

Services for children and young people in East Lothian

10 April 2014

Report of a joint inspection



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Contents

1.	Introduction	3
2.	Background	4
3.	The Community Planning Partnership area	4
4.	Particular strengths that are making a difference to children,	
	young people and families	6
5.	Examples of good practice	6
6.	How well are the lives of children, young people and	
	families improving?	7
7.	How well are services working together to improve the lives	
	of children, young people and families?	11
8.	How well do services lead and improve the quality of work	
	to achieve better outcomes for children and families?	16
9.	Conclusion and areas for improvement	18
10.	What happens next?	19
Appendix 1. Indicators of quality		



At the request of Scottish Ministers, the Care Inspectorate is leading joint inspections of services for children and young people across Scotland. When we say children and young people in this report we mean people under the age of 18 years or up to 21 years if they have been looked after.

These inspections look at the difference services are making to the lives of children, young people and families. They take account of the full range of work within a community planning partnership area including services provided by health visitors, school nurses, teachers, doctors, social workers, police officers, and the voluntary sector.

The inspection teams are made up of inspectors from the Care Inspectorate, Education Scotland, Healthcare Improvement Scotland and Her Majesty's Inspectorate of Constabulary for Scotland.

A draft framework of quality indicators was published by the Care Inspectorate in October 2012. The indicators in 'How well are we improving the lives of children, young people and families? A guide to evaluating services for children and young people using quality indicators' were used by the team of inspectors in their independent evaluation of the quality of services. We have covered all of the quality indicators in this report and reached evaluations for nine of them which are set out in the table in Appendix 1.

2. Background

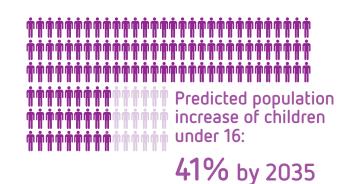
The joint inspection of services for children and young people in the East Lothian Community Planning Partnership area took place between October and November 2013. It covered the range of services in the area that had a role in providing services to benefit children, young people and families.

We reviewed a wide range of documents and spoke to staff with leadership and management responsibilities. We also talked to large numbers of staff who work directly with children, young people and families and observed some meetings. We reviewed practice through reading records held by services for a sample of 87 children and young people. Some children, young people and families met with us and we are very grateful to everyone who talked to us as part of this inspection.

As the findings in this joint inspection are based on a sample of children and young people, inspectors cannot assure the quality of service received by every single child in the area.

3. The Community Planning Partnership area and the context for services for children and young people

East Lothian has a population of 100,850. Although the population is relatively small, it is forecast to grow at a faster rate than any other local authority area over the next 20 years. 18.6% of the population is under 16 years, which is slightly higher than for Scotland as a whole. This child population is projected to grow significantly over the next 10 years, and increase by 41% by 2035.



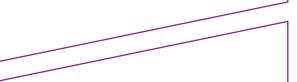
4 Services for children and young people in East Lothian

The **East Lothian Partnership** is responsible for community planning and has wide representation from the public, private, voluntary and community sectors. It has recently taken steps to strengthen the arrangements for governance and accountability. There are a number of supporting partnerships which take forward work to deliver on three key objectives. These are:

- a sustainable economy;
- resilient people; and
- safe and vibrant communities.

The Partnership has agreed a new community plan, The East Lothian Plan, which is the **Single Outcome Agreement** for 2013-2023. It sets out the vision for achieving improved long term outcomes for people living in East Lothian, with an overarching priority to reduce inequalities across and within its communities.

The East Lothian Partnership has overseen the creation of a revised vision for children and young people. It has also recently completed an **Integrated Children's Services Plan** for 2013-2017 called 'Getting it right for every child and young person in East Lothian'. The plan identifies five priority areas for improving outcomes for children. The Getting it right for every child and young person board (GIRFECYP) is the strategic group responsible for delivering the actions contained within the plan. It is made up of elected members and senior officers from each of the partner organisations. **East Lothian Partnership** is the name for the East Lothian's Community Planning Partnership which brings together organisations in the area to plan services for the public.



A Single Outcome Agreement is an agreement between the Scottish Government and community planning partnerships which sets out how they will work towards improving outcomes for Scotland's people in a way that reflects local circumstances and priorities.

The Integrated Children's Services Plan is for services which work with children and young people in East Lothian. It sets out the priorities for achieving the vision for all children and young people and what services need to do together to achieve them.

4. Particular strengths that are making a difference to children, young people and families

- Staff across services work very effectively together to identify children and families who are experiencing difficulties and need additional help and support. These children, young people and families are benefitting from high quality and flexible support services at an early stage before their difficulties get worse.
- There is a strong, child-centred culture which empowers staff to work together closely in the best interests of children and young people.
- There are consistent, high quality responses to children and young people at risk of abuse. Staff quickly and efficiently share concerns about children and young people. They work jointly to make very effective decisions about what they need to do to keep children and young people safe.

5. Examples of good practice

Tots and Teens playgroups

Tots and Teens playgroups provide positive and accessible childcare within two East Lothian high schools. These groups provide high quality play experiences for very young children. Parents feel at ease and welcome within the school and get valuable support in their parenting. Pupils are provided with meaningful child care work experience, benefit from training in child development and taking responsibility for the wellbeing of young children.

6. How well are the lives of children and young people improving?

Providing help and support at an early stage

This section considers how well staff recognise that something may be getting in the way of a child or young person's wellbeing and provide support early to stop difficulties arising or increasing.

There is very good help and support given to children, young people and their families at an early stage.

The **Getting it right for every child** approach is firmly supported by leaders and managers. Staff across services are strongly committed to working together and have a very clear understanding of the importance of intervening early to make a positive difference to children, young people and families. This is helping to give children the best start in life and to improve the life chances of children and families at risk. Getting it right for every child is the Scottish Government's approach to making sure that all children and young people get the help they need when they need it. For more information, search "GIRFEC" online.

Staff are very effective in recognising and identifying children, young people and families who need additional help and support. The 'Getting it right for every child' approach assists staff to gather and share relevant information and to act promptly to ensure the safety and wellbeing of children and young people. Police officers have a broader understanding of issues that affect children's wellbeing. They are making increasingly better use of child concern forms which they use to record their contact and observations of children whose wellbeing may be at risk to share with staff in health, education and social work. Midwives are identifying vulnerable pregnant women early in their pregnancies and work closely with others, including staff who work with adults, to provide helpful guidance and support for parenting. Education and health staff have very effective screening arrangements to identify children with additional needs at an early age so that they can get the help they need.

Children, young people and families benefit from a wide range of reliable and flexible support services. For example, Homestart which provides both practical and emotional help. The **Support from the Start** area groups are helping to develop and coordinate local services for pre-school children and their parents. There are a few children and families who are not able to get help quickly enough because they are waiting for a service to become available.

Impact on children and young people

This section is about the extent to which children and young people are able to get the best start in **Support from the Start** is an approach to strengthening parenting skills through the provision of support groups based around the needs of local communities.

life and the impact of services on their wellbeing. It is about how well children and young people are assisted to be safe, healthy, achieving, nurtured, active, respected, responsible and included.

The impact of services on the wellbeing of children and young people is very good.

Children and young people at risk of abuse are safer as a result of early identification of domestic abuse and substance misuse. Once staff recognise the signs that children and young people may be experiencing the adverse effects of neglect, they take effective steps to improve their wellbeing. However, a few children who are experiencing neglect are not getting the help they need early enough. Action at an earlier stage would minimise the adverse effects of poor parenting and prevent circumstances deteriorating further. Children are helped to gain the skills they need to keep themselves safe in a wide range of situations. Individual children are receiving helpful advice and guidance on how to respond to bullying, domestic abuse or drug and alcohol misuse.

Children and young people are encouraged to adopt healthy lifestyles and this is particularly beneficial for those attending early years services or who are looked after away from home. Children and young people receive highly effective support for their emotional wellbeing from staff across a wide range of easily accessible services including schools and early years centres. They are helped to attain positive mental health and emotional wellbeing through very effective support including the interventions of specialist therapeutic services. The health of vulnerable children and young people is improved through specialist health services. Children and young people living in kinship, foster and residential care are having their health needs recognised and enhanced through regular screening. Children and young people who are looked after and living at home will benefit from having routine health assessments. These are due to begin in 2014. A strong focus on literacy and numeracy skills in early years services such as Olivebank Family Centre and First Step Nursery is helping to prepare vulnerable young children very effectively for school. Children and young people living in foster and residential care get individualised assistance that is helping them succeed in their learning and aspire to achieve high standards for themselves. More can be done to improve the educational achievement and attainment of children and young people who are looked after and living at home. Care leavers would benefit from better guidance to help them sustain meaningful employment and training experiences. Accredited award programmes improve the life chances of young people by helping them to gain important life skills. Overall, staff recognise the wider achievements of children and young people and support them to develop new expertise, for example, by presenting a community radio programme aimed at secondary school pupils.

Children and young people experience very positive and nurturing care in school, kinship care, residential and foster care. Care leavers benefit from consistent relationships with staff as they move towards independence. The health and wellbeing of children and young people is promoted through increased opportunities to engage in sports and leisure activities. Children with additional support needs are encouraged and enabled to participate in local activities and leisure pursuits.

Children and young people feel they are listened to, and, their views are taken seriously. They feel they are treated fairly within their schools and communities. Vulnerable children are treated sensitively and with respect. Children and young people involved in anti-social behaviour receive prompt and proactive support that is motivating them to take responsibility for their own behaviour. Pupils getting work experience in the Tots and Teens playgroups are guided to take responsibility for the care of young children and contribute positively to their schools and communities. There is a range of successful approaches that help children and young people to be included in school life and community activities which is improving their self-confidence and sense of belonging. More young people would benefit if these approaches were shared across the area. Young carers are given helpful assistance to manage their caring responsibilities. Young people leaving care benefit from flexible housing options close to their support networks.

Impact on families

This section is about the extent to which family wellbeing is being strengthened and families supported to become resilient and meet their own needs. It also considers parental confidence and the extent to which early intervention had a positive effect on family life.

This section comments on the extent to which communities participate in the planning and delivery of local services for children, young people and their families.

Services are having a very positive effect on family wellbeing.

Families receive very helpful and reliable support from an extensive range of high quality services. Pregnant women benefit from consistent advice and guidance about positive parenting. Services take a strong partnership approach to strengthening families and this is enhanced through the Support from the Start programme. As a result, parents are more confident, enjoying better relationships with their children and less isolated in their communities. Very helpful parenting programmes are promoted positively to families. These help parents to understand more about their children's development and to develop the skills they need to handle their children's behaviour. A few families have to wait for a place on a parenting programme or for a service to become available, but in the meantime, they receive helpful one to one support.

Parents who need advice and guidance to develop their parenting skills are increasing their confidence through tailored and personalised support. This includes help with setting appropriate boundaries for their children, establishing positive routines and managing challenging behaviour. Some parents, including those whose children's names are included on the **Child Protection Register**, are benefiting from very intensive coaching to assist them with their parenting and useful practical support. A few vulnerable parents need more help than is currently available to them to sustain improvements in their parenting. Staff persevere with parents who do not wish to accept help. However, some families don't make enough progress to improve the wellbeing of their children and young people sufficiently. There is potential to develop better ways of engaging effectively with families who are reluctant to accept assistance.

Child Protection Register - all local authorities are responsible for maintaining a central register of all children, including unborn children, who are the subject of an inter-agency Child Protection Plan. The single outcome agreement contains a commitment to develop an area-based model of delivering council services and establish local partnerships. This has the potential to provide a well-thought-out approach to community engagement and local participation in

planning services. Community groups are currently supported well to build community capacity through the promotion of volunteering. There is an impressive range of accredited training opportunities provided through the **East Lothian Learning Partnership**. There are positive examples of successful collaboration in some communities which offer promising opportunities for families with young children to be involved in shaping local services. Plans to establish a citizen's panel create an opportunity to become more systematic on researching public confidence in local services.

East Lothian Learning Partnership is the name for the group of organisations that provide education and learning opportunities for local communities.

7. How well are services working together to improve the lives of children, young people and families?

Planning services and involving children, young people, families and other stakeholders in service development

This section considers the extent to which integrated children's services planning and strategic planning to protect children is improving the wellbeing of children and young people. It also examines the extent to which children, young people, families and other stakeholders are involved in policy, planning and service development.

There are some important weaknesses in the planning arrangements for integrated children's services and the work of the **Child Protection Committee**.

The East Lothian Partnership's Single Outcome Agreement for the period 2013-23 identifies clear objectives and outcomes which are highly relevant to improving the lives of children, young The **Child Protection Committee** brings together all the organisations involved in protecting children in the area. Its purpose is to make sure local services work together to protect children from abuse and keep them safe. people and families. Comprehensive council and ward profiles have been compiled which provide a sound basis for a strategic needs assessment of children and young people growing up in East Lothian.

Partners are committed to developing an integrated children's services plan which is dynamic and can be improved upon over time. However, the priorities in the newly published plan do not relate closely enough to the objectives set out in the Single Outcome Agreement and overlook important aspects of children and young people's wellbeing. The broad range of helpful initiatives and promising service developments aimed at improving outcomes for children are not represented fully in the plan. Their significant contribution is not integrated into the strategy and it is difficult to see how this will be measured. The planned strategy for early integration should be developed further to ensure it leads to improvement and service integration. The Getting It Right For Every Child and Young Person Board has begun to identify the total resource available to deliver the integrated children's services plan. This work needs to be completed as a basis for aligning resources to agreed priorities and for the joint commissioning and decommissioning of services for children.

The Child Protection Committee has not made sufficient progress in fulfilling its main functions. The latest business plan concluded in 2011 and the Committee has ceased to report annually on its work to improve services to protect children and young people. The report of a Joint Inspection of Services to Protect Children, published by the Care

Inspectorate in 2011, recommended that improvements should be made in processes for assessing risks and needs and in planning for individual children. The Child Protection Committee has not been able to demonstrate the extent to which the actions they have taken have improved these processes. Committee members do not have the necessary information from quality assurance and **self-evaluation** to identify and manage risks relating to services to protect children.

The extent to which children, young people and other stakeholders currently participate in policy, planning and service development is Self-evaluation means taking a close look at what services have done and how well they have done it. It is important because it helps people to see clearly where they need to make improvements.

adequate. Partners are committed to involving children, young people and families and there is a range of successful approaches within individual services including surveys of school pupils, consultation events and using social media to communicate and consult. There are particularly positive methods for involving young people with disabilities and their families. The multi-agency participation steering group should agree a common set of principles and establish a co-ordinated and systematic approach to involving the full range of stakeholders.

Assessing and responding to risks and needs and planning for individual children and young people

This section examines the quality of assessment of risks and needs in relation to three themes. These are the initial response when there are concerns about the safety or wellbeing of children; the effectiveness of chronologies to identify significant events in a child's life and the quality of assessments. It also considers the quality of children's plans and the effectiveness of arrangements to review them.

We found the assessment of risks and needs to be good. On the ground, staff work very effectively together to help keep children and young people safe when there are clear signs that they may be at risk of physical abuse, sexual abuse and significant harm. Young people who pose a risk to themselves or others receive a well-coordinated and prompt response. Interagency Referral Discussions are held between health, police and social work staff when there are concerns that children may be at risk of abuse. These are used very well to jointly assess risks and make timely and appropriate decisions. However, staff need to act more effectively at an early stage when there are signs that children and young people are experiencing neglect and poor parenting.

Signs of Safety is a strengths-based approach to reducing risks to children in partnership with parents and children. It is beginning to improve the quality of assessment of risks and needs for children in need of protection. Generally, assessments pay close attention to the significance of important risk factors such as a history of domestic abuse, offending, or parental mental ill health. They helpfully address most aspects of a child or young person's wellbeing. However, the quality of assessments is too variable overall. Staff are not developing integrated chronologies of significant events in a child's life to identify patterns of risk. They need to work together more effectively to jointly assess what needs to change to improve the wellbeing of children and young people.



Planning for individual children is good. Almost all children and young people who need a multi-agency plan have one. Overall, staff work attentively towards the actions

set out in **child's plans**. However, the quality of these individual plans is highly variable. There is scope to link the child's plan more closely to the assessment of risks and needs. Most plans are reviewed regularly. These reviews now need to place a stronger focus on the extent to which plans for individual children are achieving the progress necessary to improve wellbeing. At times there is insufficient challenge across services when plans for individual children and young people are not implemented fully or there are delays in meeting agreed timescales.

Children who are no longer able to remain at home are provided with high quality places to live. Overall,



the plans to secure permanent places for children and young people who need long term care proceed without delay. Very effective plans help young people leaving care to obtain and maintain suitable accommodation.

Staff use a range of approaches to seek and record the views of children, young people and families. Overall, children, young people and families feel that their views are considered and that they are included in decisions that affect their lives. Staff provide a variety of opportunities for children and young people and families to actively participate in key processes but this is not sufficiently systematic. There are early indications that Signs of Safety is improving the preparation and participation of children, young people and families involved in child protection case conferences.

Operational management

This section is about a number of other important ways in which services are working together to meet the needs of children, young people and families.

Services are deploying staff creatively and flexibly to provide early intervention for vulnerable children, young people and families. Managers are successfully promoting a strong culture of mutual support and encouraging staff to take the initiative and be creative in their work. Staff value each other's contributions and are extremely motivated to deliver high quality services and to improving the lives of children. They feel supported and valued by their managers. Staff benefit from multi-agency training opportunities. There is a need to develop joint approaches to workforce planning, training and development.

A range of comprehensive, accessible policies and procedures guides staff across services in their work. These are helpfully assisting staff to embrace the principles for 'Getting it right for every child'. Staff could now be more involved and consulted routinely when new policies are being devised. There is a range of effective quality assurance processes within individual services. However, services do not have sufficient up-todate quantitative and qualitative information to assure themselves about the quality and consistency across all services for children and young people. Partners recognise the need to agree shared standards and measures to assess the quality of joint working across all relevant services. Partners have undertaken a helpful exercise to identify what needs to be done but there is no plan to make this happen yet.

Partnership working across children's services at a strategic level is united around a shared commitment to doing the very best for children, young people and families. Structures are being streamlined to enable more effective partnership working. Governance and accountability arrangements are also being strengthened as a result. Trusting relationships among staff are underpinned by a shared purpose to work together in the

best interests of children, young people and families. There is mutual respect and high levels of co-operation which enables highly effective joint working at an informal level. There are many positive examples of cooperative partnership working between East Lothian and Midlothian Councils to improve services and reach more efficient ways of working. For example, an increasing number of new and innovative jobs are being jointly funded.

East Lothian Partnership has identified that sharing assets and transferring resources is a priority for transforming the way services are delivered. Positive examples of this include the piloting of a **Total Place** approach in a locality in Musselburgh where outcomes for many children, young people and families are constrained by poverty and deprivation. Similarly, partners are beginning to share resources through **East Lothian Works** which aims to increase positive and sustainable destinations for school leavers. The joint commissioning of a **Public Protection Unit** provides a potential model for integrating services. **Total Place** is an initiative that looks at how a "whole area" approach to public services can lead to better services at less cost.

East Lothian Works is a single point of contact for help and advice on jobs, training, and skills development.

Public Protection Unit this is a way of bringing together agencies who have a responsibility to reduce harm to children and adults at risk. It aims to support more efficient joint working by bringing together staff across services to reduce harm to vulnerable children young people and adults.

8. How well do services lead and improve the quality of work to achieve better outcomes for children and families?

This section is about the extent to which collaborative leadership is improving outcomes for children, young people and families. It comments on the effectiveness of the shared vision, values and aims, leadership and direction and leadership of people. It also examines how well leaders are driving forward improvement and change.

The East Lothian Partnership has set out a vision for working together to reduce inequality for all East Lothian residents through the Single Outcome Agreement. The integrated children's services plan focuses on the importance of services working together but it does not set out clearly enough how partners will achieve the vision or define what success will look like. Staff have a common commitment to improving outcomes and share a value base that promotes good partnership working but have not been fully involved in developing a shared understanding of the vision and are not sufficiently clear about how it will steer and direct their work.

Leaders continue to demonstrate a genuine commitment to valuing the contributions of staff across services. They are successful in motivating staff to work well together and are taking effective steps to develop leadership capacity. Staff are united by common values and the principles for 'Getting it right for every child' are having a very positive impact on the wellbeing of children, young people and families.

Partners can demonstrate some promising integrated approaches and successes in implementing the 'Getting it right for every child' approach. They continue to provide some very effective services to meet a broad range of needs. A number of key partnership strategies are still under development, and partners have yet to develop a coherent sustainable strategy to direct shared resources towards prevention and early intervention.

There are many pockets of effective work practices which are having a very positive impact on the lives of children, young people and families. The partnership now needs to give stronger leadership and direction to ensure comprehensive and timely implementation of what works well and can deliver sustainable outcomes.

Leaders value creative solutions and are motivated to learn from others. They are willing to embrace new ways of working and although at an early stage, the benefits of these are beginning to be seen. They should now take steps to systematically review and evaluate these changes and use the results to plan continuous improvement. Leaders have very recently stepped up the pace to establish a public protection office and convene a public protection committee. They need to maintain this momentum to implement planned improvements.

Within East Lothian Council 'How good is our Council?' is used well to assess how well it is doing and to plan ongoing improvements. The community planning partnership is committed to self-evaluation as a basis for improving partnership working. However, partners have not yet implemented a joint approach to self-evaluation of services for children and young people. The identification and management of risks by the Critical Services Oversight Group is not sufficiently systematic and there is a reliance on informal networks to identify potential risks. The leadership of change and continuous improvement in East Lothian is adequate.

The East Lothian Partnership is committed to improving outcomes for children and young people and reducing inequalities within and across its neighbourhoods. Work to adopt a suite of strategic outcome indicators and targets as an outcome framework for the Single Outcome Agreement is underway. There are improving trends in aspects of children and young people's health and wellbeing as a result of approaches to prevention and early intervention. Community planning partners



have high aspirations to reduce inequalities in the life chances for vulnerable children and young people. Educational outcomes for older secondary aged pupils are improving however, educational attainment is highly variable overall. There is a need to improve children's learning in key areas in primary schools, and at secondary level where performance for S4 pupils has been declining over a three year period. School exclusions are above the national average. There is positive progress in the extent to which vulnerable children are supported in their learning, however, there is a need to improve attainment for children who are looked after at home and support more care leavers into sustained positive destinations. There is positive progress for care leavers taking up and sustaining independent accommodation. As partners review and develop the Integrated Children's Services Plan they should identify a set of shared indicators that will support targeted actions to improve and sustain performance, and to demonstrate improvement in outcomes for children and young people. The extent to which the wellbeing of children and young people is improved, is adequate in East Lothian.

9. Conclusion and areas for improvement

Inspectors are confident that with support, partners will be able to make the necessary improvements in light of the inspection findings.

Staff across services have a well established history of effective joint working which is continuing to have a very positive impact on the wellbeing of individual children and young people and families. They are committed to providing timely and helpful support and many children and families benefit from reliable and flexible services. As a result, there are a number of demonstrable improvements in the life chances of vulnerable children and young people. Partners have carried out work which provides them with a clear understanding of where they need to prioritise resources to reduce the inequalities that exist for individual children, families and communities. Staff have the clear commitment and demonstrable skills to deliver this. However, strategic leadership and planning has not been strong enough in driving change and improvement or directing efforts towards early intervention and prevention to achieve sustainable and long term impact. There are important weaknesses in the way in which the Child Protection Committee is fulfilling its key functions to drive continuous improvement and provide assurance about how well children are protected and their needs met. Robust and systematic joint self-evaluation across children's services is now needed in order to achieve an accurate self-awareness and lead to sustainable change and improvement.

The East Lothian Community Planning Partnership and Chief Officers should take account of the need to:

- improve planning for services for children to ensure the priorities reflect a "whole child" approach and use this to measure impact on agreed outcomes
- secure continuous improvement in the quality of assessment of risks and needs and planning for individual children
- work together to improve the meaningful participation of children, young people and families in policy and service development
- implement rigorous and systematic joint self-evaluation to lead to improvement
- provide the strong collaborative leadership and the direction needed to improve the quality of outcomes for children, young people and families.

10. What happens next?

The Care Inspectorate will ask the East Lothian Community Planning Partnership to publish a joint action plan detailing how it intends to make any improvements identified as a result of the inspection.

The Care Inspectorate and other bodies taking part in this inspection will monitor progress and continue to offer support for improvement through their linking arrangements.

Judith Tait Inspection Lead April 2014

Appendix 1: Indicators of quality

Quality indicators help services and inspectors to judge what is good and what needs to be improved. In this inspection we used a draft framework of quality indicators that was published by the Care Inspectorate in October 2012: 'How well are we improving the lives of children, young people and families? A guide to evaluating services for children and young people using quality indicators'. This document is available on the Care Inspectorate website.

Here are the evaluations for nine of the quality indictors.

How well are the lives of children and young people improving?	
Providing help and support at an early stage	Very good
Impact on children and young people	Very good
Impact on families	Very good
How well are services working together to improve the lives of c	hildren,
young people and families?	
Planning and improving services	Weak
Participation of children, young people, families and other	Adequate
stakeholders	
Assessing and responding to risks and needs	Good
Planning for individual children	Good
How good is the leadership and direction of services for children	1 and
young people?	
Leadership of improvement and change	Adequate
Improving the wellbeing of children and young people	Adequate

This report uses the following word scale to make clear the judgements made by inspectors.

Excellent	outstanding, sector leading
Very good	major strengths
Good	important strengths with some areas for improvement
Adequate	strengths just outweigh weaknesses
Weak	important weaknesses
Unsatisfactory	major weaknesses

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