

Education & Children's Services Scrutiny Sub-Committee

Tuesday 24 March 2015

7.00 pm

Ground Floor Meeting Room G01C - 160 Tooley Street, London SE1
2QH

Supplemental Agenda

List of Contents

Item No.	Title	Page No.
4.	Minutes The minutes of the meeting held on 14 January 2015 are attached. Minutes of the meeting held on 23 February are to follow.	1 - 7
6.	Independent Safeguarding Children Board Chair The Independent Chair, Michael O'Connor, will attend for a brief follow up interview. The minutes of Safeguarding Boards meetings held in 2014 are attached, alongside the recent Ofsted report on Social Care, and a report submitted by the committee to cabinet on Child Sexual Exploitation.	8 - 90
7.	Review: Adoption The draft report is attached.	91 - 97
8.	Review: Narrowing the Attainment Gap report The draft report is attached.	98 - 126

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Date: 23 March 2015



Education & Children's Services Scrutiny Sub-Committee

MINUTES of the OPEN section of the Education & Children's Services Scrutiny Sub-Committee held on Wednesday 14 January 2015 at 7.00 pm at Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

PRESENT: Councillor Jasmine Ali (Chair)
Councillor Evelyn Akoto
Councillor Anne Kirby
Councillor Kath Whittam
Councillor Kieron Williams
Lynette Murphy-O'Dwyer
Abdul Raheem Musa

**OTHER MEMBERS
PRESENT:**

**OFFICER
SUPPORT:** Strategic Director , David Quirke-Thornton and Rory Patterson,
Rory Patterson, Director, Children's Social Care
Alasdair Smith, Head of Service, Permanence
Rory Patterson, Director, Children's Social Care.
Julie Timbrell, Scrutiny project manager
Shelley Burke , Head of scrutiny

1. APOLOGIES

1.1 Apologies for absence were received from Martin Brecknell and Councillors Lisa Rajan and James Okosun.

1. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

2.1 There were no urgent items of business.

1. DISCLOSURE OF INTERESTS AND DISPENSATIONS

3.1 There were no disclosures of interests or dispensations.

1. MINUTES

RESOLVED:

That the minutes of the meeting held on 24 November 2014 will be amended at point 7.6 to note that Newham CCG was given as an example of good practice , rather than Southwark , for its work on mental health .

1. SOUTHWARK SAFEGUARDING CHILDREN BOARD REPORT

5.1 The chair invited officers to introduce themselves and present the Safeguarding report. Strategic Director , David Quirke-Thornton and Rory Patterson, Director of Children's Service introduced themselves and gave apologies for the Independent Safeguarding Chair , Michael O' Connor, who was unable to attend because of a funeral.

5.2 The Strategic Director explained he was new into post and offered some key observations. He said there was a strong partnership. The key model being used: 'social work matters' is a systemic group process with clinical support. Social workers go out in difficult and unknown situations - so a process that holds our social workers is vital. This model has been developed from both social work and the safeguarding partnership.

5.3 MASH is a hub that enables good decisions making and also enables people to be offered support even if they do not meet a threshold. This partnership approach enables others partners to participate, rather than just leaving interventions to social workers.

5.4 The report under sells the involvement of young people in the work of the Safeguarding Board . The Strategic Director observed he went to a meeting and they were active posing questions. Other parts are more objective.

5.5 The Children's Service is glad this report comes to this committee. In future Children's Services would like to increase the role and voices of children and families in the report so it gives more of local flavor.

5.6 This report is for the previous year. A current focus is Children on Child Sexual Exploitation (CSE) and at last meeting the Board looked at social media.

5.7 The Strategic Director commented that best practice to publish board minutes and papers and publish the presentations of the conference. In future this report could be read in conjunction with the minutes.

5.8 The chair asked if the boards work influences Children's Services policy and the Director said it did, for example domestic abuse. 70 % of safeguarding is related to domestic abuse and the impact on children - witnessing incidents is harmful. The strategy

on Domestic Abuse is held is elsewhere in the council but conversations at the Board influence this policy. The board is also engaged in family matters, CSE and also neglect. We receive a Key Performance Indicators (KPI) report from partners. The Board has a key role in holding to account with reductions in budgets.

5.9 The chair asked why the minutes of the board meetings were not made available to the committee or published, particularly given the current emphasis on transparency. The Strategic Director apologized and said the emerging good practice is to publish. He assured the chair that Children's Services will find a way to reconcile the minutes from last year and share with the committee. A member asked what the problem had been and the Strategic Director explained that the Independent Chair, as a matter of courtesy, had wanted to check that the partners were happy to share.

5.10 A member asked about attendance and engagement and the Strategic Director said he had been impressed by the culture the chair has encouraged: the Probation Service has commissioned a rehabilitation company and officers from both parts of the service are there. The best part is when the children set tasks and ask question, which is at every meeting and keeps it real.

5.11 Officers were asked if schools & academies are playing their part in Safeguarding and officers explained that there is an education representative on the Board and officers also meet with the Headteacher's Executive. Children's Service also have area teams that work with schools , however the Director cautioned that he wouldn't want to say that covers everything . Members observed that there is a blind spot with Harris Academies and that they do not participate in Headteacher's Executive. Officers explained that they highlight the benefits and risks of not attending, and added that Children's Services also reaches out to schools. Members ask for clarification and if there is a representative of the Headteacher's Executive on the board and officers confirmed that there was, a primary school teacher.

5.12 A member noted there is only a small mention of work to tackle FGM . The Director said that Southwark is setting up a joint project with Lewisham. Children Services had a briefing with the Chief Social worker and has received extra funding for 18 months to start an initiative based on a scheme in Belgium, which is very approachable for potential clients. A member asked if this was part of the 5 borough service and the Director explained this was something different, however the Chief Social Worker does chair this. The chair mentioned the scrutiny in a day on this topic and the Director offered to bring people along working on this proposal.

5.13 Officers were asked about links with the voluntary and faith groups and the committee was informed that there is a sub group chaired by CAS. The Strategic Director said it is it is early days but the Board is working on this.

5.14 A member commented that it is really good to see the involvement of young people as that was not clear from report. Officers mention a recent DVD that has been commissioned to work with Children on Child Sexual Exploitation (CSE).

5.15 It was noted that the report contain a single page setting out priorities - but it was then hard to see how these were delivered in the report. The Director said we are changing the report so it will be easier to see this. He said that the capacity of Safeguarding relates to the strengths and weakness on front line practice and traditional

tools do not bring that out richly - the Annual Safeguarding conference is one way we look at issues in more detail. The theme for this years conference is 'The Younger's - the focus is teenagers on how to very young people may be coming of age, engaging in relationships, might be both a victim and perpetrator.

5.16 Members asked how achievements are measured. The Director said there were audits and measurement of partner KPI; however the conference was about getting to heart of issues. The Director said that when he sees things working well it is about core issues - such as consistency and multi agency working together which, when at its best, can really shift issues in a family. The Strategic Director referred to Section 11 audits, which are often not particularly welcomed, but are really important. He said the service is reviewing the format to make them more engaging and also encouraging partners to contribute.

5.1 The chair asked about Serous Case Review and sharing the lessons learnt. The Director responded that there are checks and balances on why one would not be carried out. The service circulates the lessons learnt.

RESOLVED

The minutes of the previous years Children's Safeguarding Board will be provided.

The Independent Safeguarding Board chair will be invited to attend the next meeting.

A copy of the DVD on Child Exploitation will be provided.

1. REVIEW: ATTAINMENT GAP

6.1 The chair invited Edna Mathieson, a local resident, to comment on the topic and her work locally. She explained that her interest is in raising white working class achievement; she is a teacher and academic and is presently working with LSE University. She founded Southwark Community Education Council which holds literacy and math lessons at James Allyn's School and a Saturday school at Dulwich School, with Maths, English and Drama.

6.2 Members asked why these schools were used and she explained that the project wanted to set up a Saturday school to combat the gross under achievements of working class children , however state schools would have to charge for a caretaker as they do not open on the weekend , but Dulwich School are is, which keeps cost down .

6.3 She went on to explain that she was keen to draw upon the research work done by Lambeth Council on ways local schools are raising white working class achievement. This was conducted by Feyisa Demie and is outlined in a publication and led to a conference supported by the Institute of Education.

6.4 A member commented that the committee should be considering both how and why working class children achieve and consider motivation, including the chance to have a job at the end. The quality of teachers is also crucial.

6.5 The chair invited comments on the reports circulated and a member noted the mention on genetics and commented that this would not be an acceptable topic for Jewish people, for example. Another member commented that the Select Committee report looked into genetics as a factor in white working class under achievement, which is outrageous. A member agreed, however added that the report challenged the evidence.

RESOLVED

Edna Mathieson will provide a copy of work undertaken in Lambeth with white working class pupils , produced by Feyisa Demie and Kirston Lewis , and details of a conference held in June 2014.

The chair, and available committee members, will meet with Edna Mathieson to discuss her work further.

1. MINI REVIEW: ADOPTION - FEEDBACK FROM ADOPTION FOCUS GROUPS

7.1 The chair, Councillor Ali, and Councillor Akoto reported back on the focus group with adopters and potential adopters. The chair explained she had produced the grid to highlight the main issues. There was a lots of praise for for staff and some room for improvement. One person there reported that Southwark had said that she had no chance of adopting as she was white and there was no consideration given to her adopting a child of a different ethnicity. Although this did happen several years ago , and before the recent change in government policy towards trans-racial adoptions, the chair said she was still concerned about the councils stance as she had received recent feedback form a constituent that the services was not positive about trans-racial adoption . Officers said that are some fantastic examples of trans-racial adoption, but there are some children it is hard to find a home for. Older children, black children and children with more challenging issues are harder to place and tend to wait longer for a permanent placement.

7.2 A member commented that there appeared to be a communication gap after a positive panel decision and that there was also slowness to produce life story books.

7.3 The project manager reported that following concerns raised at the focus group on the quality of school support for adopted children she had been put in

touch with an adoption network which is doing work with an organization called PAC –UK . They have been recommended for their work with schools in supporting the education of permanently placed children - she has asked this organization for more information for the committee. Members asked officers is there is a training programme for teachers, governors and SENCO. Officers responded that most Southwark children are adopted outside of Southwark; however there is a wider responsibility to adopted children and the adoption team will be taking this away and thinking more about this. Members pointed out that teachers have to do CPD on a weekly basis and that by training governors, and trainers, even if only once every few years it can cascade.

7.4 Members reported that one feedback was that they like the post adoption feedback, including peer support. Mirander Gregory, a local adopter, set up a peer support network. She had helped gather people for the focus group. We are Family blogs here <https://wearefamilyadoption.wordpress.com/>.

7.5 A member of the committee asked if there were many same sex adopters. Officers said about a third of adopters were same sex, and members commented that this was reflected in the focus group. Officers reported that Southwark was one of the first councils to pioneer same sex adopters and it is a real area of strength.

7.6 The committee discussed the feedback that the induction process was quite bleak and if this needed to be softened. Members commented that it is a balance as people do have to have the have the mettle, however the focus group emphasized the need to communicate the realities, both the joys and pains of parenting. Officers commented that they would be thinking about this and noted that people value hearing from people with experience of the adoption, both being parents and giving a child up for adopting. Officers explained they invited some communication people came to induction meetings to improve the process.

RESOLVED

Information from PAC – UK on their work with schools will be circulated.

1. FREE HEALTHY SCHOOL MEALS (FHSM)

1. WORK-PLAN

9.1 A member raised concerns with families being transferred out of the borough to access housing and the impact on their children, and particularly their schooling. She reported that the housing offered was often far away from their

communities and extended family, in cities like Birmingham and Manchester. Families also frequently had to accept the offer very quickly, which made transition difficult.

RESOLVED

FGM scrutiny in a day will be held on a Thursday and a doodle will be sent around to establish the best date for members, officers, outside experts and survivors.

The Autism Strategy has been pushed back and will now be taken in March.

Members present will each contact four schools and encourage them to complete the Attainment gap survey.

Agenda Item 6

8

Minutes and Actions
Southwark Safeguarding Children Executive Board
19 February 2014
11.00 am – 1.00pm

Minutes and actions

Present:

Michael O'Connor (Chair)	MOC	Independent Chair
Romi Bowen	RB	Strategic Director of Children's and Adults' Services
Geri Scott	GS	Strategic Director of Housing & Community Services
Neil Hutchinson	NH	Temporary Borough Commander
Claudina Tuitt	CT	Lay Member
Mary Mason	MM	Designated Nurse, NHS Southwark Health
Ros Healy	RH	Guy's and St Thomas' NHS Foundation Trust
Deborah Parker	DP	Guys and St Thomas' NHS Foundation Trust
Justin Armstrong	JA	DCI, Metropolitan Police CAIT
Rory Patterson	RP	Director of Children's Social Care
Gordon McCulloch	GM	Chief Executive, Community Action Southwark
Becky Canning	BC	Assistant Chief Officer, London Probation Trust
Jonathon Toy – Item 3	JT	Head of Community Safety
Elaine Allegretti	EA	Head of Strategy, Planning and Performance, Children's and Adults' Services
Ann Flynn	AF	Safeguarding Children Board Development Manager
Tina Hawkins	TH	Safeguarding Children Board Senior Administrator
Tom Sawyer (Minutes)	TS	Senior Strategy Officer, Children's and Adults' Services
Roisin Madden – Item 7	RM	Interim Service Manager, Safeguarding Service
Jackie Cook – Item 7	JC	Head Of Social Work Improvement And Quality Assurance

Apologies:

Andrew Bland		Accountable Officer for the CCG, NHS Southwark Health
Eva Edohen		Lay Member
Rosalinda James		Named Nurse for Child Safeguarding, King's College Hospital
Gwen Kennedy		Director of Client Group Commissioning, CCG
Chris McCree		Acting Assistant Director of Nursing Named Nurse for Safeguarding Children, SLaM NHS Foundation Trust
Paula Townsend		Deputy Director of Nursing, King's College Hospital
Geraldine Walters		Executive Director of Nursing & Midwifery, KCH

1. Minutes and actions arising

MOC welcomed the board. The draft minutes from the previous meeting were reviewed and agreed for accuracy. EA informed the board that a draft of the 2013-14 safeguarding board annual report would be brought to a future meeting. The board fed back views on the recent safeguarding conference: neglect matters and agreed it was a very interesting, useful and successful event.

1a. Update on SSCB sub-groups and s11 process for 2014

AF explained the proposals for: standard terms of reference for sub groups; creation of private fostering and children missing sub groups; a challenge panel approach to the s11 safeguarding reporting process for 2014; and an independent chair for the audit and learning sub group.

The board agreed the standard terms of reference was useful and should be implemented. RB expressed support for the creation of the new sub-groups but wanted to ensure they strengthened performance and accountability: there needs to be a smooth pathway for managing the performance in these areas and we need to ensure the new sub groups do not simply duplicate the existing governance arrangements through

Minutes and Actions
Southwark Safeguarding Children Executive Board
19 February 2014
11.00 am – 1.00pm

Minutes and actions

children's and adults services. MOC agreed that it was important not to duplicate and potentially confuse lines of accountability and stressed that the sub-groups could be used to do more detailed work in line with board priorities. EA and AF agreed to review processes in respect of proposal for private fostering and children missing from home and care sub group and terms of reference to ensure the new sub groups governance arrangements strengthen existing arrangements.

DP sought to clarify that s11 reports would still be annual. AF confirmed this was the case and explained how a challenge panel approach would run on a annual basis reporting in two clusters. The board was supportive of this approach and agreed it would strengthen s11 arrangements. RH asked whether the board felt there was potential for pursuing cross-borough scrutiny with Lambeth, given that many health services operate across both boroughs. AF said the audit approach (the London model) had been agreed with Lambeth SCB and RB agreed that we need to explore how we can help those working across both boroughs. BC advised this should include probation, which will operate across Southwark and Lewisham. RB said that this new approach would help meet the challenge of keeping issues live and ensuring the board was aware any weaknesses in the system and how it can help address them.

MOC, RB and DP all expressed their support for the chair of the audit and learning sub committee to be independent. AF advised this would be taken forward with our specialist recruitment department.

MOC reported back on his recent attendance at the Child Death Overview Panel. He felt that, although the panel deals with a small number of children there are lots of lessons which could benefit the wider system and should be embedded in core work. This includes issues around youth violence, youth suicide and self harm. MOC proposed a report back to the April Executive Board and this was agreed.

All recommendations were accepted

1b. London Probation Trust update

BC updated the board on the latest developments with the reorganisation of the Probation Trust. Staff currently being assigned between the National Probation Service (NPS) and the Community Rehabilitation Companies (CRC) and cases being transferred accordingly. BC advised that we need to think further about s11 responsibilities as both NPS and CRC will have responsibilities for safeguarding. GS reflected the view that the board was very well briefed and that other parts of the local authority need to be similarly updated so they can plan service delivery (for example Housing managing releases). JT echoed this view and asked that all parties think broadly about the overall impact of the changes. BC agreed and suggested that the March-May period would be the ideal time to do this work, before the London Probation Trust is disbanded. JT confirmed this matter is a standing item to plan and monitor on the Safer Southwark Partnership Board

Decisions and/or actions agreed		
Reference	Details	Action
1	All recommendations from item 1a agreed	AF to take forward implementation
2	Review processes and terms of reference around new subgroups to ensure they strengthen existing governance arrangements	AF & EA
3	Independent chair of audit and learning subcommittee to be recruited via the specialist recruitment department	AF
4	Feedback on lessons from CDOP to the next executive board	AF

Minutes and Actions
Southwark Safeguarding Children Executive Board
19 February 2014
11.00 am – 1.00pm

Minutes and actions

2. SSCB Priority Area: Early help to referral: update and report back from main board 28/01/14

MOC presented feedback from the last main board meeting and the draft outcome framework that the board has recommended adopting to test interventions against under the Best Start priority of the CYPP. These are high level strategic outcomes which have more specific, measurable outcomes beneath. This is fundamental to being clear about what the partnership is setting out to achieve. EA proposed working with the relevant subgroup leads to develop specific measures under each strategic outcome and how we can apply the outcomes to specific vulnerable cohorts for children and young people.. EA also described the need for a baseline to identify in which areas and parts of the system outcomes could improve. This will link into the work of the audit and learning subgroup. RB welcomed the development of the outcomes framework and felt an outcomes focus should be part of everyday work, used in supervisions and reviews, as well as being part of a strategic framework. MOC agreed that it was useful strategically, operationally and practically. It should allow partners to ask who is best placed to make a difference. MOC and RB agreed the need to map out where resources are coming from to achieve these outcomes so we can develop a common language and understanding across the partnership, with communities and with parents. MM felt agencies need to better understand what tools and measures each uses and take a pragmatic approach to coming together. EA highlighted that this way of working represents a shift for some agencies way of measuring and recording performance. RP agreed and said it would drive a fundamental shift in practice – the framework should bring clarity to the system in changing practice on the ground. RH suggested taking a pathway approach – mapping out the different pathways and how we are measuring outcomes at each stage. The board recognised that there can be difficulty in measuring some outcomes but agreed that this work can raise aspirations and ensure we articulate the difference our work is making.

MOC outlined an approach to taking this work forward as a project. It was agreed that MOC would chair a multi agency project board to draw different parts of the system together. RB felt it important to be transparent that this is part of our change process – that this represents the partnership tackling and preventing neglect in a different way, using a multi-agency real team approach. MOC agreed and felt this approach should save time and resources as well as improving the experience and aspirations of service users. MH raised a question about the interfaces with other boards and programmes, such as Troubled Families. The board agreed that Troubled Families must be considered part of this work and that the boards would need to work together initially but may, in time, come together as work develops. EA agreed to bring developed proposals back for sign off in April.

Decisions and/or actions agreed		
Reference	Details	Action
5	A project management approach to take the Best Start outcome framework forward, including a multi-agency project board chaired by MOC and work with sub group leads to develop outcome measures.	EA

3. Child Sexual exploitation

In introducing the update on CSE RP outlined a proposed way forward. Development of a strategy and operating model would need to be influenced by the best possible understanding of the scale and nature of CSE in Southwark. Therefore the first step will be to create a profile of the problem. RP has already sought information from teams likely to be in contact with at-risk young people. The MASE panel will then be reconstituted in line with the pan-London operating protocol and will undertake a risk-based review of the young people identified. RH welcomed this approach and suggested we develop the CSE resources diagram into a pathway for at-risk young people, or those already subject to CSE. RB also challenged

Minutes and Actions
Southwark Safeguarding Children Executive Board
19 February 2014
11.00 am – 1.00pm

Minutes and actions

health partners to provide as much information as possible, stressing the importance of capturing information from hospitals and clinical services so we can build the most accurate profile of risk. The same goes for schools. MOC and JT supported the challenge, JT stating that we should also build up the history and patterns of abuse so we can target interventions. All names collected then need to be run through the MASH systems.

Decisions and/or actions agreed

Reference	Details	Action
6	RP to circulate email request for names of those at risk of CSE to health colleagues via names provided by RH.	RH & RP
7	Multi agency group to meet and review information on all young people identified as at risk if CSE, having used MASH systems to develop profile. Group also to make recommendations on future role of MASE panel.	RP & JT

4. Young People's engagement

MOC and AF talked through a proposal for instituting a shadow safeguarding board to hear from children and young people systematically. RB welcomed the proposal as a similar approach had worked well for the Children's Trust. The youth council is an elected body and could be involved.

Decisions and/or actions agreed

Reference	Details	Action
8	Proposals to constitute a shadow board to be taken forward as set out in the paper.	AF

5. Horizon scan

EA presented highlights of the latest developments nationally. The board welcomed the report and, in discussing the latest developments with the new Ofsted framework, EA explained that this years annual report would form a self assessment.

6a. Performance Management

EA introduced the item and explained the interface with the Best Start outcomes framework (item 2). EA highlighted the need for developing activity and quality measures, particularly for the current gaps around health. RB and MOC challenged the gaps and it was agreed that the board must have some data from health partners for the next meeting. RB also asked for an analysis of referrals into MASH from health and VCS.

EA highlighted some areas where performance data was particularly notable. The Child protection plan cohort is high and rising. There is also a higher % of s47 cases translating in to conferences. MOC requested a more detailed report on this to the next board. Police protection orders although they had reduced are starting to increase – MOC and RB asked for a more detailed analysis of this at the next board also. Re-registrations and those on a CP plan for 2+ years are both at a low level, and care proceeding rates are also low. This could be a reflection on our tougher line on neglect, and impact of signs of safety work, but a report in more detail would be welcomed.

RB asked that the performance scorecard be reissued without the data gaps in advance of the next meeting.

Minutes and Actions
Southwark Safeguarding Children Executive Board
19 February 2014
11.00 am – 1.00pm

Minutes and actions

Decisions and/or actions agreed		
Reference	Details	Action
9	Health performance measures to be discussed at next Health sub group with EA to attend	EA
10	Detailed reports to next meeting on: <ul style="list-style-type: none"> - CP registrations, CP plans >2 years & care proceedings - Police protection orders 	JC EA
11	Scorecard to be reissued before next meeting	EA

6b. Private Fostering

RP introduced the report and highlighted the decrease in notifications as possibly being attributable to under reporting. Referrals tend to come from within the service not from the wider system such as schools and health agencies. There is a service improvement plan in place and MOC requested this be reviewed in light of a need to ensure all agencies are contributing, and then brought to the board. GS suggested tenancy checks and housing options checks could contribute to identification.

DP confirmed the private fostering manager had presented the subject to the GSTT safeguarding assurance Board to support awareness raising

Decisions and/or actions agreed		
Reference	Details	Action
12	Private fostering service improvement plan to be revised to reflect a whole system approach and be brought to the board	RP & JC

6c. Report of the IRO and CP chairs

JC introduced the report of the IRO and highlighted some key messages. These included an increase in the % of reviews completed on time and the link between IROs and children running away and placed in out of borough placements. MOC felt that the board needs reports like this to help keep in touch with the detail of what is happening to LAC in the borough, and the LAC stocktake at April's meeting will need to be informed by this paper.

The report of the CP chairs reported a decrease in CP plans >2 years and highlighted a more challenging and proactive approach from the chairs around this. There have been significant improvements under children subject to a plan and subject to a plan for 2years plus and signs of safety is seen as a very successful model. RB asked for more analysis around what happens at step-down.

Decisions and/or actions agreed		
Reference	Details	Action
13	Further analysis of step down from child protection plan and ¼ reporting from head of quality assurance re child protection, and independent reporting officers	JC

Minutes and Actions
Southwark Safeguarding Children Executive Board
10 April 2014
1.00pm – 3.00pm

Minutes and actions

Present:

Elaine Allegretti	EA	Head of Strategy, Planning and Performance, Children's and Adults' Services
Romi Bowen	RB	Strategic Director of Children's and Adults' Services
Becky Canning	BC	Assistant Chief Officer, London Probation Trust
Kerry Crichlow	KC	Director of Strategy and Commissioning, Children's and Adults' services
Ann Flynn	AF	Safeguarding Children Board Development Manager
Merril Haeusler	MH	Director of Education, Children's and Adults' services
Tina Hawkins	TH	Safeguarding Children Board Senior Administrator
Ros Healy	RH	Guy's and St Thomas' NHS Foundation Trust
Chris McCree	CM	Acting Assistant Director of Nursing and Named Nurse for Safeguarding Children, SLAM NHS Foundation Trust
Gordon McCulloch	GM	Chief Executive, Community Action Southwark
Mary Mason	MM	Designated Nurse, NHS Southwark Health
Abdu Mohiddin	AM	Consultant, Public Health
Michael O'Connor	MOC	Independent Chair
Deborah Parker	DP	Guys and St Thomas' NHS Foundation Trust
Fiona Russell	FR	Principal Strategy Officer, Children's and Adults' Services
Tom Sawyer	TS	Senior Strategy Officer, Children's and Adults' Services
Geri Scott	GS	Strategic Director of Housing & Community Services
Ruth Wallis	RW	Director of Public Health

Apologies:

Justin Armstrong		DCI, Metropolitan Police CAIT
Andrew Bland		Accountable Officer for the CCG, NHS Southwark Health
Jackie Cook		Head of Quality Assurance, Children's and Adults' Services
Eva Edohen		Lay Member
Zander Gibson		Borough Commander
Rosalinda James		Named Nurse for Child Safeguarding, King's College Hospital
Gwen Kennedy		Director of Client Group Commissioning, CCG
Alex Laidler		Acting Director of Adult Social Care
Rory Patterson		Director of Children's Social Care
Paula Townsend		Deputy Director of Nursing, King's College Hospital
Claudina Tuitt		Lay Member
Geraldine Walters		Executive Director of Nursing & Midwifery, KCH
Susi Whitthome		

1. Minutes and actions arising

MOC welcomed the board. The draft minutes from the previous meeting were reviewed and agreed. All actions were either completed or in train.

1a. Child engagement

AF introduced the proposal around child engagement and it was accepted positively by the board. CM suggested passing an invite to CAMHS service users and AF agreed to provide an invite.

1b. Sub groups

AF introduced the proposed governance around private fostering and missing children subgroups. The

Minutes and Actions
Southwark Safeguarding Children Executive Board
10 April 2014
1.00pm – 3.00pm

Minutes and actions

board agreed that lines of governance and reporting would remain as is but in effect be extended to the safeguarding board.

1c. Performance data update

EA informed the board that the scorecard would be circulated after the meeting.

Decisions and/or actions agreed		
Reference	Details	Action
1	AF to provide CM with an invite to CAMHS service users to join the shadow safeguarding board	AF & CM

2a. CiN Sufficiency assessment

KC introduced the item as an initial report of work and findings so far around CiN sufficiency, highlighting some of the opportunities and challenges needing a whole-system response as well as a commissioning response. The priority areas highlighted were:

- a strong universal offer but a need to look at targeted provision
- opportunities to shift bias from acute services to prevention and early intervention
- areas where provision for adults doesn't automatically 'think family'

MB asked whether the work could be developed to include data around cost, reach and outcomes, which KC confirmed as a next step. KC explained that this piece was not a detailed quantitative analysis but was intended to stimulate the system to question if we have the right resources in the right place. There are some areas where we could strengthen our ability to target vulnerable children and also align provided services more closely with commissioned services. RB expressed a desire to understand how the commissioning analysis relates to the JSNA and RW suggested a JSNA framework might help take the work forward. MOC said the board needs to understand the budgets that are in scope – there are lots of funding streams which need to be focused in one way – this piece of work needs to help us get there.

2b. Outcome framework – specific measures and next steps

EA introduced the paper and referenced the discussion about specific measures that had taken place at the last meeting. EA highlighted the challenges in reporting some of the data that the system does or could collect, such as the outcomes of health visitor assessments at 2 years. RB issued a challenge to the system to resolve such problems, whether they are related to systems or practice and MOC supported this. RH and MM agreed to come to EA with more information about data extraction issues related to Rio. EA said that we need data in a way which helps us apply it to specific work with vulnerable children. Many different providers collect different information so how do we bring this together as a system? MOC said that he was keen to agree the outcomes and the board agreed them, with the proviso (as raised by MH and BC) that some of the wording be amended to be more positive and parent/child friendly and relatable). RW said that getting population level data on the outcomes may be OK, but data for the targeted groups may be hard to report. EA suggested a small multi-agency group come together to look at the outcomes for a small cohort, using some of the tools in the Ofsted report "In the child's time - professional responses to neglect". This was agreed.

Minutes and Actions
Southwark Safeguarding Children Executive Board
10 April 2014
1.00pm – 3.00pm

Minutes and actions		
Decisions and/or actions agreed		
Reference	Details	Action
2	Develop the CiN sufficiency with data around cost, reach and outcomes, including identifying all the funding streams that should be in scope. This should be under the governance of the Children's Commissioning Group.	KC
3	RH & MM to come back to EA with more info on data extrapolation from Rio	RH & MM
4	A small multi-agency group to be formed to review outcomes for a small cohort, using Ofsted tools	EA
5	Review wording – make more positive and parent/child friendly	EA

3. Children in care profile and needs assessment

EA presented the paper which was well received by the board. MOC raised the question of what the costs and outcomes of residential placements are, and what alternatives the money could be used for. EA advised this would be reviewed as part of the upcoming sufficiency assessment. RB commented on placement stability and understanding children and young people's wishes – they do not always understand why they have been moved, especially when in deep distress. MOC asked that the board review trends and risks on a regular basis and EA suggested the IRO report (due at the next meeting and then quarterly) would serve that function.

Decisions and/or actions agreed		
Reference	Details	Action
6	Analysis of cost & outcomes of residential placements as part of CLA sufficiency	EA
7	Review trends and risks on a regular basis – link to IRO reports	EA / Jackie Cook

4. Horizon scan

EA highlighted the key messages from the horizons scan, including Ofsted's review of neglect and in particular the tools recommended therein. MM echoed the value in reviewing these tools, citing in particular the South Gloucester toolkit.

5. Child Death Overview Panel – learning

AM presented the work and findings of the Child Death Overview Panel, which prompted a wide and varied discussion of issues raised. DP raised the bedroom tax and the potential impact it may have on co-sleeping. MH commented on the mental health issues which can often begin in the teen years and highlighted a proposal to target early help at this via schools. The board discussed how the issues raised in the report could be communicated to staff. MOC suggested there would be different levels at which to target the information, RB agreed and recommended using data to underpin learning – targeting Southwark's particular problem areas. CM also raised the issue of 'late bookers' in terms of maternity appointments and a need to think about how the system deals with these, including where women are in transit. A number of actions were agreed as set out below.

Minutes and Actions
Southwark Safeguarding Children Executive Board
10 April 2014
1.00pm – 3.00pm

Minutes and actions		
Decisions and/or actions agreed		
Reference	Details	Action
8	GS and AM to meet and discuss how to take learning / messages around cot deaths and co sleeping to housing front line staff	GS & AM
9	Board to circulate 'learning from CDOP and advice for staff flyer / leaflet	AF
10	'Late bookers' for maternity appts – need data on them along whole pathway – AM, RW, DP & Barbara Hills meet to take fwd	AM
11	HWB – feed into governance review including protocol between HWB, SCB, SAB	EA

Minutes and Actions
Southwark Safeguarding Children Executive Board
1st July 2014
10.30am – 12.30pm

Minutes and actions

Present:

Michael O'Connor (Chair)	MOC	Independent Chair
Jim Crook (Vice Chair)	JCK	Interim Strategic Director of Children's and Adults' Services
Jackie Cook	JC	Head Of Social Work Improvement & QA, Southwark Council
Ann Flynn	AF	Safeguarding Children Board Development Manager
Zander Gibson	ZB	Borough Commander, Metropolitan Police
Tina Hawkins	TH	Safeguarding Children Board Senior Administrator
Ros Healy	RH	Guy's and St Thomas' NHS Foundation Trust
Debbie Hutchison	DH	AD of Nursing, King's College Hospital
Merril Haeusler	MH	Director of Education, Southwark Council
Louise Knipe	LK	DI, Metropolitan Police CAIT
Mary Mason	MM	Designated Nurse, NHS Southwark Health
Chris McCree	CMc	Interim AD of Nursing -Trust N. Nurse for Safeguarding Children
Gordon McCullough	GM	Chief Executive, Community Action Southwark
Victoria Mills	VM	Councillor, Southwark Council
Rory Patterson	RP	Director of Children's Social Care
Debbie Saunders	DP	Guy's and St Thomas' NHS Foundation Trust
Geri Scott	GS	Strategic Director of Housing & Community Services
Jane Shuttleworth	JS	Head of Strategy (int), Planning & Performance, Southwark Council
Susi Whittome	SW	Head Teacher Representative, Keyworth Primary School

Apologies:

Andrew Bland	Accountable Officer for the CCG, NHS Southwark Health
Becky Canning	Assistant Chief Officer, London Probation Trust
Eva Edohen	Lay Member
Gwen Kennedy	Director of Client Group Commissioning, CCG
Alex Laidler	Interim Head of Adult's Services, Southwark Council
Deborah Parker	Deputy Chief Nurse, GSTT
Greg Pople	DCR, Metropolitan Police
Geraldine Walters	Executive Director of Nursing & Midwifery, KCH

1. Introductions and apologies

MOC welcomed the board and new members Jim Crook, Jane Shuttleworth, Victoria Mills and Zander Gibson. The draft minutes from the previous meeting were reviewed and agreed for accuracy.

2. Minutes and actions arising

2.1 KC advised that the CiN sufficiency assessment work is progressing.

2.2 RH advised that initial discussions with EA re: community paediatrics and RIO data took place and also discussion with Tom Sawyer and Public Health re:immunisations.

2.3 AF advised that a multi-agency audit focusing on early help outcomes is still to be done.

Minutes and Actions
Southwark Safeguarding Children Executive Board
1st July 2014
10.30am – 12.30pm

Minutes and actions		
Ref	Details	Action
1	KC will provide an update to the September meeting on progress with sufficiency assessment .	KC
2	AF to circulate the learning from CDOP.	AF

3. Private Fostering

RP introduced the paper on the private fostering multi-agency improvement plan.

RP advised that notification levels dropped from 45 in 2012/13 to 17 in 2013/14 and therefore it is timely to review the systems each agency has in place for identification and notification of private fostering arrangements. Notifications from schools have dropped considerably and RP has written to schools drawing their attention to this.

Decision of the Board held in April 2014 was to produce a multi-agency action plan in relation to Private Fostering.

GS suggested information on Private Fostering regulations could be circulated to Southwark tenants through the newsletter that gets sent to Southwark tenants.

The board were informed of the private fostering awareness week 7-11th July (a national campaign).

Decisions and/or actions agreed		
Ref	Details	Action
3	<p>A Private Fostering multi-agency action plan to be developed. In developing this plan to consider the recommendations made in the report on Private Fostering presented to the Board alongside wider actions from the partnership and including the VCS. The recommendations made to the Board were:</p> <ol style="list-style-type: none"> 1. All agencies to undertake a review of their system for identifying and notifying the Local Authority of children who may be subject to Private Fostering Arrangements; reporting to the Board by November 2014 2. Southwark Schools to be asked to provide an annual return confirming the Private Fostering Status of all children on roll as at 31st October 3. Ensure that Private Fostering is an integral part of casework supervision for Children's and Adults Services 4. Voluntary Sector Agencies to be asked to consider how they can raise awareness of Private Fostering and support notifications to the Local Authority. 	RP to co-ordinate

4. Head of Quality Assurance report: child protection service, IRO service, LADO and children missing from home and care

JC reported on all aspects of quality assurance and key messages. MOC commented that whilst a helpful report, it would also assist if future reports could include more qualitative analysis and a focus on outcomes and the 'difference we are making.' JC agreed and future reports will also include a section on the quality and safety of placements.

Minutes and Actions
Southwark Safeguarding Children Executive Board
1st July 2014
10.30am – 12.30pm

Minutes and actions

ZG enquired about the planned return interview service for children missing from home & care. JC agreed to liaise with the police about this.

JC confirmed that during 2013-14, there were 66 representations and escalations to managers from IROs concerning 60 children. The majority of the escalations were resolved quickly. In 5 cases the matter was escalated to senior managers.

Priorities for 2014-15

- Increase participation of young people and families in CP planning
- Further develop the LADO function and improve the quality of investigation and tracking
- Improve performance on return interviews for young people who go missing
- Increase the proportion of permanent CPC/IROs and move towards more joint working with CP chairs chairing some LAC reviews to improve continuity of planning of the child's journey
- A programme of observing conferences and reviews has started and will be further developed including senior managers
- IROs to continue to work with social workers to
 - reduce the length of time children wait to be adopted from care
 - improve placement stability
 - have more children placed closer to their home

MOC asked about the SSCB missing children protocol. JC advised that this is available and will be updated shortly. The updated protocol will be circulated for review and discussion.

Ref	Details	Action
4	JC to report back to RP on the 4 young people missing from care	JC
5	JC to circulate the missing children protocol once this is updated and liaise with the police re: planned return interviews.	JC

5. SSCB Quality Indicators Scorecard

JS presented the SSCB scorecard. This is work in progress. JS informed the Board of a document produced by Greater Manchester and West Midlands LSCBs which includes suggestions for whole system multi-agency indicators. This will inform the further work that is needed to make sure the SSCB scorecard represents the whole system.

Ref	Details	Action
6	JS to circulate the information produced by Greater Manchester LSCBs	JS
7	All - to provide names of the 'key data' person from their agency	Each agency
8	Each agency in turn to present the performance management dashboard in order to bring a different focus and to share accountability. The next dashboard is due at the 25 th November meeting	Each agency
9	RH to follow up on Public Health data	RH

6. Update on SSCB governance and subgroups

AF presented an update on the current work of the subgroups and current governance arrangements for the board.

Minutes and Actions
Southwark Safeguarding Children Executive Board
1st July 2014
10.30am – 12.30pm

Minutes and actions

The following key issues were agreed:

- All members to note that two reviews (serious case review and management review) are being undertaken using the Welsh Government model framework. The outcomes of these will be reported back to the Board in November and January respectively
- Partners to agree the Education Sub-Group to progress plans to hold a multi-agency conference developing work on addressing child neglect and the educational response across the age and development span
- Agree to establish a joint adult and children's safeguarding community engagement sub group.
- The Executive Board to consider report on learning from past SCRs.
- Following discussion it was agreed that the current Executive Board would in future be known as the 'Southwark Safeguarding Children Board' and a new title be given to the 'Main board'.

Ref	Details	Action
10	Suggestions for new name of the 'Main Board' to be sent to AF	All
11	Education Sub-Group to progress plans to hold a multi-agency conference developing work on addressing child neglect and the educational response across the age and development span.	Education sub-group
12	Establish a joint adult and children's safeguarding community engagement sub group.	tbc
13	Agenda Board item on report on learning from past SCRs.	AF

7. Children's Engagement and Annual SSCB report and work plan

Children's engagement – AF advised that work had been taking place on ensuring children and young people's input to the executive. It was proposed that young people attend the 2nd September meeting. The chair was unhappy with the length of time it has taken to involve young people. MOC noted the importance of understanding children and young people's view of services and how this may act as a challenge to existing practice.

Annual report – The draft annual report has been sent to Board members for consultation. Comments due back to AF by 22nd July. AF to present final annual report to the 2nd September board meeting. The annual report will also be presented to Education and Children's Scrutiny Subcommittee.

Work plan – The SSCB work plan sets out the main themes for the year for the Executive and Main Board (set out in appendix 2).

The Executive agreed the following recommendations:

- Agree the revised plan for children's engagement with the Board. This will include work undertaken over the summer holiday period to support and prepare identified young people to meet the executive Board on 2nd September 2014
- Agree use of an estimated £500 to pay additional hours to a youth service worker to support the young people and assist the development of the young people's engagement with the Board
- Consider the annual Safeguarding Children Board report within the context of their agency. Feedback to be sent to ann.flynn@southwark.gov.uk . for 22 July 2014

Minutes and Actions
Southwark Safeguarding Children Executive Board
1st July 2014
10.30am – 12.30pm

Minutes and actions

Ref	Details	Action
14	AF to move forward with plans for children and young people's engagement. Young people due to attend on the 02.09	AF
15	Feedback to be provided on the draft annual report by 22.07	All agencies

8. SSCB Priority areas

8.1 Families Matter

MOC briefed members on the Families Matter work. The first meeting took place on the 24th June and a workshop is taking place in July to discuss service models. A further discussion is to take place outside of the meeting with Jim Crook re: governance.

8.2 CSE

AF introduced the draft Child Sexual Exploitation Strategy and action plan. The CSE subgroup will lead on completing the report and the action plan. Feedback to be given to AF/RP by 22nd July. Final draft report to be presented to the September meeting.

Ref	Details	Action
16	Agencies to feedback on the CSE strategy & action plan by 22.07	All agency's
17	CSE subgroup to take responsibility for completion of the strategy & action plan. Action plan to be developed and more specific about the areas of risk & where the vulnerabilities are.	CSE subgroup

9. Proposal for Working Together with Lambeth SCB

AF introduced the proposals for building on the current relationship with Lambeth safeguarding children board.

It was agreed that the SSCB will consider wherever possible the opportunity for cross borough working. Examples suggested were as follows:

- To invite Lambeth colleagues to some training events
- Involvement in S11 challenge panel as peer reviewer
- Joint audit activity

10. Female Genital Mutilation (FGM)

AF presented a paper that set out information and issues on FGM. AF advised that a base-line audit took place in December 2013 focusing on women subject to reconstructive surgery at GSTT. This highlighted the difficulties faced in identifying the women's needs and the need for more information on the subject. A follow up audit is planned jointly with Lambeth and findings from the audit will be reported to the joint health executive meeting in July.

Executive board members were asked to:

- Consider FGM issues for their service areas and report to future Board on how they will develop awareness for staff/volunteers and service users. To include how impact will be measured.
- Partners to note the guidance from NHS England and to follow this guidance
- FGM to be considered in the health, education and community engagement sub group in order to develop an action plan for Southwark
- The results from the audit undertaken with Lambeth to be made available to the Executive Board.

Minutes and Actions
Southwark Safeguarding Children Executive Board
1st July 2014
10.30am – 12.30pm

Minutes and actions

RP advised he was contacted by the Principal Social Worker who asked if Southwark would be interested in working with Lambeth on a joint initiative on FGM. RP to report back on outcome.

MH advised that FGM was being discussed in the Education Subgroup. There is a lot of commitment to tackle this issue and the group has agreed to plan a schools forum to discuss this further.

Ref	Details	Action
18	Health subgroup to take leadership on FGM and develop the work and AF will be reporting back to the Audit and Learning Subgroup	Health subgroup
19	MM to take issue forward with GK (broader implications, not just health) - to come back to November board	MM
20	Schedule agenda item for Board members to share how their service area/s will develop FGM awareness for staff/volunteers and service users. To include how impact will be measured	AF

11. Consultation: integrated inspection of help, protection and care, and joint inspection of LSCBs

Integrated Inspection consultation papers can be found at: <http://ofsted.gov.uk/news/integrated-inspections-assess-contribution-of-all-professionals-help-care-and-protection-of-children-0> - The full consultation proposals and online survey are here: <http://www.ofsted.gov.uk/resources/140112>.

The consultation is in relation to the targeted programme of integrated inspections. AF advised the information is also highlighted in the horizon scan document.

12. Any other business

12.1 Ofsted thematic review

RP advised notification had been received that Southwark had been selected to take part in an Ofsted survey inspection on the quality of assessment within children's social care and the organisational factors which affect assessment quality.

Ref	Details	Action
21	RP to report back on the outcome of the Ofsted Thematic Inspection on Assessment to the September meeting.	RP

12.2 Southwark council protocol for assessment

JS introduced a paper which was tabled on the outline for a Southwark protocol for assessment. RP advised that a single assessment process has been introduced in line with requirements set out in Working Together (2013) replacing both the initial assessment and core assessment.

Working Together sets out that local authorities, with their partners, should develop and publish local protocols for assessment.

RP asked the Board to endorse this as an operating protocol, with a view to developing this with partners and then bringing it back to a subsequent board for final approval.

The board endorsed this in principle as an early draft.

Minutes and Actions
Southwark Safeguarding Children Executive Board
1st July 2014
10.30am – 12.30pm

Minutes and actions		
<i>Ref</i>	<i>Details</i>	<i>Action</i>
21	Future agenda item to be scheduled on the Single Assessment Protocol.	AF
<p>12.3 Horizon scan & agency updates These items were circulated electronically for information only. There were no questions on the documents circulated.</p>		
<p>Next meeting: 02.09.14 10.30 – 12.30 Room G02b, 160 Tooley Street, SE1</p>		

Minutes and Actions
Southwark Safeguarding Children Executive Board
2 September 2014
10.30am – 12.30pm

Minutes and actions

Present:

Michael O'Connor (Chair)	MOC	Independent Chair
Becky Canning	BC	Assistant Chief Officer, London Probation Trust
Jim Crook (Vice Chair)	JCK	Interim Strategic Director of Children's and Adults' Services
Kerry Crichlow	KC	Director Strategy & Commissioning
Ann Flynn	AF	Safeguarding Children Board Development Manager
Merril Haeusler	MH	Director of Education, Southwark Council
Tina Hawkins	TH	Safeguarding Children Board Senior Administrator
Gwen Kennedy	GK	Director of Quality and Safety, CCG
Alex Laidler	AL	Interim Head of Adult's Services, Southwark Council
Mary Mason	MM	Designated Nurse, NHS Southwark Health
Chris McCree	CMc	Interim AD of Nursing –Trust N. Nurse for Safeguarding Children
Gordon McCullough	GM	Chief Executive, Community Action Southwark
Rory Patterson	RP	Director of Children's Social Care
Greg Pople	GP	DCI, Metropolitan Police
Geri Scott	GS	Strategic Director of Housing & Community Services
Jane Shuttleworth	JS	Head of Strategy (int), Planning & Performance, Southwark Council
Claudina Tuitt	CT	Lay Member
Jonathon Toy	JT	Head of Community Safety & Enforcement, Southwark Council
Ruth Wallis	RW	Director of Public Health, Southwark Council
Geraldine Walters	GW	Executive Director of Nursing & Midwifery, KCH

Apologies:

Andrew Bland	Accountable Officer for the CCG, NHS Southwark Health
Jackie Cook	Head Of Social Work Improvement & QA, Southwark Council
Zander Gibson	Borough Commander, Metropolitan Police
Ros Healy	Guy's and St Thomas' NHS Foundation Trust
Victoria Mills	Councillor, Southwark Council
Debbie Saunders	Guy's and St Thomas' NHS Foundation Trust
Susi Whittome	Head Teacher Representative, Keyworth Primary School

1. Introductions and apologies

MOC welcomed Board members and invited guests. Apologies were noted.

2. Change makers: Discussion with young people on engagement on the SSCB

MOC welcomed six young people to the meeting with representatives from their support agency. MOC noted that there was shared understanding of how important it is to listen to and engage with young people, but that it can be difficult to do, and difficult to show what difference it makes and evidence the impact it has on the SSCB. Many groups of young people in the borough are affected by the sorts of issues discussed by the Board and it will not be possible to reach all young people, but the Board should initiate the process of reaching as many as possible. The Inquiry into Child Sexual Exploitation in Rotherham 1997-2013 makes it critical that we have ways of directly talking to young people. MOC emphasised that he had been feeling impatient to get this process started and was pleased that work had taken place over the summer to enable these young people to attend.

Minutes and Actions
Southwark Safeguarding Children Executive Board
2 September 2014
10.30am – 12.30pm

Minutes and actions

AF explained that invitations had been sent through various agencies including Youth Offending (User Voice), Young Southwark, Speakerbox and Young Carers to identify young people to participate. The young people had met four times in the summer with colleagues from the Youth Service and speakerbox in preparation for the meeting.

A young person gave an overview of their work to date, which included looking at what safeguarding means, and what different types of abuse can occur, including modern day slavery and child sexual exploitation. They had learned about the membership of the Board and done a spoken word exercise exploring the significance of safeguarding for them and their generation. A young person read aloud a poem, entitled *Safeguarding*, which was their own work. The Board applauded the young person.

A young person added that they had considered child sexual exploitation and recognised that it is often hidden and can involve younger girls going out with older guys – thinking that this is a good thing but being naive and not realising that the older guy is taking advantage of her.

A young person clarified what the group wanted from the Board:

- To make a change
- To have their voices heard
- To be updated with actions from the Board, potentially via Vimeo
- For the Board to be truthful about what can be done – and be honest when things are not possible

They also had several ideas for spreading awareness including the use of blogs, doing questionnaires on the street about safeguarding with peers, social networking and an annual event to bring a larger number of young people together. They felt that safeguarding is not well understood by most young people. A young person said that they had been aware of safeguarding in the news and seen that it is a very large subject – but often undermined or disregarded. A young person said that we need to go to young people, ask them about safeguarding, tell them about safeguarding as they don't know what it is, and overall provide more education about it, perhaps in PHSE.

MOC invited Board members to respond and ask comment on what the young people had said

GK said that she was impressed that the young people had picked up on the idea of using electronic platforms and agreed that the Board needs to be more creative in reaching out to young people. MOC emphasised to the young people that the Board members were very senior people in their organisations and really can make a difference through their work.

JCK introduced himself as the person responsible for safeguarding in the Council. He said he was particularly interested in their ideas for raising awareness – and that he was also keen to understand what young people feel about trust: can young people talk to teachers about a concern? Do they trust social workers? JCK noted that one major finding from the Rotherham Inquiry was the fact that many young people felt abandoned and that nobody listened to them.

AF stated that during their preparation sessions for the Board meeting, young people had said that targeting business would be a good idea, because young people would like safe businesses they can go to. MOC asked the young people for any further response to JCK's question, and a young person responded that we need to build trust in authority and move forward. Safeguarding a very strong topic for young people but young people don't want to talk about it. It's not a big part of PHSE, maybe there was a need for another lesson on safeguarding specifically as it is a very big role.

AL explained that she spends a lot of her time at work thinking about safeguarding for children with disabilities or learning disabilities, including young women with learning disabilities approaching adulthood. AL asked for the young people's opinions on supporting more vulnerable young people – and on working with people with (learning) disabilities across all age ranges.

Minutes and Actions
Southwark Safeguarding Children Executive Board
2 September 2014
10.30am – 12.30pm

Minutes and actions

MOC said he felt this was a complicated question and maybe could be addressed in future. He wanted to focus today's discussion on how the Board works together with children.

JS thanked the young person for the poem and the meeting applauded their appreciation. JS reiterated the need to ask the right questions to young people and work out how we can do more of it. It was important to realise on issues such as CSE that victims do not always know something is wrong, making it harder to tackle.

A young person asked the board three questions:

1. When children go missing, what does the Board do to help find them?
2. What happens when a young person is a victim of CSE? What help do they get and what do you do to make sure it never happens again?
3. What is the Board doing to build a better community?

GS asked about how the Board can be better connected and picked up on the idea of blogs as a way of knitting young people into the business of the Board, asking whether this was enough, or whether there was a better way of ensuring young people's presence around the work of the Board. A representative from Youth Services, accompanying the young people, said that the young people had discussed attending three to four Board meetings with preparation sessions beforehand and debriefings. Young people would also need preparation if they were expected to respond to consultations and time to speak to other young people, the young people also wanted to know whether they could choose their own topics to bring to the Board.

MOC confirmed that this has to be a two way process, and that young people can absolutely bring matters of their own to the Board. It is vital that the dialogue is not conducted just on the terms of Board members – meetings are the Board's way of going about things but we need to develop different ways of engaging with young people.

JT strongly endorsed MOC's comments and explained that in Community Safety, staff engage with people in their own homes. JT wanted to know who the young people would tell and what support they would want, if they knew of someone falling victim to CSE. Michael asked for this question to be followed up by young people outside of this meeting as it required more thinking and consideration of the issues.

MH introduced her work concerning Southwark's schools. MH asked how the Board can better use schools: are schools a good place to engage with children and young people on topics such as safeguarding and CSE? Schools already have School Councils – can we do some extra engagement on these issues – or would young people prefer this engagement to take place elsewhere?

A young person responded that there should be more lessons on what CSE is because at the moment, young people might not think that going out with an older man could be CSE, or they might have friends doing that. JCK added that he was also interested in other aspects of safeguarding and raising awareness across the board.

MOC invited the young people to re-state their questions.

A young person asked the Board what the Board is going to do to make the situation around CSE better. The young person recommended working more with parents. Another young person challenged the Board to look at them as more than just young people – but to see them as the future, as something better.

MOC reflected that a lot more work needed to be done, and asked Board members how this can best be done, how well we can engage with young people. This will take time and inviting young people to the meeting isn't the only thing to do, it is just one part. MOC asked whether young people agreed with this.

Minutes and Actions
Southwark Safeguarding Children Executive Board
2 September 2014
10.30am – 12.30pm

Minutes and actions

A young person commented that some young people, particularly those with learning disabilities, will be abused but won't be able to talk about it. The Board needs to communicate with them and understand them better,

MOC said that the Board's temptation is to ask young people lots of questions, but we cannot expect instant responses. The Board needs to work on how it engages with young people.

RP added that it is essential not just to emphasise the 'guarding' element of safeguarding – but also the 'safe' element – something that also celebrates something, that's about promoting wellbeing and making people feel secure. We will turn a lot of young people off if we talk about safeguarding in a negative way.

MOC thanked everyone for their contributions.

3. CSE Strategy

MOC asked RP to introduce the document. RP recounted that there had been a number of very shocking inquiries into CSE, including Rochdale, Oxford, Derby and most recently Rotherham. The DfE also published guidance in 2009. There must be the assumption that CSE happens in Southwark but that the issue is establishing the extent of it – we don't have a detailed grip on the number of victims or young people at risk. Across the partnership, about 100 young people had been identified as such in a recent exercise. On the back of this work and of the deliberations of the CSE subgroup, this strategy had been developed which was about being proactive. It's intent is in:

- Prevention (including awareness)
- Building intelligence
- Supporting young people
- Disrupting perpetrators
- Prosecuting perpetrators

The document before the Board was a draft strategy that would have to be reviewed on the back of the Rotherham report. The next subgroup meeting was scheduled for November, but an earlier meeting was being scheduled to build in learning from Rotherham.

MOC first asked young people for their comments on the issue. A young person replied that when you have a job, you have to do it properly, otherwise stuff is going to happen. People have to know what their job is and do it properly. Another young person added that social services and the police need to work closely, because social services can get more involved with families and children and know what the signs are and how to ask questions.

MOC agreed that we can all write strategies – but that if we don't do our job properly, the strategies are pointless.

GS said she had read the draft Strategy alongside the Rotherham report, and challenged the Board that the strategy felt too much like a practitioner's point of view. There wasn't enough about awareness, about helping young people understand what CSE and unhealthy relationships are and about giving young people confidence that they will be listened to. Rotherham is a shocking report and offers many lessons. The strategy didn't make her feel good about the Board having a tough enough focus on how we can tackle CSE and get bottom-up knowledge from the people it affects.

GK added that she does training and that the important thing to do is to suspend disbelief, especially about ages. Rotherham showed how very young people can fall victim to CSE as well as older teens. It needs to be in all training and worked on interactively; GK had been surprised by delegates at training events who didn't even know what CSE was.

Minutes and Actions
Southwark Safeguarding Children Executive Board
2 September 2014
10.30am – 12.30pm

Minutes and actions

MOC accepted the challenge from GK about making the Strategy more real, adding that anything can be written in a strategy – but asked what it means.

A youth worker accompanying the young people related that what had come out of their preparatory work was the need for community awareness. Young people had said that for many, CSE is seen as acceptable and not frowned upon – and that it is thought to be a bit ‘dodgy’ . It all goes back to awareness.

RW said she was struck by the overlap with the work on teenage pregnancy – again this an instance where young people get into situations they can’t get out of. Earlier on in teenage pregnancy work there were widely held views that it was a choice for girls – but later it was more widely acknowledged that coercion and domestic violence were factors. RW urged the Board to ground CSE work in strong messages about access to help, and not make a new category. Vulnerable populations are vulnerable to allsorts, not just one risk. It is a difficult environment for young people at the moment.

CT picked up on the young person’s remark about engaging parents and felt it was a strong point. Agencies need to be educating parents. Parents need to know who they can talk to and how they can talk to young people.

BC challenged that the Board must also consider how it communicates with older men – the perpetrators or potential perpetrators? What do we do about raising awareness in the community that thinks the sexual exploitation of children is OK? MOC accepted this as a tough task requiring large culture shifts.

MOC summarised that there are still questions for the Board to explore with young people and confirmed that RP would work further on the draft Strategy, which would be further developed by the end of September 2014. KC reminded the Board that a key action point was a communications strategy – which would probably have to include hard-hitting messages. GW asked whether young people could help in writing the document in young people language, and challenged whether the Board was using social media as much as it should.

Decisions and/or actions agreed		
Ref	Details	Action
1	Forward questions for young people about CSE to RP	All
2	Revise draft Strategy in light of Board discussion and Rotherham CSE Inquiry	RP

4. SH24: Presentation of research project into using online sexual health services

Vicki Spencer-Hughes (VSH) and Gillian Holdsworth (GH) from Public Health joined the meeting. GH introduced their work on a 24-hour online sexual health service for young people, in response to historically high teenage conceptions, abortions and high rates of STIs locally. Clinics often close at 4pm because there is not enough capacity. An online solution was identified as a way of improving access to services. Guys and St Thomas’s Charity had funded the development of a first phase of this work, namely the ability to order an STI test online. But the project leads are acutely aware that there are things that need to be put into place relating to safeguarding and are looking for support in developing guidelines for robust safeguarding in online services.

SH24 will not be a separate standalone service, it is just another channel for accessing the existing clinics. An evaluation has been commissioned from a consultant academic in the field.

MOC asked YP to confirm whether they were following the discussion and understood the topic.

Minutes and Actions
Southwark Safeguarding Children Executive Board
2 September 2014
10.30am – 12.30pm

Minutes and actions

VSH told the Board that according to their research, there was no evidence or guidelines to inform safeguarding procedures for an online service such as this. Benchmarking had been undertaken with services such as Check Yourself and various private services, all of which had different age cut-offs, and not all of which were linked to follow-up clinical provision. One finding from the literature review was a suggestion that patients might be more honest about the sexual practices online than face to face. Expert interviews had been conducted with a range of bodies including Brooke and Childline. The draft presented to the Board was not for detailed discussion. GH asked the Board what they feel comfortable with in terms of planning the safeguarding procedure. VSH asked specifically about the appropriateness of working with young people.

A youth worker accompanying the young people said that it was probably best to discuss the issue outside of the Board meeting. A young person fed back that SH24 sounds like a very good idea, because people will be more honest online, and because people feel embarrassed talking face-to-face.

KC endorsed the proposal to work with safeguarding leads, particularly in the context of previous discussions on CSE. It is appropriate to test the processes with young people, but also important to build intelligence about vulnerable groups and about how to reach them sooner.

GH added that another advantage of an online service would be its wide reach and the ability to make sure the right service users are seen in the right places, including young people where there may be safeguarding issues. KC reiterated MOC's reflections on the Rotherham Inquiry. MH drew the Board's attention to the Teenage Pregnancy Committee and Healthy Living Group, both of which have health and education teams looking at raising awareness among communities. The Teenage Pregnancy work has involved work in the Health Huts in schools and youth centres. MH urged the SH24 work to be linked with this, adding that many health-related programmes have been identified boroughwide, which are happening everywhere but not necessarily anchored anywhere.

RP fed back that he had been concerned, within the SH24 concept, about what could be out-of-sight and out-of-mind, but had been reassured by the safeguarding measures being put into place by the SH24 team and by the potential to reach more young people via the service.

MOC sought Board members' agreement confirmed that the Board endorses SH24's approach. GH queried whether the young people at the meeting might be able to work with her on the plans. MOC checked whether engagement from voluntary organisations had been sought and GM confirmed that this had taken place. CT reassured the young people that the Board did not want to overwork them, and a youth work representative agreed the need to make sure expectations are fair and clear. MOC reminded the Board that engagement with young people needed to be two way and not just take place for the purposes of the Board, but that there must be clear benefits for young people too. He added that the Board must accommodate this, for example by finding ways to engage outside of school/college time and setting timescales for work (e.g. on the CSE strategy) which are consistent with the young people's capacity to engage.

MOC thanked the guests from Public Health re: SH24 and young people for their attendance.

Ref	Details	Action
3	GH and VSH to liaise with safeguarding leads from member agencies to develop safeguarding approach within SH24,	GH/VSH
4	MH to link SH24 work with Teenage Pregnancy Committee and Healthy Living Group as part of coordination of health-related programmes.	MH
5	CYP engagement with SH24	AF

Minutes and Actions
Southwark Safeguarding Children Executive Board
2 September 2014
10.30am – 12.30pm

Minutes and actions

5. Minutes and actions arising

The draft minutes from the previous meeting were reviewed and agreed for accuracy. JS fed back that a lot of work was being done on the placement sufficiency strategy which would inevitably lead into work on wider services for children at the edge of care (in the form of a Children in Need strategy). RP had nothing further to add on Private Fostering, but that an updated multi-agency Action Plan (based on the work of the Private Fostering Steering Group) would be provided at the December Board meeting. The missing young people mentioned in the minutes were confirmed as no longer missing. The further work on the Single Assessment Protocol was still outstanding but being prepared for the November Board meeting

MOC asked Board members for their thoughts on the involvement of young people in the meeting.

BC fed back that she was acutely aware of the language difference between Board members and the young people. Board members need to do more to speak in plain English. MOC commented that the Board is expecting a lot of the young people and that members need to think about how they speak. It is not an opportunity to put questions onto young people and meetings must be disciplined.

JCK remarked that for him it, their attendance is first and foremost a matter of transparency and accountability. Children and young people have a right to be at the Board. JCK went on to challenge that this is not the way to reach young people in terms of engagement – the Board needs to think far beyond that. JS suggested that each member of the Board could undertake to meet four young people directly before Christmas.

GS reminded the Board that young people had said they had told the Board that they wanted to be communicated with well, and said that had she been in their place, she wouldn't want to come back to the Board. Young people have said that they want the Board to use blogs and social networks.

MOC acknowledged the comments and assured that he understood the reflections. JCK added that it is not about numbers of young people engaged per se, but how the Board gets young people it engages with to talk to other young people. The exercise should be organised by them and supported by the Board. JCK said he felt there was a lot of work still to be done. CMc agreed that the Board has a lot to learn from young people about CSE and about the language of engagement.

MH explained that the Healthy Living committee is funding a PHSE consultant to work with schools, each of which have an existing School Council. School Councils are potentially an open market for the Board – and the Board could nominate individual topics for discussion. This could be coordinated by the aforementioned PHSE consultant.

CT reminded the Board that a young person had said that young people are more likely to be honest online, not face-to-face. The Board needs to remember this when planning engagement opportunities.

KC endorsed the Chair's commitment to involving young people on the board itself, adding that it is important for young people to be there: it is not a question of 'either-or' – young people said they would like a range of methods of engagement and provided a strong challenge to the Board about being updated with the Board's actions. The Board must not dumb down their challenge, but must also recognise that there is work to be done both before and after meetings to enable their contributions. MOC responded that the Board will see whether it has been too excruciating for young people to attend by whether they come back. GK warned against the assumptions about the ability of a small number of young people to be representative of the borough's wider population.

Minutes and Actions
Southwark Safeguarding Children Executive Board
2 September 2014
10.30am – 12.30pm

Minutes and actions

RP fed back to the Board Ofsted's findings from its Thematic Review, which took place between 8th and 10th July 2014. Ten local authorities were part of the review (of which five were using strengths-based approaches such as Signs of Safety), which focussed on the quality of assessments. Ofsted had broadly positive feedback for Southwark, including:

- Correct decisions were being made
- Thresholds were clear
- Practitioners were trained in the Signs of Safety approach
- There were good examples of the model being put to use and embedded in both CiN and CP cohorts
- No evidence that the approach was diluting CP arrangements or assessments
- Children were being seen alone by social workers
- Assessments were of good quality
- Good examples of Early Help and social care working together, with the two services well aligned
- Positive feedback about Social Work Matters and the borough's organic approach to its implementation

Concerns outlined by Ofsted included:

- Large numbers of cases still being referred into social care that need not be
- Greater shared ownership of threshold required by partners
- Greater depth in plans needed, with more comprehensive chronologies

RP summarised the positive confirmation that social care is heading in the right direction. MOC thanked RP and reflected that this may mean an inspection is not imminent.

JS updated the Board on the Single Assessment Protocol, which had been very generic when presented at the previous meeting. It is being developed and shared with others before presentation to the Board in November,

Ref	Details	Action
6	RP to update on private fostering action plan at December Board meeting.	RP
7	JS to circulate SSCB scorecard	JS
8	Develop Protocol for Single Assessment and present to December Board meeting	JS
9	Past SCRs and MRs to be a future agenda item for the Board	AF
10	Continue to develop the Boards' means of engagement with children and young people	AF

6a. Performance Management: Governance

MOC reminded the Board of the modification of Governance arrangements agreed at the previous meeting. AF introduced the paper which confirms the establishment of a single Southwark Safeguarding Children's Board, with an accompanying Partnership Group. Sustaining engagement in the latter group will continue to be a priority.

MOC commented that the changes were straightforward and the changes were agreed.

Ref	Details	Action
11	Circulate organogram of Board / Partnership structure	AF

Minutes and Actions
Southwark Safeguarding Children Executive Board
2 September 2014
10.30am – 12.30pm

Minutes and actions

6b. Performance Management: Annual Report

MOC queried progress on the SSCB annual report. JS responded that more contributions from Health and the Police were required to make sure their priorities were adequately represented. JS highlighted that the Board is already delayed with the publication of its Annual Report.

MOC commented that the report is a dry document, but that it needs to be self critical, so good engagement from partners is important. JS confirmed that SSCB partners will be approached directly by Children's Services staff to seek their input, reflecting key successes and areas for improvement for the 13/14 financial year. MOC asked partners to provide an honest appraisal of their work: the report needs to transparently reflect where we are and where we are going reflecting pressures and changes – recognising that many partner agencies had had a complicated year. JS confirmed that partners' reflections on areas for improvement will directly inform the workplan for the remaining months of the current financial year.

MH stated that the Annual Report draft was much punchier and a lot easier to read. AF confirmed that feedback provided on the initial draft had already been incorporated.

KC drew the Board's attention to Ofsted's comments on Annual Reports and Business Plans from recent inspections, and emphasised the need for analytical and honest commentary within the report.

MOC thanked the Board and concluded the main business of the meeting.

Ref	Details	Action
12	Gather contributions from agencies re: successes and areas for improvement in safeguarding over financial year 2013-14, and add to Annual report	JS

7. Any other business

Deborah Parker is leaving the Trust; MOC acknowledged her contributions as an important member of the Board, thanked her for her work and wished her ongoing success. Debbie Saunders is understood to be her replacement.

Minutes and Actions
Southwark Safeguarding Children Board
12 December 2014 - 11.00 – 13.00
160 Tooley Street, SE1

Minutes and actions

Present:

Michael O'Connor (Chair)	MOC	Independent Chair
David Quirke-Thornton (Vice Chair)	DQT	Strategic Director of Children's & Adults Services', Southwark Council
Becky Canning	BC	Assistant Chief Officer, London Probation Trust
Jackie Cook		Head Of Social Work Improvement & Quality Assurance, Children's and Adults' Services
Kerry Crichlow	KC	Director Strategy & Commissioning
Ann Flynn	AF	Safeguarding Children Board Development Manager
Merril Haeusler	MH	Director of Education, Southwark Council
Tina Hawkins	TH	Safeguarding Children Board Senior Administrator
Ros Healy	RH	Designated Doctor Safeguarding, Community Health Services, Community Health Services, Guy's & St Thomas Trust
David Jackson	DJ	Superintendent, Metropolitan Police
Oliver Hopwood	OH	Principal Strategy Officer, Southwark Council
Gwen Kennedy	GK	Director of Quality and Safety, CCG
Deborah Klee	DK	Independent Chair, Southwark Adult's Safeguarding Board
Alex Laidler	AL	Head of Disability and Independent Living, Southwark Council
Chris McCree	CMc	Interim AD of Nursing –Trust N. Nurse for Safeguarding Children
Victoria Mills	VM	Cabinet Member for Children & Schools, Southwark Council
Bridget Nichola	BN	Designated Nurse (Interim) CCG
Rory Patterson	RP	Director of Children's Social Care, Southwark Council
Greg Pople	GP	DCI, Metropolitan Police
Debbie Saunders	DS	Head of safeguarding children nursing/ Trust Named Nurse, GSTT
Geri Scott	GS	Strategic Director of Housing & Community Services
Jane Shuttleworth	JSh	Head of Strategy (int), Planning & Performance, Southwark Council
Jay Stickland	JS	Director of Adults Social Care, Southwark Council
Claudina Tuitt	CT	Lay Member
Susi Whittome	SW	Head Teacher Representative, Keyworth Primary School

Apologies:

Andrew Bland	Accountable Officer for the CCG, NHS Southwark Health
Stephen Gaskell	Head of Strategy and Partnerships, Southwark Council
Zander Gibson	Borough Commander, Metropolitan Police
Paula Townsend	Deputy Director of Nursing, Guy's & St Thomas Hospital
Ruth Wallis	Director of Public Health, Southwark Council
Geraldine Walters	Executive Director of Nursing & Midwifery, Kings College hospital

1. Introductions and apologies

A special welcome was given to David Quirke-Thornton, the new Strategic Director of Children's and Adults' Services and to Deborah Klee, Independent Chair of the Adult's Safeguarding Board.

Tom Savory (Senior Quality Improvement Advisor) attended to present agenda item 3b, Eva Gomez (Acting Reducing Offending Manager) attended presenting agenda item 5 and Richard Parkins (Licensing & Environmental Protection Unit Manager) attended to present agenda item 7b.

Minutes and Actions
Southwark Safeguarding Children Board
12 December 2014 - 11.00 – 13.00
160 Tooley Street, SE1

Minutes and actions

The Chair advised that he and the Chair of the Adults' Safeguarding Board had agreed to attend each other's Board meetings twice a year, to facilitate learning and cooperation across both Boards

2. Minutes and actions arising from 02.09.14

The minutes from 02.09.14 were reviewed and the Chair apologised for the lateness of the papers being sent.

2.1 Discussion with young people on engagement on the SSCB

The Chair advised he had met with the young people who had attended the Board meeting. The young people had commented that they welcomed being part of the meeting and had shared ideas for new ways they might be involved. The young people will be attending the January meeting.

The young people have been meeting on a weekly basis during term time supported by a youth worker. They have contributed into the consultation of an on-line sexual health service and the CSE strategy and they will be working to provide input to the SSCB annual conference.

It was suggested that for future meetings, the layout of the room be less formal and that the tables be set out in a cabaret style rather than boardroom style.

2.a Feedback from partnership group meeting

The chair presented the report on the September partnership board meeting where the group reviewed the multi-agency practice in relation to neglect. This was discussed further in agenda item 7c.

The recommendations from the partnership group were agreed

3. Performance and quality

3.a SSCB Self assessment

The chair introduced the self assessment. This will be discussed at the January Board meeting. The chair advised it is important that the Board can evidence effectiveness and on how the Board is making a difference. The self assessment will help to chart this progress

Agencies were asked to be critical and give an honest appraisal on the self assessment to the SSCB development manager.

The Chair advised that the self assessment needs to be read in conjunction with the SSCB work plan which outlines actions planned on areas for development identified in the self assessment.

DQT reinforced the importance of partners taking a critical view of the self assessment and of involving colleagues in this.

Decisions and/or actions agreed		
Ref	Details	Action
1	Agencies were asked to provide final feedback on the self-assessment document by the next meeting in January.	All agencies

3b. Audit and learning subgroup: Multi agency audits

TS presented a summary of work undertaken on multi-agency audits over the last 2 years. A table summarising audits carried out from 2012 – 2014 was provided. Work is being undertaken on how to test the impact of learning from the audit and practice.

The link between the work of the audit and learning subgroup and other SSCB subgroups must be strong.

Minutes and Actions
Southwark Safeguarding Children Board
12 December 2014 - 11.00 – 13.00
160 Tooley Street, SE1

Minutes and actions

Engaging children and families in the audit process is a priority and will be explored as new audit methodologies are trialled.

Contributions by Board members included:

- GK said it was helpful to see the audits presented in this way and would be interested to see how the learning is applied systematically by all agencies
- DK advised 'sharing the learning' is an action in the adults safeguarding board work plan and that it would be helpful to develop a plan for both boards to strengthen the multi agency learning
- AL advised adults disability are addressing issues on the impact around sexually harmful behaviour and that it would be helpful for them to audit using the tools from this subgroup to obtain the learning
- RP advised children's social care has a significant single agency audit programme including adult mental health, drug and alcohol, substance misuse, child sexual exploitation and edge of care cases.

It was agreed that TS would discuss with relevant personnel outside of the meeting the possibility of joint children and adult audits.

DQT suggested a refinement to the audit programme to break down the question relating to adult's misuse of drugs and alcohol to discrete categories. This will help better understand the potential different impact on children and families

The chair emphasised there will be firm plans for using the learning from audits to improve practice and support plans for joint audits.

Ref	Details	Action
2	TS to arrange to meet with John Emery/Jon Newton to agree a programme of joint adults and children's audits	Tom Savory

3c. Performance scorecard

JS presented the performance data report

In October 2014, the Chair met with key representatives from the Clinical Commissioning Group, GSTT, SLAM/CAMHS, Metropolitan police and Children's Social Care to identify additional indicators which might be included in the scorecard. The report, detailed the proposed indicators to be supplied for each Board meeting by the relevant partners. It was agreed that the new indicators selected and noted in the report (item 3) will be prepared for each SSCB meeting by the relevant partners and presented by them to the meeting.

The chair asked for data to be provided by all agencies for the January meeting and reflect performance issues. This will then enable a full discussion and challenge.

BC identified the Probation service does not have a data analyst for statistical purposes or a way of gathering some of the data required i.e. DBS. Although the work is being done, there is not a system in place to record this information. CMC advised there is a London data set for CAMH's and SLAM is trying to develop their own dashboard to incorporate the information requirements SSCB's and other LSCB's that they are engaged with

The chair advised he would raise the issues of data resources for London Probation with the London Safeguarding Children Board Chairs group for discussion.

Minutes and Actions
Southwark Safeguarding Children Board
12 December 2014 - 11.00 – 13.00
160 Tooley Street, SE1

Minutes and actions

Ref	Details	Action
3	AF to make the links with Probation re data	Ann Flynn / Jane Shuttleworth

3d. LADO Activity

JC advised a review of the LADO role and activity was carried out between June – November 2014 following the appointment of a dedicated LADO.

The review recommended:

- i) The introduction of a single LADO role at the level of a Practice Group lead in QAU, to ensure officer focus on allegations against adults in a position of trust; and
- ii) Dedicated administrative support for the LADO function to ensure effective monitoring systems were in place and maintained.

It was agreed that further information is requested on:

- Detail on where the referrals are coming from
- More detail around health referrals
- Clearer definition as to which aspect of the education economy is being referred eg academies, primary, free schools etc
- Information recorded on Lado activity to be included into the performance scorecard

JC confirmed a quarterly report is submitted to the HR Safeguarding subgroup.

The board noted the contents of the report which will be considered at a future meeting for a more in depth discussion.

4. Impact of current pressures placed upon police through historic abuse inquiries

Supt David Harris spoke on the impact of police efficiency savings and DCI Pople explained the current police response to historic child abuse allegations.

DCI Pople - explained the following: There is a reported increase year on year across MPS of allegations of child abuse (albeit Southwark has not seen a large increase compared to Croydon or South and East region). The South region (8 boroughs) accounts for one third of the volume of child abuse allegations across MPS. As a result Sexual Offences, Exploitation and Child Abuse Command (SOECAC – CAIT and Sapphire combined) has secured an increase in staff Borough Workforce Target to manage the increase in investigations. South region has taken early advantage of this increase and run a recruitment process to increase investigators and strengthen resilience. DCI Pople explained the set up of SOECAC - Sexual Offences, Exploitation and Child Abuse Command in relation to: FGM specialist team, CAITs (intra familial abuse), SET (sexual exploitation team - CSE) with borough policing leading on CSE.

Due to the increased volumes of child abuse allegations the South region has introduced a Regional Historic Investigation team (RHIT) to focus solely on the investigation of historic familial and care home allegations as well as complex matters such as baby deaths etc. This will ensure a greater consistency in the regions approach to historic matters and also allows CAITs to focus on the immediate risk posed to children from 'live' referrals. This only commenced 03/11/14 and has started as a team of 1 DS and 6 DC's and so outcomes will be measured at the first 3 month stage.

In addition DCI Pople is leading on a project in MPS in relation to whether there is any benefit in MASH and Referral Desk integration as per MOPAC recommendations.

Minutes and Actions
Southwark Safeguarding Children Board
12 December 2014 - 11.00 – 13.00
160 Tooley Street, SE1

Minutes and actions

When asked whether the Board can assist the MPS with their challenges in relation to efficiency savings DCI Pople highlighted the importance of understanding from agencies re constraints such as data collection for data set due to loss of local capacity to produce performance analysis etc.

Discussion following the police presentation of the impact of current demand on MPS resources included:

- DQT invited the police representatives to advise what partners could do to support the Met Police and inform the debate on managing partnership resources and not just the impact of cuts to services.
- GP responded explaining it was hard to give clear response to how the partners could help, however colocation of services as exemplified in MASH he felt is part of the solution.
- RP emphasized the need for good police analysts to assist identification of the CSE problem profile and to help each agency understand it's responsibility to CSE and support the CSE strategy

Ref	Details	Action
4	The police are invited to update partners on this item again at the April's SSCB	ZG / GP

5. Domestic abuse and violence strategy presentation

Eva Gomez presented a power point presentation on the domestic abuse strategy consultation. This will formally end in March and there is currently a commissioning process taking place for support services. The chair challenged the partners to consider how we demonstrate how we are tackling domestic abuse and violence in our borough? Comments included:

- DQT advised he would like to see a domestic abuse strategy that included issues relating to violence against girls and women and that this would be a good opportunity to take learning from Rotherham
- RP asked what more we could do on assessing impact and how do we know what is making a difference?
- KC welcomed opportunities to align early help, early intervention and health as part of a partnership response to domestic abuse. She explained the financial challenge going forward is how to prevent domestic abuse rather than fight the impact
- DJ advised he would like to see a qualitative indicator in order to understand impact
- EG informed the board the opinions of the youth council have been considered for the strategy
- GP noted the recent good use of Domestic Violence Recovery Orders as a civil remedy to support action against perpetrators. This started six weeks ago and three have been issued so far.

CT raised a concern on inter generational domestic abuse and challenged partners to consider the long term impact.

The Chair advised a focus on violence against women and girls as being a key plank to the strategy and had natural alliances with the council's political vision and the Health and Well Being Board's focus. It was suggested that the Domestic Abuse Strategy be a joint strategy of the HWBB, Safer Southwark Partnership, SSCB and the Adult Safeguarding Board

Colleagues were asked to feedback further comments to the recommendations by email to Eva Gomez and/or Jonathon Toy.

6. Private Fostering

This item was deferred to the January SSCB meeting.

7a. CSE Strategy, protocol and multiagency work plan

RP presented an updated draft of the CSE strategy for final approval.

Minutes and Actions
Southwark Safeguarding Children Board
12 December 2014 - 11.00 – 13.00
160 Tooley Street, SE1

Minutes and actions

The strategy includes feedback and learning from a number of sources including the Rotherham inquiry into CSE and feedback from the SSCB young persons engagement group.

The areas strengthened from the previous version of the strategy included developing a problem profile, risk assessment, referral and disruption. The strategy addresses the need to develop awareness raising. As a consequence an on-line CSE training package has been commissioned. This package is from KWANGO and tailored for Southwark. It is applicable to all agencies in the partnership. In the first instance the target is that all social workers will have completed it by the end of January 2015 and recommended that this training package be subsequently rolled out to the safeguarding designate lead professionals.

Cllr Mills advised the strategy needs to be agreed by the Board. There is an urgency around awareness, a need for a CSE coordinator and on evaluation and monitoring.

The CSE strategy was agreed with a proviso that it would include something more comprehensive on evaluation and be rag rated. Progress with implementing the strategy will be reported to Southwark Council Cabinet and the SSCB in three months.

7b. Licensing report

Richard Parkins presented a report providing a general introduction into the work of the council's licensing team, with particular reference to issues around safeguarding children and the Child Sexual Exploitation Strategy.

This was a very thorough report welcomed by the Board as it provided an understanding of the SSCBs responsibilities on licensing.

The recommendations in the report were agreed including ensuring linkage between the licensing service and the CSE strategy may be strengthened and that the licensing officers explore Met Police initiative Operation Makesafe and consider this approach in Southwark

7c. Family matters update

DQT advised that Families Matter's is the right time to bring together this focus on working with early help and neglect in providing a strong early help offer to children and their families.

We have good resources for early help Some internal work with Children and Adults Directorate is taking place in December and January, there will be a partners workshops in February. Arrangements will be finalized by March for implementation in the next financial year. The chair welcomed this as transformative and providing a structure to ensure a systematic approach to tackling prevention in neglect.

8. Any other business

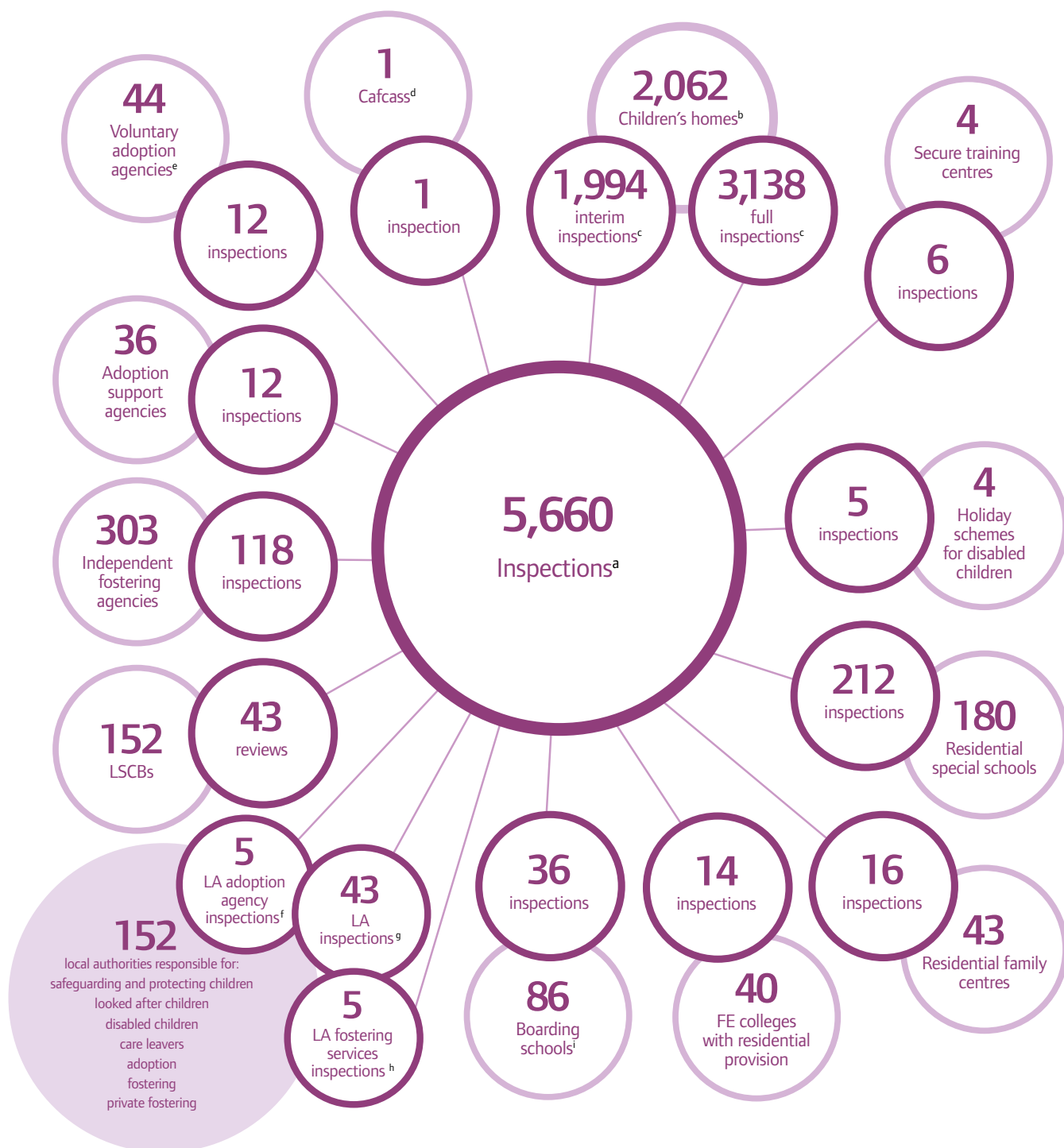
There were no issues raised from items 9a-h. Any queries to these items to be raised with the Board development manager.

The report of Her Majesty's Chief Inspector of
Education, Children's Services and Skills 2013–14

Social care



Figure 1: Number of providers and inspections carried out between 1 April 2013 and 30 September 2014



HMI Probation inspects youth offending teams, but Ofsted contributes to these inspections in the areas of safeguarding and learning. Ofsted also undertakes thematic inspections on focused topics of interest, the volume and findings of which are published in our survey reports.

- These data relate to inspections that took place between 1 April 2013 and 30 September 2014 for all providers, with the exception of single inspections of local authorities. For this framework the data relate to inspections that took place between 1 November 2013 and 31 December 2014. These data only include published reports.
- Children's homes consist of mainstream homes, secure homes and residential special schools registered as children's homes. Residential special schools are registered as children's homes if they care for children for more than 295 days a year.
- Children's homes receive a full and an interim inspection each year between 1 April and 31 March, except for those homes that are newly registered and for homes that do not provide care for children over long periods of time.
- In 2013 the Cafcass inspection framework changed. We stopped inspecting individual Cafcass local service areas and there is now just one national inspection of Cafcass.
- There are three branches of voluntary adoption agencies in Wales that Ofsted inspects because their head offices are in England. These are not included in this publication. There are also two head offices of voluntary adoption agencies included in these figures.
- From 1 November 2013, local authority adoption agency inspections were absorbed into the single inspection framework. Five inspections were conducted under the old framework.
- The inspections of local authority services for children in need of help and protection, children looked after and care leavers began in November 2013. They are referred to as the 'single inspection framework' throughout this annual report.
- From 1 November 2013, local authority fostering services inspections were absorbed into the single inspection framework. Five inspections were conducted under the old framework.
- Ofsted only conducts welfare inspections of boarding schools that do not form part of the Independent Schools Council.



Contents

Commentary	4
Executive summary	13
The services for children that Ofsted inspects	15
Findings from inspections of local authorities	17
Reviews of Local Safeguarding Children Boards	20
The rising demands on local authority children's services	22
Helping families early	26
The quality of assessments and planning	29
Child sexual exploitation	30
Inspections of services to children looked after and achieving permanence	33
Services to young people leaving care	39
Cafcass	40
Workforce challenges in children's social care	41
The importance of strong and consistent leadership	44
Conclusion	46

Commentary

As Her Majesty's Chief Inspector of Education, Children's Services and Skills, I am committed to using the power and influence of inspection to improve the lives of children and young people and especially those who are disadvantaged and vulnerable.

That's why the inspection of children's social care services is, in many ways, the most important and most challenging aspect of Ofsted's work.

A sector under pressure

England's children's social care sector remains under intense pressure. The increasing demands on the system are stark. In the last year:

- the number of children in need increased by 5% to 397,600
- the number of child protection plans increased by 12% to 48,300
- the number of children being looked after by local authorities increased by 1% and is now at its highest level since 1987.

Stretched budgets are putting additional strain on these crucial services. Social care professionals are often expected to do more with the same or less, all the while knowing that the actions they take and the decisions they make can dramatically change the course of a child's life.

Growing public scrutiny and criticism only adds to that pressure. I make no apology for Ofsted carrying out robust inspections of these services on behalf of the children and young people who use them. But we must recognise the context and constraints within which social workers and their managers work. They have a difficult and demanding role and do not always get the support and recognition they deserve.

A system in transition

The child protection system in England is in transition. Local authorities across the country are reforming their social care practice following Professor Eileen Munro's 'Review of child protection' in 2011.¹ As Professor Munro has pointed out, achieving the kind of cultural change required was never going to be easy and that is clearly reflected in inspection outcomes under Ofsted's new single inspection framework, introduced in 2013.

We consulted widely on the single inspection framework and worked closely with the sector when formulating what we should expect of a good local authority. In doing so, we paid close attention to the findings of the Munro Review, the importance of the experiences of children, young people and their families and the value of high quality, professional practice.



¹ *Munro review of child protection: final report – a child-centred system*, Department for Education, May 2011; www.gov.uk/government/publications/munro-review-of-child-protection-final-report-a-child-centred-system.

Under the new framework:

- inspections are carried out by larger teams and over a longer period of time than under previous frameworks
- inspections focus on the child's journey, from early help to outcomes for care leavers
- inspectors now focus on observing practice, shadowing meetings and social work visits, scrutinising case files with appropriate workers and, most importantly, talking with more children and families
- we replaced the old 'adequate' judgement with 'requires improvement' to indicate our raised expectations.²

I was pleased that Professor Munro found that we were focusing on the right areas of work and signalling the right ambition for children and young people in her review of the first 11 inspections under the new framework.³

Ofsted has now completed inspections of almost a third of all local authorities in England against the new framework. Of the 43 inspections, 10 local authorities were judged good, seven were inadequate and the remaining 26 were judged as requires improvement.

The 10 good local authorities demonstrate what is possible. In these authorities, inspectors found high quality practice for families and children. This was the result of the relentless focus of senior leaders and managers on outcomes for children. These authorities have either responded well to the Munro review or were already acting in the child-centred way the review advocated. Either way, they are examples from which others must learn. In these authorities:

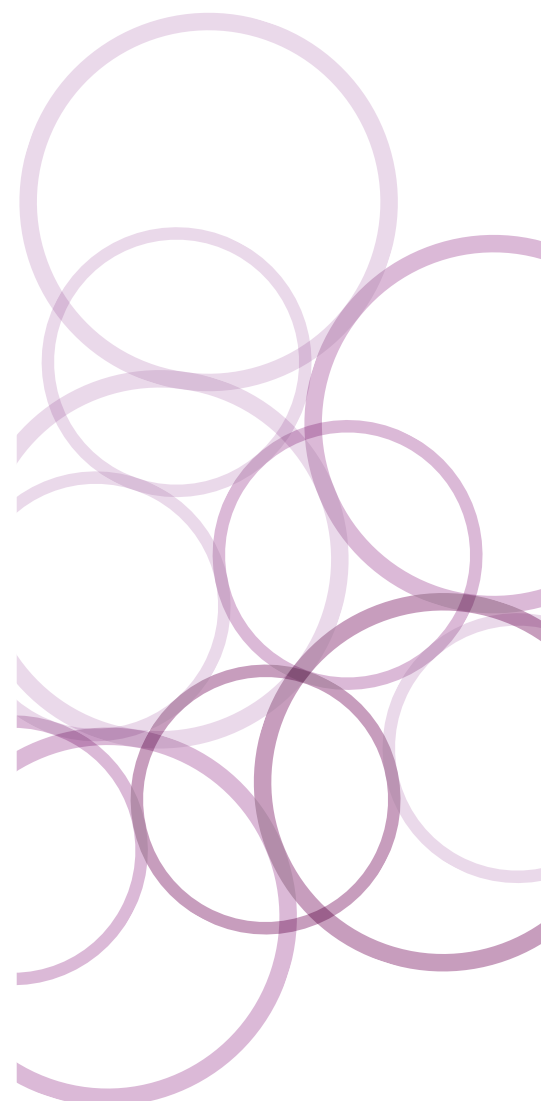
- social workers work directly with children and families at an early stage to prevent the need for further intervention
- managers and social workers have a discernible 'grip' on cases at all times
- management oversight of caseloads, vacancies and the quality of training and supervision is strong.

The 26 authorities judged to require improvement were not consistently demonstrating this kind of good practice across all their work. Some of these authorities had taken decisive action to improve from a low base. Others were delivering a good standard of service in some aspects of their work but not all. But across many of these authorities, inspectors found:

- a lack of coordinated and effective early intervention in families
- managers not overseeing practice consistently
- inconsistent support for social workers.

² *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*; Ofsted, December 2014; www.gov.uk/government/publications/inspecting-local-authority-childrens-services-framework.

³ *Review of first eleven Ofsted inspections of services for children in need of help and protection, children looked after and care leavers, and Local Safeguarding Children Boards*; Eileen Munro, March 2014; www.gov.uk/government/publications/evaluation-of-the-single-inspection-framework-and-reviews-of-local-safeguarding-children-boards.



We are committed to supporting and challenging these authorities following their inspections to help ensure that they provide the consistently good level of service children and young people need.

We are particularly concerned that we found seven authorities to be inadequate. Inspectors found that in inadequate local authorities:

- children are left vulnerable or at risk due to a lack of coordinated and decisive action at a local level
- there was instability in the leadership and workforce, with high staff turnover and vacancy rates
- managers and leaders did not oversee practice with the necessary rigour.

Immediate action, including government intervention in places, was required as a result of the significant risks to children in these authorities.

As a proportion of all those inspected, the number of inadequate authorities is broadly in line with previous years. However, it is worth noting that it is not always the same local authorities that we find inadequate, with some declining rapidly. This is why it is important that the government ensures that there is appropriate oversight of local authorities between inspections, as the National Audit Office noted in its recent report.⁴

Child sexual exploitation and children who go missing

The importance of effective oversight of local authorities has been demonstrated very clearly in the last 12 months in a number of investigations into the terrible abuse of children in Rotherham.

The first of these, Professor Alexis Jay's independent inquiry into child sexual exploitation, published in August 2014, was deeply shocking.⁵ It is clear that Ofsted's previous inspection arrangements did not look at this issue in sufficient depth.

Such was my concern that I commissioned a thematic review of local authorities' responses to child sexual exploitation.⁶ Based on a wide range of available evidence, including the experience of more than 150 young people, inspectors found that many of the authorities visited had not treated child sexual exploitation as a priority until very recently. Most were only starting to understand the extent to which child sexual exploitation was happening in their area.

Inspectors reported that the strong leadership required in this crucial area of child protection work was frequently lacking. As Professor Jay made clear, faced with such shocking crimes, senior leaders must show political and moral courage. They must never allow misguided beliefs about the impact for certain ethnic and cultural groups to get in the way of confronting this horrific abuse wherever it occurs.

4 *Children in care*, National Audit Office, November 2014; www.nao.org.uk/report/children-in-care/.

5 *Independent inquiry into child sexual exploitation in Rotherham (1997-2013)*; Alexis Jay OBE; www.rotherham.gov.uk/info/200109/council_news/884/independent_inquiry_into_child_sexual_exploitation_in_rotherham_1997_%E2%80%93_2013.

6 *The sexual exploitation of children: it couldn't happen here, could it?*, Ofsted, November 2014; www.gov.uk/government/publications/sexual-exploitation-of-children-ofsted-thematic-report.

Children who go missing from care are disproportionately at risk of this terrible abuse. That's why I was concerned that, nearly two years after Ofsted published a report on looked after children who go missing, we found that some local authorities were still failing in their duty of care to these vulnerable children.⁷

It is deeply disturbing, for example, that in the children's homes inspected as part of the thematic review, we found children and young people who had been missing were either not having an interview on their return or having one that was of poor quality. In these interviews, there was no clear understanding of why the children had gone missing, where they had been and what had happened to them while they were away. As a result, intelligence was not captured properly at a local authority level and could not be fed into children's plans or shared with the police and other local partners.

Inspectors uncovered this kind of ineffective data recording and sharing in too many of the local authority areas visited and across all the agencies involved. The way in which many police forces collected data, for example, did not allow for the effective collation of reported crime and prosecutions specifically linked to child sexual exploitation. This meant that the information the police shared with their partners was of limited value and opportunities to build a picture of child sexual exploitation were missed.

That's why Ofsted recommended in the report that local authorities, the police and their partners must be required to report on all prevention, protection and prosecution activity relating to child sexual exploitation in a standard format. Only then will we be able to get a clear understanding of the risks to children at a local and national level.

The importance of local oversight

The lack of joined-up information at a local level is indicative of weaknesses in the bodies that are required to oversee local partnership working: Local Safeguarding Children Boards (LSCBs).

LSCBs are charged with ensuring that local partners work together to tackle safeguarding issues. So it is of significant concern that around three quarters of the LSCBs reviewed to date have been found to be less than good, including eight that were judged inadequate.

Evidence from our reviews suggests that the impact of LSCBs continues to be hampered by their inability to ensure that partner agencies take decisive action when weaknesses are identified. It is clearly the LSCBs' role to identify poor practice and advise the appropriate agency, but they do not have the authority required to ensure that action is taken. They might, for example, identify that the police contribution to strategy meetings is of poor quality and inform the borough commander of their concerns. But my question is, if nothing changes, who is responsible and what happens next? The LSCB may well continue to report its concerns, but they do not have the teeth to make sure things improve.

⁷ *Missing children*, Ofsted, February 2013; <http://webarchive.nationalarchives.gov.uk/20131216191624/https://www.ofsted.gov.uk/resources/missing-children>.



I can only repeat here the recommendation that I have made in my last social care annual report: the government must clarify and strengthen the role and responsibilities of LSCBs to ensure effective and robust oversight and action at a local level.

Strengthening inspection

I cannot stress too highly the need for effective and constant oversight of all the services involved at a local level in safeguarding children.

Ofsted currently inspects local authorities every three to four years and, given the length of time between inspections, it would be wrong to rely on inspection alone to uncover significant failings. Of course, we will inspect sooner where local authorities are judged inadequate, or where serious concerns are raised and we are commissioned to inspect by the relevant government department. But that will not always happen where there is what Louise Casey in her report on Rotherham council called 'a culture of covering up uncomfortable truths, silencing whistle-blowers and paying off staff rather than dealing with difficult issues.'⁸

That said, I want to ensure that Ofsted does all in its power to help uncover such practice. Following the thematic inspection of child sexual exploitation, we have:

- further strengthened our focus on child sexual exploitation and children who go missing in all single inspections
- made it clear to inspectors that local authorities should be found inadequate if they are not doing all they can to identify and tackle these issues
- created a specialist team of Her Majesty's Inspectors with expertise in child sexual exploitation to support inspections where it appears that the local authority is not effectively addressing the risk of child sexual exploitation
- worked with other inspectorates, including those of the police and health services, to develop a new coordinated inspection approach where concerns are identified.⁹
- moved the delivery of the single inspection framework programme into our now well established regional structure to make the most of our local intelligence (from April 2015).

I hope these changes will help ensure that local leaders and frontline practitioners focus on these issues and that, as a result, children at risk of being sexually exploited receive the support and protection they deserve.

8 *Report of inspection of Rotherham metropolitan borough council*, Louise Casey for the Department for Communities and Local Government, 4 February 2014; www.gov.uk/government/publications/report-of-inspection-of-rotherham-metropolitan-borough-council.

9 'Inspectorates committed to joint inspections', press release, Ofsted, 26 February 2015; www.gov.uk/government/news/inspectorates-committed-to-joint-inspection.

Helping families early is essential

As Professor Eileen Munro highlighted in her review of child protection, ‘preventative services can do more to reduce abuse and neglect than reactive services’.¹⁰ That is why it is such a concern that, in many of the weaker authorities inspected, we found a lack of early, direct and coordinated action to support families as soon as concerns emerge.

When you look at how social care services are funded, that is perhaps no surprise. Currently, for every £1 spent on preventative early help services, local authorities spend a further £4 on relatively high-cost, reactive child protection. We have to ask whether that balance is right and whether more can and should be done to tackle problems before they deteriorate to a level where child protection intervention is required.

Over the last year, we have looked in depth at the quality of early help as part of a thematic inspection, the results of which we are publishing alongside this annual report.¹¹ We found:

- serious weaknesses in the management oversight of early help cases, with a small number of cases having no formal management arrangements in place at all
- some LSCBs not monitoring the management oversight of early help practice
- local authorities and their partners not fully evaluating the impact of their early help work, focusing too much on process and compliance and not enough on the quality of the service and to what extent it was helping to improve children’s outcomes
- many partnerships lacking effective systems to evaluate whether the right children were receiving early help at the right time
- cases where children were not directed to the appropriate early help services and where, consequently, their circumstances deteriorated
- considerable variability in how well local authorities and their partners were sharing accountability and coordinating early help services.

The report makes several recommendations for local and national government, including the need to clarify the roles and responsibilities of the different agencies involved in early help provision. Without this clarity, partners will not always give early help the priority that it requires. This is something the government must address.

Despite these issues, the thematic inspection did find some very effective early help practice in the local authorities visited. Furthermore, the Department for Education’s Innovation programme and the Department for Communities and Local Government’s Troubled Families programme show what is possible when national and local government work closely together. We need to build on this and ensure that leadership at every level, including political leadership, demonstrates a renewed commitment to early help and support.

¹⁰ *Munro review of child protection: final report – a child-centred system*, Department for Education, May 2011; www.gov.uk/government/publications/munro-review-of-child-protection-final-report-a-child-centred-system.

¹¹ *Early help: whose responsibility?*, Ofsted, March 2015; www.gov.uk/government/collections/ofsted-social-care-annual-report-201314.



Outcomes for children in children's homes

I have already highlighted the lack of return interviews of children and young people who have been missing from children's homes. This is a significant concern because these children and young people are disproportionately vulnerable to abuse and exploitation.

In many instances, they have already experienced abuse, neglect and trauma: they need stability and care more than most. The sad facts are that more than a third of these children continue to live in homes that are more than 20 miles from their family home and just under a third have lived in at least five different placements prior to their current one.

Ofsted inspects each of the 2,000 children's homes in England twice a year. As we said in our last annual report, it has been a cause of frustration that the inspection of children's homes has been built on national minimum standards that do not have sufficient aspiration for these children and young people and regulations that are concerned mainly with process and procedure.

Simply put, children's homes can meet the current regulations without having to provide high quality care or good experiences for children and young people. As a result, Ofsted's capacity to drive improvement in this sector has been limited to taking action to bring about compliance and to tackle inadequacy, including through closing down the very worst providers.

I am pleased, therefore, that the government has now introduced new regulations so that, from April 2015, our inspections will be able to focus more on outcomes for children and the quality of care they receive.

Under the current framework, the proportion of good and adequate homes has remained relatively constant, at 56% and 25%, respectively. Disappointingly, the proportion of inadequate homes has increased from 5% to 6% and the proportion of outstanding homes has reduced from 16% to 12%. Homes that are judged inadequate either improve or they close.

Homes that are good or outstanding are characterised by:

- strong leaders who know and understand the children and young people that live in the home
- staff who are committed to making a difference and who work closely with other agencies, including schools, colleges and the police, to ensure that children get the support they need
- a culture established by the Registered Manager that enables staff to support children, whatever issues may arise.

Conversely, in weaker homes, we have seen:

- changes in leadership that result in a dramatic decline in the quality of care provided to children and young people
- staff not tackling poor behaviour or setting appropriate boundaries
- staff not committed to looking for children and young people when they go missing and not taking appropriate action when they return.

A particular issue in this sector is the level of managerial turnover and the amount of time some children's homes are without any manager at all.

To help tackle this, in July 2013, Ofsted made a policy change so that any home without a Registered Manager for 26 weeks or more would be judged inadequate for leadership and management and potentially inadequate overall.

Since introducing this policy we have seen a decrease in the amount of time that homes are without a Registered Manager: in December 2011, the average length of time was 41 weeks; in June 2014, it was 34 weeks; and by November 2014, it was 26 weeks.

Recruitment and retention of social workers

The continuing problems reported by local authorities in the recruitment and retention of social workers are also a cause for concern. In the latest 'Safeguarding pressures' research, the Association of Directors of Children's Services (ADCS) reported that two thirds of authorities are experiencing recruitment and retention issues. Concerns raised in the research include:

- high staff turnover
- difficulty recruiting experienced social workers
- an associated increase in the use of agency staff
- the high proportion of newly qualified social workers.¹²

What's more, there is a concern that these newly qualified social workers have not been sufficiently prepared for child protection work until recently. As Sir Martin Narey found in his review for the Department for Education, there are serious weaknesses both in the calibre of entrants to social care degree programmes – only 31% of undergraduates on social care degree programmes had one or more A level passes – and in the university courses they undertake.¹³

Recent action to address Sir Martin's recommendations gives some cause for optimism. For example, the publication by the Chief Social Worker for Children of a 'Knowledge and skills statement', summarising what a new social worker must know, is a positive step.¹⁴ Frontline, a programme for social workers that welcomed its first cohort in 2014, is another reform that we hope will lead to improved practice and better identification and development of those with leadership potential.



12 *Safeguarding Pressures Research Phase 4 – November 2014*; Association of Directors of Children's Services, November 2014; www.adcs.org.uk/news/safeguarding-pressures.html.

13 *Making the education of social workers consistently effective*; Department for Education, February 2014; www.gov.uk/government/publications/making-the-education-of-social-workers-consistently-effective.

14 *Consultation on knowledge and skills for child and family social work: government response*, Department for Education, November 2014; www.gov.uk/government/consultations/knowledge-and-skills-for-child-and-family-social-work.

The need for strong and consistent leadership

Maintaining consistent leadership in children's services is a challenge. In 2013–14, a third of local authorities had at least one change of director of children's services during the year.

This level of volatility has been a cause of concern for some years. Of course ineffective leadership needs to be tackled but we also need to recognise and nurture those with capacity and potential. Over the last 12 months, we have looked in depth at the leadership of children's social care services, with a focus on authorities previously found to be good or outstanding and those that had improved from inadequate.¹⁵ Our intention was to learn from these authorities but also to highlight their success in a sector that, all too often, focuses on short-term reactions to terrible tragedy.

We found that in these authorities there was a supportive but challenging professional environment. The leaders paid close attention to workloads and performance information, while also creating a collaborative environment with a set of common values and purpose.

Their success is a cause for celebration. The problems we face as a society and within the social care sector are manifold and entrenched. But I am clear that the strong and determined leadership of dedicated social workers and local partners can make all the difference, particularly where they are not afraid to act at an early stage.

We now all need to work together to make sure this exceptional practice becomes common practice. The cost to children, young people and our society as a whole is too great to get this wrong.

¹⁵ *Joining the dots... effective leadership of children's services*, Ofsted, March 2015; www.gov.uk/government/collections/ofsted-social-care-annual-report-201314.

Executive summary

1. Since Ofsted's last social care annual report,¹⁶ there have been over 5,000 inspections of children's services providers, including over 3,000 children's homes inspections¹⁷ and 43 inspections of local authority services for children in need of help and protection, children looked after and care leavers, under our new local authority single inspection framework introduced in November 2013.¹⁸
2. Ofsted now judges local authorities against tough new criteria that reflect the reforms asked of the system by the Munro review of child protection in 2011.¹⁹ These reforms are not quick or easy to make because they involve improving the fundamentals of professional practice, making informed use of professional judgement and focusing on the child at all times. Ten local authorities inspected under the new framework have been judged as good, seven were inadequate and the remaining 26 were judged as requires improvement.
3. The demand for local authority children's services has been rising continually over the past seven years. In 2013–14 alone, the number of referrals to children's social care services from someone who was concerned about a child increased by almost 11%, the number of child protection investigations rose by 12% and the number of children and young people becoming looked after rose by 1%.
4. Most of the resource available to local authorities to spend on children's social care is spent on high cost services, helping children, young people and families once concerns about their safety and welfare have escalated to the level that triggers the statutory duty to assess and investigate. For every £1 spent on preventative early help services, local authorities are spending a further £4 on reactive child protection work.
5. Ofsted's thematic inspections of early help and neglect found compelling evidence that children and young people living in complex and damaging circumstances were often waiting too long for help. If high thresholds for further investigation of concerns were not met, then it was often the case that families were offered no help at all.




¹⁶ *Her Majesty's Chief Inspector's Annual Report 2012–13: Social Care*; October 2013; www.gov.uk/government/publications/social-care-annual-report-201213.

¹⁷ Full inspections.

¹⁸ *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*; Ofsted, December 2014; www.gov.uk/government/publications/inspecting-local-authority-childrens-services-framework.


¹⁹ *Munro review of child protection: final report – a child-centred system*; Department for Education, May 2011; www.gov.uk/government/publications/munro-review-of-child-protection-final-report-a-child-centred-system.

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6. Inspectors have seen evidence of leaders giving more strategic priority to the needs of children and young people who are at risk of, or subject to, sexual exploitation. However, services are not yet sufficiently alert to the nature and extent of the issue locally and the risks that children and young people face, nor are they suitably equipped to provide responsive services to meet their needs.
 7. We are changing the way we inspect children's homes to reflect the new regulations, which include quality standards, that are shortly coming into force. The average age of children and young people living in children's homes is 14 and a half. Many of these have complex needs, so making a difference in their lives is a challenge.
 8. Some local authorities are continuing to face difficulties in recruiting and retaining experienced social workers. This is resulting in high caseloads and weaknesses in frontline practice. Reforms to the social work profession are welcome but will take time to impact on the quality of services.
 9. There is also increasing turnover among directors of children's services, who play a critical role in stabilising and inspiring the social care workforce. Our inspection evidence points to the importance of strong leadership in motivating and supporting the workforce to improve their services to children and young people.

The services for children that Ofsted inspects

10. There were almost 3,000 providers of children's social care as at the end of September 2014.
11. Most of these providers are registered and regulated by Ofsted and are inspected by Regulatory Inspectors:
 - children's homes (including secure children's homes and residential special schools dual registered as children's homes) – a full and an interim inspection on an annual cycle and additionally where concerns are identified
 - independent fostering agencies – inspection every three years and concern driven
 - voluntary adoption agencies – inspection every three years and concern driven
 - adoption support agencies – inspection every three years
 - residential family centres – inspection every three years
 - holiday schemes for disabled children and young people – inspection twice annually.
12. Regulatory Inspectors also inspect the welfare provision of residential special schools (annually) and other schools with boarding provision (every three years).
13. Her Majesty's Inspectors conduct the following inspections:
 - local authorities – currently on a 3.5-year cycle, with re-inspections within the period if necessary
 - Cafcass – risk-based inspection currently every three years
 - secure training centres – inspection annually, jointly with Her Majesty's Inspectorate of Prisons (HMIP) and the Care Quality Commission (CQC)
 - youth offending work – inspection annually, jointly with HMIP.
14. Her Majesty's Inspectors also conduct reviews of Local Safeguarding Children Boards (LSCBs).



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15. This report reviews the inspection evidence of agencies or organisations that were responsible for around 130,000 very vulnerable children and young people.
 16. Since the publication of our last social care annual report, there have been a number of important developments to Ofsted's social care work. We have:
 - introduced a new local authority children's services inspection framework that looks at the help, care and protection of children and young people
 - introduced a 'requires improvement' judgement for this inspection
 - introduced reviews of LSCBs, to look at coordinated action to support vulnerable children and young people
 - piloted, through our regional structures, improvement and challenge seminars and monthly monitoring programmes for inadequate authorities
 - started running a series of seminars on national improvement themes, available to all authorities but designed to help those who require improvement or are inadequate
 - conducted thematic inspections on neglect, early help, assessment, leadership and child sexual exploitation
 - started looking more closely at how children and young people are protected and how the sector responds when they go missing
 - completed our first national inspection of Cafcass
 - continued to improve the quality and consistency of our inspections.

Findings from inspections of local authorities

17. Since November 2013, there have been 43 inspections of local authority services for children in need of help and protection, children looked after and care leavers,²⁰ under the single inspection framework. They give a thorough and in-depth understanding of those services.

Figure 2: Overall effectiveness judgement under the single inspection framework (%)



Percentages do not add to 100 because of rounding.


18. In our 2013 annual report, we stressed that only good or outstanding local authorities are likely to remain resilient when faced with the pressures of rising demand. The single inspection framework has new, more rigorous criteria to describe what good looks like for services to protect and care for children and young people. These criteria were developed in consultation with the sector and given strong support. Judgements under the new framework need to be seen in the context of the reforms in child protection that are being implemented following the Munro review.²¹ These reforms require authorities to improve the fundamentals of professional practice, moving from process and instruction to thinking about children and young people's experiences and making informed use of professional judgement. In her review of the first 11 inspections under the new framework, Professor Munro recognised that we were focusing on the right areas of work and signalling the right ambition for children and young people.²² We know that these are not quick or easy reforms to make and that they are happening at the same time as reforms in the social care workforce, which are taking shape but not yet fully embedded.

²⁰ *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*; Ofsted, December 2014; www.gov.uk/government/publications/inspecting-local-authority-childrens-services-framework.

²¹ *Munro review of child protection: final report – a child-centred system*; Department for Education, May 2011; www.gov.uk/government/publications/munro-review-of-child-protection-final-report-a-child-centred-system.

²² *Review of first eleven Ofsted inspections of services for children in need of help and protection, children looked after and care leavers, and Local Safeguarding Children Boards*; Eileen Munro, March 2014; www.gov.uk/government/publications/evaluation-of-the-single-inspection-framework-and-reviews-of-local-safeguarding-children-boards.



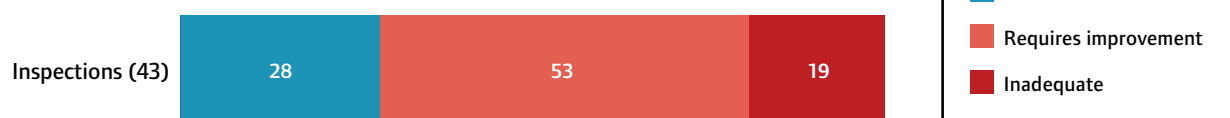
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19. Another feature of the single inspection framework has been replacing the judgement of 'adequate' with 'requires improvement'. This is consistent with changes to inspections of other provision inspected by Ofsted, including schools, and reflects the view that 'good' is the standard that we should expect for children and young people. It is important to note that, while not good enough, services that require improvement are not regarded as failing.
 20. Under this new demanding framework, 10 out of the 43 local authorities we have inspected so far have been judged as good overall, while seven have been judged inadequate. Too many still require improvement and they, as well as those judged to be inadequate, will be helped to improve.
 21. Inspection evidence shows that good local authorities have leaders and managers who focus relentlessly on the quality of professional practice and on providing effective services that make a difference to children and young people's lives. In authorities that have been judged good:
 - managers and social workers have a discernible 'grip' on cases at all times
 - they know what is happening across their casework and the next steps they are taking
 - there is usually an effective theoretical base informing the work and the approaches that social workers take in helping families to change
 - assessments are of a high quality, focusing on the risks and needs of children and young people and leading to good decision making
 - children and young people have a say in the plans made for them and their feedback is taken into account
 - plans are informed by clear chronologies and a good understanding of the capacity of the parents to look after their children
 - management oversight of caseloads, vacancies and the quality of training and supervision is strong
 - a positive working environment for professional staff is prioritised
 - poor performance is identified quickly and addressed.
 22. Two of the local authorities we have inspected over the last year, Essex and Cambridgeshire, who had previously been judged inadequate, have now been judged to be good overall. These local authorities have demonstrated good leadership, a commitment to provide specialist early help for families and a strong focus on good practice. Their leaders have prioritised recruitment and cultivated an improved social work environment and there is effective scrutiny of casework decisions.

23. We have judged 26 local authorities as requires improvement under the new framework. There are no widespread or serious failures that leave children being harmed or at risk of harm in these authorities and the welfare of children looked after is safeguarded and promoted. However, these authorities are not yet delivering consistently good protection, help and care for children, young people and families. Some have started to take decisive action to improve from a low base. Others were delivering a good standard of service in some aspects of their work but not all. Across many of these authorities, inspectors found:
- a lack of coordinated and effective early intervention in families
 - managers not overseeing practice consistently
 - inconsistent support for social workers.
24. Ofsted is committed to supporting these local authorities to improve to be good overall. Our improvement offer draws on research and the wealth of evidence built up during inspection. We have piloted improvement planning seminars in four local authorities requiring improvement. Her Majesty's Inspectors provide detailed inspection information to the authority to help them develop an effective and achievable improvement plan. The local authorities are then invited to a series of 'Getting to Good' seminars that focus on identified needs. Our inspectors also monitor progress with each authority after six months to help them stay on track.
25. Seven local authorities have been judged inadequate under the new single inspection framework. Common problems for these local authorities were:
- instability in the leadership and workforce, with high staff turnover and vacancy rates
 - leaders and senior managers not paying enough attention to the quality of practice and the needs of children and young people
 - insufficient oversight of practice by first line managers and independent reviewing officers
 - little evidence of decisive action to keep children and young people safe
 - poor assessment and planning.
26. Clearly, these local authorities require more intensive support. Ofsted has recently piloted monthly monitoring visits, quarterly progress reviews and a progress inspection of inadequate authorities. Early findings from the pilots in Northamptonshire and Cheshire East have been positive. Subject to the findings of a formal evaluation, we plan to roll out this programme of support nationally this year.



Reviews of Local Safeguarding Children Boards

Figure 3: Judgements from Local Safeguarding Children Board reviews (%)*



* One review carried out under Section 20.

27. Ofsted now conducts reviews of LSCBs alongside its inspections of local authorities under the single inspection framework. These reviews look at how effectively the LSCBs carry out their statutory functions and monitor the quality of what is done by partner agencies to protect and care for children and young people. To date, just over a quarter of the LSCBs reviewed have been judged as good overall.
28. Evidence from these reviews shows that good boards tend to be characterised by mature partnerships that have been the basis for agreeing priorities and sharing resources. In these boards, responsibilities have been clearly articulated among the chair, the local authority chief executive and the director of children's services. There are good strategic links between partners' objectives and priorities and those of other key decision making bodies, such as the local health and well-being boards. The board and its partners typically share a determination to improve the quality of frontline practice, conducting section 11 audits,²³ identifying weaknesses and challenging each other to improve.
29. Inspectors found that LSCBs requiring improvement did not regularly scrutinise the quality of practice and that their progress against improvement priorities was slower. Partners, particularly schools, were generally less engaged in the boards' work. Weaker boards did not share clear performance data about children and young people who were missing or who were subject to or at risk of child sexual exploitation, despite this being a requirement of statutory guidance.²⁴ These boards were less able to challenge how services were being delivered and consequently were not effective enough.
30. The evidence from our inspections and improvement work strongly suggests that some of the challenges facing LSCBs and their partners result from weaknesses in the accountability framework.

²³ Section 11 of the Children Act 2004 obliges key bodies to ensure that their 'functions are discharged having regard to the need to safeguard and promote the welfare of children' and that services 'are provided having regard to that need'; www.legislation.gov.uk/ukpga/2004/31/section/11.

²⁴ *Statutory guidance on children who run away or go missing from home or care*, Department for Education, January 2014; www.gov.uk/government/publications/children-who-run-away-or-go-missing-from-home-or-care.

31. The Children Act 2004 created LSCBs to coordinate local action to protect children and young people and ensure that multi-agency working was effective. They are responsible for monitoring the effectiveness of the local authority and the board's partners to safeguard and promote the welfare of children and young people and for advising them on ways to improve. However, LSCBs have limited authority and do not have powers to require agencies to act. Each of the partner organisations that make up the LSCB has its own accountability structure and is inspected separately. There is no obligation on partner organisations to take account of the advice of the LSCB or to carry out any recommendations given by the LSCB. Evidence from Ofsted reviews suggests that their effectiveness continues, therefore, to be hampered.
32. Where local services for safeguarding children and young people are found to be inadequate, the weight of that judgement and the necessary improvement action falls most heavily on the local authority and the director of children's services, rather than on the LSCB or its partners. However, the local authority itself has limited powers to direct others to take action.
33. Accountability for services is fundamental to improving the care and protection of children, but the current framework of accountabilities is not working.
34. The government needs to review where responsibility lies locally for protecting children and who should have the power to take decisive action if the needs of children are being compromised.

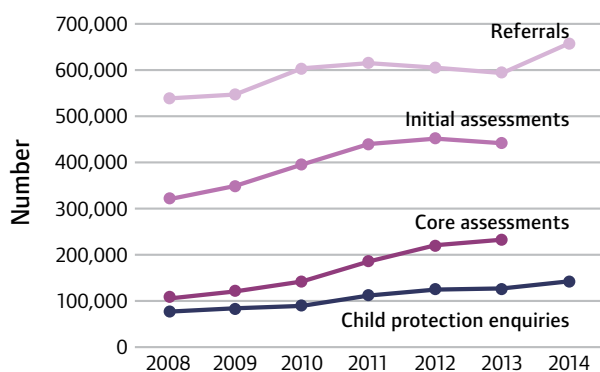


The rising demands on local authority children's services

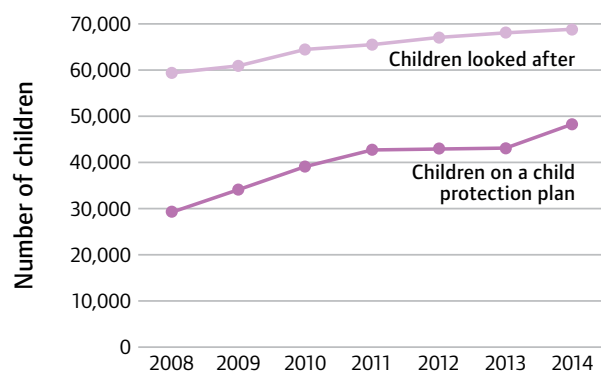
Volumes of children's services activity are increasing

35. Between March 2010 and March 2014, the number of referrals rose by 9%, the number of child protection enquiries by 60%, the number of children subject to a child protection plan by 24% and the number of children in need by 6% (from 375,900 to 397,600).²⁵ In 2013–14, referrals by someone concerned about a child or family increased by almost 11%,²⁶ meaning that some authorities may have had to support an additional 300–400 families, each needing assessment and help of varying complexity.
36. The number of children in need in England at any point during 2013–14 was 781,200, almost one in 15 children aged 0–17. The primary need at assessment for almost half of these children was abuse or neglect, with nearly a fifth being assessed as family dysfunction.²⁷ Of the 145,700 continuous assessments that were completed during 2013–14, 41% recorded domestic violence as the most common factor, 25% recorded mental ill health as a key issue, 15% recorded alcohol misuse and 15% recorded drug misuse.²⁸

Figure 4: Volumes of referrals and assessments



Numbers of children



Data for 2008 and 2009 can be found in:

DCSF: Referrals, assessment and children and young people who are the subject of a child protection plan, England – Year ending 31 March 2009; Department for Education, September 2009; www.gov.uk/government/statistics/referrals-assessments-and-children-who-were-the-subject-of-a-child-protection-plan-financial-year-2009-to-2010-children-in-need-census-provisional.

Children looked after by local authorities in England, including adoption; National tables: SFR20/2012, Tab A1, Department for Education, September 2012; www.gov.uk/government/statistics/children-looked-after-by-local-authorities-in-england-including-adoption.

Data for 2010 to 2014 can be found in:

Characteristics of children in need: 2013 to 2014; Department for Education, October 2014; www.gov.uk/government/statistics/characteristics-of-children-in-need-2013-to-2014.

Children looked after in England, including adoption; National tables: SFR36/2014, Tab A1, Department for Education, December 2014; www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption--2.

²⁵ *Characteristics of children in need: 2013 to 2014*; Department for Education, October 2014; www.gov.uk/government/statistics/characteristics-of-children-in-need-2013-to-2014.

²⁶ *Characteristics of children in need: 2013 to 2014*; Department for Education, October 2014; Main text: SFR43/2014, p.1; www.gov.uk/government/statistics/characteristics-of-children-in-need-2013-to-2014.

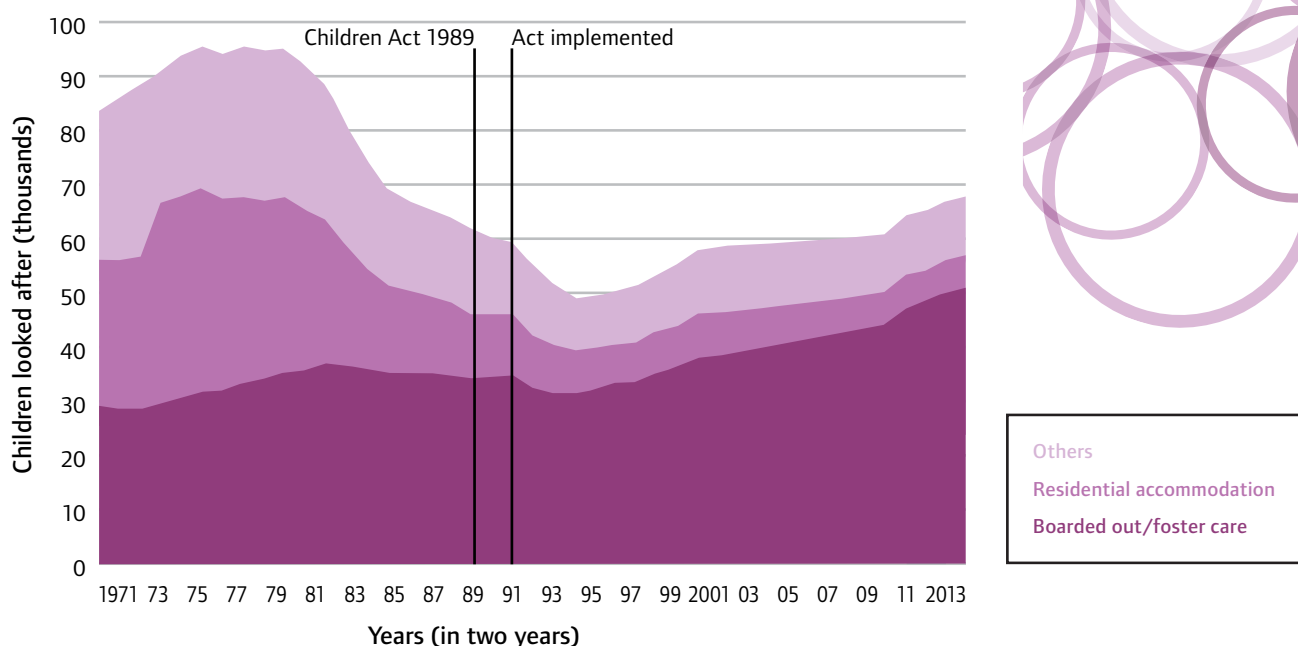
²⁷ *Characteristics of children in need: 2013 to 2014*, National and local authority tables: SFR43/2014, Department for Education, October 2014, Tab B3; www.gov.uk/government/statistics/characteristics-of-children-in-need-2013-to-2014.

²⁸ *Characteristics of children in need: 2013 to 2014*, National and local authority tables: SFR43/2014, Department for Education, October 2014, Tab A6; www.gov.uk/government/statistics/characteristics-of-children-in-need-2013-to-2014.

More children are being looked after

37. The number of children being looked after has increased steadily over the past few years and is now higher than at any point since 1987. The Children Act 1989 encouraged a culture of working with parents to help families stay together. By 1993, local authority interventions had become more sharply focused, with more children remaining with their own families.²⁹ This created a substantial fall in the number of children becoming looked after (or entering care as it was then called).

Figure 5: Number of children in care since 1971³⁰



38. As at 31 March 2014, 68,840 children were being looked after by local authorities in England,³¹ an increase of 1% from March 2013 and 7% since 2010. During the entire 2013–14 year, 97,950 children were looked after, an increase of 3% from March 2013 and 11% from 2010.³²
39. There was a rise in the number of those aged 16 and over who started to be looked after during the year, a 22% increase from 2013.³³ Despite this increase, the most common age group remained the 10–15-year-olds, who made up 37% of the total number of children looked after.³⁴

²⁹ Report by the Secretaries of State for Health and for Wales on the Children Act 1989; Department for Health, February 1993; www.gov.uk/government/publications/report-by-the-secretaries-of-state-for-health-and-for-wales-on-the-children-act-1989.

³⁰ Children's Social Care Innovation programme; Department for Education, February 2014; Children's Social Care Innovation programme: slides, Slide 5; www.gov.uk/government/publications/childrens-services-innovation-programme.

³¹ Children looked after in England, including adoption; SFR36/2014, Main text, p. 1, Department for Education, December 2014; www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption--2.

³² Children looked after in England, including adoption; National tables: SFR36/2014, Tab B1, Department for Education, December 2014; www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption--2.

³³ Children looked after in England, including adoption; National tables: SFR36/2014, Tab C1; Department for Education, December 2014; www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption--2.

³⁴ Children looked after in England, including adoption; National tables: SFR36/2014, Tab A1, Department for Education, December 2014; www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption--2.

40. Most of the children looked after will have lived in more than one placement. Each year, one in 10 – around 7,500 – children experience three or more placement moves.³⁵ Nearly 5,000 children and young people who ceased to be looked after in 2013–14 (16%) had experienced five or more placement moves during their time in care. This included children aged under four years old. Nearly 1,500 (5%) experienced 10 or more moves. This included children aged between five and nine years.³⁶
41. In 2014, just 12% of looked after children in Key Stage 4 achieved five GCSEs at grades A* to C, including English and mathematics, compared with 52% of the total cohort.³⁷ The context is important: many children and young people living in care have been deeply traumatised before they entered the care system; around two thirds have a special educational need; and the amount of time children and young people live in care varies. However, while attainment gaps have narrowed slightly over the past few years, more could be done to improve these children's life chances. Only 69% of looked after children attend a good or outstanding secondary school compared with 75% of children in the population as a whole.



³⁵ *Children in care and adoption performance tables 2014*; Children in care performance tables 2014, Tab Placement 1, Department for Education, December 2014; www.gov.uk/government/publications/children-in-care-and-adoption-performance-tables-2014.

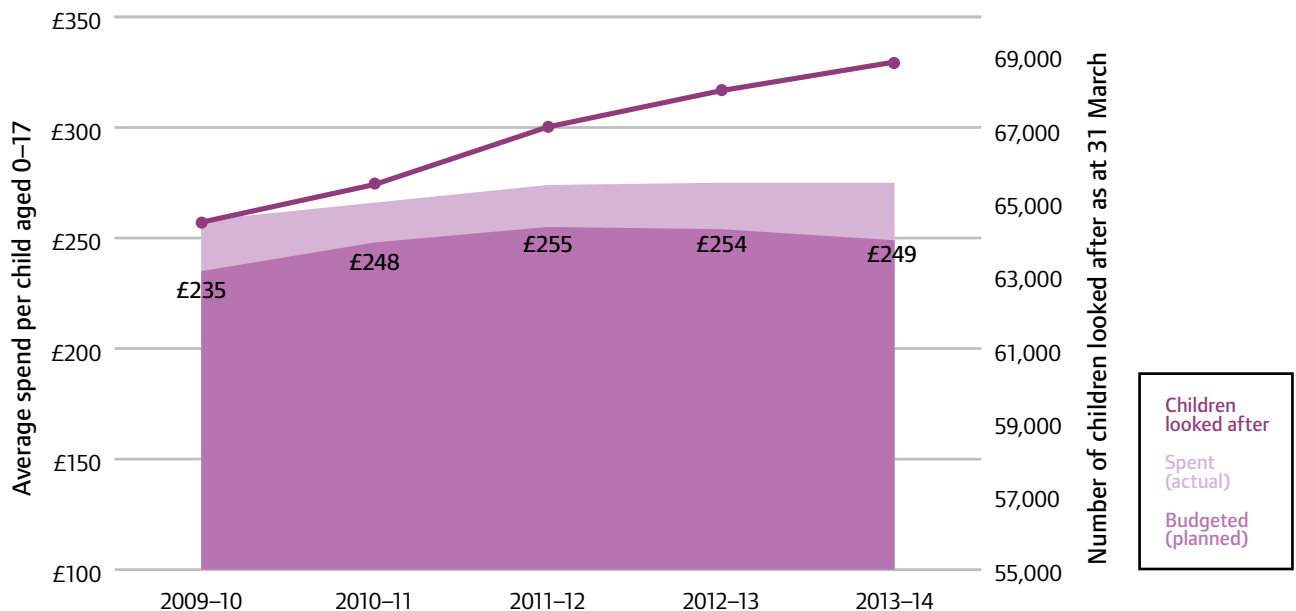
³⁶ *Children looked after in England, including adoption*; National tables: SFR36/2014, Tab D5, Department for Education, December 2014; www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption--2.

³⁷ *Outcomes for children looked after by local authorities*; National tables: SFR49/2014, Tab Table 3, Department for Education, December 2014; www.gov.uk/government/statistics/outcomes-for-children-looked-after-by-local-authorities.

Funding is under pressure

42. Of the £9 billion spent on children's services by local authorities in 2013–14, £3.7 billion was spent on caring for children looked after. Figure 6 shows how planned and actual spending has not kept pace with the rising numbers of children looked after.

Figure 6: Children looked after financing from the Section 251 returns




Children looked after spending includes the original categories from the 2009–10 data and excludes any additional categories added in later years. Actual spend finance data for 2009–10 to 2011–12 are available from: Section 251 data archive: Outturn data – detailed level 2008–09 onwards; Department for Education; <http://webarchive.nationalarchives.gov.uk/20130401151655/http://www.education.gov.uk/schools/adminandfinance/financialmanagement/schoolsrevenuefunding/section251/archive/b0068383/section-251-data-archive/outturn-data---detailed-level-2008-09-onwards>. Planned budget finance data for 2009–10 to 2011–12 is available from: Benchmarking tables of LA planned expenditure; Department for Education; <http://webarchive.nationalarchives.gov.uk/20130903115029/http://education.gov.uk/childrenandyoungpeople/strategy/financeandfunding/section251/archive/a0069747/benchmarking-2010-11>. Finance data for 2012–13 and 2013–14 is available from: Section 251 documents; Department for Education and Education Funding Agency, December 2014; www.gov.uk/government/collections/section-251-materials. Children looked after in England, including adoption; National tables: SFR36/2014, Tab A1, Department for Education, December 2014; www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption--2.

43. It is likely that Ofsted inspections of local authorities will continue to identify unmet need and limited support for families and children, unless rising demand is matched by new resource or new solutions.
44. In 2013–14, £6.1 billion was spent on what is often described as ‘intervention’ or ‘specialist social care support’. The three largest costs for local authorities in this area include:
- £1 billion on looking after children living in residential children's homes or residential special schools
 - £1.5 billion on foster families for children looked after who are unable to live at home
 - £1.7 billion on the social work system that makes and supports those decisions.³⁸

³⁸ Section 251 outturn: 2013 to 2014 data, table A1 detailed data; Education Funding Agency, December 2014: www.gov.uk/government/publications/section-251-outturn-2013-to-2014-data.

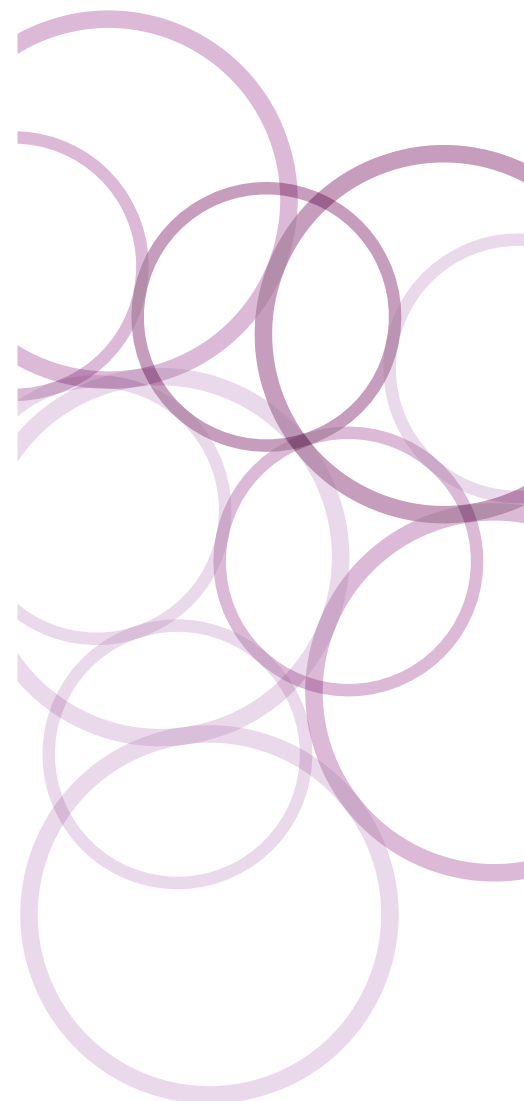
Helping families early

- 
45. Providing early help is a way of giving support to children before they need more formal and intensive help from the child protection system. It can also help to stabilise families and in doing so can embed outcomes that sustain beneficial change, for example adults returning to work and children to school. The legislation that underpins the state's relationship with families is founded on the key principle that families should be supported early and for as long as they need help, to prevent further coercive intervention in their lives. The statutory guidance for all professionals working with families – 'Working together to safeguard children 2013'³⁹ – emphasises the significance of early support and the responsibilities of all agencies to identify, assess and provide this help. Only joint agency working can properly help address the multiple difficulties that some families face.
46. Our evidence on early help from the child protection inspections of 2012–13, the single inspection framework from 2013 and the recent thematic inspection of local early help provision⁴⁰ shows that a number of local authorities have made good progress. However, overall, help is not offered early enough to families in many places and there is limited clarity about whose responsibility it is to help families early on.
47. 'Early help – whose responsibility?' found that just under two thirds of the early help cases reviewed, inspectors did not see effective planning and monitoring of the child's progress. In the third of cases where there was effective planning and monitoring, there was evidence of children's circumstances improving across a broad range of areas. These included:
- better housing and home conditions
 - stabilised care arrangements
 - faster progress towards the child's developmental milestones
 - better social skills, speech and language
 - less inappropriate sexualised behaviour
 - better school attendance and better behaviour, with fewer short term exclusions
 - raised academic achievement.

39 *Working together to safeguard children*; Department for Education, March 2013; www.gov.uk/government/publications/working-together-to-safeguard-children.

40 *Early help: whose responsibility?*, Ofsted, March 2015; www.gov.uk/government/collections/ofsted-social-care-annual-report-201314.

48. The identification of need was variable. Many local authorities and their partners did not have sufficient knowledge of the prevalence of drug and alcohol dependence in families, mental ill health, family violence, homelessness or numbers of children and young people missing from education or excluded from school within the local authority. Yet we know from all the available evidence that these issues are the triggers for, or indicators of, potential or actual abuse and exploitation of children and young people.
49. 'Early help – whose responsibility?' found that there was insufficient clarity about the roles and responsibilities of statutory partners and local agencies in this important area of practice. Although partner agencies are required to carry out their functions with the protection of children in mind, there is no requirement on any single organisation in a local area to provide help before the criteria for sections 17 or 47 of the Children Act 1989 are satisfied. LSCBs should publish a document that sets out the thresholds⁴¹ that apply in respect of the protection and care of children and young people, but this is not enough to ensure that agencies share resources and work together to provide preventative services for families. Indeed, in some places, inspectors found that thresholds acted as a barrier. In a significant number of these cases where the situation had deteriorated, children and young people were re-referred back to the local authority because no help had been provided. Inspectors also found that confused accountabilities often led to weak quality assurance and auditing of early help provision, alongside equally ineffective performance management and scrutiny.
50. Our survey 'In the child's time: professional responses to neglect'⁴² caused us to have a particular concern about the lack of effective services to deal with neglect. Inspectors found that there was often limited understanding locally about the prevalence and impact of neglect. This was hindering the strategic planning and commissioning of services to help families. When it came to assessing the needs of children and young people, local authorities were not analysing family histories sufficiently or understanding how children were being affected by the circumstances in which they were living. In a third of cases, this meant that children and young people were left for too long without protection from continued neglect. Inspectors also found that local authorities were struggling to engage parents who had their own difficulties. In some cases where early help was being provided to families, professionals were over-optimistic about parents' ability to sustain changes. This, combined with a pattern of reduced resources, meant that ongoing support was rarely available.



41 *Working together to safeguard children*; Department for Education, March 2013; p.14; www.gov.uk/government/publications/working-together-to-safeguard-children.

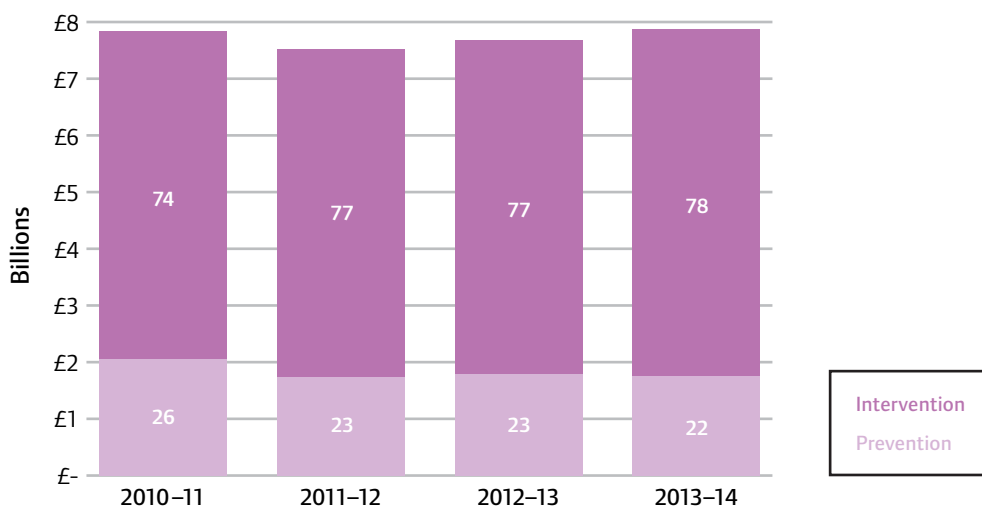
42 *In the child's time: professional responses to neglect* (140059), Ofsted, March 2014; <http://webarchive.nationalarchives.gov.uk/20141124154759/http://www.ofsted.gov.uk/resources/childs-time-professional-responses-neglect>.

51. In strong authorities, we have found evidence of early help embedded into local support for families, with some services on offer that are making a tangible difference. Our evidence shows that some local authorities are increasingly making it a priority to work with their partners to put in place the help for families when concerns are raised. As a result, more children and young people were benefiting earlier from better focused and coordinated support.
52. Our inspectors also saw professionals making good use of standardised assessment tools to identify strengths, needs and risks in the families they were working with. Professionals were taking the time to establish the child's wishes and feelings, as well as trying to understand what life was like for them in their household. They did this either by talking to the child directly or, in the case of very young children, observing them closely.

Spending on prevention and intervention

53. In spite of the growing awareness and acceptance of the importance of providing help early to families, children and young people before they reach the statutory threshold for intervention, local authority spending on prevention has remained fairly static and, in the last year, reduced slightly. The ratio of £4 spent on reactive intervention for every £1 spent on prevention remains stubbornly stable. In their most recent research, the Association of Directors of Children's Services (ADCS) have found that (in 79% of the authorities participating) universal and early help services, such as children's centres and youth services, are moving to more targeted intervention or ceasing altogether largely due to funding pressures.⁴³ Reactive intervention means that the major expense in the system lies in supporting those coming into and living in the public care system. These costs, while immediate, often extend into supporting those young people when they become adults.

Figure 7: Spending on prevention and intervention by local authorities (%)



The total spend on prevention and intervention has been calculated using the following definitions from the 2013-14 Section 251 outturn tables: i) prevention includes spending on: family support services and services for young people; ii) intervention includes spending on: children looked after, other children's and families services, safeguarding children and young people's services and youth justice.

Finance data for 2010-11 and 2011-12 are available from:

Section 251 data archive: Outturn data - detailed level 2008-09 onwards; Department for Education; <http://webarchive.nationalarchives.gov.uk/20130401151655/http://www.education.gov.uk/schools/adminandfinance/financialmanagement/schoolsrevenuefunding/section251/archive/b0068383/section-251-data-archive/outturn-data---detailed-level-2008-09-onwards>.

Finance data for 2012-13 and 2013-14 are available from:

Section 251 documents; Department for Education and Education Funding Agency, December 2014; www.gov.uk/government/collections/section-251-materials.

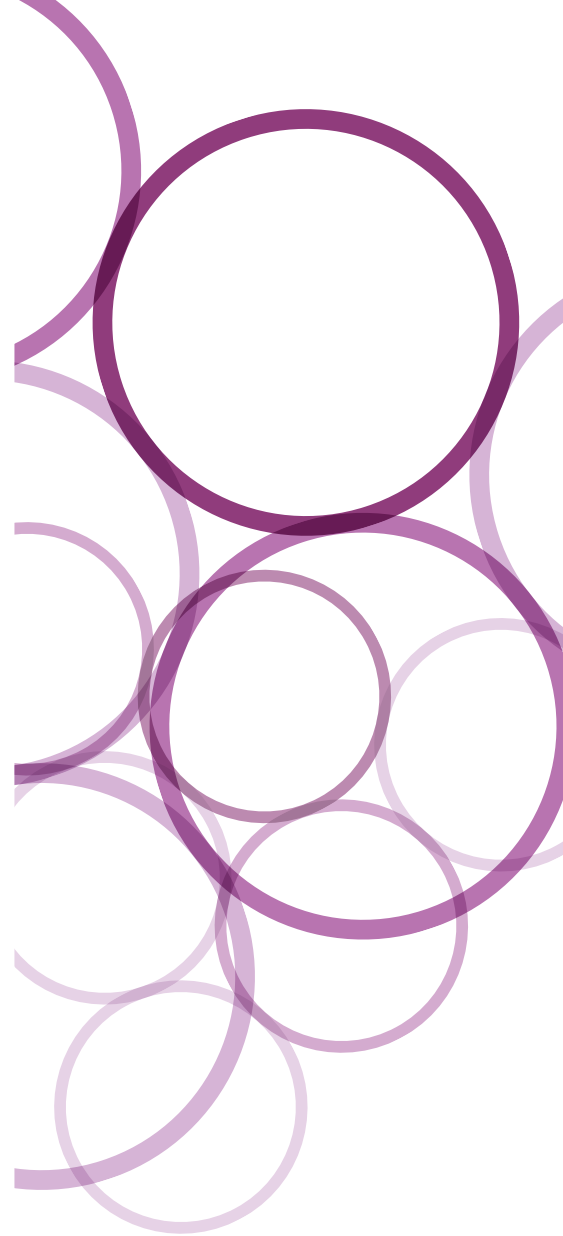
⁴³ *Safeguarding Pressures Research Phase 4 – November 2014*; Association of Directors of Children's Services, November 2014; www.adcs.org.uk/news/safeguarding-pressures.html.

The quality of assessments and planning

54. Our inspections give evidence that some leaders, managers and practitioners are prioritising the improvement of assessments in order to make effective decisions about how to protect children and young people and help families. However, basic practice and management oversight of this area of work needs to improve.
55. Some assessments are taking account of the views and experiences of children and their families and some families are also receiving help during the assessment period. The quality of plans made following assessments is, however, still not good enough. Plans often fail to articulate what needs to change to protect children and to reduce the need for further more coercive action. We will publish the results of our thematic inspection on assessment in spring 2015.



Child sexual exploitation



56. The reports by Professor Alexis Jay⁴⁴ in 2014 into the sexual exploitation of children in Rotherham and Ann Coffey MP⁴⁵ and the Children's Commissioner⁴⁶ identified widespread failure among services and professionals to recognise that some children and young people were at risk, or victims, of this form of abuse. Too often, children and young people who had been sexually exploited were wrongly labelled as 'promiscuous' or considered to have made a 'lifestyle choice' that entailed engaging in risky behaviour. Professor Jay's report made clear that established services need to get better at listening to and helping children and young people who are at risk of sexual exploitation.
57. Ofsted's inspection of local authority arrangements for the protection of children in Rotherham in 2012 was not good enough. The inspection framework used at the time was largely focused on intra-familial abuse and so was not sufficiently focused on child sexual exploitation. In common with others, Ofsted has learned lessons and is committed to continued internal challenge and improvement of how to inspect and judge professional responses to sexual exploitation of children and young people.
58. The single inspections that began in November 2013 carry more extended criteria to enable inspectors to evaluate the quality of professional interventions where children are at risk of, or are, being sexually exploited. This extends further into children missing from home, care or education.
59. Ofsted conducted an urgent thematic inspection in autumn 2014 on the sexual exploitation of children and young people. The report, 'The sexual exploitation of children: it couldn't happen here, could it?', took account of evidence from single inspections, reviews of LSCBs, parallel inspections of children's homes and the testimonies of more than 150 children and young people.⁴⁷

44 *Independent inquiry into child sexual exploitation in Rotherham (1997–2013)*; Alexis Jay OBE; www.rotherham.gov.uk/info/200109/council_news/884/independent_inquiry_into_child_sexual_exploitation_in_rotherham_1997_%E2%80%93_2013.

45 'Real voices' – *child sexual exploitation in Greater Manchester. An independent report by Ann Coffey MP*; Ann Coffey MP; www.gmpcc.org.uk/down-to-business/coffey-inquiry/.

46 *If it's not better, it's not the end – Inquiry into Child Sexual Exploitation in Gangs and Groups: One year on*, Office of the Children's Commissioner, 2015; www.childrenscommissioner.gov.uk/content/publications/content_920.

47 *The sexual exploitation of children: it couldn't happen here, could it?*, Ofsted, November 2014; www.gov.uk/government/publications/sexual-exploitation-of-children-ofsted-thematic-report.

60. We found that, until recently, the tackling of sexual exploitation of children and young people had not been treated as a strategic priority by many local authorities. As a result, local arrangements to address the problem were often insufficiently developed and the leadership needed in this crucial area of practice was frequently lacking. In those authorities where child sexual exploitation had been given higher priority, the local strategy was better developed, with links to initiatives on issues such as gangs, licensing and the delivering of personal, health and social education in schools. Senior leaders and local politicians tended to have greater insight and understanding of this complex problem. However, LSCBs had, in too many instances, failed to challenge slow progress in developing sexual exploitation strategies and action plans. Partnership working was often disjointed and information was not being shared effectively between agencies to build a picture of child sexual exploitation in their local area.
61. On the frontline, our inspectors came across examples of excellent practice in dealing with this form of abuse. There was a wide range of initiatives aimed at increasing young people's understanding of child sexual exploitation. Several local authorities were running powerful campaigns and some were developing targeted approaches to engaging young people perceived to be harder to reach and more vulnerable, for example those in care.
62. We are concerned about the extent to which the requirements of statutory guidance, issued by government in 2009, were not fully in place and being acted on.⁴⁸ Of equal concern is the low priority given to this abuse by LSCBs. There was limited evidence of their obligations being fulfilled, both to oversee the effectiveness of what is done to protect children and to develop procedures that set out the roles and responsibilities of local agencies and professionals. Our other concerns raised by this thematic inspection were:
- the effectiveness of protective plans
 - the management oversight of decisions
 - the action taken when the risk of harm to a child or young person intensifies
 - partner agencies not actively seeking or scrutinising management information about exploited children and young people, which consequently led to some local authorities having limited knowledge about the prevalence of child sexual exploitation in their area.



⁴⁸ *Safeguarding children and young people from sexual exploitation: supplementary guidance*, Department for Children, Schools and Families, August 2009; www.gov.uk/government/publications/safeguarding-children-and-young-people-from-sexual-exploitation-supplementary-guidance.

63. Our report described the challenges faced by the system in applying child protection processes to the sexual exploitation of children and young people. The child protection system, and much of the guidance within it, is geared towards protecting children from abuse within the family environment. Where the abuse is being perpetrated outside the home, professionals need different approaches to protecting children that may be unfamiliar or not well resourced. We recommended in our report that this problem should be addressed through a revision to statutory guidance, which would make clear what protective action professionals should take in communities, residential and foster care, schools and other environments where children are at risk of, or suspected of, being sexually exploited.

Missing children are at risk

64. Children and young people who go missing are at increased risk of sexual exploitation and other forms of abuse. For this reason, Ofsted has become increasingly concerned about the lack of priority that agencies give to tracking children and young people who go missing, particularly those who are missing from education and residential or foster care. Since late 2013, we have asked local authorities to provide data about missing children and young people in their area as part of our inspection evidence.⁴⁹ Many local authorities have not been able to provide that information. In addition, we found during the thematic inspection on child sexual exploitation that too many children and young people did not have a return interview following an episode of being missing. This meant that local authorities and police were missing opportunities to protect these children and young people effectively and gather intelligence to inform future work.

65. We have sharpened our guidance to inspectors on missing children and young people, both in relation to the inspections of local authorities and of individual providers. Incidents of children and young people missing from settings that Ofsted inspects are now required as evidence in all reports, along with a judgement on the effectiveness of action taken by those with a professional responsibility to look after and protect those children and young people.

66. At the start of all local authority inspections, a meeting is held jointly with police and local authority leads to discuss their records of children looked after who are missing and those who are missing from school. A follow-up meeting is held towards the end of the inspection to share the evidence from tracked cases against the action plans that were presented at the start of the inspection by the responsible local professional leads. All inspection reports will make clear reference to this evidence base and its weighting in the overall judgement. We urge local authorities, statutory partner agencies and LSCBs to prioritise the collation and oversight of robust management information and to take effective and concerted action where children and young people are missing from education, home or care.

67. Evidence from inspections shows that local authorities that are good at responding when children go missing typically have:

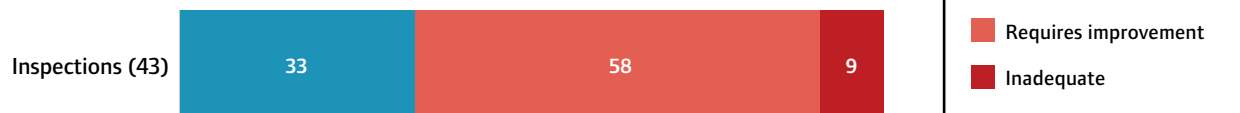
- shared, well understood arrangements for responding when children and young people go missing from home, school or care
- prompt and thorough return interview arrangements for all children and young people who go missing to listen and understand their reasons
- consultation with the young person about who they want to carry out the return interview
- robust monitoring of school attendance and arrangements to establish the whereabouts of children missing from education
- good record keeping and risk assessment that inform plans to reduce the risk of future missing episodes
- routine collation and analysis of return information and other local intelligence that is shared across agencies.

⁴⁹ *Inspecting local authority children's services: the framework*; Ofsted, December 2014; www.gov.uk/government/publications/inspecting-local-authority-childrens-services-framework.

Inspections of services to children looked after and achieving permanence

68. As part of our single inspections, we make a judgement about the services provided to all children looked after, with specific sub-judgements on adoption and care leavers. Separately, we inspect children's homes, independent fostering agencies and voluntary adoption agencies.
69. A third of local authorities are providing good services for the children and young people in their care and for whom they have the responsibility to act as corporate parents. Of the 43 inspections of local authorities conducted since November 2013, four have been judged inadequate, 25 require improvement and 14 are good.

Figure 8: Children looked after and achieving permanence judgement (%)



70. In nearly a quarter of authorities, our inspectors observed that decisions about whether a child or young person should become looked after were not always being made quickly enough. However, once this decision was made, we saw that the length of time it takes to conduct care proceedings was reducing.

71. Too often, the services provided by local authorities are undermined by the lack of a coherent strategy for commissioning suitable placements. More than half of the local authorities we inspected were finding it difficult to comply with their duty of 'sufficiency'.⁵⁰ This is where they should secure a range of placements that meet the individual needs of children and young people. They found it particularly hard to place teenagers and children with complex needs. There was also an over-reliance on out-of-area placements and there was limited support for the children and young people. In a third of the authorities inspected, there was poor access to mental health services for all children and young people looked after.
72. More care is needed in many local authorities to secure the safety and welfare of children looked after. In these places, inspectors often found that responses to missing children were inadequate. For example, in some places, children were not spoken to after an episode of going missing and no decisive action was taken to keep them safe. Those authorities that require improvement will need to pay more attention to the quality of assessments, planning for children's futures and the need for an independent reviewing officer's oversight.
73. The most common reason for children and young people to cease being looked after is returning home to parents or relatives, although this decreased from 39% in 2010 to 34% in 2014. When children and young people return home, practice is too variable. In a third of the local authorities we inspected, assessments about what children and their families needed and the support they were given when a child returned home was not good enough. Returning home arrangements should help to keep them safe and avoid the need for them to become looked after again.

Fostering agencies

74. There were 51,315 children living in fostering placements at 31 March 2014. The majority of children were aged five to 15.⁵¹

Independent fostering agencies

75. Over a third (118) of all independent fostering agencies were inspected between 1 April 2013 and 30 September 2014, with seven out of 10 being judged good or outstanding. These agencies were characterised by having:
- exceptional training and support for carers
 - strong partnerships with commissioning local authorities
 - well managed introductions for children and young people with new carers
 - good assessments of foster carers.



50 *Securing sufficient accommodation for looked-after children*; Department for Education, March 2010; www.gov.uk/government/publications/securing-sufficient-accommodation-for-looked-after-children.

51 *Fostering in England 1 April 2013 to 31 March 2014*; Department for Education, January 2015; pp.5-6; www.gov.uk/government/statistics/fostering-in-england-1-april-2013-to-31-march-2014.

76. One in 10 of these inspections, however, resulted in an inadequate judgement, where inspectors found a lack of priority afforded to the safety and welfare of children and young people, weak assessments of carers and poor consideration of the needs of children and carers when placements were made. The themes emerging from these inspection recommendations included:
- strengthening the fostering panel and decision making process
 - improving the training opportunities offered to carers
 - more rigorous management oversight of the services
 - more frequent review of the quality of those services.

Adoption agencies

77. The number of children and young people being adopted continues to rise, from 3,782 in 2012–13 to 4,790 in 2013–14, an increase of 27%.⁵² Adoptive families are being matched to children and young people more quickly, with only 11% of families waiting more than nine months in 2013–14 compared with 16% in 2012–13. Of the 4,790 children and young people who were subject to a final adoption order in 2013–14, 4% (185) were aged 11 months or younger, 31% (1,475 children) were aged between 12 and 23 months, 47% (2,245 children) were aged between two and five years and 18% (895 children) were older than five.⁵³

Figure 9: Children looked after and achieving permanence – adoption performance (%)



Percentages do not add to 100 because of rounding.

78. Nearly half of local authorities have been judged good or outstanding for the adoption sub-judgement. Of the first 43 published reports, three local authorities were judged outstanding for adoption and 17 were judged to be good. Twenty require improvement and three were judged to be inadequate.
79. Those local authorities who were judged as outstanding for adoption were able to evidence a deep and service-wide commitment to achieving permanence for children and young people. Consistently high quality assessments, robust tracking of progress and prompt, yet realistic, work to match children with suitable adopters minimise delays for children at all stages of their journey. Innovative, individualised and, crucially, timely support brought lasting benefits to children, young people and families.

⁵² For further detail on adoptions between 1 April 2013 and 31 March 2014 see: *Adoption 2013–14*; Ofsted, November 2014; www.gov.uk/government/statistics/adoption-agencies-data-in-england-1-april-2013-to-31-march-2014. Please note, in the quarter April to June 2014, adoptions reduced quite dramatically (54%). The Adoption Leadership Board believed this to be the result of two court judgements and in an attempt to reverse the drop in adoption applications they published guidance: *Myth-buster guide Impact of Court Judgments on Adoption – What the judgments do and do not say*; Adoption Leadership Board, November 2014; www.adcs.org.uk/resources/adoption.html.

⁵³ *Adoption 2013–14*; Ofsted, November 2014; p.8; www.gov.uk/government/statistics/adoption-agencies-data-in-england-1-april-2013-to-31-march-2014.



80. Practice that requires improvement includes the variable quality of assessments in readying cases for court and explaining why adoption is in the child's best interests, inconsistent management oversight and weak performance management of the case as it moves towards proceedings. Family finding in these places was also less effective and the use of parallel planning to reduce unnecessary delay was not embedded. Life story work in weaker authorities was not good enough.
81. In many places inspected, it remains a challenge to maintain a good supply of adopters and foster carers, despite some innovative recruitment activity. The imperative to continue trying, however, has never been greater. Professors Selwyn and Masson⁵⁴ recently published research that showed that there is a significantly reduced risk of later disruption for children looked after who achieve legal permanence at a young age without delay and without having experienced multiple moves while being looked after. They found that most adoption breakdowns occurred in children's teenage years. Their research evidence also identified that adoption was significantly more stable than special guardianship or placements made with the use of a residence order. They reaffirmed the priority that must be given to securing permanence for children promptly, supported by high quality, effective and decisive plans.

Voluntary adoption agencies

82. Twelve voluntary adoption agencies were inspected between 1 April 2013 and 30 September 2014, of which 11 were judged to be good or outstanding. These agencies were characterised by robust recruitment, preparation, assessment, approval and support of adopters. Good matching led to secure and stable families for children and young people and high quality direct work with families. Inspirational and ambitious leadership led to effective monitoring and management of the service. The most effective agencies demonstrated a commitment to continuous learning and child-centred practice and worked well with other agencies.

Children's homes

83. In England, approximately 6,300 children (9% of all children looked after) were looked after in children's homes as at 31 March 2014. Over three quarters of children in those homes were aged between 14 and 17.⁵⁵ Many have experienced abuse, neglect and trauma, as well as disrupted and chaotic living, over many years of their young lives. Thirty-seven per cent live more than 20 miles from their families⁵⁶ and three in 10 will have lived in at least five different places.⁵⁷ Research has found⁵⁸ that almost two in five had a statement of special educational needs, while three in five had clinically significant mental health difficulties and three quarters were reported to have been violent or aggressive in the past six months.

54 'Adoption, special guardianship and residence orders: a comparison of disruption rates', Selwyn, J and Masson, M; *Family Law Journal*; Vol. 44, 12, 2014, pp. 1,709–1,714.

55 *Children's homes data pack*; Department for Education, December 2014; p.7; www.gov.uk/government/publications/childrens-homes-data-pack.

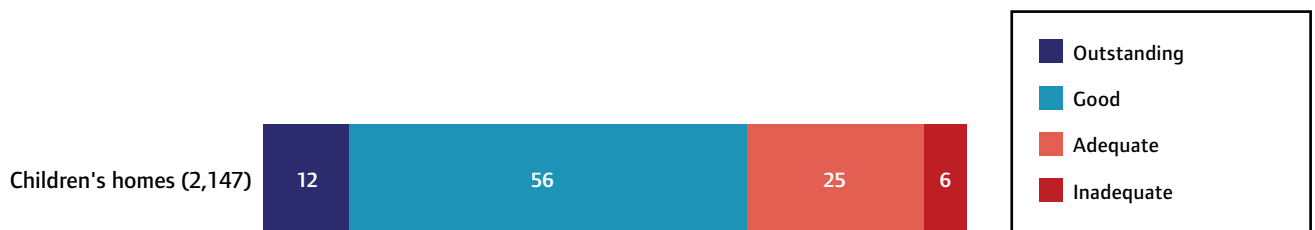
56 *Children's homes data pack*; Department for Education, December 2014; p.10; www.gov.uk/government/publications/childrens-homes-data-pack.

57 *Children's homes data pack*; Department for Education, December 2014; p.9; www.gov.uk/government/publications/childrens-homes-data-pack.

58 *Living in children's residential homes*; Berridge, D, Biehal, N and Henry, L, March 2012; www.gov.uk/government/publications/living-in-childrens-residential-homes.

84. In spring 2014, Ofsted asked the children and young people living in children's homes, their parents, their social workers, the children's homes' staff and other professionals for their views on their children's home. Most of the children, parents and professionals who responded were positive about the care and support that children received from staff in children's homes. Over 80% of children and young people said their care and support was good either most or all of the time: many said that the staff made the home a good place to live. Most children reported that they felt safe at the home all or most of the time. When asked about going missing, a large majority of children who responded said that they were welcomed back by the staff all or most of the time.
85. Since our last annual report, the performance profile of children's homes has remained relatively stable. Although most homes are judged good or adequate, the proportion judged inadequate (between 2012–13 and 2013–14) has increased from 5% to 6% (from 108 to 130) and there has been a fall in the proportion of outstanding homes in the same period, from 16% to 12% (from 312 to 259).

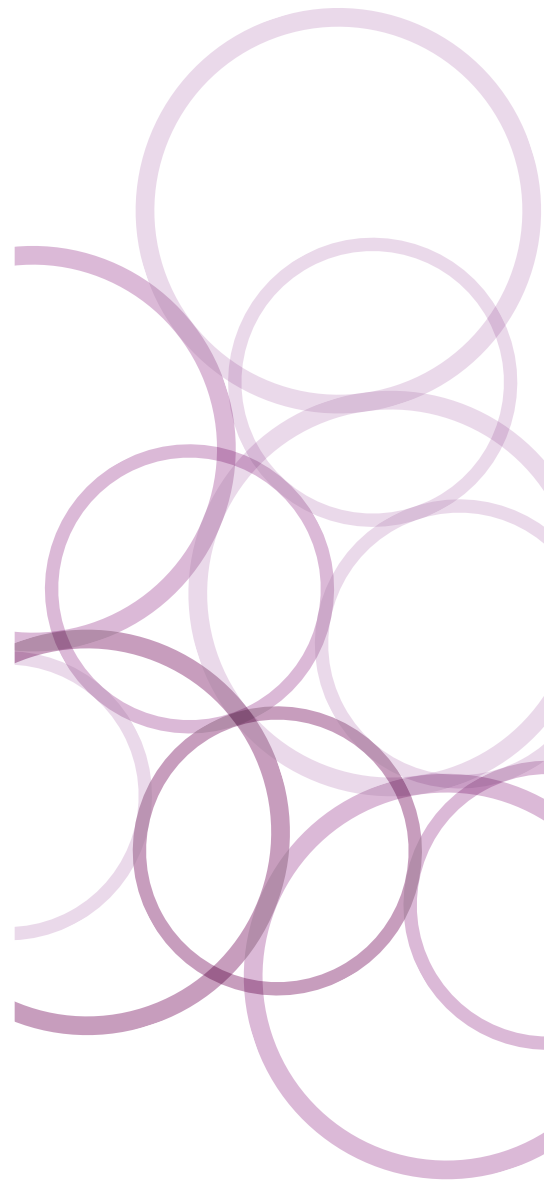
Figure 10: Inspection outcomes for all children's homes inspected between 1 April 2013 – 31 March 2014 (%)



Percentages do not add to 100 because of rounding.

86. A key issue for children's homes is instability in the workforce and management of the homes. On 31 March 2014, 152 homes (7%) had no Registered Manager in place. We also found that just over a quarter of children's homes had changed their Registered Manager during the year, with 69 homes experiencing three or more changes within that year. This will have created a great deal of instability for the children and young people living in the home and staff.

87. These homes care for some of our most vulnerable children and young people, who may have complex needs and therefore need to be cared for and supported by skilled and dedicated staff members. In January 2015, the Department for Education (DfE) published, for the first time ever, a census of managers and staff working in children's homes.⁵⁹ It found that:
- the average annual salary for managers was £23,172 and for non-managers was £15,841
 - staff in private homes had poorer work benefits than staff working in local authority homes, with lower pay and longer working hours
 - one in five members of staff and managers did not have the minimum qualification required for their role
 - more than half of the managers had difficulties recruiting staff, with 91% reporting a lack of experience and 52% reporting a lack of qualifications among the applicants.
88. Ofsted has recently launched a new inspection framework for children's homes. This is to support the new regulations that will be in place by April 2015 and that will introduce new quality standards for children's homes. Under the new framework, we have replaced the judgement of 'adequate' with 'requires improvement'. Inspectors will track the experiences of children and young people in order to evaluate the quality of practice, care and management and the difference this makes to their lives. While it is important to take into account children and young people's starting points, this should not stop children's homes from setting high ambitions for them. We want to see leaders, managers and staff teams who know the difference they are making to children and young people's lives.

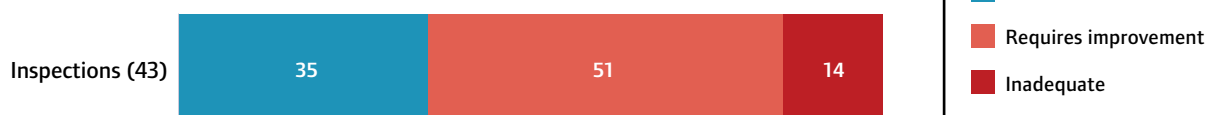


⁵⁹ *Children's homes workforce census*; Department for Education, January 2015; www.gov.uk/government/publications/childrens-homes-workforce-census.

Services to young people leaving care

89. There were just over 9,000 care leavers aged 19 during 2013–14. Thirty two per cent were in education, 21% were in training or employment and 27% were not in either. Thirty four per cent of these young people were in independent living accommodation.⁶⁰

Figure 11: Children looked after and achieving permanence – experiences and progress of care leavers (%)



90. In the single inspection, we make a judgement about the effectiveness of support and help for young people leaving the care of local authorities. So far, of the 43 inspections, we have judged 15 as good, 22 as requires improvement and six as inadequate.

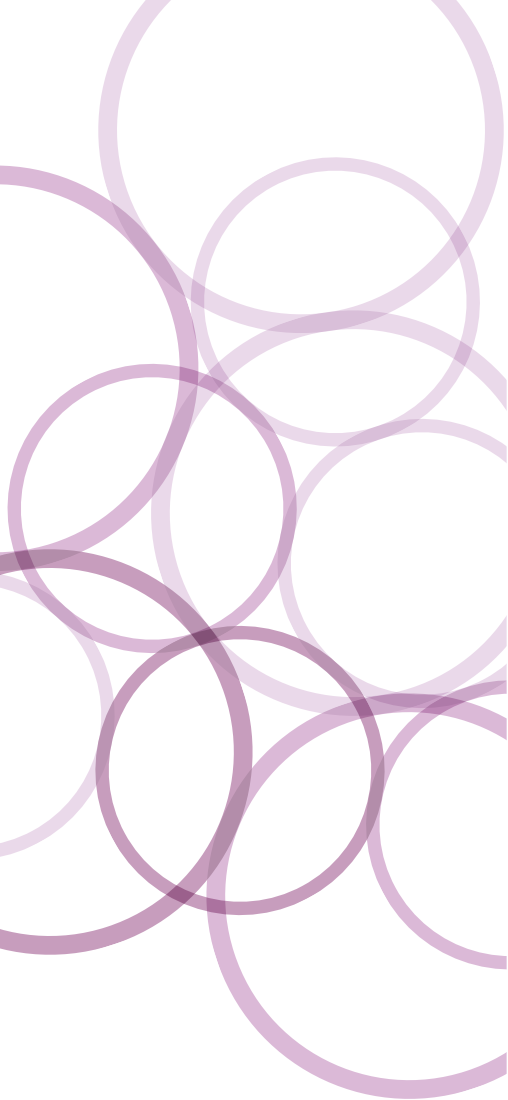
91. Over two thirds of the authorities inspected are advising young people about their legal entitlements and the same number are providing a good range of safe and suitable accommodation. Inspections of these authorities reveal that there are good relationships with housing providers and that the quality of accommodation is regularly checked and considered by managers. Elsewhere, we have seen bed and breakfast accommodation used for some young people leaving care, which reflects a shortage of available emergency provision in a significant number of local areas.

92. The evidence from inspections presents a worrying situation for vulnerable young people starting out on their journeys as adults in some local authorities. These young people are leaving the care of local authorities with plans for their future support that they do not understand or that they say have limited relevance to their daily lives.

93. Several of the local authorities we inspected were unable to ensure us that care leavers were engaged successfully in education, employment or training. Inspectors found some good initiatives with colleges that increased opportunities for young people, but, in many authorities, plans were underdeveloped and lacked urgency.

⁶⁰ *Children looked after in England, including adoption*; National tables: SFR36/2014, Tab F1, Department for Education, December 2014; www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption--2.

Cafcass

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94. Cafcass is the independent voice for children and provides advice to the family court. In the last year it advised on more than 10,000 children where a local authority was seeking a care or supervision order that may result in them being removed from their family. Cafcass also advises the court in more than 46,000 private law applications where families need the court's help to decide the best arrangements for who children live with or have contact with. In private law, Cafcass practitioners exercise an important safeguarding role.
95. Since the publication of our last annual report, we have introduced a new framework for inspecting Cafcass. Rather than inspecting separate regional areas, the new framework judges Cafcass as a single national organisation. The first inspection was conducted in early 2014 and the report was published in April 2014.
96. Over the past five years, Cafcass has improved significantly and is now judged to be good overall, with outstanding national leadership and governance.
97. Cafcass practitioners:
- consistently work well with families to help ensure that children and young people are safe and that the court makes decisions that are in children's best interests
 - provide a good service to parents when they need the courts to help them decide where their children or young people should live or who they should have contact with
 - are good at identifying any risks to children and young people and write good quality letters to the court before the first court hearing
 - help children and young people to express their views using a good range of tools
 - make sure the court understands children and young people's views
 - quickly get to know the child and their family and give good quality advice to the court – helping to avoid delay in children's lives.
98. The Cafcass Board has been effective in helping senior managers to focus on the right things and understand how they can do things better. Leaders and managers have created an environment that has supported improvement through:
- robust management oversight
 - a shared understanding with staff about the organisational priorities
 - a positive working environment, including low sickness levels
 - good partnership relationships with judges, courts and the local authorities.

Workforce challenges in children's social care



Social workers are managing high caseloads

99. Children's social care services are now managing high caseloads at a time of significant staff vacancies. The impact of these pressures on the quality of professional practice is evident in our inspection reports and external research. According to the latest DfE figures,⁶¹ there are 24,890 (22,910 full-time equivalents) registered children's social workers in England. In its annual investigation of the social care workforce, 'Community Care'⁶² revealed that the number of social work posts vacant in September 2014 stood at almost 10%, compared with 7% the previous year.

100. The ADCS reported in their latest 'Safeguarding pressures' research⁶³ that approximately one third of the authorities participating are benefiting from new local investment in social work resource. However, for the other two thirds of authorities, there are recruitment and retention issues, including high staff turnover, difficulty recruiting experienced social workers, an associated increase in the use of agency staff and an increase in newly qualified social workers. The ADCS evidence corresponds with the findings of our local authority inspections and from what social workers have repeatedly told our inspectors. We have found common areas of weakness that include:

- the quality of frontline practice
- unmanageable caseloads
- little or no supervision
- managers not making decisions or helping social workers to manage risk
- managers and leaders who do not oversee practice consistently and do not insist on clear plans driven by authoritative professional help
- the quality of social work support for children looked after
- social workers who are unable to be clear with families about their concerns, about what has to change and the intervention that will be needed if the risk to the child or young person remains or intensifies.

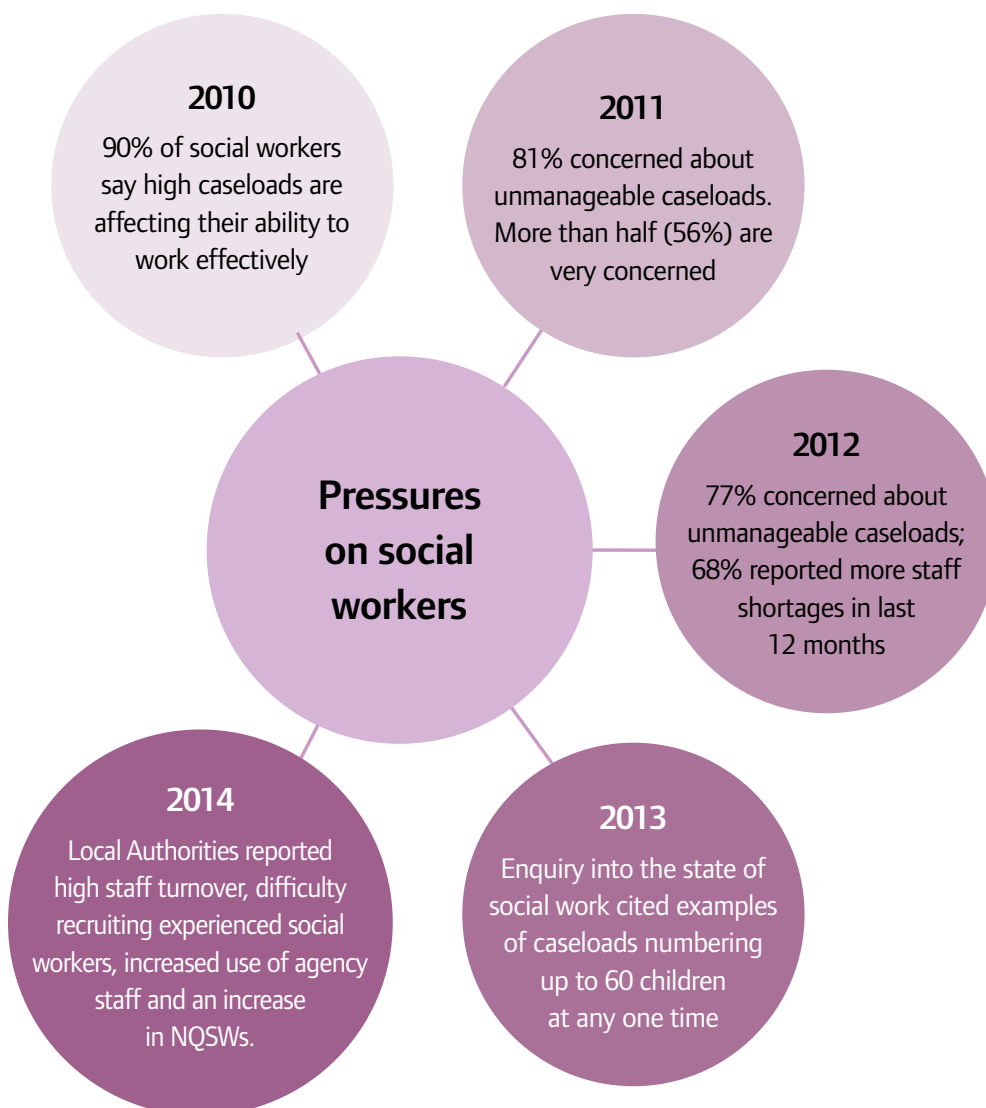
61 *Statistics: children's social care workforce*; Department for Education, September 2014; www.gov.uk/government/collections/statistics-childrens-social-care-workforce.

62 'First increase in social work vacancies for four years see one in 10 posts vacant', *Community Care*, November 2014; www.communitycare.co.uk/2014/11/14/first-increase-social-work-vacancies-four-years-sees-almost-one-10-posts-vacant/?cmpid=NLCJSCSCJSCD-DB-2014-1114.

63 *Safeguarding pressures – Research reports*; Associate Directors of Children's Services, November 2014; www.adcs.org.uk/news/safeguarding-pressures.html.

101. These workforce challenges are not new. There has been consistent strain on children's social work services over a number of years. Reports from several sources have cited high caseloads year on year.⁶⁴ A survey in 2013 indicated that social workers were being stretched to capacity, with nearly eight out of 10 reporting unmanageable caseloads as demand for services increases.⁶⁵

Figure 12: Consistent pressures on children's social care services



2010: Community Care, Annual Workforce Surveys 2010, 'One in six social workers have more than 40 cases', Community Care, September 2010; www.communitycare.co.uk/2010/09/07/one-in-six-social-workers-have-more-than-40-cases/.

2011: Social Workers Union Survey 2011, *Employers 'making it impossible' for social workers to act ethically*, British Association of Social Workers, January 2012; www.basw.co.uk/news/article/?id=38.

2012: *The State of Social Work 2012: What social workers think about the state of their profession in 2012*, British Association of Social Workers, May 2012; www.basw.co.uk/resource/?id=500.

2013: *Inquiry into the State of Social Work Report*, All Party Parliamentary Group On Social Work/British Association of Social Workers, December 2013; www.basw.co.uk/resource/?id=2677.

2014: *ADCS Safeguarding Pressures Research Phase 4 Final Report*, November 2014; www.adcs.org.uk/news/safeguarding-pressures.html. NQSWs is the abbreviation of 'newly qualified social workers'.

⁶⁴ *The state of social work 2012*; The British Association of Social Workers, 2012; www.basw.co.uk/resource/?id=500.

⁶⁵ *All party parliamentary group on social work 2013: Inquiry into State of Social Work report*; British Association of Social Work, 2013; www.basw.co.uk/appg/.

Reforms to the social work profession

102. There is growing awareness of the conditions within which first class social work can thrive and flourish. Great social work demands high quality support, reasonable workloads and a professional culture that is challenging, testing and enhancing of professional confidence. The final report of the social work taskforce in 2009 made clear recommendations for reform of the social work profession. A key component of those reforms has been the establishment of a new professional 'architecture' to help drive high standards and to create a strong confident identity for social work. The role of Principal Social Worker has been established in most local authorities, two chief social workers are in post and The College of Social Work is fully embedded as a part of the professional landscape for social work. For probably the first time ever, social work has the professional leadership it needs to drive high standards and to complement the ambition of managers, local politicians and government.
103. Following Professor Munro's report, there is now broad consensus about the imperative of positioning social workers as professionals with explicit responsibilities and accountabilities. This requires them to take greater responsibility for practice standards. It also requires managers to advise and oversee with demanding rigour, monitoring performance against that in adjacent and similar local authorities. Employers now have to pay much more than lip service to the value of continuous professional development in the way that it is enshrined and resourced in other professions such as medicine and nursing.
104. A review commissioned by the DfE in 2014⁶⁶ about the education of children's social workers, by Sir Martin Narey, recorded concerns about the raw calibre of many undergraduates (only 31% having one or more A level passes since 2003, according to the General Social Care Council) and significant deficiencies in the training of child and family social workers. The review also identified insufficiently rigorous audit of the standards of teaching and placement experience. As a consequence, too many employers reported new graduates being insufficiently prepared for child protection work and as such not fit for employment, despite frequent and serious staff shortages.
105. The first of Narey's recommendations has been met in the publication by the Chief Social Worker for children of a 'Knowledge and skills statement',⁶⁷ which concisely summarises the things a new social worker must know and be able to do at graduation. Further work is being taking forward to encourage training partnerships between higher education institutions and employers. This will enhance the role of employers in social worker training, for example involving them in student selection, in shaping and supporting the content of teaching and in designating the numbers of placements. The government is also reviewing how best to improve the processes for endorsing and approving all social work initial training. Specific aspects of the Frontline programme (which started training with its first cohort in 2014), such as 200 days in placement, direct graded observations of practice and a focus on leadership potential, are good examples of the sorts of training reforms that have started to happen and that should lead to improved practice. 'Step up to social work' is also an innovative tailored employer-led work place training programme that provides successful trainees with a qualification in social work alongside hands-on experience.

66 *Making the education of social workers consistently effective*; Department for Education, February 2014; www.gov.uk/government/publications/making-the-education-of-social-workers-consistently-effective.

67 *Knowledge and skills for child and family social work – Consultation proposal*; Department for Education, July 2014; www.gov.uk/government/consultations/knowledge-and-skills-for-child-and-family-social-work.



The importance of strong and consistent leadership

106. Our inspection evidence from local authorities, regulated services and thematic inspections provides strong messages about the importance of leadership in stabilising and inspiring the workforce. Last year, Ofsted committed to look at the leadership of children's social care services in local authorities in more depth. In July 2014, we undertook a thematic inspection to identify good practice and we are publishing our findings alongside this annual report.⁶⁸ The local authorities we inspected as part of this work were selected either because they had previously been judged as having good or outstanding leadership or because they had improved from an earlier judgement of inadequate. The management structures of these authorities varied depending on their size, geography and history.

In the stronger local authorities our inspectors found that:

- the local authorities had an open, honest and collaborative approach to their work
- there was clarity of responsibility and accountability for chief executives, directors, lead members and leaders of councils
- directors had a clear line of sight to the frontline, which was enhanced by data and feedback, and had strong relationships with staff and partners
- directors used creative ways of quality assuring practice, managing complex cases and responding to calls for improvement
- the knowledge base, relationship skills and expectations of the directors of children's services were critical in either improving or sustaining the performance of people and services
- local authority leaders took decisive action when necessary, set clear and high expectations for staff and inspired them to perform well.

107. In the authorities that had improved from inadequate:

- supervision was regular and constructive
- leaders were motivational and gave regular input about improving performance
- there was an open culture where feedback from staff and managers was welcomed and acted on
- critically, leaders of children's services were paying attention to workloads, performance information and protecting budgets.

⁶⁸ *Joining the dots... effective leadership of children's services, Ofsted, March 2015;*
www.gov.uk/government/collections/ofsted-social-care-annual-report-201314.

108. The results from our current local authority inspections show that nearly a third have been judged to have good or better leadership, management and governance within their local authority. Hampshire was judged to be outstanding.

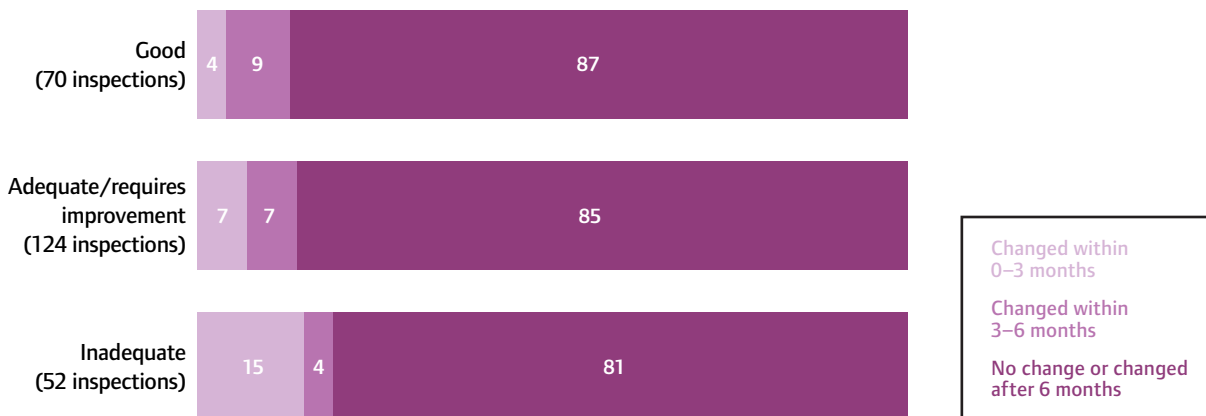
Figure 13: Leadership, management and governance judgement (%)



Percentages do not add to 100 because of rounding.

109. Maintaining consistent leadership in children's services is, however, a continual challenge. Over the last seven years, turnover among directors of children's services has increased from 19% to 27%. In 2013–14, this has meant that a third of local authorities (33%) had at least one change of director of children's services during the year. Many attribute the high turnover of leaders in the system to Ofsted and the process of inspection. Although our analysis of the evidence, illustrated in Figure 14, does not support this claim, we do understand that directors of children's services are held accountable for the quality of services they deliver and that this can be a heavy burden in a system that is under pressure.

Figure 14: Change of director of children's services after an Ofsted inspection, by overall effectiveness (%)




Percentages do not add to 100 because of rounding.

Local authorities judged to be outstanding have not been included as the sample size is too small. Period covers the start of the safeguarding and looked after children inspections in 2009 (taking the lower of the two overall effectiveness judgements) to the single inspection framework as at September 2014.

Director of children's services information provided by the Association of Directors of Children's Services.

Conclusion

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110. Our inspection evidence this year has confirmed that the system to help, care for and protect children and their families is geared towards reactive practice and policy. Local authorities are, out of necessity, incurring high costs and devoting specialist professional expertise to managing crises in families or taking children and young people into care, rather than providing early help, which might help families to stay together.
111. Children and young people who are at risk of harm need more help when difficulties first arise, throughout their time in care and as they move into adulthood. When children go missing from home, from care or from education, they are disproportionately at risk of sexual exploitation and other forms of abuse. There needs to be more focus on talking to these children and young people after each episode of going missing, to listen to their worries and understand what is driving them away. That is why our inspections now report on arrangements for return interviews with children and young people who have gone missing. Our new inspection framework for children's homes expects good homes to challenge local authorities that do not meet the requirement in statutory guidance to offer return home interviews.
112. In the year ahead, we will continue to inspect and regulate with the best interests of children and families in mind. We also intend to start consulting with government and local authorities about new models for inspection. The inspection framework for children's homes will be implemented from April 2015 to accommodate the government's ambitious new regulations and quality standards.
113. We know it is critical that services work together to protect children and that there are issues that would benefit from a shared view from two or more of the inspectorates.⁶⁹ We are therefore launching a programme of targeted area inspections that will be conducted jointly. We have committed to completing six of these joint inspections before March 2016. These targeted inspections will evaluate how local agencies work together to protect children, focused on specific areas of concern such as the sexual exploitation of children and young people.
114. Within Ofsted, we will continue to focus attention on the consistency of inspection and the quality of our reports, bringing in stronger regionalisation of our social care functions. We will continue to be a strong voice in shared debates about what inspection must and should address and how it can be helpfully deployed to improve services to vulnerable children and their families.

⁶⁹ These are the Care Quality Commission, HMI Constabulary and HMI Probation.



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Item No.	Classification: Open	Date: 18 November 2014	Meeting Name: Cabinet
Report title:		Child Sexual Exploitation – scrutiny recommendations	
Ward(s) or groups affected:		All	
From:		Education & Children's Services Scrutiny Sub-Committee	

RECOMMENDATIONS

1. That the cabinet endorses the recommendations by the Education & Children's Services Scrutiny Sub-Committee on the Southwark Safeguarding Children Board's (SSCB) Draft Child Sexual Exploitation (CSE) Strategy.

BACKGROUND INFORMATION

2. The Education & Children's Services Scrutiny Sub-Committee received the draft CSE strategy at the 15 October meeting in order to scrutinise it prior to the report going to cabinet.

OVERVIEW & SCRUTINY COMMITTEE RECOMMENDATIONS

3. **The committee's recommendations for the CSE are listed below:**

See Me Hear Me

- 3.1 The committee notes the recent report from the Children's Commissioner on CSE and its new framework, See Me, Hear Me, specifically designed for those who commission, plan or provide protective services. Developed with CSE victims, the model forces professionals to 'focus relentlessly on the child'. It is accompanied by two other reports from the inquiry, which highlight the risk to young people and the complexities around their understanding of sexual consent.

The committee recommends that the SSCB apply the principles of the 'See Me, Hear Me framework' to the strategy. These are:

- The child's best interests must be the top priority
- Participation of children and young people
- Enduring relationships and support
- Comprehensive problem-profiling
- Effective information-sharing within and between agencies
- Supervision, support and training for staff
- Evaluation and review

- 3.2 The SSCB should consider how it will obtain the views of the 98 children potentially at risk of CSE (of which only a few were actual targets) identified

by the Multi Agency Safeguarding Hub (MASH) and/or the shadow board and/or any other young people who are actual or potential targets of CSE, and provide a paper setting out their views on CSE and how best to tackle it.

- 3.3 The SSCB should emphasise engagement with families in the strategy, particularly given the evidence that it is often family members who young people confide in or who realise a child is at risk.
- 3.4 The SSCB should adopt a clear evaluation plan so that the strategy's effectiveness can be properly monitored. An evaluation should be reviewed by the Cabinet a year after the strategy's adoption. The SSCB should consider the opportunity to work directly with the office of the Children's Commissioner on CSE as part of the monitoring process.

Schools

- 3.5 Scrutiny welcome the commitment in the strategy to ensure CSE is in Personal, social, health and economic (PSHE) education curriculum at all schools and that targeted work is done at schools with the highest number of 'at risk' children. However, scrutiny thinks that closer involvement is needed with schools to develop and implement this plan; in particular the committee recommend more links are made between the SSCB and the Head Teacher Executive to investigate:
- Best practice for delivering CSE in PSHE
 - Making sure the new social work clusters are communicating with all schools in order to identify any children at risk of neglect or abuse, including CSE
 - Whether there are any other ways that schools could contribute to tackling CSE

Social Care

- 3.6 Southwark Council should continue to sustain and prioritise the recruitment and retention of social workers. This is in recognition of the importance of long-term quality relationships in protecting children & young people at risk or harmed by CSE.

Communication

- 3.7 Scrutiny welcome the emphasis in the draft strategy of raising awareness of CSE across the community and the additional training of staff working with children across all agencies to recognise signs of vulnerability and of abuse. However, the SSCB should consider adding a clear strategic priority to the strategy. This could set out a comprehensive plan for a multi-channel communications campaign on CSE to raise awareness a) within all the partner organisations and b) in the local community, including local children and adults. Scrutiny thinks there should be particular emphasis on digital and social channels so that we can measure internal and community engagement. The desired outcome is that CSE becomes increasingly socially unacceptable, that young people are protected from abuse and believed, and that tell-tale signs are spotted and reported..

Champion

- 3.8 Scrutiny welcomes the new CSE co-ordinator post that is set out in the strategy and suggests that they not only maintain links between agencies and manage the CSE action plan but that they are a champion across all agencies. In addition scrutiny think that each partner of the strategy should have a named person who has direct accountability for their service area and the implementation of the CSE strategy.

Faith communities

- 3.9 Include work with Faith groups in the strategy. Councillor Jamille Mohammed, Deputy Cabinet Member for Inter-Faith Community Relations, has offered to raise the profile of the work on CSE within the faith communities and advise the safeguarding board.

Children in Care

- 3.10 Given the increased risk of CSE that Looked After Children face, protection of these children need to be given additional focus in the strategy, perhaps through mention in the pledge or further inclusion in the strategic priorities.

Internet

- 3.11 The internet is all too often used to groom children for sexual exploitation. It is important that Southwark use the internet and social media to help safeguard children. The committee suggest that all agencies look into new ways of working through the use of online platforms and social media to help frontline workers share important information in the protection of children from the threat of sexual exploitation. There are a number of organisations that could help with this including Futuregov who are currently working with a selection of local authorities on a system known as "Patchwork" which provides frontline professionals with technological solutions for 'working together to safeguard children and young people.
- 3.12 The committee also recognise the important work done by Child Exploitation Online Protection centre (CEOP) and suggest that the SSCB ask a representative to help inform any communication plan.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Education & Children's Services & Scrutiny Sub-Committee Agenda 15 October 2014	Scrutiny Team 160 Tooley Street London SE1 2QH	Julie Timbrell 020 7525 0514

AUDIT TRAIL

Report Author	Councillor Jasmine Ali – chair	
Version	Final	
Dated	6 November 2014	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Legal Services	N/a	N/a
Strategic Director of Finance and Corporate Services	N/a	N/a
Chief Officers	N/a	N/a
Cabinet Member	N/a	N/a
Date final report sent to Constitutional Team	6 November 2014	

Education and Children's Services Scrutiny

Draft report: Review of Southwark's Adoption Service

1 Summary

How is Southwark's adoption service doing, from the perspective of a child in our care, of an adopter, and of a taxpayer?

Changes in national adoption policy present significant opportunities for Southwark's adoption service to improve outcomes for children in our care, to help more people adopt successfully, and to streamline service delivery.

Specifically, recent moves to a) speed up the adoption process, and b) remove race-related restrictions on prospective adopters can, if implemented thoughtfully, improve outcomes for our children and help us create a more efficient service.

Data shows that the Southwark adoption service is already making significant progress but not enough and not quickly enough. This review sets out some further steps that will improve outcomes for all our stakeholders and position Southwark as a model for others to follow.

2 Introduction

- 2.1 Adoption has undergone a significant transformation following the release of the Narey Report in 2012. The implications for local authorities, their partners and children in care can be found in the government-published documents 'An Action Plan for Adoption: tackling delay', and 'Further Action on Adoption: finding more loving homes'.
- 2.2 The aim of the reforms is a faster and less complex adoption process where age, race or secondary issues like being a smoker would cease to be a barrier for prospective adoptive parents.
- 2.3 The scrutiny committee's concern is what this has meant for children in our care. Close examination of the 'adoption scorecard' containing the information that must be sent to central government suggests that the local authority is improvement bound. The role of the scrutiny committee is to get underneath the quantitative data of the scorecard and find out how we were doing from an adoptive family's perspective and the perspective of a child in care. We also obtained the views of an outside expert.

The following report is based on the Education and Children's Services Scrutiny's review into the adoption process in Southwark in 2014/15.

3 Children in our care

3.1 Compared to national rates Southwark has a high rate of referrals; as at October 2014 these stood at 3200. There are 3000 children in need and 330 children with a child protection plan.

3.2 There are 537 children in care and the breakdown of placement types is

- 78% of children in care are placed with foster parents
- 9% are living in residential settings
- 5% are living independently
- 5% are placed for adoption

3.3 Educational outcomes

- 31% have a SEN (national average is 3%)
- 92.8% average attendance (96.8% primary)
- 60% are in schools outside of Southwark
- 29.8 % achieved 5 good GCSE's (Southwark average is 65.2%)

Evidence gathering

4 Scrutiny session with service representatives

In October 2014 a scrutiny session took place with Rory Patterson, Director of Children's Social Care and Alasdair Smith, Head of Adoption Service. A verbatim account of it is available. The key points are

- 4.1 Following the introduction of the adoption performance 'Scorecard' the council ran a successful adopter recruitment campaign which resulted in the number of approved adopters increasing from 21 to 29. This increase, of more than one third, is encouraging, but the base number of adopters in one of Britain's largest Boroughs is still very low.
- 4.2 The average time taken between a child entering care and moving in with her/his adoptive parent is 676 days. Performance has been improving over last five years and the latest results show improvement of 60 days. The trend is still more than 100 days short of the government's 547day target and 30 days short of the national average. (Which child? One of the 5% of children in care that are adopted? Or one of the 537 children in care? Or something else? Need to check figures and sense with Director of Social Care report)
- 4.3 The average time between a local authority receiving court authority to place a child and the local authority deciding on a match to an adoptive family has

shown improvement. Matching in 2013/14 took 46 fewer days than previous years. How long does it take?

- 4.4 8 out of the 33 children took longer than 200 days to be matched with an adopter. Tell us about the worst case, how long did it take. All were White British (5 boys and 2 girls) except one who was White and Black African.
- 4.4 **The volume and proportion Number and percentage of children where the permanence decision has changed away from adoption** has been increasing for the past three years. Southwark's 2010-13 3-year average was 14% which is above the national average result of 9%. 2013/14 annual performance shows a 15% reversal rate and confirms that performance is in decline
- 4.5 **Number and percentage of children aged over 5 who are adopted – While Southwark's 3-year average figure has improved from 1% to 2% it is still below national and statistical neighbour averages. At the end of September 2014, 4 out of 22 children adopted were age 5 or over (18%). Need to check figures and sense from Director of Social Care report**
- 4.6 At the end of September 2014 11 out of 22 (50%) children adopted were from BME backgrounds.
- 4.7 There is an under representation of different ethnic groups amongst adopters with a shortage of prospective adoptive parents from black, minority ethnic backgrounds.
- 4.8 At the time of the review, the scrutiny committee chair was contacted by a constituent who explained that a family she knew was thinking of complaining about the matching process and felt that they hadn't been matched because they were white. The family didn't complain; instead they raised it with the South London Adoption Panel who subsequently wrote to the Director of Children and Adult Services asking for permission to 'review' the case.
- 4.8 Given the diversity of the borough, Southwark could be a shining example of transracial adoption. The service is targeting their marketing materials to attract more adopters from varied backgrounds.
- 4.9 The average time between a child coming into care and moving in with its adoptive family needs to be lower. An improvement of 60 days will be crucial to a baby or toddler. Legislative changes mean that families can now foster to adopt and the Council is looking into enabling this.

5 Focus group with adoptive parents

A focus group with eight adoptive parents and representatives of the scrutiny subcommittee was held on December 2014. The reports from the participants where

mainly positive, but here we focus on what can be improved. A detailed note of the meeting is attached. The key findings are as follows

- 5.1 Concern about “assessment cheating”. New adopters are only coming into the system to complete assessment and training once they have ‘registered’ as adopters in the induction process.
- 5.2 Two adopters (one with Southwark) were concerned that they had at least three social workers (one of which was a social work manager). Both felt they would have benefited from more continuity.
- 5.3 One adopter had been in the process since April and has not been matched
- 5.4 Matching issues on the lines of race:one applicant said that she had been turned away from Southwark four years ago because she was the “wrong colour”, and that even now she has been ruled out of adopting a mixed race child , in a neighbouring borough, because she and her children are all white.
- 5.5 Adopters from Southwark say that there are not many mixed families in the borough and that families tended to be matched in keeping with the family’s ethnicity.
- 5.6 One adopter proposed networks to support ‘black, white and mixed adoptions’.
- 5.7 The Life Story Books were criticised for taking too long to compile. One adopter reported that her child’s book took over a year to put together and when it arrived it had “inappropriate language”. It also contained details of the birth mother’s last name, an obvious safeguarding issue.
- 5.8 Post adoption support was seen by those who have successfully adopted as very good.
- 5.9 Training on adoption was seen as very good when delivered by people who had experience of adoption. Examples of training delivered by a woman that had her child adopted out were given.
- 5.10 One family thought that the training given by social workers was “valuable stuff” but the delivery was dry and hard to follow.
- 5.11 One adopter explained how her experience of her child’s schooling exposed a need for teacher training on the needs of adopted children. She said that all schools should have a better understanding of the issues that can confront children who have been adopted. Other adopters agreed with this.
- 5.12 It was felt that the scenarios used throughout the assessment and training process were designed to put people off adopting. There was a recognition that people needed to be prepared for dealing with difficulties but one participant felt there needed to “be more balance”, and a number of people

recommended more stories from adopters; which are frank on the challenges and difficulties

- 5.13 Social media has changed the way in which 'contact' is perceived. One adoptive parent said 'Facebook has changed everything'. Adoptive children will find it easier to track their birth parents through social media.
- 5.14 All the adopters praised support immediately after adoption, with alternate weekly visits from the child's and parents' social worker. However the three year mark can be when support drops off. Dealing with school is hard, and parents commented they found it hard to access support packages. More training of teachers on the needs of adoptive children and the type of support available was recommended.

6 Scrutiny session with representative from PAC – UK

The subcommittee had a presentation from PAC UK on meeting the educational needs of Permanently Placed children. Permanently Placed children include children who are adopted, have Special Guardianships, Residence Orders, are fostered, Looked After or otherwise permanently placed.

A scrutiny session was held with PAC UK in January 2015. Details of the session are attached the key points were as follows:

- 6.1 Education outcomes for Permanently Placed children are more similar to Looked After Children than the general population. This is because of the attachment issues caused by grief, loss and the often traumatic experiences the permanently placed children have experienced in their early lives; 70% of those adopted in 2009-10 entered care due to abuse or neglect.
- 6.2 According to Pac UK, even when adopted at a very young age children with histories of trauma present with poorer levels of academic attainment.
- 6.3 Permanently Placed children do attract significant funding through Pupil Premium, however families need to identify the child to the school as this is not automatic. Yet attachment is not addressed in teacher training, and few staff has thought about the impact of trauma and loss.
- 6.4 Looked After Children have robust structures to monitor, champion and meet their needs these same Designated Teachers and Virtual Schools have no remit with permanently placed children, even though they have vital understanding about attachment and trauma.
- 6.5 PAC –UK recommended a whole school approach by providing training for all school staff on contemporary adoption, attachment and the impact of trauma and loss. The training offers a framework within which children's difficulties can be understood, and provides evidence-informed implementable strategies.

- 6.6 They also provide child-focused and school-focused systemic consultations for groups of school staff, in which schools can develop their good practice. This can include developing supervision for school staff to manage the emotional impact of working with children with high levels of emotional needs.
- 6.6 PAC-UK advised that this approach can be beneficial for many of the children at school, as around 40% of children are insecurely attached to their parents or their primary care givers . A better understanding of the how to meet emotional and learning the needs of children who have been traumatized, experience loss of grief, or have attachment needs can the improve behavior and academic progress and emotional wellbeing of the whole school.
- 6.6 Both the adoption focus group (ref) and the PAC-UK spoke about the impact that difficulties at school can place upon children and families. Compared to the general population Looked After children are eight times more likely to be permanently excluded from school and are more likely to be absent from school. The disruption and stress this causes families can be a contributory factor in placements breaking down.
- 6.7 PAC UK recommended identifying an Adoption Advocate within each school, in a role analogous to that of Designated Teacher. PAC-UK facilitates an Adoption Advocate Network, in which groups of committed local schools can share good practice and develop resources.
- 6.7 The scrutiny School Survey, while only a relatively small sample, did identify Looked After Children as a priority group, however no school identified Permanently Placed children as a key group. Schools did , however, frequently identify children with emotional difficulties as a key group and a significant number had integrating emotional wellbeing, behaviour support, and therapeutic services into their school model.

7 Conclusion

The scrutiny committee valued the opportunity to discuss the changes in the adoption service and the subsequent performance information on the adoption scorecard with senior children's services managers and adoptive families.

The adoption service has already implemented changes in the way it works as a result of this review.

Notwithstanding the ethnic diversity of Southwark, the national trend of black children being less likely to be adopted is prevalent here too.

In the UK black children are three times less likely to be adopted than white children. Southwark has responded by targeting more black families to come forward to adopt.

What may be necessary is a closer look at how children's services have adapted to culture change required to deliver the results required by the new processes of adoption.

But there is more to do: a dialogue is needed at every level of children's services on how we can let prospective adoptive families know that that ethnic considerations are now unimportant. What matters is that Southwark is more concerned in finding loving stable homes as quickly as possible for children that come into our care.

The discussion with PAC UK was also useful and supports the views of the adoptive families that met with the scrutiny committee. The committee will use the findings to inform the review on education and achievement.

It would also be useful to see what the aspirations for these children are. Scrutiny may wish to test some of this thinking

8 Recommendations

The review has highlighted many things that make Southwark adoption a positive and successful service. However it has also provided evidence to enable the council to further improve its service.

The goal should be to make Southwark a shining example by delivering a fast, safe non- racialised adoption service, the best in the country

- One that actively encourages people to adopt by balancing the challenges of adoption with the joys of adoption
- One that completes all assessments in six months and follows this up by actively matching
- One that is not blind to national and ethnic differences but is not transfixed by them either
- One that supports children and families all the way through the process and throughout the adopted child's education.
- One that pioneers new forms of best practice for contact in the digital age

DRAFT

**NARROWING THE ACHIEVEMENT
GAP**

Report of the Education and Children's Services
Scrutiny Sub-committee

April 2015



Contents

- 1 Introduction and background**
- 2 Methodology**
- 3 Context: Southwark schools, Further Education provision and the role of the Local Authority.**
- 4 Changes to the exam and testing regime**
- 5 Achievement and provision for disadvantaged children**
- 6 SEND: Special Educational Needs (SEN) and Disability (D) provisions for children & young people**
- 7 Lewisham Southwark College and Further Education provision**
- 8 Summary of recommendations**

1. Introduction and background

- 1.1 The Education and Children's Services Scrutiny Sub-Committee decided to conduct a review on Narrowing the Attainment Gap in June 2015.
- 1.2 The starting point was raising educational attainment and promoting positive outcomes for all children in the borough. This review aimed to positively impact on delivering the council plan commitments to :
- ensure that 70% of students at every secondary school get at least 5 good GCSEs.
 - guarantee education, employment or training for every school leaver in Southwark.
- 1.3 The sub-committee initial discussions considered the concept of 'attainment', which is presently defined as 5 good GCSEs. It was noted that while some children experiencing ethnic, gender, economic, social or emotional deprivation or discrimination are underachieving because of disadvantage, other children may not gain 5 GCSEs for other reasons, for example special educational needs. Whatever a child's ability or aptitude it is still important to ensure that all children progress and reach their potential.
- 1.4 The Headteacher's Executive recommended focusing on achievement – which encompasses 'progress' and 'attainment'. They particularly advised this given the changes underway to the testing and exam regime, which is moving to 'norm' referencing rather than 'criteria' referencing. This means the attainment of children will remain a constant proportion of the overall cohort. They also said that many school invest heavily in all their children and as a result children with significant disadvantages or challenges do make progress, and they would like this to be fully recognized.
- 1.5 The sub-committee was clear that attainment must remain an important focus, given its importance to children's educational, career and life chances, and that narrowing the attainment gap between disadvantaged groups is vital to tackling inequality and deprivation. However the sub-committee also wanted to ensure that the bottom 30% are equally well catered for and able to realise their full potential, and have access to a range of opportunities to progress.
- 1.6 The sub-committee particularly examined the provision for children at risk of poor educational and employment outcomes, including Looked After Children, Permanently Placed children, children experiencing particular ethnic and socioeconomic disadvantage, children & young people with emotional, social or behaviour problems and children & young people with special educational needs (SEN).
- 1.7 The review reframed its focus to look at the broader concept of 'Achievement' in schools. The report looks at how schools, and the wider system, can narrow the *attainment* gap between the most disadvantaged pupils and their counterparts; while ensuring that all children *progress* and reach their full potential, particularly those with special needs.

2 Methodology

- 2.1 The sub-committee used a variety of methods to gather evidence including officer reports; a survey of schools on attainment ; a survey of school leaders on integration, a school field visit; a report and presentation from Lewisham Southwark College; engagement with the Headteacher's Executive ; evidence from Southwark Youth Council ; research papers on BME achievement; research & presentations on raising the attainment of white working class children; and a presentation from an organization working to support the educational needs of Permanently Placed children.
- 2.2 Officers provided reports on the following:
- Overview of Children in Care
 - Schools performance update
 - 16 Plus Progression and Performance
 - Changes to the curriculum and the exam and testing regime – with specific reference to its impact on disadvantaged & less academically inclined young people
 - A detailed report on the performance of children in care and the current education, training and employment support given.
 - A report on the Special Educational Needs (SEN) and Disability (D) provisions (SEND) which came into force on 1st September
- 2.3 Southwark Youth Council attended to give their views on the review.
- 2.4 Members of the committee attended a meeting of the Headteacher's Executive to discuss the review.
- 2.5 The Annual Headteacher's Executive Conference was attended, including a presentation by Professor Steve Strand on White Working Class British and Minority Groups. The following papers by Steven Strand were then circulated:
- Underachievement in Education by White Working Class Children
 - BERA Insight Ethnic Achievement, item 6.
 - The White British–Black Caribbean achievement gap: tests, tiers & teacher expectations
- 2.6 Further research on White Working Class achievement was then considered
- A Select Report :Underachievement in Education by White Working Class Children
 - A research report and presentation from Lambeth Council : White Working Class Achievement – A study of barriers to Learning in Schools by Feyisa Demie and Kirston Lewis
 - And a research proposal from local Education researchers Edna Mathieson and Peter Chester.
- 2.7 A report and presentation was received from Lewisham Southwark College

- 2.8 A survey looking at how schools closed the achievement gap was sent to the 103 Southwark Secondary, Primary, Nursery and Special Schools and 17 schools responded.
- 2.9 A survey was handed out to attendees at the Headteachers Executive conference asking about the impact of the wider social determinates of well-being on children's academic progress . This asked for examples of good and poor integration. Two responses were received.
- 2.10 A field visit was undertaken to Bacons College to look at their work integrating therapeutic services to they contribute to the emotional wellbeing of the whole school

3 Context : Southwark schools, Further Education provision and the role of the Local Authority.

Local Authority and Schools

- 3.1 The role of the Local Authority in education has decreased over the last several years. There is now an increasingly autonomous school system, with increasing numbers of Free Schools and Academies, and more power delegated to Maintained Schools. The introduction of Pupil Premium is the main method by which the achievement gap is narrowed for disadvantaged children.
- 3.2 The council still maintains key responsibilities and its statutory responsibilities include duties to secure sufficient places, assist parents in finding a school place of their choice, tackling underperformance, ensuring the education of Looked After Children (LAC) and identifying and supporting children with special educational needs (SEN). The council provides support to schools through the early help, special education, and school improvement teams – for example in addressing poor attendance, education for excluded children and for Looked After Children.

School Provision – overview

- 3.3 There are 103 Southwark Schools: 72 primary, 18 secondary, 8 special and 5 nursery schools.
- 3.4 Most of the primaries schools are maintained by the local authority with 6 academies (Dulwich Hamlet Junior, Globe, Goose Green, Harris Peckham Park, Redriff, John Donne) and 3 free schools (Southwark Free School, Judith Kerr, Harris Peckham).
- 3.5 Most of Southwark's Secondary schools are Academies, some stand alone and others part of Academy chains: Harris Academies sponsor four schools; Ark two schools, the Church of England two schools and the Catholic Church two schools. There are also three voluntary aided & council maintained Church of England & Roman Catholic school and one Free school, which has recently opened.

Overview of School Performance – current attainment and progress

- 3.6 We have generally high achieving Southwark Schools.

Primary

- 3.7 *Attainment* At Key Stage 2 (year 6 primary school) Southwark schools are above the national average with 77 % achieving level 4 in English and Maths combined. Southwark schools are in the top quartile nationally for reading, maths and the new grammar punctuation and spelling tests.
- 3.8 *Progress* Children at KS2 are expected to make 2 levels of progress from the end of Year 2 to end of Year 6. In 2013 91% (88%) pupils achieved expected progress in reading, 93% (92%) writing and 91% (88%) in Maths. This puts

Southwark in the top quartile for progress levels, out performing national average, as shown in brackets.

Secondary

- 3.9 *Attainment* 65.2% of pupils attained 5+ A* - C grades at GCSE including Maths/English, an improvement of 6.4 percentage points from 2012 (58.5%) Results have significantly improved over the last two years and are now above National Average (60.8) and slightly above London (65.1%)
- 3.10 *Progress* 78.3% of pupils made the expected progress between KS2 (end of Year 6) and GCSE's in Maths (a 3.2 percentage point increase on 2012) and 80.1% in English (a 5.1% percentage point increase on 2012). This places Southwark above national average and statistical neighbours.

Further Education provision

- 3.11 The committee did not examine the provision and performance of local 6th form colleges in depth, however it did consider the Further Education provision that young people not on an academic pathway would access. Children with Special Education Needs are more likely to access this provision.
- 3.12 There were concern with the diversity and adequacy of the local offer post 16 for children not on an academic pathway. Most local 6th form colleges do not offer vocational courses as they do not have the facilities. The largest local provider of vocational courses, Lambeth Southwark College (formally LeSoCo) has been judged inadequate overall, although with pockets of good performance, and the college was invited to submit a report and attend a meeting. There are some other alternatives: the local Independent Specialist College, Orchard Hill is judged 'outstanding' and NASH is judged 'good'. Bromley College is judged 'good' and all are used by local young people.

4 Changes to the exam and testing regime

- 4.1 The government has changed the secondary examination and testing regime. The following changes will be delivered through a three year implementation programme which began with the National Curriculum in 2014 and will be followed by progressive implementation of new GCSEs and A' levels in 2015/16/17.
- 4.2 The key changes are:
- GCSE will remain as the level 2 standard but will be completely revised.
 - At 16 performance will be judged on Students' achievement across eight subjects
 - GCSEs will be graded using to 'norm' referencing rather than 'criteria' referencing
 - There will be a significant reduction in number of qualifications.
 - Vocational and work-based learning will be re-defined around applied and tech level routes for 16-19 year olds.

GCSEs and Key stage 4

- 4.3 GCSEs from Sept 2015 very much resemble the old O level qualifications. Assessment will be at the end of the two year course (May or June of year 11) and will be assessed through written examinations that are externally marked by the exam boards.
- 4.4 Grading will be numerical 1 to 9 with 9 being the highest grade and an 'ungraded' level. No decision has yet been made as to where the "pass" (currently C or above) boundary will be set.
- 4.5 There will be four measures of performance :
- Students' progress across eight subjects between Key Stage 2 and Key Stage This will show how they have performed and the average of all students' progress will create the school's result. This will be called the *Progress 8* measure.
 - The school's average grade across the same suite of eight subjects. This will be called the *Attainment 8* measure.
 - The percentage of students achieving a pass grade or higher in English and Maths
 - The percentage of students gaining the EBacc, which will continue in its current form.
- 4.6 GCSEs will be graded using to 'norm' referencing rather than 'criteria' referencing. This means the attainment of children will remain a constant proportion of the overall cohort.

- 4.7 The Headteacher's Executive advised that committee that given the move to norm referencing, and the importance of judging schools on their performance in enabling all children to reaching their potential, that is increasingly important that the schools are judged on both progress and attainment. They suggested that the council updates its aim to reflect this.

Recommendation 1

The exam and testing regime is changing. When the council updates its council plan to reflect these changes it is recommended that new targets are set using both Attainment 8 and Progress 8 to measure school performance.

5 Achievement and provision for disadvantaged children

Pupil Premium

- 5.1 Pupil Premium is the main method by which schools are given additional money to ensure the achievement gap is narrowed for disadvantaged children.
- 5.2 Schools receive the funding for each child registered as eligible for free school meals at any point in the last 6 years.
- 5.3 Children who have been in local-authority care for 1 day or more also attract £1,900 of pupil premium funding. Funding for these pupils does not go to their school; instead it goes to the virtual school head (VSH) in the Local Authority that looks after the child.
- 5.4 Schools also receive directly a higher rate for each pupil who has left local authority care because of one of the following:
 - adoption
 - a special guardianship order
 - a child arrangements order
 - a residence order

Narrowing the Attainment Gap School Survey

- 5.5 17 schools completed the survey: one nursery school, 11 primary schools, 4 secondary schools and one special school.
- 5.6 They were asked 6 questions:
 - I. What are the key groups of pupils needing extra help that your school has identified?
 - II. What are the gap(s) in achievement that you are you trying to narrow?
 - III. What specific options have been identified to improve attainment for each group of pupils and what has been achieved?
 - IV. What evidence do you have that outcomes have improved?
 - V. How are you using the Pupil Premium for each disadvantaged child to improve attainment?
 - VI. How can your school contribute to Southwark Council's commitment to guarantee education, employment or training for every school leaver in Southwark?
- 5.7 Schools identified the following children as the key groups needing extra help, listed in approximate order of number of times mentioned:
 - White British children, particularly: boys, those with poor language skills, challenging behavior, poor attendance, apathy/ low aspirations.
 - Black Caribbean children
 - Pupils with social and emotional difficulties
 - Pupils with special needs / SEND

- Children on Free School Meals / economically disadvantaged
- Children who need to learn English as an Additional Language (EAL), particularly those children from single parent households and/ or with emotional & social needs
- Looked After Children- on a Care Plan or a Child in Need
- More able children
- Travelers
- Young carers
- Asylum seekers / refugees/ Children with no recourse to public funds

5.8 Schools said they were using a range of methods to narrow the gaps in achievement , these included:

- Use of classroom and school data
- Improving school teaching
- Individualised learning plans making use of data with targeted interventions – often in a cycle of 6 weeks
- Learning mentor to enable children to overcome blocks to learning, obtain study skills, build confidence and aspirations
- EAL classes
- Targeted Homework clubs, Saturday and Holiday classes
- One on one support for children with SEND
- Additional support for English and Maths (particularly English)
- Expert teacher behavior support
- In school counselling, buying in CAMHS , art psycho-therapy and therapeutic storytelling
- Development of emotional, social , motivational and study skills
- Whole school emotional, social and behaviour interventions
- Enrichment activities – art, trips, music etc.
- Links with business and careers advice
- Work with parents to support their child’s study at home, parenting programmes, parental literacy classes, initiatives to promote parental involvement with school.
- Interventions to deal with absence
- Work to address social issues affecting children
- Programmes to enable carers to study at home

5.9 The sub-committee looked at the needs of for five groups in more depth: Looked After Children, Permanently Placed Children, Children from disadvantaged socioeconomic and ethnic groups, White Working Class Children and children with emotional, social or behavioral problems.

Looked After Children (LAC)

5.10 Southwark has a dedicated Looked After Children (LAC) Education Team that exists to support the highest possible education outcomes for Southwark’s looked after children. Southwark’s LAC Education Team builds relationships with schools, social workers, carers and multi-agency professionals. Working collaboratively in multi-agency contexts, the team maintains a focus on the educational needs and aspirations of the looked after child. Education Advisors hold schools to account for pupils’ education attainment and progress.

- 5.11 Southwark is a diverse borough and has a relatively high number of looked after children compared with other boroughs. Southwark had 339 children on the LAC Education School list in 2013/14 and 263 children continuously in care for 12 months. 60% of children attend schools out of the borough.
- 5.12 Most pupils enter care at low starting points. Depressed attainment levels on entry to care may be attributable to (i) pupils missing education (ii) care histories (iii) the impact of coming into care (iv) the weighting of this cohort towards special educational needs.
- 5.13 The national incidence of all stated pupils is 2.8%. According to DfE published data, the Southwark LAC incidence is 34.6%, higher than London LAC (29.6%) and England LAC (28.5%).

Attainment of Looked after Children at Key Stage 2 (Year 6 end of Primary)

- 5.14 Attainment. 2012/13, fifteen Southwark pupils were included in the DfE measure of LAC KS2 attainment making meaningful interpretation problematic given each Southwark pupil is worth over 6%. Southwark LAC performed lower than London LAC (percentage gaps: reading 1, writing 12, GPS 5, maths 12). The attainment gap with all Southwark pupils remains relatively similar at 16% for reading and 30% for maths.
- 5.15 Progress. 85% of the Southwark LAC cohort achieved 2 levels of progress in reading, 75% in writing and 81% in maths.

Key Stage 2 outcomes, DfE published data 2010/11 to 2012/13

	2010/11	2011/12	2012/13				
	Southwark LAC	Southwark LAC	Southwark LAC	All England LAC	London LAC	ALL Southwark	Gap with ALL Southwark (%)
No of eligible pupils	10	15	15	2290	290	2736	
L4+ English/reading	x	71%	71%	63%	72%	87%	-16
L4+ writing	N/A	71%	57%	55%	69%	84%	-27
L4+ GPS*	N/A	N/A	50%	45%	55%	78%	-28
L4+ maths	x	57%	57%	59%	69%	87%	-30
	Exceeding LAC national average						

Attainment and Progress of Children at Key Stage 4 (GCSE)

- 5.16 In 2012/13, 29.8 % of Looked After Children achieved 5 good GCSE's (i.e including English and maths) . Outcomes for Southwark LAC in all key attainment measures are higher than outcomes for all England LAC and all London LAC. Since 2009, attainment in English and Maths at GCSE grades A* to C has risen year on year, and is now to 26.7 %.
- 5.17 Southwark LAC attending secondary schools in Southwark achieved higher than those attending schools outside of the authority. Here the attainment gap is reduced to: 5 A*-C (including English and Maths) is 23.1%.
- 5.18 Pupils that are placed out of borough are furthest adrift from age-related expectation. Years 10 and 11 represent the largest group of newly-looked after young people and here the gap with age-related expectation is greatest. Looked after children are placed out of borough as more specialist foster care placements are sought to manage most complex needs

Key Stage 4 outcomes, DfE published data 2010/11 to 2012/13

	2010/11	2011/12	2012/13				
	Southwark LAC	Southwark LAC	Southwark LAC	All England LAC	London LAC	ALL Southwark	Gap with ALL Southwark (%)
No of eligible pupils	40	30	45	4870	790	2346	
5+ GCSE A* - C	50%	31%	42.2%	36.6%	38.9%	85.1%	-42.9
5+ GCSE A* - C inc Eng & ma	26.2%	x	26.7%	15.3%	20.8%	65.2%	-38.5
A-C Eng & ma	26.2%	x	28.9%	16.1%	21.9%	66.7%	-37.8
	Exceeding England LAC and London LAC outcomes						

- 5.19 The sub-committee discussions with officer highlighted the better outcomes for 40 % of LAC children educated in Southwark, concerns with the adverse impact caused on a child's education when they are moved out of the borough. Officers acknowledge this and said they were seeking more local foster placements for more challenging young people. There will also be a few children that need to be moved out of the borough for their safety.

Recommendation 2

Continue to prioritize finding more local foster & care placements, particularly when it is needed most at year 10 & 11, given the adverse impact moving has on a child's education.

Permanently Placed Children

- 5.20 The sub committee had a presentation from PAC UK meeting the educational needs of outcomes of Permanently Placed children. Permanently Placed children include children who are Adopted, have Special Guardianships, Residence Orders, are Fostered, Looked After or otherwise permanently placed.
- 5.21 The presentation from PAC UK was requested following a workshop with adoptive parents. A number of attendees were members of a local adoption peer network and they raised concerns about the quality of some school's support for adoptive children and their families and the importance of this.
- 5.22 PAC –UK reported that the education outcomes for Permanently Placed children are more similar to Looked After Children than the general population. This is because of a combination of issues including insecure attachment, children's experience of grief and loss and the often traumatic experiences the permanently placed children have experienced in their early lives; 70% of those adopted in 2009-10 entered care due to abuse or neglect. It has been found that that even when adopted at a very young age children with histories of trauma present with poorer levels of academic attainment. PAC UK reported that there is a lack of recognition of permanently placed children's needs; many school staff do not understand contemporary adoption, and perceive adopted children as 'lucky', and their early experiences as things 'they won't remember'.
- 5.23 Permanently Placed children do attract significant funding through Pupil Premium; however families need to identify the child to the school as this is not automatic.
- 5.24 PAC –UK reported that there is often a lack of understanding about Permanently Placed children's needs; attachment is not addressed in teacher training, and few staff have thought about the impact of trauma and loss. There is a clash of culture in some instances, as the strategies which support Permanently Placed children to thrive sometimes require schools to examine their values, beliefs and behaviours at a systemic level e.g. in their approach to behaviour management.
- 5.25 Pac-UK explained that whereas Looked After Children have robust structures to monitor, champion and meet their needs these same Designated Teachers and Virtual Schools have no remit with permanently placed children, even though they have vital understanding about attachment and trauma.

- 5.26 PAC –UK recommended a whole school approach by providing training for all school staff on contemporary adoption, attachment and the impact of trauma and loss. The training offers a framework within which children’s difficulties can be understood, and provides evidence-informed implementable strategies.
- 5.27 They also provide child-focused and school-focused systemic consultations for groups of school staff, in which schools can develop their good practice. This can include developing supervision for school staff to manage the emotional impact of working with children with high levels of emotional needs.
- 5.28 PAC-UK advised that this approach can be beneficial for many of the children at school, as around 40% of children are insecurely attached to their parents or their primary care givers. A better understanding of the how to meet emotional and learning the needs of children who have been traumatized, experience loss of grief, or have attachment needs can improve the behavior and academic progress and emotional wellbeing of the whole school.
- 5.29 Both the adoption focus group and the PAC-UK spoke about the impact that difficulties at school can place upon children and families. Compared to the general population Looked After children are eight timesⁱ more likely to be permanently excluded from school and are more likely to be absent from school. The disruption and stress this causes families can be a contributory factor in placements breaking down.
- 5.30 PAC UK recommended identifying an Adoption Advocate within each school, in a role analogous to that of Designated Teacher. PAC-UK facilitates an Adoption Advocate Network, in which groups of committed local schools can share good practice and develop resources.
- 5.31 Committee members noted that some schools are aware of these issues and very able to cater for children with attachment issues, suffering from trauma, or who have experienced grief or loss and this was acknowledged.
- 5.32 Officers commented that most Southwark children are adopted outside of the borough, so working directly with Southwark schools would not impact directly on those children, however it was agreed that improving support for Permanently Placed children in Southwark would benefit children placed locally.
- 5.33 The scrutiny School Survey, while only a relatively small sample, did identify Looked After Children as a priority group, however no school identified Permanently Placed children as a key group. Schools did, however, frequently identify children with emotional difficulties as a key group and a significant number had integrating emotional wellbeing, behavior support, and therapeutic services into their school model.

Recommendation 3 & 4

Ensure the needs of Permanently Placed children are highlighted to schools, alongside the training programme provided by PAC –UK

Link the expertise of the LAC team to local schools with Permanently Placed children.

Children from disadvantaged socioeconomic and ethnic groups

5.34 Officers provided data on different ethnic groups achievement

% achieving 5 or more GCSEs at grade A*-C including English & maths

Ethnic Group	2012			2013		
	LA	National	Difference	LA	National	Difference
White	54.6	58.7	-4.1	61.4	60.4	1.0
Mixed	61.1	60.0	1.1	68.2	62.7	5.5
Asian	69.8	63.4	6.4	67.2	64.9	2.3
Black	59.2	55.3	3.9	65.8	58.7	7.1
Chinese	78.6	78.8	-0.2	81.8	80.1	1.7
All Pupils	58.8	59.1	-0.3	65.2	60.8	4.4

5.35 The lowest achieving groups are White and Black children, however this data does not account for socio economic status.

5.36 The committee received evidence from Professor Steve Strand. His study explored the size of ethnic, gender and social class gaps in achievement at age 14 and asked what factors might account for ethnic achievement gaps.

5.37 He found that primarily policy need to focus particularly on social economic deprivation and that for most minority groups, high levels of socio-economic deprivation can account for the achievement gaps. He welcomed Pupil Premium. However his research found that Black Caribbean students are distinctive, since socio-economic status (SES) can not account for their achievement gap and they are the only ethnic group making less progress than White British students aged 11-14. This was also true of relatively advantaged Black Caribbean students, particularly boys.

5.38 He identified Black Caribbean students were systematically underrepresented in entry to the higher tiers of national tests at age 14 and this could not be not accounted for by prior achievement or a wide range of other factors.

5.39 He also identified problematic school discipline trends for Black Caribbean students and wrote that it is well established that the odds of Black Caribbean

students being permanently excluded from school are twice as high as the odds for White British students, and that the odds of Black Caribbean students being statemented or at School Action Plus for Behavioural, Emotional and Social Difficulties (BESD) are 2.3 times higher than for White British students.

- 5.40 Professor Steve Strand therefor recommended that Schools should monitor and review ethnic patterns in disciplinary actions and the ethnic composition of sets and tiers of entry to GCSE examinations.

White Working Class Children

- 5.41 The other group Steve Strand recommended paying particularly attention to was White working Class pupils, girls as well as boys.
- 5.42 The sub-committee considered a recent Select Committee report on the 'Underachievement in Education by White Working Class Children'. The report referred to recent finding by Ofsted which identified that White British children eligible for free school meals are now the lowest-performing children at age 16, with only 31% of this group achieving five or more GCSEs at A*–C including English and Mathematics.
- 5.43 The sub committee went on to consider research conducted by Lambeth Council on White Working Class Achievement, and local education researchers, Edna Mathieson and Peter Chester, who set up Southwark Community Education Council (SCEC), a supplementary education charity which provides additional support to local children and, their parents.
- 5.44 The sub-committee heard that the attainment of White British pupils is polarized by social class to a greater extent than any other ethnic group. White British pupils from managerial and professional homes are one of the highest attaining groups, while White British pupils from working class homes are the lowest attaining group.ⁱⁱ
- 5.45 The research by Lambeth Council was considered to be particularly applicable as the demographic is so similar. It was conducted in 2010 and based upon 16 Lambeth schools. The study examined data and used proven research methodologies to explore the view of pupils, teachers, parents, headteachers, governors. The report confirmed the under achievement of white working class children and identified the following as key issues: A Lack of parental aspiration, A lack of engagement with children's schooling, Marginalisation and a perceived loss of culture, The impact of poverty on white working class children's achievement, The impact of unsuitable housing stock on achievement, Low literacy levels and language deprivation, and a lack of targeted support.
- 5.46 The Lambeth Council research and the educational researchers evidence particularly highlighted that white working class parents do often not see their pivotal role as educators and the importance of their engagement with their child's education , and this can be compounded by parents own poor literacy and language and past poor experiences . Therefor they consider work with parents to be very important.

- 5.47 Sub-committee members highlighted the importance of aspiration, particular given how changes to the global economy have adversely impacted on what was the traditional white working class – there are now few secure, reasonably well paid, low or semi skilled jobs.
- 5.48 Committee members also highlighted the importance of targeted language support for white working class children and adult education literacy classes for parents. This is different than the extensive provision of English as an Additional language (EAL) by schools for children whose first language is not English. The research noted that children accessing this can by year 6 have a better grasp of English than their white working class peers as they have had the advantage of a wider vocabulary in their mother tongue to draw upon and so a richer language heritage.
- 5.49 The researchers further noted the importance of cultural transmission and that 'Education cannot compensate for society'ⁱⁱⁱ. They quoted Mongon on the importance of a holistic approach to addressing the problem of working class underachievement:
- "it's not single factors which make a difference, but as many contributors to the success of children from low income families as possible.....child, family, school, neighbourhood, community....having people around them that believe in them, encourage them, challenge them, support them."
- 5.50 The education researchers advised that the research report produced by Demie and Lewis provides an invaluable blueprint which Southwark could utilise as a point of departure to conduct further research. They highlighted the following recommendations, noting that many of these points are already enshrined in Southwark's policies and practices:
- strong and inspirational leadership by the headteachers;
 - sustained high levels of expectation for all pupils, parents and teachers;
 - the promotion of an inclusive curriculum, which raises aspirations and, importantly, meets the needs of white working class pupils (and their parents);
 - development and maintenance of close links with parents and increasing community support, which earns the schools the trust and respect of parents;
 - effective use of data and rigorous monitoring systems which track individual pupil performance;
 - good and well targeted support for white working class pupils through extensive use of teaching assistants and learning mentors;
 - critically, sustained and continuous effective support for language development amongst white working class pupils;
 - co-ordinated support for the transition between primary and secondary sectors;
 - celebration of cultural diversity, including working class culture, and a strong commitment to equal opportunities.

- 5.51 The educational researchers , Edna Mathieson and Peter Chester recommended that the Local Education Authority and the corresponding services of Southwark Council together seriously address the under achievement of White Working Class students . As part of this Pupil Premium could be a valuable funding option. They offered to conduct a research project free of charge.

Recommendation 5

Bring the research of Lambeth Council and the Southwark Education Community School education researchers insights on white working class attainment to the attention of local schools through the education department and the Headteacher's Executive.

Children with emotional, social or behavioral problems

- 5.52 Children with emotional and social problems were consistently flagged as a group in need by the survey, and sometimes as another vulnerability alongside social disadvantage, such as being white working class , or needing to learn English as an Additional Language, or having no recourse to public funds. Challenging behavior, poor attendance, apathy or lack of engagement or aspiration was another linked theme.

- 5.53 These were popular interventions to address these issues:

- Individualised learning plans making use of data with targeted interventions – often a cycle of 6 weeks
- Learning mentors to enable children to overcome blocks to learning obtain study skills, build confidence and aspirations
- Expert teacher behavior support
- In school counselling, buying in CAMHS, using the services of Place2Be, art psycho-therapy and therapeutic storytelling
- Development of emotional, social, motivational and study skills
- Whole school emotional, social and behaviour interventions
- Work to address social issues affecting children
- Enrichment activities – art, trips, music etc.

Bacon's College – Case study

- 5.54 Two fields visits were made to Bacon's College to review their Student Services; Student Services uses therapeutic and targeted interventions to address the social, emotional and mental health needs of the most disadvantaged students who attend the college so that students are supported to thrive academically and personally.

- 5.55 There is a large dedicated team led by assistant head Norma Gould, who is both a qualified counsellor and trained teacher. The staff team includes professional counsellors, a Parent Support & Attendance officer, a trained

social worker who takes on the role of Family Support & Child Protection officer, a range of mentors, including an academic mentor, and a Personal Wellbeing / PSHE Coordinator who leads the Emotional Wellbeing programme. The team is supported by a full time administrator. Students Services works closely with the Heads of Key Stage 3, 4 and 5 and with the pastoral teams they lead.

- 5.56 415 students received some form of targeted intervention from the Student Services team between September 2013 and July 2014. The figure of 415 students represents about 38% of the College's cohort, meaning two in every five of Bacon's College students have received support from the Student Services team last academic year.
- 5.57 Student Services work in a number of ways. One of the most important is through a cycle of weekly meetings of the Integrated Support Panel ('ISP') for those children most at risk, about one in ten or 12% of the total cohort. This meeting ensures that the Key Stage Assistant Headteachers along with members of their pastoral teams meet with Student Services and SEND staff to plan and review the interventions provided for these students.
- 5.58 Counselling is provided to about 10% of students, and this cohort includes a significant number of socially disadvantaged students and children with SEN
- 5.59 Other interventions included pastoral or academic mentoring, integration (for students new to the college) and reintegration programmes for those who have been placed temporarily in alternative provision, targeted attendance work, and individual personal development coaching with sixth-form students.
- 5.60 There are also a range of group provisions included the targeted group programmes provided to different subsets of students including the Mentivation Young Leaders' workshops (Year 7–10 boys), the 'Aiming High' Identity workshops (for students who are able but underachieving) and the Personal Development workshop programme for students in the Sixth Form.
- 5.61 There is a successful Peer Mediation service delivered by 6th formers who are trained and supervised by Southwark Mediation Service.
- 5.62 The school undertakes a range of more extensive safeguarding work with around 63 children. A qualified social worker has recently been appointed to this role and this work involves meeting with young people and their parents in most cases, with a number being referred to a range of specialist agencies including Southwark and Lewisham CSC (Children's Social Care), Child Exploitation and Online Protection (CEOP), the Specialist Family Focus team (SFFT), the Families First team (FFT), Child and Adolescent Mental Health Services (CAMHS) and the Early Help Service (EHS).
- 5.63 The school is proactive around Child Sexual Exploitation, social media and young people at risk of gang involvement.

- 5.64 The school reported that the expectations for schools around safeguarding have increased significantly, with schools expected to be more vigilant and proactive. In addition the Principal, John Martin, reported that more children are presenting with social, emotional and behavioural problems.
- 5.65 The assistant headteacher has written about the role of schools in helping young people navigate the complexities of adolescence and the positive role integrated therapeutic services can play in creating a school that is more able to respond to the educational and developmental needs of students. (ref article Keeping the school in mind)
- 5.66 The Principal emphasized the importance of emotional wellbeing as a core value for the school as this provides the safety that children need in order to be able to learn. He evidenced the significant increase in attendance, improvement in behaviour and better rates of academic progress as demonstrating the Student Services programmes contribution to pupils' educational success.

Recommendation 6

Promote Bacons School's good practice in providing a whole school approach to emotional well-being and provision of in-school counselling

Integration between schools and other services

- 5.67 The sub-committee sought out evidence of the quality of integration between schools with council, health and other services by raising this with the Headteachers Executive at meetings, at their conference through a questionnaire and on the field visit to Bacon's College.
- 5.68 The support given by the Local Authority education department team of advisors was praised and considered effective.
- 5.69 The school nurse provision was also praised by both Bacon's College and a survey respondent. It was described as effective and praised for utilizing a simple geographical model with clear communication with schools.
- 5.70 Parental services were also praised and it was noted that if one parent accesses this service then this has a good ripple effect with other parents at the school; there was a call for more positive parenting strategies.
- 5.71 Communication between social care and schools was picked up as an area of concern by both Bacon's College and a survey respondent. Changes to local social care delivery was reported as having caused disruption, however officers said the move to cluster arrangements would improve local

communication between social work teams and schools. Communication with social workers was described as 'inconsistent' and 'variable' – sometimes it could be good , but was not always reliable and Bacon's College reported that on occasions the school was not informed of important issues impacting on pupil's.

- 5.72 Communication with CAMHS was also picked up as an area of concern. A survey respondent said there were 'too many social workers and CAMHS workers to be dealt with for children / SENCO / Leaders in schools'. Norma Gold recommended that there was a dedicated link person so relationships could be established between CAMHS and schools. This was so trust and understanding could be built up, particularly around referrals.
- 5.73 Concerns were raised about access to adequate social work and CAMHS, with both survey respondents raising concerns that not all families were receiving the quality social and family support they needed.
- 5.74 Concerns were also raised that children needed to reach a very high threshold to receive support from CAMHS, which was described as 'decimated' by recent cuts. The sub-committee heard in a presentation on Child Health Services that there is a concern about the top tier of Child & Adolescent Mental Health Services (CAMHS) nationally and that there was a big demand locally for pediatric acute mental health crisis beds, with children having to access beds outside of London on occasions. The sub-committee heard evidence from the NHS Southwark's Clinical Commissioning Board (CCG) that there is a growing pressure nationally & locally and the CCG is seeing an increase in demand since the changes in commissioning. The CCG are conducting an analysis into why this is happening.
- 5.75 The recently published report 'Future in mind : Promoting, protecting and improving our children and young people's mental health and wellbeing' concluded that there is emerging evidence of rising need in key groups. Services are seeing increasing rates of young women with emotional problems and young people presenting with self-harm. The report's data and audits reveal increases in referrals and waiting times, and this was particularly true for vulnerable children and families. The report said that providers are reporting increased complexity and severity of presenting problems. Changes to commissioning and the lack of clarity and accountability for child mental health service were sited as a problem. Following the reports publication the recent government budget allocated £1.25bn money to mental health to improve provision for young people. ^{iv}
- 5.76 The need for better communication between schools and the Police, Housing, Probations Service was also highlighted by schools, with families waiting years for resolution of visa problems and housing issues.
- 5.77 Survey respondents advised that CAMHS and Social Workers be based in schools to deal with the small but significant number of children who need these services. Some schools (such as Bacon's College – see above case study) and respondents to the school survey had taken steps to provide some counseling , therapy and social work provision in-house.

Recommendation 7, 8 & 9

Improve the consistency and communication between Social Work teams and schools by ensuring that schools have a consistency link. Look at the deployment of school nurses, which has been praised as a simple geographical model with clear communication with schools.

Improve communication between schools, Housing, Probation Services and the Police.

Invest in further provision of CAMHSs and ensure that there is one consistent CAMHS link person for every school

6 SEND: Special Educational Needs (SEN) and Disability (D) provisions for children & young people

6.1 The Special Educational Needs (SEN) and Disability (D) provisions (SEND) set out in Part 3 of the Children and Families Act 2014, came into force on 1st September 2014. This legislation represents the biggest change in SEND legislation for 30 years. The reforms extend provision from birth to 25 years of age and extend rights and protections to young people by introducing a new Education, Health and Care plan replacing SEN statements. Professionals will also provide more tailored support to families, providing help and assistance as appropriate and relevant to needs. The main changes are

- To place families, parents and young people at the heart of the changes using a 'person centered' approach;
- A co-ordinated assessment leading to an outcome focused integrated Education, Health and Care Plan (EHCP) from 0-25 years;
- An EHCP that offers statutory protection for the provision identified and redress to the SEND tribunal from 0-25.
- Jointly commissioned services between the Local Authority (education, social care adults and children's) and health;
- A Local Offer setting out all services available to families, children, parents and young people with SEND from 0-25 and how services are accessed across Education, Health and Social Care.
- The right to request a personal budget for services identified in the EHCP, extending choice and control;
- Bringing all schools, nurseries and Further Education providers under the same SEND legislation and responsibilities (including academies and free schools)
- Increased access to information, advice and support for parents, carers and young people aged 0-25.

The Education, Health & Care Plan (EHCP) and the Local Offer

6.2 The SEN team has designed a new assessment process and EHC plan, in conjunction with social care and health colleague. 43 consultation sessions were held with parents, carers and young people, involving 513 consultees providing input to the development of the EHC plan and the content of the Local Offer; however concerns were raised that parents and carers in work had not had sufficient opportunity to contribute.

6.3 To date 22 EHC Plans have been finalised within the 20 week period, and 31 are at the last stage of finalisation. Thirty three plans are in the co production stage. Officers reported that initial feedback from parents on the new process is very positive.

6.4 In addition to the new process, the Local Authority must transfer all existing statements to EHCPs within 3.5 years. Southwark has over 1,500 statements to transfer. The priority for this year is Year 11, sixth formers moving on and year 5. In addition many young people with Learning Difficulty Assessments post 16 will also request an EHCP to continue in education.

- 6.5 The council must provide information about all of its services for children and young people with SEND in one accessible place: the Local Offer. Southwark's Local Offer is now available at www.localoffer.southwark.gov.uk. The Local Offer provides information for parents, young people and professionals on all aspects of SEND from 0-25. Information can be found on Education, Health & Wellbeing, Care, Housing, Transport, Employment, Benefits and Information, Advice & Advocacy. Officers reported that Young People have requested a dedicated site for young people, and this is being developed. The sub-committee commented that the website would benefit from more extensive information, particularly on post 16 options for employment, apprenticeships and traineeships.

Recommendation 10

Ensure that the Local Offer website covers the full range of training and apprenticeships for all young people, particularly young people with special needs and support available

7 Lewisham Southwark College and Further Education provision

- 7.1 Lewisham Southwark College (formerly LeSoCo) is the main and largest provider of post-16 education and training across both London boroughs and is one of the biggest colleges in London with 17,000 students, 650 staff and an income of nearly £38m. The College's provision is wholly vocational, occupational or professional and is aimed at getting people in to work. The College operates across a wide educational spectrum and supports young people and adults from pre-Entry Level through to Level 5 (equivalent to the second year of an honours degree) and includes provision for people with learning disabilities and difficulties.
- 7.2 Lewisham Southwark College was formed in August 2012 (as LeSoCo) with the merger of Southwark and Lewisham Colleges. The college was judged as "inadequate" overall following an inspection by Ofsted in December 2013. It was judged inadequate for the quality of teaching, learning and assessment and was inadequate in the provision of English and maths. Following that the college has been re-inspected twice, and both times Ofsted has found "insufficient improvement for learners". A recent inspection is due to report in March 215.
- 7.3 An interim leadership team is in post with a permanent Principal due to start in summer 2015. The Interim Vice Principal attended a sub-committee meeting in November. He explained that one of the reasons for the inadequate rating is Ofsted's new emphasis on English and maths, and a number of colleges have been downgraded using this new assessment framework. He said the college is now working on improving this area, in particular. The college is focusing on construction, tourism, health and creative arts, which the college is borderline "Outstanding" on. These are all growth areas for the college.
- 7.4 The college reported strong partnerships with the Local Authority and Lewisham Schools, but that links were less strong with Southwark School, and that this might be because more are academies.
- 7.5 The committee raised concerned with the quality of Apprenticeships, and the number of young people completing theses. This was a concern of the Ofsted re-inspection in November 2014, who returned to the previous inspections finding that too few apprentices achieve their qualifications and complete their programmes within the expected time. Ofsted said that this remains the case and they continued to be concerned. They found that the numbers of apprentices who achieve and complete their programmes successfully are increasing slowly, as are the numbers that achieve within their expected time-scale, but these remain too low.^v The college reported that it had over 1300 apprentices last year, and this increased recently to around 1550, The sub-committee emphasized the importance of quality programmes , given

apprentices can be paid only £95 per week it is important there is investment and commitment to their learning and development.

- 7.6 The sub-committee and officers raised concerns with the diversity of the post 17 vocational offer, particularly given the poor performance of Lambeth Southwark College over the last couple of years, however officer advised that 6th Forms often struggle to offer vocational courses as they lack the facilities.

Recommendation 11 & 12

Southwark Council works with Lewisham Southwark College to improve its provision of quality apprenticeships.

Improve the diversity of the post 16 year offer for young people by investing in widening the provision at local sixth forms, where possible, and ensuring that young people, parents and carers fully understand the range of alternative options.

8. Summary of recommendations

- 1 The exam and testing regime is changing. When the council updates its council plan to reflect these changes it is recommended that new targets are set using both Attainment 8 and Progress 8 to measure school performance.
- 2 Continue to prioritize finding more local foster & care placements, particularly when it is needed most at year 10 & 11, given the adverse impact moving has on a child's education .
- 3 Ensure the needs of Permanently Placed children are highlighted to schools, alongside the training programme provided by PAC –UK.
- 4 Link the expertise of the LAC team to local schools with Permanently Placed children.
- 5 Bring the research of Lambeth Council, and the Southwark Education Community School education researchers insights, on white working class attainment to the attention of local schools through the education department and the Headteacher's Executive
- 6 Promote Bacons School's good practice in providing a whole school approach to emotional well-being and provision of in-school counselling.
- 7 Improve the consistency and communication between Social Work teams and schools by ensuring that schools have a consistency link. Look at the deployment of school nurses, which has been praised as a simple geographical model with clear communication with schools.
- 8 Improve communication between schools, Housing, Probation Services and the Police.
- 9 Invest in further provision of CAMHSs and ensure that there is one consistent CAMHS link person for every school.
- 10 Ensure that the Local Offer website covers the full range of training and apprenticeships for all young people, particularly young people with special needs , and that the site details all employment support available.
- 11 Work with Lewisham Southwark College to improve its provision of quality apprenticeships.
- 12 Improve the diversity of the post 16 year offer for young people by investing in widening the provision at local sixth forms, where possible, and ensure that young people, parents and carers fully understand the range of alternative options.

ⁱ PAC UK A good Practice Guide for School page 10 quoting Department for Children, Schools and Families 2009

ⁱⁱ Denis Mongon: Educational attainment - White British students from low income background. Research paper for Ofsted's 'Access and achievement in education 2013 review'

Denis Mongon: Successful leadership for promoting the achievement of white working class pupils
<http://www.teachers.org.uk/files/successful-leadership-summary.pdf>

ⁱⁱⁱ Basil Bernstein's statement (Karl Mannheim Professor of Education, University of London),

^{iv} Future in mind, Promoting, protecting and improving our children and young people's mental health and wellbeing. Department of Health 2015

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/414024/Childrens_Mental_Health.pdf

^v page 3 Ofsted Follow up re-inspection report November 2014

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**EDUCATION & CHILDREN'S SERVICES
MUNICIPAL YEAR 2014-15**

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