

## **CHILDREN, YOUNG PEOPLE AND LEARNING SCRUTINY COMMITTEE**

### **AGENDA**

**Meeting to be held in Civic Centre, Committee Room No. 1, on  
Thursday, 9<sup>th</sup> June, 2011 at 5.30 p.m.**

#### **Membership**

Cllrs Bell, Bonallie, MacKnight, T. Martin, Morrissey, Oliver, D. Richardson, Scanlan,  
D. Smith, Stewart and Williams

#### **Co-opted Members**

Ms. J. Bell, Mr. H. Brown, Mrs. D. Butler, Ms. S. Duncan, Mrs. R. Elliott, Mr. M. Frank,  
Mrs. M. Harrop, Ms. H. Harper, Mrs. C. Hutchinson and Mr. K. Morris

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Report of the Chief Executive (copy attached)

E. WAUGH  
Head of Law & Governance

Civic Centre,  
SUNDERLAND.

1<sup>st</sup> June, 2011

Date of Next Meeting: Thursday, 21<sup>st</sup> July, 2011 at 5:30 pm to be held in the Civic Centre, Committee Room No.1

**At a meeting of the CHILDREN, YOUNG PEOPLE AND LEARNING SCRUTINY COMMITTEE held in COMMITTEE ROOM 1 of the CIVIC CENTRE, SUNDERLAND on THURSDAY, 7<sup>th</sup> APRIL, 2011 at 5:30pm**

**Present:-**

Councillor Stewart in the Chair

Councillors Bell, Bonallie, G. Hall, Oliver, D. Trueman and Williams together with Ms. R. Elliott and Ms. C. Hutchinson

**Apologies for Absence**

Apologies for absence were submitted to the meeting on behalf of Councillors Francis, MacKnight, T. Martin and D. Richardson and on behalf of Ms. J. Bell, Mr. H. Brown, Ms. H. Harper, Mrs. M. Harrop and Mr. K. Morris

**Chairman's Announcements**

The Chairman advised Members of the Committee that Ms. Kath Butchert, Youth Development Group Manager, was retiring from the authority and thanked her on behalf of the Committee for the dedication and support she had shown to the youth services over her years with the Council and commented on how she would be a miss to the service and Council overall.

The Chairman also advised that it was with great sadness that Mr. Andy Neal, Youth Development Group Assistant Manager, had passed away recently. He had been committed to his work for the city in youth services provision and he would be sadly missed by colleagues and friends. A card had been sent to the family on behalf of the Committee.

**Minutes of the last meeting of the Children, Young People and Learning Scrutiny Committee held on 14<sup>th</sup> March, 2011**

1. RESOLVED that the minutes of the meeting of the Children, Young People and Learning Scrutiny Committee held on 14<sup>th</sup> March, 2011 be confirmed and signed as a correct record.

**Declarations of Interest**

There were no declarations of interest received.

## **Policy Development and Review 2010/11 : Draft Final Report**

The Chief Executive submitted a report (copy circulated) which set out the final draft review report on the findings of the Committee's policy review topic this year of Learning at Work : The Role of Work Based Learning and Apprenticeships in Tackling NEET's.

(for copy report – see original minutes).

Ms. Hutchinson commended the report but felt that the recommendations did not reflect vigorously enough from the conclusions the Committee had come to as part of the evidence gathering and felt that the recommendations needed strengthening further.

The Chairman advised that the report was still in draft and that there was still time for the Scrutiny Officer to make further amendments if necessary. He asked that the Scrutiny Officer email all Members of the Committee inviting comments to be received by Friday, 15<sup>th</sup> April, 2011. Any amendments to particular recommendations would then be circulated for further views to be submitted by 22<sup>nd</sup> April, 2011. Then with the agreement of the Committee the Chairman and Vice Chairman would agree the final report in its entirety following this.

### **2. RESOLVED that:-**

- (i) Any comments on the final draft report be fed directly to the Scrutiny Officer by 15<sup>th</sup> April, 2011 for circulation to the Committee for comment by 22<sup>nd</sup> April, 2011; and
- (ii) The final review report be agreed by the Chairman and Vice Chairman of the Committee following the receipt and consideration of comments.

## **Performance Report Quarter 3 (April-December 2010)**

The Chief Executive submitted a report (copy circulated) which provided Members of the Committee with a performance update relating to the period April to December, 2010.

(for copy report – see original minutes)

Ms. Mitchell, presented the report to the Committee giving an overview of performance and advised that this quarter the report included:-

- Progress in relation to the LAA targets and other national indicators; and
- Results of the annual budget consultation.

Ms. Mitchell also advised that the performance framework was being reviewed to reflect the requirements of the new government's self regulation and improvement agenda and the new framework would form the basis of performance report to

Members from July 2011. This was the last performance report that would focus on the LAA and national indicator performance.

She also commented that Members had raised the issue of the proportion of care leavers being in suitable accommodation and further detail was included at paragraph 4.2.5 of the report for Members information.

Councillor Hall referred to the section on Libraries and wondered if the use of the internet and e-books had had any impact on book issues and asked if information could be circulated on the numbers of book taken out by visitors.

Councillor Williams referred to page 60 of the report and the indicators regarding the percentage of initial assessments carried out within 7 days and the percentage of core assessments that were carried out within 35 days and asked if the service were setting the bar too high with targets and in doing so failing families. Ms. Mitchell advised that a lot of work had been undertaken with social care and there was a far more appropriate system in place now whereby a family could be escalated or not based on the findings of their assessments. She informed Members she would be happy to bring further information to the Committee or speak with Councillor Williams directly outside of the meeting to go over any individual issues she may want to discuss.

In relation to the provision of youth services, Councillor Stewart asked if a further report could be submitted to a future meeting of the Committee on whether providers had delivered what had been set out in the initial bids they had submitted when they had been awarded the contract, as he did not feel that the Committee had seen evidence that the providers were delivering what they had initially agreed to. Ms. Mitchell advised that the providers were constantly monitored and provided outputs which were then related to performance targets that were set and that she would be happy to bring a report back to the Committee for consideration.

Councillor Stewart having thanked the Officers for their report, it was:-

3. RESOLVED that the continued good progress made by the Council and the Sunderland Partnership and the areas that require further development to ensure performance is actively managed be received and noted.

### **Termly Summary Report from Concerns, Shared Intelligence and Ofsted Inspections**

The Executive Director of Children's Services submitted a report (copy circulated) to which had been submitted following the presentation to the Committee in October 2009 on the Framework for the Inspection of Maintained Schools in England from September 2009, where it was agreed that Members would receive a termly summary report from the Head of Standards.

(for copy report – see original minutes)

Mr. Mike Foster, BSF Project Director – Transformation, presented the report advising of the current position with regards to the Concerns Policy, Shared Intelligence and Ofsted Inspections. They advised that eleven schools were identified with local authority designated concerns, of these ten were primary and one was a secondary school. There were twelve schools identified on the shared intelligence matrix under the red category and twenty-six under amber and there had been ten Ofsted Inspections carried out since 10<sup>th</sup> December, 2010.

In addition to this two schools had recently entered the Special Measures category and one school had recently been given a Notice to Improve. It was expected that the schools in Special Measures would emerge no later than the autumn term of 2012 and the school with a Notice to Improve was expected to emerge within the required timescale towards the end of December, 2011.

In response to a query from Councillor Oliver regarding exclusions of pupils from school and whether there were issues around pupil behaviour or if the problems lay with the policies/procedures around exclusions, Mr. Foster advised that sometimes it was a mixture of both issues. The level of the quality of teaching and pastoral support within a school could be high and exclusions could still occur and there was more of an issue around the School Improvement Service identifying reasons as to why exclusions were occurring. The service needed to investigate what issues were impacting upon the quality of leadership and teaching within schools, and if there were underlying causes in schools where help could be given to help reduce exclusions.

Councillor Hall referred to the consultation on the new Ofsted inspection framework and Mr. Foster offered to return to a future meeting of the Committee with a presentation outlining the changes, if they would find it useful. Councillor Stewart commented that this would be beneficial and asked that it be added to the Work Programme.

Councillor Stewart went on to ask if staff sickness levels, in particular with regard to leadership roles within the schools, were found to be a contributor to those schools that were in vulnerable positions or were of concern following Ofsted inspections and Mr. Foster advised he would be able to provide more accurate information to Members directly.

The Chairman thanked Mr. Foster for his attendance at the Committee and it was:-

4. RESOLVED that the information in report be received and noted.

### **Work Programme 2010-2011**

The Chief Executive submitted a report (copy circulated) attaching the current work programme for the year 2010-2011.

(for copy report – see original minutes)

5. RESOLVED that the information contained in the work programme be received and noted and items as discussed previously in the meeting be added where appropriate.

### **Forward Plan – Key Decisions for the Period 1 April, 2011 – 31 July, 2011**

The Chief Executive submitted a report (copy circulated) providing Members with an opportunity to consider the relevant items of the Executive's Forward Plan for the period 1 April, 2011 – 31 July, 2011.

(for copy report – see original minutes)

6. RESOLVED that the Executive's Forward Plan for the current period be received and noted.

The Chairman then drew the meeting to a close having thanked Members and Officers for their attendance and contribution to the meeting.

(Signed) P. STEWART,  
Chairman.

**ANNUAL WORK PROGRAMME AND POLICY REVIEW 2011-12**

**REPORT OF THE CHIEF EXECUTIVE**

**1. Purpose of Report**

- 1.1 For Members to determine the Annual Work Programme for the Scrutiny Committee during 2011-12, including the main theme for a detailed policy review.

**2. Background**

- 2.1 The Scrutiny Committee is responsible for setting its own work programme within the following remit:

*General Scope: To consider issues relating to children and young people, and learning for all ages*

*Remit: Children & Young People's Plan Outcomes: Be Healthy; Stay Safe; Enjoy and Achieve; Positive Contribution; and Achieve Economic Well-Being, Adult Learning Plan, Libraries and Youth Justice Plan.*

- 2.2 The City Council's Scrutiny Committees are aligned to the relevant priorities of the Sunderland Strategy. This allows each Scrutiny Committee to focus on the priority areas and targets in the Sunderland Strategy and for the work of all Scrutiny Committees to consistently address those areas of performance requiring detailed examination.
- 2.3 This approach, linked to strategic priorities, is proposed to allow a clear themed focus on the outcomes for the people of Sunderland, and allow for cross-cutting examination of issues, with potential for linking areas of knowledge and expertise that would not ordinarily be brought together, so increasing the likelihood of the committees identifying novel approaches and solutions to the issues they consider.

- 2.4 The most relevant Sunderland Strategic priority for this committee is:

*Learning City: To create a place with a thriving learning culture where everyone can be involved in learning in a cohesive and inclusive city that is committed to social justice, equality and prosperity, where creativity flourishes and where individuals can have all they need to thrive in the global economy.*



- 2.5 All Scrutiny Committees will take a role in the scrutiny of partnership and area issues and have a role in engaging with partners, external scrutiny, community and public engagement, engaging with media and area scrutiny.

### **3. Policy Review**

- 3.1 Policy review is the process of maintaining an overview of council policies and will usually examine whether the City Council and its partners intended policy outcomes have been achieved. The process will also explore issues such as the perspective of residents affected by the policy.
- 3.2 Policy reviews are project planned with appropriate methodology applied to investigate the chosen topic. This may include meetings, site visits, surveys, public meetings or analysis of comparative practice in other local authorities.
- 3.3 Previous reviews carried out by this Scrutiny Committee have included Learning at Work; the role of apprenticeships in tackling NEETs, Home to school transport policy in relation to after school clubs, Child & Family Support Service – an overview, possible development of opportunities for 12 – 18 year olds and the facilities currently available on the north side of the city for after school activities, Academy Schools, Teaching and take up of Modern Foreign Languages in secondary schools. All previous reviews are available at:-  
<http://www.sunderland.gov.uk/index.aspx?articleid=3420>
- 3.4 Following the selection of a topic for review, the Committee will receive a report setting out a possible approach to the review. This will include the terms of reference, definitions, links to corporate goals, partnerships, the national and local context, and proposals for gathering evidence.
- 3.5 The shortlist of topics for 2011-12 is listed below. The Committee is recommended to select one topic from this shortlist, in no particular order, for an in-depth review. The list includes topics suggested as priorities at the discussions between members, officers and partners at the Annual Scrutiny Conference on 19 May 2011.

<b>Suggested Topics for Policy Review</b>		
	<b>Brief Description</b>	<b>Objective</b>
1.	Teenage Pregnancy	Despite the number of interventions put into place around teenage conception rates the situation remains relatively unchanged. The review could look into a number of possible issues including: <ul style="list-style-type: none"><li>• Why, despite such interventions, is there little</li></ul>

		<p>impact on the teenage conception rate?</p> <ul style="list-style-type: none"> <li>• How can we make improvements to services?</li> <li>• Is there a need for a more coordinated approach between the Council, Health Services, stakeholders and other providers?</li> <li>• Do services/resources adequately meet the needs of the young people they are designed for?</li> <li>• What are the views of young people?</li> <li>• What are the longer term impacts for young mums and young dads?</li> <li>• What are the outcomes for the children of young parents?</li> <li>• Can we learn from practices employed in other parts of the country or Europe?</li> </ul> <p><i>Links: Be Healthy, Stay Safe, Enjoy and Achieve</i></p>
2.	Corporate Parent	<p>Sunderland City Council in its role as a corporate parent has a responsibility to the looked after children within the city. The review could look at a number of issues around both the educational attainment in looked after children and the transitional arrangements from local authority care at 19 and the support provided to 19-24 year olds including:</p> <ul style="list-style-type: none"> <li>• How does Sunderland as a corporate parent ensure that those young people who are in care are afforded the same opportunities to succeed?</li> <li>• What partnership arrangements exist and what are the experiences of 19-24 year olds leaving local authority care?</li> <li>• How does the corporate parent role help the looked after children in the city and how does this role contribute to the life chances and opportunities for this group?</li> </ul> <p><i>Links: Stay Safe, Enjoy and Achieve, Achieve Economic Wellbeing</i></p>
3.	Early Intervention	<p>To look at the restructured Integrated Early Intervention Model. The review could explore a number of issues related to delivering an improvement of outcomes including:</p> <ul style="list-style-type: none"> <li>• Do families get the services they need, when they need them?</li> <li>• Why do some families not use the services available? How do families get help when they need it?</li> <li>• Can the Council learn from previous delivery models and services offered, what were the successes and failures?</li> <li>• Do we give the services that families really need or services that, as a council, we believe they need?</li> </ul>

		<ul style="list-style-type: none"> <li>• Look at Surestart and how targeting the early years could help alleviate later life problems.</li> <li>• Is there a cyclical nature to the issue, are interventions being used by the next generations of the same families?</li> <li>• How will the changing funding landscape impact on intervention resources?</li> </ul> <p><i>Links: Stay Safe, Be Healthy</i></p>
4.	Educational Performance	<p>Attainment at Key Stages 1 &amp; 2 continues to be a challenge in some places within the city. Performance in these areas has over the last couple of years remained constant. The review could look at intervention strategies at both Key Stages and how this supports educational attainment including:</p> <ul style="list-style-type: none"> <li>• How can we improve the attainment in these specific groups?</li> <li>• How do intervention strategies work?</li> <li>• What is the relationship between schools and the School Improvement Service?</li> <li>• What will be the effect of the English Baccalaureate model on performance?</li> <li>• How will the emphasis shift to academic pathways affect performance?</li> <li>• What is the future for vocational courses within schools and how will this impact on pupils?</li> <li>• How do we raise the attainment bar for all, not just those who present a challenge?</li> </ul> <p><i>Links: Enjoy and Achieve, Positive Contribution, Achieve Economic Wellbeing</i></p>
5.	New Relationship with Schools	<p>With the new Education Bill comes a number of issues and has fundamental implications for the relationship between schools and the local authority. The bill expects local authorities to move towards a more commission based role rather than the more traditional provider role.</p> <p><i>Links: Enjoy and Achieve, Positive Contribution, Achieve Economic Wellbeing</i></p>

#### 4. Work Programme

- 4.1 A draft work programme for 2011-12 is attached as Appendix A. The work programme will be populated with items agreed by members at this meeting and submitted to the July meeting.

- 4.2 The work programme can be amended during the year. Any member of the Committee can add an item of business to an agenda (see Protocol 1 Overview & Scrutiny Handbook).

## **5. Conclusion & Recommendation**

- 5.1 The Committee is asked to
- (a) Consider the draft annual Work Programme for 2011-12 and indicate any additions or amendments
  - (b) Consider the list of suggestions for policy review and determine one topic for review.
- 5.2 Subject to any amendment at this meeting, the work programme will be submitted to the Management Scrutiny Committee in its coordinating role.

## **6 Background Papers**

None

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CHILDREN, YOUNG PEOPLE & LEARNING SCRUTINY COMMITTEE WORK PROGRAMME 2011-12

	JUNE 9.6.11	JULY 21.7.11	SEPTEMBER 8.9.11	OCTOBER 20.10.11	DECEMBER 8.12.11	DECEMBER TBC	JANUARY 12.1.12	FEBRUARY 23.2.12	APRIL 5.4.12
<b>Cabinet Referrals and Responses</b>		Article 4: Youth Justice Plan 2011/12 (JH/GK)				Evidence Gathering Meeting			Article 4: CYPP Update
<b>Policy Review</b>	Proposals for policy review (NC)	Scope of review (NC)	Approach to the Review (NC)	Update on Policy Review (NC)	Policy Review – Update		Policy Review	Policy Review – Update	Policy Review – Draft Report
<b>Performance</b>	Looked After Children and the Court System (MB)  Youth Commissioned Contracts (SM)	Schools Performance - Termly Report (MF)  New Ofsted Inspection Framework (MF)  SSCB Annual Report and Business Plan (JV)	Provisional KS Results (MF/AB)  Performance & VfM Annual Report (BS)	Complaints Annual Report 11/12 (BS)	Ofsted Annual Children's Services Assessment (BS)  Schools Performance – Termly Report (MF)  Performance Q2 April – Sept (BS)			Attainment of C&YP (MF)  Outcomes of Annual Inspection of Children's Services (ofsted) (BS)	Schools Performance – Termly Report (MF)
<b>Scrutiny</b>	Work Programme 2011/12 (NC)  Forward Plan (NC)  Safe & Sustainable Consultation: Children's Heart Services (NC)	Work Programme 2011/12 (NC)  Forward Plan (NC)	Work Programme 2011/12 (NC)  Forward Plan (NC)	Work Programme 2011/12 (NC)  Forward Plan (NC)	Work Programme 2011/12 (NC)  Forward Plan (NC)		Library Plan (JH)  Corporate Parenting Annual Report (MB)  Work Programme 2011/12 (NC)  Forward Plan (NC)	Work Programme 2011/12 (NC)  Forward Plan (NC)	Scrutiny Annual Report (NC)  Work Programme 2011/12 (NC)  Forward Plan (NC)
<b>CCFA/Members items/Petitions</b>									

To be scheduled: Behaviour & Attendance Strategy  
School Place Planning  
Young People's Housing Options  
Contact, Referral and Assessment Arrangements – Action Plan  
Teenage Pregnancy

## Offending by Children and Young People Living in Children's Homes

### Report of the Executive Director Children's Services

**STRATEGIC PRIORITIES:** Safe City

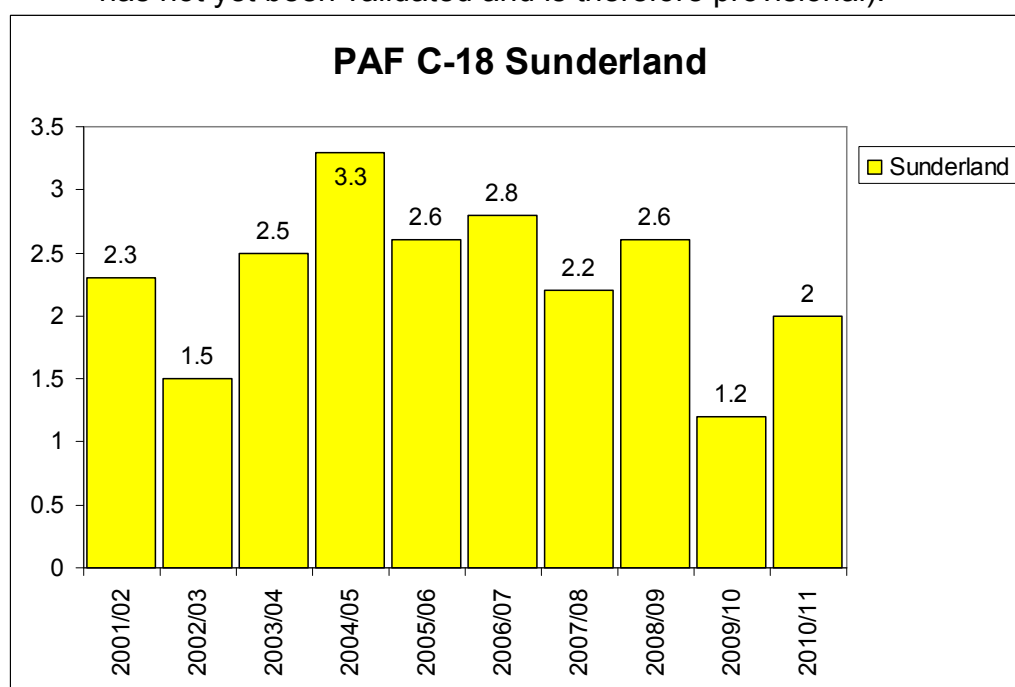
**CORPORATE IMPROVEMENT:** Delivering Customer Focused Services

#### 1. Why has this report come to Committee?

- 1.1 This report has been prepared following a request made by members of the Children, Young People and Learning Scrutiny Committee to provide more detailed information on the offending of young people in children's homes.

#### 2. National Performance Indicators

- 2.1 The trend of all Sunderland children looked after who offend, since 2001, is shown below. The performance indicator is expressed as the ratio of the percentage of children who have been looked after for a year or more and been convicted of an offence or received a final warning or reprimand, compared with the percentage of children in the overall population who have offended. In other words, a ratio of two means that a looked after child, on average, is twice as likely to offend as any other child in the community. There was a significant reduction last year, with the ratio standing at 1:1.2. However in 2010/2011 the performance fell to 1:2.0 (it should be noted however that this figure has not yet been validated and is therefore provisional).



- 2.2 In the 11 months from April 2010 to February 2011, there were 64 police arrests of children living in the homes. Arrests can result from a number of scenarios. An arrest may be the outcome when behaviour within the home is reported by members of staff or other children, offences may be reported by teachers in school, or by members of the public (including shop staff for offences such as shoplifting), or family members. A number of arrests are as the result of direct intervention by police, for example when a police officer witnesses a child drunk and disorderly in the community. The table below shows the breakdown of arrests:

Offence reported by-	Staff in the home	Children in the home	Teachers	Police	Members of the public	Family members
	29	4	3	9	15	4

- 2.3 Analysis of the 29 arrests resulting from staff calls to police is shown below:

Child's behaviour	Possession of drugs	Violence	Breach of court order	Theft	Criminal damage
	3	12	5	3	6

Of the six arrests for criminal damage, two were for children slashing tyres of staff cars, and only four for damaging the fabric of the home.

- 2.4 An analysis has also been undertaken of the offending careers of all looked after children to test the hypothesis that coming into care criminalises children. In the eight years from 2003 to 2011, 931 children became looked after. Because of the time delay between committing an offence and conviction, it is difficult to give entirely accurate figures, but the best estimate is that, of those children who had been convicted, 28% committed the offence after coming into care whilst 72% had an offending history before becoming looked after. Moreover, we know that one of the common contributory factors for children coming into care is chaotic or anti-social behaviour which may not have resulted in criminal charges (eg if the child is under 10 years of age), so the precursors for offending behaviour are often already present prior to admission.
- 2.5 There is some anecdotal evidence that becoming looked after can be a protective factor – ie some children who were prolific offenders actually reduce their offending rate once they become looked after.

### 3. Practice in the homes

- 3.1 There is policy and procedures for children's homes staff about how to manage and deal with challenging behaviour. The overarching principle is that staff should manage negative and potentially criminal

behaviour in-house, and only call police to an incident in certain circumstances:

- when there is imminent risk of significant harm to a person and only the intervention of police could prevent this;
- when there is imminent risk of significant damage to property;
- when a serious offence has been committed; or
- when a child is in breach of court, police bail or ISSP conditions

- 3.2 Staff and children in the homes, as individual citizens, also have the right to call the police if an offence has been committed against them. Staff are required to consult with their manager beforehand but still have the right to involve police if they wish to do so when they have suffered harm or their property has been damaged or stolen.
- 3.3 In dealing with behaviour which might otherwise lead to police involvement, staff use a restorative justice approach. This may entail, for example, bringing the perpetrator and victim together to agree a reparation package. This may be financial, for example paying recompense for the victim's property which has been damaged, or simply an apology for hurtful or bullying behaviour. Over the last few years, all homes staff have been trained in Holding the Space – a programme which develops empathy and respect for others within group settings and enables group solutions for problem resolution. This has resulted in a culture being developed where disputes can be resolved quickly and to the satisfaction of victims, thus obviating the need for police involvement.
- 3.4 Many incidents of child on child offences are the result of bullying. The homes have worked hard over the past few years to establish a no bullying culture using the Anti-Bullying Charter Mark programme. **Two of the homes have already reached gold standard**, and others are working towards this.
- 3.5 A significant number of incidents leading to arrest are the result of the child or young person being under the influence of alcohol or substances. The homes work closely with the Youth Drug and Alcohol Project (YDAP) within the Youth Offending Service to address this issue.
- 3.6 Each children's home keeps a detailed record of each incident leading to the involvement of police – the behaviour that led to the police being involvement, who called the police, the outcome, and whether any alternative means for dealing with the incident could have been used. This information is collated on a monthly basis by the Children's Homes Service Manager and reported to the Children Looked After Offending Group (see 5).
- 3.7 It sometimes happens that staff call police to deal with a serious incident where the charge that results from police intervention does not reflect the seriousness of the original incident. For example, several children may return to the home under the influence of substances, and



begin running round, damaging property and intimidating other children in the home. If the staff are unable to control the situation and reduce the risk of harm to the other children they may have to call the police. When the police arrive, they may arrest one of the children in order to calm the situation. What may happen is that the child is charged, not with violent disorder or similar, but with a specimen offence witnessed by the police officer, such as criminal damage to an item of furniture. When the case eventually comes to court, it is therefore important that the magistrates are made aware of the full context of the incident, the circumstances of the child, and any other information which would assist the magistrates' understanding of the charge.

#### **4. Case studies**

- 4.1 Three case studies are attached as appendices.

#### **5. Management and multi agency working**

- 5.1 The Children Looked After Offending Operational Group meets bi monthly. It is a multi-agency meeting chaired by the Services for Looked After Children Manager and has representation from the children's homes, fostering service, case management, leaving care, health (psychologist for looked after children), police, Youth Drug and Alcohol Project, Youth Offending Service, independent reviewing officers, and performance team. Its remit is to monitor trends in offending of looked after children and to promote ways of reducing the incidence of offending.
- 5.2 The group has an action plan which is monitored by the Safeguarding Service Improvement Board (chaired by the Head of Safeguarding). Actions for this year include:
- More targeted interventions with respect to substance and alcohol misuse
  - Ensuring that children's homes, the children's social work service and the Youth Offending Service work together to ensure that when a child appears at court they are appropriately supported and that the court has full information relating to the offence
  - Developing restorative justice approaches in schools

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## Appendix 1

### Child L

Child L is now 18 years old. He became looked after in 2002 at the age of 9. Initial foster placements were not successful due to L's behaviour and he was admitted to a children's home in 2004. His stay in this home was characterised by demanding and challenging behaviour, involving verbal and physical aggression to other children and staff. Increasingly, as L grew up, the staff found themselves unable to safely control L's outbursts by any other means than involving police. By early 2009, L had built up a substantial record of court appearances and convictions and it was agreed to try and break this cycle of behaviour by moving L to another home. It was felt that the particular ethos of this home, with its emphasis on adventurous activities, would be more effective in managing L's behaviour. During his time there, some 20 months, L was arrested as a result of behaviour within the home only twice, a significant improvement on his previous residential placement. In October 2010 at the age of 18 he made a successful transition into supported accommodation.

Account by the manager of the children's home:

*We are a long term care provision where the staff team are tasked on a daily basis to create a stable, caring, homely environment.*

*L arrived after an appearance in court where it was highly likely that he would receive a custodial sentence due to the levels of violent and aggressive behaviour he had displayed in his previous placement. It was clear that we needed to establish an immediate set of boundaries around L in order to curtail the behaviour patterns he had been forming elsewhere. It was also suggested that L received some form of gratification each time he was physically restrained.*

*Our philosophy has always been to avoid physical restraint at all times. We also believe that a calm demeanour on the part of staff facing extreme aggression will give young people an image that staff are confident in their role and able to take control of a situation. Each time L asked about restraints he was informed by everyone that we would not use restraint on him and that we prefer to talk about issues rather than fight about them.*

*With L in particular I believe we have successfully changed his views and beliefs that challenging behaviour will result in or initiate either a physical intervention or an arrest in order to achieve personal attention, albeit in a negative self-destructive manner.*

*Over time, we have used our approach of rewarding positive behaviour rather than punishing negative behaviour to emphasise the benefits of positive interactions. Responding to his appropriate acceptable behaviour by arranging positive, enjoyable activities (affording L the opportunity to spend quality time with staff of his choice on activities or outings of his choosing) has begun to reshape and influence his thought processes.*

## Appendix 2

### Child N

N had stolen money and goods from the family home, bullied her adoptive brother, and frequently made threats of physical violence towards both mother and father, to the point where they refused to have N back in the family home. N had also made allegations of physical abuse in the family home and had self harmed. In addition, N was placing herself at risk by running away from the family home on a regular basis and being missing for long periods of time. She was known to be sexually active with much older males. On numerous occasions N was returned to the family home by the police under the influence of alcohol or an unknown substance. She was a chronic non school attender.

Following the decision to make N looked after, she was admitted to a children's home.

Account by the manager of the children's home:

*On admission, N was introduced via our children's guide and induction paperwork to our anti-bullying policy. Risk assessments were quickly drawn up in an effort to identify risky behaviour and develop strategies to minimise the risks. Assessment showed that N was developing her self awareness and more mature views of offending. Possible sanctions (eg not to be able to use the young people's computer for that evening) were discussed and developed in order to adjust, through learning, N's bullying behaviour. Work was also planned in 1-1 sessions around victim awareness and empathy. An individual crisis management action plan (ICMP) was drawn up in order to enable N to deal with stressful situations more productively, allow staff members to recognise when N was nearing crisis point, implement behaviour management techniques, and conduct life space interviews after incidents have occurred in order to help N reflect on her behaviour and plan alternative ways of dealing with stress in the future.*

*N engaged in work sessions with her linkworker focusing on identified areas of her work plan and developed relationships with staff and peers that were positive, meaningful and safe. There were four incidents of bullying involving N following her admission. These were dealt with via restorative justice meetings which identified the need for continuing work on victim awareness and empathy, including a letter of apology to the victim. Sanctions were also imposed, including the payment of financial restitution to the victim and doing extra household tasks*

*Other strategies implemented included the development of partnership working with N's school, raising of health awareness in 1-1 sessions, and specific counselling on sexual health and contraception.*

*On admission to the home, N was subject to a four month referral order as a result of burglary of her grandmother's house. She completed ten hours*

*reparation which she attended every Saturday and attended all her planned sessions with YOS. She also attended a programme of YDAP appointments to address her substance misuse which was completed in full.*

During her placement N had no further involvement with police, her school attendance improved dramatically, and her misuse of substances also reduced significantly. N re-established contact with mother and father and other family members. She made a successful transition to living independently.

## Appendix 3

### Child P

#### Background:

- First serious offences - causing danger to road users (throwing rocks at cars from motorway bridge)
- Serious offending behaviour continued including arson
- Crown Court appearance - given 2-year supervision order with 3-month curfew. Judge requested quarterly reports from ISSP worker due to the seriousness of offences.

#### Programme of support/intervention:

- ISSP programme started with electronic tagging to enforce a curfew
- A multi-agency meeting was held - direct work was carried out regarding fire safety, and support was given to staff regarding assessing risk.
- A change of placement was made.
- Contact with family was re-assessed as they moved closer to the home. Contact became less structured, reducing stress, anxiety and the risk of breaching curfew.
- A plan of support from within the home was agreed before admission, to role model effectively, support the child to join the established positive culture at the home and allow time for the child to express himself in a safe environment.
- A workable risk assessment has been achieved through multi-agency approach.
- Has created a safe network to ensure tasks are met, by good liaison between children's home, family, school, and YOS/ISSP worker.

#### Outcomes:

- P has not been involved in any serious offending since admission to the home
- Improved school attendance, attending 100% in most months with positive feedback from tutors.
- Has developed self-awareness and appropriate views of offending behaviour.
- Has attended all YOS appointments and ISSP timetabled work, in a way that has been as self-managing as possible.
- Has engaged in work sessions with linkworker focusing on targeted areas of care plan.
- Has developed relationships with staff, peers and family that are positive, meaningful and safe.
- Has become a mature young man who has become as self-managing as possible and now sees himself as a non-offender. With the added responsibility of becoming a father within the next couple of months, he is focused on providing a safe and secure future for his child and partner.
- Closer connections between family members, allowing P to return to the family home at age 16.

## **Commissioning of Youth Work Contracts**

### **Report of the Executive Director Children's Services**

**STRATEGIC PRIORITIES:** Learning City, Safe City, Attractive and Inclusive City

**CORPORATE IMPROVEMENT:** Delivering Customer Focused Services, Efficient and Effective Council

#### **1. Why has this report come to Committee?**

- 1.1 This report is in response to a request from Scrutiny Committee for detailed performance information on each of the Commissioned Youth Work Contracts and is a follow on to the report presented to Scrutiny Committee in March 2011.
- 1.2 The previous report gave detail of the commissioning process and of engagement and consultation as part of the process. It noted that the current contracts have been in place since April 2010 and are two year contracts with regular performance reviews. Members were keen to understand the performance for each contract and this report includes this data.

#### **2. Background**

- 2.1 Sunderland City Council has been delivering universal neighbourhood youth work throughout the city using the Council's Commissioning of Youth Work Strategy since 2005.
- 2.2 The commissioning arrangements addressed the unequal spread and access to youth work resources for young people across the city. Contracts were based on assessment of need, provided stability for long term planning and made the best use of existing resources and expertise at a neighbourhood level.
- 2.3 Through inspection and review using the Youth Development Groups Quality Assurance Framework, Standards and Management Information System we were able to demonstrate a year on year continued improvement in service and increase in meeting national set targets.
- 2.4 The commissioning arrangements were reviewed in advance of the contracts for April 2010 and were enhanced by:

- Extensive consultations with Elected Members to consider local and area profiles.
  - Service evaluations and performance reviews of provision and a comprehensive needs analysis
  - A series of needs assessment events involving Elected Members, young people and professionals. This consultation process influenced the shape and redesign of the youth work contracts.
- 2.5 There are 24 contracts including one for each ward except where two wards are combined because of cross boundary issues. There is also one city wide contract for the black and minority ethnic (BME) community.
- 2.6 The contracts ensure the delivery of a minimum of three universal youth work sessions per ward using a wide range of different methods including centre based, detached street work, music and arts, personal development opportunities, outdoor education experiences and health workshops. They have ward based targets and are performance led with payment linked in part to how well the participation target is met in each ward. In addition each contract has regular inspections, a six month assessment and an annual review.
- 2.7 The recent Ofsted visit which looked at the commissioning process considered our process to have a number of features of best practice, including:
- Long-standing and strong partnerships with voluntary sector providing a good basis for commissioning arrangements
  - The obvious commitment of elected members and officers to youth services
  - robust commissioning arrangements which adhere to the Council's procurement and commissioning strategy and provide valued training and support for providers
  - Providers ability to use their knowledge, skills and experience of the commissioning process to attract additional external funding
  - The enhancement of delivery through eg Connexions, mobile and XL village provision
  - The work of the Sunderland Voluntary Youth Forum is highly regarded
  - The involvement of young people in local decision making and in strategy is well embedded and informs commissioned services. It is suggested that their role in the formal commissioning process, however, is underdeveloped.

### **3. Current Position**

- 3.1 Appendix 1 includes the performance information for each contract. Overall all outcomes have increased, however the position is variable within the providers.

3.2 There are 4 areas where an element of performance is below the agreed targets:

3.2.1 Barnes

Accredited outcomes

<b>Set</b>	<b>Agreed</b>	<b>Actual</b>
45	45	35

Contract is delivered through a new agency for the ward and there were some initial difficulties experienced including accessing suitable venues. The renovation of Barnes Park impacted on access to young people.

An Action plan developed as part of the Annual Review process includes:

- Completion of Barnes Park renovations with access to the Coach House negotiated to deliver a youth work session
- Improved programme planning to include activities that support recorded and accredited outcomes and access to a range of accreditation routes
- Continued development of sessions at Plains Farm & Humbledon Community Initiative
- Detached session that also promotes youth provision
- Negotiation of access to Richard Avenue Primary School

3.2.2 Copt Hill and Houghton

Participation

<b>Set</b>	<b>Agreed</b>	<b>Actual</b>
306	326	309

Shiney Row

Participation

<b>Set</b>	<b>Agreed</b>	<b>Actual</b>
164	169	109

Contract is delivered through a new agency for the ward and there were some initial difficulties including developing provision with young people, access to suitable venues and responding to limited provision in Shiney Row and Penshaw. These were compounded by delays in transfers with the previous contracted agency and the long term sickness of a key worker

An Action plan developed as part of the Annual Review process includes:



- Establishment of sessions at Penshaw CA, Gentoo building in Shiney Row, Football Fridays at Houghton Kepier school and the development of Gentoo Bungalow in Fence Houses

### 3.2.3 St Peter's Recorded Outcomes

Set	Agreed	Actual
76	76	56

### Accredited Outcomes

Set	Agreed	Actual
38	38	33

Particular issues for the provider included the long term sickness of two staff, changes made to delivery during year as previous delivery did not seem to be effectively engaging young people which allowed targets to be achieved for participation but not for recorded outcomes nor accreditations and changes in management which led to delays in responding to underachievement.

An action plan developed as part of the Annual Review process includes:

- Back filling of senior worker post with experienced member of staff
- Staff training in the use of the Management Information System with closer management of the contract
- Establishing a fixed youth base in the area

## 4. Conclusion:

- 4.1 Securing effective and efficient youth provision is a challenge. The process in Sunderland has many recognised features of best practice. The commissioned contracts provide a solid base on which to build the current and future core youth offer.
- 4.2 Of the 96 indicators (based on four targets in each of the 24 contracts) only five have not been achieved. Based on the performance to date, and the agreed action plans where appropriate, all of the existing ward contracts will continue to deliver until March 2012.

## 5. Recommendation:

- 5.1 To note the contents of the report

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## Appendix 1: Contract Performance Detail

Targets	Contact			Participation			Recorded			Accredited		
	Set	Agreed	Actual	Set	Agreed	Actual	Set	Agreed	Actual	Set	Agreed	Actual
Barnes	249	250	353	150	150	158	90	90	106	45	45	35
Castle & Redhill	600	640	1046	361	384	501	216	230	264	100	115	118
Copt Hill & Houghton	509	543	879	306	326	309	184	196	208	92	98	176
Doxford	271	272	317	163	163	172	98	98	101	49	49	50
Fulwell	235	248	417	141	149	171	85	89	106	42	45	50
Hendon	291	300	950	175	180	325	105	108	193	52	54	60
Hetton	234	263	381	140	158	202	84	95	200	42	47	50
Millfield	294	295	431	177	177	189	106	106	142	53	53	100
Pallion	337	337	958	202	202	533	121	121	152	61	61	75
Ryhope	256	256	498	153	153	265	92	92	222	46	46	183
St Anne's	280	280	309	168	168	202	101	101	101	50	50	53
St Chad's	187	187	281	112	112	124	67	67	69	34	34	36
St Michael's	220	220	235	132	132	140	79	79	90	40	40	48
St Peter's	210	212	405	126	127	140	76	76	56	38	38	33
Sandhill	252	253	843	151	152	454	91	91	136	45	46	53
Shiney Row	273	282	345	164	169	109	98	101	103	49	51	55
Silksworth	255	255	420	153	153	194	92	92	94	46	46	46
Southwick	243	270	537	146	162	211	87	97	100	44	49	49
Washington Central	242	242	610	145	145	211	87	87	119	44	44	45
Washington East	291	292	574	175	175	212	105	105	117	52	53	53
Washington North	262	262	497	157	157	190	94	94	97	47	47	53
Washington South	238	238	437	143	143	204	86	86	86	43	43	59
Washington West	230	230	534	138	138	189	83	83	86	41	41	50
BME	271	273	338	163	164	171	98	98	105	49	49	51

**Set** is the targets based on population of young people agreed 13-19 years in each ward

**Agreed** is the target contractors said they could achieve in their tenders

**Actual** is the achieved number in 2010 - 2011 for each performance indicator

All projects have achieved or over achieved their agreed targets with the exception of those highlighted in red above. Reasons for underachievement are noted in para 3.2 of the report.

**SAFE AND SUSTAINABLE CONSULTATION: CHILDREN'S HEART SERVICES**

**REPORT OF THE CHIEF EXECUTIVE**

1. Purpose of Report

- 1.1 To provide the Scrutiny Committee with details of the ongoing consultation about the reconfiguration of children's heart services in England.

2. Background

- 2.1 The NHS in England is currently consulting on proposals for reconfiguration of children's congenital heart services in England. The four-month Safe and Sustainable consultation has involved public consultation events and online consultation.
- 2.2 The consultation follows the national 'Safe and sustainable review' which is proposing four options to reduce the number of hospitals providing children's heart surgery from 11 to six or seven. The review also proposes that many non surgical services, such as diagnosis, assessments and ongoing care, are provided closer to where patients live.

3. Consultation Process

- 3.1 Safe and Sustainable would like to encourage overview and scrutiny committees to consider and respond to the proposals (by 1 July 2011) set out in the consultation document Safe and Sustainable: a new vision for children's congenital heart services in England ('the consultation proposals'). The Executive Summary from the document is attached at Appendix A of this report and the full document can be downloaded at the following link:  
[http://www.specialisedservices.nhs.uk/safe\\_sustainable/public-consultation-2011](http://www.specialisedservices.nhs.uk/safe_sustainable/public-consultation-2011)
- 3.2 Safe and Sustainable will share key findings of the health impact assessment during the consultation to inform responses to the consultation, and a more substantive report will be shared in August 2011. An independent report on the outcome of the consultation will also be shared in August 2011. Overview and scrutiny committees will then have an opportunity to add to their earlier submissions, should they wish to, until 5 October 2011.
- 3.3 Responses to the consultation proposals will be considered in the decision-making process, along with an independent report to the consultation, full health impact assessment and other evidence.
- 3.4 No decisions about the future of any of the centres under review will be made until after the consultation. A decision on the proposals is expected in November 2011 and it will be made by the Joint Committee of Primary Care Trusts (JCPCT) on behalf of local commissioners.

3.5 Once the JCPCT makes a decision on the future configuration of children's congenital heart services in England, Safe and Sustainable will share it with the overview and scrutiny committees. This is expected to take place in November 2011.

4. Conclusion

4.1 Members are asked to consider and respond to the proposals in the consultation.

5. Background Papers

Safe and Sustainable: A New Vision for Children's Congenital Heart Services in England – Consultation Document

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## 2. SUMMARY

We believe change is needed in the way in which children's congenital heart services are planned and delivered. Change will improve outcomes for children and ensure services are **SAFE AND SUSTAINABLE**.

Expert clinicians and parents have highlighted the need for change. This is what we are trying to achieve:

- Better and more accessible diagnostic services and follow up treatment delivered through congenital heart networks
- Better results in surgical centres with lower deaths and complications following surgery
- Improved communication between parents and all of the services in the network that see their child
- Reduced waiting times and fewer cancelled operations
- A highly trained workforce expert in the care and treatment of children and young people with congenital heart disease
- Better training for surgeons and their teams to ensure the sustainability of the service in the future
- An excellent service that delivers modern working practices using innovative techniques and continuing research and development to advance the quality of care children receive

### WHAT ARE WE CONSULTING ON?

In order to make changes to the way services are organised the NHS wants to ask the public for its views. We would like to hear from anyone with a view on the future of congenital heart services including the people most affected: parents, young people and NHS staff. We would like your views on four main areas:



#### STANDARDS OF CARE

The proposed national quality standards that have been developed to ensure higher standards of care can be provided consistently across the country. Are they the right standards?



#### LARGER SURGICAL CENTRES

We believe that the number of hospitals that provide heart surgery for children should be reduced from the 11 current centres to six or seven in response to evidence that suggests that only larger surgical centres can achieve true quality and excellence. Will fewer larger centres improve outcomes for children and young people?



#### CONGENITAL HEART NETWORKS

We are proposing that surgical centres are not just responsible for the care they provide but that they would lead a congenital heart network. These networks would co-ordinate services and strengthen existing local assessment services where they exist and develop more outreach support in areas that have been neglected in the past. Are congenital heart networks the right model of care to improve services for children and young people?



#### MEASURING QUALITY

We are recommending that new systems are implemented for the analysis and reporting of mortality and morbidity data relating to treatments for children with congenital heart disease. Do you agree that new systems should be implemented to monitor outcomes?

## 2 - SUMMARY

### SAFE AND SUSTAINABLE

The options for the number and location of hospitals that provide children's heart surgical services in the future are:

#### OPTION A

##### SEVEN SURGICAL CENTRES AT:

- Freeman Hospital, Newcastle
- Alder Hey Children's Hospital, Liverpool
- Glenfield Hospital, Leicester
- Birmingham Children's Hospital
- Bristol Royal Hospital for Children
- 2 centres in London

#### OPTION B

##### SEVEN SURGICAL CENTRES AT:

- Freeman Hospital, Newcastle
- Alder Hey Children's Hospital, Liverpool
- Birmingham Children's Hospital
- Bristol Royal Hospital for Children
- Southampton General Hospital
- 2 centres in London

#### OPTION C

##### SIX SURGICAL CENTRES AT:

- Freeman Hospital, Newcastle
- Alder Hey Children's Hospital, Liverpool
- Birmingham Children's Hospital
- Bristol Royal Hospital for Children
- 2 centres in London

#### OPTION D

##### SIX SURGICAL CENTRES AT:

- Leeds General Infirmary
- Alder Hey Children's Hospital, Liverpool
- Birmingham Children's Hospital
- Bristol Royal Hospital for Children
- 2 centres in London

### LONDON

#### LONDON:

The preferred two London surgical centres in the four options are:

- Evelina Children's Hospital
- Great Ormond Street Hospital for Children



**Additionally, there are other recommendations for you to consider.**

This document sets out the way in which the proposals for change have been developed and what they would mean for you.

On page 132 you will find details about how to give your view. The closing date for responses is 1 July 2011.



# CHILDREN, YOUNG PEOPLE & LEARNING SCRUTINY COMMITTEE

## FORWARD PLAN – KEY DECISIONS FOR THE PERIOD 1 JUNE 2011 – 30 SEPTEMBER 2011

REPORT OF THE CHIEF EXECUTIVE

9 JUNE 2011

### 1. Purpose of the Report

- 1.1 To provide Members with an opportunity to consider those items on the Executive's Forward Plan for the period 1 June 2011 – 30 September 2011 which relate to the Children, Young People and Learning Scrutiny Committee.

### 2. Background Information

- 2.1 Holding the Executive to account is one of the main functions of Scrutiny. One of the ways that this can be achieved is by considering the forthcoming decisions of the Executive (as outlined in the Forward Plan) and deciding whether Scrutiny can add value in advance of the decision being made. This does not negate Non-Executive Members ability to call-in a decision after it has been made.
- 2.3 To this end, it has been agreed that the most recent version of the Executive's Forward Plan should be included on the agenda of this Committee. The Forward Plan for the period 1 June 2011 – 30 September 2011 is attached marked **Appendix 1**.

### 3. Current Position

- 3.1 In considering the Forward Plan, Members are asked to consider only those issues which are under the remit of the Children, Young People and Learning Scrutiny Committee. These are as follows:-

*Children & Young People's Plan Outcomes: Be Healthy; Stay Safe; Enjoy and Achieve; Positive Contribution; Achieve Well-Being and Adult Learning, Libraries, Youth Justice and Economic Well-Being*

- 3.3 In the event of Members having any queries that cannot be dealt with directly in the meeting, a response will be sought from the relevant Directorate.

### 4. Recommendations

- 4.1 To consider the Executive's Forward Plan for the period 1 June 2011 – 30 September 2011.

## **5. Background Papers**

There were no background papers used in the preparation of this report.

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**Forward Plan -  
Key Decisions for  
the period  
01/Jun/2011 to  
30/Sep/2011**



E Waugh,  
Head of Law and Governance,  
Commercial and Corporate Services,  
Sunderland City Council.

13 May 2011



## Forward Plan: Key Decisions from - 01/Jun/2011 to 30/Sep/2011

No.	Description of Decision	Decision Taker	Anticipated Date of Decision	Principal Consultees	Means of Consultation	When and how to make representations and appropriate Scrutiny Committee	Documents to be considered	Contact Officer	Tel No
01503	To agree the recommendations of the Children, Young People and Learning Scrutiny Committee following a review of work based learning and apprenticeships in Sunderland.	Cabinet	22/Jun/2011	Children's Services Staff, External Training Providers, Employees, Young People	Evidence at Scrutiny Committees, Interviews, Expert Jury Event, Big Brother Diary Room	Via the Contact Officer by 20 May 2011 - Children, Young People and Learning Scrutiny Committee.	Policy Review final report	Nigel Cummings	5611006