



SCRUTINY BOARD (CHILDREN'S SERVICES)

Meeting to be held in the Civic Hall, Leeds on
Thursday, 24th April, 2008 at 9.45 am

MEMBERSHIP

Councillors

C Campbell	-	Otley and Yeadon
J Elliott	-	Morley South
R D Feldman	-	Alwoodley
S Hamilton	-	Chapel Allerton
R Harington	-	Gipton and Harehills
W Hyde (Chair)	-	Temple Newsam
A Lamb	-	Wetherby
B Lancaster	-	Moortown
J Langdale	-	Temple Newsam
D Morton	-	Headingley
T Murray	-	Garforth and Swillington
K Renshaw	-	Ardsley and Robin Hood

Co-opted Members (Voting)

Mr E A Britten	-	Church Representative (Catholic)
Prof P H J H Gosden	-	Church Representative (Church of England)
Mr R Greaves	-	Parent Governor Representative (Secondary)
Mr I Falkingham	-	Parent Governor Representative (Special)
Mrs S Knights	-	Parent Governor Representative (Primary)

Co-opted Members (Non-Voting)

Mr T Hales	-	Teacher Representative
Ms C Foote	-	Teacher Representative
Mrs S Hutchinson	-	Early Years Development and Childcare Partnership
Ms J Morris-Boam	-	Leeds VOICE Children and Young People Services Forum Representative
Ms T Kayani	-	Leeds Youth Work Partnership Representative

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A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded.)</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p> <p>No exempt items or information have been identified on this agenda.</p>	

Item No	Ward/Equal Opportunities	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstance shall be specified in the minutes.)</p>	
4			<p>DECLARATION OF INTERESTS</p> <p>To declare any personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members' Code of Conduct.</p>	
5			<p>APOLOGIES FOR ABSENCE</p>	
6			<p>MINUTES OF LAST MEETING</p> <p>To confirm as a correct record the minutes of the last meeting held on 10th April, 2008.</p>	1 - 8
7			<p>DRAFT INQUIRY REPORT - EDUCATION STANDARDS</p> <p>To receive a report from the Head of Scrutiny and Member Development in relation to the Board's Inquiry into Education Standards.</p>	9 - 10
8			<p>DRAFT STATEMENT ON INCLUSION</p> <p>To consider a report from the Head of Scrutiny and Member Development following the Board's consideration of the draft Leeds Inclusive Learning Strategy.</p>	11 - 24
9			<p>DRAFT INQUIRY REPORT - SERVICES FOR 8-13 YEAR OLDS</p> <p>To receive a report from the Head of Scrutiny and Member Development in relation to the Board's Inquiry into services for 8-13 year olds.</p>	25 - 52

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Agenda Item 6

SCRUTINY BOARD (CHILDREN'S SERVICES)

THURSDAY, 10TH APRIL, 2008

PRESENT: Councillor W Hyde in the Chair

Councillors C Campbell, R D Feldman, R Harington,
A Lamb, B Lancaster, J Langdale, T Murray and
K Renshaw

CO-OPTED MEMBERS (VOTING):

Mr E A Britten	- Church Representative (Catholic)
Mr I Falkingham	- Parent Governor Representative (Special)
Prof P H J H Gosden	- Church Representative (Church of England)
Mrs S Knights	- Parent Governor Representative (Primary)

CO-OPTED MEMBERS (NON-VOTING):

Mr T Hales	- Teacher Representative
Ms T Kayani	- Leeds Youth Work Partnership
Ms J Morris-Boam	- Leeds Voice Children and Young People Services Forum Representative

115 Chair's Opening Remarks

The Chair welcomed all in attendance to the April meeting of the Scrutiny Board (Children's Services).

116 Late Items

In accordance with his powers under Section 100B(4)(b) of the Local Government Act 1972, the Chair admitted to the agenda, the following information:

- Agenda item 11, Young Peoples Scrutiny Forum – Draft Terms of Reference; and
- Agenda item 13, Annual Report 2007/08 – draft text.

(The information was unavailable at the time of agenda despatch.)

117 Declaration of Interests

Councillor T Murray declared a personal interest in agenda item 8, Implementation of the Family Support and Parenting Strategy in Leeds, due to being a Director of Learning Partnerships, and agenda item 9, Education

Standards Inquiry, due to being a LEA Governor of Thomas Danby College (Minute Nos. 121 and 122 refer.)

Councillor B Lancaster declared a personal interest in agenda item 8, Implementation of the Family Support and Parenting Strategy in Leeds, due to being a member of the Pre School Learning Alliance (Minute No. 121 refers.)

Further declarations of interest were made at later points in the meeting (Minute Nos. 122 and 125 refer.)

118 Apologies for Absence

Apologies for absence were submitted by Councillors J Elliott and S Hamilton, and by Ms C Foote and Mrs S Hutchinson.

119 Minutes of Last Meeting

RESOLVED – That the minutes of the meeting held on 13th March, 2008 be approved as a correct record.

120 Minutes of Overview and Scrutiny Committee

RESOLVED – That the minutes of the Overview and Scrutiny Committee meeting held on 11 March, 2008 be noted.

121 Implementation of the Family Support and Parenting Strategy in Leeds

Further to Minute No. 72 of the meeting held on 6th December, 2007, The Director of Children's Services submitted a report which provided the Board with an update on progress in implementing the Family Support and Parenting Strategy.

Appended to the report was the Leeds Family Support and Parenting Board – Draft Terms of Reference.

Sally Threlfall, Head of Early Years Services and Barbara Newton, Strategic Leader Partnership and Participation, attended the meeting and provided the Board with information in relation to some of the opportunities and challenges that the Strategy presented.

The Strategic Leader Partnership and Participation reported that a one-year secondment to the post of manager of the Parenting Unit had been advertised, although no appointment had been made on this occasion. The Board was informed that the post would be re-advertised, probably as a two-year post.

It was reported that a number of key work-streams had been identified, including increasing awareness of the range of services available for parents across the city, identifying future training needs and evaluating services to

determine which ones were the most effective. It was noted that a meeting had been arranged to consider the progress made.

In addition, the following points were discussed:

- The Board considered the successful bid by Leeds Primary Care Trust (PCT) to become part of the Family Nurse Partnership Programme. The Board was informed that it was a two-year programme, which would assist vulnerable young parents. It was reported that the programme would report to the Family Support and Parenting Board, so that the work undertaken could be linked to other initiatives, eg, the Child Health Programme.
- Members discussed the role of the Family Support and Parenting Board and how the Board met the needs of families. It was reported that the Board provided a co-ordinated approach to family strategies and reference was made to the range of representatives involved. It was pointed out that work was underway to secure representation from adult services.
- The Board emphasised the importance of ensuring that the children's services directory, the Family Hub, was kept up to date. It was noted that work was being undertaken to improve the Family Hub and that organisations could now update their own details on the website.
- Members discussed the contribution of the voluntary sector. It was acknowledged that the voluntary sector was an important partner and work had been undertaken with a number of different providers, including small community groups and large national organisations.
- Members queried the work being done to alleviate the effects of poverty. The Head of Early Years Services advised that the main problem related to worklessness. To assist families and parents, the Family Support and Parenting Strategy provided support to develop their skills and confidence, so that they were better able to access opportunities in training and employment. She referred to the role of Jobcentre Plus in the partnership.

The Chair then thanked Sally Threlfall, Head of Early Years Services, and Barbara Newton, Strategic Leader Partnership and Participation, for their attendance at the meeting.

(Councillor R Harrington joined the meeting at 9.48 am during the consideration of this item.)

(Councillor C Campbell joined the meeting at 10.04 am during the consideration of this item.)

RESOLVED – That the report and information appended to the report be noted.

122 Education Standards Inquiry

Further to Minute No. 111 of the meeting held on 13th March, 2008, consideration was given to a report of the Head of Scrutiny and Member Development, which requested the Board to consider whether it had sufficient

information to complete its Inquiry and consider the conclusions and recommendations to be incorporated into the draft Inquiry report.

Appended to the report was the Terms of Reference for the Inquiry into Education Standards in Leeds.

The following officers attended the meeting to respond to Members' questions and comments:

- Gary Milner, 14-19 Strategy Co-ordinator; and
- Alun Rees, Head of the Extended School for Looked After Children.

The Head of the Extended School for Looked After Children provided the Board with an update of the work undertaken since taking up the post 6 months ago. He reported that he had held discussions with a number of professionals and with young people, which had enabled him to identify the nature of the challenge faced, establish priorities and develop an improvement plan.

In brief summary, the main highlighted points were:

- The Board considered the excellent work undertaken by dedicated teachers.
- One Member queried the input there had been from Governors. The Head of the Extended School for Looked After Children reported that no input had been received to date, although an invitation had been issued to them in the governor newsletter.
- The Board considered targets for improving performance. The Head of the Extended School for Looked After Children advised that schools should have targets for attendance, inclusion, attainment and value added progress. It was suggested that the Board could review the targets next year.
- The Board was briefed on the support currently available to foster carers in relation to education and the changes to 14-19 provision.
- One Member queried the work undertaken with other services outside of school hours. The Board was informed that work was being undertaken with the Integrated Youth Support Service and Connexions.

The 14-19 Strategy Co-ordinator was then invited to report on work that was being undertaken with young people who were particularly vulnerable to becoming NEET (Not in Education, Employment or Training). The Co-ordinator reported that Leeds had been successful in attracting £2.5m of European funding over the next three years for work with the NEET grouping. It was also reported that an independent review of information and guidance that was provided by schools was being undertaken. Reference was also made to the September Guarantee, which guaranteed the offer of learning to school leavers (and 17 year olds from September, 2008). It was noted that further work was being undertaken to review the level of take-up, and the appropriateness of the offers made to young people.

The following points were also discussed:

Draft minutes to be approved at the meeting
to be held on Thursday, 24th April, 2008

- The Board expressed concern that there did not appear to be any financial support available for colleges teaching students who were unable to start at level two because they still needed to undertake work at level one. It was agreed that clarification of the funding arrangements would be reported back to the Board prior to the final meeting of the municipal year on Thursday 24th April, 2008.
- One Member expressed concern in relation to the level of provision and work placements for those post 16 year olds from specialist settings. It was advised that the Learning and Skills Council (LSC) was aware that more work was needed in this area as part of the new college development.

The Chair then thanked Gary Milner, 14-19 Strategy Co-ordinator and Alun Rees, Head of the Extended School for Looked After Children for attending the meeting.

(Councillor R Feldman left the meeting at 10.50 am during the consideration of this item.)

(Councillor B Lancaster declared a personal interest due to being Chair of the Foster Carers' Liaison Group.)

(Councillor K Renshaw declared a personal interest due to being a Governor of East Ardsley Primary, Seven Hills Primary and Rodillian High School.)

(Mrs S Knights declared a personal interest due to being a Foster Carer.)

RESOLVED –

- (a) That the report and information appended to the report be noted;
- (b) The Board notes the issues raised by the evidence provided and the visits undertaken as part of the Inquiry, and the emerging conclusions and recommendations to be reflected in the draft report of the Board's Inquiry.

123 Leeds Strategic Plan and Council Business Plan

Further to Minute No. 109 of the meeting held on 13th March, 2008, the Head of Scrutiny and Member Development submitted a report which asked the Board to comment on the Leeds Strategic Plan 2008-11 and Council Business Plan 2008-11.

The following officers attended the meeting:

- Jane Stageman – Senior Project Manager (Performance);
- John Maynard – Strategic Leader (Children's Services); and
- Heather Pinches – Performance Manager.

Appended to the report was the Leeds Strategic Plan 2008-11: Draft Targets and Indicators, and the Draft Corporate Balanced Scorecard.

Draft minutes to be approved at the meeting
to be held on Thursday, 24th April, 2008

In relation to the Leeds Strategic Plan 2008-11, the main highlighted points were:

- The Board discussed the latest position in relation to finalising the Leeds Strategic Plan, and in particular the draft measures and targets, which had been presented to the Board for consultation.
- It was reported that the targets reflected the local priorities of children and key partners, for example reducing bullying.
- The Strategic Leader reported that some of the targets were still being negotiated with Government Office for Yorkshire and the Humber as they formed a core part of the requirements of the Leeds Local Area Agreement.
- The Board noted that some of the targets appended to the report were subject to further amendments. It was agreed that an update on these targets would be reported back to the Board at the next meeting on Thursday 24th April, 2008.
- Members emphasised the importance of reducing health inequality and narrowing the gap.
- Members also queried the absence of specific targets in relation to mental health. It was reported that the Government had introduced new targets and methodology, and at present this information was not available.
- In relation to the Council Business Plan 2008-11, the Performance Manager reported that the key changes included: reducing the number of outcomes from four to three: re-structuring the outcome in relation to organisational development: and adding additional improvement priorities in relation to the work still to be done in risk management and project management.

The Chair then thanked Jane Stageman – Senior Project Manager (Performance), John Maynard, Strategic Leader (Children’s Services) and Heather Pinches, Performance Manager, for their attendance.

RESOLVED – That the report and information appended to the report be noted.

124 Young People’s Scrutiny Forum - Draft Terms of Reference

Further to Minute No. 112 of the meeting held on 13th March, 2008, the Head of Scrutiny and Member Development submitted a report which updated Members on progress with the Young People’s Scrutiny Forum.

Appended as late information was the Young People’s Scrutiny Forum – Draft terms of reference.

The Board was informed that the Forum met on Thursday 3rd April to finalise the terms of reference. The Principal Scrutiny Advisor advised that the Forum’s priorities were waste management, education and sustainable building. It was noted that it was hoped that some of the Inquiry would be filmed.

Draft minutes to be approved at the meeting
to be held on Thursday, 24th April, 2008

RESOLVED – That the Board endorses the terms of reference for the Young People’s Scrutiny Forum Environment Inquiry.

125 Draft Statement on Inclusion

(Sue Knights declared a personal interest in this item as a Member of North West SILC.)

RESOLVED – That this item be deferred to the next meeting on 24th April, 2008.

126 Annual Report 2007/2008

The Head of Scrutiny and Member Development submitted a report which detailed the Board’s contribution to the Annual Scrutiny Report 2007/08.

Appended as late information was the Annual Report 2007/08 – draft text.

The Principal Scrutiny Advisor reported that the text would be completed following approval of the Board’s final inquiry reports.

RESOLVED – That the Board agrees the contribution to the Annual Scrutiny Report 2007/08.

127 Executive Board - Minutes

RESOLVED – That the minutes of the Executive Board held on 12th March, 2008 be noted.

128 Date and Time of Next Meeting

Thursday 24th April, 2008 at 9.45 am in the Civic Hall, Leeds (No pre-meeting).

(The meeting concluded at 11.58 am).

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Report of the Head of Scrutiny and Member Development

Scrutiny Board (Children's Services)

Date: 24 April 2008

Subject: Draft Inquiry report – Education Standards

Electoral Wards Affected: All

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Introduction

- 1.1 In June 2007, the Scrutiny Board (Children's Services) agreed to carry out an inquiry into Education Standards, as one of the Board's major pieces of work for the year.
- 1.2 The Board is now in a position to report on its conclusions and recommendations resulting from the evidence gathered.
- 1.3 The draft final report will be circulated in advance of the meeting.
- 1.4 In addition the Board will receive an update on queries raised at the March meeting of the Board regarding data on those not in education, training or employment (NEET).

2.0 Consultation

- 2.1 Scrutiny Board Procedure Rule 16.3 states that "where a Scrutiny Board is considering making specific recommendations it shall invite advice from the appropriate Director(s) prior to finalising its recommendations. The Director shall consult with the appropriate Executive Member before providing any such advice. The detail of that advice shall be attached to the report".
- 2.2 Any advice received will be reported at the Board's meeting for consideration, before the Board finalises its report.
- 2.3 Once the Board publishes its final report, the appropriate Directors will be asked to formally respond to the Scrutiny Board's recommendations within three months.

3.0 Recommendations

3.1 The Board is requested to:-

- (i) Agree the Board's final report and recommendations.
- (ii) Request that officers formally respond to the Scrutiny Board's recommendations in July 2008.



Report of the Head of Scrutiny and Member Development

Scrutiny Board (Children's Services)

Date: 24 April 2008

Subject: Draft Statement on Inclusion

Electoral Wards Affected: All

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Introduction

- 1.1 In October 2007, the Scrutiny Board (Children's Services) considered the draft Leeds Inclusive Learning Strategy. Having considered the draft strategy, the Board established a working group to give more detailed consideration to two of the strategic priorities within the strategy.
- 1.2 The working group was also commissioned to review progress in implementing the recommendations of the Specialist Inclusive Learning Centres (SILCs) inquiry published in April 2006.
- 1.3 The working group has completed its work and the Board is now in a position to report on its conclusions and recommendations resulting from the evidence gathered. This has been done in the form of a Statement from the Board.
- 1.4 The draft statement is attached for consideration.

2.0 Consultation

- 2.1 Scrutiny Board Procedure Rule 16.3 states that "where a Scrutiny Board is considering making specific recommendations it shall invite advice from the appropriate Director(s) prior to finalising its recommendations. The Director shall consult with the appropriate Executive Member before providing any such advice. The detail of that advice shall be attached to the report".

- 2.2 Any advice received will be reported at the Board's meeting for consideration, before the Board finalises its statement.
- 2.3 Once the Board publishes its final statement, the appropriate Directors will be asked to formally respond to the Scrutiny Board's recommendations within three months.

3.0 Recommendations

- 3.1 The Board is requested to:-
- (i) Agree the Board's final statement on Inclusion.
 - (ii) Request that officers formally respond to the Scrutiny Board's recommendations by July 2008.



Leeds
CITY COUNCIL

DRAFT

Draft statement of

Scrutiny Board
(Children's Services)

Inclusion

Introduction



Introduction

1. At its meeting in October 2007, the Scrutiny Board (Children's Services) considered the draft Leeds Inclusive Learning Strategy.
2. The revised Inclusive Learning Strategy is a Children Leeds strategy, and whilst its initial focus is on education, the aim is to develop more multi-disciplinary working.
3. Having considered the draft Strategy, the Board appointed a working group to give more detailed consideration to two of the strategic objectives outlined in the strategy:
 - the further development of specialist provision, including the role of the SILCs;
 - the further development of the behaviour continuum and provision, including the role of the pupil referral units.
4. The working group was also commissioned by the Board to review progress in implementing the recommendations made by the Scrutiny Board (Children's Services) in April 2006 arising from its inquiry into Specialist Inclusive Learning Centres (SILCs).
5. The working group met on three occasions: 5th December 2007, 27th January and 6th March 2008.
6. Following presentation of the working group's findings to the full Scrutiny Board, the Board has agreed the following statement and recommendations.

Comments and Recommendations



SILCs

1. At the first meeting of the working group the focus was on strategic objective 2 of the Inclusive Learning Strategy: the further development of specialist provision, including the role of the SILCs.
2. Members considered the project brief and action plans for this objective of the strategy.
3. This objective will seek to bring greater coherence and consistency to the roles of the various types of provision – ie mainstream school, resourced provision, SILC partnerships, SILCs – so that there is a clear continuum of provision to meet varying levels of need.
4. Members flagged parental participation as an ongoing concern, even whilst acknowledging the positive progress and activity that has taken place, particularly recently.
5. In particular, parental perception about the amount of choice parents have with regard to a SILC or mainstream placement for their child remains an issue for some parents. A key factor here is the requirement for a statement in order to access a SILC place.
6. Officers repeated a request for Members of the Scrutiny Board to encourage individual parents who approached them with concerns about inappropriate placements to contact Education Leeds, in order that they could fulfil their duty to investigate these cases.
7. This led on to another concern of the working group – regarding the appropriate use of special educational needs (SEN) funding through the Funding for Inclusion (FFI) scheme, by some mainstream schools. Funding for pupils' special educational needs in mainstream schools is delegated to schools, and the management and governing body will then determine how it is spent at their discretion.
8. Members were very pleased to hear that closer monitoring of how schools spend resources allocated to them for SEN provision is being incorporated into Education Leeds' school improvement teams and School Improvement Partners' monitoring and challenge of

Comments and Recommendations



schools, on an outcome focused basis. This is part of a stronger inclusion focus in this relationship.

Recommendation 1

That Education Leeds report regularly to the Scrutiny Board (Children's Services) on any concerns regarding schools' use of delegated SEN funding, and how schools have responded to challenge.

9. Outreach was felt to be another key area for development, in order to use existing expertise from SILCs and partnership schools to support mainstream schools to increase their ability to meet the needs of SEN pupils well. The Working Group agreed that further developing the expertise of mainstream schools is still a key issue in making mainstream school a realistic option for more parents.

10. Some members of the working group also maintain concerns that, where some mainstream schools rely extensively on Teaching Assistants and Higher Level Teaching Assistants to provide support for these pupils, then there is not enough pedagogical input for these children and that they may not achieve their full educational potential as a result. This was not felt to be a widespread problem, but was a significant

factor for those small number of pupils struggling to cope.

11. Whilst it will take some time to deliver the objectives of the Inclusive Learning Strategy, the working group was reminded that recent Ofsted inspections had judged existing SILC provision to be good or outstanding. Existing pupils were benefiting from ongoing improvements and developments at the same time as the longer term plans were being progressed.

12. Officers also informed the working group that the review of provision as part of this objective was not looking at SILC closures. There was an acknowledgement of the need for specialist SILC provision in each area of the city, although in some cases that may not be in the current location(s).

13. In particular, the various school building programmes offered opportunities, such as the development at Temple Moor with the East SILC.

Behaviour

14. The second meeting of the working group focused on the third objective of the Leeds Inclusive Learning Strategy – the further development of the behaviour continuum and

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provision, including the role of the pupil referral units. The Board's particular interest in this objective was sparked by concerns raised in spring 2007, when the Board received a briefing on the No Child Left Behind initiative and the Area Management Board arrangements.

15. At that time, members had noted the governance and joint working arrangements being put in place, but asked for further evidence of additional support on the ground to assist staff in schools to tackle behaviour issues on a day to day basis, especially at the lower end of the continuum.

16. The working group received a presentation on the development of a new model for the behaviour continuum, which demonstrates how provision would be delivered in each wedge of the city, providing a range of levels of support from assistance in schools through to a centralised BESD (Behaviour, Emotional and Social Difficulties) SILC provision.

17. A diagram of the model and a description of the provision planned for each Key Stage is appended to this report.

18. Although this hub and spoke model is still subject to

consultation, some parts of it are already being developed, for example the Oasis centres. If fully implemented, it will increase the availability of local behaviour provision, particularly at an 'intermediate' level.

19. The working group discussed the geographical distribution of current provision, and in particular the impact on travelling times for pupils, and the cost of transport. For example members noted that approximately £120k of the £400k budget for the Oakwood site was spent on taxi fares.

20. It is anticipated that one of the benefits of the new model will be that transport costs will reduce, with more money available to spend directly on provision.

21. Members stressed the importance of the new provision developing the notion of a 'revolving door' so that pupils returned to mainstream provision as soon as possible, and other 'at risk' pupils are able to benefit from support. This is key to resolving historical perceptions of blockages in the system.

22. The working group asked if there was any evidence or case studies relating to the number of young people 'saved' from

Comments and Recommendations



exclusion by intermediate interventions such as alternative programmes. There should be a system of tracking and monitoring the success of the various interventions across the whole behaviour continuum as part of the increased drive for accountability in this area.

Recommendation 2

That Education Leeds reports to the Scrutiny Board on how it will monitor the success of different behaviour interventions across the whole continuum in achieving outcomes for pupils (including mainstream schools, alternative provision, partnership provision, resourced provision, Area Management Board provision, Pupil Development Centres, Learning Support Units, Oasis provision, Teaching and Learning Centres, Pupil Referral Units and SILC provision).

23. In terms of staff development, the working group discussed some of the keys to success. In particular, siting new provision in excellent schools was a deliberate strategy. Education Leeds was also exploring the potential for mainstream staff to be seconded to behaviour provision to develop their expertise.

24. Members talked about issues around transition from primary

to secondary school. They suggested the need to identify vulnerable pupils who have not quite required outside placements in primary school, but for whom the disruption of transfer to secondary school is liable to trigger such a need. Primary schools identifying such pupils and alerting secondary schools was part of a preventative strategy, but it was also hoped that the new Oasis centres would help meet this type of need.

25. Members asked about the referral routes for the Oasis provision, which will take the form of eight place provision which pupils will typically attend for half a term, whilst maintaining regular contact and part-time attendance at their existing mainstream school. The working group was told that it was expected that the referral route would be via schools, against locally set criteria. It was not anticipated that parents would be able to refer a child, although if a school refused to refer a child the parent would of course have recourse to normal routes to pursue any complaint, including through the governing body or the Parent Partnership Service.

26. The working group advised that it was important that referral routes need to be set out clearly

Comments and Recommendations



from the outset, as it was circumstances such as this which could create tensions with parents when they felt that the system was failing them.

Recommendation 3

That Education Leeds clearly sets out the referral routes for the Oasis centres.

27. The working group discussed with officers the progress that was being made in establishing an ongoing dialogue with parents, both collectively and individually. It was recognised that on the whole communication had improved significantly, but members stressed that the positive work on this issue needed to be maintained through continued efforts in order to overcome some of the deep-seated history of parental suspicion.

28. The working group was also very interested to discover how the changing pattern of school provision – ie the establishment of Academies and Trusts – impacted on behaviour issues.

29. Aspects discussed included:

- Exclusions
- Exemptions from admitting pupils excluded from other schools

- Admissions policies and the knock-on impact on the intake of other local schools
- Different trigger levels for exclusion
- Different financial rules – funding does not follow the excluded pupil in the case of the Academy.

Recommendation 4

That Education Leeds continues to lobby the DCSF to ensure that the establishment of future Academies, especially in Leeds, provides for funding to follow an excluded pupil.

30. Members were pleased to hear from officers of the work that had been done to develop relationships between Education Leeds and the David Young Community Academy, as well as other local schools, and of the success of this work so far. It was helpful to be able to discuss these issues with officers, following the attendance of the Academy Principal at the Scrutiny Board the previous week.

31. Some of the lessons learned were being built into the draft protocols for any future Academies and partnerships in Leeds, as an expression of the local authority's ethos and commitment to schools working collaboratively. This is an issue

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that the Scrutiny Board has stressed continuously throughout its work, and particularly in its inquiry last year on the implications of trust schools for the local authority.

32. The working group also noted that the change to Trust status in Garforth had not resulted in any changes in access to provision to date.

Scrutiny Inquiry on SILCs

33. The working group was also tasked by the Scrutiny Board with tracking progress in implementing the recommendations of the original SILCs inquiry, which reported in April 2006.

34. When the SILCs inquiry report was originally produced it had been anticipated that a review of the SEN policy, including accommodation and funding was imminent.

35. Members were clear in their inquiry report that *"We also need to recognise that our inquiry took place at a particular moment in time, and our findings will reflect that fact."*

36. Eighteen months on from the original scrutiny inquiry, the publication of the refreshed Leeds Inclusive Learning Strategy meant that there was a

need to revisit these findings and take stock of progress. Accordingly, the working group considered an update on each of the recommendations, relating them to the Leeds Inclusive Learning Strategy.

37. In order to reflect the new approach outlined in the Inclusive Learning Strategy, it is agreed that it is no longer appropriate to monitor the recommendations as they were originally written in 2006.

38. Instead the working group has considered how the new approach outlined in the new Strategy reflects the spirit of the Board's previous inquiry and recommended to the Board that implementation of the four strategic objectives contained in the Leeds Inclusive Learning Strategy should form the key focus for ongoing monitoring.

39. The Scrutiny Board has agreed that this will form the basis for the next stage of its involvement in the development of inclusive practice.

Recommendation 5

That Education Leeds and the Principal Scrutiny Adviser devise an appropriate framework for the Scrutiny Board to monitor implementation of the Leeds Inclusive Learning Strategy during 2008/09.

Participants



Members of the Working Group

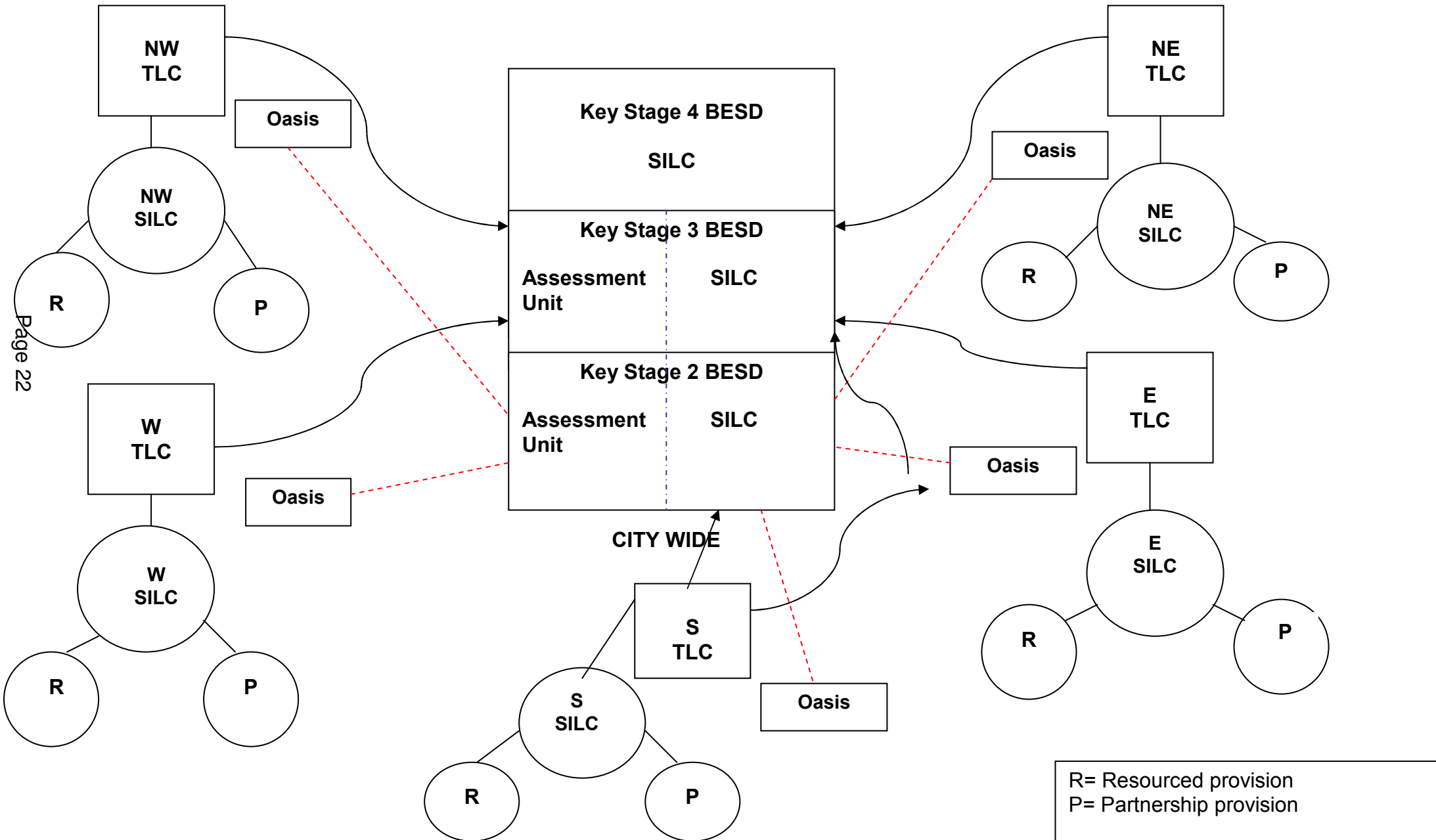
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Witnesses

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**SPECIALIST
BESD PROVISION**

Area based



R= Resourced provision
P= Partnership provision

1. At Key Stages 1&2, the following behaviour continuum is envisaged:

Universal	Universal	Targeted	Targeted	Targeted	Specialist
Primary schools	Nurture provision	Pupil Development Centres (PDC)	Oasis provision	KS2 Pupil Referral Unit (PRU)	KS2 SILC

2. At Key Stage 3, the following behaviour continuum is envisaged:

Universal	Universal	Targeted	Targeted	Targeted	Specialist
Secondary schools	Learning Mentors	Learning Support Units (LSU)	Learning Centres	KS3 PRU	KS3 BESD SILC

3. At Key Stage 4, the following behaviour continuum is envisaged:

Universal	Universal	Targeted	Targeted	Targeted	Specialist
Secondary schools	Learning Mentors	LSUs	Learning Centres	Alternative Provision	KS4 BESD SILC

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Report of the Head of Scrutiny and Member Development

Scrutiny Board (Children's Services)

Date: 24 April 2008

Subject: Draft Inquiry report – Services for 8-13 year olds

Electoral Wards Affected: All

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Introduction

- 1.1 In June 2007, the Scrutiny Board (Children's Services) agreed to carry out an inquiry into services for 8-13 year olds, as one of the Board's major pieces of work for the year.
- 1.2 The Board is now in a position to report on its conclusions and recommendations resulting from the evidence gathered.
- 1.3 The draft final report will be circulated in advance of the meeting.

2.0 Consultation

- 2.1 Scrutiny Board Procedure Rule 16.3 states that "where a Scrutiny Board is considering making specific recommendations it shall invite advice from the appropriate Director(s) prior to finalising its recommendations. The Director shall consult with the appropriate Executive Member before providing any such advice. The detail of that advice shall be attached to the report".
- 2.2 Any advice received will be reported at the Board's meeting for consideration, before the Board finalises its report.
- 2.3 Once the Board publishes its final report, the appropriate Directors will be asked to formally respond to the Scrutiny Board's recommendations within three months.

3.0 Recommendations

3.1 The Board is requested to:-

- (i) Agree the Board's final report and recommendations.
- (ii) Request that officers formally respond to the Scrutiny Board's recommendations in July 2008.

Services for 8-13 year olds

Draft

Scrutiny Inquiry Report

Introduction and Scope



Introduction

1. The Leeds Children and Young People's Plan sets out local priorities and actions to deliver universal and targeted services to all children and young people aged 0-19, and older for those with special needs.
2. This background complemented the strong conclusion of the Board's inquiry on youth services, carried out last year, which was that there needed to be more investment in universal and targeted services for the 8-13 age group, and that seeking to re-engage young people and their families in structured provision and support at 13-plus was often very difficult.
3. This is not to suggest that there is no provision for the 8-13 age group currently, but to identify a need for a more formalised approach to ensuring that the full range of services is extended across the whole 0-19 age range, by enhancing current levels of provision for the 8-13 age group. Much of this delivery will be channelled through extended schools – now badged as extended services.
4. In order to decide on an appropriate and manageable focus for the inquiry, the board commissioned a small working group from amongst its membership to scope the inquiry. The working group met with the council's Acting Chief Officer for Early Years and Youth Service on 31st July 2007.
5. The working group discussed the strategy for achieving a more joined up service framework so that there is a smooth transition and continuity of opportunities, involvement and support for young people and their families from 0-19.
6. Members also learned about the statutory impetus provided by the new requirement within the Childcare Act to provide information for children and families covering the 0-19 age group, combined with the new duty to provide a sufficiency of childcare up to the age of 14 to support working families.
7. The working group was concerned to identify areas where the Scrutiny Board's input could add value to the development of services for 8-13 year olds in Leeds, having regard to the proposed timescale for the inquiry.
8. The group identified a number of aspects of the 'infrastructure' necessary to successful delivery of universal and targeted services for 8-13 year olds, and suggested that the Scrutiny Board's inquiry could focus on these areas:

Introduction and Scope

- Meeting the requirement to provide information for children, young people and families
 - The use of assets, particularly schools but also other buildings, to deliver services
 - Governance models in relation to extended schools
 - The role of councillors in supporting and promoting local delivery of services for 8-13 year olds
 - The opportunities that are available for young people aged 8-13 to participate in decision-making and influence issues that affect them
 - The infrastructure required to deliver the play strategy
9. Many of these themes (such as the provision of quality, accessible information) have formed key strands of inquiries by the Board on a range of topics in the past.

Conclusions and Recommendations



Background

10. At the outset of our inquiry we learned about a number of statutory duties which need to be offered to children, young people and their families, and which impact particularly upon services to the 8 to 13 age range.
 - A new duty to provide parents with all the information they need as parents of children aged from 0 to 19 (25 where the young adult has disabilities)
 - The delivery of all schools as 'full core offer' extended schools by 2010
 - A children's centre in every community by 2010
11. In order to shape the Leeds response to the expectations within the legislation a new 'core offer' of universal, extended services from schools, children's centres, youth provision, community learning facilities and health was developed as part of the Children and Young People's Plan in 2007. The 'core offer' represents what services all children and families in Leeds can expect to receive and is one of the foundations for implementing the Every Child Matters agenda locally.
12. The 'core offer' of universal, extended services from schools, children's centres, youth provision, community learning

facilities and health includes the following elements:

- Fully integrated and flexible early education and childcare services for children up to age 14
- An entitlement for all learners that meets their individual needs and maximise their potential
- Family support, including parenting, health and social care providing early intervention and swift referral to more specialist help where appropriate
- Access to health visiting and school nursing services, providing health information, support and advice for children 0 -19 years, at home, at school and in community settings
- Access to information and support to children and young people to improve their own health, including smoking cessation, alcohol and drug misuse, sexual health, healthy eating and physical activity
- Increased access to services and activities at home, school, children's centres and in community settings for children with disabilities
- A menu of positive activities for children and young people beyond the school day and year on school and other sites
- Access to local, age appropriate play, leisure, and recreation

Conclusions and Recommendations



- opportunities that are freely chosen and done for their own sake
- Access to informal social education programmes within community settings
 - Access to high quality, comprehensive and independent information, advice and guidance to children, young people and parents, covering all aspects of need, including childcare
 - Access to individual support for all young people to plan and review learning and fulfil their career aspirations
 - Outreach to support vulnerable and/or isolated families and assist them to engage with appropriate community resources
 - Access to support and training to assist families with work readiness and employment issues
 - Community access to enhanced school, children's centre and other sites
13. We also heard about changes taking place in the way that services will be funded in the future, in particular that the development of a Joint Preventative Commissioning Panel with key partners pooling budgets. New procedures will be used in a phased programme to commission services across the 0 to 19 age range starting in April 2008.
14. External grant funding to support the development of services for children and young people has in the past been allocated with a ring fence to particular age ranges. So, for example, funding for children aged 0 to 4 and families has come through general Sure Start grant and funding for children aged 5 to 13 has been allocated through the Children's Fund. From 2008–11 local authorities will have increasing flexibility to commission services in ways that bring the benefit of integrated service delivery and a focus on the whole family.
15. We know that there is a lot of work that takes place that is funded on a short term or pilot project basis, either through local grant funding and short-term contracts, or through successful bids for government funding. We would not want Leeds to miss out on the added value and extra activity that this funding makes possible. However we were conscious that there was perhaps a higher proportion of work with the 8-13 age group that has been funded in this way, probably related to the historically lower profile for this work that we identified as one of the reasons for undertaking our inquiry.
16. We are concerned that there needs to be more stability in this area if the momentum gained

Conclusions and Recommendations



through work with the early years age groups (which has received substantial investment in Leeds over a long period and provides nationally recognised excellent services) is to be properly sustained, and services avoid having to play catch up when young people reach the age of 13 or 14.

Recommendation 1

That the Director of Children's Services reports to us within 3 months on how the new commissioning strategies being adopted by the Children Leeds Partnership will provide a more stable funding framework for services to 8-13 year olds.

Extended Services

17. For most 8-13 year olds, one of the best ways to access leisure activities and other services is through their school. The extended services agenda has a vital role to play in developing the range and quality of these activities.
18. The Council has a statutory duty to provide the 'full core offer' of extended services to all children and families in the city by 2010. These services include leisure activities, health services and learning opportunities, and will be provided by a range of bodies. The 'full core offer' of extended

services required from schools includes

- High quality childcare (from 8am to 6pm, five days a week, 48 days a year)
- A varied menu of study support and enrichment activities
- Access to parenting support
- Swift and easy access to other relevant services, particularly for children with additional needs.
- Community access to school facilities.

19. The board received information on current progress in Leeds in the development of extended services. There are 38 clusters of extended schools across the 5 wedges of the city and 114 schools in Leeds already provide the 'full core offer'.

20. 165 Primary Schools and 35 High Schools provide a varied menu of activities for children aged 8 to 13 during term time. These activities include study support and a wide range of extra curricular activities including sport, arts and hobbies. Most clusters provide before and after school childcare facilities to support working parents and breakfast clubs. In summary, around 90% of high schools and 74% of primary schools are currently providing at least some aspects of the 'full core offer'.

Conclusions and Recommendations



21. The city's secondary schools are already on target to meet the 2010 deadline. We were told that primary schools and Specialist Inclusive Learning Centres (SILCs) need further assistance, but should also be able to reach the target.
22. We learned that Leeds has self-set an aspirational target of full Core Offer by SILCs for September 2008. A SILC strategic plan was being developed, which would need to address some of the practical challenges such as:
- Transport provision for accessing after-hours (after school) and out-of-hours (evenings, weekends) provision
 - Additional staffing needs, e.g. escorts
 - Staff support and training, e.g. behaviour management
 - Logistics of what is provided where and when
23. For pre-school children, the main focal point for delivery of extended services is children's centres. 50 of these centres cover all Super Output Areas in the lowest 30% in the index of multiple deprivation across Leeds. Children's centres also provide a large amount of family support services and holiday activities for older children as partners in extended services provision. In 2007 there were family 'Fun Days' at most of the children's centres, which were attended by 750 families with children, mostly aged up to 11.
24. The Board asked about extended services access to PFI schools. There are now 7 PFI high schools and 16 primary schools operating across Leeds. Members were reminded of the briefing paper produced for the Board by the Public Private Partnership Unit the previous year in relation to their inquiry on youth services, on the use of PFI schools by community groups and third party groups. This paper had indicated that the allocation of time within the contracts was not being fully utilised. We heard that initial problems with some PFI built schools, in terms of access to facilities outside of school hours, were being resolved, and that lessons had also been learned for future projects.
25. The role of extended schools coordinators was discussed. Members were concerned about the fact that only 24 of the 38 clusters had an appointed coordinator when we asked the question in October 2007. We were pleased to be told that there was a commitment from Children's Services to appoint coordinators for all clusters, but we are concerned about the impact of short-term funding on the stability of these posts and the potential to

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discourage high calibre staff from applying. With the emphasis on locality working across Children's Services, these posts are an important link in the chain.

26. We were especially pleased to hear about developments in the LS10XS cluster, which has included after-school club provision based at the South SILC since May 2007.
27. In addition we learned that three clusters in South Leeds had received joint funding from Surestart to provide a pilot from January to March 2008 of localised after-school clubs for children in Beeston, Belle Isle, Holbeck, Hunslet and Middleton. 17 primary schools and Broomfield SILC were providing opportunities for children to attend clubs local to their home, rather than based on the school they attend.
28. The cluster and the SILC are also providing training for local providers of extended services to help provide an inclusive programme of activities for all children and young people.
29. Officers are working to ensure that schools make the best use of existing resources, and also that all partners are actively engaged. It is important that headteachers and their staff buy into the process and understand the wider

educational benefits which extended services can bring. School governors (including many councillors) also have a role to play in driving the process forward.

30. We were also pleased to hear that Education Leeds was working on these issues through the development of quality improvement strategies for extended services. It is important for schools that they can see how extended services help them to improve achievement and outcomes for their pupils, as their primary purpose. It is also important that we can assess the contribution extended services make to the five outcomes for children and young people more generally, and start to identify and disseminate best practice.
31. We were provided with information on the various options for governance in relation to extended services, including information prepared specifically to help governing bodies consider the most appropriate way forward for their own schools as extended services providers, as well as their responsibilities in relation to the five Every Child Matters outcomes. We heard that this had generally been well received by governing bodies and had also led to Leeds feeding into the DCSF draft national guidance.

Conclusions and Recommendations



32. For those schools that are already providing extended services, parent and community representation is the next level of challenge in relation to governance.

Recommendation 2

That the Director of Children's Services reports back to us within three months on how she will encourage all schools that are not yet participating in the provision of extended services to do so.

Holiday activities

33. As well as those services offered to 8-13 year olds via schools all year round, the board also examined the activities provided by Council departments during the school holidays.
34. There are a huge range of different activities on offer for children of all ages during the summer break. Many of these activities are available free of charge and are designed to be accessible to a wide range of children of different ages and backgrounds and from different parts of the city. However, it is recognised that some problems with access remain.
35. Where possible, detailed data is recorded to enable the service providers to make sure that a broad range of young people are accessing the services. Attempts are being made to identify 'cold spots' in the city where there are currently no summer events, or where children are not taking advantage of the facilities available. Improving inclusion for children with disabilities is also a priority. Transport is recognised as being key to accessibility.
36. Breeze, mini Breeze and Positive Activities for Young People provide a wide range of activities and events for children and young people during school holidays. These activities are focused upon the older age range, but uptake in the 8 to 13 range is high. More than 9,000 children aged 8 to 13 attended Breeze events in summer 2007. A number of young people are also carers for, or choosing to bring, younger siblings to organised events. In some cases parents bring whole families to enjoy facilities on offer. The rich and varied parks and countryside areas of Leeds host a number of open days and events in July and August which are well visited.
37. We received information from Parks and Countryside, the library service, Positive Activities, Leeds Children's Fund and Breeze on the activity programmes and participation levels, which showed the range of events available for children and young people to participate in.

Conclusions and Recommendations



38. We also learned that 80 playschemes had been funded by the Council over the summer. We were pleased to hear that some of these schemes were held in schools, as well as to hear that the youth service is getting more access to schools in the evenings and holidays. Around 5,000 11-13 year olds access youth service activities despite being outside the core youth service age range.
39. We also received an analysis of attendances at the various Breeze events by the former Leisure Services department. The information showed that 8-13 year olds are the predominant participants in most of these events, although there was a spread of young people both much younger and older, as well as participants from neighbouring authorities – and further afield in some cases. The 0-10 age group has been identified as targets for the take-up of the Breeze card.
40. We are interested to hear and see how officers are starting to analyse participation data taken from the Breeze cards in order to identify areas of low take-up and to consider targeting of activities to fill gaps. At least 9,000 children and young people accessed Breeze events over the 2007 summer holiday period.
41. We requested information on activities hosted by secondary schools during the 2007 summer holidays as an example of how accessible the city's schools are outside school time. We were disappointed that there was a nil return for 16 of the 39 high schools reported, implying that the facilities were not in use over the summer holidays. Most of the activities listed were Gifted and Talented provision.
42. The most active programme we heard about was based around Garforth Community College, which produced a comprehensive programme brochure listing a wide range of on and off-site activities. However, we were aware that this programme is for 11-16 year olds and therefore only covered a part of our age range. Most activities had a cost, although there was a 50% reduction for those entitled to free school meals.
43. We acknowledged that there is a role for us as Scrutiny Board members - and also for all councillors - in our roles as school governors to encourage our schools to make themselves accessible in summer for activities, whether under the school's initiative, or by making the premises (and possibly transport) available to voluntary, community and faith sector

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organisations running holiday schemes.

for all children by disabled children is not clear.

44. Transport for this age range is an obvious issue. Children aged 8 to 13 are often in need of escort to attend events or activities that are not locally based. This further prejudices vulnerable groups and disabled children. Transport is frequently raised by young people as a barrier to participation for reasons of cost and safety, as evidenced by the 'Catching the Bus' report produced in 2007 by our Young People's Scrutiny Forum. Information on the geographical spread of activity is not available other than for Breeze on Tour and some Parks information. It is not clear if some children in this age group are particularly disadvantaged because of the activities available to them where they live and what transport alternatives are safely available for them to access opportunities that are further a field.

45. Access to services and activities by vulnerable groups is an issue. The data does not always indicate the ethnic origin of attendees or indicate whether the opportunities are accessible by disabled children. There are specific events and opportunities organised for children with disabilities. However, access to the full range of activities available

46. We were pleased to hear that many summer holiday activities are free to attend. We also learned that some paying schemes are eligible for tax credits, but we were not sure how widely known this was or whether take up was good.

47. Members were particularly keen to examine the attempts made to engage children from more disadvantaged backgrounds. The way in which events are advertised was seen to be crucial in getting the message across. At present a number of different forms of advertising are used, including mailings to children with Breeze cards, door-to-door mail-drops, internet advertising, posters in libraries and direct mail to looked after children.

48. However, members felt that there was still a danger that some young people could 'slip through the net' and suggested that some additional techniques be used, such as asking teachers in extended schools to help identify those children and families who would most benefit from accessing summer provision. We also particularly feel that there could be some thought given to targeting parents via, for example, children's centres, and perhaps actively encouraging them to plan

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attendance at activities for their children during the holidays.

Recommendation 3
That the Director of Children's Services reports back to us within three months on how parents and families will be assisted and encouraged to access holiday activities for their children.

Information

49. In addition to looking at the advertising of summer activities, members also examined the broader ways in which information is communicated to children and families by the Council. This mainly takes place via two websites – The Family Hub and the Breeze website.
50. The Breeze website is aimed at young people and provides them with information on 'where to go' and 'what to do' in the city. The site contains a facility to find events and activities by postcode and users can look at a map of their area showing what is available. The site is mainly focused on leisure activities, although there is also a message board where breeze card holders can discuss a whole range of issues affecting young people.
51. Information for parents and families is available via The Family Hub. Users can search for information under three categories – Childcare, Services for Families and Activities. Services can also be located by postcode or on a map.
52. Both websites are widely advertised and are visited by thousands of people each week. However, members did have some concerns that such a heavy emphasis on the internet as a source of information could lead to the exclusion of those families who do not have access to a computer. It was explained that different tactics were being employed to get information to 'hard to reach' groups. For example, by sending vans with mobile advertising screens out into communities. Hard copies of the Family Hub Directory are also available and information is sent by text message to anyone who registers with the service.
53. We were told that, in preparation to meet the new extended statutory duties of information provision to parents, and also our aspiration to provide an excellent information service to children, young people and families in Leeds, a senior officer had been seconded to develop comprehensive, well linked web sites and service directory with a clear strategy for service provider input, the rationalisation of leaflets and locality based publicity for all services available. The work will

Conclusions and Recommendations



pay particular attention to access to information and services for vulnerable groups, in particular disabled children and socially excluded families.

54. We were impressed with the Breeze and Family Hub websites and their development so far. However, we feel that there is still need for further input and investment if the sites are to be a truly comprehensive source of information on what is available for children and young people in Leeds. We are pleased that contributors will be able to keep their own information up to date, but this is a 'must' not an option if the site is to be useful. We also think that it is crucial that the sites are user friendly.

Recommendation 4
That the Director of Children's Services reports to us within three months on how she will ensure that the Breeze and Family Hub information is kept up to date.

55. We are also somewhat concerned at the possible over reliance on the internet as a source of information. Whilst it is undoubtedly the best way of keeping information up to the minute, and covering the vast range of services across the city, the internet is still not readily accessible and accessed by many people in Leeds.
56. In general we felt that more still needs to be done to publicise the available activity, using a wide range of methods in order to ensure as many children and young people as possible (and their parents and carers) know what is available to them.
57. There remains a need for a more comprehensive approach to making the right information available to people quickly and easily. This includes paper based information, and raising awareness at events. It may also involve taking computers out into the community and helping people to access the information they are interested in. We also suggested that the team might consider promoting the websites at school open days, fairs and parents' evenings as a way of raising awareness.
58. Besides the awareness and accessibility of information, we also feel that there is a further more strategic role for those staff working with the Hub: for example in liaising with local staff such as extended services co-ordinators and others to identify services that could be added to the Hub; and also in identifying potential duplication and gaps within local areas and across the city.
59. We saw some interesting examples of locally based activity programmes during our inquiry.

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These ranged from single venue programmes listing holiday activities, to a ward based directory of all notified provision for children and young people including uniformed organisations, sporting activities, arts and clubs.

60. The quality and clarity of these publications varied, depending on experience, funding and coverage, but we think these are an excellent way of informing children and young people, parents and workers of what is available at a local level at a glance, and provide a useful supplement to the hub website.
61. At present, the production of these programmes is on an ad hoc basis. As one of our key themes was information infrastructure, we believe more thought needs to be given to supporting a more comprehensive coverage across the city, in order to promote better awareness of what is on offer. We are not advocating a bureaucratic centralised publication process, but do recommend that the information strategy for children's services promotes a network of publications that covers the whole city.

Recommendation 5

That the Director of Children's Services ensures that there is comprehensive provision of local activity programmes and directories across Leeds, and

reports back to us within three months on how this will be achieved.

The Play Strategy

62. The Play Strategy in Leeds has been approved by both the Children Leeds Partnership and the council's Executive Board. The Play Network is leading work in relation to the Play Strategy on behalf of the Children Leeds partnership.
63. We agree with the foreword to the strategy that improving play in Leeds is vital if we want to improve the lives of children and young people. Children and young people tell us that more places to go and more things to do in the city are very important for them and we need to work to meet their expectations. Play is so important because opportunities for good, free play help children and young people to thrive – helping them to be happier, healthier, safer and to develop new skills, new confidence and new friendships. Above all, play allows children to enjoy life.
64. Whilst play is important for all children and young people, not all of them enjoy the same opportunities. Many of our children and young people have more limited opportunities for play because of their own circumstances or because there

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are fewer facilities and choices in their neighbourhood. The strategy identifies children and young people from the following groups as facing particular challenges in accessing play provision:

- Looked After Children
- Disabled children and those with other support needs
- Semi-rural fringes of the authority
- Inner city areas
- Mobile and transient families
- Black and minority ethnic groups

The strategy aims to narrow the gap to make sure that all children and young people in Leeds have the chance to play.

65. There is a recognition that play has historically been too divided between organisations and too much considered as an unimportant afterthought or as the responsibility of others. A key aim of the strategy therefore is to create a common culture in the city where everyone recognises the importance of play in their work and for children, young people and their families.
66. In terms of physical infrastructure, the strategy covers a range of traditional fixed play provision and the development of more adventurous less structured play

opportunities, many of which are targeted at the 8 to 13 age range. A New Lottery Bid has successfully brought £1.3 million into the city to develop new fixed play provision and increase the amount and scope of less structured play provision and adventure play grounds.

67. Play sub groups are operating in each of the 5 wedges of the city and bringing together local practitioners with an interest in play. This is improving co-ordination and delivery. We were told that closer relationships between play workers and co-ordinators in clusters of extended schools are enabling the more effective use of school sites to deliver positive activities outside of school terms. The street play project supports many children in the 8 to 13 age range in the summer holidays. 'Play is Sorted', which we visited as part of our inquiry, is an example of excellent practice in the west of the city and this model could be developed across the city.

68. The Play Strategy recommends the recruitment of a Play Project Officer to strategically lead on the implementation of the strategy and the establishment of a Play Partnership. This partnership would take a governance role in developing an integrated commissioning plan for play.

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Recommendation 6
That the Director of Children's Services reports back to us within three months on the Play Officer's work plan and progress in establishing the Play Partnership, with specific emphasis on how this work will narrow the gap for the groups identified in the Play Strategy as facing particular challenge in accessing play.

Inclusion

69. The Board considered a summary of the short break service across Leeds as an example of services provided to support children with learning difficulties and disabilities (LDD) and their families.

70. We learned that the Disabled Children's Inter-Agency Partnership leads on strategic planning, service development and joint commissioning of services for disabled children. The group recently appointed a jointly funded programme manager to support the further integration and development of services for disabled children in line with key legislation and guidance. Priorities for the post are:

- leading on a review of short break provision including further developing both specialist and targeted provision;

- supporting disabled children and young people to access universal provision; and
- further developing parent and child involvement and access to information about services.

71. We were told that Leeds is in a strong position to further develop inclusion in universal provision. One of the clusters is involved in a SEN Regional pilot in respect of inclusion in extended services.

The Youth Service wants to further support inclusion; the Inclusion Support Service and Play Network have specialist staff that support inclusion of disabled children in play and leisure settings. There is a specialist sports service and a wide range of voluntary sector provision (such as weekend and holiday play schemes) in the city.

72. We were pleased to hear that it was recognised that children who attended specialist setting such as SILCs were in danger of missing out if they did not live close to the setting they attended for school. Transport and additional care needs can present additional barriers for these pupils in accessing provision. We were particularly interested to learn about some examples of how the Leeds Inclusion Support Service (LISS) is tackling this on a small scale at a local level, by providing funding for the specific needs of

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individuals and small groups of pupils with additional needs from both mainstream schools and SILCs to attend extended services provision, either on site or elsewhere. We also visited the excellent inclusive provision at Ireland Wood Primary School.

73. We identified a need for more opportunities for children and young people to access general provision. We recognise the need for some specialist provision, and that this will be the preferred option in some instances where it is most appropriate to the service being used by the young people. However too often it is issues such as accessibility of venues, transport, support staff costs and even parental confidence that present organisational barriers to inclusion.

Targeted provision

74. We heard about the 'all relative' project as an example of targeted provision for our chosen age group. This project is hosted by the Youth Offending Service and delivers Incredible Years parenting programmes to parents of 8-13 year olds at risk of anti-social behaviour. Although the programmes have been funded in 2006/07 and 2007/08, all funding ceases in March 2008.
75. We heard that the programmes had good records of attendance,

completion and parental satisfaction although many families need additional support from workers between group sessions to hold them in the project. A clinical psychologist provides expertise where this is needed. In addition to project funded staff a range of partnerships have provided additional personnel to support the programme delivery. These include, for example, colleagues from Early Years, Anti-social Behaviour Unit, CAMHS and Education Leeds. All staff are trained in Incredible Years, thus building capacity within the city.

76. Targets for attendance and completion at the groups by parents have been exceeded and significant reductions in the number of young people who are first time entrants to the criminal justice system (many from the super-output areas covered by the project) have been evidenced.
77. We were also given a copy of the analysis report on the project produced by Bangor University, which evidenced the positive impact of the programme.

"From the results we can conclude that although the participating families were mainly socially deprived, and had suffered many negative experiences and problems, the parenting course reduced depression and helped

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parents to manage difficult child behaviour by improving their parenting skills. We know that it is parent behaviour that has modified child behaviour as only the parents attended the group; the children were not seen.

Child behaviour was much improved after parents had participated on the parent course and teachers reported some positive outcomes for children in their learning and behaviour at school."

group which meets 2-3 times a month to produce a quarterly magazine. In addition Crew on the Move works with schools and other groups of young people on an outreach basis. Over 2,700 young people are signed up to receive the magazine and newsletters. We also heard about the work of Youth on Health with this age group, as well as visiting the school council at a local primary school to see participation in action.

Participation

78. We discussed the Leeds Children and Young People's Participation Strategy, which brings together in a single approach how the Children Leeds partnership will work to plan, deliver and improve the participation of children and young people in the services that matter to them.

Recommendation 7
That the Director of Children's Services reports to us within three months on the progress of the Participation Partnership in delivering the implementation plan arising from the Participation Strategy.

79. We also heard about the '5-13 Crew' and the 'Crew on the Move', which encourage young people in this age group to get involved in participation. There is a regular

Voluntary, community and faith sector

80. Mark Law of BARCA reminded us that the voluntary, community and faith sector is the most significant provider of extended services for 8-13 year olds, largely due to the fact that this age group covers a traditional gap in core services. In particular the uniformed and faith based organisations are particularly active in this sector although often their role is unacknowledged. There are many small providers working very locally engaging with communities, and there is some very innovative work going on at a local level. One example of innovative work was the playwork sessions provided by BARCA's Play is Sorted programme for parents accessing the drugs service.

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81. We heard how some of the larger voluntary organisations, such as BARCA, were effectively providing a strategic framework for much of this work, whilst the local umbrella organisations in the city – Voice and Voluntary Action-Leeds – also play an important role in training, support and communications. As with our inquiry on youth services, we were reminded that capacity is a real issue for many smaller organisations.

82. We were pleased to hear from the Director of Children's Services, in her quarterly update report in February 2008, that this issue is being recognised through the appointment of an officer to provide additional support to the sector by the Children Leeds Partnership.

83. Many of the smaller organisations would benefit from nurturing, from support for training, capacity building and to meet the requirements of various contracts and inspection regimes. We made a recommendation along these lines in our inquiry report last year on Youth Services, and we feel that this type of support should also cover organisations offering services for the younger age group.

Recommendation 8
We recommend that the Director of Children's Services promotes the development of

local networks to help smaller organisations to continue to play an effective part in the provision of services for 8 to 13 year olds and qualify for funding.

Transport

84. One of the issues that came up regularly during our visits, and also in our discussions with witnesses at the Board meetings, was transport for children and young people to access activities. The problems were exacerbated further for those with disabilities.

85. This is not a new issue; it regularly features as a concern in the inquiries that we undertake, and was the subject of last year's report by the Young People's Scrutiny Forum. We therefore feel that it is time that a more fundamental review was undertaken to explore how more effective use can be made of existing transport provision. We also believe that potential transport costs need to be considered and built in at an early stage when projects and services are planned, as well as consideration being given to the appropriate location(s) for provision.

Recommendation 9
That the Director of Children's Services commissions an in-depth review of transport, to

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promote more effective use of existing resources and improve children and young people's access to services, and that she reports back to us within three months on progress.

Visits

86. We visited Ireland Wood primary school to discuss its role within the extended services cluster. The school is open 7.30am to 6.00pm, for 51 weeks per year. On-site services include a children's centre which incorporates a before and after school club (also available to other schools although transport is an issue) and a holiday club for about 30 children. This is a joint venture between three primary schools, which has made the provision viable.
87. Ireland Wood is an inclusive school with resourced places and specialist facilities for pupils with complex needs. Again transport is an issue for the school as there is a lack of vehicles that can accommodate more than one wheelchair.
88. There is a community room, used by parent and toddler groups; ante-natal and post-natal classes; midwives; and after school clubs. An Arabic supplementary school is held on the premises at the weekend. Links with the local community include around 50 older people taking part in the school's Christmas events.
89. The headteacher has an ambitious vision for extending the services offered from the site still further, including more specialist therapy services; behaviour provision; more study support; and outreach facilities.
90. After school activities take place across the cluster and try to include children with disabilities wherever possible. However, there is a wider issue about variable provision across the city. Children who travel a long for school should still be able to access extended services close to home, but this is often not the case at present.
91. There is an issue that an inclusive approach affects the school's results, even taking account of contextual value added data. This distorts Leeds' position in the national picture, and needs to be challenged accordingly.
92. At Bankside Primary School we saw how all pupils are able to make their voices heard and be part of the decision-making process through weekly class council discussions which feed into the weekly school council meetings through class representatives.

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93. When we visited, the school council was being consulted about the new building planned for the school. This will be an ongoing process as the project develops. It was exciting to hear the children quiz the visiting officer on a whole range of aspects of the new building.
94. Other examples of where the school council had made an input included a 'playground friends' scheme; interviewing 'young road safety officers'; a presentation to parents on passive smoking; fundraising initiatives; health awareness initiatives; and sports zones.
95. The Weekenders Club provides play services for children and young people with learning difficulties and disabilities - as the name suggests, at weekends. Most participants are 8-14 although the full age range covered by the scheme is 0-19. The club works intensively with small groups of young people and there is a waiting list, as this is currently the only such provision in the city. The club is funded by Social Services and the Leeds Children's Fund, but there is an issue of annual uncertainty about grant funding.
96. We were told that there is a possibility of a second club being opened at Ireland Wood or John Jamieson school sites. Mencap own the base and they also run a youth club during the week for 8-14 year olds. Neither this nor the Weekenders club is inclusive.
97. Another example of specific provision for children with disabilities is the Leeds Athletics Club Junior Disability Group. The Group meets weekly during term-time and focuses on team building and skills development. It is part of a network of multi-sports partnership arrangements across the city, providing access to sports for children and young people as well as adults with disabilities. We were given a copy of the fairly comprehensive programme of facilities and activities on offer. The group relies heavily on parental networking for membership. Issues raised with us included the question of regular guaranteed funding; transport; communication with parents; and holiday provision.
98. Members also spoke to officers supporting the Playing for Success and Double Club schemes. These are national schemes that use sports to inspire learning and promote young people's self-esteem. The schemes are run in conjunction with local teams such as Leeds United, Leeds Rhinos, Yorkshire Cricket Club and Hunslet Hawks.
99. Play is Sorted is part of BARCA. It aims to create safe opportunities

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for children to play freely and make positive use of their leisure time. The project delivers play and leisure services for children in West Leeds including:

- Mobile and outreach play work at specific points using a mobile bus
- Holiday playschemes
- One to one play support
- Out of school clubs
- Weekly club for children and parents which encourages parents to lead activities with their children
- Play provision based at the Hillside Reception Centre for the families of newly-arrived asylum seekers and refugees.

Once again the issue of short-term funding was raised as an issue.

100. BARCA is also involved in a junior YIP (Youth Inclusion Project) programme. We saw and made recommendations on this work last year as part of our inquiry on youth services. We were very pleased that our recommendations for funding to be prioritised for all YIPs to be supported by junior YIPs was implemented.

And finally

101. When we embarked on this inquiry, we identified structures as a key area of focus. During our inquiry we heard of several

examples of groups of staff meeting up to explore joint working as a first or early meeting – for example children’s centre managers and cluster coordinators; sports centre staff and the programme manager for disabled children. We are pleased to hear that progress is being made and trust that as staff learn more about each other’s work there will be a more joined-up approach, resulting in more coherent services for children and young people and their families.

102. Despite this encouraging environment, we still feel that there is a need to be strategic in plotting developments and gaps, disseminating good practice and challenging lack of progress where appropriate. As with our inquiry on youth services last year, we see a strategic role for the Director of Children’s Services in engineering a basic level of provision across all areas of the city so that children do not miss out on opportunities.

Recommendation 10
That the Director of Children’s Services reports to us within three months on how the Children Leeds Partnership is ensuring that the core offer of universal provision is available to children across all areas of the city.

Evidence



Monitoring arrangements

Standard arrangements for monitoring the outcome of the Board's recommendations will apply.

The decision-makers to whom the recommendations are addressed will be asked to submit a formal response to the recommendations, including an action plan and timetable, normally within two months.

Following this the Scrutiny Board will determine any further detailed monitoring, over and above the standard quarterly monitoring of all scrutiny recommendations.

Reports and Publications Submitted

- Report of the Chief Officer Early Years and Youth Service – Inquiry into services for 8 to 13 year old children in Leeds – October 2007
- Core Offer of Universal, Extended Services from Schools, Children's Centres, Youth Provision, Community Learning Facilities and Health
- Extended Services in and around school sites – progress towards extended services core offer in Leeds – September 2006-August 2007
- Models for Community Governance for Children's Centres and other Community Provision
- Nuts and Bolts Governance information and guidance – Governing bodies and extended services
- Positive Activities for children and young people – Parks and Country side
- Positive Activities for children and young people – summer 2007
- Breeze on Tour summer 2007
- Breezecard Holders – map analysis of takeup and participation
- South Leeds Summer Chill 2007
- The Yag-mag summer 2007 – Directory of voluntary agencies youth provision in Moortown, Roundhay and Chapel Allerton
- Garforth and Villages School Holiday Programme 2007
- Implementing the Play Strategy: A briefing note to accompany the Play Strategy for Scrutiny purposes

Reports and Publications Submitted (continued)

- The Leeds Play Strategy – Playing our Part: Creating the Play Friendly City – Children Leeds
- Leeds Children’s Play Application to the Big Lottery Fund
- List of summer events as schools and learning centres
- Report of Networks Gifted and Talented Dance Summer School
- Scrutiny Board Briefing Paper: Use of PFI Schools by community groups and third party groups – December 2006
- Aiming High for Disabled Children – Short breaks pathfinder programme bid
- Leeds Youth Offending Service ‘All Relative’ briefing report for Scrutiny Board
- Pathfinders Project: Leeds – Initial report on three Incredible Years Groups – Bangor University – Dr Tracey Bywater – November 2007
- Leeds Children and Young People’s Participation Strategy 2007 – Children Leeds
- Young People’s presentation on participation – Children Leeds
- Leeds Sport and Active Recreation Programme for Disabled People – January 2008
- Breeze summer 2007 magazine
- Briefing on developments in the LS10XS cluster
- Examples of the use of funded transport for children with additional or special needs to attend locality provision

Evidence



Witnesses Heard

Sally Threlfall	Acting Chief Officer for Early Years and Youth Service
Mark Hopkins	Team Leader, Extended Services, Education Leeds
Richard Smith	Team Leader, Governor Support, Education Leeds
Frank O'Malley	Leeds Play Network
Rosie Wilks	Development and Communications Officer
Ian Green	Family Hub Manager
Jason Tabor	Programme Officer, Out of School Activities Project
Chris Finnigan	Programme Manager, Disabled Children
Salena Riley	Cluster Manager, LS10XS Extended Services Cluster
Barbara Newton	Strategic Leader, Partnership and Participation, Children's Services
Deborah Howe	Children's Involvement Advocate, The Project
Mark Law	Chief Executive, Bramley and Rodley Community Action (BARCA)
Wendy Gledhill	Deputy Manager, Youth Offending Service
Maggie Smith	'All Relative' Project, Youth Offending Service
Jody Sheppard	Programme Manager, Leeds Children's Fund
Kris Nenadic	Parks and Countryside

Dates of Scrutiny

31 July 2007	Working Group to scope terms of reference
11 October 2007	Scrutiny Board meeting
26 November 2007	Working Group to explore Breeze and Family Hub websites
30 November 2007	Visit to Ireland Wood Primary School and Extended Services cluster
2 December 2007	Visit to Weekenders Club
6 December 2007	Scrutiny Board meeting
11 December 2007	Visit to Playing for Success Initiative
17 December 2007	Visit to School Council at Bankside Primary school
10 January 2008	Visit to Play is Sorted provision at Hillside Reception Centre
17 January 2008	Scrutiny Board meeting
29 January 2008	Visit to Leeds City Athletic Club Junior Disability Group

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