

# Proposals for the joint inspection of multi-agency arrangements for the protection of children

Consultation document

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## Introduction

1. Ofsted, the Care Quality Commission (CQC), Her Majesty's Inspectorate of Constabulary (HMIC), Her Majesty's Inspectorate of Probation and Her Majesty's Inspectorate of Prisons are committed to the introduction of a new joint inspection of multi-agency arrangements for the protection of children in England. These inspections will focus on the effectiveness of local authority and partners' services for children who may be at risk of harm, including the effectiveness of early identification and early help.
2. The inspectorates intend to begin these new inspections by June 2013 and to publish the arrangements for the inspections by April 2013. In addition, these inspections may trigger inspection activity by Her Majesty's Crown Prosecution Service Inspectorate (HMCPSI).

This consultation seeks your views on the proposals for these new inspections.

3. All the inspectorates recognise the strength and value of a joint inspection of the arrangements to protect children that looks at the contribution of all agencies as outlined by Professor Eileen Munro in her final report in May 2011.<sup>1</sup> This new joint inspection framework will build on the expertise and experience that all the inspectorates bring to the inspection of arrangements for the protection of children.
4. Ofsted and the CQC will complete the current programme of safeguarding and services for looked after children inspections by July 2012. Alongside this, Ofsted introduced a single inspectorate inspection framework for the inspection of the local authority arrangements for the protection of children in May 2012. This framework focuses directly on practice and the experiences of children and young people, including the effectiveness of the help and protection they receive. This approach to inspection has been welcomed by Professor Munro in her most recent progress report in relation to child protection.<sup>2</sup> The Ofsted inspection programme will continue until the introduction of the new joint inspections.
5. All the inspectorates are clear that by working together they can make a significant contribution to ensuring that all partners are held accountable for their work in relation to the help and protection of children and that all aspects of a child's journey are given the level of scrutiny that is desirable. By speaking

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<sup>1</sup> *The Munro review of child protection: final report – a child-centred system*, Department for Education, 2011;

[http://www.education.gov.uk/munroreview/downloads/8875\\_DfE\\_Munro\\_Report\\_TAGGED.pdf](http://www.education.gov.uk/munroreview/downloads/8875_DfE_Munro_Report_TAGGED.pdf).

<sup>2</sup> *Progress report: moving towards a child-centred system*, Department for Education, 2012;

<http://media.education.gov.uk/assets/files/pdf/t/the%20munro%20review%20of%20child%20protection%20progress%20report%20%20%20moving%20towards%20a%20child%20centred%20system.pdf>.

with one voice and using the powers invested in each inspectorate, together, these proposed inspections will support improvement across all agencies.

6. This consultation document sets out proposals for a joint inspectorate universal programme of unannounced inspections of the arrangements to protect children. These inspections will give full consideration to the effectiveness of the contributions of all local services – social care, health, education, police, probation and the criminal justice system, individually and in partnership – to the protection of children.
7. The inspectorates are agreed that child protection does not begin at the point at which a referral is made to children’s social care. What Professor Munro described as ‘early identification’ and ‘early help’ are firmly within the scope of the inspection of the arrangements to protect children. These are services concerned with what she describes as ‘secondary prevention’. That is ‘aiming to respond quickly when low level problems arise in order to prevent them getting worse.’<sup>3</sup>
8. This consultation document outlines some underlying principles agreed between the inspectorates about how we will jointly conduct inspections, with a particular focus on the experiences of children and young people, the effectiveness of the help and protection they receive and the quality of practice that protects them. In addition, this consultation document sets out our joint proposals for how inspection should operate from 2013.

## Summary of the main proposals

9. From 2013, we propose that:
  - there will be an unannounced joint inspection of the multi-agency arrangements for the protection of children in each local authority area on a three-year cycle
  - information relating to the quality and effectiveness of the Crown Prosecution Service (CPS) in protecting children and young people through effective liaison between the CPS and other agencies and the quality of decision-making in relation to prosecutions may trigger inspection activity by HMCPST
  - inspections will be contained within a two-week period and there will be a phased approach to the arrival of the inspectors on site to minimise disruption and maximise effectiveness
  - inspectors will track the experiences of individual children and young people through identifying a shared sample of children and young people which will

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<sup>3</sup> *The Munro review of child protection: final report – a child-centred system*, page 79, paragraph 5.30.

include observing practice to understand the effectiveness of the help and protection that is given

- inspectorates will bring their particular professional expertise to the inspections by focusing on the practice of individual agencies in identifying, responding to, helping and protecting children and young people through their agreed local arrangements
- there will be one single set of inspection judgements as an outcome of the inspection
- there will be a single report that identifies the strengths and areas for improvement of the multi-agency response as well as the strengths and weaknesses in individual agencies.

## Background

10. These proposals build on the existing strengths of and learning from previous and current inspection programmes of children's services. However, this joint inspection programme will enable a wider consideration of the system that should identify, help and protect children who are suffering or likely to suffer significant harm.<sup>4</sup> Each of the inspectorates involved in this programme brings learning and experience that will be incorporated into the development and delivery of this inspection programme.
11. These inspections will be conducted under sections 20–23 of the Children Act 2004. Ofsted is the lead inspectorate, working in partnership with the CQC, HMIC, HMI Probation and with the involvement of HMI Prisons where there is either a prison with a mother and baby unit, an immigration removal centre which holds children, young people and families or a young offender institution in the local area being inspected. In addition, these inspections may trigger inspection activity by HMCPSI where mainstream inspection activity raises concerns about the impact of CPS involvement in cases involving children or young people, either as victims or offenders, whose interests have been affected by criminal justice proceedings.
12. The inspection relates to the statutory functions of the local authority as the lead agency for the protection of children (Children Act 1989 and Working Together to Safeguard Children, 2010) and the duties on statutory partners as they are expressed in sections 10 and 11 of the Children Act 2004. In addition to evaluating the effectiveness of the local authority, this inspection will also evaluate the contribution that other agencies make to the help and protection that is available to children, young people and their families and the overall effectiveness of these shared arrangements.

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<sup>4</sup> Ofsted and the CQC will continue to inspect the arrangements for looked after children. A new inspection programme will commence in April 2013. This replaces the current programmes of local authority fostering, local authority adoption and services for looked after children inspections. A consultation is open on the Ofsted website at [www.ofsted.gov.uk/resources/120080](http://www.ofsted.gov.uk/resources/120080).

13. The inspection focuses on the effectiveness of multi-agency working to identify, help and protect children who are suffering, or likely to suffer, harm from abuse or neglect. The local authority is the lead agency but agencies have a shared responsibility to work in partnership to help and protect children and young people and all the agencies inspected have a key role to play.
14. Child protection does not begin at the point of referral to children's social care. Early identification and early help are firmly within the scope of the inspection of child protection services. A significant element of the inspection framework involves a judgement about the effectiveness of local professionals working together to identify children and young people who may be at risk, offering early help and, where appropriate, managing this without any unnecessary need for formal referral to children's social care services.
15. The positive effects of offering early help and support are well documented.<sup>5</sup> Early intervention has a positive effect on improving children's life chances, including their health, attainment and ability to make a positive contribution to society.
16. Through our joint approach we will evaluate how well front-line workers in universal and specialist agencies are helping and protecting children and young people. Through tracking the experiences of individual children we will be able to consider the practice of a range of professionals such as health visitors, school nurses, GPs, the police, accident and emergency departments, maternity services and adult services such as adult mental health and drug treatment services in identifying children who are at risk of suffering, or are suffering, harm from abuse or neglect. We will also consider the quality of practice in services providing intensive and/or on-going support to those children and young people identified as being at risk of harm.
17. Inspections of the work of youth offending teams in England and Wales in the last three years have found that, whilst some were performing at a very high standard, the safeguarding element of the work was not carried out well enough in nearly a quarter of areas. The extent of improvement required in these local areas was deemed to be substantial. The quality of the work varied considerably. Similarly, in inspections of work with adult offenders, insufficient attention has been paid to safeguarding and child protection issues. For both of these inspection programmes, management oversight has been identified as a concern and inevitably, therefore, in developing this inspection programme these improvement priorities will be included as part of the framework.
18. The number of children and young people held in young offender institutions (YOIs) has reduced significantly over the last three years and currently stands at approximately 2,000 in England and Wales. Approximately one third of the

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<sup>5</sup> *Early intervention: the next steps*, HM Government, 2011; [www.dwp.gov.uk/docs/early-intervention-next-steps.pdf](http://www.dwp.gov.uk/docs/early-intervention-next-steps.pdf).

YOI population comprises children and young people who are, or have previously been, in the care of the local authority. Many have complex needs and child protection implications for this group of children and young people are considerable. The importance of the involvement of the local authority, in providing an appropriate level of independent scrutiny of child protection procedures within closed institutions that hold children and young people, and conducting independent investigations where necessary, cannot be overstated. For this reason, colleagues from HMI Prisons will join inspection teams where there are immigration removal centres, mother and baby units in prisons and YOIs in the local authority area. Joint inspections will add value to the current inspection of child protection arrangements in these institutions and provide the opportunity for a more robust evaluation of the interface with other agencies and the strategic links through the Local Safeguarding Children Board.

19. Learning from serious case reviews identifies the need to work across adult and children's services, particularly in respect of domestic violence, the mental ill health of a parent and/or the misuse of drugs and alcohol and the need for professional challenge where there is an over-optimistic view of parenting capacity. Serious case reviews have continued to identify that in many cases there were sources of information that could have contributed to a better understanding of the children and their families, and shortcomings in multi-agency working.<sup>6</sup> Ofsted reports<sup>7</sup> have consistently highlighted that babies less than one year old and older children, often with complex needs and having been in contact with a variety of agencies, have been the subject of a particularly high number of serious case reviews.
20. For those children under one year old (and pre-birth), health services are a key party and often the only agency involved with the family. There are recurring messages in reviews about professional practice in respect of babies under one year old, which include:
  - the importance of the timeliness and quality of pre-birth assessments, and the risks associated with underestimating the needs of and support required by parents of vulnerable babies
  - the need for better joint working between health services, for example during the transfer of care between maternity services, health visitors and GPs
  - a stronger focus on how health professionals use evidence from direct contact and observation of families to detect potential risks to vulnerable babies.

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<sup>6</sup> *Learning lessons from serious case reviews*, Ofsted 2010; [www.ofsted.gov.uk/resources/learning-lessons-serious-case-reviews-2009-2010](http://www.ofsted.gov.uk/resources/learning-lessons-serious-case-reviews-2009-2010).

<sup>7</sup> *Ages of concern: learning lessons from serious case reviews*, Ofsted, 2011; [www.ofsted.gov.uk/resources/ages-of-concern-learning-lessons-serious-case-reviews](http://www.ofsted.gov.uk/resources/ages-of-concern-learning-lessons-serious-case-reviews).



21. Further learning from serious case reviews alongside recent aligned inspection activity between Ofsted and HMIC confirms that there are key points of interface critical to the identification, help and protection of children:
  - the identification by front-line staff of children at risk of harm, specifically where the children are affected by domestic abuse, mental health and substance abuse
  - the effective and efficient transfer of information held by the police to children's social care in support of child protection assessments
  - the contribution of police forces to the dynamic assessment of the risk of harm that children are facing.
22. Inspection work by HMCPSI has included the examination of prosecutions of criminal offences committed by children or young people or where the victims of or witnesses to those offences have been children or young people. HMCPSI has paid attention to the extent of liaison/communication between the police and other agencies and the CPS, the decision-making by prosecutors and how any resulting criminal proceedings have been conducted. The effectiveness of this liaison and the quality of the decisions can have an impact on the experience of children in need of protection and on how well they are protected.

## **Key features of these inspections**

23. In developing these proposals, the inspectorates have agreed some key features.
  - These inspections will have as their main focus the journeys and experiences of children and young people from the time they first need help, the effectiveness of help and protection provided (including early help) and the quality of practice and management at the frontline. It is an inspection of the local arrangements to help and protect children.
  - Inspection evidence will be derived from case tracking, practice observations and discussions about casework with practitioners.
  - The views and experiences of children, young people and families of the effectiveness of the help and protection they receive will be central to the inspection.
  - National and local performance data, the learning from serious case reviews and intelligence held by each inspectorate will be used to inform the inspection.
  - The inspection will be an unannounced universal inspection of all local authority areas.
  - The inspection will be confined within a two-week tariff, although all inspectors are not on site all the time. Specialist professional feedback will

be provided to each agency in advance of the final feedback for the local area where the joint team is present.

- Inspectors will pay attention to whether services are accessible to everyone and ensure that there is equality of opportunity and protection, irrespective of age, religion, disability, ethnicity, gender, gender identity and sexual orientation.
- There will be four inspection judgements:
  - overall effectiveness of multi-agency work to protect children and young people
  - the effectiveness of help and protection
  - the quality of practice
  - leadership, governance and partnership.

24. There will be four inspection grades:

- outstanding
- good
- adequate
- inadequate.

25. All inspection grades will have grade descriptors that clearly articulate the expectations of the inspectorates of all agencies and how they work together. The judgements will be formulated based on the impact of the effectiveness of each agency, the effectiveness of partnership working and a shared overall evaluation of how well helped and protected children and young people are in this local authority area.

## **Consultation**

26. This consultation paper invites your views on our proposals to help us shape the new arrangements which will commence in June 2013.

27. The consultation runs from 11 July 2012 to 2 October 2012.

## **The proposals: universal inspection of the arrangements to protect children**

28. The inspectorates are agreed that there should be a joint universal inspection programme of the multi-agency arrangements for the protection of children.
29. We consider that the critical areas to inspect are: the effectiveness of multi-agency arrangements for the identification of children at risk of harm and for the provision of early help to resolve those concerns; and the effectiveness of the local authority and partnership system that protects these children if the risk remains or intensifies. The children and young people in the scope of this inspection are:
  - those children and young people at risk of harm (but who have not yet reached the 'significant harm' threshold and for whom a preventative service would reduce the likelihood of that risk or harm escalating) identified by local authorities, youth offending teams, probation trusts, police, adult social care, schools, primary, mental, community and acute health services, children's centres and all Local Safeguarding Children Board partners, including the voluntary sector where services are commissioned
  - those children and young people referred to the local authority, including those where urgent action has to be taken to protect them; those subject to further assessment; and those subject to child protection enquiries
  - those who become the subject of a multi-agency child protection plan setting out the help that will be provided for them and their families to keep them safe and to promote their welfare
  - those children and young people who are receiving (or whose families are receiving) social work services, intensive and/or on-going health support, support from – or who are known to – youth offending and/or probation trusts/and or the police and where there are significant levels of concern about children's safety and welfare, but these have not reached the significant harm threshold
  - those children and young people who have been assessed as no longer needing a child protection plan, but who may have continuing needs for help and support
  - those children and young people who are particularly vulnerable, such as those who are privately fostered, children missing from home and children missing from education, children who live in households where there is domestic violence, substance misuse and/or the mental ill health of a parent or carer, children whose offending behaviour places them at risk of significant harm; children in custody who are at risk of significant harm and children for whom the release of an offender places them at risk of harm.

Q1. To what extent do you agree or disagree that the inspectorates have correctly identified the children and young people who should be within the scope of this inspection (as outlined in paragraphs 28 and 29)?

Do you have any comments or suggestions?

## Universal inspection

30. The inspectorates are agreed that this will be a universal three-year inspection programme of each local authority area. We recognise that local authority areas do not coincide naturally with police and probation areas. Although probation trust areas are also not geographically coterminous, it is anticipated that HMI Probation will always be part of the inspection team.
31. We are proposing that HMIC will minimise the impact of inspections on police forces with a number of local authority areas within their boundaries in the following ways:
- the first inspection within a police force will examine all the force-wide processes and structures that support the protection of children: that is, governance, quality assurance and training, as well as the multi-agency child protection arrangements within the specific local authority area
  - subsequent inspections of other local authority areas that relate to the same force will determine if any force-wide changes have been introduced; if not, the inspection will only focus on the multi-agency child protection arrangements within the specific local authority area and the interface between the police force and the local authority area
  - if any changes have been introduced a full consideration of the force-wide processes and structures is likely to take place.

Q2. To what extent do you agree or disagree with our proposal to inspect the contribution of the police to the protection of children (as outlined in paragraphs 30 and 31)?

Do you have any comments or suggestions?

32. These inspections will cover contributions made to the protection of children in the local authority areas when there is either a youth offender institution, an immigration removal centre holding children and young people or a mother and baby unit in a prison. An inspector from HMI Prisons will join the inspection team on these occasions. We recognise that local authority areas where this provision is located may often not be the responsible authority for the young person. Where there are concerns about the safety or welfare of a child or the actions in place, we would follow up with both the host and placing local

authority in accordance with the arrangement of placement of children's regulations 2011.

Q3. To what extent do you agree or disagree with our proposal to inspect how well children and young people in either a youth offender institution, an immigration removal centre holding children and young people, or a mother and baby unit in a prison are protected (as outlined in paragraph 32)?

Do you have any comments or suggestions?

33. It is proposed that where in any local authority cases identified there are concerns about the performance of the CPS, HMCPSTI will contribute inspection activity. They will use their expertise to assess the quality of any prosecution decision-making and any concerns or issues relating to the handling of those cases by the CPS. This triggered inspection activity will ensure that any potential high-risk investigations or situations are captured and that HMCPSTI provides a timely but informed response. This will be a risk-based approach.

Q4. To what extent do you agree or disagree with our proposal to inspect the contribution of the CPS to the protection of children through proposed or actual criminal justice proceedings (as outlined in paragraph 33) as a triggered activity following these joint inspections?

Do you have any comments or suggestions?

## **Making unannounced inspection work**

34. The inspections of the arrangements to protect children will be unannounced. We are aware of the benefits that this brings in reducing the demands on those inspected in terms of preparation and also in maximising the opportunity to see services as they function on a day-to-day basis. However, we also recognise the challenges that this can present in terms of impact on staff teams and in involving children and young people in the inspection.
35. In order to make the inspection work, we are proposing that the number of inspectors will be proportionate to the size and complexity of the local authority area and that there will be a phased approach to the arrival of the inspection team on site. It is likely that the team will comprise four Ofsted inspectors and at least one inspector from each of the other inspectorates (where appropriate). There is likely to be a maximum of seven inspectors inspecting at any one time during the inspection. However, they will be deployed effectively and sensitively across the local authority area to maximise efficiency and minimise disruption.

36. We will undertake pilot inspections to establish the optimum size of the inspection team before the main programme starts in June 2013. We will continue to utilise a range of inspectorate experience through the deployment of both established and seconded personnel.
37. All the inspections will be within a two-week period. It is proposed that the initial team will focus on the role of children's social care and the police in the early identification, referral and assessment of those children who are suffering or likely to suffer significant harm and so the first part of the inspection is likely to include inspectors from Ofsted and HMIC only.
38. As the inspection progresses the focus will widen to consider the contribution of all partners to the help and protection of children and the composition of the inspection team will change to reflect this. In the second week of the inspection, the team will consist of inspectors from Ofsted, the CQC and HMI Probation.
39. Where appropriate, a colleague from HMI Prisons will join the inspection team. This will usually be in the second week of the inspection. HMCPSP may be involved in some triggered inspection activity. Inspection arrangements will ensure that all the inspectorates are able to feed back specific findings relating to their remit to the relevant key stakeholders.

Q5. To what extent do you agree or disagree with our proposed approach to structuring the inspection so that not all inspectors are on site at the same time and there is a phased approach to the inspection (as outlined in paragraphs 34–39)?

Do you have any comments or suggestions?

### **Multi-agency working and understanding the child or young person's journey**

40. These inspections of the arrangements to protect children will focus on: the direct observation of practice; the detailed scrutiny and discussion of a significant sample of cases reflecting all stages of the child's journey; and the contribution of all agencies at all stages of the child's journey.
41. Inspection will focus on the child's journey through detailed case sampling and case tracking. We will ensure that the sample of cases selected for tracking includes children at all the different key stages of the journey and takes full account of the contribution that all agencies make.
42. An indicative but not comprehensive list includes: children engaged with early intervention and preventative services; children referred to children's social care by universal or preventative services as being at risk of harm; children subject to a child protection plan; and children who have been deemed no longer to be in need of a multi-agency protection plan.

43. We propose that the inspectorates will together track the experiences of a group of children, a 'shared sample', looking at the contribution of all agencies to their journey, identifying strengths and weaknesses in the practice and areas for improvement. This shared sample will relate to children and young people within the scope of these inspections where a number of agencies have been involved.
44. In addition, the individual inspectorates will also identify further samples of children and young people within the scope of these inspections. This inspection activity will focus on the practice of individual agencies in identifying, responding to, helping and protecting children and young people through their agreed local arrangements, including the effectiveness of the interface with the local authority statutory child protection service.

Q6. To what extent do you agree or disagree with our proposal to select a sample of children's social care cases that inspectors will examine together (as outlined in paragraph 43)?

Q7. To what extent do you agree or disagree with our proposal for an additional sample addressing the effectiveness of professional help and support for children and young people known to other local services (as outlined in paragraph 44)?

Do you have any comments or suggestions?

45. In considering the child's journey together, the joint inspection team will evaluate:
- the effectiveness and timeliness with which those children and young people who may be at risk are identified and appropriate referrals are made to children's social care where those concerns reach agreed multi-agency thresholds
  - the quality, effectiveness and timeliness of assessments and risk management
  - the effectiveness and impact of the help given to children, young people and their families
  - the focus on the child or young person's needs and best interests and the extent to which their wishes and feelings are heard and considered
  - the extent to which the help and protection given to children and young people is equally accessible, responsive and robust, irrespective of the age, ethnicity, culture, faith, gender, gender identity, religion, sexual orientation, language or disability of the child, young person and family
  - the quality and effectiveness of inter-agency working and help for children, young people and families, including direct work with families, the interface

with adult social care, information sharing, and referral and assessment arrangements

- the effectiveness with which agencies work together to help and protect children, including shared professional responsibility for strategy meetings, review meetings, case conferences, core group meetings and child protection planning
- the extent to which social workers and other professionals working with the child or young person and their family have meaningful, consistent and direct contact with them
- the effectiveness of quality assurance, supervision and management oversight of practice and decision-making
- how well agencies learn, including learning from serious case reviews
- the effectiveness of the Local Safeguarding Children Board and the contribution of all partners to it
- the effectiveness of multi-agency responses to risks to children and young people such as multi-agency public protection arrangements (MAPPA) and multi-agency risk assessment conferences (MARAC).

Q8. To what extent do you agree or disagree that the key areas listed in paragraph 45 are those that the inspectorates should examine through the shared case sample of children and young people?

Do you have any comments or suggestions?

## **Evaluating the quality of practice**

46. Inspectors will spend time reading and discussing case files with practitioners and managers. In addition, with appropriate sensitivity and consent, they will spend time observing the help that professionals provide for children and families. This will be through a range of opportunities such as accompanying key professionals on visits; shadowing other key staff, for example a child protection conference chair; and observing multi-agency meetings such as strategy meetings, initial child protection conferences, children's reviews and any resource panel meetings, MAPPA meetings and MARAC.
47. We are keen to understand the experiences of children and young people. We will seek the views of children, young people and their families where appropriate and possibly through direct contact during the inspection. This will, wherever possible, be through talking to children and young people who are part of the case sample. We will also expect to see and understand how all agencies ensure that the voices and experiences of children and young people inform practice at an individual and collective level.



Q9. To what extent do you agree or disagree with our proposed approach to evaluating the quality of practice and in particular the proposals to shadow staff and observe meetings (as outlined in paragraphs 46 and 47)?

Do you have any comments or suggestions?

## **The shared practice focus of the inspectorates**

48. In addition to the shared tracking of individual children, each of the inspectorates will focus on practice, services and structures within their own remit and their impact on the child's journey and the protection of children from adults who may pose a risk to them. This will include:

- the effectiveness of individual agencies in identifying and referring children and their contribution to help and protection. This includes health visitors and school nurses; youth offending teams; probation trusts; police; adult social care; schools; primary, community, acute and mental health services; and children's centres
- how well children and young people are protected by individual agencies from adults who may be a risk to them
- the extent to which there is early help that reflects the needs of the local population and is accessible
- the effectiveness of the response of unscheduled care facilities, for example accident and emergency departments and walk-in centres, to children and young people at risk of harm
- the effectiveness of maternity services to vulnerable parents and families, particularly pre-birth planning for vulnerable or at-risk infants
- the effectiveness of the local response to missing children, including those looked after children placed out of area
- the effectiveness of the contribution made by the local authority and all agencies to the protection of children and young people in young offender institutions, mother and baby units in prisons and immigration removal centres holding children and young people.

Q10. To what extent do you agree or disagree that we have identified the correct specialist areas (as outlined in paragraph 48)?

Do you have any comments or suggestions?

## **Making shared judgements**

49. The inspectorates are proposing to make a set of shared judgements about the overall effectiveness of the arrangements for the protection of children. The proposed judgements are:
- overall effectiveness of multi-agency work to protect children and young people
  - effectiveness of help and protection
  - the quality of practice
  - leadership, governance and partnership.
50. We have considered whether to make separate judgements about the contribution of each partner agency. We intend to comment on the strengths and weaknesses of individual agencies and we will recommend areas for improvement where required. However, we will not make separate judgements on individual agencies or sectors. We think that each of our judgements should be concerned with the local area and the arrangements for and impact of their help and protection of children and young people as a whole.

Q11. To what extent do you agree or disagree with our intention to make each judgement one that considers the contribution of all agencies (as outlined in paragraphs 49 and 50)?

Do you have any other comments on this proposal?

## **Leadership, governance and the quality of partnership working**

51. As outlined in paragraph 50, we will make a single shared judgement about the effectiveness of leadership, governance and partnership arrangements in the local authority area. This encompasses the leadership, governance and partnership arrangements across all local agencies in relation to the help and protection of children and through the effectiveness of the Local Safeguarding Children Board. The changing landscape of leadership arrangements presents different opportunities and challenges.
52. Police and Crime Commissioners (PCC) will be elected for every police force area in England outside London in November 2012. They are central to the Government's crime and policing reforms and are part of the Government's programme of work to decentralise control whilst developing local ownership and accountability. The first elections are due to take place on 15 November 2012, with those successful starting in their positions a week later.
53. PCCs will be expected to work with a wide range of organisations, and local authorities will be vital partners. Although a key focus of the PCC is community

safety, another important area where they will share an interest in improving outcomes and services is safeguarding.

54. The Health and Social Care Bill 2012 is introducing significant changes to the structure of the NHS. Most significantly for child protection, the changes mean that Primary Care Trusts (PCTs) will be abolished and most of their commissioning functions will be transferred to Clinical Commissioning Groups. PCTs' current responsibilities for child protection, including employing a designated safeguarding team, will also transfer to Clinical Commissioning Groups.
55. We will evaluate the impact and effectiveness of all the organisational structures locally, including the impact and effectiveness of new arrangements in protecting children and young people.
56. The quality of partnership working in terms of identifying and taking action to tackle weaknesses and making strategic decisions about the help and protection in the local authority area is also a critical aspect of this judgement. We will evaluate the impact and effectiveness of the Local Safeguarding Children Board.
57. We propose that we will make one judgement that takes into account all of these aspects.

Q12. To what extent do you agree or disagree with our proposal for one judgement about the quality and effectiveness of the leadership, governance and partnership in the local authority area (as outlined in paragraphs 51–57)?

Do you have any other comments or suggestions?

## **A single report**

58. The inspectorates propose to bring together their inspection findings in a single report. The report will be published on the Ofsted website and will also be available on the other inspectorate websites. The report will outline the key strengths and areas for improvement of the multi-agency arrangements for the help and protection of children in the local authority area.
59. The inspectorates want to make the reports pertinent to the agencies but also accessible and readable to the general public. While the report will clearly outline these key strengths and areas for improvement in relation to the multi-agency practice across the agencies, there will also be short sections from each inspectorate that enable a brief commentary on the direct contribution of each agency to the help and protection of children. It is not intended that there will be individual reports about each agency with detailed commentary about individual practice or specific judgements about the practice of each agency.

Q13. To what extent do you agree or disagree with the proposed approach to reporting (as outlined in paragraphs 58 and 59)?

Do you have any comments or suggestions?

## The consultation process

60. We welcome your responses to our consultation questionnaire and your views on any aspect of the arrangements for the joint inspection of the multi-agency arrangements for the protection of children in a local authority area. Please use the comments sections provided to raise additional points not covered by our questions. The consultation remains open until 2 October 2012.
61. During the consultation, we want to engage as widely as possible with all interested parties to hear their views. We will be engaging in face-to-face meetings with key stakeholders throughout the consultation period. We will also ensure that we hear the views of children, young people and families.

## Sending back your questionnaire

62. There are three ways of completing and submitting the questionnaire and/or sending us your comments.

### Online questionnaire

63. Visit one of the inspectorates websites to complete and submit the questionnaire online:
- Ofsted: <https://www.surveymonkey.com/s/ofsted-macp2012>
  - CQC: <http://www.cqc.org.uk/public/sharing-your-experience/consultations>
  - HMIC: <http://www.hmic.gov.uk/about-us/what-we-do/consultations>
  - HMI Prob: <http://www.justice.gov.uk/about/hmi-probation>
  - HMI Pris: <https://consult.justice.gov.uk/digital-communications/hmiprisons-macp2012/>

### Download and email

64. This document can be downloaded from [www.ofsted.gov.uk/resources/inspection-of-multi-agency-arrangements-for-protection-of-children](http://www.ofsted.gov.uk/resources/inspection-of-multi-agency-arrangements-for-protection-of-children), completed on your computer and emailed to: [newLAinspection@ofsted.gov.uk](mailto:newLAinspection@ofsted.gov.uk).

## **Print and post**

65. This document can be printed, completed by hand and posted to:

Ofsted, Social Care Development Team  
Floor 7, Aviation House  
125 Kingsway  
London  
WC2B 6SE.

## **What happens next?**

66. We will publish the arrangements for the joint inspection of the multi-agency arrangements to protect children, taking full account of the responses to this consultation. We plan to publish a report on the responses to this consultation with the final inspection arrangements in April 2013.

# Questionnaire on the joint inspection of multi-agency arrangements for the protection of children

## Confidentiality

The information you provide will be held by us. It will only be used for the purposes of consultation and research to help us to become more effective, shape policies and inform inspection and regulatory practice.

We will treat your identity in confidence, if you disclose it to us. However, we may publish an organisation's views.

Are you providing a group response on behalf of an organisation or responding as an individual?

Group response  please complete Sections 1 and 2

Individual response  please complete Section 2

## Section 1

If you are completing the consultation on behalf of an organisation and would like us to consider publishing the views of your organisation, please indicate this below.

Organisation: \_\_\_\_\_

## Section 2

Which of the below best describes you? Please tick one option.

I am a:

young person	<input type="checkbox"/>	parent/carer	<input type="checkbox"/>
charity	<input type="checkbox"/>	criminal justice agency	<input type="checkbox"/>
elected representative	<input type="checkbox"/>	foster parent/carer	<input type="checkbox"/>
independent provider	<input type="checkbox"/>	local authority Chief Executive	<input type="checkbox"/>
local authority Director of Children's Services	<input type="checkbox"/>	Local Safeguarding Children Board Chair	<input type="checkbox"/>
Ofsted employee	<input type="checkbox"/>	umbrella group	<input type="checkbox"/>
practitioner in education	<input type="checkbox"/>	senior manager in education	<input type="checkbox"/>
practitioner in health	<input type="checkbox"/>	senior manager in health	<input type="checkbox"/>
practitioner in social care	<input type="checkbox"/>	senior manager in social care	<input type="checkbox"/>
voluntary sector organisation	<input type="checkbox"/>	Prefer not to say	<input type="checkbox"/>
Other (please tell us)			

Q1. To what extent do you agree or disagree that the inspectorates have correctly identified the children and young people who should be within the scope of this inspection (as outlined in paragraphs 28 and 29)?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?

Q2. To what extent do you agree or disagree with our proposal to inspect the contribution of the police to the protection of children (as outlined in paragraphs 30 and 31)?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?

Q3. To what extent do you agree or disagree with our proposal to inspect how well children and young people in either a youth offender institution, an immigration removal centre holding children and young people, or a mother and baby unit in a prison are protected (as outlined in paragraph 32)?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?

Q4. To what extent do you agree or disagree with our proposal to inspect the contribution of the CPS to the protection of children through proposed or actual criminal justice proceedings (as outlined in paragraph 33) as a triggered activity following these joint inspections?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?



Q5. To what extent do you agree or disagree with our proposed approach to structuring the inspection so that not all inspectors are on site at the same time and there is a phased approach to the inspection (as outlined in paragraphs 34–39)?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?

Q6. To what extent do you agree or disagree with our proposal to select a sample of children’s social care cases that inspectors will examine together (as outlined in paragraph 43)?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q7. To what extent do you agree or disagree with our proposal for an additional sample addressing the effectiveness of professional help and support for children and young people known to other local services (as outlined in paragraph 44)?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?

Q8. To what extent do you agree or disagree that the key areas listed in paragraph 45 are those that the inspectorates should examine together through the shared case sample of children and young people?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?

Q9. To what extent do you agree or disagree with our proposed approach to evaluating the quality of practice and in particular the proposals to shadow staff and observe meetings (as outlined in paragraphs 46 and 47)?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?

Q10. To what extent do you agree or disagree that we have identified the correct specialist areas (as outlined in paragraph 48)?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?

Q11. To what extent do you agree or disagree with our intention to make each judgement one that considers the contribution of all agencies (as outlined in paragraphs 49 and 50)?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?

Q12. To what extent do you agree or disagree with our proposal for one judgement about the quality and effectiveness of the leadership, governance and partnership in the local authority area (as outlined in paragraphs 51–57)?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?

Q13. To what extent do you agree or disagree with the proposed approach to reporting (as outlined in paragraphs 58 and 59)?

<b>Strongly agree</b>	<b>Agree</b>	<b>Neither agree nor disagree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>No answer</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Do you have any comments or suggestions?

## Additional questions about you

Your answers to the following questions will help us to evaluate how successfully we are gathering views from all sections of society. We would like to assure you that all responses are anonymous and you do not have to answer every question.

Please tick the appropriate box.

### 1. Gender

Female	<input type="checkbox"/>	Male	<input type="checkbox"/>
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### 2. Age

Under 14	14–18	19–24	25–34	35–44	45–54	55–64	65+
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### 3. Ethnic origin

(a) How would you describe your national group?

British or mixed British	<input type="checkbox"/>	English	<input type="checkbox"/>
Northern Irish	<input type="checkbox"/>	Irish	<input type="checkbox"/>
Scottish	<input type="checkbox"/>	Welsh	<input type="checkbox"/>
Other (specify if you wish)	<input type="checkbox"/>		

(b) How would you describe your ethnic group?

Asian		Mixed ethnic origin	
Bangladeshi	<input type="checkbox"/>	Asian and White	<input type="checkbox"/>
Indian	<input type="checkbox"/>	Black African and White	<input type="checkbox"/>
Pakistani	<input type="checkbox"/>	Black Caribbean and White	<input type="checkbox"/>
Any other Asian background (specify if you wish)	<input type="checkbox"/>	Any other mixed ethnic background (specify if you wish)	<input type="checkbox"/>

<b>Black</b>		<b>White</b>	
African	<input type="checkbox"/>	Any White background (specify if you wish)	<input type="checkbox"/>
Caribbean	<input type="checkbox"/>	<b>Any other ethnic background</b>	
Any other Black background (specify if you wish)	<input type="checkbox"/>	Any other background (specify if you wish)	<input type="checkbox"/>
<b>Chinese</b>			
Any Chinese background (specify if you wish)	<input type="checkbox"/>		

#### 4. Sexual orientation

Heterosexual <input type="checkbox"/>	Lesbian <input type="checkbox"/>	Gay <input type="checkbox"/>	Bisexual <input type="checkbox"/>
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#### 5. Religion/belief

None	<input type="checkbox"/>	Christian (including Church of England, Catholic, Protestant and all other Christian denominations)	<input type="checkbox"/>
Buddhist	<input type="checkbox"/>	Hindu	<input type="checkbox"/>
Jewish	<input type="checkbox"/>	Muslim	<input type="checkbox"/>
Sikh	<input type="checkbox"/>	Any other, please state:	<input type="checkbox"/>

#### 6. Disability

Do you consider yourself to be disabled?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
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## What did you think of this consultation?

One of the commitments in our strategic plan is to monitor whether our consultations are accessible to those wishing to take part.

Please tell us what you thought of this consultation.

	<b>Agree</b>	<b>Neither agree or disagree</b>	<b>Disagree</b>	<b>Don't know</b>
I found the consultation information clear and easy to understand.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I found the consultation easy to find on the Ofsted website.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I had enough information about the consultation topic.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I would take part in a future Ofsted consultation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

How did you hear about this consultation?

- Ofsted website
- Ofsted News*
- Ofsted email alerts service
- Ofsted conference
- Another organisation (please specify, if known)
- Other (please specify)



Is there anything you would like us to improve on or do differently for future consultations? If so, please tell us below.

Thank you for taking part in our consultation.