or concern in the children's centre.

'Stand-alone': is used to describe the inspection of one single centre only, where circumstances mean that it is not possible to inspect is simultaneously alongside a number of other single centres in the same locality.

SureStart_On: The main source of information for scheduling is the SureStart_On database managed on behalf of the Department for Education.

Target groups: refer to the groups and families the centre identifies as having needs or circumstances that require particularly perceptive intervention and/or additional support. The following list is not exhaustive and does not imply that young children or families in any of these categories require additional support. The target groups will vary according to the centre's identification of its community and their needs but in any particular centre may include:

- lone parents, teenage mothers and pregnant teenagers
- children from low income backgrounds
- children living with domestic abuse, adult mental health issues and substance abuse
- children 'in need' or with a child protection plan
- children of offenders and/or those in custody
- fathers, particularly those with any other identified need, for example, teenage fathers and those in custody
- those with protected characteristics¹⁶, as defined by the Equality Act 2010
- children who are in the care of the local authority (looked after children)
- children who are being cared for by members of their extended family such as a grandparent, aunt or older sibling
- families identified by the local authority as 'troubled families' who have children under five
- families who move into and out of the area relatively quickly (transient families), such as asylum seekers, armed forces personnel and those who move into the area seeking employment or taking up seasonal work
- any other vulnerable groups or individual families including those young children and families identified as at risk of harm by other services – such as adult social care, schools, police, and health services.

Tracking: the actions and strategies that leaders and managers employ to monitor the effectiveness and impact of a centre's work. For example this may include using

¹⁶ Children and families with protected characteristics may include: those for whom English is an additional language; those from minority ethnic groups; those from Gypsy, Roma and Traveller families; those from lesbian, gay and transgender families.

local data/compiling centre data that identifies the number of families living in the local area, using the centre, attendance at activities and follow up monitoring of children and adults to determine whether there has been any longer term impact of their engagement with the centre.

Two-year-old progress check: a short written summary of a child's development in the three prime learning and development areas of the Early Years Foundation Stage. It must identify the child's strengths and any areas where the child may have developmental delay including the strategies and activities needed to address the concerns.

Universal services: services that are available to all families in an area who wish to use them.

Wider community: refers to all families in the reach area, including those who may not use the centre or benefit from its services.

Young children: refers to children aged under five years.

Framework and evaluation schedule for the inspections of services for children in need of help and protection, children looked after and care leavers

Reviews of Local Safeguarding Children Boards

This document sets out the framework for the inspection of services for children in need of help and protection, children looked after and care leavers.

These inspections are conducted under section 136 of the Education and Inspections Act 2006. They focus on the effectiveness of local authority services and arrangements to help and protect children, the experiences and progress of children looked after, including adoption, fostering, the use of residential care, and children who return home. The framework also focuses on the arrangements for permanence for children who are looked after and the experiences and progress of care leavers. The leadership, management and governance judgement addresses the effectiveness of leaders and managers and the impact they have on the lives of children and young people and the quality of professional practice locally.

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The Office for Standards in Education, Children's Services and Skills (Ofsted) regulates and inspects to achieve excellence in the care of children and young people, and in education and skills for learners of all ages. It regulates and inspects childcare and children's social care, and inspects the Children and Family Court Advisory Support Service (Cafcass), schools, colleges, initial teacher training, work-based learning and skills training, adult and community learning, and education and training in prisons and other secure establishments. It assesses council children's services, and inspects services for looked after children, safeguarding and child protection.

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Section 1. Inspection of local authority children's services

Introduction

1. This document sets out the framework for the inspection of local authority children's services.
2. Her Majesty's Inspectors (HMI)¹ will carry out the inspections under section 136 (2) of the Education and Inspections Act 2006 (EIA). Her Majesty's Chief Inspector (HMCI) has the power to carry out inspections of certain local authority children's services functions as listed in section 135 of the EIA if he deems it appropriate. These inspections focus on the local authority functions with regard to the help, care and protection of children and young people.
3. This evaluation schedule remains subject to periodic review.

Frequency of inspection

4. All local authorities will be inspected under this framework within a three-year period.
5. Where a local authority is judged to be inadequate for overall effectiveness, a full inspection will take place within 12 to 18 months, unless otherwise directed by the Secretary of State for Education.
6. Where a Director of Children's Services holds the statutory responsibility as set out in the Children Act 2004 for more than one authority, the inspection of each authority will be concurrent wherever possible.

Notice period

7. All inspections will be announced at short notice.² The local authority will be notified that the lead inspector and a small team of inspectors will be arriving on site the following day to begin the inspection. The remainder of the team will arrive on site at the beginning of the week following the local authority case auditing of files. Further details can be found in the *Inspection handbook: inspection of services for children in need of help and protection, children looked after and care leavers*. The local authority will be asked to prepare the list of information included at Annex A.

¹ Or suitable qualified and approved associate or seconded inspectors.

² To plan inspections, Ofsted will maintain a list of the number and location of office addresses where arrangements for dealing with contacts, referrals and assessments are undertaken.

8. Inspections will only be deferred in exceptional circumstances. Staff absence, including the absence of the Director of Children's Services, is not a reason for deferral.

Report

9. We will publish a report on our website within 30 working days³ of the end of the on-site inspection. Where a review of the Local Safeguarding Children Board (LSCB)⁴ has been undertaken at the same time, this review will be part of the final report.⁵

Action plan

10. The local authority is required to prepare and publish a written statement of the action it intends to take in response to the report. It should send a copy of this statement to Ofsted at ProtectionOfChildren@ofsted.gov.uk within 70 working days of receiving the final report.⁶

Inspection team

11. Normally, seven suitably qualified and experienced HMI will carry out the inspection. Six inspectors will be experienced in both the delivery and inspection of social care; one will be experienced in the inspection of education provision. The inspection team will normally be on site for 11 working days. The size of the inspection team may be adjusted, for example to take account of the geography and demography of the local authority being inspected.

Sharing information with other inspectorates

12. Where inspection evidence suggests that there are weaknesses in multi-agency practice, the relevant inspectorates will be notified and may decide to inspect in accordance with their statutory powers. This will be clearly identified in the report and shared with the relevant inspectorate at pre-publication stage using section 149 and schedule 13, paragraph 8 of the EIA. If an authority is judged to be inadequate, the relevant inspectorate will be invited to attend the Ofsted-led improvement challenge seminar.

³ A full timeline can be found in the *Inspection handbook: inspection of services for children in need of help and protection, children looked after and care leavers*, Ofsted, 2013; www.ofsted.gov.uk/resources/120218.

⁴ Section 2, with details of the review of the Local Safeguarding Children Board, will be published in this framework in November.

⁵ Ofsted's power to combine reports is in section 152 of the Education and Inspections Act 2006; www.legislation.gov.uk/ukpga/2006/40.

⁶ The Education and Inspections Act 2006 (Inspection of Local Authorities) Regulations 2007; www.legislation.gov.uk/uksi/2007/462/contents/made.

The scope of the inspection

13. The children and young people⁷ within the scope of this inspection are:

- those children and young people at risk of harm (but who have not yet reached the 'significant harm' threshold) and for whom a preventative service would provide the help that they and their family need to reduce the likelihood of that risk of harm escalating and reduce the need for statutory intervention⁸
- those children and young people referred to the local authority, including those for whom urgent action has to be taken to protect them; those subject to further assessment;⁹ and those subject to child protection enquiries
- those who become the subject of a multi-agency child protection plan setting out the help that will be provided for them and their families to keep them safe and to promote their welfare
- those children and young people who have been assessed as no longer needing a child protection plan, but who may have continuing needs for help and support
- those children and young people who are receiving (or whose families are receiving) social work services where there are significant levels of concern about children's safety and welfare, but these have not reached the significant harm threshold or the threshold to become looked after
- those children and young people who are missing from education or being offered alternative provision
- those children and young people looked after either by being accommodated¹⁰ under section 20 or those 'in care' during or as a result of proceedings under section 31 of the Children Act 1989 and those accommodated through the police powers of protection and emergency protection orders
- those children aged 16 or 17 who are preparing to leave care and qualify as 'eligible';¹¹ those aged 16 or 17 who have left care and qualify as

⁷ This includes unborn children.

⁸ These children may be known by any person with a duty under section 11 of the Children Act 2004; section 40 of the Childcare Act 2006; section 175 or 157 of the Education Act 2002; section 55 of the Borders, Citizenship and Immigration Act 2009; a member of the Local Safeguarding Children Board; a person associated with a commissioned service, including local voluntary services.

⁹ This includes children subject to private fostering arrangements.

¹⁰ This includes children and young people who are detained; unaccompanied child migrants or asylum seekers.

¹¹ Defined in paragraph 19B of Schedule 2 to the Children Act 1989; www.legislation.gov.uk/ukpga/1989/41/schedule/2, and regulation 40 of the Care Planning, Placement and Case Review (England) Regulations 2010; www.legislation.gov.uk/uksi/2010/959/contents/made.

'relevant';¹² those young people aged 18 and above and qualify as 'former relevant';¹³ and those young people aged 18 to 25 who qualify as 'former relevant children pursuing further education or training'¹⁴ including those children living in homes of multiple occupation

- those children and young people who have left care to return home, or are living with families under a special guardianship order, residence order or adoption order.

Inspection activity¹⁵

14. Inspectors will:

- evaluate and explore a sample of children's cases in order to judge the quality of front-line practice and management and the difference this makes to the lives of children, young people, their families and carers – this will include discussions with social work staff, including their managers and other professionals working with the child or young person
- test the decision-making at all stages of a child's journey: early help; referral and assessment; children in need; child protection planning; continuing support; the decision to remove a child from home; permanence planning; placement decisions, including work to support return home; leaving care
- meet with children, young people, parents and carers
- shadow staff in their day-to-day work, for example observing practice in the duty team, the work of social workers with children and families and the work of independent reviewing officers
- observe practice in multi-agency meetings such as child protection strategy meetings, child protection conferences, looked after children reviews and resource panels.

15. We will request specific information from the local authority to inform the inspection and inspection judgements as outlined in Annex A. Full details of the inspection methodology are available in the *Inspection handbook: inspection of*

¹² Defined in section 23A(2) of the Children Act 1989; www.legislation.gov.uk/ukpga/1989/41/section/23A.

¹³ Defined in section 23C(1) of the Children Act 1989; www.legislation.gov.uk/ukpga/1989/41/section/23C.

¹⁴ Defined in section 23CA(1) of the Children Act 1989 as a former relevant child in relation to whom the duties in 23C(2)(3) and (4) no longer apply, and s/he has informed the local authority that he wants to pursue or is pursuing a programme of education or training.

¹⁵ Full details of the inspection methodology can be found in the *Inspection handbook: inspection of services for children in need of help and protection, children looked after and care leavers*, Ofsted, 2013; www.ofsted.gov.uk/resources/120218.

services for children in need of help and protection, children looked after and care leavers.

The judgements inspectors will make

16. Inspectors will make the following judgements:

- the **overall effectiveness** of services and arrangements for children looked after, care leavers and children who need help and protection.

The overall effectiveness judgement is a cumulative judgement derived from:

- the experiences and progress of children who need help and protection
- the experiences and progress of children looked after and achieving permanence including graded judgements on:
 - adoption performance
 - the experiences and progress of care leavers
- leadership, management and governance.

Making judgements

17. The following paragraphs set out the characteristics of a good service for all judgements. Inspectors will use these criteria to evaluate the experiences of children, young people and families and the services they receive. Inspectors will make a judgement of 'good' where the characteristics set out are widespread and common practice and are demonstrably leading to improved outcomes. Inspectors will use professional judgement to determine the weight and significance of their findings. When considering the effectiveness and impact of arrangements to help, protect and care for children and young people, inspectors will use the descriptors of 'good' as the benchmark against which to grade performance. A judgement of 'good' will be made, where the inspection team concludes that the evidence overall sits most appropriately with a finding of 'good'. This is what Ofsted describes as 'best fit'.

18. Inspectors will make their judgements on a four-point scale:

- outstanding
- good
- requires improvement
- inadequate

19. In addition, they will identify areas of outstanding practice and priorities for improvement. For all children and young people the expectation is that help, care and protection are sensitive and responsive to age, disability, ethnicity, faith or belief, gender, gender identity, language, race and sexual orientation.

Grading judgements

20. One of the four performance grades described above will be assigned to each of the three key judgements and the two graded judgements. The overall effectiveness judgement is derived from performance in each of the three key judgements, taking account of performance in each of the graded judgements. Inspectors will use both evidence and their professional judgement to award the overall effectiveness grade. The experiences of children, young people, their families and carers, the extent to which their lives improve and the quality of professional practice, management and leadership will provide the most significant evidence for the judgements to be made.
21. Widespread or serious failure resulting in harm or continued risk of harm to children and young people, in either the arrangements to protect or look after them, will always result in an overall effectiveness judgement of inadequate. In most cases it is also likely that if either the effectiveness of child protection or the effectiveness of provision for looked after children is inadequate, the leadership judgement is likely to be judged inadequate.
22. In exceptional cases it may be possible for an overall judgement of inadequacy to be given where inspectors judge the quality of leadership, management and governance to be good or requiring improvement. In these instances, leaders and managers will have demonstrated sufficient understanding of the widespread or serious failure and will have also been effective in prioritising, challenging and making sustained improvement. This will be acknowledged and reported by inspectors, though the overall judgement will remain inadequate because of the limiting nature of inadequacy in protecting or looking after children. In these instances, Her Majesty's Chief Inspector will consider the evidence and moderate the leadership judgement accordingly.
23. The graded judgements describe significant and statutory aspects of provision for looked after children, care leavers and leadership. The performance and effectiveness of these services heavily influence the key judgement of which they are a part. For these judgements, however, inadequate performance, while unacceptable and serious, will not automatically limit (as is the case for the key judgements) the local authority to overall inadequacy. They will influence the key judgement to which they relate and in some instances where they are judged inadequate, the significance may be such that the key judgement is held at inadequate, thereby limiting the overall effectiveness judgement to inadequate.
24. Again in these instances, inspectors will use their professional judgement to determine the significance of inadequacy in the context of local authority performance across its span of responsibility for children, young people, carers and families. The factors that they will take into account will include the seriousness and extent of concerns and the number of children and young people on whom the poor performance has a direct and negative impact.

Overall effectiveness

25. In an **outstanding**¹⁶ local authority:

- Direct work with children, young people and families is of the highest quality and is delivering measurably improved outcomes. For some children and families, their progress exceeds expectations.
- Inspirational, confident, ambitious and influential leadership changes the lives of local children, young people and families, including children who are looked after and those who have left or who are leaving care. Leaders are visible and effective. They innovate and promote creative ideas to sustain the highest-quality services, including early help services, for all children and young people.
- Professional relationships between the local authority and partner organisations and commissioned service providers are mature and well developed. Accountabilities are embedded and result in confident, regular evaluation and improvement in the quality of help, care and protection that is provided.
- The local authority is proactive and accurate in identifying and responding to the changing needs of its local communities and the performance of its services and staff. Change and improvement are consistently and effectively implemented and reviewed for their impact. Children, young people and families clearly benefit from improvements that are made and the impact of their feedback is well evidenced.
- Effective and continuous learning improves professional practice. This is sustained over time. Professional challenge and leadership ambition inspire high-quality work with families that helps, protects and promotes the welfare of all children and young people, particularly those who are most vulnerable.
- The views and experiences of children, young people and their families are at the centre of service design and influence development and strategic thinking.

26. In a **good** local authority:

- Children and young people are protected, the risks to them are identified and managed through timely decisions and the help provided reduces the risk of, or actual, harm to them.
- Children and young people looked after, those returning home and those moving to or living in permanent placements outside of their immediate

¹⁶ The characteristics of a good local authority must be met **in addition** to those describing an outstanding one.

birth family have their welfare safeguarded and promoted.¹⁷ Children and young people are helped to live in permanent homes or families without unnecessary delay. The development of safe, stable and secure relationships with adults is central to planning for their futures and this supports the development of secure attachments that persist over time and wherever they are living.

- Young people leaving care or who have left care receive help and support tailored to their individual needs and comparable with that which their peers would receive from a reasonable parent. They are provided with opportunities, support and help to enable them to move successfully to adulthood.
- Leadership, management and governance arrangements deliver strong, strategic local leadership that measurably improves outcomes for vulnerable children. The local authority works with partners to plan and deliver early help, to protect children and young people, to improve educational attainment and narrow the gap for the most disadvantaged and it acts as a strong and effective corporate parent for children looked after and those leaving or who have left care.
- There is a clear and up-to-date strategy for commissioning and developing services and there are sufficient resources to meet the needs of children and young people in the local authority area. Leaders, both professional and political, drive continuous improvement so that the local authority is consistently effective as both the lead agency for the protection and care of children and as a corporate parent.

27. In a local authority that **requires improvement**:

- There are no widespread or serious failures that create or leave children being harmed or at risk of harm. The welfare of looked after children is safeguarded and promoted. However, the authority is not yet delivering good protection, help and care for children, young people and families.

28. In a local authority that is **inadequate**:

- There are widespread or serious failures that create or leave children being harmed or at risk of harm and/or the welfare of looked after children is not safeguarded and promoted.
- A judgement of inadequate is likely to be made if **any of the following are judged inadequate**:
 - the experiences and progress of children who need help and protection

¹⁷ Children Act 1989, section 17; www.legislation.gov.uk/ukpga/1989/41/section/17.

- the experiences and progress of children looked after and achieving permanence
- leadership, management and governance.

Key judgement: The experiences and progress of children who need help and protection

Children and young people who are, or who are likely to be, at risk of harm or who are the subject of concern are identified and protected. Help is provided early in the emergence of a problem and is well coordinated and recorded through multi-agency arrangements. Thresholds between early help and statutory child protection work are appropriate, understood and operate effectively. Records of action and decision are clear and up to date. Children and young people are listened to and heard. Social workers build effective relationships with them and their families in order to assess the likelihood of, and capacity for, change. Risk is well understood, managed and regularly reviewed. Children and young people experience timely and effective multi-agency help and protection through risk-based assessment, authoritative practice, planning and review that secures change.

29. A local authority is likely to be judged good if:

- Children and young people are listened to, practice is focused on their needs and experiences and influenced by their wishes and feelings or, where they cannot represent their view themselves, those advocated on their behalf. They are consistently seen and seen alone by social workers where statutory guidance requires that this should happen and it is professionally judged to be in the best interests of the child.
- Children, young people and families benefit from stable and meaningful relationships with social workers. They are engaged in all actions and decisions and understand the intentions of the help they receive. Where families refuse to engage there are continued attempts to help them to do so. However, where there are concerns about the safety and protection of children and parents do not engage, there is a full risk assessment and urgent involvement of a senior manager in all decisions about next steps.
- Children, young people and families are offered help when needs and/or concerns are first identified and, as a consequence of the early help offered, children's circumstances improve and, in some cases, the need for targeted services is lessened or avoided. The interface between early help and statutory child protection work is clearly and effectively differentiated.
- Information-sharing between agencies and professionals is timely, specific and effective and takes full account of the requirements set out in legislation and guidance about the need to obtain parental consent for enquiries to be made, except where in seeking that consent a child is likely to suffer significant harm or further harm.

- Children and young people in need of help and protection are identified by professionals, including those in adult services, and appropriate referrals are made to children’s social care. Social work expertise and advice is available to support other professionals in determining the best steps to take next. There is a timely and effective response to referrals,¹⁸ including out of normal office hours.
- Thresholds¹⁹ for intervention accord with the requirements of legislation, are appropriate, understood by partners, consistently applied, well embedded, reviewed and updated regularly. Drift and delay are avoided.
- Children and young people receive help that is proportionate to risk; children and families are not routinely subjected to formal child protection investigations if these are not necessary.
- Child protection enquiries are thorough and timely, informed by a decision made in a strategy meeting, except in emergencies where there must be evidence of immediate risk of harm to a child, and always led by a suitably qualified and experienced registered social worker. Findings in relation to significant harm are clear and result in urgent action to protect children and young people.
- Decision-making is undertaken by suitably qualified and experienced social workers and managers, with decisions, all actions and engagement with the family and other professionals clearly recorded.
- For children who need help and protection, assessments (including common or early help assessments) are timely, proportionate to risk, and informed by research and by the historical context and significant events for each case. They result in direct work with families, develop in response to that direct work, and they address all domains of the local framework for assessment. Senior managers have responsibility for authorising the recommended next steps.
- Assessments²⁰ (including children in need assessments) result in a direct offer of help to address any identified needs. Assessments and plans are dynamic and change in the light of emerging issues and risks. Authoritative action is taken where change is not secured and the risk to children intensifies or remains.
- Children in need have a plan setting out the help that is offered. Children and young people who need protection are subject to a child protection plan that clearly identifies the work that will be offered to help the family

¹⁸ This includes referrals to the Local Authority Designated Officer.

¹⁹ Children Act 1989; www.legislation.gov.uk/ukpga/1989/41/contents and *Working together to safeguard children*, Department for Education, 2013; www.education.gov.uk/aboutdfe/statutory/g00213160/working-together-to-safeguard-children. This includes children covered by the Southwark Judgement.

²⁰ Assessments and local protocols for assessments should be in line with *Working together to safeguard children*.

and the necessary changes to be achieved within appropriate timescales for the child or young person. Social workers engage with the family who understand the help they will receive, what has to change and the options for the future.

- Plans and decisions are reviewed and alternative authoritative action is taken where the circumstances for children do not change and the risk of harm or actual harm remains or intensifies.
- Children and young people are protected through effective multi-agency arrangements. Case conferences, strategy meetings, core groups and multi-agency risk assessment conferences (MARAC)²¹ are attended by key participants and are effective forums for timely information-sharing, planning and risk-based decision-making.
- Children and young people who live in households where at least one parent or carer misuses substances or suffers from mental ill-health, or where there is domestic violence, are helped and protected. Incidents are monitored and multi-agency responses are effective and coordinated between agencies, including management through MARAC.
- Children and young people who are missing from home, care²² or full-time school education²³ and those at risk of sexual exploitation and trafficking receive well-coordinated responses that reduce the harm or risk of harm to them. Risks are well understood and minimised. Local authorities, schools and local police are aware of, and implement in full, the requirements of the statutory guidance for children and young people who are missing.²⁴ Comprehensive records are held and shared between agencies to help and protect children and young people. Together they take steps to ensure that all children, including those who are excluded from school, are safe and that for those who are missing or often missing there is a clear plan of urgent action in place to protect them and to reduce the risk of harm or further harm.²⁵

²¹ Multi-agency risk assessment conferences (MARACs) are meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies. By bringing all agencies together at a MARAC, a risk-focused, coordinated safety plan can be drawn up to support the victim and their child/ren.

²² This refers both to local authorities' responsibility for all of their own looked after children, whether they live within or out of the local area, **and** their responsibility as a host authority with a duty to safeguard and promote welfare for children and young people living in the local area.

²³ The authority has arrangements in place to identify the number of children not in full-time school education and to respond where there are concerns about their welfare.

²⁴ *Interim guidance on the management, recording and investigation of missing persons*, Association of Chief Police Officers, 2013; www.safecic.co.uk/news/348-misper and statutory guidance once published.

²⁵ Inspectors will make enquiries about local practice in respect of responses to children who are absent as well as those who are missing. Where this is not robust, consistent or focused on the need to protect children and young people, this will be evidenced in the inspection report and will directly influence the judgement.

- Children and young people who are privately fostered are identified by the local authority, in conjunction with partners. Once they are identified, the local authority discharges in full its statutory responsibility to ensure that they are safe and that their health and well-being are properly promoted.
- Allegations of abuse, mistreatment or poor practice by professionals and carers are taken seriously. Steps are taken to protect children and young people and the management of allegations is robust and effective.
- Practice is informed by feedback from children and their families about the effectiveness of the help, care or support they receive from the time it is first needed until it ends.
- Children, young people and families have timely access to, and use the services of, an advocate where appropriate.
- Help and protection for children and young people is sensitive and responsive to age, disability, ethnicity, faith or belief, gender, gender identity, language, race and sexual orientation.

Outstanding

- 'The experiences and progress of children who need help and protection' is likely to be judged outstanding if, in addition to meeting the requirements of a 'good' judgement, there is evidence that professional practice exceeds the standard of 'good' and results in sustained improvement to the lives of children, young people and their families. Research-informed practice, some of which will be innovative, continues to develop from a strong and confident base, making an exceptional difference to the lives and experiences of children and young people.

Requires improvement

- 'The experiences and progress of children who need help and protection' is likely to 'require improvement' if there are no widespread or serious failures that create or leave children being harmed or at risk of harm. However, the authority is not yet delivering good help and protection for children, young people and families.

Inadequate

- 'The experiences and progress of children who need help and protection' is likely to be inadequate if there are widespread or serious failures which leave children being harmed or at risk of harm.

Key judgement: The experiences and progress of children looked after and achieving permanence

Decisions about children and young people becoming looked after are made using high-quality assessments about the risk of harm or actual harm to them and the likelihood of change in their family. Thresholds are clear and applied appropriately. Children and young people are listened to by social workers who know them well. Adults working with children and young people help them to understand and manage their early childhood experiences, to progress well and achieve educationally, and to influence decisions about their future. They return home with the support they need and when it is safe for them. If this is not possible, they live in stable placements where they are helped to build positive relationships and maintain contact with their family and friends where this remains in their best interests. Care plans are regularly reviewed to ensure that the child or young person's current and developing needs continue to be met. Permanent homes and families are found for children and young people without unnecessary delay. Their needs are met and they live with their brothers and sisters if that is assessed as being in their best interests. They do not experience placement moves unless they are part of a planned return home or in accordance with plans for their future. Their education is not disrupted unless it is their best interests and plans for their schooling provide any extra help they need to make up time and learning that has been missed. They develop safe and secure relationships with adults that persist over time. When support is needed, children, young people and families are able to access it for as long as it is needed, throughout their childhood and beyond.

30. In making the 'children looked after and achieving permanence' judgement, inspectors will take into account their judgement on adoption performance and their judgement on the experiences and progress of care leavers.
31. A local authority is likely to be judged good if:
- Decisions to look after children and young people are timely and made only when it is in their best interests. Those decisions are based on clear, effective, comprehensive and risk-based assessments involving other professionals working with the family where appropriate.
 - There is evidence of the effective use of the Public Law Outline, including letters before proceedings, family group conferences and parallel planning. Care is used only if this is in the child's best interests. Children and young people are safely and successfully returned home; where this is not possible for them, permanent plans are made for them to live away from the family home. Families are made aware of, and encouraged to access, legal advice and advocacy.

- Where the plan for a child or young person is to return home, there is evidence of purposeful work to help the family to change so it is safe for the child to return. Further episodes of being looked after are avoided unless they are provided as a part of a plan of support.
- Applications and assessments for care or other orders are accepted by the courts, minimise the appointment of experts and avoid unnecessary delay. The wishes and feelings of children and young people, and those of their parents, are clearly set out and contemporary. Viability assessments of members of the family are carried out promptly to a good standard and sequential assessments are avoided.
- Children and young people are seen by their social worker alone and understand what is happening to them. Professionals and carers, who know them well, develop positive relationships with them and are committed to protecting them and promoting their welfare. Children and young people are helped to understand their rights and the responsibilities that accompany those rights and legal entitlements. They understand how to complain and have access to an advocate and independent visitor. Complaints are treated seriously and result in a clear response, urgent action and improved services where that is required. Senior managers regularly review and act upon complaints from looked after children.
- Children and young people are protected or helped to keep themselves safe from bullying, homophobic behaviour and other forms of discrimination.
- Any risks associated with children and young people offending, misusing drugs or alcohol, going missing or being sexually exploited are known by the local authority and by adults who care for them. There are plans and help in place that are reducing the risk of harm or actual harm and these are kept under regular review by senior managers.
- Children and young people are in good health or are being helped to improve their health and their health needs are identified. Child and adolescent mental health provision, therapeutic help and services for learning or physically disabled children and young people are available when needed and for as long as they are required.
- Children and young people attend school or other educational provision and they learn. Accurate and timely assessments of their needs, as well as specialist support where it is needed, help them to make good progress in their learning and development wherever they live. They receive the same support from their carers as they would from a good parent. The attainment gap between them and their peers is narrowing. The local authority maintains accurate and up-to-date information about how looked after children are progressing at school and takes urgent and individual action when they are not achieving well. All looked after children and young people attend a good school.

- Children and young people who do not attend school have access to 25 hours per week of good-quality registered alternative provision. They are encouraged and supported to attend the provision and there is regular review of their progress. Urgent action to protect children is taken where they are missing from school or their attendance noticeably reduces.
- The local authority holds clear records in respect of the numbers of children receiving alternative education and for those missing from education.
- Social workers, residential staff and carers support children and young people to enjoy what they do and to access a range of social, educational and recreational opportunities. Those adults have delegated authority to make decisions about children's access to recreation and leisure activities.
- Children and young people live in safe, stable and appropriate homes or families with their brothers and sisters when this is in their best interests. They move only in accordance with care plans, when they are at risk of harm or are being harmed. They do not live in homes that fail to meet their needs and they do not move frequently.
- Care plans comprehensively address the needs and experiences of children and young people. They are regularly and independently reviewed, involving as appropriate the child or young person's parents, kinship carers (connected persons), foster carers, residential staff and other adults who know them. This helps ensure that the placement and plans for their future continue to be appropriate as well as ambitious.
- Children and young people have appropriate, carefully assessed and supported contact with family and friends and other people who are important to them (*applies to adoption judgement*).
- Children and young people who live away from their 'home' authority have immediate access to education and health services that meet their needs as soon as they begin to live outside of their 'home' area. Placing authorities adhere to the requirements of the placement regulations including notifying the 'receiving' authority that a child is moving to the area and assessing the adequacy of resources to meet the child's need before the placement is made (*applies to adoption judgement*).
- The placement of children and young people into homes and families that meet their needs is effective because there is a comprehensive range and choice available (*applies to adoption judgement*).
- Family-finding strategies are informed by the assessed needs of children and young people. There is decisive action to find families and the avoidance of drift and delay is a priority. Respite care is only used when this is in the best interests of children and young people (*applies to adoption judgement*).

- The recruitment, assessment, training, support, supervision, review and retention of foster carers including kinship carers (connected persons) and, as appropriate, special guardians, ensures that families approved are safe and sufficient in number to care for children and young people with a wide range of needs. This enables children to be placed with their brothers and sisters and have contact with their birth family and friends when this is in their best interests.²⁶
- Children and young people whose care and support is provided through a 'social work practice' service receive the same high-quality help that they could expect from the social work service provided directly by a local authority.
- Early planning and case management results in appropriate permanent placements, including Special Guardianship or Residence Orders, that meet the needs of children and young people without delay or unnecessary moves (*applies to adoption judgement*).
- Well-trained and supported social workers engage effectively with the Children and Family Court Advisory Support Service (Cafcass), courts and other partners, including health professionals, to reduce any unnecessary delay in proceedings or in achieving permanence and to support arrangements once they are made (*applies to adoption judgement*).
- Children and young people are effectively prepared for, and carefully matched with, a permanent placement. Their wishes and feelings are understood and influence the decisions about where they live (*applies to adoption judgement*).
- Children and young people are helped to develop secure primary attachments with the adults caring for them. Social workers help them to understand their lives and their identities through life history work that is effective and provided when they need it. Therapeutic materials are made available to the child and their family when and wherever the child is placed (*applies to adoption judgement*).
- Plans to make permanent arrangements for children and young people are effectively and regularly reviewed by independent reviewing officers (IROs). IROs bring rigour and challenge to the care planning and monitor the performance of the local authority as a corporate parent, escalating issues as appropriate. They enable timely plans to be agreed to meet the needs of children and to ensure that their best interests remain paramount. IROs engage with children's guardians and there is evidence that this is focused on what children need and how the plans for them can be properly progressed (*applies to adoption judgement*).
- Case records reflect the work that is undertaken with children and clearly relate to the plans for their futures. The style and clarity of records

²⁶ Services should be delivered in accordance with the national minimum standards and regulations.

enhances the understanding that children and young people have about their histories and experiences.

- Children and young people are represented by a Children in Care Council or similar body which is regularly consulted on how to improve the support they receive.
- Children and young people receive care that is sensitive and responsive to age, disability, ethnicity, faith or belief, gender, gender identity, language, race and sexual orientation (applies to adoption judgement).

Outstanding

- 'The experiences and progress of children looked after and achieving permanence' is likely to be judged outstanding if, in addition to meeting the requirements of a 'good' judgement, there is evidence that professional practice exceeds the standard of 'good' and results in sustained improvement to the lives of children, young people and their families. Research-informed practice, some of which will be innovative, continues to develop from a strong and confident base, making an exceptional difference to the lives and experiences of children and young people.

Requires improvement

- 'The experiences and progress of children and young people looked after and achieving permanence' requires improvement when there are no widespread or serious failures or unnecessary delays that result in the welfare of looked after children not being safeguarded and promoted. However, the authority is not yet delivering good help and care for looked after children and young people and families.

Inadequate

- 'The experiences and progress of children and young people looked after and achieving permanence' is likely to be inadequate if there are widespread or serious failures, including unnecessary delay in identifying permanent solutions for them and which result in their welfare not being safeguarded and promoted.

Adoption performance

Suitable adoptive families are identified without delay for all children for whom adoption is in their best interests. The recruitment and assessment arrangements are aligned with national systems and enable potential adopters to consider and to be considered for a wide range of children for whom they may provide a home. Children are able to develop safe and secure relationships with their adoptive family that persist over time. When support is needed, children, young people, families and carers are able to access it for as long as it is needed, throughout their childhood and beyond.

32. Adoption is likely to be judged good if the criteria identified in the earlier judgement for looked after children (where adoption is being considered or is the plan) are met²⁷ and in addition:
- Adoption is considered for all children who are unable to return home or to their birth families and who need a permanent alternative home.
 - The local authority demonstrates a sense of urgency and care in all adoption work including the appropriate use of concurrent and parallel planning, the Adoption Register and Fostering for adoption, resulting in children being able to live at the earliest opportunity with an adoptive family who are able to meet their needs.
 - Recruitment, preparation, prompt assessment, training and support of adopters enables them to meet the needs of children and young people and to keep them safe. Those arrangements support the placement of children with their brothers and sisters where this is in their best interests and sufficient families are available to accommodate sibling groups, older children and children with complex needs.
 - The panel and agency decision-maker ensure that children are effectively matched with the most appropriate families and the panel promotes good practice through its work and regular reports to the local authority.
 - Children who are adopted, their adoptive families, their birth relatives and adopted adults are informed of their entitlement to receive an assessment of their adoption support needs. When support is needed, it is provided quickly, effectively and leads to improved circumstances for the children, young people, families and carers involved.

²⁷ These criteria are located in the looked after children judgement and are clearly labelled as applying to children where adoption is being considered or is planned.

Outstanding

- Adoption performance is likely to be judged outstanding if, in addition to meeting the requirements of a 'good' judgement, there is evidence that professional practice is creative, innovative and leads to success in finding permanent adoptive families for children, including those with complex needs. The adoption agency uses nationally available systems to help maintain the interest and availability of potential adopters. Sustained improvement in the lives of children, young people and their families is supported through highly effective adoption support.

Requires improvement

- Adoption performance requires improvement when there are no widespread or serious failures that result in children looked after who should be adopted not being adopted by a family who can meet their needs or within appropriate timescales. However, the characteristics of good are not in place.

Inadequate

- Adoption performance is likely to be inadequate if there are widespread or serious failures that result in children looked after who should be adopted not being adopted by a family who can meet their needs in a timescale that meets their best interests.

The experiences and progress of care leavers

Young people leaving care and preparing to leave care receive support and help to assist them in making a successful transition to adulthood. Plans for them to leave care are effective and address their individual needs. They are safe and feel safe, particularly where they live. Young people acquire the necessary level of skill and emotional resilience to successfully move towards independence. They are able to successfully access education, employment, training and safe housing. They enjoy stable and enduring relationships with staff and carers who meet their needs.

33. When evaluating the experience and progress of care leavers, such as their successful transition to adulthood, inspectors will take into account the young person's development and achievements at the point they became looked after, the age they became looked after and the age they were when they became the responsibility of the authority being inspected.
34. The experiences and progress of care leavers is likely to be judged to be good if:
- Care leavers are safe and feel safe, particularly where they are living, and are helped to understand how their life choices will affect their safety and well-being. Any risks associated with offending, drug or alcohol misuse, going missing or with sexual exploitation are known by adults who have a responsibility for them and effective plans are in place to reduce the risk of or actual harm to them. Care leavers are supported to take responsibility for their behaviour.
 - Pathway planning is effective and plans (including transition planning for looked after children with learning difficulties and/or disabilities) address all young people's needs and are updated as circumstances change.
 - The health needs of care leavers are clearly assessed, prioritised and met. Child and adolescent mental health services, adult mental health provision, therapeutic help and services for learning or physically disabled young people and adults are available when they are needed.
 - Care leavers have access to and understand their full health history and are provided with all key documents they need to begin their lives as young adults, for example national insurance numbers, birth certificates and passports.
 - Care leavers develop the skills and confidence they need to maximise their chances of successful maturity to adulthood, including parenthood. This includes learning to budget, to live independently and to manage safe relationships and behaviour. Care leavers form and maintain relationships with carers and staff from the local authority and develop supportive relationships within the community, including where

appropriate contact with family and friends. They are confident that the local authority will act as a reasonable parent in supporting their transition into adulthood and providing practical, emotional and financial support until they are at least 21 and, where necessary, until they are 25. This will include the availability of a trusted and known adult (for example, the allocated personal adviser or their social worker) to support them.

- Care leavers succeed in their transition to greater independence and adulthood at a time that is right for them. Young people aged 16 and 17 are encouraged to remain looked after until their 18th birthday where (and this will usually be the case) this is in their best interest. They can remain in placements beyond their 18th birthday or, where more appropriate, live in permanent and affordable accommodation that meets their needs and those of their children, where relevant.
- Care leavers have access to appropriate education and employment opportunities, including work experience and apprenticeships. They are encouraged and supported to continue their education and training, including those aged 21 to 24 years. Care leavers are progressing well and achieving their full potential through life choices, either in their attainment in further and higher education or in their chosen career/occupation.
- Care leavers are positive about themselves. Their achievements are celebrated and the local authority shows they are positive and proud of their care leavers.
- Care leavers are helped to find housing solutions that best meet their needs. Risks of tenancy breakdown are identified and alternative plans are in place.
- Accommodation for care leavers is appropriate for each young person to safely develop their independence skills. Houses of multiple occupancy are only used when it is a young person's preferred option and it can demonstrably be shown to be in their best interests.
- Care leavers are provided with information (including through the care leaver's pledge) about their legal entitlements such as access to their records, assistance to find employment (including work experience), training, financial support and how to complain where necessary supported by an advocate.

Outstanding

- 'The experiences and progress of care leavers' is likely to be judged outstanding if, in addition to meeting the requirements of a 'good' judgement, there is evidence that professional practice exceeds the standard of 'good' and results in sustained improvement to the lives of children, young people and their families. The local authority is ambitious and aspirational for its young people as they mature to adulthood. The

authority is assertive and proactive in keeping in touch with all young people who have left care and, as a result, young people have a sense of security and connection with adults who they know well. Research-informed practice, some of which will be innovative, continues to develop from a strong and confident base, making an exceptional difference to the lives and experiences of children and young people.

Requires improvement

- 'The experiences and progress of care leavers' requires improvement when there is no widespread or serious failure that results in care leavers not having their welfare safeguarded and promoted but the characteristics of a 'good' judgement are not in place.

Inadequate

'The experiences and progress of care leavers' is likely to be inadequate if there is widespread or serious failure that results in care leavers not having their welfare safeguarded and promoted.

Key judgement: Leadership, management and governance

Leadership, management and governance arrangements comply with statutory guidance²⁸ and together establish an effective strategy and good-quality services for children, young people and their families. There is a clear and up-to-date strategy for commissioning and developing services delivered by a suitably qualified and experienced workforce that meets the needs of local children and young people and families. The Director of Children’s Services (DCS), the lead elected member and the senior management team have a comprehensive knowledge about what is happening at the ‘front line’ to enable them to discharge their responsibilities effectively. They know and understand the difference that help, care and protection are making. They oversee systematic performance management and monitoring that demonstrate rigorous and timely action in response to service deficiencies or new demands. The local authority works with partners to deliver early help, protect children and young people, improve educational attainment and narrow the gap for the children looked after and care leavers. It acts as a strong and effective corporate parent for children looked after and those leaving or who have left care. Leaders, both professional and political, drive continuous improvement so that the local authority is consistently effective as the lead agency for the protection and care of children and young people and as a corporate parent. Partnerships are supported by transparent and rigorous governance between the local authority and key statutory, private and voluntary organisations. Shared priorities are clear and resourced. There is effective engagement with the relevant local partnerships including the Health and Well-being Board. The DCS works closely with the LSCB chair and the chief executive holds the LSCB chair to account for the effectiveness of the LSCB.

35. Leadership, management and governance are likely to be judged good if:

- Local authority senior managers, leaders and elected members discharge their individual and collective statutory responsibilities. There are clear lines of accountability and governance with a clear distinction between political, strategic and operational roles. Leaders, including elected members and managers, have a comprehensive and current knowledge of what is happening at the ‘front line’ and how well children and young people are helped, cared for and protected.

²⁸ *Statutory guidance on the roles and responsibilities of the Director of Children’s Services and the lead member for children’s services*, Department for Education, 2012;
www.education.gov.uk/publications/standard/publicationDetail/Page1/DFE-00034-2012.

- The local authority has detailed and relevant knowledge of its local communities, including looked after children and care leavers. Commissioned and in-house services respond to and meet the needs of local children, young people and families in need of help, care and protection. The local authority works effectively with other strategic bodies such as the LSCB, the Health and Well-being Board and Clinical Commissioning Groups to promote and secure a sufficient range of good-quality provision to meet local need. This should include services, placements and adoptive families for children and young people for whom the authority has a statutory responsibility and where necessary for vulnerable adults who are also parents.
- The joint strategic needs assessment and the sufficiency statements are aligned and set out clear local priorities and the range of available services that respond to and meet the needs of local children, young people and families in need of help, care and protection.
- The local authority is an active, strong and committed corporate parent that knows the children and young people it looks after well. It is an effective and successful champion of their progress (particularly in education and learning) and an ambitious corporate parent, ensuring that each child has every opportunity to succeed. It actively challenges and engages partners where appropriate to support children and young people, such as engaging the local authority strategic housing function.
- The DCS works closely with the LSCB chair. The Chief Executive, drawing on other LSCB partners and, where appropriate, the Lead Member will hold the chair to account for the effective working of the LSCB.
- The local authority, through performance management and monitoring, has an accurate and systematically updated understanding of its effectiveness. It demonstrates a track record of dealing rigorously and effectively with areas for development. Leaders, including elected members and managers, have a comprehensive and current knowledge of what is happening at the 'front line' and a track record of responding appropriately and quickly to service deficiencies or new demands
- Management oversight of practice, including practice scrutiny by senior managers, is established, systematic and demonstrably used to improve the quality of decisions and the provision of help to children and young people.
- The local authority knows itself well, is a learning organisation and can demonstrate evidence of practice that is informed, modified and sustainably improved by feedback, research and intelligence about the quality of services and the experiences of children, young people and families who use them. This may, for example, include feedback from the children in care council, change that arises from complaints that children and families make about their experiences or from successful or disrupted placements or adoption breakdown.

- Effective relationships with Cafcass, the health community, the family courts and the local Family Justice Board ensure that avoidable delay in care proceedings is reduced and children, young people and their families benefit from efficient and effective progress through legal proceedings.
- The local authority social care workforce is sufficient, stable, suitably qualified and competent to deliver high-quality services to children and their families. Managers and practitioners are experienced, effectively trained and supervised and the quality of their practice improves the lives of vulnerable children, young people and families. There is effective organisational support for the professional development of social workers with reference to the employer standards,²⁹ and leaders provide the right environment for good social work to take place.
- Where a local authority delegates any of its statutory functions to a 'social work practice', commissioning and contract compliance ensures those children and young people receiving this service progress at least as well as those served by a good local authority.

Outstanding

- Leadership, management and governance are likely to be outstanding if, in addition to meeting the requirements of a 'good' judgement, there is evidence that leaders (both professional and political) and managers are inspirational, confident, ambitious and influential in changing the lives of local children, young people and families, including children who are looked after and those who have left or who are leaving care. They innovate and generate creative ideas to sustain the highest-quality services, including early help services, for all children and young people. They know their strengths and weaknesses well and can provide evidence of improvement over a sustained period of time. Professional relationships between the local authority and partner organisations are mature and well developed. Accountabilities are embedded and result in confident, regular evaluation and improvement of the quality of help, care and protection that is provided.

Requires improvement

- Leadership, management and governance require improvement when any widespread or serious failures have been identified by the local authority **and** are being effectively addressed, but the characteristics of good leadership are not in place.

²⁹ *Standards for employers and supervision framework*, Department for Education, 2012; www.education.gov.uk/swrb/a0074263/standards-for-employers-and-supervision-framework.

Inadequate

- Leadership, management and governance are likely to be inadequate if either of the two main judgements is inadequate and leaders and managers have not been able to demonstrate sufficient understanding of the failure. They have been ineffective in prioritising, challenging and making improvements.

Section 2: The effectiveness of the Local Safeguarding Children Board (LSCB)

36. Ofsted intends to undertake a review of the effectiveness of the Local Safeguarding Children Board at the same time as the inspection the local authority. This review will be conducted under 15(A) of the Children Act 2004.
37. Inspectors will make their judgements on a four point scale:
- outstanding
 - good
 - requires improvement
 - inadequate.
38. Inspectors will use these criteria to evaluate the effectiveness of the LSCB in meeting its statutory functions. Inspectors will make a judgement of 'good' where the characteristics set out in the description of 'good' are widespread and common practice. In addition, inspectors will consider how effectively the LSCB evaluates and monitors the quality and effectiveness of the local authority and statutory partners in protecting and caring for children, including the provision of improvement advice. Inspectors will deploy professional judgement to determine the weight and significance of their findings. When considering the effectiveness of the Local Safeguarding Children LSCB, inspectors will use the descriptors of 'good' as the benchmark from which to grade performance. A judgement of 'good' will be made where the inspection team concludes that the evidence overall sits most appropriately with a finding of 'good'. This is what Ofsted describes as 'best fit'.
39. A report of the review will be published on the Ofsted website. This will also be the case where the review does not take place at the same time as the single inspection of the local authority.
40. The LSCB must within 30 working days of receipt of the report, arrange for it to be published in such manner as the LSCB considers appropriate.³⁰

³⁰ The Local Safeguarding Children Boards (Review) Regulations 2013, section 4 ; <http://www.legislation.gov.uk/uksi/2013/2299/contents/made>.

The Local Safeguarding Children Board (LSCB) complies with its statutory responsibilities in accordance with the Children Act 2004³¹ and the Local Safeguarding Children Board Regulations 2006.³² The LSCB is able to provide evidence that it coordinates the work of statutory partners in helping, protecting and caring for children in its local area and there are mechanisms in place to monitor the effectiveness of those local arrangements. Multi-agency training in the protection and care of children is effective and evaluated regularly for impact on management and practice. The LSCB checks that policies and procedures in respect of thresholds for intervention are understood and operate effectively and identifies where there are areas for improvement. Challenge of practice between partners and casework auditing are rigorous and used to identify where improvements can be made in front-line performance and management oversight. Serious case reviews, management reviews and reviews of child deaths are used by the local authority and partners as opportunities for learning and feedback that drive improvement. The LSCB provides robust and rigorous evaluation and analysis of local performance that influence and inform the planning and delivery of high-quality services.

41. The LSCB is likely to be judged to be good if:

- The governance arrangements enable LSCB partners (including the Health and Well-Being Board and the Children's Trust) to assess whether they are fulfilling their statutory responsibilities to help (including early help), protect and care for children and young people. The LSCB effectively prioritises according to local issues and demands and there is evidence of clear improvement priorities identified that are incorporated into a delivery plan to improve outcomes.
- Regular and effective monitoring and evaluation of multi-agency front-line practice to safeguard children³³ identifies where improvement is required in the quality of practice and services that children, young people and families receive. This includes monitoring the effectiveness of early help.
- Partners hold each other to account for their contribution to the safety and protection of children and young people (including children and young people living in the area away from their home authority), facilitated by the chair.

³¹ The Children Act 2004; <http://www.legislation.gov.uk/ukpga/2004/31/contents>.

³² The Local Safeguarding Children Boards Regulations 2006; <http://www.legislation.gov.uk/uksi/2006/90/regulation/5/made>

³³ This applies to all children and includes having an understanding of the local safeguarding response to deaf and disabled children in all aspects of the LSCB functioning.

- Safeguarding is a priority for all of the statutory LSCB members and this is demonstrable, such as through effective section 11 audits. All LSCB partners make a proportionate financial and resource contribution to the main LSCB and the audit and scrutiny activity of any sub-groups.
- The LSCB has a local learning and improvement framework with statutory partners. Opportunities for learning are effective and properly engage all partners. Serious case reviews are initiated where the criteria set out in statutory guidance are met and identify good practice to be disseminated and where practice can be improved. Serious case reviews are published.
- The LSCB ensures that high-quality policies and procedures are in place (as required by *Working together to safeguard children*) and that these policies and procedures are monitored and evaluated for their effectiveness and impact and revised where improvements can be made. The LSCB monitors and understands the application of thresholds locally.
- The LSCB understands the nature and extent of the local issues in relation to children missing and children at risk of sexual exploitation and oversees effective information sharing and a local strategy and action plan.
- The LSCB uses case file audits including joint case audits to identify priorities that will improve multi-agency professional practice with children and families. The chair raises challenges and works with the local authority and other LSCB partners where there are concerns that the improvements are not effective. Practitioners and managers working with families are able to be involved in practice audits, identifying strengths, areas for improvement and lessons to be learned. The experiences of children and young people are used as a measure of improvement.
- The LSCB is an active and influential participant in informing and planning services for children, young people and families in the area and draws on its assessments of the effectiveness of multi-agency practice. It uses its scrutiny role and statutory powers to influence priority setting across other strategic partnerships such as the Health and Well-being Board.
- The LSCB ensures that sufficient, high-quality multi-agency training is available and evaluates its effectiveness and impact on improving front-line practice and the experiences of children, young people, families and carers. All LSCB members support access to the training opportunities in their agencies.
- The LSCB, through its annual report, provides a rigorous and transparent assessment of the performance and effectiveness of local services. It identifies areas of weakness and the causes of those weaknesses, and evaluates and where necessary challenges the action being taken. The

report includes lessons from management reviews, serious case reviews and child deaths within the reporting period.

Outstanding

- The LSCB is likely to be outstanding if, in addition to meeting the requirements for a good judgement, it provides evidence of being a highly influential strategic arrangement that directly influences and improves performance in the care and protection of children. That improvement is sustained and extends across multi-disciplinary practice with children, young people and families. Analysis and evaluation of performance is exceptional and helps the local authority and partners to properly understand the impact of services, the quality of practice and the areas for improvement. There is a comprehensive range of training for managers and practitioners that is directly related to multi-agency improvement priorities. The LSCB creates and fosters an effective learning culture locally that extends to front-line practitioners.

Requires improvement

- The LSCB is likely to require improvement if it is not yet demonstrating the characteristics of good.

Inadequate

- The LSCB is likely to be inadequate if it is not demonstrating that it has effective arrangements in place and the required skills to discharge its statutory functions set out in Working together to safeguard children, the Children Act 2004 and the LSCB regulations 2006. The LSCB does not understand the experiences of children and young people locally and fails to identify where improvements can be made.

Annex A. Identifying cases for tracking and sampling, including management and performance information

Introduction

This annex sets out a number of requirements for local authorities in respect of the inspection. It includes a request to provide child-level data so that the lead inspector can establish those that will be tracked and sampled.

In addition, the lead inspector will also require the most up-to-date performance information used by the local authority to manage services for looked after children and child protection (including early help for families).

Details of planned multi-agency meetings

The details of multi-agency meetings planned to take place during the fieldwork period – including initial and review child protection conferences, looked after children reviews, multi-agency risk assessment conferences (MARAC), core groups, planned strategy discussions and legal planning meetings – should be provided to the lead inspector, who may specify the geographical areas to be covered. These will be reviewed on a regular basis between the lead inspector and the local authority during the inspection.

Child-level data for the case sample and case tracking

When the lead inspector makes contact with the local authority, she/he will ask for a series of lists containing child-level data. These lists should be provided in an Excel spreadsheet format that is clearly set out with the agreed field names and provided to the lead inspector in accordance with the target date for each list. The lead inspector will confirm details of how the lists will be provided to them for their use.

Table 1 below provides details of the time period to be covered for each list and the submission date(s) required for each of the lists. Table 2, also below, confirms the information required within each list. This is supported by detailed guidance at field level for each list. The detailed guidance document is available at www.ofsted.gov.uk/resources/130216.

When providing the required lists please note that:

- We are asking the local authority to provide us with the best information they have available within the limited time they have available to provide the data requested and set out below. We fully recognise there are likely to be gaps in the information and that these will vary from one authority to another. Where data are unavailable the local authority will be asked to demonstrate in other ways how they have sufficient management oversight of the specific issue. The additional guidance includes examples of where we recognise that this may be the case.

- Many of the child-level data fields are in line with current statutory data returns to the Department for Education, but we are aware that some of the fields are not and, therefore, may take longer to complete. To allow for this we have provided the option of a two-stage submission for several of the lists.
- Stage 1 is for the reporting of those fields that should be more readily available because they are already in DfE data returns. It is anticipated that the majority of data will be provided in this stage. Where the local authority cannot meet this timescale, there is a stage 2 submission date. Within the detailed guidance for each of the lists, we have indicated which fields are aligned with the statutory returns and where we are requesting information that is not currently part of the statutory returns. We would encourage all local authorities to submit each list as soon as they are available to support the inspection process.
- It is accepted that some children may appear on more than one list. The consistent use of the child ID across the various lists will enable the lead inspector to recognise where this occurs.
- Some of the requested data – particularly in relation to list 1 ‘contacts’ and list 2 ‘early help assessments’ – are not necessarily recorded on the main ICT systems and, consequently, the local authority is free to use the solution that suits it best and that enables the local authority to provide the data in the timeframe requested. Whatever the format, the data should be clearly identifiable.
- For lists 3 to 10 please provide only one row for each unique child ID where possible.
- All lists may also be provided in hard copy, but this should be in addition to the Excel spreadsheets, which should be considered as the primary source for inspectors.
- Queries in respect of the child-level data should be sent to the social care data team mailbox (socialcaredata@ofsted.gov.uk). However, if you have any queries once you have been notified that an inspection is to take place, please contact the lead inspector rather than the social care data team mailbox.
- Ofsted has established secure means to enable local authorities to share the child-level lists and other sensitive information. The lead inspector will confirm details when a local authority is notified that an inspection will take place.

Table 1		
Child protection		
List	Submission date – stage 1	Submission date – stage 2
1. All those who have been the subject of a contact in the three months prior to inspection	Week 1 (Wednesday am)	Not applicable
2. All those who have been the subject of an early help assessment, a common assessment or a targeted intervention in the six months prior to inspection	Week 1 (Friday am)	Not applicable

3. All those who have been the subject of a referral in the three months prior to inspection	Week 1 (Wednesday am)	Not applicable
4. All those who have been the subject of a statutory assessment in accordance with section 17 or section 47 of the Children Act 1989 in the six months prior to inspection	Week 1 (Wednesday am)	Week 1 (end of Friday)
5. All those who have been the subject of a section 47 enquiry in the six months prior to inspection	Week 1 (Wednesday am)	Week 1 (end of Friday)
6. All those in receipt of services as a child in need at the point of inspection and those who ceased to receive services as a child in need in the three months prior to inspection	Week 1 (Wednesday am)	Week 1 (end of Friday)
7. All those who are the subject of a child protection plan at the point of inspection and those who ceased to be the subject of a child protection plan in the three months prior to inspection	Week 1 (Wednesday am)	Week 1 (end of Friday)
Children looked after and care leavers		
List	Submission date – stage 1	Submission date – stage 2
8. All those children looked after as at the point of inspection and all those children who ceased to be looked after in the six months prior to inspection	Week 1 (end of Wednesday)	Week 2 (end of Tuesday)
9. All those care leavers who are receiving leaving care services as at the point of inspection	Week 1 (end of Wednesday)	Week 2 (end of Tuesday)
10. All those children who have been adopted in the 12 months prior to inspection, those where the decision that the child should be placed for adoption has been made but they have not yet been adopted, and those who had an adoption decision which was subsequently reversed during the period.	Week 1 (end of Wednesday)	Week 2 (end of Tuesday)
11. All those individuals who in the last 12 months have had contact with the local authority adoption agency by having: (a) made an enquiry, received an information pack and attended a follow-up interview; and/or (b) had an enquiry or application in progress 12 months ago and have subsequently been approved/rejected; and/or (c) had a child placed with them in the last 12 months	Week 1 (end of Wednesday)	Week 2 (end of Tuesday)

TABLE 2	
Child protection	
List	Detail required
1. All those who have been the subject of a contact in the three months prior to inspection	<ul style="list-style-type: none"> ■ Child unique ID ■ Gender ■ Ethnicity ■ Date of birth ■ If unborn: expected date of birth ■ Age of child (years) ■ Date of contact ■ Contact source
2. All those who have been the subject of an early help assessment, a common assessment or a targeted intervention in the six months prior to inspection	<ul style="list-style-type: none"> ■ Child unique ID ■ Gender ■ Ethnicity ■ Date of birth ■ If unborn: expected date of birth ■ Age of child (years) ■ Assessment completion date ■ Organisation completing assessment
3. All those who have been the subject of a referral in the three months prior to inspection	<ul style="list-style-type: none"> ■ Child unique ID ■ Gender ■ Ethnicity ■ Date of birth ■ If unborn: expected date of birth ■ Age of child (years) ■ Date of the most recent referral ■ Referral source ■ Referral NFA? (Y/N) ■ Number of referrals in last 12 months ■ Date of the child's first referral ■ Allocated team ■ Allocated worker
4. All those who have been the subject of a statutory assessment in accordance with section 17 or section 47 of the Children Act 1989 in the six months prior to inspection	<ul style="list-style-type: none"> ■ Child unique ID ■ Gender ■ Ethnicity ■ Date of birth ■ If unborn: expected date of birth ■ Age of child (Years) ■ UASC within the last 12 months (Y/N) ■ Privately fostered (Y/N)

	<ul style="list-style-type: none"> ■ Does the child have a disability? (Y/N) ■ Does the child have a special educational need (school action plus or statement), education health and social care plan or additional special educational needs support? (Y/N) ■ Are there concerns about this child's school place (or alternative provision), or their attendance? (Y/N) ■ Continuous assessment start date ■ Child seen during continuous assessment (Y/N) ■ Continuous assessment date of authorisation ■ Initial assessment start date ■ Child seen during initial assessment (Y/N) ■ Initial assessment date of authorisation ■ Core assessment start date ■ Child seen during core assessment (Y/N) ■ Core assessment date of authorisation ■ Allocated team ■ Allocated worker
<p>5. All those who have been the subject of a section 47 enquiry in the six months prior to inspection</p>	<ul style="list-style-type: none"> ■ Child unique ID ■ Gender ■ Ethnicity ■ Date of birth ■ If unborn: expected date of birth ■ Age of child (years) ■ UASC within the last 12 months (Y/N) ■ Privately fostered (Y/N) ■ Does the child have a disability? (Y/N) ■ Does the child have a special educational need (school action plus or statement), education health and social care plan or additional special educational needs support? (Y/N) ■ Are there concerns about this child's school place (or alternative provision), or their attendance? (Y/N) ■ Section 47 enquiry start date ■ Number of section 47 enquiries in the last 12 months ■ Initial child protection conference not required (Y/N) ■ Date of initial child protection conference ■ Did the initial child protection conference result in a child protection plan? (Y/N) ■ Allocated team ■ Allocated worker
<p>6. All those in receipt of services as a child in</p>	<ul style="list-style-type: none"> ■ Child unique ID ■ Gender

<p>need at the point of inspection and those who ceased to receive services as a child in need in the three months prior to inspection</p>	<ul style="list-style-type: none"> ■ Ethnicity ■ Date of birth ■ If unborn: expected date of birth ■ Age of child (years) ■ UASC within the last 12 months (Y/N) ■ Privately fostered (Y/N) ■ Does the child have a disability? (Y/N) ■ Does the child have a special educational need (school action plus or statement), education health and social care plan or additional special educational needs support? (Y/N) ■ Are there concerns about this child's school place (or alternative provision), or their attendance? (Y/N) ■ CIN start date ■ Primary need code ■ Date child was last seen ■ CIN closure date ■ Reason for closure ■ Allocated team ■ Allocated worker
<p>7. All those who are the subject of a child protection plan at the point of inspection and those who ceased to be the subject of a child protection plan in the three months prior to inspection</p>	<ul style="list-style-type: none"> ■ Child unique ID ■ Gender ■ Ethnicity ■ Date of birth ■ If unborn: expected date of birth ■ Age of child (Years) ■ UASC within the last 12 months (Y/N) ■ Privately fostered (Y/N) ■ Does the child have a disability? (Y/N) ■ Does the child have a special educational need (school action plus or statement), education health and social care plan or additional special educational needs support? (Y/N) ■ Are there concerns about this child's school place (or alternative provision), or their attendance? (Y/N) ■ Child protection plan start date ■ Initial category of abuse ■ Latest category of abuse ■ Date of the last statutory visit ■ Child seen in accordance with the timescales specified within their plan, by the lead social worker? (Y/N) ■ Was the child seen alone? ■ Child protection plan end date

	<ul style="list-style-type: none"> ■ Subject to emergency protection/care/supervision order or protected under police powers in last six months (Y/N) ■ Number of previous child protection plans ■ Allocated team ■ Allocated worker
Children looked after and care leavers	
List	Detail required
8. All those children looked after as at the point of inspection and all those children who ceased to be looked after in the six months prior to inspection	<ul style="list-style-type: none"> ■ Child unique ID ■ Gender ■ Ethnicity ■ Date of birth ■ Age of child (Years) ■ UASC within the last 12 months (Y/N) ■ Does the child have a disability? (Y/N) ■ Does the child have a special educational need (school action plus or statement), education health and social care plan or additional special educational needs support? (Y/N) ■ Are there concerns about this child's school place (or alternative provision), or their attendance? (Y/N) ■ Reason not attending school (if applicable) ■ Date of admission to current school ■ Number of schools attended in the last two years ■ Is the child making the 'expected level of progress' at school? (Y/N) ■ Date started to be looked after ■ Child's category of need ■ Second or subsequent episode of being a looked after child within the last 12 months? (Y/N) ■ Child's legal status ■ Date of latest statutory review ■ Statutory review in time (Y/N) ■ Date of last social work visit ■ Date of latest care plan on record ■ Plan for child to be reunified with their family? (Y/N) ■ Date of last IRO visit/contact to the child ■ Date of last health assessment ■ Date of last dental check ■ Number of placements in the last 12 months ■ Date ceased to be looked after ■ Reason ceased to be looked after

	<ul style="list-style-type: none"> ■ Start date of most recent placement ■ Placement type ■ Placement provider ■ Name of provider ■ Placement name ■ Placement address ■ Placement postcode ■ Placement location ■ Latest Ofsted 'overall effectiveness' judgement for the provider ■ Date of authorisation by the nominated officer/DCS for placements out of local authority area ■ Local authority of placement ■ Number of episodes the child has been 'missing' from their placement in the last 12 months ■ Number of episodes the child has been 'absent' from their placement in the last 12 months ■ Allocated team ■ Allocated worker
<p>9. All those care leavers who are receiving leaving care services as at the point of inspection</p>	<ul style="list-style-type: none"> ■ Child unique ID ■ Gender ■ Ethnicity ■ Date of birth ■ Age of child (years) ■ Does the child have a disability? (Y/N) ■ Allocated team ■ Allocated worker ■ Eligibility category (relevant/former relevant/qualifying/other) ■ Local authority in touch ■ Type of accommodation ■ Suitability of accommodation ■ Activity status ■ Living in housing of multiple occupancy? (Y/N)
<p>10. All those children who have been adopted in the 12 months prior to inspection, those where the decision that the child should be placed for adoption has been made but they have not yet been adopted, and those who had an adoption</p>	<ul style="list-style-type: none"> ■ Child unique ID ■ Gender ■ Ethnicity ■ Date of birth ■ Age of child (years) ■ Does the child have a disability? (Y/N) ■ Does the child have a special educational need (school action plus or statement), education health and social care plan or additional special educational

<p>decision which was subsequently reversed during the period.</p>	<p>needs support? (Y/N)</p> <ul style="list-style-type: none"> ■ Date of decision that child should be placed for adoption ■ Date of matching child and prospective adopters ■ Date placed for adoption ■ Date of placement order ■ Date of adoption order ■ Date of decision that child should no longer be placed for adoption ■ Reason why child no longer placed for adoption ■ Date of fostering to adopt placement ■ Date of latest adoption support assessment
<p>11. All those individuals who in the last 12 months have had contact with the local authority adoption agency by having: (a) made an enquiry, received an information pack and attended a follow up interview; and/or (b) had an enquiry or application in progress 12 months ago and have subsequently been approved/rejected; and/or (c) had a child placed with them in the last 12 months</p>	<ul style="list-style-type: none"> ■ Reference ■ Type of individual ■ Date of first contact ■ Date of application ■ Date assessment started ■ Date assessment completed ■ Date of approval or refusal ■ Date referred to adoption register ■ Date placement made ■ Date order granted

Performance information required to support the inspection

The lead inspector will also ask for documented performance information to help understand the work of the local authority. It should not be all documents that the authority holds that refer to the topics listed below. This needs to be the local authority's **best**, and **most recent** evidence. The information provided should be the information that the local authority is currently using to understand and manage its own performance.

Each of the topics has been numbered sequentially. When the local authority provides the information to the inspection team they should include the number in the document name as a prefix. This will enable the easy identification and retrieval of information by the team and enable the local authority to link their evidence to the topic.

- **1.01 organisational structure** showing lines of reporting and accountability
- **1.02 arrangements for decision-making, workflow and case management**
- **1.03 monthly management information reports** for child protection and looked after children, at **both** team (locality) and departmental level
- **1.04 the workforce profile** for social care staff working with children in need, children subject to child protection plans, children looked after and care leavers (including: the number of qualified social workers and their post-qualifying experience; the number of vacancies for permanent staff; the number of locum/agency staff; the extent of staff turnover/stability and sickness levels; and average caseloads of staff by team)
- **1.05 the training and development strategy** for the workforce, including arrangements to accommodate **feedback from children and families** and **learning from case and serious case reviews**
- **1.06 social work caseload and supervision** policy
- **1.07 assessment and threshold criteria** for helping families, protecting children and looking after them
- **1.08 number of complaints and follow-up** activity
- **1.09 local strategic needs analysis**, including the number of children living in homes where there is a **parent/carer** known to be receiving treatment for **drug or alcohol misuse, known to be suffering from mental ill health and/or experiencing domestic abuse**. This should also include details of any commissioned services in support of children and families living in these circumstances. The number and needs of looked after children and care leavers should also be included in respect of the provision of **sufficient placements and choices** for care leavers.
- **1.10 details of findings from any peer review** type activity of child protection or services for looked after children within the last 12 months

Where a review of the LSCB is **not** undertaken at the same time as the single inspection, the local authority should provide documents 1.11 to 1.14 below. Where the LSCB review takes place concurrently to the local authority inspection please ignore items 1.11 to 1.14 and provide the more extensive list of documents shown later in this annex at 4.01 to 4.10.

- **1.11 LSCB annual report**
- **1.12 LSCB business plan**
- **1.13 LSCB minutes** from the last 12 months of meetings
- **1.14 the training strategy** from the **LSCB**

Children in need of help and/or protection

- **2.01 early help strategy and impact analysis**, including management information on **availability of services** (family support), **numbers of families receiving help** following an early help assessment or similar (CAF) in the last 12 months
- **2.02 sample practice audits, including some that are multi-agency** over the six months prior to inspection and associated **improvement/action plans**
- **2.03** a report on those children known to the local authority who are currently being **privately fostered**. This report should include for each child:
 - child unique ID, date of birth
 - date private fostering arrangement commenced
- **2.04 number of young people placed under secure accommodation welfare orders** (section 25 of the Children Act 1989)
- **2.05 number of children who are electively home educated** known to the authority
- **2.06** a report on children, for whom the local authority is responsible, who are of school age and **who are not in receipt of full-time school education** at the time of inspection. This report should include for each child:
 - child unique ID or UPN, date of birth
 - type of educational provision that they are receiving, including home tuition
 - number of hours provision per week (in particular whether they are receiving more or less than 25 hours per week)
 - type of exclusion (if the child has been excluded)
 - date when alternative provision commenced.

Children looked after and care leavers

- **3.01 strategic plan for looked after children, including corporate parenting objectives, education and housing priorities, planning for permanence and children’s futures**
- **3.02 Child and Adolescent Mental Health Service (CAMHS) strategy**, including length of waiting time and average length of help offered
- **3.03 commissioning and sufficiency** strategy
- **3.04** annual report of the **Virtual Head Teacher**
- **3.05 sample practice audits, including some that are multi-agency** over the six months prior to inspection and associated **improvement/action plans**
- **3.06** management report of the **independent reviewing officer service**
- **3.07** evidence from **complaints and feedback** from **children and families**
- **3.08** evidence on **educational progress and outcomes**, including data on attainment, progress, attendance, exclusion, personal education plans, alternative educational provision, employment and training at age 16
- **3.09** the local family justice board minutes from the last six months
- **3.10** evidence of children’s health, including data on health (physical, psychological and emotional) assessments and dental checks.

*Information required to support the LSCB review **where the review is being undertaken at the same time as the single inspection.***

(Where the review is not being undertaken at the same time please only provide the documents listed under 1.11 to 1.14).

- **4.01** minutes of LSCB meetings from the previous 12 months (including executive board meetings where applicable)
- **4.02** structure of the LSCB and sub-groups; names and contact details for LSCB members
- **4.03** sub-group minutes as requested by the lead inspector
- **4.04** any evaluation of multi-agency safeguarding training and the LSCB training strategy
- **4.05** any serious case review action plans
- **4.06** any recent auditing undertaken by the LSCB
- **4.07** the learning improvement framework
- **4.08** the Child Death Overview Process annual report
- **4.09** the LSCB business plan
- **4.10** the LSCB annual report.

Tackling Troubled Families: Phase 2 Outcome Plan (Revised Oct 2016)

Code	Short Headline	Identification Criteria	Identification Time Restraints	Examples of Significant Progress	Sustained Period
Crime: All crime outcomes must be evidenced in data or reported directly from crime professionals					
C1	Crime/ASB	A child aged 10-18 who has committed a proven offence in the previous 12 months (including perpetrating DVA if under 16)	Within last 12 months	Offending rate by children in the family reduced by at least a 33% in the last 6 months OR No offending in the last 6 months	6 months
C2	Crime/ASB	An adult or child who has received an anti-social behaviour intervention (or equivalent local measure) in the last 12 months	Within last 12 months	A 60% reduction in anti-social behaviour across the family in the last 6 months OR No reported ASB in the last 6 months compared to the previous 6 months. YP has completed an ABC/ CBO	6 months
C3	Crime/ASB	An adult aged 18+ who has committed a proven offence in the previous 12 months	Within last 12 months	Offending rate by all adults in the family reduced by at least a 60% in the last 6 months	6 months
C4	Crime/ASB	An adult prisoner who is less than 12 months from his/her release date and will have parenting responsibilities on release	Current	No proven offences or antisocial behaviour interventions within the 6 months following release from prison OR [successful completion of appropriate parenting course (rate of 66% of sessions) AND no proven offences or antisocial behaviour interventions within the 3 month course duration]	3 months
C5	Crime/ASB	An adult who is currently subject to licence or supervision in the community, following release from prison, and has parenting responsibilities	Current	Successful completion of licence/supervision OR not returned to Court for non-compliance	Duration of licence/ supervision or 6 months, whichever is shorter
C6	Crime/ASB	An adult currently serving a community order or suspended sentence, who has parenting responsibilities	Current	No proven offences or antisocial behaviour interventions within 6 months OR [successful completion of appropriate parenting course AND no proven offences or antisocial behaviour interventions within the 3 month course duration]	Duration of order or 6 months, whichever is shorter
C7	Crime/ASB	Adults or children referred by professionals because their potential crime problem or offending behaviour is of equivalent concern to the indicators agreed in Senior Practitioner's Panel Discussion	Current	Dependent on concern. No proven offences or antisocial behaviour interventions within the last 6 months. Reduction in police call outs to family home by 60% in the last 6 months OR Not come to Police notice for 6 months	6 months
C8	Crime/ASB	An adult or child at risk of or with gang membership/ affiliations coming to the notice of the Local Authority OR Bromley Gangs Panel	Within last 12 months	Engaged with appropriate intervention offered in terms of Gangs and potential for crime/ Coming off the Gang Matrix. Professional confirmation of reduced risk and no offending or a reduction by 33% in the following 6 months.	6 months
Education: All education outcomes must be evidenced in school census/exclusion data or reported directly from education professionals					
E1	Education	A child who is persistently absent from school; the average attendance over the last 3 consecutive terms is less than 90%	Last 3 consecutive terms	All School age children 90% attendance or higher. Fewer than 3 fixed term exclusions for each child, primary school children not excluded for more than 5 days, no child excluded for more than 10 days. No permanent exclusions.	3 school terms
E2	Education	A child who has received at least 3 fixed term exclusions in the last consecutive 3 terms	Last 3 consecutive terms	All School age children 90% attendance or higher. Fewer than 3 fixed term exclusions for each child, primary school children not excluded for more than 5 days, no child excluded for more than 10 days. No permanent exclusions.	3 school terms
E3	Education	A child at primary school who has had any number of fixed term exclusions in the last consecutive 3 terms causing them to miss 5 school days	Last 3 consecutive terms	All School age children 90% attendance or higher. Fewer than 3 fixed term exclusions for each child, primary school children not excluded for more than 5 days, no child excluded for more than 10 days. No permanent exclusions.	3 school terms
E4	Education	A child of any age who has had any number of fixed term exclusions in the last consecutive 3 terms causing them to miss 10 school days	Last 3 consecutive terms	All School age children 90% attendance or higher. Fewer than 3 fixed term exclusions for each child, primary school children not excluded for more than 5 days, no child excluded for more than 10 days. No permanent exclusions.	3 school terms
E5	Education	A child who has been permanently excluded from school within the last 3 school terms	Last 3 consecutive terms	All School age children 90% attendance or higher. Fewer than 3 fixed term exclusions for each child, primary school children not excluded for more than 5 days, no child excluded for more than 10 days. No permanent exclusions.	3 school terms
E6	Education	A child identified by their school with concerning patterns of internal seclusions within the last 3 consecutive terms	Last 3 consecutive terms	Professional no longer concerned about internal seclusions, all school age children 90% attendance or higher. Fewer than 3 fixed term exclusions for each child, primary school children not excluded for more than 5 days, no child excluded for more than 10 days. No permanent exclusions.	3 school terms
E7	Education	A child who is neither registered with a school, nor being educated in an alternative setting / identified as missing from education	Current	Child returns to school and then all school age children 90% attendance or higher. Fewer than 3 fixed term exclusions for each child, primary school children not excluded for more than 5 days, no child excluded for more than 10 days. No permanent exclusions.	3 school terms
E8	Education	A child who is in alternative educational provision for children with behavioural problems	Current	All School age children 90% attendance or higher. Fewer than 3 fixed term exclusions for each child, primary school children not excluded for more than 5 days, no child excluded for more than 10 days. No permanent exclusions.	3 school terms
E9	Education	A child referred by education professionals as having school attendance problems of equivalent concern to the indicators above because he/she is not receiving a suitable full time education	Current	All School age children 90% attendance or higher. Fewer than 3 fixed term exclusions for each child, primary school children not excluded for more than 5 days, no child excluded for more than 10 days. No permanent exclusions. AND professional judgement of reduction in the behaviour that caused the attachment or additional support in place for the child	3 school terms
Children Who Need Help: Professional judgement of significant progress in addition to those defined below will be considered.					
CWNH01	Children Needing Help	Children who don't take up the 2YOF and meet the disadvantage indicators	Current	Take up/accepted for 2YOF AND/OR regular attendance (at least 3 hours per week) at a Children and Family Centre crèche/activities	6 months
CWNH02	Children Needing Help	Children identified in the school census/Bromley Community Wellbeing as having social, emotional and mental health problems	Current	Assessment and EI via the Bromley Community Wellbeing Service with engagement and good progress reported OR onward referral to BCWS to CAMHS for tier 2 + intervention	6 months
CWNH03	Children Needing Help	Families with pregnant teenagers	Current or child under 1 year	Attended education setting as long as appropriate (advised by professional), return to education setting within 12 weeks AND engaging with health services	6 months
CWNH04	Children Needing Help	Children who have been reported as missing from home	Current	Child returned home OR to suitable supported accommodation AND episodes of reported missing reduced by 60%	6 months

CWNH05	Children Needing Help	Children who are repeatedly assessed under Section 17 or 47, of the Children Act 1989, but not deemed a 'child in need'	Within last 6 months	Referral into early help AND engagement in the assessment and goal process and professional reported changed behaviour or engagement with appropriate services AND/OR re-referral into CSC is accepted as CIN/CP	6 months
CWNH06	Children Needing Help	A child who has been assessed as needing early help	Within last 12 months	Completion of early help assessment and goal setting AND/OR professional reported changed behaviour in line with goal setting/plan no re-referral from the point of improvement.	6 months
CWNH07	Children Needing Help	A child 'in need' under Section 17, of the Children Act 1989	Within last 12 months	No longer Child In Need AND family self refer and engage with appropriate early intervention or statutory CSC if the need arises within 6 months	6 months
CWNH08	Children Needing Help	A child who has been subject to an enquiry under Section 47, Children Act 1989	Within last 12 months	Investigation undertaken and no further action necessary	6 months
CWNH09	Children Needing Help	A child subject to a Child Protection Plan	Within last 12 months	No further requirement to have CIN or CP Plan. Case closed OR stepped down to Early help.	6 months
CWNH10	Children Needing Help	A child who has been identified as at risk of sexual exploitation or has experienced CSE.	Within last 12 months	Engagement with CSE programme AND/OR professional confirmation of reduced risk of CSE over following 6 month period	6 months
CWNH11	Children Needing Help	A child experiencing or at risk of domestic violence/abuse	Within last 12 months	Successful completion (60% of sessions) of the CGWP (AVA) (or equivalent) AND/OR child no longer experiencing domestic violence/abuse AND/OR professional confirmation of reduced risk of domestic violence/abuse	6 months
CWNH12	Children Needing Help	Children experiencing or at risk of poor parenting	Within last 12 months	Referral, engagement and successful completion of appropriate evidenced based parenting programme (60% of sessions) OR referral and engagement with early intervention service, engagement in the assessment process and professional reported changed behaviour and no re-referral from the point of improvement.	6 months
CWNH13	Children Needing Help	Children with development delay	Within last 12 months	Evidence of parental acceptance of development delay AND engagement with appropriate services AND implementation of recommendations to address delay	6 months
CWNH14	Children Needing Help	Children with CLA / LAC status	Within last 12 months	Child no longer CLA / LAC OR no more than 2 placement changes in 6 months	6 months
CWNH15	Children Needing Help	Children returning home from care or placed for permanent adoption	Within last 12 months	Remaining in the family home or successful integration into the adoptive family for 6 months	6 months
CWNH16	Children Needing Help	Children demonstrating challenging behaviours	Within last 12 months	Engagement with support by parents and individual where appropriate. Professional judgement that parent's capacity to successfully manage challenging behaviour has increased.	6 months
CWNH17	Children Needing Help	A child nominated by professionals as having problems of equivalent concern to the indicators above	Within last 12 months	Senior FSPF reach decision as to achieved significant and sustained outcome equivalent to those included in this headline area.	6 months
CWNH18	Children Needing Help	A child who has been identified as at risk of trafficking or that has been trafficked.	Within last 12 months	Professional confirmation of reduced risk/avoidance of trafficking over following 6 month period / or child is now safe from trafficking. Appropriate support given to help with effects of trafficking.	6 months
CWNH19	Children Needing Help	A child who has been identified as at risk of radicalisation or that has been radicalised.	Within last 12 months	Professional confirmation of reduced risk/avoidance of radicalisation over following 6 month period / or child is now safe from radicalisation. Appropriate support given to help with effects of radicalisation.	6 months
CWNH20	Children Needing Help	A child who has been identified as at risk of female genital mutilation (FGM) or that has been subject to (FGM).	Within last 12 months	Professional confirmation of reduced/avoidance risk of FGM over following 6 month period / or child is now safe from FGM. Appropriate support given to help with effects of FGM.	6 months

Worklessness: Where a family is not on benefits, professional judgement of significant progress in addition to those defined below will be considered.

U1	Worklessness/Debt	An adult in receipt of out of work benefits	Current	[An adult moves off "out of work" benefits or Universal Credit AND Sustains a period of continuous employment.] OR [Professional's judgement of significant and sustained progress towards work, for example a vocational qualification, significant work experience, back in education or an apprenticeship, correct benefits received further to a benefits check] OR [Remains on Universal Credit but meets an agreed earnings threshold]	26 out of 30 weeks signing off JSA/ 13 weeks signing off Employment Support Allowance (ESA), Income Support (IS), Incapacity Benefit, Carer's Allowance, severe Disablement Allowance
U2	Worklessness/Debt	An adult who is claiming Universal Credit and is subject to work related conditions	Current	[An adult moves off "out of work" benefits or Universal Credit AND Sustains a period of continuous employment.] OR [Professional's judgement of significant and sustained progress towards work, for example a vocational qualification, significant work experience, back in education or an apprenticeship, correct benefits received further to a benefits check] OR [Remains on Universal Credit but meets an agreed earnings threshold]	26 out of 30 weeks signing off JSA/ 13 weeks signing off Employment Support Allowance (ESA), Income Support (IS), Incapacity Benefit, Carer's Allowance, severe Disablement Allowance
U3	Worklessness/Debt	A young person who is not in education, training or employment	Current	No longer NEET and remains EET for 6 months	6 months
U4	Worklessness/Debt	A family is in significant rent or mortgage arrears (>£500 or in arrears for two or more months)	Current	Professional reports that [rent/mortgage arrears are cleared OR The family have a repayment plan in place which is being adhered to and family finances are well managed for 6 months.] Do not present to early help or housing services for finance related reasons for 6 months OR Recognition of debt/financial issues and engaging with appropriate support service/activity to develop and implement a plan for 6 months	6 months
U5	Worklessness/Debt	A family is at risk of eviction, a family member is homeless or a family are living in overcrowded conditions	Current	[If at risk of eviction: professional reports that the family are no longer at risk of eviction and family do not present as homeless for 6 months], [If homeless: professional reports that the family are no longer homeless and do not present as homeless for 6 months], [If overcrowded: professional reports that the family are no longer overcrowded and do not present as homeless for 6 months]	6 months

U6	Worklessness/Debt	A family member has debts or financial problems that impact on their ability to meet basic family needs e.g. food, clothing, accommodation	Current	Professional reports that [An income and debt repayment plan is in place and being adhered to and family finances are well managed for 6 months OR Recognition of debt/financial issues and engaging with appropriate support service/activity to develop and implement a plan for 6 months] and do not present to support services such as food banks during the final 2 months of support.	6 months
U7	Worklessness/Debt	A practitioner has equivalent concerns about the management of family finances	Current	Professional reports that [An income and debt repayment plan is in place and being adhered to and family finances are well managed for 6 months OR Recognition of debt/financial issues and engaging with appropriate support service/activity to develop and implement a plan for 6 months] and do not present to support services such as food banks during the final 2 months of support.	6 months
U8	Worklessness/Debt	Parents and families referred by professionals as being at significant risk of financial exclusion. This may include those with problematic / unmanageable levels and forms of debt and those with significant rent arrears	Current	Professional reports that [An income and debt repayment plan is in place and being adhered to and family finances are well managed for 6 months OR Recognition of debt/financial issues and engaging with appropriate support service/activity to develop and implement a plan for 6 months] and do not present to support services such as food banks during the final 2 months of support.	6 months
U9	Worklessness/Debt	A child who is about to leave school, has no / few qualifications and no planned education, training or employment	Current	Does not become NEET	6 months
U10	Worklessness/Debt	An adult not currently in receipt of OOW benefits, who may be working part time, looking for support to increase working hours or employability to avoid accessing OOW benefits in the future	Current	Sustains a period of increased employment hours in line with goals set AND does not access OOW benefits OR [Professional's judgement of significant and sustained progress towards increased hours, for example a vocational qualification, significant work experience, back in education or an apprenticeship]	6 months
Domestic Violence & Abuse: Where DVA is not reported/recorded, professional judgement of significant progress in addition to those defined below will be considered.					
DV1	Domestic Abuse	An adult known to local services has experienced, is currently experiencing or is at risk of experiencing domestic violence and abuse	Within last 12 months	Any of [Increase in safety (decrease in risk) for adult victim - identified using SafeLives DASH RIC (Risk Indicator Checklist): SafeLives DASH RIC score (above 14 – high) falls below 14 for 3 continuous months OR no further RIC assessment required for 6 months; SafeLives DASH score (below 14) reduced by 25% and sustained for 6 months period; Reduction in risk following referral to MARAC and multiagency intervention (identified via RIC). No repeat MARAC referral in 6 months since first referral; Victim reports decrease in risk - following moving, civic remedies in place, perpetrator charge, conviction, remand, sentence.] OR Practitioner reports significant reduced risk of DVA evidenced by progress of two points in the assessment process, Implementation of a Safety Plan, or attendance and changed behaviour as a result of engagement with the Freedom Programme	6 months
DV3	Domestic Abuse	An adult who is known to local services as having perpetrated an incident of domestic violence or abuse in the last 12 months	Within last 12 months	[Reduction in DVA OR reduced risk of DVA in the following 6 months: Increased safety for family demonstrated using at least one of the following measures: SafeLives DASH Risk Identification Checklist (RIC) score (above 14 – high) falls below 14 for 3 continuous months OR no further RIC assessment required for 6 months; SafeLives DASH score (below 14) reduced by 25% and sustained for 6 months period; Reduction of at least one level within the Barnardo's Domestic Violence Risk Identification Matrix; No repeat MARAC referral in 6 months since first referral; Conviction / civil remedy / Domestic Violence Protection Order in relation to perpetrator; OR similar.] OR Practitioner reports significant reduced risk of DVA evidenced by progress of two points in the assessment process. Perpetrator completed court ordered BBRP (Building better relationships programme) via Probation CRC and no further reports of DV to police Perpetrator completed minimum 12 weeks of non court ordered perpetrator programme and no further reports of DV to police	6 months
DV4	Domestic Abuse	A young person who is known to local services as having perpetrated an incident of domestic violence or abuse in the last 12 months	Within last 12 months	[Reduction in DVA OR reduced risk of DVA in the following 6 months: Increased safety for family demonstrated using at least one of the following measures: SafeLives DASH Risk Identification Checklist (RIC) score (above 14 – high) falls below 14 for 3 continuous months OR no further RIC assessment required for 6 months; SafeLives DASH score (below 14) reduced by 25% and sustained for 6 months period; Reduction of at least one level within the Barnardo's Domestic Violence Risk Identification Matrix; No repeat MARAC referral in 6 months since first referral; Conviction / civil remedy / Domestic Violence Protection Order in relation to perpetrator; OR similar.] OR Practitioner reports significant reduced risk of DVA evidenced by progress of two points in the assessment process. Perpetrator completed court ordered BBRP (Building better relationships programme) via Probation CRC and no further reports of DV to police Perpetrator completed minimum 12 weeks of non court ordered perpetrator programme	6 months
DV5	Domestic Abuse	A family member discloses historic but not current DVA to a practitioner in the current household	Within last 12 months	Sustained reduction of level in DVA AND creation and regular review of safety plan AND where appropriate, engagement with/referral to the CGWP.	6 months

DV6	Domestic Abuse	The household or a family member has been subject to a police call out for at least one DVA incident in the last 12 months.	Within last 12 months	Reduction in the number of police call outs by 33% in the following 6 months. Implementation of a Safety Plan	6 months
DV7	Domestic Abuse	An adult is subject to/discloses child on parent violence in the last 12 months	Within last 12 months	[Attendance at relevant DV programme and professional / family reported significant improvements in the child on parent violence] OR [Reduction in the number of incidents reported to police by 60% and professional / family reported significant improvements in the child on parent violence] OR [Professionals and family report significant improvements in the child on parent violence]	6 months
DV8	Domestic Abuse	A family member is subject to or at risk of being subjected to a forced marriage against their will	Current	[All appropriate high level support services are involved such as Police, BWA, VAWG, Social Services AND professional report the victim is now in a position of significant safety which may include extraction from the family environment, placement in a refuge or professional bodies being satisfied that the forced marriage will not take place]	6 months
Health: Professional judgement of significant progress in addition to those defined below will be considered.					
H1	Health	A new mother who has a mental health or substance misuse problem and other health factors associated with poor parenting. This could include mothers who are receiving a Universal Partnership Plus service or participating in a Family Nurse Partnership	Current	Parent takes responsibility for managing their family's health/care plan or self care strategy in place for 6 months. All family members registered with GP and dental practice and regular check ups AND engaging with midwifery and health visiting services AND engagement with Early Intervention Family Support via the assessment process and evidence of changed behaviour in line with goal setting to improve parenting	6 months
H2	Health	An adult with emotional and/or social wellbeing and/or mental health problems who has parenting responsibilities - For example, issues relating to: anxiety/ depression/ low self-esteem impacting their ability to parent children affectively	Current	Engagement with appropriate Community Mental Health Team AND/OR GP and self care strategy in place for 6 months AND engagement with Early Intervention Family Support via the assessment process and evidence of changed behaviour in line with goal setting to improve parenting. Professional's view that their quality of life and mental wellbeing has improved significantly. All family members registered with GP and dental practice and regular check ups	6 months
H3	Health	A child with emotional and/or social wellbeing and/or mental health problems - For example, issues relating to: confidence & happiness/ resilience/ involvement with their peers/ ability to build & maintain relationships/ learning disabilities/ speech, language and/or communication difficulties/ADHD that are impacting on their mental wellbeing	Current	Assessment and EI via the Bromley Community Wellbeing Service and improved SDQ score or BCWS stated good progress during intervention OR onward referral by BCWS to CAMHS for tier 2 + intervention OR where threshold for BCWS not met, suitable alternative intervention is completed. Professional's view that their quality of life and mental wellbeing has improved significantly.	6 months
H4	Health	An adult with a drug and / or alcohol problem who has parenting responsibilities	Current	Engagement with appropriate Community Drug and/or Alcohol Services AND/OR GP and self care strategy in place for 6 months AND engagement with Early Intervention Family Support via the assessment process and evidence of changed behaviour in line with goal setting to improve parenting. All family members registered with GP and dental practice and regular check ups	6 months
H5	Health	A child with a drug and / or alcohol problem	Current	Engagement with appropriate Drug and/or Alcohol Services AND/OR GP OR where threshold for service not met, suitable alternative intervention is completed.	6 months
H6	Health	Adults with parenting responsibilities with physical health problems that are not well managed	Current	Evidence of engagement with appropriate services where a physical health condition applies. Parent takes responsibility for managing their family's health/care plan or self care strategy in place for 6 months. All family members registered with GP and dental practice and regular check ups	6 months
H7	Health	Adults with parenting responsibilities engaging in activities damaging to children's health (smoking whilst pregnant, heavy smoking in the family home, poor dietary habits, lack of exercise, lack of mental stimulation, lack of emotional warmth etc.)	Current	Engaged on an appropriate programme to reduce damage to child's health AND reported reduction in damaging activity AND/OR improvement in healthy alternative activity	6 months
H8	Health	Family member are not registered with a GP or dentist	Current	All family members registered with GP and dental practice and regular check ups arranged	6 months
H9	Health	Adults with parenting responsibilities or children who are referred by health professionals as having any mental and physical health problems of equivalent concern to the indicators above. This may include unhealthy behaviours, resulting in problems like obesity, malnutrition or diabetes	Current	Parent takes responsibility for managing their family's health/care plan or self care strategy in place for 6 months. All family members registered with GP and dental practice and regular check ups	6 months
All	All	All	All	Every child in the household has attended school (or other suitable education setting) in excess of 90% of available sessions over 3 most recent consecutive terms, with no more than 2 fixed term exclusions per person following identification, fixed excluded days for primary school children not more than 5 days, fixed excluded days for all children not more than 10 days, no permanent exclusions	3 school terms

Children's centre inspection handbook

Handbook for inspecting Sure Start Children's Centres in England under Part 3A of the Childcare Act 2006 (as amended by the Apprenticeship, Skills, Children and Learning Act 2009)

This handbook provides instructions and guidance for inspectors conducting inspections under Part 3A of the Childcare Act 2006 from April 2013. It sets out what inspectors must do and what children's centres, local authorities and their partners can expect and provides guidance for inspectors on making their judgements.

Age group: 0-5

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Introduction

1. This handbook sets out the main activities undertaken by inspectors who conduct inspections of children's centres in England from April 2013. It also sets out the judgements that inspectors will make and on which they will report.
2. A children's centre is defined by law¹ as a place or group of places:
 - managed by, or on behalf of, an English local authority, with a view to securing that early childhood services² are made available in an integrated manner
 - through which early childhood services are made available – either by provision of services on site, or by the provision of advice and assistance in gaining access to services elsewhere
 - at which (some) activities for young children³ are provided on site.
3. Ofsted produces a written report for the local authority as the responsible authority for the centre⁴ following each inspection.
4. Inspectors consider how each centre:
 - helps families with young children access early childhood services, including those families who find it difficult or are unwilling to do so
 - improves the well-being of young children and their families.
5. For the purposes of inspection, Ofsted recognises that children's centres may be organised as:
 - **a children's centre group**⁵
A children's centre group will be treated as one children's centre because it has shared leadership and management **and** integrated services that are accessed across a locality⁶ within one local authority. A children's centre group will receive one inspection which will result in the publication of a single inspection report.
 - **a single centre**
These may work entirely independently of other centres or may work collaboratively, sharing a range of services in a given geographical area or locality. A single centre does not usually have shared leadership with other

¹ Children's centres are defined in Part 1 section 5A of the Childcare Act 2006 (as amended by the Apprenticeship, Skills, Children and Learning Act 2009).

² See Annex A for a definition of early childhood services.

³ Young children are children aged under five.

⁴ Part 3A of the Childcare Act 2006 sets out the inspection requirements.

⁵ See Annex A for the definition of a children's centre group.

⁶ For the purposes of inspection, a locality is a geographical area that is usually smaller than the local authority as a whole (unless the local authority is a very small unitary authority); the locality is the area within the local authority that the inspection team covers.

centres and may not offer integrated services. Each single centre will receive its own inspection and inspection report.

6. From April 2013, inspectors will normally carry out inspections of up to five children's centres simultaneously in a local authority, so that the local authority can demonstrate the impact of centres' work across a wide area. This is particularly important where centres work collaboratively.
7. Any registered early years and childcare provision and/or maintained schools/academies' education provided as part of children's centre services will continue to be subject to different inspection arrangements.⁷ Their inspections may be carried out at the same time as those of the children's centres wherever it is possible and practical to do so.
8. This handbook has two parts.
 - **Part 1. How children centres will be inspected:** this contains instructions and guidance for inspectors on the preparation for, and conduct of, inspections.
 - **Part 2. The evaluation schedule:** this contains guidance for inspectors on judging the quality of services provided by the children's centres they inspect and provides an indication of the main types of evidence inspectors will collect and analyse.

⁷ See the *Framework for the inspection of provision on the Early Years Register* (120288), Ofsted, 2012; www.ofsted.gov.uk/resources/framework-for-regulation-of-provision-early-years-register. and the *Framework for school inspection* (120100), Ofsted, 2012; www.ofsted.gov.uk/resources/framework-for-school-inspection.

Part 1. How children’s centres will be inspected

Before the inspection

Selecting centres for inspection

9. Inspections of children’s centre groups and single children’s centres will be scheduled using the information Ofsted holds about the children’s centres in each local authority. The main source of information used for inspection scheduling is the SureStart_On database managed on behalf of the Department for Education.
10. The size and composition of the inspection team, and the number of teams deployed in each locality at any one time, will be dependent on i) how local authorities organise their centres and ii) the number of target families with young children in the reach area⁸ served by each centre.

Inspection event and team

Single centres

11. Each single centre will receive its own inspection and inspection report whether inspected as a ‘stand-alone’⁹ inspection or inspected simultaneously as one of a number of other single centres in a locality.
12. A centre may be selected for inspection as a stand-alone event where it is not possible or proportionate to inspect it as part of a larger inspection event. Examples include:
 - a new centre where other centres in a locality have already been inspected
 - a centre that has previously been judged as inadequate.
 - occasions where Ofsted decides an inspection is required because of information received, such as a concern about safeguarding.
13. **A stand-alone inspection** will usually be conducted over a period of two days with on-site preparation for the lead inspector on the afternoon before the inspection.
14. **Where single centres are inspected simultaneously**, up to five single centres in the same locality will usually be inspected at the same time by one inspection team. The inspection team will include inspectors with a range of expertise and will consist of an HMI lead inspector and team inspectors. The HMI lead inspector will be responsible for the oversight of the simultaneous inspections. Members of the inspection team will usually be designated to lead

⁸ A ‘reach area’ means the number of families with young children living in the defined area served by the children’s centres.

⁹ ‘Stand-alone’ is a term used here to describe the inspection of one single centre only.

the individual inspections of the single centres being inspected, and will write the report for their designated centres.

15. Simultaneous inspections will usually be conducted over a period of three days. There will be some on-site preparation for the lead inspector and team members on the afternoon before the inspection.
16. More than one inspection team may be deployed to undertake simultaneous inspections where there are more than five centres working in the same locality. For example, if there are eight centres, there will be two inspection teams. Lead inspectors must make sure they make contact and share evidence and emerging issues where it is appropriate to do so.

Children's centre groups

17. A children's centre group will receive one inspection. This will result in the publication of a single inspection report on the group as a whole rather than separate reports on each centre within the group. The inspection will usually be conducted over a period of three days. The inspectors will undertake some on-site preparation during the afternoon before the inspection.
18. Where a children's centre group is one part of the children's centre arrangements in a locality, more than one inspection team may be deployed at the same time. For example, if there are two children's centre groups operating in a defined geographical area, there will be two inspection teams. Where this is the case, lead inspectors must make sure they make contact and share evidence and emerging issues where it is appropriate to do so.

Notification

19. Children's centres will receive up to three days' notice of the inspection, unless there are safeguarding concerns or issues related to children's welfare. On such occasions Her Majesty's Chief Inspector may decide to carry out the inspection without notice. The inspection liaison officer from the relevant inspection service provider is responsible for notifying the children's centres of the inspection. This will involve one telephone call for each individual centre, whether inspected at the same time as other centres or inspected as a stand-alone event, and one telephone call for a children's centre group.
20. Ahead of the telephone call the inspection liaison officer will check whether there are any other inspections (other than simultaneous inspections of other children's centres in a locality) planned for the days of the inspection, such as the inspection of a maintained nursery school attached to a children's centre or the inspection of registered early years provision, and inform the lead inspector. The inspection liaison officer will also check that there are no investigations planned, or on-going, of any registered early years provision in the single centre or children's centre group as this would result in consideration of a deferral.

21. Where there is more than one inspection team inspecting in a locality, the inspection liaison officer will, wherever possible, notify the children's centres being inspected by the inspection teams on the same day.
22. The inspection liaison officer should ask to speak to the children's centre leader(s) of each individual centre being inspected alone or simultaneously; or the group leader or manager¹⁰ where the inspection is of a children's centre group; or, in the absence of either, the person who is in charge in their absence.
23. The inspection liaison officer will tell the children's centre leader that the lead inspector will make contact by the end of the following working day.
24. The inspection liaison officer will also use the notification phone call to:
 - confirm the dates of the inspection and the pre-inspection planning day
 - confirm the type of inspection – that is, whether it is to be a children's centre group inspection or a single children's centre inspection; where a number of single-centre inspections are taking place simultaneously, each centre leader should be informed of this
 - give the centre the names of the inspectors in the team and contact details for the lead inspector of that children's centre
 - confirm the name of and contact details for the centre leader and confirm whether the centre leader will be the key contact for the duration of the inspection, or another person
 - note any times when the centre leader/key contact for the inspection will be available to have a detailed telephone discussion with the lead inspector
 - confirm the name and email address of the local authority's lead officer for the children's centre
 - confirm links or partnerships with any other provision such as a school, registered early years provision, adult education or advice and guidance providers
 - provide the centre leader with details about how to access documents related to the inspection on the Ofsted website, including the leaflet for centre users
 - confirm that as part of their pre-inspection on-site planning the lead inspector will require copies of:
 - the centre's self-evaluation (sent electronically beforehand if possible)
 - action/development plans (sent electronically beforehand if possible)
 - the activity programme(s) (sent electronically beforehand if possible)
 - the safeguarding policy

¹⁰ For the purposes of this document this person is referred to as the centre leader.

- the centre’s staff list and record of recruitment and checks with the Disclosure and Barring Service (formerly the Criminal Records Bureau)
 - any evaluations carried out of services or activities, or other evidence of impact of the work of the centre
 - the timetable of services and activities for the days of the inspection
 - performance and tracking data and other management information.
25. After the notification phone call, the inspection liaison officer will send the following information to the centre by email, copying in the lead inspector:
- confirmation of inspection dates
 - the names and pen portraits of the inspectors
 - information about the inspection process
 - the link to the *Framework for children’s centre inspection* and guidance documentation
 - guidance on setting up the inspection programme.
26. The inspection liaison officer will send an email notifying the named local authority officer with responsibility for children’s centres of the inspection. The email should give the name of the centre(s), dates of inspection, the name and contact details of the lead inspector (email and phone number).

Requests for deferrals

27. If a centre requests a deferral of its inspection the inspection liaison officer must make Ofsted aware of this. Ofsted will decide whether this should be granted in accordance with Ofsted’s policy on the deferral of inspections.¹¹ The deferral policy makes it clear that the absence of a centre leader is not normally a reason for deferring an inspection.

Inspectors’ planning and preparation

Pre-inspection information

28. The inspection liaison officer will provide the lead inspector with relevant pre-inspection information including:
- any relevant inspection reports, such as school inspection reports, early years inspection reports, childcare inspection letters and other information held about the centre

¹¹ The deferral policy is available at <http://www.ofsted.gov.uk/resources/deferral-of-inspections-information-for-childrens-centres>.

- information about any other simultaneous inspections taking place within the locality and whether there are any inspections of registered early years provision and/or schools taking place at the same time
 - any information received by email from the children's centre such as the self-evaluation form, action plan and activity programme.
29. The lead inspector is responsible for distributing the information to all relevant team members involved in the planning, including individual centre leads.

Lead inspector's initial phone call

30. The lead inspector for each centre being inspected will contact the centre leader(s) by the end of the working day following the notification phone call.
31. The lead inspector's telephone call is an important opportunity to initiate a professional relationship between the lead inspector and the centre leader(s). It should be short and focused on practical issues. Inspectors should not use this as an opportunity to probe or investigate the centre's self-evaluation or any other matters.
32. The purpose of the lead inspector's initial call is to:
- make sure the centre is clear about the inspection and reporting arrangements
 - gather any additional essential contextual information about the centre that is needed to plan the inspection, such as the sites where services are delivered and whether these are run directly by the centre or integrated with key partners
 - agree the arrangements for the on-site preparation and planning day
 - make arrangements for discussions with key people including the centre leader, local authority lead, key staff/partners/stakeholders and parents – these may be by telephone call
 - confirm the relevant documents needed on the first day of inspection or during the on-site preparation meeting
 - provide an opportunity for the centre leader to raise any initial questions.

Inspectors' preparation: lead inspector

33. Two days are allocated for the lead inspector to prepare for the inspection, including the initial telephone call(s). The lead inspector should use information from the telephone call, any information supplied through the inspection liaison officer and local authority website to access background information about the children's centres to be inspected.
34. The lead inspector must prepare for the inspection by gaining a broad overview of all the children's centres specified for the inspection and how they are

organised. The lead inspector will need to determine whether the information gathered during the initial phone call is different to that shown on the SureStart_On database. For example, what is shown on the database as three single centres may very recently have been brought together as one children's centre group. If there have been significant changes to the size and complexity of the children's centre(s), the lead inspector should contact the operational lead for children's centres or their line manager.

35. The lead inspector must use the first of the two preparation days for home-based work, and will hold discussions with the centre leader(s), write a short team briefing and prepare for the on-site pre-inspection meeting. In the case of large and/or complex centre groups, an assistant lead inspector may be assigned who will also have two days' preparation time. If there is no self-evaluation form, the lead inspector will ask the centre or local authority to provide a brief up-to-date verbal summary of their self-evaluation and relevant information during the on-site preparation day.
36. The second day will be used for travel to the centre and for on-site preparation. On-site preparation will start with a meeting of the lead inspector, the centre leader and the local authority lead officer responsible for the centre.
37. The lead inspector will decide who else to meet in order to gain a full overview of provision in the area. Where one inspection team is responsible for the simultaneous inspection of up to five single centre inspections, and where the centres do not work collaboratively, separate meetings may be held with the individual centre leaders. The lead inspector will decide how many meetings are needed.
38. The purpose of these initial meetings is to:
 - discuss the available evidence and the inspection trails – the centre leader will have the opportunity to clarify the self-evaluation and to provide any new contextual information; key points arising from the discussion during the visit should be noted on an evidence form and a bullet point list of inspection trails should be shared with the centre
 - finalise the inspection programme, including the arrangements for joint observations
 - identify any activities that it would not be appropriate for inspectors to observe, such as one-to-one counselling sessions or ante-natal appointments (it may be possible for an inspector to speak to parent(s) before or after such appointments)
 - discuss the meeting schedule and confirm the names of attendees and the organisations they represent, ensuring there is no unnecessary duplication of attendees at different meetings.
39. The lead inspector should check that the draft inspection programme(s) include all essential meetings and that there is enough time built into the programme

for team discussion, preparation for feedback and any travel between sites. The outcomes of the preparation must be summarised on evidence forms.

40. Wherever there is more than one inspection team inspecting across a locality in the same week, lead inspectors will contact each other on their first preparation day to arrange a convenient time during the course of the inspection to discuss and agree how to share any relevant information, resources and emerging judgements.
41. Lead inspectors will deploy their inspection team members as they see fit. All members of the inspection team will contribute to the evaluation of each of the key judgements and come to a collective view about the quality and impact of the services provided by the centre.
42. Irrespective of the type of inspection, the lead inspector should draw up a short inspection team briefing and send this electronically to the team inspector(s). The team briefing should also be shared with the centre leader(s) and include:
 - team responsibilities and, for a simultaneous inspection, the name of the inspector assigned to the role of centre lead for a single centre
 - key contact details
 - where the team will be based
 - the first draft of the inspection timetable
 - the main inspection trails
 - a brief summary of contextual information
 - judgement grades and key areas for improvement from any published reports for centres within the area already inspected and for any school, nursery school and early years provision sharing leadership and management with the centre.

Inspectors' preparation: team inspectors – 'stand-alone' single centres

43. One preparation day is allocated to team inspectors, which includes travel to the centre where the on-site preparation and initial team meeting is to be held. The team members' preparation day takes place on the lead inspector's second preparation day.
44. The lead inspector will allocate visits and interviews and will most likely take the lead on the evaluation of leadership and management, including safeguarding arrangements.

Inspectors' preparation: team inspectors – children's centre groups and simultaneous inspections of single centres

45. One preparation day is allocated to team inspectors, which includes travel to the centre where the on-site preparation and initial team meeting is to be held.

The team members' preparation day takes place on the lead inspector's second preparation day.

46. The team members' on-site preparation will include an initial team meeting where the lead inspector will confirm the arrangements for the inspection trails, responsibilities and ways in which evidence will be shared and collated as the inspection progresses. Where relevant, the lead inspector will confirm the report writing arrangements for each single centre being inspected.
47. During individual on-site preparation time, team inspectors should:
 - familiarise themselves with the centre(s) they are inspecting, including the local context
 - familiarise themselves with the inspection programme and the sessions and activities they will observe, including any joint observations with centre staff
 - ensure they have sufficient time to liaise with the centre leader and key staff in any centre they have been assigned to familiarise themselves with inspection trails
 - identify any additional meetings they may need to request through the lead inspector
 - analyse any available data
 - prepare for meetings.

Planning the inspection programme

48. Inspectors will need to cover as wide a range of activities as possible during the inspection. The lead inspector must agree a programme of activities for the inspection with the centre leader(s) as part of the on-site preparation but this may be subject to change during the course of the inspection where new inspection trails and/or evidence emerges.
49. Inspectors will not have to visit every activity or every site where services are being delivered. Based on the pre-inspection analysis, activities, visits and meetings should be selected to provide the best range of evidence needed to make valid inspection judgements and report on all aspects of the evaluation schedule.
50. The centre's leaders should have opportunities to substantiate their self-evaluation and to demonstrate that self-evaluation is effective. Inspection trails should be shared with the centre's leaders to give them the opportunity to show inspectors where evidence can be found.
51. Inspectors should try to speak to as many families who use the centre as possible. They need to be aware of the potential sensitivity of some activities and sessions on offer. In some cases it will be appropriate for centre staff to support family members in discussions with inspectors.

52. Where inspectors work across a number of centres, inspectors should meet with their key contact and make arrangements for a tour of the centre they are responsible for inspecting. This is to gain insight into relationships, the quality and accessibility of services, site security and the quality and use of accommodation. This tour should take place during the on-site preparation day, or at the start of the first day of inspection.
53. Inspectors will not make a tour of the locality but, where possible, the lead inspector should designate a team member to visit any site that provides healthcare as part of the centre's integrated working – or visit this him/herself.
54. The centre leader should be invited to attend inspection team meetings and help ensure that relevant evidence is made available to inspectors. The centre leader may not contribute to inspectors' judgement-making or to any decisions made about inspection grades.
55. The lead inspector must keep the centre leader informed of emerging inspection findings as the inspection proceeds. If the centre leader has concerns these must be raised with the lead inspector as soon as they occur.
56. Where there are simultaneous inspections taking place, the lead inspector must decide which meetings should be held at centre level and which should be held at locality level.

The role of the local authority

57. As the local authority is responsible for the children's centres in its area, the lead officer should meet the lead inspector during the on-site preparation and attend the formal feedback meeting to hear the findings first-hand. Depending on the type of inspection being conducted, there may be a requirement for additional meetings.
58. In all types of inspection inspectors will ask the local authority to provide information and evidence including:
 - the data the local authority provides/collates for the centre, including contextual data such as population; health indicator/outcomes and the Early Years Foundation Stage Profile data for the locality
 - the performance objectives and targets it agrees with the centre or children's centre group and/or commissioned providers, and its performance monitoring arrangements including any key performance indicators
 - how it works with partner organisations to gather and share relevant information and integrate services delivered through the centre, including details of any formal agreements
 - information about financial and resource allocations

- information arising from consultations with parents, decisions taken after such consultations, and relevant changes that have been put in place.

The role of stakeholders

59. Where a provider has been commissioned to run the centre on behalf of the local authority, the lead inspector will involve any group or area manager in the pre-inspection and formal feedback meetings. Inspectors will take into account the commissioned provider's role in monitoring and meeting any key performance indicators set by the local authority at provider or centre level. This involvement is in addition to that of the local authority, not a replacement for it.
60. Where any services and activities such as health services or adult learning classes are delivered by other providers, their impact, effectiveness and contribution will be considered and appropriate representatives will be invited to attend specific meetings.

During the inspection

The start of the on-site inspection

61. When first arriving at the centre, inspectors must show their identity badges and ensure that the centre leader has been informed of their arrival.
62. The lead inspector should meet briefly with the team to clarify the inspection trails, activities and responsibilities.

Gathering and recording evidence¹²

63. Inspectors must spend as much time as possible gathering first-hand evidence on the impact of the activities and services provided by, or through, the centre and how families access those services. Inspectors will observe on-site activities, talk to centre staff, users and other professionals involved in providing early childhood services and consider the data and information provided by the local authority and the centre.
64. On any subsequent inspections, inspectors must consider the impact of the action plan produced by the local authority on the recommendations arising from the last inspection.
65. Inspectors will record their evidence clearly and legibly on evidence forms, ensuring that all relevant sections of the form are completed for all evidence-gathering activities. This includes records of analyses of data and the evidence that underpins key judgements. Evidence forms should also be used to

¹² Annex B contains guidance about the range and type of qualitative and quantitative evidence that inspectors may use.

summarise the main points of discussion when feeding back to leaders and the local authority.

66. It is important that inspectors record accurately on the evidence form the time spent gathering the evidence.
67. When gathering evidence across a number of single centres, inspectors must be careful not to share information about individual families or staff members.

Observations

68. Inspectors carry out observations in order to evaluate the quality and impact of the activities, practice and services offered by the centre and its partners. These observations will normally be graded. Inspectors will provide feedback on the key strengths and areas for improvement to the practitioner when they have been observed for 20 minutes or more. Inspectors will choose which, and how many, activities and services to visit based on the programme provided by the centre leader and the appropriateness of inspector involvement in those activities. Inspectors will not normally announce the sessions and times they will make observations unless they need to secure the permission of the adults involved in sessions such as a case review or outreach workers' home visits.
69. Inspectors will not look for a preferred methodology (such as a specific evidence-based parenting programme for example), but must ensure that sufficient evidence is collected so that strengths can be identified and specific recommendations made about improvements that are needed.
70. There are many different ways of planning observations. Inspectors should not be constrained by a single approach, but should use their professional judgement to plan an appropriate 'observation strategy'. For example, inspectors may engage in:
 - short, focused observations of activities – these will usually last around 15 minutes and have a specific focus
 - longer observations of sessions such as 'stay and play' to consider how staff use these sessions to identify children's and families' needs
 - observations of small adult group sessions, after which they may talk to adults about what they have gained from the session
 - activities that capture evidence of best practice, or identify factors that contribute to recommendations for improvement
 - tracking the individual case of a specific child, adult or family to assess the direct impact of services and activities.

Joint observations

71. The lead inspector should invite the centre leader to take part in joint observations. After a joint observation, the inspector and centre leader must

discuss their views about the quality of activity or service they have observed. If the centre leader offers a written record, the inspector should consider this. Any differences in the analysis and evaluation of the activity or service should be explored. The joint observation and subsequent discussion will allow the inspector to engage in a professional dialogue with the centre leader. It will also enable the inspector to:

- assess the accuracy and quality of the centre's monitoring and evaluation of practice, activities and services
- collect evidence in order to make specific recommendations about improvements to practice
- discuss the effectiveness of the centre's performance management arrangements and professional development programme for staff
- help the centre leader to understand the judgements inspectors are making about the quality and impact of practice and how it might be improved.

72. Where the quality of practice is weak, it is important that the inspector talks to the centre leader about what has been observed. The inspector should also ask about the action the centre is taking, if any, to bring about improvement. Where the centre leader gives feedback the inspector should observe the feedback, as this may provide evidence about the robustness of discussions about practice and the effectiveness of the centre's arrangements for professional development and performance management.
73. The inspector should complete an evidence form on any sessions jointly observed and the feedback given. Any notes taken by the centre leader should remain in the centre and not be included in the evidence base for the inspection.

Seeking the views of families, young children, partners and stakeholders about the work of the centre

74. The views of those who use the centre are central to inspection. Inspectors will take every opportunity to speak with centre users during the inspection.
75. Once notified of the inspection, the centre leader will be asked to take reasonable steps to notify those families and partner agencies that use the centre, and to display a notice in the centre informing users of the inspection. If a parent or prospective parent asks to see an inspector, the team should do all it can to accommodate such requests, within the constraints on their time.
76. Inspectors will aim to talk with parents including those holding representative responsibilities, for example members of the centre's advisory board. These meetings may be in the form of one or more focus groups of parents or prospective parents. In addition, inspectors will gather the views of families via other means. This may include observing a range of activities and finding out from staff how they seek parents' views.

77. When inspectors meet families, staff, other service providers/partners and other stakeholders, comments made by individuals should be treated in the strictest confidence. Whilst every effort should be made to protect the identity of individuals and the origin of their comments if they are used to pursue an issue further, there may be circumstances in which it is not possible to guarantee the anonymity of an interviewee. Additionally, inspectors have a duty to pass on disclosures that raise child protection or safeguarding issues and/or where serious misconduct or potential criminal activity is involved.
78. Satisfaction surveys and questionnaires carried out by the centre and/or the local authority can also provide additional evidence for the inspection, and may indicate themes for further exploration. They will **not** replace the inspectors' dialogue with families and children during the inspection.
79. During the inspection, inspectors will interview front-line workers including representatives from the centre's partner agencies such as health visitors, adult learning providers, job centre service providers, those responsible for outreach work and the manager(s) of any registered early years or childcare provision where applicable. The interviews and discussions can be conducted by telephone.
80. Lead inspectors will also take account of any external views of the centre's performance. This includes the local authority's evaluation of the centre's performance against its targets.

The use of qualitative and quantitative data

81. Inspectors will want to find out whether centres can explain the relevance of the data they collect, show how the data are used, how data analysis informs decisions about the centre's activities and the impact these have on children's well-being and families' lives.
82. In general, inspectors will look for:
 - data about the make-up of the area and locality
 - a needs analysis of the families with young children in the area that identifies the families and young children most in need of intervention and support (target groups)¹³ and the types of services that will benefit them most
 - contact data, including information about outreach visits and their impact
 - participation data, including those that relate to the centre's activities as well as activities provided externally – this includes, for example, take-up of the free entitlement to early education; centres should be able to show the numbers of participants from particular groups, including target groups

¹³ See Annex A for more information.

- agreed targets and service level agreements with the local authority and key partners
 - evidence about how participation and contact rates have improved over time, particularly in relation to target groups and those identified as being most need of intervention and support
 - unemployment rates in the locality
 - evidence of ways in which services and activities have been adjusted following consultation with parents, including those in the wider community who may not be using the centre
 - data in relation to the key performance indicators provided by the local authority at reach area level.
83. As there are very few standardised data other than the Early Years Foundation Stage Profile data, inspectors will use their professional judgement to assess whether data are sufficient to demonstrate how well the centre knows its community; whether it is meeting or exceeding its agreed targets, especially in relation to target groups and those families identified as being most in need of intervention and support, and whether its agreed targets with the local authority appear realistic.

Case studies and case tracking

84. Case studies provide useful information about the centre's services. However, inspectors should be cautious about relying too heavily on case studies that do not have robust underpinning data. Most centres will have many families that like the centre and what it does, but this does not necessarily mean it is effective.
85. Where the centre is involved in targeted intervention and prevention work, inspectors will select case files of young children and families to assess the effectiveness of the centre's targeted work. When carrying out case tracking, inspectors should consider whether the files and other information held:
- are kept up to date with sufficient detail
 - are shared appropriately with the family and between different agencies
 - show evidence of planning and assessment
 - demonstrate improvement
 - show that interventions are timely, sustained and sufficiently well designed to meet the needs of the child or family
 - show evidence of regular staff supervision
 - are validated wherever possible through meetings with front-line workers, observations of the children and/or family and discussions with the family.

86. As a minimum, inspectors will consider case studies for five families. This may increase depending on the size of the centre and number of children under five in the locality. The centre should provide the lead inspector with a list of all families registered with the centre:
- whose needs are identified and monitored under a common and shared assessment framework
 - who have children deemed to be in need or are subject to a child protection plan
 - who have children in the care of the local authority
 - who have children with a known or emerging disability.
87. The lead inspector will select an appropriate number of cases to track and allocate them to the most suitably qualified member of the team. The allocated inspector will read the key documents within the case file, which may include the referral form, common assessment and resulting plan, closing summaries and case evaluations as appropriate, and summarise their findings on an evidence form.

Inadequate judgements

88. If a centre is giving cause for significant concern by the end of day one on a stand-alone single centre inspection, or day two of a children's centre group or simultaneous inspection, the lead inspector should forewarn the centre leader of the possibility that the centre's overall effectiveness may be judged inadequate. It must be emphasised that final judgements are not made until the final team meeting towards the end of the inspection.
89. Inspectors should refer to the evaluation schedule to review the significance of weaknesses in relation to each judgement, including the overall effectiveness judgement.
90. If the overall effectiveness is judged to be inadequate, the lead inspector should telephone the operational lead for children's centres or their line manager.

Reaching final judgements

91. The lead inspector will ensure that there is sufficient time planned during the inspection for team members to consider all the available evidence and to prepare for team meetings and the final feedback. At the final team meeting, final judgement grades should be recorded and key points for feedback identified. The lead inspector will invite the centre leader to this meeting, emphasising that s/he should not contribute to the decisions on judgements and grades reached.

Reaching judgements for a children's centre group

92. While inspectors must consider the strengths and weaknesses of the different centres within the group and the contribution they make to the quality of the provision overall, the key judgements and the overall effectiveness judgement apply to the **children's centre group** rather than the individual centres within it. Where one individual centre within the group is weaker than others, inspectors will need to consider if this is sufficient to judge the children's centre group as a whole as inadequate. The effectiveness of leadership and management, how well leaders and managers have identified weaknesses and are tackling them, and the impact of their actions will contribute to the decision on overall effectiveness.
93. Before reaching judgements for the children's centre group as a whole, inspectors will consider and weigh up:
- the quality of provision offered at each centre
 - how well key services are integrated and provided across the centre group
 - whether parents are able to access the services they need at a location that is convenient for them.

Reaching judgements where centres work collaboratively

94. Where the inspection team inspects simultaneously more than one single centre that works in a collaborative arrangement, inspectors will consider the evidence about the effectiveness of shared services and the impact this has on the judgements for each centre. While the quality of the shared service may be the same across centres working collaboratively, the key judgements for individual centres may be different according to a number of factors. These may include:
- how the centre uses information to plan which families would benefit most from the service
 - families' access to services
 - how information is shared between a centre/the shared service to assess and plan for families' needs.
95. The lead inspector must be able to reconcile and explain any differences in judgements for individual centres where services are shared. This includes situations where there are two inspection teams inspecting in the same locality.

The formal meeting for final feedback

96. At the end of the on-site inspection there must be a brief, formal meeting to give final feedback. Wherever possible, attendees must include the centre's leader and the lead officer from the local authority and at least one representative from those responsible for governance. It is for the lead

inspector to decide, following discussion with the centre leader, whether other senior staff should be present.

97. Where feedback is taking place in a number of centres simultaneously, it will not be possible for the coordinating lead inspector or local authority lead to attend all meetings. The coordinating lead inspector will decide on the most appropriate feedback arrangements in these cases, and how the local authority lead will be informed of the main findings for each centre in advance of the formal feedback meeting. The lead inspector for each individual centre will normally give feedback to the individual centre.
98. The lead inspector should explain to those present that the on-site element of the inspection has concluded and the purpose of the feedback session is to share the main findings of the inspection and ways in which the centre should improve further. The lead inspector should remind the centre leader, those responsible for governance and the local authority lead officer that they may seek brief clarification about the judgements but should not offer further evidence or challenge judgements. Any feedback or comments should be in the form of professional and objective language. An evidence form should be completed by an inspector summarising the key points raised at the feedback.
99. Before leaving, the lead inspector or the individual centre lead must ensure that the centre is clear:
 - about the grades awarded for each key judgement
 - that the grades may be subject to change as a result of moderation and should, therefore, be treated as confidential until the centre and local authority receive a copy of the final inspection report
 - that the main findings of the inspection and the main points provided orally in the feedback will be referred to in the text of the report
 - about the recommendations for improvement
 - about the procedures leading to the publication of the report
 - that the centre is encouraged to complete the post-inspection survey
 - about the requirement for the local authority to disseminate the report and produce, publish and monitor an action plan in relation to the recommendations
 - about the complaints procedure.

Implications for a centre judged as inadequate

100. If a centre is judged to be inadequate, the timescale for publication of the report is extended so that judgements can be moderated. Centres that are judged as inadequate will be re-inspected within 12 months of the most recent children's centre inspection.

101. The action plan produced by the local authority in relation to the findings of the previous inspection will form an important part of the evidence for the reinspection.

Implications for a centre judged as 'requires improvement'

102. Centres judged as 'requires improvement' will normally be inspected again within a maximum period of two years and earlier if required.

After the inspection

Writing the report

103. For group and single centre inspections the lead inspector will write a report following the report template guidance. Where an inspection team carries out simultaneous inspections and inspects a number of centres in a locality, each centre will have a designated lead inspector who will write the report for that centre and submit it to the coordinating lead inspector for review before submitting the report to the inspection service provider. The coordinating lead inspector must read all the reports to make sure any common and agreed judgements about shared services are reported accurately.

Arrangements for publication of the report

104. For centres judged as 'requires improvement', 'good' or 'outstanding', the inspection service provider will forward the report to the centre for a factual accuracy check shortly after the end of the inspection. The centre has one working day to respond. The lead inspector will respond to the centre's comments about factual accuracy.¹⁴
105. Centres judged as 'requires improvement', 'good' or 'outstanding', and their relevant local authority, will normally receive an electronic version of the final report within 15 working days of the end of the on-site inspection.
106. For centres judged as 'inadequate', the inspection service provider will forward the report to the centre for a factual accuracy check shortly after the end of the inspection. The centre has five working days to respond. The lead inspector will respond to the centre's comments about factual accuracy.
107. Centres judged to be 'inadequate', and their relevant local authority, will normally receive an electronic version of the final report within 28 working days of the end of the on-site inspection.

¹⁴ If there should be a grade change or the text of a report has been subject to significant amendments after the factual accuracy check, the lead inspector should talk this through with the centre leader.

108. Once a local authority has received the report it must make arrangements with the centre for the report to be distributed in accordance with legislation¹⁵.
109. Following an inspection the local authority must produce a written statement setting out the action they and any organisation managing the children's centre on their behalf plan to take. The written action plan should be shared with Ofsted on request.¹⁶
110. Ofsted will publish the inspection report on its website five days after it has been sent to the local authority for distribution.

The evidence base for the inspection

111. The evidence base for the inspection will be retained for the period of time specified in Ofsted's *Handling and retention of inspection evidence*¹⁷ guidance.

Quality assurance and complaints

How are inspections quality-assured?

112. Responsibility for assuring the quality of the inspection and the subsequent report lies with Ofsted. The lead inspector is expected to set clear expectations for the team and ensure that those expectations are met. The lead inspector must ensure that all judgements are supported by evidence and that the way in which the inspection is conducted meets the expected standard.
113. Inspections may be subject to quality assurance by HMI and/or senior inspection service provider managers. When an external quality assurance visit is scheduled, the lead inspector should explain clearly the purpose and likely format of the visit during the initial telephone conversation with the centre leader.

What happens if a centre has a concern or complaint during the inspection?

114. If a centre raises a concern or complaint during the course of an inspection, the lead inspector should seek to resolve it. It is often easier to resolve issues on the spot and this helps to avoid formal complaints later. Concerns may also be raised with a quality assurance inspector should one have been allocated to the inspection. If the concerns are not resolved by these means, the person raising the concern should be referred to the Ofsted helpline on 0300 123 1231 and/or be referred to the formal complaints procedures available at www.ofsted.gov.uk.

¹⁵ Part 9 section 98c of the Childcare Act 2006 (as amended by the Apprenticeship, Skills, Children and Learning Act 2009).

¹⁶ Sure Start Children's Centres statutory guidance. DCSF (now DfE), 2010; <https://www.education.gov.uk/publications/standard/AllPublications/Page1/DFE-00020-2011>.

¹⁷ *Handling and retention of inspection evidence* (100122), Ofsted, 2010; <http://www.ofsted.gov.uk/resources/100122>.

Confidentiality

115. Ofsted will use information gathered during the course of the inspection process for children's centres. However, all reasonable steps will be taken to ensure that the identity of named individuals remains strictly confidential. This will not be disclosed unless Ofsted considers that the information provided indicates that there is a likelihood of harm to individuals, in which case the necessary information will be passed to the local authority's child protection staff for action.
116. As Ofsted is a public body, information held may be subject to a request for disclosure under the Freedom of Information Act 2000 or subject access request under the Data Protection Act 1998. Such requests will be processed fairly and lawfully in accordance with our usual procedures and exemptions applied where these are relevant.

Part 2. The evaluation schedule – how children's centres will be judged

117. The evaluation schedule sets out the sources of evidence and grade descriptors that guide inspectors when they inspect children's centres. The evaluation schedule is not exhaustive and inspectors must use a best fit approach, applying their professional judgement. It must be used in conjunction with the guidance set out in Part 1 of this document. Inspectors must take into account the statutory definition of a children's centre (see page 4 of this document) and whether the centre fulfils this definition when they interpret grade descriptors in relation to the context of the centre, the local community or reach area and the young children and families it serves.

Judging the quality of a children's centre/children's centre group

118. Inspectors **must** judge the overall effectiveness of the centre. This is the overarching judgement.
119. In order to make a judgement about the overall quality of a centre, inspectors must first make three key judgements. These are:
- access to services by young children and families
 - the quality and impact of practice and services
 - the effectiveness of leadership, governance and management.
120. In judging the quality of the provision and the impact of service provided by the centre, inspectors will decide whether the centre is 'outstanding' (grade 1), 'good' (grade 2), 'requires improvement' (grade 3) or is 'inadequate' (grade 4).

121. Children's centre inspections primarily evaluate how well individual children and families benefit from the work of the centre. Inspectors must judge whether the centre has identified the specific families living in the centre's area whose circumstances indicate they are likely to be most in need of support, and how well it serves them, thereby helping them to improve their lives. These families are referred to in the evaluation schedule as target groups. There is more information about target groups in Annex A.
122. In addition, inspectors must judge if a centre has an appropriate balance of services including those offered to all families, known as universal services, and targeted provision.¹⁸
123. When making judgements, inspectors must consider the proportion of families and young children in the community that the centre supports. The evaluation schedule uses percentage proportions expressed in words. Annex C gives the details of these.

Access to services by young children and families

124. Inspectors must evaluate and report on:
- the access to early childhood services by families including those expecting children and those in target groups
 - the effectiveness of strategies for encouraging families to participate in relevant services, including those who may be less likely to do so.
125. Inspectors must take account of and consider the extent to which the centre:
- works with partners to identify the families with young children in its area
 - establishes and maintains contact with targeted families in its area
 - has identified the target groups and individual families most in need of intervention and support, the specific nature of their needs, and the universal and specialist services needed to support them
 - prioritises families that need support appropriately, for example representation on key strategic local groups such as multi-agency risk assessment conferences (MARAC)
 - uses outreach work to identify target groups and encourage those families who would otherwise be unlikely to access services the centre has to offer
 - provides or facilitates arrangements for targeted children to take up the free entitlement to early education, especially disadvantaged families with two-year olds

¹⁸ Targeted provision refers to a range of specialist services that are aimed at young children and families living in the area who have been identified as being in most need of help and support (target groups).

- provides or facilitates access to universal activities and relevant services for targeted families, and monitors how many families use them and continue to use them until their needs have been effectively met.

Grade descriptors – access to services by young children and families

Note: these descriptors should not be used as a checklist. They must be applied adopting a 'best fit' approach that relies on the professional judgement of the inspection team.

Outstanding (1)

Meets or exceeds all the requirements for a good judgement and in addition:

- Highly challenging access and participation targets in highly relevant provision are met or exceeded and/or evidence shows a discernible trend of sustained improvement in meeting such targets over time.
- Information sharing between the centre and its partners is exceptionally well-established with the result that all or almost all families with young children are known and target groups identified. Shared information is used to plan carefully targeted provision.

Good (2)

- Information and data are shared effectively between partners and demonstrate that most¹⁹ families with young children in the reach area are known, and that target groups are identified.
- A large majority of families from target groups within the area the centre serves are registered with the centre and have access to information, advice and guidance about early childhood services through the centre, its partners or its outreach work.
- Consultation, referrals, outreach work, universal services, observations, assessments and discussions are used effectively to identify needs and match families to the services they need, including specialist services.
- There are effective systems for monitoring access to services, attendance and participation. These systems identify any targeted families that fail to participate regularly.
- Strategies to promote early childhood services and engage families, especially those who would otherwise be unlikely to participate, result in the large majority of target groups accessing the centre and engaging with relevant services.
- Outreach work is effective in supporting families in target groups and

¹⁹ See Annex C, which provides guidance on expressing proportions in words.

helping them to access and sustain their involvement with services so that the large majority of families in those groups continue to remain engaged until their needs are met effectively.

- Most children of families from targeted groups take up the free entitlement to early education through the centre's own provision or through the centre helping families to find high-quality provision elsewhere.
- Assessment at age two, where available to the centre, identifies which children are most in need of early intervention and the centre works with families and other agencies to enable most children identified through this process to access the help they need.

Requires improvement (3)

- Does not meet the grade descriptors for good.

Inadequate (4)

Access to services is likely to be inadequate if any of the following apply.

- The centre does not have robust enough data to identify the families or groups that should be targeted in the community and/or partnerships do not facilitate the sharing of data for this purpose.
- Information available from data, observations, outreach work and assessment is insufficient and/or is not used well enough to identify families' needs accurately or in sufficient detail.
- The centre does not know how many families are regularly engaging with the centre and fails to prioritise families sufficiently or engage with some key target groups so that only a minority of those targeted and most in need engage with the centre and its services.
- Target families find it difficult to access services because the services are too dispersed, run infrequently or inconveniently and do not meet the needs of targeted families and, as a result, participation rates are poor or variable.

The quality and impact of practice and services

126. Inspectors must evaluate and report on:

- the quality, range and relevance of the universal and targeted services provided for the families living in the centre's reach area

- the impact of practice and services in improving target children’s school readiness and health and well-being, and improving parenting skills and the lives of target families.

127. When making their judgements, inspectors must consider:

- the effectiveness of partnerships with early years providers, schools, health services, adult training services and employment services in providing the activities and services required to achieve the agreed outcomes for targeted families
- whether the services directly provided are appropriate and relevant for the needs of targeted families in the area, taking account of how they are decided on, planned, the intended outcomes and how these will be measured
- the quality and impact of services in improving outcomes, or sustaining already very good outcomes, in the following areas:
 - the readiness of target children for school
 - improved parenting
 - opportunities for target adults to participate in activities that improve their personal skills, education and employability
 - the development of healthy lifestyles for target children and their families
 - parents’ understanding of their responsibilities for their children’s safety and well-being, including their e-safety
- the effectiveness of any intervention and prevention work in protecting target children and securing their well-being
- any follow-up work and/or tracking²⁰ of children and their targeted families after they have completed courses or activities to identify sustained impact
- how well practitioners work with target children and parents, are good role models and have sufficiently high expectations and aspirations for targeted families
- the effectiveness of the care, guidance and support that the centre and its partners provide
- how the centre facilitates opportunities to volunteer, to contribute to the running of the centre and to develop formal and informal networks of support.

Grade descriptors – the quality and impact of practice and services

Note: these descriptors should not be used as a checklist. They must be applied adopting a ‘best fit’ approach that relies on the professional judgement of the inspection team.

²⁰ Tracking is used here to mean monitoring of the effectiveness and impact of the centre’s work.

Outstanding (1)

Meets or exceeds all the requirements for a good judgement and in addition:

- Services are excellent because they are having significant impact on almost all of the targeted families and the centre is remorseless in seeking engagement with those most in need.
- Almost all target parents identified as needing to develop and extend their parenting skills attend parenting courses and the centre's data show the vast majority of their families have improved lives
- The centre's monitoring data and information show that almost all young children attending the centre's early years provision or other formally linked provision in the community make exceptional progress in being prepared for school and any gaps in educational achievement are reducing rapidly.
- The centre makes highly effective use of target individuals' existing skills and interests and inspires them to make significant gains in their personal development.
- Partnership working and integrated service delivery are exemplary.
- Professional practice is highly effective and innovative; practitioners are reflective, learn from contemporary research and theory and make a significant contribution to the centre's continuous improvement.

Good (2)

- Planning, observation, assessment of progress and tracking are effective and demonstrate a clear focus on improving outcomes and reducing inequalities for a majority of young children and targeted families.
- Tracking shows that a large majority of children from target groups have made good progress from their individual starting points in their personal, social and emotional development, physical development and communication and language skills so that most children are working within age-related expectations when starting school.
- A large majority of targeted families in the area identified as needing to develop and extend their parenting skills complete appropriate courses²¹ and tracking shows the positive impact of the course on family life.
- Almost all adults supported by the centre develop a good understanding of their responsibilities for their children's well-being and how to ensure the

²¹ This may include evidence-based parenting programmes and/or other forms of family and parenting support that are aimed at developing and improving parenting skills and reducing incidents of harm or injury to children.

safety of their families. Data show that targeted intervention, prevention and early help provided through the centre or partner agencies have a significant and positive impact on children.

- The centre provides access to high-quality services for most adults identified as needing help to acquire the learning, training, qualifications and advice necessary to improve their economic stability and chances of employment. A large majority of adults who access courses complete them and tracking shows that targeted adults improve their literacy, numeracy and/or language skills and/or the qualifications or skills needed to improve their chances of employment.
- Almost all of the centre's health-specific targets are met as a result of services provided directly by the centre, or by services provided by partner agencies.
- The centre provides effective support, advice and training which is improving the quality of linked early years provision in the local area.
- Effective cooperation and data/information sharing between professionals ensures assessment is robust. As a result, a large majority of families in target groups receive the help they need, including from more specialist services, in a timely manner.
- Assessments of need, case files and records are maintained to a high standard, are up-to-date and reflect the targeted families' views and wishes and the involvement of other professionals.
- The centre is a hub for the community and a majority of parents from target groups actively contribute to the development of activities. They also volunteer in the centre and local community, establish their own informal networks of support and contribute new ideas. Achievements are regularly celebrated and individuals are encouraged to build on these in order to improve their life chances.
- An appropriate balance of universal and targeted services successfully engages a large majority of families in the area and makes a good contribution to their personal development and well-being.

Requires improvement (3)

- Does not meet the grade descriptors for good.

Inadequate (4)

The quality and impact of practice and services is likely to be inadequate if **any** of the following apply:

- The centre fails to track and monitor the quality and impact of the services

it delivers and does not sufficiently identify the outcomes it intends to meet.

- The centre fails to develop and extend the parenting skills of at least a minority of adults from targeted families and/or fails to identify those adults who would benefit most from help and support.
- The centre does not help to promote improvement in formally linked early years provision in the area and/or act as a hub or focus for community services for families with young children effectively.
- The centre is not effective in its intervention and prevention work and does not protect target children and secure their well-being. This includes their readiness for school and the development of healthier lifestyles.
- Partnership working is not sufficiently established to enable accurate and precise assessments that identify targeted families' needs or demonstrate the impact of services.
- Practice is poor and inconsistent, and planning, observation and assessment do not demonstrate how services are adjusted or adapted to engage target families and improve their outcomes.

The effectiveness of leadership, governance and management

128. Inspectors must evaluate how efficiently and effectively the centre is managed and examine the impact of leaders at all levels, including the centre's governance, the local authority and any private, voluntary or independent provider the local authority has commissioned to run the centre on its behalf.

129. Inspectors must evaluate and report on:

- the effectiveness of governance, leadership and management
- the effectiveness of the monitoring of the centre's performance
- the effectiveness of the centre's policies and procedures, including those for safeguarding and staff recruitment and vetting
- the availability of resources and services to meet young children and families' needs.

130. When evaluating the quality of leadership, governance and management, inspectors must consider:

- how the local authority, any private, voluntary or independent provider the local authority has commissioned to run the centre on its behalf, governors and centre leaders use evidence and robust data to set and agree on performance and outcome measures that can reduce inequalities and improve the lives of families in their area
- the challenge provided by local authorities and how this contributes to improved performance

- the effectiveness of strategic partnerships, including any service level agreements or joint and collaborative working, intended to ensure that the centre is able to deliver, commission or make other appropriate arrangements for children and families
- the rigour and effectiveness of self-evaluation systems used to inform the centre's priorities and set challenging targets for improvement; this includes how any information from complaints is used to drive up service improvement
- the extent to which staff delivering the centre's services are appropriately qualified, drawn from a range of professional backgrounds and the effectiveness of systems for supervision, performance management and the continuous professional development of staff
- the quality and effectiveness of the centre's training plan including the extent to which continuous professional development and performance management are linked to centre priorities, the effectiveness of the policies, procedures and practices in place, including those for staff recruitment and vetting and safeguarding and promoting the welfare of young children, including their e-safety
- the effectiveness of monitoring of target groups to ensure the removal of any perceived inequalities and/or barriers to engagement
- the extent to which families contribute to the centre's performance and delivery, for example through advisory boards
- how the centre knows that children and families are satisfied with the centre and its services and how well their views are taken into account to improve access and to shape services
- the extent to which resources are used effectively and efficiently to meet agreed local priorities and the needs of targeted children and families living in the area including the level of innovation in attracting new resources and/or services
- the extent to which those targeted parents who have accessed the centre's services and achieved positive outcomes for themselves and their families encourage other parents to use the centre's services.

Grade descriptors – the effectiveness of leadership, governance and management

Note: these descriptors should not be used as a checklist. They must be applied adopting a 'best fit' approach which relies on the professional judgement of the inspection team.

Outstanding (1)

Meets or exceeds all the requirements for a good judgement and in addition:

- Highly effective leadership, strong partnership working and a shared pursuit of excellence in all of the centre's activities has led to notable improvements in access, practice, provision and outcomes, or has built on previously outstanding performance.
- Self-evaluation, performance management, staff supervision and professional development opportunities are exemplary and used astutely to drive continuous improvement within the centre and for early years settings the centre supports in the local community.
- Acutely sensitive, integrated and inclusive practice celebrates diversity and makes an excellent contribution to the development of harmonious relationships and social integration in the local community.

Good (2)

- The local authority, any other relevant agencies and the centre agree and implement appropriate, precise and challenging outcome and performance measures, based on a secure and accurate analysis of the needs of targeted families in the centre's area, and have ambitious aspirations for them. A very large majority of performance measures are met and lead to sustained and demonstrable improvements for families, especially those in target groups.
- Governance arrangements are well-embedded, provide effective challenge and are demonstrably driving the centre's continuous improvement.
- There are effective service level agreements and other protocols in place at strategic and local levels to enable good cooperation and information sharing between the centre and its partners. Leaders monitor cross-agency partnerships to make sure there are no barriers to information sharing or access to the services families need, and this contributes to good or strongly improving outcomes for those families most in need.
- The culture of safeguarding is embedded and robust policies, procedures and practices are in place and ensure that safeguarding and the welfare of children remain at the forefront of the centre's purpose. The centre works collaboratively with partners to reduce the risk of harm to children successfully.
- Parents and children are consulted about their needs and any changes to services. Most centre users are fully involved in the design and development of services, contribute to decision-making about key priorities for the centre and encourage other parents to use the centre's services. They report a consistently high level of satisfaction with the quality and the

ability of services to meet their needs and improve outcomes for them.

- There are effective arrangements for evaluation and improvement of services and activities including those delivered by partners. Parents, children and practitioners all contribute to an evaluation of the centre and the outcomes of evaluation are used systematically and in a timely way to shape service developments and improvement.
- Data and management information, including that from consultations, concerns and complaints, are used well to deliver continuous improvement and sustain high-quality provision that is sensitive to the diverse needs of the local community.
- Performance management and professional supervision are well established and consistently applied across all aspects of the centre. Poor and mediocre performance is swiftly identified and tackled and further training and professional development opportunities identified and secured.
- Financial resources available to the centre are well deployed through effective partnership working, integrated service delivery and innovative practice. Resources are used effectively and efficiently to allow the centre to meet its targets and improve outcomes for those in most need.

Requires improvement (3)

- Does not meet the grade descriptors for good.

Inadequate (4)

Leadership governance and management are likely to be inadequate if **any** of the following apply.

- Leaders and governors are not meeting their legal obligations
- Safeguarding arrangements are poor. There is a limited focus on preventative services and family-centred support that may lead to a failure to respond to some children and families in need of services.
- Performance and outcome measures do not cover all the identified priorities; priorities are not sufficiently identified and measures lack sufficient challenge, and as a result outcomes are not improving fast enough to narrow life chance gaps for target groups. There are insufficient data to demonstrate that targets are met, including data from key partners.
- Governance arrangements are weak and do not provide sufficient challenge to the centre and/or there is little evidence of shared ambition and priorities, resulting in a lack of integrated services that meet the needs and requirements of the range of families within the local area, particularly those in most need.

- There is limited strategic direction to partnership working resulting in some barriers to integrated working and the sharing of information so that needs may not be identified.
- Senior leaders cannot convincingly demonstrate they are monitoring the quality of services and performance. There is little evidence that parents are consulted about priorities and their views are not always taken into account when implementing changes.
- Resources and services are insufficient to meet identified priorities and resources are not being maximised resulting in insufficient capacity to meet the needs of targeted young children and families.

Overall effectiveness

131. Inspectors should make overall effectiveness the final judgement taking into account the three key judgements.
132. To reach an overall judgement, inspectors will consider whether the centre is meeting its legal requirements to make sufficient early childhood services available to parents and prospective parents in its reach area/locality, including making some activities available on site.
133. They will consider the difference the centre makes to the young children and families in the local area it serves. Inspectors will then decide whether the centre's overall effectiveness is outstanding, good, requires improvement or is inadequate.
134. When coming to this judgement, inspectors must also consider:
- the effectiveness with which the centre makes arrangements for targeted families to access the services they need in order to improve children's well-being
 - the quality of universal and targeted services and the impact they have on outcomes for targeted young children and their families
 - the effectiveness of governance, leadership and management in meeting their duties, monitoring performance and making sufficient resources available to meet the needs of young children and families in the area.
135. Where the inspection is of a children's centre group, inspectors must consider any differences in access to or the quality of provision and services across the different centres in the group and the impact of these on the overall needs of families across the group's reach area/locality.
136. Where the inspection includes consideration of shared services across a number of centres working collaboratively, inspectors must take into account how each individual centre identifies the families that need the shared services and how it helps families to access those services.

Grade descriptors – overall effectiveness

Note: these descriptors should not be used as a checklist. They must be applied adopting a 'best fit' approach which relies on the professional judgement of the inspection team.

Outstanding (1)

- The centre's practice consistently reflects the highest aspirations for all children and their families and in particular those in target groups and, as a result, inequalities are reducing rapidly.
- All three key judgements are outstanding. Exceptionally one of the key judgements may be good and rapidly improving and all other key aspects of the centre's work are good or outstanding.

Good (2)

- The centre's practice enables most targeted children and their families to access good-quality services that improve children's well-being and achieve the centre's stated outcomes.
- Other key aspects of the centre's work are likely to be at least good.

Requires improvement (3)

- The centre's practice is not yet good because one or more of the key aspects of the centre's work, or its leadership and management, require improvement.
- It is likely that no key judgement is inadequate.

Inadequate (4)

- The centre is likely to be inadequate if inspectors judge one or more of the key judgements as inadequate.

Annex A. Terminology

Advisory board: a group of persons who represent the interests of the children's centre users. The role of advisory board members is to provide advice, assistance and challenge to centre leaders in order to ensure that the children's centre operates effectively and efficiently and fulfils its remit.

Childcare Act 2006: the law that sets out:

- duties on local authorities to improve outcomes for children and to ensure access to information about childcare provision in their area
- the legal provisions for the regulation and inspection of provision for children from birth to age 17
- the Early Years Foundation Stage – the framework for the delivery of quality integrated care and education for children from birth to the 31 August following their fifth birthday.

Children's centre inspection types: for the purposes of inspection, children's centres may be organised as:

- a children's centre group
- single centres.

A **children's centre group** has shared leadership and management **and** integrated services. Although it will consist of several centres, it is inspected as one children's centre and this will result in the publication of a single inspection report.

For the purposes of inspection, a **single centre** has one inspection and this will result in the publication of a single inspection report. A single centre:

- will normally have one main site although it may have other sites (often known as satellites) that are not centres in their own right and may open for only limited times and offer only limited services
- will offer some activities for children on at least one site
- may share particular services with other centres either through a formal or informal arrangement. We will normally refer to this as **collaborative working**.

In some cases a single centre may share management with other centres but does not offer integrated services with those centres (for example a local authority may have commissioned all phase two centres out to a third party organisation across the whole authority but each centre operates in its own right and does not share services).

Common Assessment Framework: a process whereby practitioners such as health visitors, social workers and children's centre outreach workers can identify a

child's or young person's needs early, assess those needs holistically, deliver coordinated services and review progress.

Early childhood services include: early years provision; the social services functions of the local authority in relation to young children, parents and prospective parents; health services relating to young children, parents or prospective parents; provision of assistance to parents and prospective parents for training and employment; and information and assistance for parents and prospective parents.

Early support programme: a programme for the families and carers of disabled children under five years of age. It allows families to co-ordinate the support they receive from health, education and social care professionals and organisations, and ensures they have more involvement in the care of their child and the organisation of future plans.

Early Years Foundation Stage: the statutory framework for the early education and care of children from birth to the 31 August following their fifth birthday. It includes requirements for the provision of young children's safeguarding and welfare, and their learning and development, which all providers must meet, as well as good practice guidance. The Early Years Foundation Stage must be delivered by all schools and early years settings that are registered on the Early Years Register.

Early Years Foundation Stage Profile (EYFSP): this provides parents and carers, practitioners and teachers with a summary of a child's knowledge, understanding and abilities, and an assessment of their progress against the early learning goals. It must be completed for all children in their final term in the Early Years Foundation Stage.

Early years provision: providers who are registered by Ofsted to care for children in the early years age group. These include:

- maintained and independent schools, including academies, directly responsible for provision for children from birth to the age of three or where no child attending the provision is a pupil of the school
- childcarers, such as childminders, day nurseries, pre-schools, wrap around provision and private nursery schools, which provide for children in the early years age group.

Employability programmes: short learning programmes aiming to help unemployed learners into work. Terms used for unemployed people on benefits include: work-related activity group (WRAG), jobseekers allowance (JSA) and employment support allowance (ESA).

E-safety: in the context of an inspection, e-safety may be described as the centre's ability to protect and educate children and staff in their use of technology.

Families includes: parents and young children, and prospective parents and carers including wider family members.

Inspection services provider (ISP): inspection services providers are external organisations contracted by Ofsted to provide Additional Inspectors, administrative support on inspection, the collation of pre-inspection information for inspectors via a portal, quality assurance and production of reports, and post-inspection evaluation by providers.

Inspections of childcare and/or early education: inspections of the Early Years Foundation Stage or requirements of the Childcare Register provided directly by a centre or by schools and settings working in partnership with the centre. It does not refer to all inspections of childcare and early years in the reach area of the centre.

Joint observations: an opportunity for senior centre staff to observe a particular activity session, course or other piece of work with an inspector, and discuss key findings from this.

Key contact: usually a senior member of the centre's staff who has been designated to provide the vital key link between the children's centre and the inspection team. The key contact is usually the centre leader and he/she is usually the person invited to attend team meetings. In addition this person undertakes other critical tasks throughout the inspection related to the organisation of inspection timetables and activities and the evidence base that inspectors require. Where there is an inspection of more than one centre operating as a group or a simultaneous inspection of single centres, each centre may have a named contact who liaises with a named inspector.

Locality: a geographical area that is usually a smaller unit than the local authority as a whole (unless the local authority is a very small unitary authority). For the purposes of inspection, the locality is the area within the local authority that the inspection team covers. Where possible, inspections of centres in a locality will happen simultaneously allowing for the sharing of some evidence and inspector resource. Inspection in a locality may consist of:

- one or more children's centre groups
- merged or supercentres (where two or more centres have merged to have a large reach area)
- up to five single centres (this may be a collaborative arrangement)
- a reach area of around 3,000
- any combination of these depending on local authority arrangements.

Parents: include fathers, mothers, carers and other adults with responsibility for looking after a child, and prospective parents.

Reach area (may be abbreviated to 'area'): a designated geographical area within the local community which is the centre's catchment area.

School readiness: refers to how well prepared a child is to succeed when s/he starts school, and the extent to which s/he has acquired the skills, abilities and knowledge needed to make the most of the school curriculum.

Stakeholder: a person, group or organisation who has an interest or concern in the children's centre.

'Stand-alone': is used to describe the inspection of one single centre only, where circumstances mean that it is not possible to inspect it simultaneously alongside a number of other single centres in the same locality.

SureStart_On: the main source of information for scheduling is the SureStart_On database managed on behalf of the Department for Education.

Target groups: refer to the groups and families the centre identifies as having needs or circumstances that require particularly perceptive intervention and/or additional support. The following list is not exhaustive and does not imply that young children or families in any of these categories require additional support. The target groups will vary according to the centre's identification of its community and their needs but in any particular centre may include:

- lone parents, teenage mothers and pregnant teenagers
- children from low income backgrounds
- children living with domestic abuse, adult mental health issues and substance abuse
- children 'in need' or with a child protection plan
- children of offenders and/ or those in custody
- fathers, particularly those with any other identified need, for example, teenage fathers and those in custody
- those with protected characteristics,²² as defined by the Equality Act 2010
- adopted children and adopter families
- children who are in the care of the local authority (looked after children)
- children who are being cared for by members of their extended family such as a grandparent, aunt or older sibling
- families identified by the local authority as 'troubled families' who have children under five
- families who move into and out of the area relatively quickly (transient families), such as asylum seekers, armed forces personnel and those who move into the area seeking employment or taking up seasonal work

²² Children and families with protected characteristics may include: those for whom English is an additional language; those from minority ethnic groups; those from Gypsy, Roma and Traveller families; those from lesbian, gay and transgender families.

- any other vulnerable groups or individual families including those young children and families identified as at risk of harm by other services – such as adult social care, schools, police and health services.

Tracking: the actions and strategies that leaders and managers employ to monitor the effectiveness and impact of a centre's work. For example this may include using local data/compiling centre data that identifies the number of families living in the local area, using the centre, attendance at activities and follow up monitoring of children and adults to determine whether there has been any longer term impact of their engagement with the centre.

Two-year-old progress check: a short written summary of a child's development in the three prime learning and development areas of the Early Years Foundation Stage. It must identify the child's strengths and any areas where the child may have developmental delay including the strategies and activities needed to address the concerns.

Universal services: services that are available to all families in an area who wish to use them.

Wider community: refers to all families in the reach area, including those who may not use the centre or benefit from its services.

Young children: refers to children aged under five years.

Annex B. Sources of evidence

This guidance is not exhaustive but it is intended to direct inspectors to the range and types of qualitative and quantitative evidence that centres should make available for them to form a view on, no matter what the configuration of children’s centres might be.

Types of evidence may include:

- opportunities to assess the quality of practice and services through direct observations
- discussions with parents and children, practitioners, service leaders/managers and partners
- documentation and records of:
 - commissioning arrangements, protocols and service level agreements and working arrangements with key partners/agencies
 - individual case planning/ studies; records of the centre’s specific interventions; monitoring and review of plans; tailoring of individual activities in response to identified needs
 - policies and procedures, including those relating to any statutory requirements (for example for safeguarding)
 - levels of parental satisfaction as shown through the centre’s satisfaction surveys
 - notes of meetings or focus groups (for example minutes of meetings including joint management meetings, the advisory board, parents forums and meetings with the local authority)
 - quality improvement arrangements including self-evaluation and action planning (including any action planning in relation to any previous Ofsted inspections).
- data and performance monitoring information showing:
 - the total number of families with young children living in the centre or centre group area
 - the percentage of families with children under five years living in the area who are registered with the children’s centre or another centre
 - the percentage of families with children under five years living in the area who are identified as being in most need of help and support and who have sustained appropriate levels of engagement/contact with the centre
 - an analysis of participation rates, attendance levels and reach of services
 - the percentage of children taking up funded early education places, including those in target groups, and in particular take up of places for disadvantaged two-year-olds, in provision that is judged as good or outstanding

- any evidence of outcomes from two-year-old assessments where these are in place
- the percentage of children from target groups who achieve good levels of development in the Early Years Foundation Stage Profile
- the percentage of parents from target groups completing parenting or other identified programmes including those designed to safeguard children
- the percentage of parents from target groups who complete training or education programmes
- the percentage of parents from target groups engaged in activities or programmes that raise aspirations and improve their chances of gaining employment
- any evidence showing whether parents enter employment as a direct result of completing education and training programmes and whether this employment has been sustained over time
- take up rates for advice and guidance/other activities aimed at improving economic wellbeing such as debt counselling
- the percentage of children being breastfed at six to eight weeks and sustained over time
- the percentage of children in the reception year who are a healthy weight
- evidence from health data and the take up of other services promoting healthy lifestyles for example smoking cessation and substance misuse.

Annex C. Expressing proportions in words

Proportion	Description
97–100%	Vast/overwhelming majority or almost all
80–96%	Very large majority, most
65–79%	Large majority
51–64%	Majority
35–49%	Minority
20–34%	Small minority
4–19%	Very small minority, few
0–3%	Almost no/very few

Subsidiary guidance

Supporting the inspection of children's centres

Inspectors should use this guidance during children's centre inspections in conjunction with the *Children's Centre inspection handbook* and the *Framework for children's centre inspection*. It is designed to provide additional guidance on particular aspects of the children's centre inspection.

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Introduction

This document provides subsidiary guidance for inspectors who carry out children's centre inspections from May 2013. It includes further guidance in assessing and evaluating different aspects of the centre's work and is applicable to all centres. This document should be read in conjunction with the *Children's centre inspection handbook*¹ and the *Framework for children's centre inspections*.²

Assessing the extent to which the centre helps parents and carers to develop and extend their parenting skills

1. Inspectors must consider the extent to which the centre enables parents and carers to improve the skills they need to bring up children and do their best for them. Most centres offer evidence-based parenting programmes³ as a key part of their early intervention, prevention and safeguarding strategies.
2. When coming to a judgement about the impact and quality of the centre's support for parents and carers, inspectors will form their view by drawing on a range of evidence gathered through: observation; case files; discussions with parents and carers who have/are participating in parenting programmes; discussions with staff and partners; and programme review and evaluation documents including tracking, attendance and completion rates.
3. Inspectors must consider:
 - the effectiveness of family-based interventions including outreach work
 - whether work with parents and carers and any parenting programmes are based on the needs analysis of the reach area and:
 - target mothers, fathers and other primary carers
 - recognise the variety of family structures in the locality the centre serves including any specific social, cultural and economic factors which affect the way in which parents and carers carry out their roles.
 - whether the centre and its partners have identified the right parents and carers to participate in the programme(s)
 - whether parents and carers are actively involved in agreeing, monitoring and evaluating their individual goals and outcomes

¹ *Children's centre inspection handbook*, Ofsted, 2013; www.ofsted.gov.uk/resources/130056.

² *The framework for children's centre inspections*, Ofsted' 2013; www.ofsted.gov.uk/resources/130057.

³ Evidence-based parenting programmes applies to those programmes where research and evaluation has been undertaken which proves that the strategies and approaches used are effective and therefore most likely to have a positive impact on families. Centres often deliver bespoke parenting packages; the staff who deliver these will have undertaken a programme of accredited training in order to deliver them. It is not for inspectors to judge the suitability and content of any particular commercially available package or programme the centre employs.

- whether the delivery methods and approaches the centre uses are engaging parents and carers and maintaining their interest and participation so that most of them complete the programme
- whether staff receive appropriate training and supervision
- whether the centre's evaluation documents and individual feedback/case studies indicate that as a result of participating in the programme parents and carers:
 - report increased levels of confidence in their ability to cope with the common experiences of parenting
 - feel able to manage relationships with their children and other family members more effectively
 - have a better understanding of their child's emotional needs and how to create a supportive and nurturing home environment
 - are interested in and know how to encourage and stimulate their child's learning and development
 - feel able to manage their child's behaviour
 - have an increased understanding of how to keep their child safe from harm.

Assessing early help

4. Addressing problems early, rather than reacting to the symptoms of problems later on, leads to better outcomes for children and is cost effective. Effective early help means ensuring that the right families are getting the right help at the right time. Although the earliest years of a child's life are critical to their future wellbeing, 'early' help, in this context, means providing support as soon as problems arise, at any stage in a child's life.
5. Inspectors must consider the extent to which the centre provides effective services to those families most in need of help and support. Effective early help relies upon children's centres, working closely with other key agencies such as health and social care to:
 - identify those children and families that would benefit from early help
 - undertake a comprehensive assessment of the need for early help
 - provide targeted early help services to address the assessed need and improve outcomes.
6. When assessing the quality of targeted work with families inspectors will form a view by drawing on a range of evidence gathered through case tracking, discussions with parents and carers who have experienced support, evaluations of early help services that demonstrate impact and discussions with local authority and centre managers, staff and partners.

Case tracking

7. Inspectors will select cases to track from the list provided by the centre (see pages 19 and 20, *Children's centre inspection handbook*⁴). Case files are only one aspect of case tracking. Inspectors will enhance their understanding of the child's experience through evidence from other sources, such as discussions with the child and the family, the centre worker or other professionals. Case files (either electronic or paper-based) may be examined and reviewed with a relevant member of the centre's staff, using their knowledge of the case, file structure and recording systems. Inspectors will select a range of children to track, which may include:
- children identified by the centre as in need of additional support but who do not meet the threshold for children's social care. This would include those children or families being supported through early help assessments, such as the use of the Common Assessment Framework (CAF)⁵
 - children who are assessed by social workers as no longer needing a child protection plan or child in need plan, but who may have continuing needs for help and support
 - cases where the centre is working alongside social workers to provide a specific service, for example, as part of a child protection or care plan
 - disabled children
 - children from identified target groups that the centre has specifically identified in its self-evaluation, such as those living with parents and carers with mental health issues, domestic violence and parents and carers who misuse substances.

Effective assessment, planning and review

8. As part of case tracking, inspectors will evaluate whether assessments carried out by the centre are used effectively to identify needs and match families to the appropriate services. Inspectors will consider whether:
- early help assessments, such as the Common Assessment Framework (CAF), identify what help is needed to prevent needs escalating to a point where there is a need for children's social care to become involved
 - the assessment is undertaken with the agreement of the family and involves them as well as the professionals

⁴ *Children's centre inspection handbook*, Ofsted, 2013;
www.ofsted.gov.uk/resources/130056.

⁵ *Working Together to Safeguard Children*, 2013 refers to 'early help assessments, such as the Common Assessment Framework (CAF) assessment'. Local authorities may have developed their own form of early help assessment:
www.education.gov.uk/aboutdfe/statutory/g00213160/working-together-to-safeguard-children.

- the assessment is clear about the action to be taken and services to be provided, including timescales, and ensures that services are coordinated and not delivered in a piecemeal way
- the assessment leads to the delivery of effective, evidence-based and easily accessible services to the family without undue delay
- regular reviews are carried out to ensure that real progress is being made – families should not be drifting without any evidence of improving outcomes
- services that are being delivered to parents and carers are appropriately evaluated to demonstrate the impact they are having on outcomes for the child.

Assessing school readiness⁶

9. Inspectors will look for evidence that demonstrates:

- the role of the centre in promoting quality in early years provision in the locality it serves and
- the extent to which the centre ensures that the early education and childcare providers it refers families to have been judged as 'good' or 'outstanding'
- the extent to which the centre is making arrangements for children to take up the free entitlement to early education and especially the families of disadvantaged two-year-olds
- how well the centre:
 - works with any linked partners providing the free entitlement in order to share information about children and contribute to assessments
 - works with families, providers and other professionals to obtain help and support where the two-year-old check or other assessments identify intervention is needed to help children meet or exceed expectations
 - monitors the progress at age two and age five of children who have used the services of the children's centre, and assesses the impact of the centre on their progress
 - assesses the impact of its actions to improve services

⁶ All children aged three and four and a percentage of disadvantaged two-year-olds are entitled to 15 hours a week of free early education in registered provision, a school or academy. Registered provision and schools must carry out formative assessments and complete a written summary of each child's progress at age two (the two-year-old progress check) and the Early Years Foundation Stage Profile in the term before a child's fifth birthday. These assessments will only take place in children's centres that have registered provision or a maintained nursery school. School readiness refers to how well prepared a child is to succeed when s/he starts school, and the extent to which s/he has acquired the skills, abilities and knowledge needed to make the most of the school curriculum.

- uses local authority information about the overall outcomes for children in the Early Years Foundation Stage Profile (EYSP) in the locality, and works with local schools, settings, and the local authority to reduce inequalities between groups of children.

Two-year-old funding

10. From September 2013, around 20% of disadvantaged two-year-olds will be entitled to 15 hours a week of free early education in registered provision, a school or academy. From September 2014, the Department for Education will introduce new eligibility criteria, so that 40% of all two-year-olds in England will be eligible. This gradual increase of funding is to allow authorities time to build quality and capacity, particularly in disadvantaged areas.
11. In 2012–13 this funding is being allocated to local authorities through the Early Intervention Grant, who will make decisions about how much to spend on local needs and priorities. From 2013–14 funding for two-year-olds will be included within the Dedicated Schools Grant – this means that it will be ring-fenced for spending on education.
12. Local authorities are free to make their own decisions about how much to spend on local needs and priorities. They are charged with increasing investment in early education for two-year-olds over the next two years.
13. It is expected that Sure Start Children's Centres will play a lead role in promoting the free entitlement to the parents and carers of two-, three- and four-year-olds as well as supporting families so that those who stand to benefit most take full advantage.
14. With this in mind, inspectors must consider and take account of how well a centre or group of centres provides or facilitates arrangements for targeted children to take up the free entitlement to early education, especially disadvantaged families with two-year-olds.

The quality of statutory school provision or registered early years provision linked with, or provided by, the centre

15. Where relevant, findings from inspection of registered early years and/or childcare provision and/or linked maintained nursery schools, academies or primary schools will contribute to the children's centre inspection judgements.
16. When considering the relevance of inspection judgements about local maintained nursery schools, primary schools, academies and registered early years settings, inspectors will need to establish the extent to which services are linked, either through direct management, commissioning, service level agreements (including shared staffing) or looser partnership arrangements.
17. Where the centre delivers early education and childcare directly, the quality of its provision will contribute directly to the centre's judgements, including the

overall effectiveness judgement. The inspection of registered early years provision may, where applicable, be inspected at the same time.

18. Where there is shared management and/or services with linked provision, inspectors should make a professional judgement about the extent of the centre's direct management of those services and the impact this has on the centre's inspection judgements.
19. Where inspectors establish that there are only informal links and there is no shared management and/or services with school or pre-school institutions, their own Ofsted inspection judgements may have very little impact on judgements about the children's centre.
20. In any event inspectors will still wish to evaluate:
 - the effectiveness of partnership working to support the learning and development of local children and families
 - how the centre ensures that it signposts families to early years provision that is good or better
 - transitions for children between the centre, settings and schools.

Assessing adult learning and the provision of adult services

21. Inspectors must consider how well the children's centre helps parents and carers of young children, and prospective parents and carers, to access adult services, the use of these services and the impact they have on improving families' lives. This includes improvements to parents and carers' aspirations, personal skills, self-confidence and parenting skills. The range of additional services available to parents and carers and prospective parents and carers that inspectors will consider may include:
 - parenting programmes and/or other forms of family and parenting support aimed at developing and improving parenting skills and reducing incidents of harm or injury to children
 - initial advice and guidance for example, about education and employment opportunities
 - further education or training courses
 - input from the Department for Work and Pensions (DWP) via Jobcentre Plus outreach services
 - referrals to services for substance misusers and those with alcohol or other dependencies
 - support for victims of domestic violence
 - debt advice and support, including support and advice about benefits.

Participation in adult learning and training

22. Inspectors should also consider services offered to parents and carers through partners such as DWP advisers, including any referrals to education or training through learning and skills providers as part of an action plan leading to employment. Inspectors must consider the impact of learning and training which may be offered in one or more of the following:
- discrete provision commissioned by the children’s centre to address an identified parental need, such as literacy, language or numeracy skills
 - discrete provision provided by another organisation, such as local family learning provision⁷
 - general provision at a local college, adult and community learning provider or training provider.⁸
23. Where there are arrangements with learning and skills providers to deliver adult services on site or elsewhere, inspectors should consider:
- the effectiveness of commissioning arrangements for adult learning and support
 - how effectively the children’s centre monitors the success or otherwise of commissioned adult services
 - the extent to which the commissioned provision is subject to a clear service-level agreement that is monitored as part of the children’s centre’s quality assurance or performance monitoring processes
 - the children’s centre’s knowledge about the outcomes of inspection of learning and skills providers in the reach area
 - the extent to which parents and carers’ views influence decisions about the services which are offered
 - the relevance of courses to which parents and carers are referred including:
 - the numbers of parents and carers enrolling on particular courses, how many attend regularly and how many continue to the end of the programme (attendance and retention rates)
 - the proportions of parents and carers who start particular courses and successfully achieve a qualification or the course aims (success rates)
 - how many parents and carers move onto further programmes or employment (progression rates).

⁷ This is usually part of the Adult and Community Learning provision from the local authority. Many family learning providers deliver their services in children’s centres or schools. Family learning covers many elements which range from making story sacks to help in supporting children in their learning at the pre-school or statutory school age.

⁸ This could be for specific qualifications, developing skills or preparing for employment.

24. It is important that inspectors consider how successful adults are in gaining qualifications that will help them progress to further learning or into employment. Although the number of adults participating in learning is a good indicator of access to services, the level of impact is likely to come from the percentages that achieve the intended outcome of the programme, which could be a qualification, a specified learning aim or to progress to further education or employment.

The effectiveness of partnerships with key agencies

Health services

25. Statutory guidance⁹ requires local commissioners of health services to consider the delivery of services through children's centres. Inspectors must consider the effectiveness of the centre's partnership with midwives, health visitors and other health professionals and the impact this has on improving the wellbeing of young children and their families. This may include:
- whether information and data about children's health and wellbeing held by health professionals is shared appropriately with the centre and how effective the centre is at using such information to ensure that services it delivers are targeted effectively
 - how the centre helps children and their families develop healthy lifestyles
 - the support health services give to improving the physical and emotional health and wellbeing of children and their families
 - evidence of sustained improvement against any locally agreed health targets and performance measures.

Joint observations

26. The leaders of centres being inspected will be invited to participate in a joint observation of a particular activity session, course or other type of work, with an inspector. The centre leader is at liberty to choose whether or not to accept such opportunities. The inspectors must not overload the centre and consider whether it is appropriate to do joint observations of some activities due to the sensitive nature of issues being discussed and/or the vulnerability of family members.
27. Joint observations help:
- the inspector to gain an insight into the effectiveness of the provision's professional development programme for practitioners

⁹ *Sure Start children's centres statutory guidance*, DfE, 2013;
www.education.gov.uk/aboutdfe/statutory/g00224078/sure-start-statutory-guidance.

- the inspector to assess the accuracy and quality of the provider's staff's monitoring and evaluation of practice
 - the provider to contribute evidence towards judgements about the quality of practice and learning.
28. If joint observations are undertaken, the inspector and the centre leader should agree which activities/age groups/care routines to select. After the observation they should discuss their views about the quality of practice in supporting children's care, learning and development. The inspector should not convey a view about the activity and/or care routine initially but should ask the centre leader for their view about its strengths, what would have made it better and how good it was overall.
 29. Where the quality of practice is weak, it is important that the inspector talks to the centre leader about what has been observed. The inspector should also ask about the action the centre leader is taking, if any, to bring about improvement.
 30. After joint observations, the inspector and the centre leader should agree how to manage giving feedback to the practitioner(s) and when this should take place. The inspector may observe the centre leader giving feedback to the practitioner(s) in order to evaluate the manager's assessment about the quality of practice observed and to observe how s/he conducts and delivers the feedback.
 31. If centre leaders offer a written record of the observation, the inspector should look at this. Any differences in the analysis of practice should be explored. Following a joint observation, the inspector should record evidence in the usual way. Any comments about the quality of the centre leader's evaluation should be included on the inspector's evidence. Notes made by the centre leader should not be taken away or included within the evidence base.
 32. Following the joint observation the inspector should record evidence on an evidence form. Any comments about the quality of the centre leader's evaluation should be included in the inspector's evidence.
 33. Where it is not possible to carry out joint observations, the inspector may wish to engage in observation of a specific activity planned by a practitioner, and discuss with them the aims of the activity and the learning intentions. The inspector should follow this up with a further discussion about what the child/family has learnt and the next steps.

Performance management and professional development

34. Inspectors should consider the role of the centre's leaders, the advisory board, any commissioned provider and the local authority in managing the performance of staff at the centre. In particular inspectors should consider:

- how effectively the centre’s leaders use performance management and the centre’s self-evaluation and improvement plan to focus staff professional development activities, including:
 - analysis of the impact of professional development on practice and services
 - evidence of improvements and adjustments to the centre’s services over time and improvements in processes for observing, tracking, monitoring and analysing the impact of its services
 - scrutiny of the centre’s records on, and evaluation of, professional development
 - evaluation of the impact of the support and professional development provided for new staff
 - discussions with senior and other staff and key partners (as evidenced by minutes of meetings for example)
 - analysis of information from staff and parental questionnaires, where available
- how effective the advisory board, commissioned provider, or the local authority where it manages centres directly, are in managing the centre’s leader and whether they have an oversight of the performance management of all centre staff
- how effective the local authority is in managing the performance of staff at the centre including:
 - the performance measures it sets for the centre
 - key performance indicators it sets in relation to staff
 - its monitoring and evaluation of the centre and its impact.

Ensuring that young children and families are safe

35. Safeguarding is a priority. Safeguarding practice and guidance is underpinned by a duty for children’s centres to cooperate with relevant agencies to safeguard and promote the welfare of children.
36. Guidance for centres on safeguarding is set out in a number of places. Centres have access to the *Sure Start children’s centres statutory guidance* document pages 18–19.¹⁰ In addition, if a centre directly delivers early years provision it must meet the requirements set out in the *Statutory Framework for the Early Years Foundation Stage*.¹¹ If a centre is also a maintained nursery school, it

¹⁰ *Sure Start children’s centres statutory guidance*, DfE, 2013;
www.education.gov.uk/aboutdfe/statutory/g00224078/sure-start-statutory-guidance.

¹¹ *Statutory Framework for the Early Years Foundation Stage*, DfE, 2012;
www.education.gov.uk/aboutdfe/statutory/g00213120/eyfs-statutory-framework.

must follow the guidance in *Safeguarding children and safer recruitment in education*.¹²

37. Inspectors should check the centre's record to ensure that adults working with young children and families are appropriately recruited and vetted. Other evidence will come from discussions with centre leaders, advisory board representatives, governor representatives and other staff which explore management responsibilities for child protection and the training and support for safeguarding.
38. There is no need to spend excessive amounts of time checking policies and detailed procedures and protocols unless a significant concern is identified.
39. It is important though, that inspectors observe the centre's approach to safeguarding on a day-to-day basis. Inspectors should observe the young children and families using the centre's services and discuss with them whether the centre helps to keep them safe, encourages them to adopt safe and responsible practices, and to deal sensibly with risk. Inspectors should include e-safety in their discussions, covering topics such as safe use of the internet and social networking sites and the measures the centre takes to promote safe use and combat unsafe use. There are mechanisms in place to alert inspectors to any formal notifications regarding safeguarding issues about a centre through the Provider Inspection Portal (PIP). **Inspectors must check PIP before every inspection begins.** However, there may be other information that Ofsted is unaware of that is in the public domain and reported in the press. Inspectors should therefore also conduct a brief internet search as part of their pre-inspection planning to see whether there are any safeguarding issues that may need to be followed up during inspection. When evaluating the effectiveness of a centre's safeguarding procedures, inspectors should also ask whether there have been any recent safeguarding incidents.

Inspecting safeguarding:

40. The inspection of safeguarding contributes to two key judgements:
 - the quality and impact of practice and services
 - the effectiveness of governance, leadership and management.
41. When coming to a judgement about the quality of practice, inspectors must consider how the centre's work with its partners and target groups:
 - secures appropriate interventions for children who may be at risk
 - helps parents and carers to develop and extend their parenting skills

¹² *Safeguarding children and safer recruitment in education*, DfE, 2006; www.education.gov.uk/aboutdfe/statutory/g00213145/safeguarding-children-safer-recruitment.

- increases families' understanding of how best to keep their children safe.
42. Inspectors must consider how well partnerships with other agencies including local authority children's services teams, health professionals and other agencies connected with the families are effective in working together in the best interests of the child.
43. Inspection of the centre's safeguarding policy and procedures, and recruitment policy and procedures, contribute to the judgement on leadership and management. Inspectors must consider:
- all staff's knowledge of the procedures to be used to report potential child protection concerns to the local authority and/or police
 - whether staff receive appropriate training and support that enables them to recognise signs of abuse including child abuse, domestic violence and issues or concerns arising from certain cultural practices such as female genital mutilation
 - how staff are enabled and supported to deal with vulnerable children and families, through effective supervision and management
 - recruitment and vetting procedures including systems for recording the checks carried out and the referral of concerns about staff members.

Serious incidents that should be referred to in a published inspection report

44. There have been a small number of instances in recent years when Ofsted has become aware of an investigation by another agency into a serious incident or of serious allegations involving a setting or provider that we are inspecting. It has been agreed that in future, where relevant, inspection reports should make a brief reference to such a situation, without going into such detail that it would risk prejudicing the outcome of the investigation or identifying individuals who may be wholly innocent of the alleged wrongdoing. Any references will be confined to the most serious incidents, such as the death of a child or a serious safeguarding failure, or allegations of serious fraud. Information about investigations or previous serious incidents should be signposted to inspectors via the relevant inspection service provider portals. Inspectors should avoid making any reference to a serious incident if there is any possibility that doing so would prejudice such an investigation or prejudice the outcomes, breach confidentiality or where the reference could risk identifying individuals subject to or related to the investigation.
45. Inspectors should note that the restrictions in this guidance apply to what may be reported in the published inspection report about active external investigations, not to what may be included as lines of enquiry in the inspection. Inspectors are required and remain free to comment upon any matter they think is relevant to the quality of the care provided as long as it is based on the inspection evidence.

46. In cases in which the serious incident does not fall within Ofsted's express inspection and regulatory powers, Ofsted may rely upon its ancillary power to do whatever is necessary or expedient for the purposes of its functions in referring to these incidents (paragraph 13 of Schedule 11 and paragraph 6 of Schedule 12 to Education and Inspections Act 2006). Ofsted has an overarching obligation to have regard to the need to safeguard and promote the rights and welfare of children in performing its functions (sections 117 and 119 of Education and Inspections Act 2006).

Qualifying concerns/incidents and the sentence to include in the report

47. The following sentences should be inserted in the 'Information about the children's centre/children's centre group' section of the report template and amended as appropriate to the concern/incident raised.
- 'Inspectors were aware during this inspection that a serious incident which occurred at the setting since the previous inspection/a serious allegation of a child protection nature is under investigation by the appropriate authorities. While Ofsted does not have the power to investigate incidents of this kind, actions taken by the setting in response to the incident(s) were considered (where appropriate) alongside the other evidence available at the time of the inspection to inform inspectors' judgements.'
 - Further guidance will be published in relation to how we reference previous safeguarding concerns/incidents where the investigation was concluded prior to the inspection.

Annex A: Useful research and publications

Research

Inspectors may wish to read about recent published research relating to the work of children's centres. Links are provided below.

Sure Start Children's Centres Census 2012 – Developments, trends and analysis of Sure Start Children's Centres over the last year and the implications for the future, 4children, 2012; www.4children.org.uk/Resources/Detail/Sure-Start-Childrens-Centres-Census-2012.

An Equal Start: Improving Outcomes in Children's Centres – An Evidence Review, UCL Institute of Health Equity, 2012; www.instituteofhealthequity.org/projects/an-equal-start-improving-outcomes-in-childrens-centres.

Early Intervention: The Next Steps (An independent report to Her Majesty's Government Graham Allen MP), HM Government, 2011; www.gov.uk/government/publications/early-intervention-the-next-steps.

Evaluation of Children's Centres in England (ECCE), Department for Education, 2012; www.education.gov.uk/publications/standard/publicationDetail/Page1/DFE-RR230.

Feasibility study for the trials of Payment by Results for children's centres, National Children's Bureau, 2011;

www.local.gov.uk/c/document_library/get_file?uuid=2b1de4a2-d99c-4747-96ed-7948e7be0b1d&groupId=10161.

The State of Neglect for Children in the UK, Action for Children, 2013;

www.actionforchildren.org.uk/policy-research/research.

Government publications

Sure Start children's centres statutory guidance, Department for Education, 2013;

www.education.gov.uk/aboutdfe/statutory/g00224078/sure-start-statutory-guidance.

Sure Start Children's Centres Core Purpose, Department for Education, 2012;

www.education.gov.uk/childrenandyoungpeople/earlylearningandchildcare/a00191780/core-purpose-of-sure-start-childrens-centres.

Ofsted publications

The framework for children's centre inspection (130057), Ofsted; 2013;

www.ofsted.gov.uk/resources/130057.

Children's centre handbook (130056), Ofsted; 2013;

www.ofsted.gov.uk/resources/130056.

Adult learning

Apprenticeships for young people (110177), Ofsted, 2012;

www.ofsted.gov.uk/resources/110177.

Tackling the challenge of low numeracy skills in young people and adults (100225), Ofsted, 2011;

www.ofsted.gov.uk/resources/100225.

Removing the barriers to literacy (090237), Ofsted, 2011;

www.ofsted.gov.uk/resources/090237.

Individualised ESOL provision: Slough Borough Council (130164) Ofsted, 2011;

www.ofsted.gov.uk/resources/130164.

Adult numeracy – a review of research, National Research and Development; Centre for Adult Literacy and Numeracy, 2010;

www.nrdc.org.uk/uploads/documents/doc_2802.pdf.

Numeracy counts – NIACE Committee of Inquiry on Adult Numeracy Learning;

National Institute of Adult Continuing Education, 2011;

<http://shop.niace.org.uk/numeracy-counts.html>.

On the up – the rewards of adult learning, NIACE, 2012;
<http://shop.niace.org.uk/on-the-up.html>.

Review of vocational education – The Wolf Report; Department for Education and Skills, 2011;
www.education.gov.uk/publications/standard/publicationDetail/Page1/DFE-00031-2011.

Early help

Working Together to Safeguard Children – A guide to inter-agency working to safeguard and promote the welfare of children 2013 contains relevant sections on early help services, including identifying children and families who would benefit from early help, the effective assessment of the need for early help; the provision of effective early help services; accessing help and services and information sharing.
www.education.gov.uk/publications/standard/publicationDetail/Page1/DFE-00030-2013

Early intervention reports by Graham Allen MP;
www.earlyinterventionfoundation.org.uk/media-centre.

Munro review of child protection: final report – a child-centred system; Department for Education; 2011;
www.education.gov.uk/publications/standard/publicationDetail/Page1/CM%208062.

Inspectors can find the latest inspection findings of local authority arrangements for the protection of children at www.ofsted.gov.uk/inspection-reports/find-inspection-report by selecting the 'region, local authority or constituency' and when asked for 'provider type' entering 'local authority'.

Employability

Skills for employment (110178), Ofsted, 2012;
www.ofsted.gov.uk/resources/110178.

Effective collaboration with Jobcentre Plus to support the local community: Diss Children's Centre (120295); Ofsted, 2012; www.ofsted.gov.uk/resources/120295.

Review of employment and skills; UK Commission for Employment and Skills, 2011;
www.ukces.org.uk/publications/review-of-employment-and-skills

UK Commission's employer skills survey 2011: England results; UK Commission for Employment and Skills, 2012; www.ukces.org.uk/publications/er46-employer-skills-survey-2011-england-results.

Building engagement, building futures: our strategy to maximise the participation of 16–24-year-olds in education, training and work; Department for Work and Pensions, 2011; www.dwp.gov.uk/publications/policy-publications/building-engagement.shtml.

Sure Start children's centre statutory guidance; Department for Education, 2013;
<http://www.education.gov.uk/childrenandyoungpeople/earlylearningandchildcare/delivery/surestart/g00224078/sure-start-statutory-guidance>.

National Careers Service: www.nationalcareersservice.direct.gov.uk

DWP: www.dwp.gov.uk.

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The Casey Review

A review into opportunity and integration

Executive Summary

Dame Louise Casey DBE CB



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All sources for the data and research in this summary report can be found in the full report of *The Casey Review: A review into opportunity and integration* at Annex C.

Foreword

Over a year ago I was asked by the then Prime Minister and Home Secretary to undertake a review into integration and opportunity in isolated and deprived communities. The integration I wanted to look at was not just about how well we get on with each other but how well we all do compared to each other.

I wanted to consider what divides communities and gives rise to anxiety, prejudice, alienation and a sense of grievance; and to look again at what could be done to fight the injustice that where you are born or live in this country, your background or even your gender, can affect how you get on in modern Britain.

I wanted to be honest about how much harder life is for some and to think about what we can do to resolve this and build more cohesive communities.

I approached this task hoping that by improving integration and the life chances of some of the most disadvantaged and isolated communities, we could also inject some resilience against those who try to divide us with their extremism and hate.

I went where the evidence took me, talking to community groups, officials and academics as well as teachers, pupils and faith leaders. Some of the meetings and conversations I had were very challenging and the stories hard to hear, but none of the 800 or more people that we met, nor any of the two hundred plus written submissions to the review, said there wasn't a problem to solve.

No review starts from a blank piece of paper, and I was grateful to all whose research and opinion I could call upon to help guide the work. This review takes and builds on all that expertise, and I hope that it does service to all those who took part.

At the start of this review, I had thought that I knew what some of the problems might be and what I might report on. Discrimination and disadvantage feeding a sense of grievance and unfairness, isolating communities from modern British society and all it has to offer.

I did find this. Black boys still not getting jobs, white working class kids on free school meals still doing badly in our education system, Muslim girls getting good grades at school but no decent employment opportunities; these remain absolutely vital problems to tackle and get right to improve our society.

But I also found other, equally worrying things including high levels of social and economic isolation in some places and cultural and religious practices in communities that are not only holding some of our citizens back but run contrary to British values and sometimes our laws. Time and time again I found it was women and children who were the targets of these regressive practices. And too often, leaders and institutions were not doing enough to stand up against them and protect those who were vulnerable.

I know that for some, the content of this review will be hard to read, and I have wrestled with what to put in and what to leave out, particularly because I know that putting some communities under the spotlight – particularly communities in which

there are high concentrations of Muslims of Pakistani and Bangladeshi heritage – will add to the pressure that they already feel. However, I am convinced that it is only by fully acknowledging what is happening that we can set about resolving these problems and eventually relieve this pressure.

None of this is easy. But too many leaders have chosen to take the easier path when confronted with these issues in the past – sometimes with good intent – and that has often resulted in problems being ducked, swept under the carpet or allowed to fester.

I approached this review with an absolute belief that we are a compassionate, tolerant and liberal country. But social cohesion and equality are not things we can take for granted; they require careful tending, commitment and bravery from us all.

In fact some of our most treasured national institutions are built on that belief; a health service that is free for all who need it, a media that exposes corruption and injustice whoever you are, and a legal system that treats everybody as innocent until proved otherwise.

So I hope that this review will be read in the same spirit with which I have tried to write it; with honesty and not shying away from the difficult and uncomfortable problems that we face.

A failure to talk about all this only leaves the ground open for the Far Right on one side and Islamist extremists on the other. These groups are ideologically opposed to each other but actually share the same goal: to show that diversity and modern Britain or Islam and modern Britain are somehow incompatible. But of course they are wrong.

We have always been at our strongest when most united. We are better for being open and inclusive as a society. Every person, in every community, in every part of Britain, should feel a part of our nation and have every opportunity to succeed in it.

There can be no exceptions to that by gender, colour or creed. Those are our rights. Those are our values. That is our history. It must be our future too.

My overriding hope is that we can work together in a spirit of unity, compassion and kindness to repair the sometimes fraying fabric of our nation.

Dame Louise Casey DBE CB

December 2016

Summary

1. In July 2015, the then Prime Minister and Home Secretary asked Dame Louise Casey to conduct a review to consider what could be done to boost opportunity and integration in our most isolated and deprived communities.
2. Despite the long-standing and growing diversity of our nation, and the sense that people from different backgrounds get on well together at a general level, community cohesion did not feel universally strong across the country.
3. The unprecedented pace and scale of population change has been having an impact, particularly in deprived areas, at a time when Britain has been recovering from a recession and concerns about terrorism, immigration, the economy and the future of public services have been running high. Problems of social exclusion have persisted for some ethnic minority groups and poorer White British communities in some areas are falling further behind. As the initial fieldwork for this review concluded, the EU referendum posed another question about our unity as a nation, sparking increased reports of racist and xenophobic hatred.
4. So it has been timely and right to step back, take stock and consider what more could be done to bring our nation together.
5. This report reflects what Dame Louise and the review team believe to be the best, most recent data to illustrate what we have seen and heard in our fieldwork. It summarises what has been drawn during the review from meetings, visits and discussions up and down the country with more than 800 members of the public, community groups, front-line workers, academics, faith leaders, politicians and others; over 200 written submissions; and a wide range of research, data and other evidence about the population and how it has changed.
6. In many cases, the report acknowledges that the available data are already feeling out of date (for example where we rely on the Census which, while comprehensive and rich, is only conducted every decade, with the most recent results coming from 2011). In others, data are not available at a sufficiently granular level to pick out trends that might exist or be emerging in smaller or newer groups in society. In general, better data and research are needed across a range of issues relating to integration.
7. The report considers immigration and patterns of settlement; the extent to which people from different backgrounds mix and get on together; how different communities – considering ethnic and faith groups in particular – have fared economically and socially; and some of the issues that are driving inequality and division in society; and it makes recommendations on what we should do next in a new programme to help unite Britain.

Why promoting integration and tackling social exclusion matters

8. In this country we take poverty, social exclusion, social justice and social mobility seriously and we do so across political divides. Creating a just, fair society where everyone can prosper and get on is a cornerstone of Britain's values.

9. This is, in part, because we know that the consequences of economic exclusion and poverty are wide-ranging and long-lasting. Children from low income families are less likely to do well in school, are more likely to suffer ill-health and face pressures in their lives that can be associated with unemployment and criminality.

10. The less integrated we are as a nation, the greater the economic and social costs we face – estimated as approximately £6 billion each year in one study.

11. We know that where communities live separately, with fewer interactions between people from different backgrounds, mistrust, anxiety and prejudice grow.

12. Conversely, social mixing and interactions between people from a wider range of backgrounds can have positive impacts; not just in reducing anxiety and prejudice, but also in enabling people to get on better in employment and social mobility.

13. Resilience, integration and shared common values and behaviours – such as respect for the rule of law, democracy, equality and tolerance – are inhibitors of division, hate and extremism. They can make us stronger, more equal, more united and able to stand together as one nation.

Our population today

14. We consider some key trends in the population and factors which indicate and affect levels of integration.

15. There were an estimated 65.1 million people living in the United Kingdom in June 2015, with the population having risen by 4.1 million between 2001 and 2011. More than half of this growth was due to immigration. Some key trends stand out over that decade:

- We are an ageing population, with increased life expectancy and the impact of a 'baby boomer' generation with higher birth rates moving into older age groups, but with ethnic minority groups generally having a younger age profile.
- We are increasingly ethnically diverse. Although eight out of ten of us identified ourselves as White British in the 2011 Census, the White British population reduced by 0.4 million people, while all other ethnic minority groups grew - with the largest numerical growth among 'other' White (most notably Polish, up by 0.5 million) and Asian (most notably Indian and Pakistani, each increasing by 0.4 million) ethnic groups.
- We remain predominantly religious, with nearly 7 out of 10 of us belonging to a religion. Christians remain a majority, while a quarter of the population holds

no religion. But the proportion of Christians fell from 70% to 59%, while the proportion holding no religion grew from 17% to 26%.

- The number of people belonging to the other main religions grew, with the exception of the Jewish population which remained around the same size.
- Among faith groups the number of people identifying themselves as Muslim grew most significantly, by 1.2 million people. This 72% increase is higher than for any other religious group and Muslims make up the largest non-Christian religious population in the UK at 2.8 million in total, compared with 0.8m Hindus, 0.4m Sikhs, 0.3m Jews and 0.3m Buddhists.
- We have a significant lesbian, gay, bisexual or transgender population, with an increase of self-identification within these groups over recent years.

16. As a nation, we are getting older, more secular and more open about our sexuality, while the growing ethnic minority population is younger and more likely to identify as religious (particularly among Pakistani and Bangladeshi ethnic groups).

Immigration

17. Many of these changes in our population are due to immigration and higher birth rates in some communities.

18. Britain is an increasingly diverse nation with a long history of immigration but it has changed dramatically in recent years. By 2011, 13% of us were foreign born and nearly 20% of us identified ourselves as belonging to ethnic minorities (compared with 9% and 12% respectively a decade earlier).

19. Over the last two decades, total immigration to the UK has doubled, from around 300,000 people per year prior in 1997 to more than 600,000 in 2015.

20. Significant immigration from Asia and other non-European countries has continued year-on-year over the last four or five decades, with much of this characterised by permanent settlement through marriage and family ties.

21. Rates of integration in some communities may have been undermined by high levels of transnational marriage – with subsequent generations being joined by a foreign-born partner, creating a ‘first generation in every generation’ phenomenon in which each new generation grows up with a foreign-born parent. This seems particularly prevalent in South Asian communities. We were told on one visit to a northern town that all except one of the Asian Councillors had married a wife from Pakistan. And in a cohort study at the Bradford Royal Infirmary, 80% of babies of Pakistani ethnicity in the area had at least one parent born outside the UK.

22. There has been an unprecedented increase in European migration over the last decade, largely for work and shorter-term stays, although there are signs that growing numbers of EU migrants are settling permanently.

23. In the year ending December 2015, the 'net' immigration figure was 333,000 – but emigration does not really 'cancel out' immigration; it is the total churn in population that can alter the characteristics of a neighbourhood and the net figure of 333,000 reflected almost a million people in total arriving in or leaving the country over 12 months. Additionally, the placement of asylum seekers across the country – often in poorer communities – and the presence of an unknown number of illegal immigrants, adds to the level of change being experienced.

24. Higher birth rates among foreign born parents are also contributing to the growing diversity of the UK - while foreign born residents made up 13% of the population in 2011, 27% of births in 2014 were to mothers born outside the UK (predominantly to Polish, Pakistani and Indian mothers).

25. The impact of these changes is far reaching.

26. We were told on a visit to Sheffield that more than 6,000 people of Roma or Eastern European heritage (of which more than half are under the age of 17) live predominantly in one ward. The impact on schools was evident with the number of EU nationals' children having increased from 150 to 2,500 in five years.

27. At a national level, 18% of homelessness acceptances in 2015-16 were foreign nationals – more than double the number in 2009-10 – with implications for who gets priority for social housing.

28. In a situation where the country has been through an economic downturn, it is understandable that the pace and scale of immigration has felt too much for some communities.

Settlement and segregation

29. Minority ethnic groups have tended to settle more in urban and industrial areas, often reflecting labour market gaps which immigrant communities came to fill in the 20th Century. As the diversity of the nation has increased another dynamic is also clear – people from minority groups have become both more dispersed and in some cases more concentrated and segregated:

- 50% of the British population lives in areas with relatively high migration flows.
- Half of all minority ethnic citizens in Britain live in London, Birmingham and Manchester.
- Similar patterns of urban concentration of ethnic minorities exist in Scotland and Wales.

30. People of Pakistani and Bangladeshi ethnicity tend to live in more residentially segregated communities than other ethnic minority groups. South Asian communities (people of Pakistani, Indian and Bangladeshi ethnicity) live in higher concentrations at ward level than any other ethnic minority group. These concentrations at ward level are growing in many areas. In 2011 there were:

- 24 wards in 12 local authority areas where more than 40% of the population identified themselves as being of Pakistani ethnicity; up from 12 wards in 7 local authorities in 2001.
- 20 wards in 8 local authority areas where more than 40% of the population identified themselves as being of Indian ethnicity; up from 16 wards within 6 local authorities in 2001.

31. Compared to other minority faith groups, Muslims tend to live in higher residential concentrations at ward level. In 2011:

- Blackburn, Birmingham, Burnley and Bradford included wards with between 70% and 85% Muslim populations.

32. The school age population is even more segregated when compared to residential patterns of living. A Demos study found that, in 2013, more than 50% of ethnic minority students were in schools where ethnic minorities were the majority, and that school segregation was highest among students from Pakistani and Bangladeshi ethnic backgrounds relative to other ethnic groups.

33. In January 2015, there were 511 schools across 43 local authority areas with 50% or more pupils from Pakistani and Bangladeshi ethnic backgrounds.

34. Residential and school concentrations of ethnic minorities are a consequence of a range of factors, including the pull of particular labour market gaps that have attracted immigrants in the past, a desire on the part of immigrants to live near to kin and others from similar backgrounds who might help them navigate life in a new country, cultural connections and, in some cases, a lack of social mobility resulting from relative socio-economic disadvantage. Rates of social mobility among Pakistani and Bangladeshi ethnic groups (who are the groups most concentrated in deprived areas) are significantly lower than rates for White groups.

35. In the case of schools, parental choice and wanting to go to a school close by, to be among pupils from a similar background, or to attend a school with a particular faith or cultural perspective, can also be important factors.

36. The Government had attempted to alter the segregation of pupils in faith schools by introducing admissions criteria for new faith-based Free Schools. But these did not seem to be having an impact on the diversity of minority faith schools and Government has now proposed replacing them with a wider set of integration tests.

37. Taken together, high ethnic minority concentration in residential areas and in schools increases the likelihood of children growing up without meeting or better understanding people from different backgrounds. One striking illustration of such segregation came from a non-faith state secondary school we visited where, in a survey they had conducted, pupils believed the population of Britain to be between 50% and 90% Asian, such had been their experience up to that point.

38. Research examined during the review suggests that concentrations of ethnic communities can have both positive and negative effects, and that outcomes do not appear to be uniform for all groups. Ethnic concentration can improve bonding between people from similar backgrounds, particularly when they are new to an area, but it can also:

- limit labour market opportunities, notably for Pakistani and Bangladeshi groups – although it appears to improve employment opportunities for Indian ethnic groups;
- reduce opportunities for social ties between minority and White British communities; and
- lead to lower identification with Britain and lower levels of trust between ethnic groups, compared to minorities living in more diverse areas.

39. Youth programmes that engage young people in altruistic activities seem to be having some success in enabling teenagers from different backgrounds to mix, leading to greater understanding and tolerance, and reduced prejudice and anxiety. Evaluation of the National Citizen Service found that 84% of young people on the 2013 programme felt more positive towards people from different backgrounds following participation. But these are not yet on a scale that is sufficient to reach as many young people in our most isolated communities as we need to.

How do people feel about these changes?

40. The impact of these changes and the challenges they present all of us are complex. Generally, measures of national sentiment show a strong sense of community cohesion and belonging. In 2015-16, 89% of people thought their community was cohesive and a similar proportion felt a sense of belonging to Britain.

41. However, other research reflects a different position, suggesting that the much more significant scale of immigration since the 1990s had affected public attitudes by 2011, with negative judgments about the cultural and economic impact of migration growing and 60% rating the settlement of migrants overall as negative.

42. Poorer groups felt even more negatively. But unease about immigration is not limited to traditional White British communities. In one northern town we visited, the long-standing Pakistani ethnic community felt very unsettled by an increase in the Roma population.

43. While there has been a range of polling that suggests British Muslims feel positive about Britishness and life in Britain, polls also highlight differences in attitudes, with some Muslims and some other minority faith groups or indeed other minority sections of society expressing less progressive views, for example towards women's equality, sexuality and freedom of speech.

44. Polling in 2015 also showed that more than 55% of the general public agreed that there was a fundamental clash between Islam and the values of British society, while 46% of British Muslims felt that being a Muslim in Britain was difficult due to

prejudice against Islam. We found a growing sense of grievance among sections of the Muslim population, and a stronger sense of identification with the plight of the 'Ummah', or global Muslim community.

Social and economic exclusion

45. Successive Governments have focussed on and at times achieved progress with social and economic exclusion, worklessness, poverty and disadvantage. Historical attainment gaps for many of the most disadvantaged groups in society are narrowing; but there is still a long way to go.

46. Some minority groups have fared better over time than others. Those (particularly of Pakistani and Bangladeshi ethnicity) with higher levels of residential and school segregation appear to be disadvantaged across a wider range of socio-economic factors. At the same time, some White British communities – particularly in areas of industrial decline – experience significant disadvantage and are increasingly being left behind. And Gypsies and Irish Travellers, while small in number relative to other ethnic groups (at 58,000 people or 0.1% of the population in the 2011 Census) also face persistent socio-economic disadvantage.

47. There are 13.2 million people across the UK living on relative low income. People living in households headed by someone from an ethnic minority background are more likely than their White counterparts to live on a 'relative low income', with 41% to 51% of households of Black, Pakistani, Chinese and Bangladeshi ethnicity on relative low income compared with 19% of White households.

48. Pakistani and Bangladeshi ethnic populations live disproportionately in the most deprived areas in England compared with other groups– with the most deprived 10% of areas of England home to 31% of Pakistani ethnic groups and 28% of Bangladeshi ethnic groups.

49. While children from many ethnic minorities are increasingly matching or out-performing White British pupils in education, there is growing evidence of poorer White British boys, in particular, falling behind. White British pupils on Free School Meals are less than half as likely to achieve five or more good GCSEs as pupils who are not eligible for Free School Meals.

50. Students eligible for Free School Meals are half as likely as all other students to go to the top third of higher education institutions, and less than half as likely to go to a Russell Group institution.

51. People from Black, Pakistani and Bangladeshi ethnic groups are three times more likely than White British people to be unemployed. And there are more concerning aspects of disadvantage relating to gender and age in particular groups:

- For young Black men, aged 16-24, the unemployment rate is 35%, compared with 15% for young White men.
- Where they are in work, men of Pakistani and Bangladeshi ethnicity tend to be in low status employment – one in four Pakistani men are employed as taxi-

drivers and two in five Bangladeshi men work in restaurants (although a number of these will be in family-owned businesses).

- Economic inactivity levels remain unusually high among women from Pakistani and Bangladeshi ethnic groups – 57.2% are inactive in the labour market compared with 25.2% of White women and 38.5% of all ethnic minority women.

52. English language is a common denominator and a strong enabler of integration. But Pakistani and Bangladeshi ethnic groups have the lowest levels of English language proficiency of any Black or Minority Ethnic group – and women in those communities are twice as likely as men to have poor English.

53. The range of socio-economic exclusion suffered by some groups must be given greater attention. The persistent disadvantage experienced by young Black men in employment, the falling behind of poorer White British communities in some areas needs to be addressed if we are to prevent cracks and divisions in society from growing.

54. But in relation to social and economic integration in particular, there is a strong correlation of increased segregation among Pakistani and Bangladeshi ethnic households in more deprived areas, with poorer English language and poorer labour market outcomes, suggesting a negative cycle that will not improve without a more concerted and targeted effort.

Equality and division

55. Equality is another important factor of successful integration. Britain has developed some of the strongest equalities legislation in the world, and provided greater freedoms to be different; but there is more still to be done.

56. This review has highlighted worrying levels of segregation and socio-economic exclusion in different communities across the country and a number of inequalities between groups; one of the most striking of which is the inequality of women.

57. We continue to make great strides in gender equality. But in many areas of Britain the drive towards equality and opportunity across gender might never have taken place. Women in some communities are facing a double onslaught of gender inequality, combined with religious, cultural and social barriers preventing them from accessing even their basic rights as British residents. And violence against women remains all too prevalent – in domestic abuse but also in other criminal practices such as female genital mutilation, forced marriage and so-called ‘honour’ based crime.

58. A similar picture is seen for lesbian, gay and bisexual groups – who suffer discrimination in mainstream society, but are affected twice over when they also belong to a community that can be culturally intolerant of non-heterosexual identification.

59. Growing concerns exist for the safeguarding of children in some communities. Ofsted has raised concerns about the well-being of children in segregated, supplementary and unregistered, illegal faith schools, which we witnessed ourselves during the review – where pupils are not getting opportunities to mix with children from different backgrounds or gain from a properly rounded education, where squalid and unsafe conditions exist and where staff have not been vetted to work with children.

60. In too many cases, the educational circumstances of children are not known to local authorities and Ofsted has been concerned that some people might be using the right to home education and its relatively lax regulation to place their children in unregistered and illegal schools.

61. Concerns raised with us throughout our engagement suggest that these inequalities and divisions are persisting. And they appear to be worsening in some more isolated communities where segregation, deprivation and social exclusion are combining in a downward spiral with a growth in regressive religious and cultural ideologies.

62. The prevalence and tolerance of regressive and harmful practices has been exploited by extremists, both 'Islamists' and those on the far right, who highlight these differences and use them to further their shared narrative of hate and division. These extreme ideologies feed on fear and suspicion, peddle hatred and prejudice, and seek to turn communities against each other in a vicious circle.

63. Incidents of hate crime are also on the rise. In 2015-16, there were 62,518 hate crimes (based on race, sexual orientation, religion, disability and transgender) recorded by the police – up 19% on the previous year. The Crime Survey for England and Wales suggests that the actual level of hate crime experienced – including anti-Semitic and Islamophobic attacks – is more than four times the number of recorded incidents. And there is anecdotal evidence to suggest that incidents increase following 'trigger' events, such as the murder of Fusilier Lee Rigby or conflict in Israel and Gaza. Following the EU referendum, reported incidents of hate crime rose again, possibly reflecting another such spike, with perpetrators feeling emboldened by the result.

64. We all have a responsibility to counteract hate in any form, and to undermine those seeking to divide us, whoever they are and however uncomfortable it may be.

Leadership

65. For generations we have welcomed immigrants to the UK but left them to find their own way in society while leaving host communities to accommodate them and the growing diversity of our nation.

66. As some communities have become more segregated, the increased pace of immigration has added new pressures, leaving long-standing communities struggling to adjust to the changes around them. Too few leaders in public office have dealt with this key issue, perhaps hoping it might change or worrying about being labelled racist; or indeed fearing that they will lose the support of minority communities.

67. Too many public institutions, national and local, state and non-state, have gone so far to accommodate diversity and freedom of expression that they have ignored or even condoned regressive, divisive and harmful cultural and religious practices, for fear of being branded racist or Islamophobic.

68. This accommodation can range from relatively trivial issues such as altering traditional cultural terms to avoid giving offence, to the department responsible for integration policy spending more in 2011-12 and 2012-13 promoting the Cornish language than the English language, or some trade unions challenging a strategy for all public sector workers to speak English. At its most serious, it might mean public sector leaders ignoring harm or denying abuse.

69. This has not helped the communities which many well-intentioned people in those institutions have wanted to protect; more often it has played straight into the hands of extremists. As a nation we have lost sight of our expectations on integration and lacked confidence in promoting it or challenging behaviours that undermine it.

70. For the last fifteen years Governments have commissioned many reviews of community cohesion and developed strategies to improve it. But these cohesion or integration plans have not been implemented with enough force or consistency, they have been allowed to be diluted and muddled, they have not been sufficiently linked to socio-economic inclusion, and communities have not been engaged adequately.

71. Programmes and projects have followed the easier paths, talking up the 'positives' but not addressing the 'negatives'. We have relied on inter-faith groups and faith leaders to take the initiative in dealing with many of the challenges but lacked the courage to set the values and standards we want the nation as a whole to uphold and unite around.

72. Some public institutions have stepped back and let groups attempt to undermine efforts to prevent terrorism and further alienate the communities we need to engage and protect – whether that is from terrorist radicalisers, perpetrators of violence and hate, criminal gangs or groomers intent on exploiting and abusing vulnerable people.

73. We need leaders at all levels – in Government, in public sector and faith institutions, and in communities – to stand up and be more robust on this.

The future

74. Against this backdrop, we have considered what more could be done to promote opportunity and integration. We recognise that this review raises some difficult issues which many would prefer to ignore. But we believe it is only by identifying and acknowledging the problems and harms that derive from a lack of integration that we can move on to solutions that will unite us.

75. We hope that this review will stimulate a national conversation and debate, and greater consideration of the steps that everyone can take to improve integration and opportunity. But we have also identified some initial recommendations, set out

in chapter 12 and summarised below, which we hope the Government will accept and take forward through a new communities programme to complement and underpin existing work to tackle extremism, hate crime and violence against women. Some of these will require local action, some require the Government to act. They are based around the themes of this review and are designed to:

Build local communities' resilience in the towns and cities where the greatest challenges exist, by:

- (1) Providing additional funding for area-based plans and projects that will address the key priorities identified in this review, including the promotion of English language skills, empowering marginalised women, promoting more social mixing, particularly among young people, and tackling barriers to employment for the most socially isolated groups.
- (2) Developing a set of local indicators of integration and requiring regular collection of the data supporting these indicators.
- (3) Identifying and promoting successful approaches to integration.

Improve the integration of communities in Britain and establish a set of values around which people from all different backgrounds can unite, by:

- (4) Attaching more weight to British values, laws and history in our schools.
- (5) Considering what additional support or advice should be provided to immigrants to help them get off to the best start in understanding their rights and obligations and our expectations for integration.
- (6) Reviewing the route to British citizenship and considering the introduction of an integration oath on arrival for immigrants intending to settle in Britain.

Reduce economic exclusion, inequality and segregation in our most isolated and deprived communities and schools, by:

- (7) Working with schools providers and local communities to promote more integrated schools and opportunities for pupils to mix with others from different backgrounds.
- (8) Developing approaches to help overcome cultural barriers to employment.
- (9) Improving English language provision through funding for community-based classes and appropriate prioritisation of adult skills budgets.
- (10) Improving our understanding of how housing and regeneration policies could improve integration or reduce segregation.
- (11) Introducing stronger safeguards for children who are not in mainstream education, including those being home schooled.

Increase standards of leadership and integrity in public office, by:

(12) Ensuring that British values such as respect for the rule of law, equality and tolerance are enshrined in the principles of public life and developing a new oath for holders of public office.

Breaking the Lock

A new preventative model to improve the lives of vulnerable children and make families stronger

By Amanda Kelly
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Agenda Item 9d

INTRODUCTION

iMPower shares the ambition of those in the public sector who believe that we must improve the lives and life chances of the most vulnerable in our society. We have, alongside local public servants, been rolling up our sleeves and working in some of the country's most complex and challenging environments to help effect whole system change across children's services. We have drawn on insight from what has worked elsewhere and, in some cases, where there has been a history of systemic failure we have had to rip up the rule book and try something different.

Our experience of working with a range of partners with different challenges gives us license to take a step back and offer a perspective on the bigger picture.

This paper sets out our view of an effective model for children's services that places the emphasis on prevention and early intervention. We have written it with three goals in mind. Firstly, to support the development of thinking about the future of children's services; secondly,

to test the strength of our conviction against experiences in local government; and finally, to help progress a conversation about what 'good' in children's services looks like in the real world.

Many people reading this paper won't be surprised that this has placed us at odds with Ofsted, which appears to be looking at children's services through a one-dimensional lens. Partly, this is because of an outdated approach to inspection that fails to appreciate the role that partner agencies can play in delivering better outcomes for children and families, while also helping to ensure safe access to services for children in need or at risk of being in need. It is also because they have so far proved unwilling to acknowledge that wider public spending pressures are forcing councils to be more innovative when it comes to approaches and models. This reality is therefore not reflected in their assessment of local government's ability to deliver safe and good quality support and protection for vulnerable children.

Critically, the single word judgement issued to councils following an Ofsted inspection does little to describe the overall progress or challenges facing local councils, nor does it provide appropriate balance for the detail that may be present in a report. Rather, it heightens anxiety, increases risk in the system through increasing demand and can lead to significant workforce turbulence. This single word is often all that the majority of people see when the outcome of an inspection is presented in the press and it can have huge consequences for young people, families and professionals at many levels.

Perhaps of greatest concern is the illusory idea that, following the four-week intensity of an Ofsted inspection, a completely broken service can be fixed within six months with a whole series of actions that need to be taken immediately, by a service in chaos, around a series of complex issues.

Our analysis shows that the impact of a negative inspection serves the complete opposite of its purpose to protect children and improve their outcomes. A quick glance at councils recently found to be inadequate

demonstrates some stark impacts. These include an increase in work volumes of up to 50% (in already overwhelmed organisations), a significant reduction in timeliness of intervention (leaving children more unsafe) and a surge in staff turnover with the resultant use of an ever more transient and costly agency workforce.

The current approach has all too often resulted in the most acute form of failure, something we refer to as systemic lock. This occurs when local systems break down and each agent retreats away from children's services. The service is seen as an unreliable partner to be avoided and, as such, catastrophic failures can often ensue. Louise Casey and Professor Alexis Jay have illustrated very cogently the impact of the systemic lock effect in Rotherham. Whole system leadership and more timely intervention are ideas that are firmly rooted in the desire to break this lock and both feature heavily in our proposed preventative approach.

Many important representative organisations such as the Local Government Association (LGA), Association of Directors of Children's Services (ADCS) and British

Association of Social Workers (BASW) are currently engaged in debate and discussion on the challenges confronting children's services. A particular focus of this is dealing with a regulator that sees itself as both inspector and improvement partner and balancing a relationship with, as one leading councillor put it, an organisation that "is trying to mark its own homework."

We have referenced Ofsted's negative impact in this introduction because it currently casts a long shadow over the children's services world. We will, however, deliberately move past the debate about what role the regulator should or shouldn't play in the rest of this paper. This is not because it lacks importance, far from it. Its evolution matters a great deal and organisations such as those above are currently leading on this. For IMPOWER, it is more reflective of our position and role to instead focus on the argument for change and explain how to make it happen.

This paper articulates the rationale behind our belief in a preventative approach and offers a framework for a

new model, which we believe can be adopted across the country.

NOT IF BUT WHEN...

The state of the system and the challenge of safeguarding children post Rotherham

“We may live to regret not investing in early intervention... we may not just be shooting ourselves in the foot, we may be shooting ourselves in the head.”

Alison O’Sullivan,

*President Association of the Directors of Children’s Services
(MJ Future Forum 2015)*

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Government policymakers and children’s services managers are now at the point where they need to decide what model of children’s services they will adopt for the next decade. The choice is unambiguous. Do they adopt a model that is focused on early support for children and families, preventing, as far as is safe and possible, the need for children to be looked after by the state, or do they continue with a remedial form of service where we take increasing numbers of children into care as they are

presented and fund this system at an appropriate level?

The latter is a form of uncertain help. With this approach we never solve the real problems afflicting children and their families; we merely cauterize the emotional and social wounds, leaving many with lifelong scars. At iMPower we strongly reject this model and wholeheartedly believe that the future of children’s services is one that looks to prevent, where safe and possible, vulnerable children and families needing acute levels of support from the state.

The argument grows ever stronger

The argument for a move to a preventative model is based on two critical factors that speak to both the quality of life and outcomes a child should rightly expect and the ability of the state to support and provide care sustainably.

Firstly, there is a wealth of evidence¹ from Munro to Laming and a wide variety of others² that explains the weaknesses of the care system and the effects that entering it has on a child’s life chances. We need to recognise, however that for some children, for example,

those who are suffering from severe neglect, such an intervention is not only necessary but can be a positive life altering experience. Accepting the positive role that care can play, our contention would be that for many children coming into the care system the interventions have either come too late or been ineffective for too long. Thus the point at which children enter the care system the long term damage has already been done and it would be nigh on impossible for the care system alone to add such value that those children go on to achieve in line with those children who have not had such a difficult start to life.

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The real focus of the arguement should therefore be on improving the quality and timeliness of the interventions so that we capture those at risk much earlier. If we formalise the universal and universal plus services as part of a wider early intervention offer, pulling in people such as health visitors and school nurses, teachers and GPs, we will be better able to target our resources so that we intervene in the right way at the right time.

The argument for prevention

When they are at risk of harm children should, of course, be removed but we can't hide from the reality that outcomes for children in care are on average markedly worse than for those who are not.

There is a long and disheartening list of links between experience of the care system and eventual poorer life outcomes.

- Nearly one in four of the adult prison population had been in care, despite those who have been in care making up less than 1% of the total UK population.
- Approximately a third of homeless people have been in the care system³.

Secondly, the numeric trends behind children's services make for sober reading. Re-referrals into children's services nationally rose from 147,000 in 2013 to 154,000 in 2014⁴. The total numbers of looked after children have risen steadily in the last five years, up by 7%⁵ since 2010 and the length of individual episodes of need are also rising.⁶

This again supports the argument that we are intervening too late and ineffectively.

Local authorities suggest that around 14% of social worker posts are currently unfilled⁷ and the shortage of qualified social workers has also increased the use of agency staffing (costing upwards of an estimated £150m nationally). This is adding yet further costs to a system that is already having to find substantial efficiencies.

One can't help but question what could have been achieved if this additional spend had instead been used to fund more preventative approaches. Taking a conservative estimate that every pound spent on prevention could save two pounds on more complex interventions, the argument for change is clear.

Towards system wide prevention

Strategic leaders of children's services will be familiar with much of the work published about the increasing need for a system wide approach to safeguarding vulnerable children. Most recently, Professor Alexis Jay and Louise Casey⁸ have made the case that significant failures in safeguarding tend to be systemic, reaching far beyond the remit of the social worker and into other agencies. The Department for Education's (DfE) own

Episodes of Need by Duration



We estimate that this surge in demand has increased costs by more than £350 million in placement costs alone. Factor in the costs of social work and independent review time and this would be significantly higher.

figures show that 51% of all referrals into social care come from the police, NHS or schools, which suggests that these partners are critical to solving the children's services challenge, if for no other reason than by default they are part of the current problem.

The argument for a multi-agency approach

The fastest rising primary reason for children in need is 'family dysfunction' (15.7% of cases in 2010 to 18.6% cases in 2014⁹) ; an issue of great complexity which, in many cases, can not be remedied via the traditional social worker route. Without mistaking correlation for causality, it is worth noting the connection between the increasing duration of episodes of need and the increase in the identification of family dysfunction. Both increase at similar rates over the same time period, suggesting complex social problems, such as family dysfunction, are likely to consume ever larger amounts of resource. Such problems, as complexity science¹⁰ and more generally the sheer wealth of professional anecdotal experience in the sector tells us, can't be solved in isolation from other agencies. Distributed problems need whole system

responses. A powerful example would be the troubled families agenda, which demonstrates that targeted and integrated early intervention can have a demonstrable positive impact on children's lives; breaking the cycle of repeated failed interventions from a multitude of different agencies.

It is self-evident that the shift towards a system wide prevention is not a question of if but when. If the mission is to make children's services safe and sustainable in this world the challenge is how.

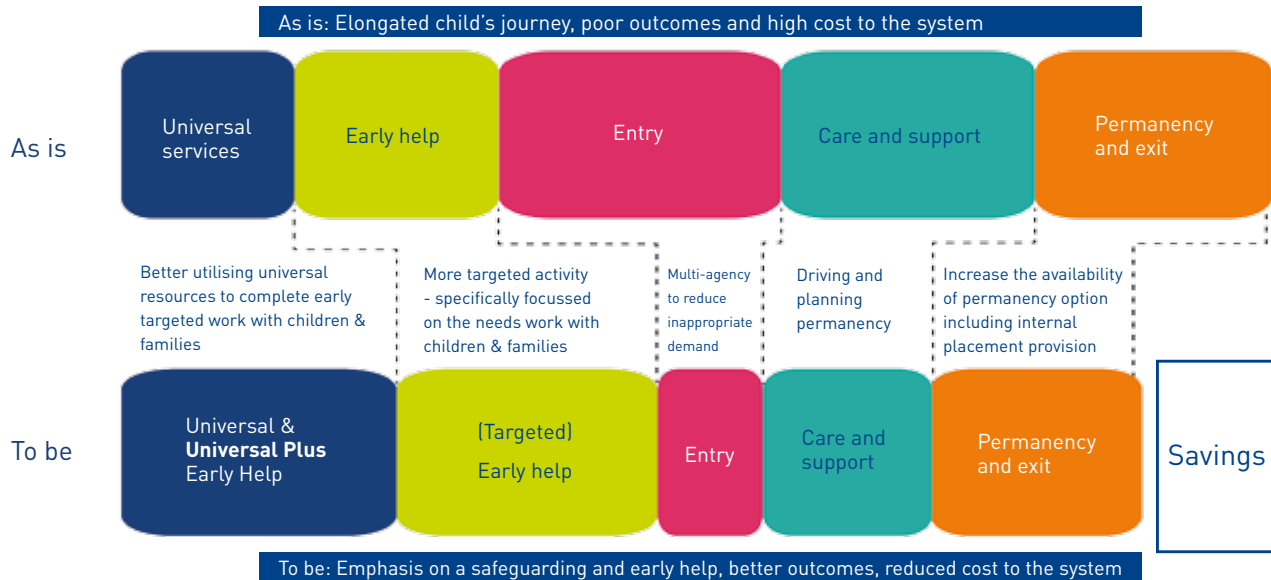
SYSTEM WIDE PREVENTION

A new model for dealing with increasing social complexity and declining budgets

In Section 1 we frame the case for a shift to a preventative model as being driven by two critical factors; the need

to improve outcomes and life chances for vulnerable children and need to make services more sustainable. The recent increases in demand and substantial resultant cost pressures alone make the current model unsustainable in its existing form. When considering how to move towards system wide prevention a good starting

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point is to conceptualise what system wide prevention looks like in contrast with what is considered the norm for most children's services. The last decade has seen rising demand for children's services across the board, resulting in increasing numbers of children receiving multiple assessments and a pattern of children ping-ponging between social care and earlier intervention services. The pressure on social care services inhibits social workers' ability to respond with relational social work. Once children enter the statutory assessment process, they are more likely to remain 'in the system'. The danger of this model is that it becomes almost a conveyor belt through the statutory system with the end destination of a looked after child.

Our work with councils has shown the need to break this model, and invest larger proportions of the statutory spend on earlier intervention to reduce the number of children who ever need a statutory assessment or response in the first place. To achieve the efficiencies required and maintain positive outcomes for children and families, this requires a deeper level of integration across the system; with health and health visitors; with police

and local policing teams; and, critically, with schools and academies.

Achieving this would result in more children's needs being met through a stronger offer of universal provision, a more comprehensive, integrated and multi-disciplinary targeted early help offer and therefore a smaller number of children requiring a statutory response. This model would also allow for smaller caseloads for social workers, freeing up the face time they need to actively intervene in families' lives and achieve permanent solutions for those children in urgent need of protection.

For a children's service, the above graphic provides a clear picture of what this change looks like at a high level. In short, it is a significant shift towards early help services that identify families and children before they reach points of distress and intervene effectively. This requires a multi-agency approach, particularly to reduce inappropriate demand for services.

The preventative model produces better outcomes for children, is financially sustainable and builds staff morale and capacity.

The primary focus of a preventative model is on providing children with the maximum opportunity to fulfil their potential. As noted in section 1 there is a considerable body of evidence to support the argument that children achieve higher educational and social outcomes when living in their own family environment as compared to children taken into care. Therefore we should, as a core system principle, be focused on effective and comprehensive early help activity in order to support children and families as early as possible, and reduce the number of Looked after Children as far as is safe and possible.

Secondly, we must recognise that from all serious case review findings it is not just the fault of social care workers in instances where children have been let down by the system, systemic failure. The preventative model has the built-in assumption that we are dealing with complex social systems where silo-based organisational accountability fights against dealing with the true nature of problems. A preventative approach needs, at the earliest stage, the identification of families that

require support and children that might be at risk, clear responsibilities and accountabilities for the respective public agencies, and specific expectations for how all agencies should interact at an early stage to prevent children coming into care.

Finally, the preventative model places an emphasis on the quality of assessment and support provided to children if they are brought into care. Here the focus must be on creating a more diverse, better trained and supported workforce that is permanent and developed rather than transient and operating in a culture of fear of reprisal. An effective preventative model must define a new performance management system that focuses on the key aspects of a great service; evidence of coherent, joined up partnership working; effective preventative and early help services; high quality and timely assessment; stability and improving outcomes for looked after children. This must be delivered within an organisation that has strong and consistent leadership and a demonstrable learning culture.

What we are proposing and what we are not

When we talk about a new model for children's services and set out a vision of an increased role for early help we must be clear about what we are not proposing. We are not proposing to keep lots of children out of children's social care by refusing them a Children in Need (CiN) assessment. It is not about holding children inappropriately in some sort of multi-agency early help holding pattern until such time as they crash into the child protection space.

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Rather, what we are proposing is rethinking the approach to cases categorised as CiN and what role early help, through a broader social care interface, has in supporting families through real intervention and support.

Some analysis we have completed with councils has shown that many of those children categorised as 'CiN' are not receiving services, do not have clear plans and, even more concerning, are not being seen. The impact of a rise in demand across the country naturally leads

social workers, with ever burgeoning caseloads, to leave these cases at the bottom of the pile. While the purpose of a Child in Need assessment is to ensure that children receive services to prevent their health and development being impaired the stark truth is that having such an assessment does not automatically lead to any additional services in many councils. Instead, it often increases risk because there is a misguided belief that these children are now safer because they are in the social care system.

It is our view that having a coherent, effective early help offer is fundamental to making the whole system work. This will need to be supported with a corresponding shift in resources. Investment is essential to prevent need from escalating but we must also ensure that these resources are allocated to those interventions that prove effective in dealing with the increasingly complex and distributed nature of problems vulnerable children and families face (eg. child sexual exploitation) and that deliver a return on investment.

Early help must be seen as a component part of a wider whole system that is focused on responding to the needs

of children earlier, ensuring that we provide the right help at the right time and that early identification and early help are firmly within the scope of child protection services. To have the greatest impact we need to ensure that all of our universal, voluntary and targeted support services work together to improve the lives of our children and reduce to a minimum the need for direct intervention by social care professionals.

“Councils know they have a key role to play in looking after children, but it is not a job they can do alone. We need a million eyes and ears looking out for our young people. Far too many times social workers hear of abuse too late, when we need to be intervening earlier.”

Cllr David Simmonds,

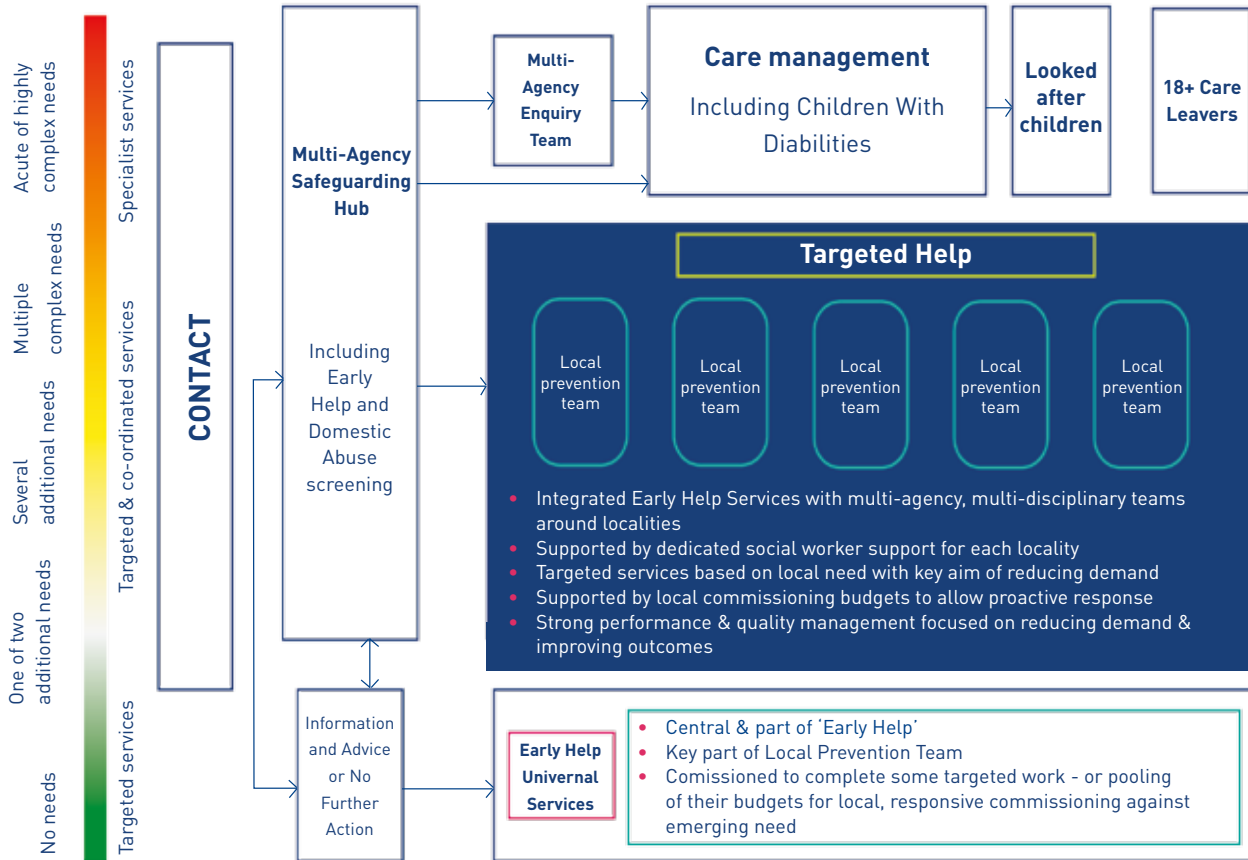
LGA Chair for Children and Young People Board

The main driver for this model must be about doing the right thing for children and their families. However, given the financial position of all public bodies, we shouldn't shy away from admitting that this shift towards prevention should drive greater efficiencies. They are a secondary, yet welcome, by-product.

For early help to be successful it needs to be the catalyst for multi-agency working and enable a common dialogue to emerge across the partnerships. We need to see police, health bodies and schools demonstrating their commitment to this approach.

In the section above we outline a conceptual model for rebalancing the focus on early help. Below we set out what that could be like from an operational perspective. The new delivery model presented below shows a key focus on multi-agency working at all levels of the children's system to better safeguard and respond to children and families' needs. While there is much talk of health and social care integration for adults, we would argue there are significant opportunities in driving health and social care integration for children's services – wrapped around schools and learning centres.

Creating a New Delivery Model



When contrasted with the high-level diagram earlier in this section, the above figure starts to elucidate the level to which integration is needed. There needs to be a deeper level of multi-agency integration at every level of need. Although the creation of multi-agency responses to safeguarding referrals is now well established through Multi-Agency Safeguarding Hubs (MASHs), we believe this level of integration is needed throughout targeted and universal early help provision. The provision of early help for families in their communities needs to be the dominant brand, with silo services and multiple assessment to be replaced with real, tangible interventions often from a single practitioner working across a number of traditional 'disciplines'.

The argument often played out against this model is that 'only social work assessments have worth and only social workers are capable of managing or responding to risk'. Regulators have also put forward arguments that information provided by partners has no validity and can only be treated as a true assessment if it is overseen by a social worker. We would assert that to labour under the

misapprehension that the best way to protect children and improve their outcomes is only achievable if they are labelled as CiN is wrong headed. The evidence presented in this paper and the multitude of recent academic study devoted to addressing challenges related to children's services refute those arguments. Given the pressure on social workers at present, it is difficult to see how a remedial model built on assessing and bringing into care ever-increasing numbers of children is sustainable. As we have already established, such a model offers highly unequal outcomes for the children concerned.

The remedial 'as is' system that many authorities currently operate and which Ofsted appears to favour is reaching breaking point. Not only are we at a financial breaking point; we are also at a tipping point in terms of the resilience of the people who are working within that system¹².

What children and families need is direct support and intervention at the earliest point possible. Assessment of risk and protection through a multi-agency hub allows quicker diversion to early help resources, wherever

appropriate, and encourages the service to appropriately assess and support those children who actually require a social care response to keep them safe. The presence of partners in decision making – both in a MASH and in multi-agency early help locality hubs – enables comprehensive assessments in real time. It also means that families can actually start to receive the services they need in order to experience improved outcomes rather than being on an assessment merry go round re-telling their story for weeks, months or years.

Operating as a whole system

A new preventative model is not about shifting problems around a system so that social care can reduce its burden and buy another five years of business as usual. Rather, we are saying that the model needs to operate as a whole system. We need all local agents to take responsibility for dealing with our most vulnerable children and families and one of the key things needed to achieve this is to build practitioner confidence in the model and clarity on how it works. This is not about holding risk inappropriately or expecting people to work outside their capability or

sphere of experience. All parties need to trust that the system will work to protect those who need protection at the point of need. However, we also need to make sure that we don't risk destroying any growing sense of independence or self-resolution through repeated heavy-handed assessments when a lower level intervention would have delivered much more in terms of addressing need earlier and in a more comprehensive way. In its very simplest form, the model is a shift towards tackling the cause of the problems, not the symptoms.

Local authorities alone have few levers for forcing partners to come to the table, to engage and ultimately to do things differently. This is not about enforcing roles and responsibilities or enshrining accountability in legislation. What we need is greater systems leadership. We need the leaders from all agencies to recognise the role that they can play in making children's lives better. There will be elements of reciprocity across the system as making one part better impacts positively elsewhere. However, the biggest gain will be in setting a generation of children up to succeed rather than fail. This is not the sole or even

primary role of the local authority or social services. It takes a village to raise a child. Leaders from all parts of the system need to play their part.

The short table below highlights the interlinking key dynamics of the preventative model.

Necessary elements for success

- Strong leadership across the system, which disseminates from chief executive level to front line staff.
- A clear understanding of what success will look like and the impact that the changes will have across the system. Identify those areas of mutual reciprocity.
- Agreement on what the truth / problem / issues are – effective baseline. What do we need to improve and what is our starting point for measuring success?
- A clear governance model from the outset but try and share leadership across agencies for different parts of the system.
- Clear roles and responsibilities.

- Sufficient capacity and capability to support and deliver change.
- Robust, open and honest relationships with local area partners so that each is fully aware of the costs and benefits of an integrated approach.
- Aligned implementation of local partner’s agreed vision for an ‘integrated approach’.
- An immediate communication and engagement plan.
- Real performance management focus an developing culture of tackling poor performance.
- A focus on getting permanent staff in place and building a culture of support and trust.
- Permanent staff involved in the programme.
- Engagement and support politically not just members but also governors, trustees etc.
- Some ‘quick wins’ to build momentum.

CHILDREN'S SERVICES AT THE INFLECTION POINT

The next steps for chief executives and senior directors

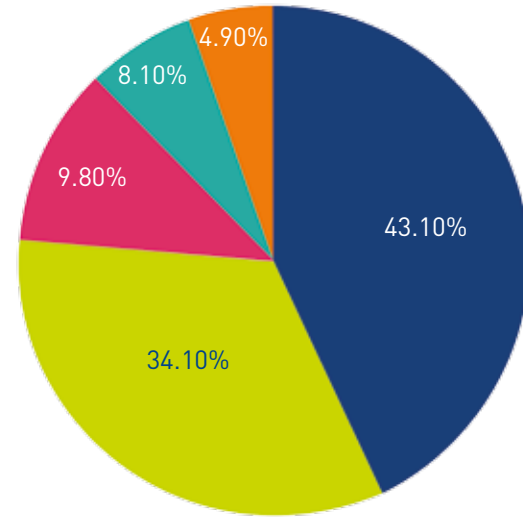
In iMPower's recent report, *The Inflection Point*¹³, we explained how the local government sector was on the precipice of immense change but that its future was still contingent – individual local authorities still held the power to decide their futures. This is especially true of children's services and the election in May 2015 offers us a moment for renewal.

It is important to note that there are some strong positives, particularly when it comes to the leadership of children's services. Despite significant criticism and challenge of directors of children's services, iMPower's own survey work highlighted that very few chief executives and senior directors (9.8%) believe there is a need to radically alter the role for it to remain effective.

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Which of the following senior roles in local government will most need to change to remain effective over the next three years?

14



- Chief Executive
- Director of Adult Services
- Director of Children's Services
- Director of Finance
- Director of Environmental Services

This vote of confidence in the role as it is currently constituted must not be seen as an excuse not to change, but a reflection that without stability in that role there can be no change at all. The government also recognises the need for change. The DfE transformation fund has been a welcome addition to the innovation conversation in children's services and many of the projects it supported were focused on multi agency working and early intervention.

Holding your nerve

As we consider what the future direction and model of children's service should be we would like to offer some final messages. For government policy makers we make a single recommendation below.

For chief executives and directors of children's services our messages are as follows.

- Local authorities must hold their nerve. Prevention and early intervention are a direct challenge to the status quo. This means that certain interests who would prefer to see a continuation of the remedial model we

currently have, will negatively target them. This is a shortcut to financial failure and does little to address the underlying inequalities that derive from a young person's life in the care system. Local authorities should support the efforts of the LGA, ADCS and others in building a constructive dialogue with government and Ofsted to attempt to resolve tensions around inspection and funding.

- System leadership needs a critical focus. Better life chances and outcomes for children should be a universal public service outcome. Therefore, it is an effective gateway to building relationships across your local systems but it should not stop there. System leadership in its own right should be a strategic priority of local authorities, irrespective of whether they consider the preventative model to be appropriate for the future.
- Directors of community services should focus their efforts on driving earlier intervention to sustain manageable workloads for social workers, thereby allowing them to focus on the needs of the child.

A Royal Commission into the Support and Protection of Vulnerable Children

We believe the new government elected in May 2015 should create a royal commission into the support and protection of vulnerable children. The government in Australia has recently adopted a similar approach with their Royal Commission into Institutional Responses to Child Sexual Abuse¹⁵ and we strongly believe that a similar approach is needed in the UK. While we believe that it is possible to find a resolution to the tension that exists between government, Ofsted and local authorities (and have encouraged as much in this paper) it is also clear that we need to elevate the conversation above sectional interests.

A motivating factor behind the decision to create the royal commission in Australia was the acknowledgement that failures to protect children were largely systemic. This is the same in the UK. Such a commission would create the space for an open and transparent conversation about the future for children's services and could offer strategic

clarity for policy makers about which direction they should be taking them.

Irrespective of the differences of opinion on what model best sustainably protects children, of which we clearly hold a strong view as evidenced in this paper, we are all united by the desire to keep children safe and allow each of them to live up to the full measure of their potential. A royal commission would put this unity to work for the betterment of our most vulnerable children.

Footnotes

¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/175391/Munro-Review.pdf

² <http://www.centreforsocialjustice.org.uk/UserStorage/Pdf%20Exec%20summaries/Couldn'tCareLess.pdf>

³ Dixon J (2008) 'Young People Leaving Care: Health Wellbeing and Outcomes', *Child & Family Social Work* 13:2. 207-217

⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/367877/SFR43_2014_Main_Text.pdf

⁵ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/359277/SFR36_2014_Text.pdf

⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/367877/SFR43_2014_Main_Text.pdf

⁷ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/287259/Social_Work_

[Workforce_2012-13_SFR_v1.3.pdf](#)

⁸ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/401125/46966_Report_of_Inspection_of_Rotherham_WEB.pdf

⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/367877/SFR43_2014_Main_Text.pdf

¹⁰ <http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/833.pdf>

¹¹ iMPower Research and Modelling

¹² <http://www.impower.co.uk/wp-content/uploads/impower-research-report-FINAL.pdf>

¹³ iMPower iNSIGHT Survey, Dec 14 – Jan 15, 125 Responses

¹⁴ iMPower iNSIGHT Survey, Dec 14 – Jan 15, 125 Responses

¹⁵ <https://www.childabuseroyalcommission.gov.au/>

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