

Ofsted children's services assessment 2010

Evaluation report

The Education and Inspections Act 2006 charges Her Majesty's Chief Inspector (HMCI) with the responsibility to assess annually the quality of children's services for all 152 local authorities in England. This report provides an evaluation of the process and outcomes for the 2010 children's services assessment.

Age group: N/A

Published: April 2011

Reference no: 110007





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Executive summary

Background: legislation and process

- The Education and Inspections Act 2006 charges Her Majesty's Chief Inspector (HMCI) with the responsibility to assess annually the quality of children's services for all 152 local authorities in England.
- 2. The annual children's service assessment is an independent evaluation of the overall quality of services in a local area. It provides an overview of local provision and highlights issues of concern. In 2009, Ofsted introduced a new approach to assessing children's services as part of the joint inspectorate Comprehensive Area Assessment (CAA). Following extensive feedback from local authorities and consultation with the Association of Directors of Children's Services (ADCS), these arrangements were refined for application in 2010. In May 2010, CAA was abolished but HMCI's statutory duty to carry out an annual assessment remains.
- 3. The annual assessment was derived from a performance profile of the quality of services and outcomes for children and young people in each of the 152 local authority areas. The performance profile included findings from across Ofsted's inspection and regulation of services and settings for which the local authority had a strategic interest or operational responsibilities, either alone or in partnership with other agencies, including private and voluntary organisations. It also included; the unannounced inspections of contact, referral and assessment arrangements; inspections of services for safeguarding and looked after children; and data from the relevant indicators in the National Indicator Set (NIS). Arrangements for 2010 placed a greater emphasis on findings from the inspection and regulation of services, which included judgements based on direct observation of professional practice in schools, children's homes and safeguarding services as well as consideration of the views of children, young people and families using these services, and interactions with service managers and other stakeholders during inspection.
- 4. In order to arrive at the children's services assessment, a series of assessment principles were applied to the performance profile. These were explained in the published guidance document.¹

Children's services assessment for 2010 (100104), Ofsted, 2010; www.ofsted.gov.uk/publications/100104.

- 5. The annual children's services assessments for 146 of the local authorities in England were published on 9 December 2010. The publication of letters for three local authorities was delayed pending publication of reports on their full inspections of safeguarding and looked after children services. Two of these were published later in December 2010 and the third in January 2011. A further three local authorities, judged as performing poorly in 2009 due to inadequate safeguarding judgements, were programmed for a full inspection of safeguarding and looked after children services. Ofsted published these last children's services assessment letters in March 2011.
- 6. A total of 12 local authorities appealed against the annual assessment they were awarded, of which one appeal was upheld.

Evaluation of the second year of the children's services assessment

- 7. This evaluation report brings together:
 - summary data on the overall performance of local authority children's services
 - main findings on the characteristics of excellent and poorly performing local authorities
 - analysis and commentary derived from 73 of the 78² local authorities who responded to an online questionnaire that was sent to all 152 local authorities in January 2011, and Ofsted's response to issues raised
 - feedback from local authorities where meetings had been requested with inspectors carrying out the children's services assessment
 - proposals which impact on the 2011 children's services assessment guidance.

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Seventy-eight responses were received, five of which were blank in all sections. Of the 73 completed questionnaires, some questions had fewer than 73 responses (see annex 2 for details).

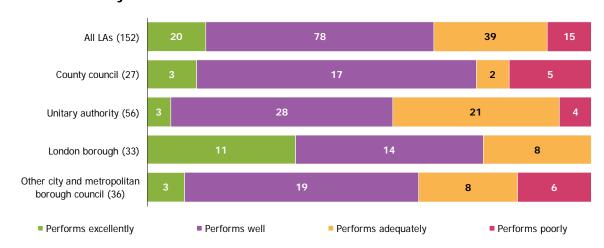
Key findings

8. Figures 1 and 2 show the outcomes for the overall performance of all 152 local authority children's services for the last two years.

Figure 1: Annual assessment of local authority children's services 2009 and 2010



Figure 2: Annual assessment of local authority children's services in 2010 by type of local authority



9. In 2010, the majority (98 out of 152) of local authority children's services performed well or better. The proportion that performed excellently has doubled since 2009 and represents all local authority types, spread across the country. Of the 20 local authorities³ in this category, 11 were London boroughs, three were metropolitan boroughs, three were unitary authorities and three were county councils.

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The following local authorities were judged to be performing excellently: Barnet, Bath and North East Somerset, Buckinghamshire, City of London, Hammersmith and Fulham, Hampshire, Havering, Hounslow, Kensington and Chelsea, Kingston upon Thames, Lewisham, Lincolnshire, North Somerset, North Tyneside, Oldham, Richmond upon Thames, Sutton, Trafford, Wandsworth, York.

10. In 2010, 15 local authorities⁴ were judged to be performing poorly compared with nine in 2009. Six were metropolitan or city councils, four were unitary authorities and five were county councils. For 14 of these local authorities, inadequacies had been identified in recent inspections of safeguarding. The fifteenth local authority was subject to a corporate governance inspection carried out by the Audit Commission and Ofsted as part of the joint inspectorate arrangements for CAA.

Main findings on the characteristics of excellent and poorly performing local authorities

- 11. The children's services assessment highlights common features in the best performing children's services, and points to common failures in the weakest.
- 12. In 2010, local authorities that performed excellently showed:
 - consistently good outcomes from the inspection of services, settings and institutions, most notably in the quality of provision in secondary schools, special schools, primary schools, pupil referral units and at post-16
 - strengths in front-line child protection services
 - good educational standards and strong performance in narrowing of the gap in standards reached between children and young people from vulnerable groups and their peers
 - strengths in leadership and management, effective strategic planning and productive partnerships.
- 13. The main areas for development for local authorities that perform excellently are:
 - improving the quality of childminding/childcare to be at least good
 - closing attainment gaps further at the age of 16 and/or at the age of 19.

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The following local authorities were judged to be performing poorly: Birmingham, Calderdale, Cheshire West and Chester, Cornwall, Doncaster, Essex, Kent, Leeds, Nottinghamshire, Peterborough, Salford, Sandwell, Torbay, West Sussex, Worcestershire.

- 14. For the local authorities that performed poorly, relative strengths are found in the quality of, or improvement in the quality of, early years and childcare, in fostering and adoption services and in the quality of provision in children's homes. The main weaknesses of the poorly performing local authorities are listed below.
 - Children and young people did not typically have good educational standards, nor was there strong performance in narrowing of the gap in standards reached between children and young people from vulnerable groups and their peers.
 - All had significant development points relating to safeguarding.
 - Most needed to improve the quality of secondary schools and primary schools.
 - Provision for those over the age of 16 was weak, especially in school sixth forms.
- 15. In August 2010, Ofsted published a report on outstanding local authority children's services⁵ which drew on the findings from the 2009 children's services assessment. The report analysed some of the key factors that lead to high performance and illustrated these with practical examples that show what can be done. The findings from this report are equally valid for the 2010 children's services assessment.

Evaluation of the 2010 process: the views of local authorities and Ofsted's response to the issues raised

16. An online evaluation survey was sent to all 152 local authorities in January 2011, of which 73 were returned (see annexes 1 and 2). Ofsted welcomes these responses and will continue to work with the ADCS to review processes and guidance for 2011.

Overall experience of the 2010 children's services assessment

17. Almost half of the 73 local authorities that responded agreed that the 2010 assessment process overall was better than in 2009, while a further third felt it was about the same. The greatest improvements identified were the contact with Her Majesty's Inspectors (HMI), the guidance for the assessment and the assessment letter. Just over half of the 67 local authorities responding to a question on the performance profile agreed that it had improved. Almost half identified improvement in the process for factual accuracy checking. Only 30 local authorities commented on the arrangements for making an appeal. Of these, 10 considered the appeal process to be improved.

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Outstanding local authority children's services 2009, (100040), Ofsted, 2010; www.ofsted.gov.uk/publications/100040.

18. Although over half of respondents considered that the assessment process had improved, a small number of written responses received from the online survey expressed concerns. These included comments that some local authorities had received a lower assessment judgement in 2010 than in 2009 although they felt performance had improved. Five local authorities also raised the impact of the unannounced inspections of contact, referral and assessment arrangements, and the limiting nature of the full inspections of services for safeguarding and looked after children as concerns.

Action planned for 2011

- Review arrangements for factual accuracy checking and the appeals procedure.
- Review the guidance to ensure greater clarity and transparency in the application of the assessment principles.

The assessment guidance

19. The assessment guidance was published in July 2010. Fifty-seven of the 72 local authorities that responded to this question agreed or strongly agreed that the guidance, which explained the process for awarding the children's service assessment, was helpful and showed greater transparency than in 2009. However, the need for earlier publication was identified in the comments received. Some local authorities felt the assessment principles were applied too rigidly. A few welcomed the application of inspector judgement to the assessment principles whilst others considered that this resulted in a lack of consistency.

Action planned for 2011

- The guidance for inspectors and local authorities will be published at the end of April 2011.
- The guidance for 2011 will address key considerations underpinning the application of inspector judgement to the assessment principles.

Application of the assessment principles

- 20. The assessment principles for 2010 were refined following consultation with local authorities. Over two thirds of the local authorities responding to the survey agreed or strongly agreed that they were easy to understand and apply. A few local authorities commented that the performance profile provided a useful overview of standards, benchmarked against comparators. A large majority of local authorities were either neutral or agreed that the assessment principles achieved the right balance between universal services and services for those whose circumstances may make them more vulnerable. However, just over a guarter of the local authorities disagreed. Similarly, while nearly half of respondents considered that the principles focused on the right aspects and assessment outcomes, 18 disagreed. Only 29 local authorities agreed that the assessment had helped their understanding of their own performance while a further 21 local authorities neither agreed nor disagreed. In this respect, a minority commented that the Ofsted assessment matched their own assessment of their performance. From the written comments, three local authorities expressed reservations about the impact of the inadequate safeguarding judgement in determining the overall assessment for children's services, arguing that this fails to recognise progress made in other service areas.
- 21. Nine of the 27 local authorities who provided additional written comments in this section raised concerns about the inclusion and influence of provision such as academies and colleges on the children's services assessment. They considered that they have no direct influence over the quality of provision. Similarly, the inclusion of childminders who are not looking after children but remain on the Ofsted register, are of concern.
- 22. Almost half of the local authorities found the additional information requested on private and voluntary provision for looked after children reasonably easy to provide, although 12 did not. Concerns were expressed about the use of data and inspection findings from provisions within a local authority's boundary but not commissioned by them, such as for children's homes.

Action planned for 2011

- Look at the feasibility of identifying childminders who are on the register but not looking after children and the impact of this on the information in the performance profile.
- Make it clearer in the guidance how the following will be used:
 - data for commissioned services
 - data on private and voluntary provision inside and outside the local authority area
 - data regarding childminders who are registered but not looking after children
 - an area for priority action from an unannounced inspection of contact, referral and assessment arrangements.

The performance profile

23. More than half of the 73 local authorities responding agreed or strongly agreed that the performance profile helped them to analyse, monitor and assess their own performance, although just over a quarter disagreed. Fifty local authorities agreed that the presentation and clarity of the performance profile had improved and around three quarters considered the performance profile effective in showing the range and content of inspection groups. However, a few concerns were expressed that some data remained out-of-date and Ofsted was not always responsive in taking into account recent inspection outcomes that they felt might materially affect the overall grade.

Action planned for 2011

Clarify the cut-off dates for data and inspections included in the performance profile.

Contact with Ofsted

- 24. Local authorities were offered meetings with HMI to discuss the draft children's services assessment at their request. Almost 60 meetings took place with officers, chief executives and elected members who welcomed the opportunity to discuss the methodology, including clarifying the principles that underpin the assessment.
- 25. Almost two thirds of the local authorities responding to the online survey agreed or strongly agreed that the opportunity to meet with HMI improved the assessment process. Where a meeting had occurred this was almost always reported to be very helpful in the written comments. Where local authorities had met with the link HMI early in the process, this had been helpful and was welcomed. Most thought the timing of the meeting was appropriate.

26. Responses relating to the children's services team email box showed that more than half of the 62 local authorities responding agreed that the response to their query was helpful; 10 local authorities disagreed. Where local authorities had concerns, they reported that queries relating to the performance profile sometimes took too long to resolve.

Action planned for 2011

- Include arrangements for meetings with local authorities where appropriate and in line with the revised guidance, prior to the publication of the 2011 children's services assessment.
- Improve the timing of dealing with queries relating to the performance profile.

Factual accuracy and appeals

- 27. Of the 71 local authorities that responded, 54 were satisfied with the way that the factual accuracy process was conducted; the written comments show most considered factual queries speedily resolved. These local authorities considered Ofsted to be appropriately flexible in responding to the interpretation of data and ensuring appropriate changes to draft text. Only seven local authorities expressed dissatisfaction with the factual accuracy process.
- 28. Most of the local authorities that responded had not needed to use the appeals process. Of the 26 local authorities that responded to this question, eight had made an appeal in 2010. Of these eight, five had a positive view of the process but two local authorities were less satisfied as they felt the appeals process did not lead to an assessment that reflected their current performance.

The children's services assessment letter

- 29. In response to the 2009 evaluation, the children's services assessment letter comprised a more comprehensive overview of the wide range of children's services and set out strengths and weaknesses across outcomes. Meetings with officers and chief executives welcomed these changes.
- 30. Just under a third of local authorities that responded agreed or strongly agreed that the format and clarity of the assessment letter painted an accurate picture of children's services, although a quarter disagreed. On the positive side, the written comments received stated that the format of the assessment letter was useful in disseminating information and key messages to colleagues and elected members. The main concerns expressed were that the assessment letter did not refer to very recent inspection outcomes and did not reflect positively enough on performance.
- 31. Only around a third of the local authorities felt the assessment letter helped to identify areas for improvement. Another third disagreed. In written comments, respondents stated that this was generally because assessment letters were based on data that were sometimes historical.

Action planned for 2011

■ The timing, content and format of the children's services assessment letters will be further reviewed.

The impact of the children's services assessment

- 32. About a quarter of respondents agreed the assessment was helpful in reconsidering areas for improvement, supporting an increased focus on organisational and national priorities, and giving residents a better understanding of the quality of services. Thirteen local authorities agreed that the assessment helped them target resources more effectively. However, the majority of respondents had a neutral position or disagreed that the assessment has helped to improve services.
- 33. Some of the local authorities reported in the written comments that the children's services assessment provides a useful comparative baseline from which to consider and explain the quality of local services to elected members and residents as well as useful external endorsement of local performance. Local authorities that were less convinced by the assessment gave more credence to self-review and internal systems of performance management.

Proposals for the 2011 assessment process

34. In 2010, the Minister for Children and Families announced the government's intention to repeal legislation underpinning HMCI's statutory duty to carry out an annual assessment of children's services. The requirement, however, remains in place for 2011. Ofsted will continue to review the arrangements to ensure the assessment for 2011 is simple, transparent and does not create unnecessary burdens for local authorities.

Action planned for 2011

■ The assessment procedures for 2010 will be reviewed and published as revised guidance for 2011.

Annex 1. Online evaluation survey for local authorities on the arrangements for Ofsted's annual children's services assessment 2010

Children's services assessments: evaluation survey of local authorities

Last year, in preparation for the 2010 assessment of children's services, Ofsted undertook a substantial evaluation of the previous year's arrangements. As a first step towards proposals for 2011, Ofsted is seeking your views about the 2010 assessment through this online questionnaire.

Local	author	rity	details

1.	Name of local authority
2.	Name and position of person completing this questionnaire

Overall experience

3. To what extent do you agree with the following statement?

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know
The 2010 children's services assessment was overall an improvement compared to the 2009 children's services rating.						

4. Have any of the following aspects of the children's services assessment process improved since last year (2009)?									
			Im	proved		lot roved	Not applicable		
The children's services assessr (published July 2010).	ment guidar	nce							
Application of the assessment	principles.								
The performance profile.									
Opportunity for contact with C	hildren's Se	ervices HN	ЛI.						
Arrangements for addressing f	actual accu	racy issu	es.						
Arrangements for making an a	ppeal.								
The format and clarity of the classessment letter in reporting		ervices							
	 5. Any further comments: Children's services assessment guidance 2010 6. To what extent do you agree with the following statement? 								
	Strongly agree	Agree	Neith agree disagr	<u> </u>		-			
Guidance for the 2010 children's services assessment published in July 2010 was helpful.									
7. Any further comments:									

Application of the assessment principles

8.

principles:						
	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know
were easy to understand and apply						
achieved the right balance and weighting between universal services and services for those whose circumstances may make them more vulnerable						
assessed the right aspects and outcomes						
helped my local authority to understand our own						

To what extent do you agree with the following statements? The assessment

9.	Any further comments:		

Performance profile

performance.

10. To what extent do you agree with the following statement?

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know
The performance profile helped my local authority to analyse, monitor and assess its performance.						

11. To what extent do you to the presentation of the of:								
	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know		
presentation and clarity								
showing the range and content of inspection groupings.								
12. In 2010, for the first time, Ofsted took account of the additional information you provided about private and voluntary provision for looked after children. To what extent do you agree with the following statement?								
	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know		
It was reasonably easy for my local authority to provide this information.								
13. Any further comments:								
Contact with Ofsted14. To what extent do you contact with Ofsted was	•		•	nents? My I	ocal autho	ority's		
	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know		
the discussions held with children's services HMI								
the timing of the opportunity to meet								
responses to queries made to Ofsted's CSTeam email box.								
15. Any further comments:								

Factual accuracy and appeals

16. To what extent do you agree with the following statement? I am satisfied with the way the following stages of the children's services assessment process were conducted.									
	Strongly agree	Agree	e Neit agree disag	e nor	Disagre	e Stror disaç	0 0		lot icable
Factual accuracy									
Appeals									
17. Any further comme	17. Any further comments:								
Children's services as18. To what extent do children's services	you agree	e with t	the follo	wing st	atemer	nt? The	local a	autho	ority
		ongly gree	Agree	Neith agree disagr	nor	isagree	Stror disag	0 3	Don't know
painted an accurate pictu the performance of your children's services	re of								
helped to identify areas for improvement.	or								

Impact of the children's services assessment

20. To what extent do you agree with the following statements? The children's services assessment process has helped us to:

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know
target our resources more effectively						
change the way we think about our areas for improvement						
increase our focus on organisational priorities						
increase our focus on government priorities						
give residents a better understanding of the quality of the services we provide						
improve our services for children and young people.						
21. Any further comments:						

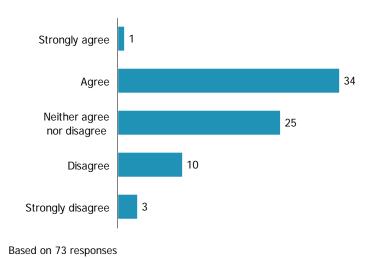


Annex 2. Responses to the online children's services evaluation survey 2010

NB: Figures in the charts represent the number of respondents. The data below exclude responses where no answer was given.

Overall experience

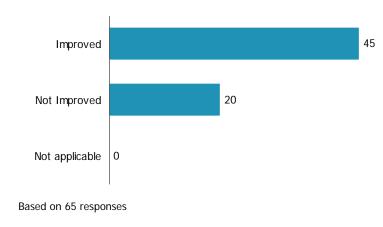
Question 3: To what extent do you agree with the following statement? The 2010 children's services assessment was overall an improvement compared to the 2009 children's services rating.



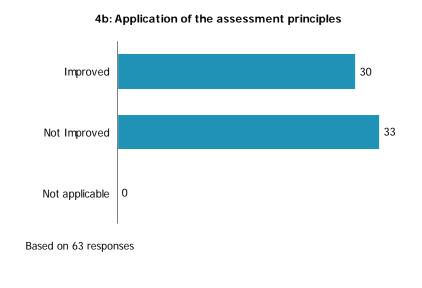
Question 4: Have any of the following aspects of the children's services assessment process improved since last year (2009)?

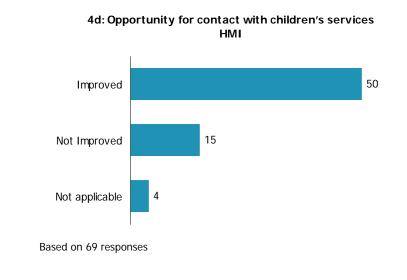
- 1. The children's services assessment guidance (published July 2010).
- 2. Application of the assessment principles.
- 3. The performance profile.
- 4. Opportunity for contact with children's services HMI.
- 5. Arrangements for addressing factual accuracy issues.
- 6. Arrangements for making an appeal.
- 7. The format and clarity of the children's services assessment letter in reporting findings.

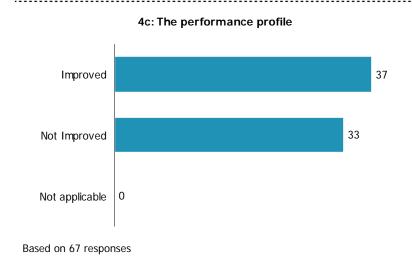
4a: The children's services assessment guidance (published July 2010)

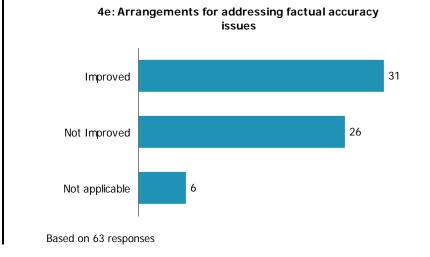




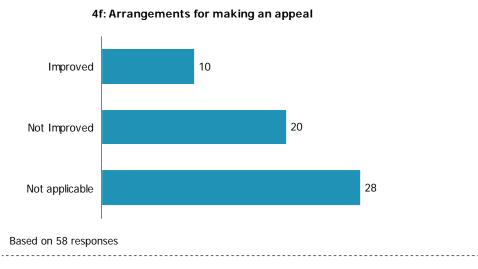


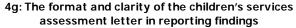


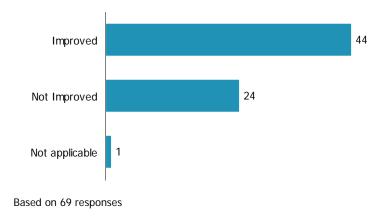






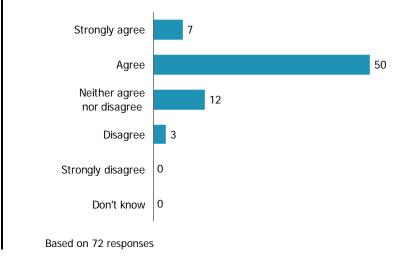






Children's services assessment guidance 2010

Question 6: To what extent do you agree with the following statement? Guidance for the 2010 children's services assessment published in July 2010 was helpful.



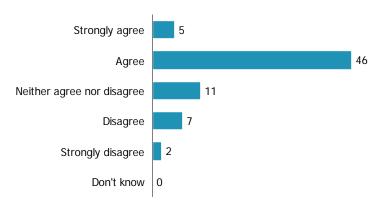


Application of the assessment principles

Question 8: To what extent do you agree with the following statements? The assessment principles:

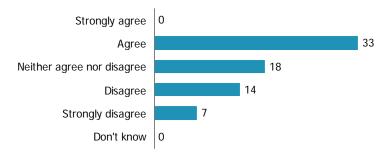
- a) were easy to understand and apply
- b) achieved the right balance and weighting between universal services and services for those whose circumstances may make them more vulnerable
- c) assessed the right aspects and outcomes
- d) helped my local authority to understand our own performance.





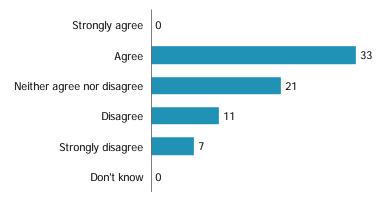
Based on 71 responses

8b: achieved the right balance and weighting between universal services and services for those whose circumstances may make them more vulnerable



Based on 72 responses

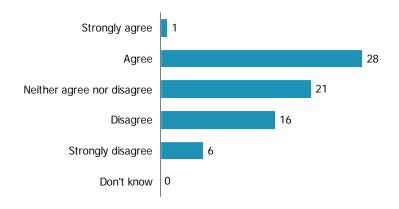
8c: assessed the right aspects and outcomes



Based on 72 responses



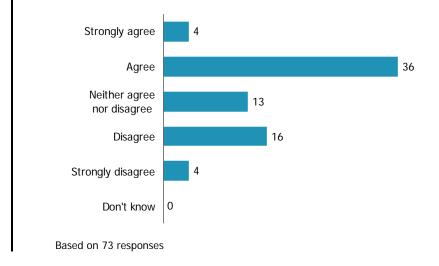
8d: helped my local authority to understand our own performance



Based on 72 responses

Performance Profile

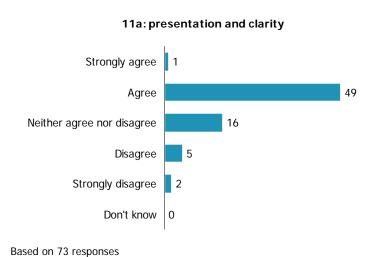
Question 10: To what extent do you agree with the following statement? The performance profile helped my local authority to analyse, monitor and assess its performance.



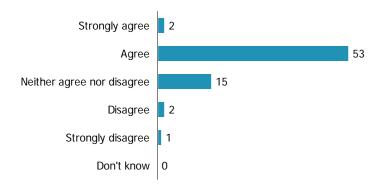


Question 11: To what extent do you agree with the following statements? The revisions made to the presentation of the performance profile in 2010 were effective in terms of:

- a) presentation and clarity
- b) showing the range and content of inspection groupings.



11b: showing the range and content of inspection groupings

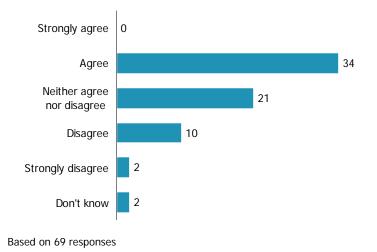


Based on 73 responses



Question 12: In 2010, for the first time, Ofsted took account of the additional information you provided about private and voluntary provision for looked after children. To what extent do you agree with the following statement?

It was reasonably easy for my local authority to provide this information.

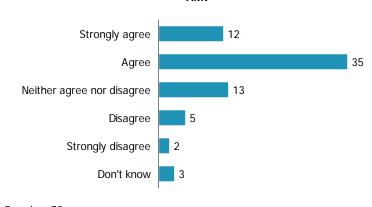


Contact with Ofsted

Question 14: To what extent do you agree with the following statements? My local authority's contact with Ofsted was helpful with regard to:

- a) the discussions held with children's services HMI
- b) the timing of the opportunity to meet
- c) responses to queries made to Ofsted's CSTeam email box.

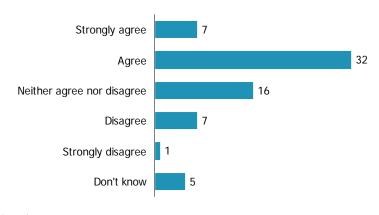
14a: the discussions held with children's services HMI



Based on 70 responses

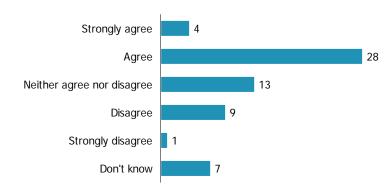


14b: the timing of the opportunity to meet



Based on 68 responses

14c: responses to queries made to Ofsted's CSTeam email box



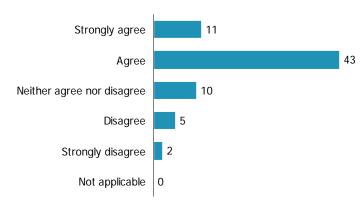
Based on 62 responses

Factual Accuracy and Appeals

Question 16: To what extent do you agree with the following statement? I am satisfied with the way the following stages of the children's services assessment process were conducted.

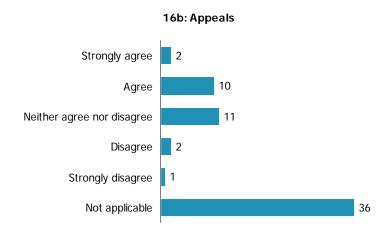
- a) Factual accuracy.
- b) Appeals.

16a: Factual accuracy



Based on 71 responses





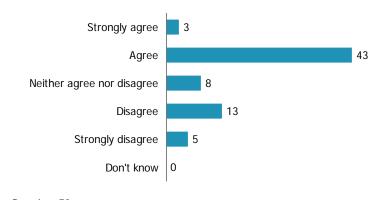
Based on 62 responses

Children's services assessment letter

Question 18: To what extent do you agree with the following statement? The local authority children's services assessment letter...

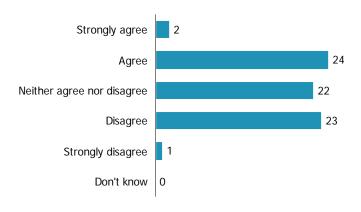
- a) painted an accurate picture of the performance of your children's services
- b) helped to identify areas for improvement.

18a: painted an accurate picture of the performance of your children's services





18b: helped to identify areas for improvement



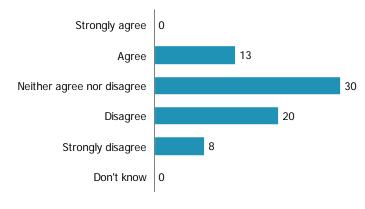
Based on 72 responses

Impact of the children's services assessment

Question 20: To what extent do you agree with the following statements? The children's services assessment process has helped us to:

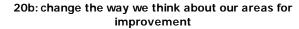
- a) target our resources more effectively
- b) change the way we think about our areas for improvement
- c) increase our focus on organisational priorities
- d) increase our focus on government priorities
- e) give residents a better understanding of the quality of the services we provide
- f) improve our services for children and young people.

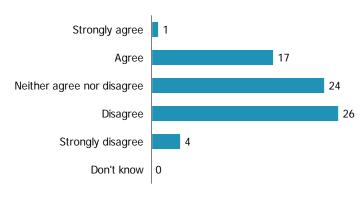
20a: target our resources more effectively



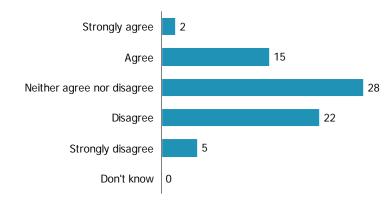
Based on 71 responses





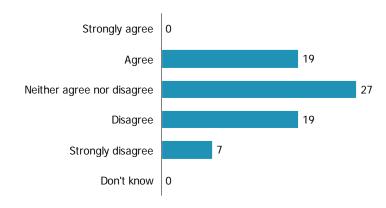


20d: increase our focus on government priorities



Based on 72 responses

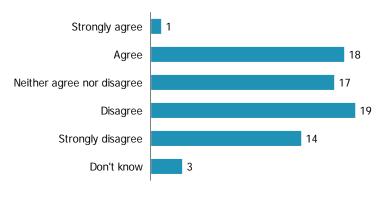
20c: increase our focus on organisational priorities



Based on 72 responses

Based on 72 responses

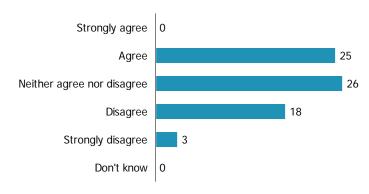
20e: give residents a better understanding of the quality of the services we provide



Based on 72 responses



20f: improve our services for children and young people



Based on 72 responses