

Decision Maker: Children and Young People Portfolio Holder

Date: For Pre-Decision Scrutiny by the Children and Young People PDS Committee on 21 February 2012

Decision Type: Non-Urgent Executive Non-Key

Title: **OFSTED ANNUAL PERFORMANCE ASSESSMENT RATING OF BROMLEY'S CHILDREN AND YOUNG PEOPLE SERVICES 2011: IMPROVEMENT PLAN**

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Chief Officer: Gillian Pearson, Director of Children and Young People Services

Ward: Boroughwide

1. Reason for report

- 1.1 The outcome of the 2011 Annual Performance Assessment (APA) of the London Borough of Bromley's Children and Young People's (CYP) Services was published by Ofsted on 8 November 2011 and reported to the CYP Portfolio Holder and Members of the CYP Policy, Development and Scrutiny Committee as a briefing paper on 29 November 2011. Bromley's CYP Services were awarded a rating of '**Level 3 Good - Performs Well**'; a level that has been sustained for the last four years since 2008.
- 1.2 This report presents the Bromley CYP Services' Improvement Plan to address the areas for development highlighted by Ofsted in the 2011 APA outcome report and outlines the progress made to date.

2. **RECOMMENDATION(S)**

- 2.1 **Members of the Children and Young People PDS Committee are asked to consider and comment on the report and accompanying Improvement Plan (Appendix 1).**
- 2.2 **The Children and Young People Portfolio Holder is asked to consider and approve the Improvement Plan and note the progress made in addressing the areas for development highlighted by Ofsted following the 2011 Annual Performance Assessment.**

Corporate Policy

1. Policy Status: Existing Policy
 2. BBB Priority: Children and Young People
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Financial

1. Cost of proposal: Not Applicable:
 2. Ongoing costs: Not Applicable:
 3. Budget head/performance centre : Children and Young People Portfolio Budget
 4. Total current budget for this head: Total Budget of £67m net of £141m Dedicated Schools Grant which funds the Schools Budget
 5. Source of funding: N/A
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Staff

1. Number of staff (current and additional): N/A
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Statutory Requirement - Education and Inspections Act 2006
 2. Call-in: Applicable
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): All children and young people, parents and carers
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? No
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

- 3.1 Under Section 138 of the Education and Inspections Act 2006, Local Authorities Children's Services are subject to a statutory Annual Performance Assessment and Inspection judgement by Ofsted. The performance is benchmarked within a published 'league table' to compare Local Authorities' Children's Services.
- 3.2 The Annual Performance Assessment (APA) and grading reflects the Council's strategic policy, planning and commissioning of children's services, together with the performance of support services and provision, and the outcomes achieved for children in the borough.
- 3.3 The inspection rating is derived from three major 'blocks' of evidence:
- **Block 1:**
 - Outcomes from Ofsted inspections and regulation of services, settings and institutions, including schools (maintained and Academies), pre-school settings and central children's services: Early Intervention Services including Children and Family Centres; Adoption and Fostering Service; Youth Service; Youth Offending Team and Pupil Referral and Behaviour services.
 - Data held by the DfE reflecting the profile of private and voluntary provision from which Bromley commissions children's services, including joint commissioning of children's health services, and the outcomes achieved.
 - **Block 2:** outcomes from the three yearly Ofsted (40 day) Inspection of Local Authorities Safeguarding and Looked after Children Services; unannounced annual inspections of contact, referral and assessment arrangements; inspection of private fostering arrangements and the evaluation of serious case reviews.
 - **Block 3:** performance against key national 'impact indicators' and other published data, including children's individual educational performance across all key stages (Foundation, Key Stages 1-4) including GCSE and A Level.
- 3.4 Bromley Council established Children and Young People (CYP) Services in May 2006, in accordance with the requirements of the Children Act (2004). This new department brought together the statutory functions across all aspects of children's education, social care and early intervention services. The CYP services were the subject of a full Ofsted inspection, the Joint Area Review, in late Autumn 2006 with the formal outcomes report published in 2007; with an outcomes rating of '**Level 2: Adequate**'. In Autumn 2008, Bromley's CYP Services, were judged as '**Level 3: Good – Performs Well**'; this rating was sustained in **2009 and 2010**.
- 3.5 On Tuesday 8 November 2011, Ofsted published the outcome of the 2011 Annual Performance Assessment (APA) of Children's Services. Bromley's Children and Young People Services were awarded a rating of '**Level 3 Good - Performs Well**'; a level that has been sustained for the last four years since 2008. This is particularly encouraging given that the Inspection 'bar; has been raised significantly across all aspects of the inspection framework. In addition, a 'limiting judgement' threshold was introduced in 2009 to secure 'leverage' in the performance of children's social care and safeguarding practices.
- 3.6 The Director CYP reported the outcome of Bromley's 2011 APA to the CYP Portfolio Holder and CYP Policy Development and Scrutiny Committee as a briefing paper (007/11) on 29 November 2011.

- 3.7 The Ofsted outcome report gave recognition to the performance and overall good standards achieved, together with those was judged outstanding achieved across a wide spectrum of provision. Particular strengths were highlighted including: the overall performance of our schools, our provision for vulnerable children particularly those with Special Educational Needs and Disabilities and the Pupil Referral Service. The steady improvement achieved within our children's social care and safeguarding services was also acknowledged.
- 3.8 There are no areas requiring urgent action. However, Ofsted highlighted three main areas as requiring further improvement, all of which are being addressed as priorities within the Council's Children and Young People Portfolio Plan 2011/12-2012/13. For ease of reference, an Improvement Plan which specifically addresses the issues highlighted by Ofsted is attached as **Appendix 1**, which includes details of progress made to date.

4. AREAS FOR DEVELOPMENT HIGHLIGHTED BY OFSTED

The three main areas highlighted by Ofsted include:

4.1 Children's social care contact, referral and assessment services:

- 4.1.1 Seven areas for development were highlighted which had already been identified by Ofsted following the unannounced inspection of social care contact, referral and assessment services in April 2011 and reported to Members of CYP PDS Committee on 8 July 2011 DCYP11079:
- The effectiveness of the use of the common assessment framework (CAF) as a referral form to the referral and assessment services.
 - The service provided by the out-of-hours service is not sufficiently robust.
 - The availability of specialist training for experienced social workers.
 - Lack of clear pathways to the early intervention services within the council, resulting in many children and young people being inappropriately referred to the referral and assessment team.
 - Strategy meetings are not routinely convened, preventing a wider range of partners engaging and contributing to the child protection process.
 - Some long-standing operational difficulties between the referral and assessment team and the police are not effectively escalated to senior managers or through the Local Safeguarding Children Board to improve safeguarding practice and joint-working arrangements.
 - Feedback from service users is not routinely collated to help to assess the impact of the work of the team or inform further developments.
- 4.1.2 The APA outcome letter acknowledges that the Local Authority has an approved Children's Social Care Improvement Plan to address these issues. Progress against the Improvement Plan is being monitored by the Executive Working Party: Safeguarding and Corporate Parenting, under the chairmanship of the CYP Portfolio Holder.
- 4.1.3 Good progress is being made in addressing the issues highlighted (**Appendix 1**), including: the implementation of a new referral form to the children's social care referral and assessment service, a review of the current out of hours service is under way, the availability of more specialist training for experienced social workers, stronger partnership working including the establishment of a multi agency approach to screening referrals from the Police to children's social care and, the increased use of feedback from service users to inform service developments.

4.2 The pace of improvement of five year olds who are achieving a good level of development by the end of their Reception Year at school is not as fast as elsewhere:

4.2.1 The Early Years Foundation Stage is delivered through the 170 pre-school settings in the borough and the reception classes of primary phase schools.

4.2.2 Over the last four years there has been a year-on-year increase in the proportion of pupils reaching the required level at the Early Years Foundation Stage Profile (EYFSP) with Bromley performance being just below the national for the last two years. Improvement has been particularly evident with regard to raising achievement of those pupils in the bottom 20%. The gap between their performance and the mean of their peers has reduced to 31.2% in 2011 from 33.3% in 2010. Bromley has reduced the gap in performance by 3.2% from 2010 to 2011 compared to 1.3% nationally. Despite an improvement in reducing the attainment gap, Bromley has not yet reached the 30% target set. This target is one of the existing national targets which will discontinue after 2011. A local target will be set for 2012 onwards as part of the CYP Portfolio Plan.

	2008	2009	2010	2011
percentage of children achieving good level of overall achievement	46 (49)	53 (52)	54 (56)	58 (59)
percentage gap between lowest achieving 20% in the EYFSP	34.9 (35.6)	33.7 (33.9)	33.3 (32.7)	31.2 (31.4)

(national figure in brackets)

4.2.3 A range of measures are in place (**Appendix 1**) to address the gap in performance between the bottom 20% of five year olds and their peers. This includes: an analysis of Foundation Stage attainment over the last four years to establish the previous early years setting of each pupil, identify trends and target support to pre-school settings and schools as appropriate.

4.3 Strategies to raise attainment and narrow the gap for children and young people from low income families are not proving successful for all age groups, particularly in relation to GCSE results:

4.3.1 Free School Meals (FSM) is used as a proxy indicator of children from low income families. However it should be noted that not all children who are in low income families claim their eligibility for FSM. It is however the best measure that we have and is used as the standard measure by local authorities.

4.3.2 There is a gap in performance across all stages of the national curriculum between those eligible for FSM and those who are not. Pupils who are eligible for FSM do less well than their peers. The attainment gap between those on FSM and non FSM presents a mixed picture at each key stage:

- (i) At the **Early Years Foundation Stage Profile** (EYFSP) when measuring the performance of those pupils achieving the required standard (at least 78 points and at least level 6+ in PSED and CLL¹) the gap in performance between FSM / Non FSM has been increasing year on year since 2008 by 1-2 percentage points each year. The gap in 2011 is 24% and is higher than the 20% gap nationally.

¹ PSED being Personal Social and Emotional Development, CLL being Communication Language and Literacy.

- (ii) At **Key Stage 1** (KS1) whilst performance overall has remained quite static over the last five years, the attainment gap between FSM/Non FSM has fluctuated showing no steady improvement in narrowing the gap. The gap for Bromley pupils is 1-2 percentage points higher than the national gap. This is the case for all KS1 assessments in reading writing and maths.
- (iii) At **Key Stage 2** when looking at the national threshold indicator of the percentage of pupils achieving level 4+ in English and maths the gap in performance is narrowing over the last 5 years. In 2007 the FSM/Non FSM gap was 33%, narrowing to 29% in 2008, remaining at 29% in 2009 then narrowing to 21% in 2010 and a further reduction in 2011 to 18%. This compares to a 20% gap nationally.
- (iv) The picture at **GCSE** in terms of pupils with FSM vs Non FSM achieving 5+ A*-C including English and maths performance fluctuates from year to year. The gap was at it's highest in 2010 at 35% compared to a national figure of 28% this has reduced in 2011 to 26% and for the first time is lower than the national figure of 27%. Performance will need to be monitored for another couple of years before we can ascertain whether there is a true narrowing the gap at GCSE.
- (v) A range of measures are in place (Appendix 1) to raise attainment and narrow the gap for children and young people from low income families, including further analysis of the data at all key stages and targeting appropriate school improvement advice and support to those schools considered to be priority.

5. POLICY IMPLICATIONS

- 5.1 The Children and Young People Portfolio Plan 2011-2012, which was approved by the CYP Portfolio Holder following comments made by the CYP PDS Committee on 14 July 2011 (Report: DCYP11075), sets out the priorities and objectives for services for the Children and Young People Portfolio for the Council Year 2011/12; working with partners to improve outcomes for Bromley's children and young people.

6. FINANCIAL IMPLICATIONS

- 6.1 The total Children and Young People Portfolio budget is £67m net of £141m Dedicated Schools Grant which funds the Schools' Budget.
- 6.2 The Council's Children's Services have consistently been judged by Ofsted as providing good value for money and effective budget management; acknowledged in the outcomes report following the Ofsted Joint Area Review of Bromley's Children's Services in 2006 and in the outcomes letter to the Director of Children's services following the Ofsted Annual Performance Assessments of Bromley's Children's Services in subsequent years.

7. LEGAL IMPLICATIONS

- 7.1 The Council's duties as a Children's Services Authority arise from the Children Act 2004. Ofsted have a legal duty to undertake Annual Performance Assessments under Section 138 of the Education and Inspections Act 2006.
- 7.2 On 23 January 2012 the Department for Education (DfE) issued a paper on behalf of the Under Secretary of State for Children and Families seeking views on the proposal to end the annual Ofsted Children's Services Assessment through an amendment to the Education and Inspections Act 2006. Subject to the outcome of consultation, the DfE propose that the changes are implemented from Summer 2012. The consultation closes on 18 March 2012.

8. PERSONNEL IMPLICATIONS

- 8.1 Human Resources continue to provide advice and guidance to managers within the Department to support the areas for improvement identified as appropriate.

Non-Applicable Sections:	N/A
Background Documents: (Access via Contact Officer)	Briefing paper (007/11) to the CYP Portfolio Holder and CYP PDS Committee on 29 November 2011.

CHILDREN AND YOUNG PEOPLE SERVICES: ANNUAL PERFORMANCE ASSESSMENT 2011

IMPROVEMENT PLAN

AREA FOR IMPROVEMENT	ACTIONS AND TASKS	TIMEFRAME (by)	PROGRESS	LEAD OFFICERS
<p>Areas for development within children’s social care contact, referral and assessment arrangements</p>				
<p>(A revised Social Care Improvement Plan has been in place since July 2011, following the recommendations from the Ofsted inspection of Bromley’s social care contact, referral and assessment services in April 2011 and recommendations from the Government Review of Child Protection conducted by Professor Eileen Munro published in May 2011)</p>				
<p>The effectiveness of the use of the common assessment framework (CAF) as a referral form to the referral and assessment services</p>	<ul style="list-style-type: none"> ■ Establish a multi agency group to review and redraft the referral form to Children’s Social Care ■ New referral form to be agreed by the Bromley Safeguarding Children Board and launched at a multi-agency event ■ Implementation of new referral form 	<p>June 2011</p> <p>July 2011</p> <p>1 Sept 2011</p>	<p>Achieved</p> <p>Achieved</p> <p>Achieved</p>	<p>Assistant Director (Safeguarding & Social Care)</p> <p>Head of Referral & Assessment</p>
<p>The service provided by the out-of-hours service is not sufficiently robust</p>	<ul style="list-style-type: none"> ■ Review current out of hours service ■ All Emergency Duty Team (EDT) social workers to undertake a specialist child protection course ■ Introduce a new logging system on One Bromley to monitor referrals made by Care Line to EDT and track they have been dealt with. ■ Undertake discussions with LB Bexley to consider the viability of working with Bexley EDT service. 	<p>January 2012</p> <p>August 2011</p> <p>October 2011</p> <p>Sept – Jan 2012</p>	<p>In progress</p> <p>Achieved</p> <p>Achieved</p> <p>In progress</p>	<p>Assistant Director (Safeguarding & Social Care)</p> <p>Head of Referral & Assessment</p>
<p>The availability of specialist training for experienced social workers</p>	<ul style="list-style-type: none"> ■ Develop and provide more specialist training for experienced social workers through: <ul style="list-style-type: none"> ● Training for the introduction of the ‘Assessment of Disorganised Attachment and Maltreatment’ model to be delivered to: <ul style="list-style-type: none"> – Safeguarding Teams – Other front line teams (following evaluation of the effectiveness of the training to Safeguarding Teams). ● In partnership with Bexley, Lewisham and Goldsmiths College develop and deliver advanced practitioner training around systemic practice. 	<p>March 2012</p> <p>May 2012</p> <p>Sept 2012</p>	<p>In progress</p> <p>In progress</p> <p>In progress</p>	<p>Assistant Director (Safeguarding & Social Care)</p> <p>Head of Safeguarding & Quality Assurance</p>

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AREA FOR IMPROVEMENT	ACTIONS AND TASKS	TIMEFRAME (by)	PROGRESS	LEAD OFFICERS
Lack of clear pathways to the early intervention services within the council, resulting in many children and young people being inappropriately referred to the referral and assessment team	<ul style="list-style-type: none"> ■ Develop with partners through a multi-agency group, clear pathways for accessing early intervention services and the thresholds for referral to Children's Social Care (CSC). ■ Promote the agreed pathways to early intervention services: 'A child's journey in Bromley' to stakeholders. ■ Establish a Multi-Agency Support Hub (MASH) to screen referrals from the Police to CSC to ensure that those referrals that do not meet CSC thresholds are signposted to early intervention or other appropriate services. ■ Secure input from Health agencies to the MASH. ■ Extend the screening service to all referrals to CSC, when the CSC Duty Desk & MASH share accommodation and resources. ■ Impact of the MASH to be evaluated by Greenwich University. 	<p>July 2011</p> <p>July 2011</p> <p>July 2011</p> <p>January 2012</p> <p>January 2012</p> <p>May 2012</p>	<p>Achieved</p> <p>Achieved</p> <p>Achieved</p> <p>In progress</p> <p>Achieved</p> <p>In progress</p>	<p>Assistant Director (Safeguarding & Social Care)</p> <p>Head of Referral & Assessment</p>
Strategy meetings are not routinely convened, preventing a wider range of partners engaging and contributing to the child protection process	<ul style="list-style-type: none"> ■ Establish quarterly meetings between Children's Social Care, the Police Child Abuse Investigation Team and Borough Police to discuss and make plans around local issues. ■ Continue to monitor the number of strategy meetings held and professional representation. 	<p>July 2011</p> <p>On-going</p>	<p>Achieved</p>	<p>Assistant Director (Safeguarding & Social Care)</p> <p>Head of Care & Resources</p>
Some long-standing operational difficulties between the Referral and Assessment team and the Police are not effectively escalated to senior managers or through the Local Safeguarding Children Board to improve safeguarding practice and joint-working arrangements.	<ul style="list-style-type: none"> ■ Secure agreement from the DCI of the Regional Child Abuse Investigation Command to ensure arrangements are in place for attendance at the Quality Assurance Group of the Bromley Safeguarding Children Board where any operational difficulties between agencies are routinely addressed. ■ Establish quarterly meetings between Children's Social Care, the Police Child Abuse Investigation Team and Borough Police to discuss and make plans around local issues. ■ Make arrangements for new staff to visit the Police Child Abuse Investigation Team during their induction and for reciprocal arrangements for police officers to visit the Referral & Assessment Service. 	<p>Nov 2011</p> <p>July 2011</p> <p>Sept 2011</p>	<p>Achieved</p> <p>Achieved</p> <p>Achieved.</p>	<p>Assistant Director (Safeguarding & Social Care)</p> <p>Head of Referral & Assessment</p>

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AREA FOR IMPROVEMENT	ACTIONS AND TASKS	TIMEFRAME (by)	PROGRESS	LEAD OFFICERS
<p>Feedback from service users is not routinely collated to help to assess the impact of the work of the team or inform further developments</p>	<ul style="list-style-type: none"> ■ Ensure actions from service complaints are embedded within the service by developing an action plan following all stage 2 complaints. ■ Introduce quarterly monitoring of feedback from service users regarding their social work assessments through audit. ■ Monitor feedback from service users removed from child protection plans by completion of a questionnaire by the Conference Chair. 	<p>January 2011</p> <p>March 2012</p> <p>Sept 2011</p>	<p>Ongoing</p> <p>In progress</p> <p>Ongoing</p>	<p>Assistant Director (Safeguarding & Social Care)</p> <p>Head of Referral & Assessment</p> <p>Head of Safeguarding & Quality Assurance</p>
Educational Attainment of Five Year Olds				
<p>The pace of improvement of five– year olds who are achieving a good level of development by the end of their Reception Year at school is not as fast as found elsewhere.</p>	<ul style="list-style-type: none"> ■ Continue to challenge and support private, voluntary and independent sector providers and schools to close the gap in attainment between the lowest and highest attaining groups in the Early Years Foundation Stage. ■ Continue to categorise LA schools and PVI settings in order to target effective intervention support to appropriate settings / schools, based on local attainment data & Ofsted inspection outcomes. ■ Develop the use of tracking methodology on Foundation Stage attainment to establish the previous early years setting of each pupil. ■ Using the tracking methodology, fully analyse attainment data over a four year period to establish trends. ■ Review the categorisation of LA schools and PVI settings based on the analysis of data using the tracking methodology, and target support to settings / schools as appropriate. ■ Disseminate the information to schools and the PVI sector in order to improve outcomes for children. 	<p>On-going</p> <p>On going</p> <p>Sept 2011</p> <p>March 2012</p> <p>April 2012</p> <p>April 2012</p>	<p></p> <p></p> <p>Achieved</p> <p>In progress</p> <p></p> <p></p>	<p>Interim Assistant Director (Education)</p> <p>Head of Learning</p> <p>Performance, Research & Systems Manager</p> <p>Head of Learning</p>

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Achievement gap				
<p>Strategies to raise attainment and narrow the gap for children and young people from low income families are not proving successful for all age groups, particularly in relation to GCSE results</p>	<ul style="list-style-type: none"> Continue to analyse the attainment progress data at key stages: Early Years Foundation Stage, Key Stage 1, Key Stage 2 and key stage 4, for different groups of children and young people to develop a comprehensive programme of universal and targeted support aimed at underperforming groups of children and young people, including those receiving Free School Meals (FSM). 	On-going	<p>Data for EY/KS1/ KS2 analysed for 2011 results and support targeted.</p> <p>Data for KS4 to be analysed Spring 2012 (later than previous years to allow for Academy GCSE data becoming available)</p>	<p>Interim Assistant Director (Education)</p> <p>Head of Learning</p> <p>Performance, Research & Systems Manager</p>
	<ul style="list-style-type: none"> Continue to categorise the performance of maintained LA schools at all key stages to target support with a particular emphasis on vulnerable groups. Continue to use the attainment of CYP with FSM as a key factor to determine a school as a 'priority school'. 	On-going		<p>Interim Assistant Director (Education)</p> <p>Head of Learning</p>
	<ul style="list-style-type: none"> Continue to allocate a senior school improvement advisor to each priority school with an appropriate package of support including an emphasis on leadership and core subjects. 	On-going		
	<ul style="list-style-type: none"> In addition to providing appropriate school improvement advice and support to maintained schools, offer a costed sold service to all settings and schools including Academies. 	Sept 2011	Achieved: with 95% take up from Bromley Schools (Maintained & Academy).	
	<ul style="list-style-type: none"> Develop 'data packs' and associated training as a sold service to schools including Academies which provide detailed analysis of key stage attainment (Early Years Foundation Stage & Key Stages 1 and 2) including progress at pupil level and by vulnerable groups (including FSM) to improve target setting for individual schools. 	Sept 2011	Achieved: with over 90% take up from schools (Maintained and Academy).	Performance, Research & Systems Manager
	<ul style="list-style-type: none"> Develop a Key Stage 4 'data pack' as a sold service to schools including Academies which provides detailed analysis of attainment including progress at pupil level and by vulnerable groups (including FSM) 	Spring 2012	In progress	
	<ul style="list-style-type: none"> Continue to hold individual pupil review meetings in relation to students who are not meeting their expected potential. 	On-going		Interim Assistant Director (Education)
	<ul style="list-style-type: none"> Further develop the role of the Priority Schools Action Group as a forum for LA senior managers to discuss schools causing concern and 	January 2012	In progress	Head of

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AREA FOR IMPROVEMENT	ACTIONS AND TASKS	TIMEFRAME (by)	PROGRESS	LEAD OFFICERS
	appropriate interventions.			Learning