
Report To:	Community Health & Care Partnership Sub-Committee	Date:	8th January 2015
Report By:	Brian Moore Corporate Director Inverclyde Community Health & Care Partnership	Report No:	CHCP/07/2014/SMc
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Subject:	Update in relation to Joint Inspection of Children's Services by the Care Inspectorate		

1.0 PURPOSE

- 1.1 A paper was previously submitted to members outlining the Care Inspectorate's new model for the scrutiny and improvement of services for children and young people and preparation being undertaken in Inverclyde.
- 1.2 This report is to provide members with an update on this activity and on some of the themes, findings and process published from recent inspections of children services in other community planning areas across Scotland (report attached).

2.0 SUMMARY

- 2.1 The Care Inspectorate has to date completed in total twelve joint inspections of children's services under the new model (includes four pilots). The process of inspection has been outlined in the background section of this report.
- 2.2 In November 2014 The Care Inspectorate reported on the key strengths and areas for improvement in child protection in Scotland. The report provides an evaluative commentary on strategic leadership and governance for child protection, identifying what is working well across the sector and signposting what may prove, following further analysis, to be areas of good practice. The report was compiled drawing from information and evidence from the joint inspections of services for children and young people to date, self-evaluation reports and information from newly-appointed link inspectors.
- 2.3 Learning and refining of the scrutiny model during the pilot stages has led to minimal changes. However the recent report on child protection includes some national themes which are highlighted in the background section of this report.

3.0 RECOMMENDATIONS

- 3.1 Members are asked to note the information provided.
- 3.2 Members are asked to contribute their views if there are any other activities that they feel should be considered as part of the preparations.
- 3.3 Members are asked to note that they will receive further information regarding the progress and updates of joint inspections of children services in due course.

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4.0 BACKGROUND

- 4.1 The Care Inspectorate has to date completed in total twelve joint inspections of children's services under the new model (including four pilots).
- 4.1.2 To date the lowest average scores across community planning partnerships are related to quality indicators: Planning and Improving Services (themes: Integrated Children's Service Planning, Child Protection Committee Business Planning and Risk Management) and Assessing and responding to risks and needs (Themes: Initial response, Chronologies and significant events, Assessments risks and needs, Decision making).
- 4.1.3 Evidence from joint inspections of services for children and young people 2012-14 highlighted a mixed picture in relation to the arrangements for leading and delivering effective services to protect children and young people under the quality indicator 'Planning and Improving Services'.
- 4.1.4 The themes which are examined in this quality indicator cover the effectiveness of integrated children's services planning and the work of child protection committees in improving the safety and wellbeing of children and young people. The inspections consider how well the broad range of risks across services for children, young people and families are jointly managed and used to provide assurance that those in need of protection are kept safe.
- 4.1.5 The Care Inspectorate found in six out of the eleven Community Planning Partnerships inspected, that planning in relation to either services to protect children or integrated children's services had stalled. In addition, in three of these areas the care inspectorate highlighted that the work of the child protection committee had deteriorated. In some cases, this was due to a concentration on managing major change such as restructuring or implementing new shared services arrangements.
- 4.1.6 Other common features included lack of clear direction and oversight of the work of the child protection committee by chief officers and absence of a robust approach to joint self-evaluation. This deficient raised concerns for inspectors because in some cases chief officers and child protection committees have not been able to assure themselves of the quality of services to protect children & young people.
- 4.1.7 Conversely, Inspectors found that in areas which are performing well, leaders provide strong, collective ownership and shared values and place emphasis on protecting children and young people within the wider public protection agenda. The most effective child protection committees demonstrated a strong focus on continuous improvement and striving for excellence, and locate protection of children within wider strategic links.
- 4.1.8 Themes related to key processes in assessing and responding to risks and needs have been highlighted as an area for improvement nationally since 2009 when HMIE published its findings from the first round of joint inspections of services to protect children. Within the current inspection programme, the care inspectorate continue to gather significant amounts of evidence, particularly through reviewing multi-agency practice by reading children's records and focus groups of staff, about information sharing and assessment of risks and needs. The findings from the care inspectorate indicate that there is still room for significant improvement in the quality and application of these processes nationally.
- 4.2 The new model for joint children inspection will comprise 4 distinct phases (similar to previous Child Protection Inspections). Community Planning Partnerships are notified 12 weeks in advance of inspection.

Community Planning Partnerships notified after 1st January 2015 of the care inspectorates intention to carry out an inspection of children services are advised to start using the care inspectorates version of quality indicators framework to support joint self-evaluation. In preparation for this process under the governance of SOA6 a self-evaluation subgroup has been established comprising of representation across children's services; this group will coordinate and bring together multi-agency self-evaluation processes which set out clearly our

evaluation journey.

4.3 **Phase One:**

This is undertaken off site in advance of the inspection date. Inspectors will examine local information, regarding the social, economic, demographic and statistical data and review available documentation in respect of local Community Planning Partnerships and Integrated Children's Services planning.

4.4 **Phase Two:**

This will be undertaken on site. The inspection team will undertake a range of scrutiny activities including reviewing our self-evaluation material and supporting evidence. Inspectors will hold focus groups. The focus groups should be centred on the themes that best demonstrate our collective strategic leadership and partnership planning for children (universal and targeted). These focus groups provide the 'professional dialogue' with inspectors on key areas. The care inspectorate has now produced guidance on issue of professional dialogue amidst some concerns raised during the pilot inspections.

4.4.1 Areas or themes from previous inspections which inspectors will be interested in finding out more in relation to strategic leadership across the community planning partnerships are:

- Corporate Parenting
- GIRFEC
- Early Intervention
- Wellbeing
- Vulnerable groups
- Building capacity
- Involving young people and their families
- Inspectors will also involve the young inspectors at this stage.

4.4.2 Child Sexual Exploitation

In addition to the above themes, the Care Inspectorate will report on child sexual exploitation as a key issue within the joint inspections. To date they have found evidence of a high level of commitment and some valuable activity locally to address child sexual exploitation effectively. They report that child protection committees have considered the key issues of child sexual exploitation. Care inspectorate highlighted that some areas have taken various approaches to:

- Understand the prevalence of sexual exploitation,
- Establish schemes to identify children and young people at risk of CSE
- Update policies and procedures for young runaways and children going missing
Promote safe use of the internet and mobile communication technology, through raising awareness.

4.5 **Phase Three:**

This will be undertaken on site. This will be a review of practice undertaken by accessing the core records of a sample of cases:

- Children looked after at home
- Children looked after and accommodated
- Young people entitled to through care and after care services
- Children referred to the local authority for voluntary measures of supervision by the Children's Reporter
- Children on CPR and those deregistered within 12 months.

4.6 **Proportionate Phase:**

This will be undertaken on site. The scope of this stage will depend on the findings from

previous phases. Inspectors will hold interviews with children, young people, parents and carers. Inspectors will also hold a number of multi-agency focus groups of teams around the child. During this phase inspectors may also wish to hold multi-agency focus groups around themes or issues which may have arisen from the previous phase.

5.0 PROPOSALS

5.1 As part of preparation it may be necessary to develop a communication strategy around joint inspection of children's services emanating from the Community Planning Partnership.

6.0 IMPLICATIONS

Finance

6.1 Our experience in the last two inspections has shown that all of the activity around the inspection is extremely costly in terms of staff time. It is anticipated that administrative and IT support will be necessary. The experience of previous partnerships has been that inspectors have asked for a link person to be identified during the process to support consistent communication. All costs will be met from within existing resources.

Financial Implications:

One off Costs

Cost Centre	Budget Heading	Budget Years	Proposed Spend this Report £000	Virement From	Other Comments
N/A					

Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Annual Net Impact £000	Virement From (If Applicable)	Other Comments
N/A					

Legal

7.2 Nil

Human Resources

7.3 Nil

Equalities

7.4 Nil

Repopulation

7.5 Nil

8.0 CONSULTATIONS

- 8.1 Child Protection Committee.
- 8.2 SOA6 Best Start in Life Group.

9.0 LIST OF BACKGROUND PAPERS

- 9.1 Care Inspectorate report on the effectiveness of child protection arrangements across Scotland (November 2014)

A report on the effectiveness of **child protection** arrangements across Scotland

November 2014



Foreword

It is everybody's responsibility to ensure that children have the best start in life, are safe and can grow up free from abuse, exploitation or neglect.

The Care Inspectorate is the official body charged with scrutiny and improvement of care services and social work services in Scotland. We are also leading the joint inspections of services for children and young people, carried out with colleagues from Her Majesty's Inspectorate of Constabulary for Scotland, Education Scotland and Healthcare Improvement Scotland, which includes scrutiny of the work of child protection committees and its impact on the protection of children and young people.

In 2013, we published *Child Protection Services: Findings of Joint Inspections 2009-12*. This presented our findings from a three-year programme of scrutinising child protection procedures in each part of Scotland. Scottish Ministers have now asked us to update them on the effectiveness of local arrangements for protecting people.

It is important to note that this update report is not about an associated programme of scrutiny or a dedicated national evidence base upon which we have evaluated performance in adult and child protection. Rather, we draw on the information and evidence from the joint inspections of services for children and young people to date. We also draw on self-evaluation reports and the information our newly-appointed link inspectors have gathered about how local services are performing.

In January 2014 we assigned a Care Inspectorate strategic inspector to be a link inspector for each local authority area. They have made a priority their engagement with strategic partnerships, chief officers and senior managers with responsibility for public protection.

For the first time outside of an inspection programme, we have reported on the key strengths and areas for improvement in child protection in Scotland. This report provides an evaluative commentary on strategic leadership and governance for child protection, identifying what is working well across the sector and signposting what may prove, following further analysis, to be areas of good practice. The report also outlines areas of potential risk and suggestions for improvement.

This report is not an end in itself. The work of our link inspectors will continue to support and challenge community planning partnerships, chief officers and child protection committees, and we will review their progress regularly. This will provide a substantial body of evidence and intelligence upon which to base decisions about future scrutiny and improvement.

We intend to publish a similar report about adult protection.

If you are worried about a child you should report your concerns to the right agency in the local area where the child lives – you may have important information that could help a child and their family. You can search and find out who to contact at <http://withscotland.org/public>

1. Executive summary

The Care Inspectorate was asked to report on the effectiveness of adult and child protection arrangements to Scottish Ministers following our inspection year 2013/14. We set about this task by examining what we knew from the previous round of child protection inspections and the more recently introduced joint inspections of services for children. We also carried out work across all 32 local authority areas in Scotland with chief officers and child protection committees to find out more about the effectiveness of the current arrangements for protecting children.

We found encouraging signs that chief officers and child protection committees are striving for excellence in the protection of children and young people and that the capacity for improvement overall is high. In those areas showing signs of highly effective performance, leaders provide strong direction and collective ownership of shared values for delivering the best possible outcomes for children and young people in need of protection.

A growing number of chief officers' groups have reviewed and strengthened structures and governance arrangements for public protection, to improve the scrutiny and challenge of performance. This has made the connections across relevant areas (such as domestic abuse, violence against women, and drug and alcohol partnerships) more explicit. It is leading to improved joint working and successful integrated approaches to protect and support groups that are vulnerable and at risk.

Where there are strong links between the work of child protection committees and integrated children's services planning, the protection of children and young people is placed firmly at the centre of wider strategies to improve the wellbeing of children, young people and families.

The most effective child protection committees have adopted sound quality assurance systems, jointly monitor performance and implement systematic and rigorous self-evaluation using relevant quality improvement frameworks.

We found that where there was a lack of direction and oversight of the work of the child protection committee by chief officers, this tended to be associated with an absence of robust self-evaluation and an inability to provide evidence of ongoing improvement.

This report identifies barriers to successful progress and improvement in protecting children and young people. These barriers include a slowing down of planning for services to protect children or integrated children's services where major change such as restructuring or implementing new shared services arrangements was evident. This is highlighted as having an adverse impact on the capacity for improvement and may indicate that there are associated risks in a reduction of the quality and performance of services to protect children and young people.

Key processes in assessing and responding to risks and needs have been identified as an area for improvement nationally since 2009. Within the current programme of joint inspections of services for children and young people our findings indicate that this remains an area in which there is room for continued and significant improvement.

2. Legislative and inspection framework

The Public Services Reform (Scotland) Act 2010, section 44(1)(b), imposes the general duty on the Care Inspectorate of 'furthering improvement in the quality of social services'. Section 46(1)(2) defines 'social services' as any care service or social work service. Social work services are further defined as those services provided by the local authority in the exercise of its social work functions.

The Care Inspectorate is leading on the scrutiny and improvement of children's services at the request of Scottish Ministers under the Public Services Reform (Scotland) Act, section 115. Joint inspections of services for children and young people are now underway and entering the second year of a programme of inspection across Scotland.

There is a considerable evidence base in relation to child protection arising from two programmes of inspection which took place between 2006 and 2012. In June 2013, we published a report of the findings from the second round of inspections, Child Protection Services: Findings of Joint Inspections 2009-12. From this we have a sizeable body of evidence on areas of strength, including good practice, and areas for improvement, both locally and nationally. The current programme of joint inspections of services for children continues a focus on children and young people in need of protection and the work of child protection committees. We carried out eleven of these inspections between October 2012 and March 2014 and have taken account of the findings from these inspections in this report.

3. The role of the link inspector and contact manager

We have invested significant resource in the support and challenge for improvement across strategic partnerships. This includes strategic groups responsible for leading and delivering public protection such as chief officers' groups and child protection committees. Our large team of link inspectors and contact managers will monitor performance, provide support for improvement and build for capacity for self-evaluation.

The link inspector role has been reviewed over the last year and new arrangements were agreed in December 2013. Our link inspectors will:

- monitor the performance and quality of social work services
- encourage improvement in social work services
- work within strategic partnerships (with a focus on integrated children's services and integrated working in adult health and social care services) to build capacity for joint self-evaluation.

Our contact managers:

- challenge registered services to continually improve the quality of their services
- monitor, analyse, report on and share the performance and quality of care services with the registered care service providers, local authorities as the commissioners of services and key external and internal partners
- work with key partners to influence improvement, share best practice and intelligence about the registered care service sector, and specifically local authorities as the commissioners of services.

We have a named link inspector for each local authority and community planning partnership area. The link inspector is supplemented by two of our contact managers, one from children's services and one from adult's services. They work together to fulfil the roles outlined above across each of the 32 local authority areas. This model for support and improvement is further enhanced by a 'cluster' model arranged around health board areas. The link inspectors and contact managers for the cluster are beginning to meet collectively to identify themes across the health board area.

4. The basis of this report

We asked our link inspectors to prioritise their contact and engagement with strategic partnerships, chief officers and senior managers with responsibility for public protection between January and March 2014. We wanted them to engage in discussion and enquiry in order to report on each local authority area's adult and child protection arrangements and the effectiveness of these arrangements.

We asked chief officers, child protection committees and adult support and protection committees to give us information and their arrangements for adults and child protection, supported by documentary evidence in advance of this contact. We received completed returns for all 32 community planning partnership areas. You can find the template for this in Appendix 1.

We analysed data, intelligence, national statistics and evidence from all relevant and recent scrutiny activity, including the performance of care services, for each local area.

Link inspectors produced individual reports on the effectiveness of child and adult protection arrangements for each local authority areas to an agreed format and which took account of:

- position statements in relation to child and adult protection provided for this purpose
- intelligence from link inspectors and contact managers about local performance
- interviews with relevant chief and senior officers for public protection
- a review of relevant up-to-date documentation and supporting evidence such as:
 - reports from child and adult protection committees
 - reports from self-evaluation activity
 - assurance and improvement plans
 - single outcome agreements
- analysis of relevant statistics and consideration local management information.

5. Leadership and direction for child protection

5.1 National guidance for leading and directing services to protect children

The roles and responsibilities of chief officers and child protection committees in relation to the protection of children and young people is set out in the refreshed **National Guidance for Child Protection in Scotland** which was published by the Scottish Government in May 2014.

This sets out the role of chief officers.

Local Police Commanders and Chief Executives of Health Boards and Local Authorities (a group hereafter referred to as Chief Officers) are responsible for ensuring that their agencies, individually and collectively, work to protect children and young people as effectively as possible. They also have responsibility for maximising the involvement of those agencies not under their direct control, including the Scottish Children's Reporter Administration, the Crown Office and Procurator Fiscal Service and the third sector. Chief Officers across Scotland are individually and collectively responsible for the leadership, direction and scrutiny of their respective child protection services and their Child Protection Committees. Chief Officers are responsible for overseeing the commissioning of all child protection services and are accountable for this work and its effectiveness. They are individually responsible for promoting child protection across all areas of their individual services and agencies, thus ensuring a corporate approach. This responsibility applies equally to the public, private and third sectors.

The function of child protection committees is also described.

Child Protection Committees are locally-based, inter-agency strategic partnerships responsible for the design, development, publication, distribution, dissemination, implementation and evaluation of child protection policy and practice across the public, private and wider third sectors in their locality and in partnership across Scotland. Their role, through their respective local structures and memberships, is to provide individual and collective leadership and direction for the management of child protection services across Scotland. They work in partnership with their respective Chief Officers' Groups and the Scottish Government to take forward child protection policy and practice across Scotland.

5.2 Evidence from joint inspections of services to protect children 2009-12

In the second programme of joint inspections of services to protect children carried out between 2009 and 2012, we considered the effectiveness of chief officers' leadership and the work of child protection committees in all 32 local authority areas across Scotland.

We found widespread appreciation of the need for staff at all levels to be guided by a clear, articulated vision to keep children safe. In almost all areas we found staff and child protection committees working together well to implement the vision agreed by chief officers, reflecting a joint commitment to keep children safe and protected from abuse. The best performing areas had high aspirations for all children and a strong commitment to closing the gap between the outcomes of the most disadvantaged children and young people and their peers.

We noted that chief officers' groups were gradually taking collective accountability for wider public protection arrangements including young people who present harmful and problematic sexual behaviour. As a result chief officers were developing a more comprehensive and effective overview of performance across all of these areas with the aim of early identification and analysis of patterns and trends to assist service planning.

In a small number of areas there was room for improvement in the relationship between the chief officers' group and the child protection committee. In these circumstances, child protection committees did not get enough support, challenge, or direction from chief officers or there was a lack of clarity about roles, responsibilities or governance arrangements.

5.3 Evidence from joint inspections of services for children and young people 2012-14

We have now completed 11 inspections as part of the current programme of joint inspections of services for children, young people and families. These joint inspections include the evaluation of quality indicator 'Planning and Improving Services'. The themes which are examined in this quality indicator cover the effectiveness of integrated children's services planning and the work of child protection committees in improving the safety and wellbeing of children and young people. The inspections consider how well the broad range of risks across services for children, young people and families are jointly managed and used to provide assurance that those in need of protection are kept safe.

To date we have found a mixed picture in relation to the arrangements for leading and delivering effective services to protect children and young people. We have already reported on the need to revisit three of the eleven community planning partnership areas to assess and report on progress. We are monitoring progress through the link inspector in a further two areas and have indicated that further scrutiny will be considered where improvement is not evident. The evaluations are set out in Table 1.

Even at this early stage in the programme, we can identify some common features which are underpinning very effective performance. In areas which are performing well, leaders continue to provide strong, collective ownership of a common purpose and shared values for delivering the best possible outcomes for children and young people in need of protection. Chief officers and child protection committees are making strenuous efforts to steer services through the challenges associated with sustaining what is working well and implementing change for improvement through integrated working.

Placing the emphasis on protecting children and young people within the wider public protection agenda has been highly effective in delivering better outcomes for children and young people through safer communities. Extending chief officers' responsibilities from child protection to public protection, including adult protection and the management of sex offenders, increases the potential for efficiencies and improved practice as staff across services make connections between these areas of work. For example, this has contributed to highly successful joint working in relation to domestic abuse as highlighted in North Ayrshire. It has also contributed to reducing the numbers of children and young people at risk of offending and anti-social behaviour in East Dunbartonshire.

Strong links between the work of child protection committees and strategic groups which lead integrated children's services planning helps place protection of children and young people at the centre of wider strategies to improve their wellbeing. This provides a helpful interface between child protection and other planning arrangements for services for children and supports steady and incremental advancement in successful and collaborative partnership working. For example, in Highland, the integrated children's services plan **For Highland's Children 4** has a clear focus on prevention and early intervention and sets out improvement priorities, including those for protecting children and young people, for the next five years.

The most effective child protection committees have continued to place a strong focus on continuous improvement and striving for excellence. They have adopted sound quality assurance systems and jointly monitor performance across relevant services, using good quality quantitative and qualitative data for measuring and reporting on progress regularly against agreed priorities. They have continued to develop systematic and rigorous approaches to joint self-evaluation using relevant quality improvement frameworks such as **How well do we protect children and meet their needs?** published by HMIE in 2009 and **How well are we improving the lives of children and young people?** published by the Care Inspectorate in 2012. This is providing them with a detailed, shared understanding of strengths as well as priorities for improvement. In turn, this is helping services sustain what is working well and at the same time embrace new, improved ways of working.

In those areas where we found important weaknesses, we can identify barriers to successful progress and improvement in protecting children and young people.

In six out of the eleven areas inspected, we found that planning in relation to either services to protect children or integrated children's services had stalled. In addition, in three of these areas we found that the work of the child protection committee had deteriorated. In some cases, this was due to a concentration on managing major change such as restructuring or implementing new shared services arrangements.

Common features included a lack of clear direction and oversight of the work of the child protection committee by chief officers. While this was not necessarily related to poor practices in key processes to protect children and young people or poor outcomes, there was an absence of a robust approach to joint self-evaluation, and an inability to provide evidence of ongoing improvement. This gives us cause for concern because in some cases chief officers and child protection committees have not been able to assure themselves of the quality of services to protect children and young people, conserve what is working well, or further improve practices. This is a particular issue during times of transformation and change. Where this was found to be the case, we urged partners to reinstate business planning for child protection committees and identify objectives for improving services for children in need of protection.

In three out of the eleven areas inspected, we found important or major weaknesses in the effectiveness of the initial response to children and young people when there are concerns about their safety or wellbeing and in assessing and responding to risks and needs. In a further four areas we found strengths which just outweighed weaknesses and have identified this as an important area for improvement. The evaluations are set out in Table 1.

Key processes in assessing and responding to risks and needs have been highlighted as an area for improvement nationally since 2009 when HMIE published its findings from the first round of joint inspections of services to protect children. Within the current inspection programme we continue to gather significant amounts of evidence, particularly through reviewing multi-agency practice by reading children’s records and focus groups of staff, about information sharing and assessment of risks and needs. Our findings indicate that there is still room significant improvement in the quality and application of these processes nationally.

Table 1: Published evaluations to date

Quality indicators can be evaluated as unsatisfactory, weak, adequate, good, very good, or excellent.

Community Planning Partnership area	Planning and improving services	Assessing and responding to risks and needs
<ul style="list-style-type: none"> • North Ayrshire • Highland 	<ul style="list-style-type: none"> Very Good Very Good 	<ul style="list-style-type: none"> Adequate Good
<ul style="list-style-type: none"> • Edinburgh 	<ul style="list-style-type: none"> Good 	<ul style="list-style-type: none"> Good
<ul style="list-style-type: none"> • Argyll and Bute • East Dunbartonshire • Midlothian 	<ul style="list-style-type: none"> Adequate Adequate Adequate 	<ul style="list-style-type: none"> Adequate Good Adequate
<ul style="list-style-type: none"> • Stirling • Clackmannanshire 	<ul style="list-style-type: none"> Adequate Adequate 	<ul style="list-style-type: none"> Weak Weak
<ul style="list-style-type: none"> • Orkney • East Lothian • Dumfries and Galloway 	<ul style="list-style-type: none"> Weak Weak Weak 	<ul style="list-style-type: none"> Adequate Good Unsatisfactory

5.4 The current context for leading and directing public protection

A growing number of chief officers’ groups have reviewed and strengthened structures and governance arrangements for public protection comprising child and adult protection, and the management of sex offenders. This is aimed both at improving the scrutiny and challenge of performance across public protection and at firming up wider connections across relevant strategic areas such as domestic abuse, violence against women, and drug and alcohol partnerships.

Collective leadership for public protection is leading to new integrated approaches and better coordinated efforts to protect and support groups that are vulnerable and at risk. There are notable illustrations of positive joint working across strategic groups and some possible areas of good practice worthy of further exploration. For example, the establishment of joint working groups on behalf of adult and child protection committees in relation to raising public awareness and multi-agency training and development of staff.

Overall, we found close links between the strategic priorities and outcomes for adult and child protection and single outcome agreements. However, the arrangements for reporting on public protection via chief officers’ groups to community planning partnerships are varied, with few areas demonstrating strong enough lines of accountability.

Across Scotland, there are a number of changing and emerging structures which combine responsibility for leading and directing public protection across more than one local authority and community planning partnership. These include chief officers' groups organised across health board areas and the establishment of a public protection committee across two local authority areas from April 2014. This latter will incorporate the work of the previous adult and child protection committees, the violence against women partnership and offender management. In another area, a decision has been taken to disaggregate a joint committee for child protection which had previously directed work across three local authority areas. The extent to which these changes will improve the governance for public protection and impact positively on the effectiveness of child and adult protection in these areas is worthy of review as these new arrangements take hold.

5.5 Leadership and direction of child protection through child protection committees

Contact and engagement with strategic partnerships, chief officers and senior managers with responsibility for public protection through link inspectors has enabled an overview of the current arrangements for leading and directing child protection across Scotland. This has helped to identify areas of strong performance as well as areas of risk and this should help us target resources and activities to support improvement.

In 25 out of 32 local authority areas, we identified comprehensive governance structures for child protection within multi-agency executive groups of chief officers accountable for public protection. There are strong indications that these chief officers' groups are setting an aspirational vision for the protection of children and young people and that they are providing effective leadership and direction to, and critical challenge of, child protection committees.

In a few areas where the inspection findings were poor at the first round of child protection inspections between 2006 and 2009, and which subsequently showed improvement, it is evident that chief officers' groups and child protection committees are continuing to make significant strides in improving the quality of services.

Overall, we found that child protection committees are supported through effective leadership and in a number of areas independent chairs had been appointed to bring a new perspective to steering the work of the committee. We found solid partnership working and active, energetic working groups taking forward key priority areas and helping to fulfil the varied functions of child protection committees.

In a small number we found problems with the functioning of the chief officers' group and indications of associated weaknesses in the direction and governance of the work of the child protection committee. We will target our support for improvement in these local authority areas and take this into account in our ongoing assessment of risk and in determining our inspection plan for strategic scrutiny.

In 17 out of 32 local authority areas, we found a high level of commitment to quality improvement through joint multi-agency self-evaluation led by child protection committees. We also found encouraging evidence that this was becoming much more firmly embedded and carried out systematically, often conducted within a programme or cycle of evaluation based on the quality

indicator framework published by HMIE in 2009. In these areas, child protection committees were using the results to inform priorities for improvement and reinforce a collective commitment to meeting them. They had set a number of shared areas for improvement and could identify clearly the actions which were being taken forward to achieve them.

A small number of areas have begun to develop and implement joint self-evaluation processes across children's services using *How well are we improving the lives of children and young people?* published in draft by the Care Inspectorate in 2012, building on established highly effective practices in child protection.

There are indications that child protection committees are taking action to improve the consistency and quality of reviews of significant cases. For example, a number are taking forward new models such as those developed by the Social Care Institute for Excellence and supported by WithScotland. This is likely to be enhanced further through the imminent publication of national guidance for conducting significant case reviews by the Scottish Government.

We also found some poorer practices in relation to the conduct of significant case reviews. Our new role to act as a central depository for all significant case reviews completed since 1 April 2012 and to provide feedback as well as disseminate national learning will help to inform and improve practice nationally in this sensitive and complex area. Scottish Government is currently consulting on a proposal and code of practice for this work and we will implement them in line with the new Scottish Government guidance.

There are some challenges in assessing the effectiveness of child protection arrangements in areas where key aspects of operational management are at an early stage of development. For example, we found a number of areas where joint self-evaluation and the collection and analysis of robust data and management information were too undeveloped to provide evidence of trends or inform local operational plans and service delivery. Where this is combined with deficiencies or changes in leadership and governance structures for public protection or problematic planning arrangements for integrated children's services, there may be important risks for children and young people. We will prioritise these areas to receive targeted support for improvement from our link inspectors and we will use the intelligence to inform risk-based plans for scrutiny.

6. Child sexual exploitation

The Minister for Children and Young People established a Short-life Ministerial Working Group in April 2013 to review key challenges associated with child sexual exploitation and to test the work programme underway to address them. The working group reported in December 2013, grouping recommendations around three broad themes of 'capacity in the system', 'legal and judicial' and 'prevention'. The working group endorsed the range of work underway in Scotland and found this resonated well with the themes it had identified which needed to be addressed. The group went on to make recommendations to further strengthen the work underway. It will continue to meet over the next year to help take these recommendations forward.

We found evidence of a high level of commitment and some valuable activity locally to address child sexual exploitation effectively. All child protection committees have considered the key issue of child sexual exploitation.

They have taken various approaches to:

- understand the prevalence of sexual exploitation,
- establish schemes to identify children and young people at risk of sexual exploitation
- update policies and procedures for young runaways and children who go missing
- promote safe use of the internet and mobile communication technology, through to raising awareness among the public and local communities.

Some areas have been particularly active in this area. For example, work in Glasgow through the child protection committee's vulnerable and young person's sub-group, has placed them at the forefront of responding to child trafficking, working with vulnerable young males and child sexual exploitation. A small number of committees need to place a stronger emphasis on, and play a pivotal role in, driving forward efforts locally to protect children and young people.

Child protection committees have led significant development and activity to highlight and address the risks associated with child sexual exploitation and there are some potential areas of good practice emerging which are worthy of further exploration, validation and wider dissemination.

Here are some examples of how services across the country are addressing child sexual exploitation, which we will seek to validate as recognised good practice over the forthcoming year.

- Police Scotland (initially instigated by Strathclyde Police) set up Operation Dash to scope the nature of child sexual exploitation across the authorities in Strathclyde.
- Collaboration across the child protection committees represented by the West of Scotland Child Protection Consortium and Barnardo's to produce a practitioners' resource toolkit and associated training materials.
- In Aberdeen, a resource entitled **Abby's Room** was designed for schools and community groups and has been used successfully since September 2013 to raise awareness of child sexual exploitation.
- The work across Forth Valley to pilot, on behalf of Scottish Government, tools for strategic assessment and data collection originally developed by the University of Bedfordshire.

- **Doorway**, a multi-agency partnership in South Lanarkshire for gender based violence, providing multi-agency training in relation to child sexual exploitation and abuse.

The focus on child sexual exploitation has highlighted the need for closer investigation into whether services are failing to identify children at risk of sexual abuse. The statistics indicate that there are very low numbers of children and young people on the Child Protection Register who are thought to have been sexually abused or at risk of sexual abuse compared to estimates about the prevalence of child sexual abuse based on the numbers of reported adult survivors.

7. Initiatives in the sector

We have identified a number of potential areas of effective practice in protecting children and young people which would benefit from further examination. Our strategic inspectors will lead work to independently validate examples worthy of national dissemination. These may include:

- A joint subgroup of the adult and child protection committees in Edinburgh and the staging of a publicity campaign **Speak Up, Speak Out** to raise awareness of public protection.
- The **Well-being Web** as a tool for practitioners for use with children and families to assess wellbeing and the impact of support in improving wellbeing in use in Angus.
- **Wonderland**, an engaging drama to raise awareness of sexual exploitation and internet safety among peers in secondary schools across Dumfries and Galloway.
- **New Beginnings**, a multi-agency service in Dundee, to provide intensive support to vulnerable pregnant woman in their pregnancies with a focus on tackling substance misuse.
- **Keeping it safe** booklets designed by children and young people with experience of child protection processes in Edinburgh.
- The pilot of an outcomes framework for children on child protection registers to measure improvements in wellbeing in Falkirk.
- The work of a multi-agency sub-group of the Glasgow Child Protection Committee to commission research into the responses to cases of neglect
- The Highland underage sex protocol and ethical decision making framework.
- Peer review to support and challenge joint self-evaluation between a number of child protection committees.
- **AYRshare**, an integrated information sharing system for vulnerable children across NHS Ayrshire and Arran and the three Ayrshire local authorities
- **Living in Safe Accommodation**, supporting women and children to get accommodation; building resilience and attachment and **Listen2me!** a participation project for child and young person survivors of domestic abuse in West Lothian
- **E-IRD**, a tripartite process in West Lothian for responding to, and managing all, child and adult protection concerns.

8. Future work

Our recent work to review the effectiveness of the arrangements to protect children leads to nine important plans for our future work. Some of these relate specifically to child protection. Others are more general and relevant to the wider agenda for public protection.

1. Publish key messages from the joint inspections of services for children and young people conducted to the end of March 2014. This will help chief officers and child protection committees be aware of the need to continue planning and improving services to protect children and the importance of integrating this into wider strategies for children, young people and families.
2. Help child protection committees develop a set of proxy indicators of improved outcomes for children in need of protection across the wellbeing indicators. This could include us examining more closely, and validating, work underway with the view to disseminating this more widely.
3. Support child protection committees to develop sound performance management information about the quality and effectiveness of key processes to redress and improve upon the current tendency to focus on the volume and frequency of child protection activity.
4. Promote joint reporting about public protection by child and adult protection committees and encourage committees to consider how best to report on their business plans, standards and the quality of their performance.
5. Quality assure significant case reviews and provide a national overview of key points of learning on a biennial basis.
6. Carry out independent validation of the examples set out in sections 6 and 7 of this report with a view to disseminating good practice nationally.
7. Support and challenge child protection committees to consider carefully the reasons why there are very low numbers of children and young people being placed on the Child Protection Register because they are at risk of sexual abuse.
8. Report on child sexual exploitation as a key issue within the joint inspections of services for children and young people from April 2014 and ensure that we report key messages from this publicly and to Ministers.
9. Monitor the impact of changing structures and reorganisation on strategic partnerships for public protection.

9. Next steps

We have identified areas of particular strength as well as potential risks in the work to protect children and young people. Our link inspectors will build on these conclusions and provide the necessary support and challenge to community planning partnerships, chief officers and child and adult protection committees to effect continuous improvement. They will offer support to build capacity for joint self-evaluation using recognised quality improvement frameworks and carry out work to validate areas of good practice, focusing particularly in those aspects which represent the biggest challenges across Scotland. Link inspectors will, as a priority, deliver targeted support to areas of the country where we have identified weaknesses. We will use intelligence from this to inform risk-based plans for scrutiny.

Appendix 1

Position statements for Child Protection and Adult Support and Protection arrangements

Name of local authority area:	
Name(s) and contact details for person(s) for this report :	

Guidance for completion. This proforma is intended to provide you with a format in which to provide short, concise and summary information about the current arrangements in your area for child protection and adult support and protection. It is not intended to generate a large amount of activity in its preparation. We would ask that you to set out the current position and where relevant insert links to publicly available material and refer to supporting documentation which can be easily made available upon request. It will be used to inform an agenda for discussion with link inspectors.

PART A: Child Protection

1. Please provide a brief overview of partnership structures and the current governance arrangements for child protection.

2. Outline your current framework or practices in relation to self-evaluation and joint self-evaluation carried out by chief officers and child protection committees.

3. Please list and provide a brief description of areas of strengths and good practice in relation to the protection of children and young people.

4. Please set out your key priority areas for improvement in relation to services to protect children.

5. Please provide a brief position statement about how services are addressing the key issue of Child Sexual Exploitation.

PART B: Adult Support and Protection

1. Please provide a brief overview of partnership structures and the current governance arrangements for adult support and protection.

2. Outline your current framework or practices in relation to self-evaluation and joint self-evaluation carried out by chief officers and Adult Protection Committees.

3. Please list and provide a brief description of areas of strengths and good practice in relation to the adult support and protection.

4. Please set out your key priority areas for improvement in relation to services to protect adults.

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یہ اشاعت درخواست کرنے پر دیگر شکلوں اور دیگر زبانوں میں فراہم کی جاسکتی ہے۔

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