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

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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

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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 readiness

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

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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 provision
- general provision at a local college, adult and community learning provider or training provider.

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 on to further programmes or employment (progression rates).

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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 guidance\(^9\) 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

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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. 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. If a centre is also a maintained nursery school, it

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

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

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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 prejudge 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.


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; 

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; 

Numeracy counts – NIACE Committee of Inquiry on Adult Numeracy Learning; National Institute of Adult Continuing Education, 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.


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**


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


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

DWP: www.dwp.gov.uk.