

LADO ANNUAL REPORT 2023 - 2024

Managing Allegations Against Staff within the Kent Children's Workforce

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1. INTRODUCTION

- **1.1** This annual report for the Kent County Local Authority Designated Officer (LADO) Service provides the statistical data regarding LADO activity during the period 1 April 2023 to 31 March 2024 for Kent Safeguarding Children's Partnership (KSCMP) and partner agencies on the number, nature, investigation processes and outcomes of allegations. Following the analysis of the data, there is a narrative and further analysis regarding Kent's LADO activity during the same period. There is a progress report on the actions from last year's annual plan, a summary of the re-evaluation of the LADO Service (February 2024) and comments on challenges and recommendations for future development of the Service.
- **1.2** The LADO Service in Kent is underpinned by statutory guidance notably Working Together to Safeguard Children (2023), specifically revised following the publication the Child Safeguarding Practice Review Panel reports (2023) into the settings run by the Hesley Group. This updated guidance sets out Local Authorities should have a Designated Officer (LADO) to be involved in the management and oversight of allegations against staff working within the Children's Workforce. The legislative framework is also reflected in the Children Act 1989 and 2004. Local guidance on allegations management procedures is published by the Kent Children's Multi Agency Partnership (KSCMP).
- **1.3** Nationally, all agencies and settings providing services for children, or employ staff or volunteers working with children, are required through Working Together (2023) to have and implement procedures for responding to allegations against staff members and adults in positions of trust, whether paid or voluntary. The definition of 'working with' children is an adult who is working or volunteering with children, anyone under the age of 18 years old, or in contact with children through work on a regular basis and would be seen as being in a position of trust over them. In addition, this would also apply to someone under eighteen in the same position, e.g. a seventeen-year-old teaching a musical instrument or instructing a group. The LADO remit was traditionally person specific, but as the role evolved and learning taken from various reviews, it is now expected LADOs are conscious of the wider safeguarding measures employers have in place.
- **1.4** Working Together (2023) provides the Harm Threshold applied when an allegation is made against a member of the children's workforce and it is believed the individual has:
 - Behaved in a way that has harmed a child or may have harmed a child.
 - Possibly committed a criminal offence against or related to a child.
 - Behaved towards a child or children in a way that indicates they may pose a risk of harm to children.
 - Behaved in a way that indicates they may not be suitable to work with children.
- **1.5** The Kent LADO Service accepts referrals related to this LADO Harm threshold and progresses these as allegations. The Service undertakes enquiries and consultations supporting employers to assess staff practice, which may sit just outside of this threshold, around areas such as quality of care, professional conduct and practice.

- **1.6** Within Education services, there is additional guidance implemented by the LADO Service: Keeping Children Safe in Education (March 2023). This guidance identifies specific requirements to be considered when managing allegations against staff working in education settings. These sets of guidance are placed alongside additional statutory guidance: Disqualification under the Childcare Act 2006 (updated 2018) that further informs specific circumstances, which would lead to disqualification from work within defined sectors of Early Years Services specifically and other services. Risk by association matters are considered in accordance with this guidance.
- **1.7** The Keeping Children Safe in Education guidance outlines the requirement of the LADO to oversee an allegation management process that is effective, transparent whilst ensuring accurate records of the process are maintained. The LADO's first consideration is always to ensure children involved in an allegation are appropriately safeguarded. The LADO will also consider the safety of other children who could come into contact with the adult whether that is at the setting they work in or children in the person of concern's own family.
- **1.8** The statistical report below demonstrates the implementation of this variety of guidance in Kent.

2. THE STATISTICAL REPORT

- **2.1** The incoming work of the LADO Service can be divided into 2 main functions: Enquiries and Referrals. The Kent LADO Service received and responded to 1330 Enquiries and 1458 Referrals this year.
- 2.2 An Enquiry is when professionals, often line managers or employers, question whether a formal referral should be made to the LADO Service. Professionals making enquiries want advice and guidance in exploring alternative options such as using the organisation's own HR processes, signposting to other services or submitting referrals to the Front Door or to the LADO Service. A LADO is rostered to act as a LADO enquiries officer (LEO) each day. This process enables settings to make enquiries without naming an individual and get advice on the harm threshold. The enquiries process enables agency checks to be made. Enquiries can be made about individuals by Ofsted in relation to prospective children's home managers or child minders, and by independent or in-house fostering services in relation to prospective or existing foster carers. Settings enquiries include Ofsted, or the Inspectorate for Independent Schools (ISI) inspection queries, and complaints about schools received by Ofsted or the Department for Education.
- **2.3** A **Referral** is made about an individual who works with children in Kent about whom there are allegations or concerns. This is generally received via the Portal (professionals must refer via the portal); although parents have the option to use a LADO referral form and send it in via e-mail.
- **2.4** Referrals can be recorded as an allegation which reaches the harm threshold. If it does not reach the harm threshold, the matter can be recorded as a **Consultation** (not to be confused with an enquiry, which was explained earlier). This is typically if advice, sign posting or a risk assessment is all that is required or more information is needed to establish threshold.

2.5 The chart, in Table 1, below shows 275 (21%) of enquires met the harm threshold for a LADO referral. The hypothesis behind this dataset is the enquiry process is working well to 'gatekeep' by providing advice and redirecting professionals on largely non-threshold concerns. 43% of enquiries are managed by agencies themselves.

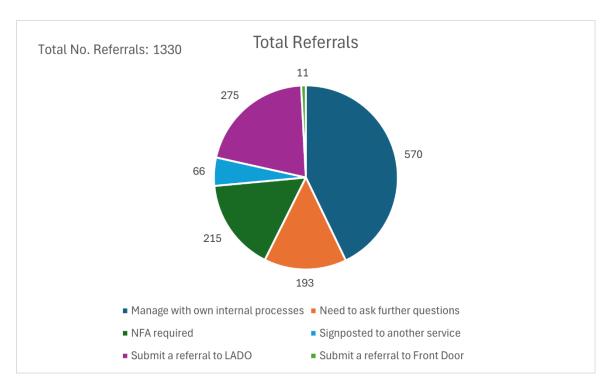
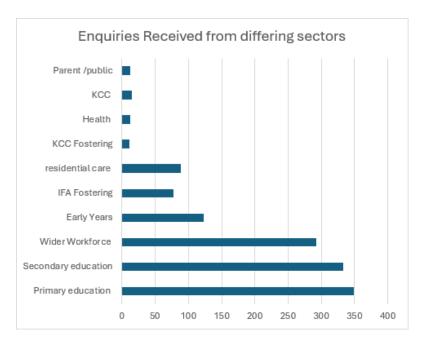


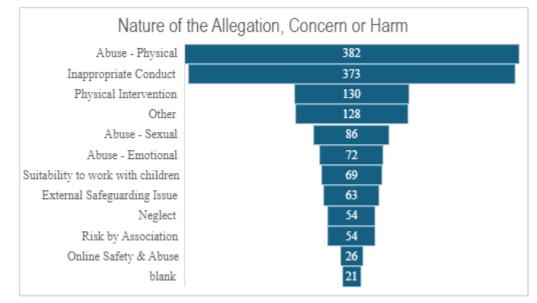
Table 1

2.6 Table 2 reveals primary and secondary education use the LADO enquiry service more than any other followed by the multiple sectors recorded as wider workforce.



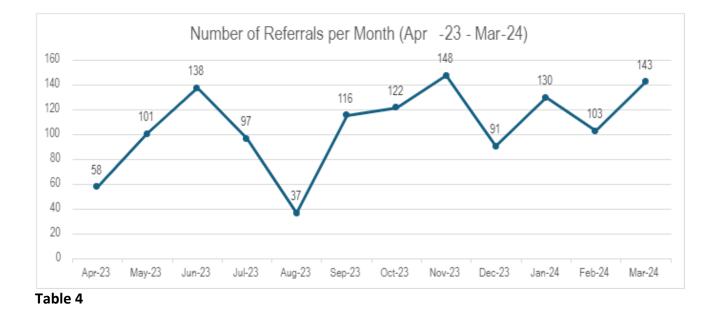
3. REFFERAL DATA

- **3.1** The LADO Service received 1458 referrals. This is a 14% increase from 2022-2023 where 1270 matters were referred. Of note, the Service only received referrals from professionals. There were no referrals from the public. This indicates a public awareness campaign is required.
- **3.2** Table 3 demonstrates the nature of the allegation, concern and type of harm. The primary reason for referral in 26% of cases was physical abuse closely followed by inappropriate conduct at 25%.



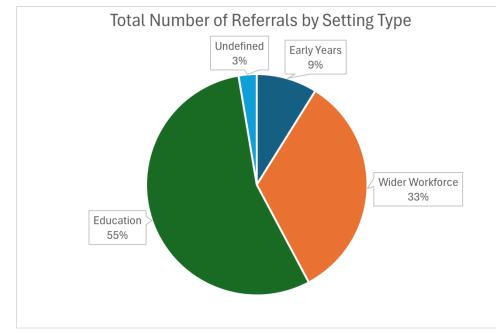
- **3.3** Inappropriate conduct encapsulates a range of behaviours and circumstances. Examples include serious practice issues, a breach of professional boundaries, sexual behaviours such as inappropriate language or conversation, staff in contact with children via social media, inappropriate jokes and conduct outside of the workplace; recreational drug use outside of the setting.
- **3.4** Sexual abuse accounted for 6% of referrals, 5% for emotional abuse and 5% were initially referred due to concerns around the professional's suitability to work with children. There is inconsistency in the data of 9% of referrals (128) where the concern type is recorded as 'Other'. Exploring this recording inconsistency further, it can be confirmed LADOs are recording circumstances where professionals may have behaved in a way indicating they may not be suitable to work with children as 'Other'. This highlights work is needed in performance reporting to capture this aspect as well as those reported as blank. Anecdotally, the online safety and abuse category seems low at 2% given technological and societal advances in the use of social media and in child abuse.

- **3.5** In the analysis of LADO performance, it is critical to note the number of new allegations referred to the LADO service each year does not provide an accurate picture of LADO caseloads as there are always cases remaining open from the previous year(s) which the LADO monitors and continues to work on. This is more often due to lengthy and or the complexity of criminal investigations and pressures on the criminal justice system. A high caseload for a full-time LADO would be more than 85. Caseloads do fluctuate. For this reporting period, the average caseload per month was 59 which is a reduction from the previous reporting year, with fluctuations in caseloads linked to sickness within the service.
- **3.6** In April 2023, an Online Portal only LADO referral system was introduced. This was largely well received by most settings against a backdrop of concern previously over the security of sending in highly sensitive information via e-mail and the risk of a data breach. A small minority of referrers experienced technical frustrations or disliked the need to provide so much personal information to submit a referral about a person they are concerned about. However, these concerns were generally alleviated by the provision of written guidance and supportive dialogue with referrers explaining why data is required. The development of the Portal only referral system was described as "revolutionary" in the February 2024 re-evaluation. It meant referrals can be recorded onto the LADO's recording database, System C, known as Liberi in Kent County Council, within 10 minutes allowing LADOs to provide a more efficient service. The introduction of the Portal transformed and streamlined the referral process. The Service still allows parents to submit referrals via e-mail to ensure the referral process remains accessible to non-professional members of the public.
- **3.7** Table 4 identifies, during this reporting year, the LADO Service was managing an average of 28 new referrals per week, an increase of 33% from previous reporting year. The chart below illustrates referral patterns through the year.



6 | P a g e

3.8 The busiest periods for referrals are June (23), November (23), January (24) and March (24). Months where referrals are lower coincided with holiday periods. It is therefore no surprise to report the highest number of referrals originate from the Education Sector at 708, followed by the wider workforce, being recorded at 428 and Early Years at 114. This is illustrated in the chart below. 34 referrals did not include setting information. Now reporting has moved to Power BI, the LADO Service's capacity to report is continually improving. By next year's report, it is expected the report will include a complete breakdown of referral, investigation and outcome data for each organisation, profession and setting within the wider workforce section. Patterns and intelligence from Settings data will be triangulated with data from the Front Door to inform our insights into harm in Kent caused by professionals as well as the LADO training plan.



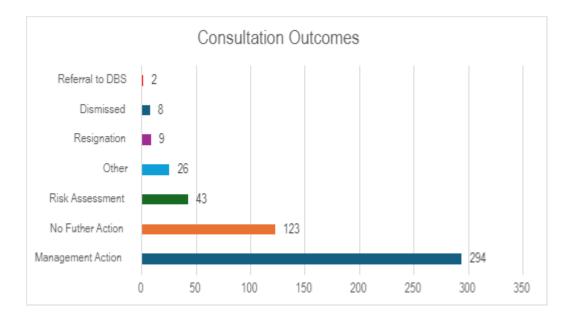
4. REFFERALS RELATING TO DIFFERENT TYPES OF SETTING

Table 5

4.1 As noted, Education remains the largest referring sector accounting for more than half of all referrals received at 55%. This is consistent with data in previous years when the figures show a little over half of all referrals received are from the education sector. Early Years referrals remained at a consistent rate of 9%, year on year, of the total number of referrals received. Referrals pertaining to the wider work force includes fostering, residential care, police and healthcare referrals among others represents a third of all referrals.

5. CONSULTATIONS

- **5.1** Any referral may be recorded as a Consultation if it does not meet the Allegations Harm Threshold. Of the total number of initial referrals into the LADO Service, (1458), 505 were recorded as a consultation. Consultations can relate to many issues. A setting may require advice, guidance or sign posting about how to address a concern about a staff member or guidance in providing information to meet the harm threshold as an outcome. As displayed in Table 6, concerns tend to be passed back to employers to manage as practice or competence issues. Some of these consultations will have an internal investigation or disciplinary outcome.
- **5.2** In the Kent LADO Service, these referrals are recorded as "Consultations" which must not be confused with the enquiries process analysed earlier in the report. LADO referrals can be complex. For example, it can take some while to establish threshold. Some cases relate to risk by association or transfer of risk which requires comprehensive LADO oversight of a risk assessment. Therefore, cases treated as a consultation can be open for several weeks and may still lead to a referral decision to proceed as an allegation.
- **5.3** The 505 consultations this year represent nearly a third of all referrals. Table 6 below shows the outcomes of the consultations. The majority of these (over 58%) result in management action with very few resulting in dismissal indicating the lower level of concerns received in Consultations.



6. LADO AND THE HARM THRESHOLD

6.1 Where this Harm Threshold is met, the referral decision will be treated as an allegation and the process of LADO oversight of investigations commences which could include section 47

enquiries, either joint with police or undertaken by social care as a single agency, internal investigations by settings themselves or standalone police investigations. Table 7 below shows 782 referrals were progressed to the allegation management stage.

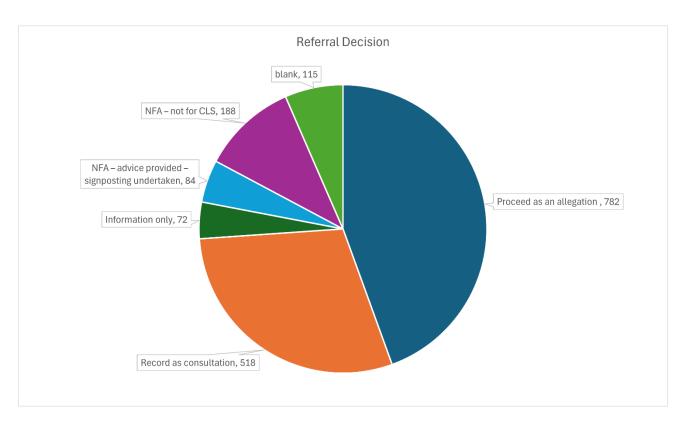
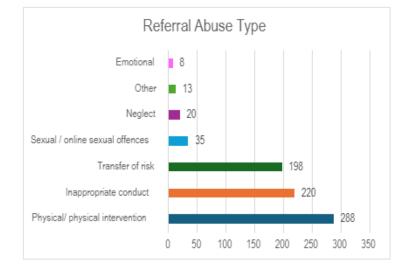


Table 7

6.2 Table 8 below provides an analysis of the type of abuse identified that informed the referral decision and progression to investigation. Physical abuse / physical intervention, inappropriate conduct and transfer of risk are the three primary categories.

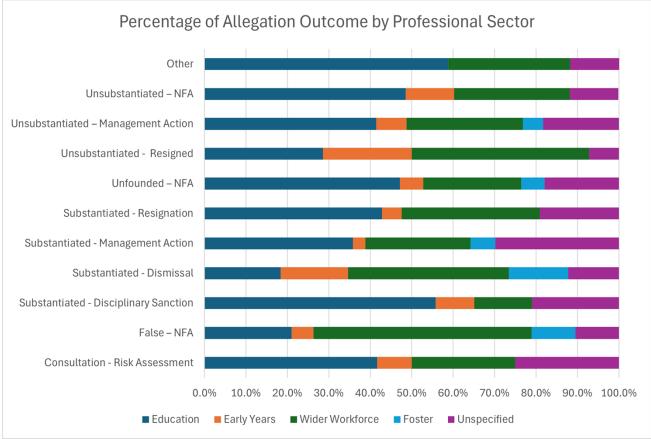


7. CHILDREN AND YOUNG PEOPLE

7.1 Whilst the LADO Service primarily records information about the member of staff, it also records key data about the child and young person, if known, involved in the allegation. An analysis of the demographics of the children linked to each LADO referral tells us 1365 children were linked to referrals to the LADO Service. 779 were male, 549 female and there were 37 referrals where gender was not recorded or was unknown. 306 children are recorded as disabled. We know 935 children indirectly referred were of white British descent, 70 were recorded as Black, 64 children were recorded as mixed, and 35 Asian. The ethnicity of 261 children was either not known or recorded. The status of those related children to LADO referrals were: 26 children had Early Help Plans, 79 were open as Children-in-Need, whilst 34 were subject to Child Protection Plans and 274 children were recorded as Looked After. The remaining 952 were open to universal services only.

8. INVESTIGATION OUTCOMES

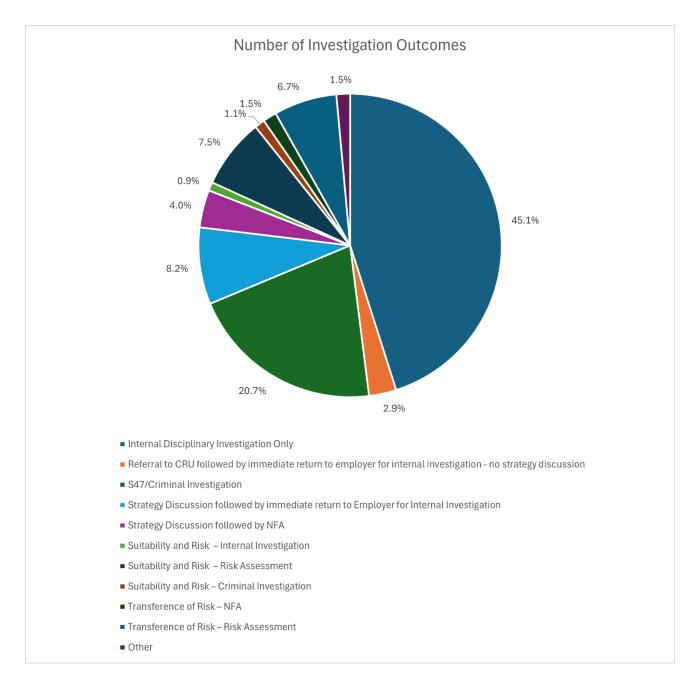
- **8.1** The next two Tables, 9 & 10, illustrate the investigation outcome by type and profession. It is notable 45% of outcomes are internal disciplinary investigations only. The second investigatory outcome leads to a Section 47 Enquiry and/or a criminal investigation. There are a variety of routes an allegation might take after it is referred to the LADO Service. These are:
 - There may be a Section 47 enquiry if there is a risk the child involved might have suffered or be at risk of suffering serious harm,
 - and/or police investigation if the alleged perpetrator may have committed a criminal offence, internal safeguarding investigation
 - and/or disciplinary procedures instigated by the organisation for which the alleged perpetrator works.
- 8.2 It is therefore a requirement the LADO involved in every case is informed of the outcome of the allegation (by the police and/or employer) and an agreement reached on how this will be recorded. Tables 9 and 10 provides an illustration of allegation and investigation outcome by professional sector. Please note this set of data is further deconstructed by professional sector later in the annual report.



8.3 For LADO referrals where the allegation harm threshold is met; there are 5 possible outcomes as set out in section 406 of Keeping Children Safe in Education1: Final outcomes are recorded as:

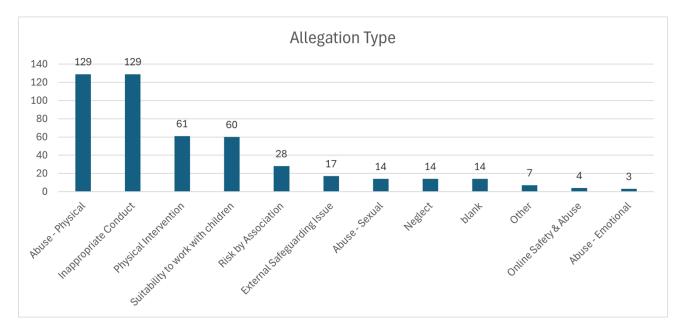
- **Substantiated** there is sufficient identifiable information to prove the allegation this did happen. Employer to refer to DBS.
- **False** there is sufficient evidence to disprove the allegation.
- **Malicious** there is clear evidence to prove there was a deliberate act to deceive and the allegation was entirely false.
- Unfounded there is no evidence or proper basis which supports the allegation being made. It might indicate the person making the allegation misinterpreted the incident or was mistaken about what they saw, alternatively, they may not have been aware of all the circumstances.
- **Unsubstantiated** An unsubstantiated allegation is not the same as a false allegation. It means there is insufficient evidence to prove or disprove the allegation. The term, therefore, does not imply guilt or innocence.

¹ Keeping Children Safe in Education 2024, section 406, pages 101-2. Published by The Department for education. <u>https://assets.publishing.service.gov.uk/media/66d7301b9084b18b95709f75/Keeping children safe in education 20</u> <u>24.pdf</u>

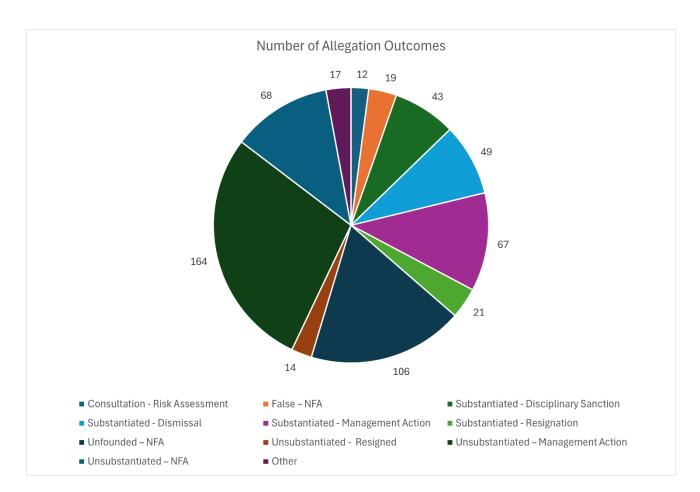


8.4 Inappropriate Conduct and Physical abuse, as recorded allegation outcomes, are the joint equal highest category this year. This differed slightly from previous years. The hypothesis behind this difference is due to changes in the way data is collected. Physical intervention is now recorded separately from physical abuse to allow more specific recording. As predicted, with the introduction of the fourth harm threshold, in this reporting year, we saw suitability referrals increase by 71% (84). This is the second year the category was included in the data and the Harm threshold. Suitability is broken down into sub sections which is explained in Table 10. Risk by association reverted to being recorded as consultations as opposed to allegations on a person's file. This is to ensure proportionality where there is no actual allegation against the referred person themselves.

8.5 Practice has moved forward over time and it is now recognised classing allegations made by children as malicious is not consistent with the understanding of a trauma informed approach, nor in terms of professional curiosity, given the importance of capturing the child's voice and in listening to the child. Therefore, the malicious outcome is rarely used. It is also difficult to substantiate a complainant's intent when raising a concern, so this is rarely useful even when allegations are made by other adults.

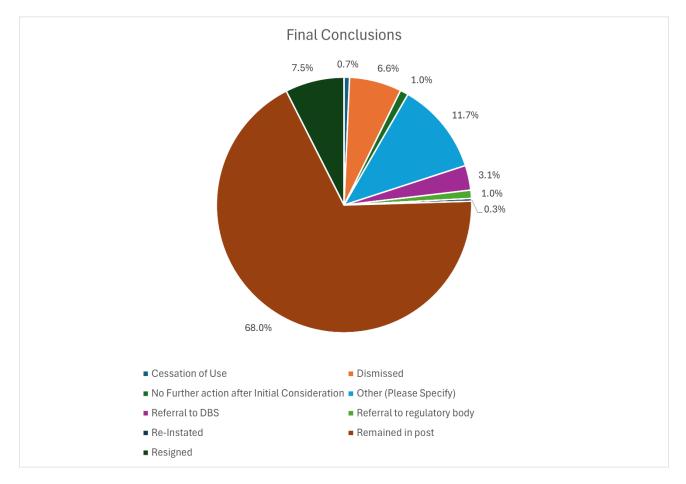


- **8.6** Table 11 shows the already established main outcomes from referrals in this financial year according to abuse category or type. It is acknowledged recording improvements are required given 14 outcomes were unrecorded as 'blank' and 7 are classed as 'other', although some of the cases would have been ongoing at the point the data was collected for this report.
- **8.7** However, for the first time we are now able to show those cases where threshold was met by category of abuse due to the functionality the portal now provides. The LADO Service continues to recognise staff most likely to have allegations made against them will be those working with children directly and often for significant periods of the day. For these staff, the need to understand and work within the basic rules of professional safe working practice is crucial to protect both children and staff. Staff understanding and responses to challenges presented by children suffering trauma needs to be reinforced through a trauma informed approach, positive behaviour management techniques and organisational cultures. Kent's Practice framework supports this and is referred to regularly by the LADOs.

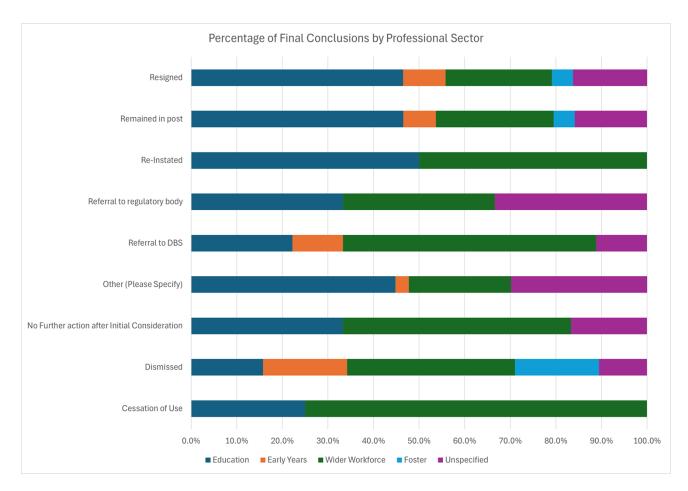


- **8.8** There were 575 allegation outcomes, as set out in Section 406 of "Keeping Children Safe in Education", in this reporting period compared to the previous year of 388. There continues to be a delay in Police investigations when waiting for court dates and or return of forensics. Out of the 575 allegations, 180 were substantiated which is a 5% increase from last year. Unsubstantiated was the highest category mirroring last year's outcomes. Unsubstantiated outcomes tend to present a dilemma for the LADO, the employer and the member of staff as it does not imply guilt or innocence. Unsubstantiated leaves unanswered questions and possibly an on-going level of risk to be monitored over time. The auditing of LADO case work indicates the LADO Service works with its stakeholders to address this to provide a clearer pathway, when appropriate and possible, for all.
- **8.9** Unsubstantiated leading to management action is the primary LADO allegation outcome at 28.3%, followed by Unfounded at 18.3% and Unsubstantiated No Further Action at 11.7%. 31% of allegations are substantiated as an outcome although there are a range of potential 'sub'-outcomes including: management action at 11.6%, dismissal at 8.4%, disciplinary action at 7.4% and resignation in 3.6% of substantiated outcomes. Of note, the primary outcome from consultation, also recorded here, is the need for a risk assessment.

8.10 Once the allegation outcome is established and confirmed then the LADO Service will work with the employer, police and regulatory bodies in agreeing the final outcome and conclusions. Table 13 illustrates these Final Conclusions.



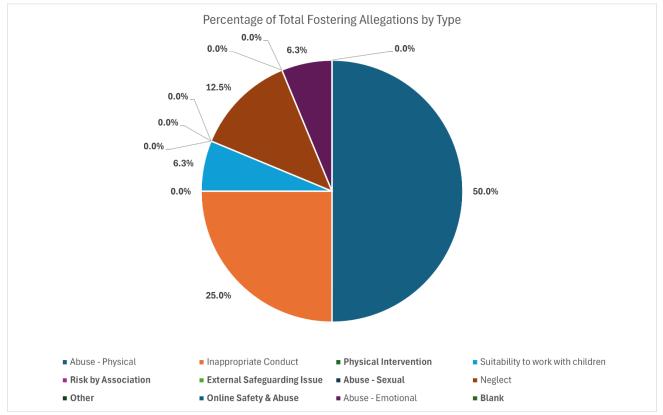
- **8.11** 68% of those subject to an investigation, coordinated via the LADO Service, remained in post at the end of the process. As an outcome, 6.6% were dismissed, 7.5% resigned and 3.1% were referred to DBS. It is noted 11.7% have a recording outcome of 'Other' requiring further exploration.
- 8.12 Table 14 compares final outcomes by Professional Sector. The data identifies 37% of personnel were dismissed from the wider workforce whilst the other sectors score a mean of 17%. 50% of referrals are NFA'd in the wider workforce and have a much higher referral rate to the Disclosure and Barring Service (DBS) at 55%.
- **8.13** There is equity in referrals to regulatory bodies at 33% in both Education and the Wider workforce. Those in Education were more likely to remain in post as an outcome at 47%, than any other sector, with fostering the lowest at 5%. Those in Education were more likely to resign as a final outcome than any other sector. This data is analysed by profession in the following section.



9. ALLEGATIONS AND OUTCOMES BY SECTOR

This next section deconstructs the data by sector.

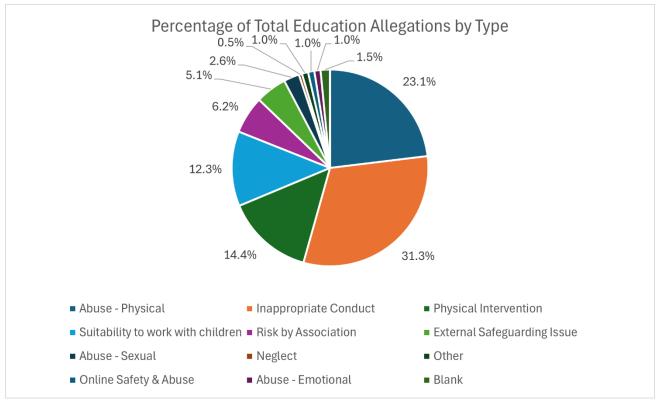
9.1 FOSTERING



- **9.1.1** Kent continues to experience high volumes of children placed in the county from other Local Authorities. This is largely due to the high numbers of independent fostering agencies within the county. As identified in previous reports, the LADO Service receives referrals in this category regarding children who are vulnerable and unsettled. This increased contact with children increases the susceptibility of allegations against professionals who are there to care for them. It is also known staff experience difficulties with managing challenging behaviours with increased escalation occurring within the homes. De-escalation and positive handling of children is often identified as a skill vulnerability within the staffing group.
- **9.1.2** The LADO Service received 156 referrals in this category with the Independent Fostering Agencies (IFA) holding the biggest proportion at 67% (106), following similar but increasing patterns to last year's data. The analysis of this year's data indicates allegations relating to physical harm or intervention remain high at 50% of the total referral and outcome, as illustrated in Table 15. Where the outcome of the allegation is substantiated, 63% of foster carers were dismissed. The remaining 36% had some form of management action or resigned. Inappropriate conduct remained consistent as last year as an outcome at 25%.
- **9.1.3** The LADO Service continues to work closely with KCC Fostering maintaining joint oversight of the allegations process to ensure foster carers are providing consistent standards of care and work within clear safeguarding expectations.

9.2 EDUCATION

- **9.2.1** As highlighted above, Education have the highest referrals into the Service (55%). This is an increase of 4% over the past 12 months. There were 561 allegations reported against education staff including staff covering transport services on behalf of the Education Department, school volunteers and site staff, school governors (6), headteachers (17), however, the two largest groups were class support staff at 16% (169) of all referrals in the LADO Service and 213 referrals for teachers (20%), of all referrals in LADO. It is expected Education would provide a vast majority of the referrals into the LADO Service as Kent has 791 schools, of which 462 are primary, 102 secondary, 20 Free schools, 121 Special/SEN and 5 Pupil Referral Units. Of these, 273 are academies and 304 are maintained by the LA. In addition, there are 62 Independent Schools.
- **9.2.2** 246 (42%) of allegations were unsubstantiated and a further 106 (18%) were unfounded. 6 teachers and school support workers were dismissed and a further 20 resigned as an outcome of the allegations. 10% of educational staff were subject to disciplinary procedures and a further 12% experience management action following a substantiated outcome. Of note, a further 30% of staff required management action processes where allegations were unsubstantiated. Management action usually entails reviewing risk assessments, monitoring and possible retraining elements or safeguarding refreshers. In this reporting year there were 24 staff referred to the Disclosure and Barring Service (DBS) for consideration of ongoing professional suitability, 10 less than the previous year. This process is mandatory and the responsibility of the employer with a duty to refer where staff were either dismissed or resigned because of allegations which concluded risk to children. The disparity between figures of actual referral and staff who either resigned or were dismissed is best explained by the fact some members of staff who resigned would not have been dismissed had disciplinary hearings completed. Allegations may not have been so significant as to conclude dismissal for gross misconduct, even though elements of allegations were proven.
- **9.2.3** The data identifies primary school referrals continue to be the highest in this sector for the past five years. Many of the referrals relate to teaching assistants and midday supervisors. The LADO oversaw allegations against members of primary senior leadership teams (SLT). This finding must inform education leadership but also LADO and Education Safeguarding training plans.



- **9.2.4** Table 16 demonstrates the highest allegation type is inappropriate conduct at 31% which is a change from last year due to the recording changes mentioned earlier. Now separated, physical abuse is recorded at 23.1% and physical intervention at 12.7%. As with previous years, allegations increase towards the end of school terms and it was noted the context around many education referrals were pressures and or stress staff felt under.
- **9.2.5** The LADO Service continues to work closely with colleagues in education ensuring safer recruitment practices, role modelling and allegation management is consistently on the agenda and modelled throughout the education provisions from the top down. If the merger with Education Safeguarding Service is agreed, then allegation management, intelligence, safeguarding practice and working relationships will be enhanced. As seen with other roles, some of the allegations against head teachers fell under the fourth harm threshold involving external safeguarding matters and transference of risk. The highest outcome remained Unsubstantiated (42%), as in previous years, followed with Substantiated 31%. 26 staff either resigned or were dismissed.

9.3 EARLY YEARS

9.3.1 The Early Years sector does not include those employed within schools working with reception aged children. The data represents those in pre-school employment. Across Kent

there are 607 private, voluntary and independent settings, 103 out of school settings and 96 maintained, academy, school run or colleges with a nursery. In addition, there are 743 Ofsted Registered Early Years childminders (under 5yrs), 53 Ofsted registered for childcare childminders (5-8yrs) and 50 childminders registered with an agency.

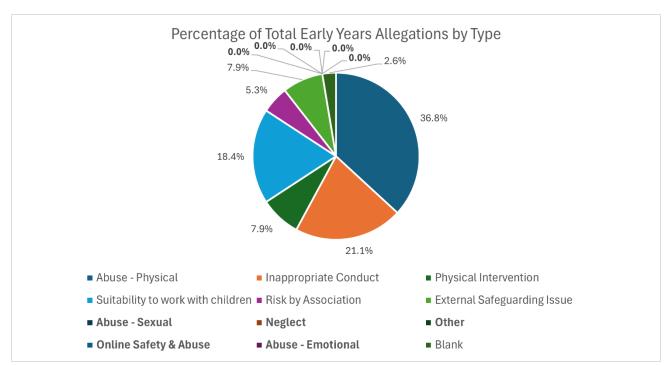


Table 17

- **9.3.2** 83 referrals were received regarding Early Years practitioners, 10 less than last year. 71 (7% of all referrals to LADO) related to Nursery practitioners. This is a decrease of 5 on last year.
- **9.3.3** The information in Table 17 shows 8 members of staff were dismissed from their roles following a substantiated outcome and 1 resigned. A further 3 resigned where the referral outcome was unsubstantiated. 2 was referred to the DBS. 28 remained in post. 4 faced disciplinary sanction of those where allegations were substantiated. 2 faced management action where the allegations were found to be unsubstantiated.

9.4 THE WIDER WORKFORCE

9.4.1 In relation to the Wider Workforce category, this sector ranges from grass root sports clubs through to residential/care sectors, Police, Health, and ICS amongst others. This year there was a decrease in referrals from 295 to 242. The breakdown is as follows:

Sectors within Wider Workforce	Allegation Number
Faith Groups	5
Health Agency	17

21
4
19
5
130
20
4
11
2
3
1
5
242

9.4.2 Table 15 identifies the highest category of abuse in the wider workforce was Physical abuse 36%, a 5% increase on last year, followed by inappropriate conduct at 23.4%

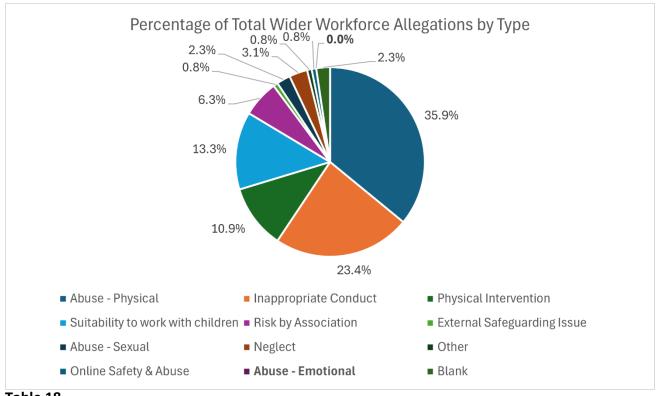
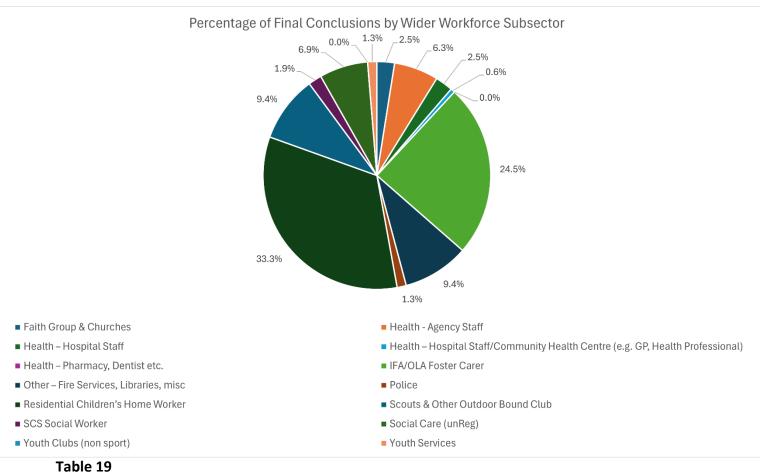


Table 18

9.4.3 IFA and OLA foster carers and residential children's home workers were most likely subject to S.47 and criminal investigations. The other noteworthy sector was Scouts and other outdoor activities in relation to S.47 and criminal investigations, further supporting the hypothesis it is those workers in regular contact with children who experience the allegation process.



- **9.4.4** 63% of staff where there was an allegation remain in post as a final outcome. 9% were dismissed, 6% resigned and 9% referred to DBS.
- **9.4.5** In comparing the data with other Local Authority safeguarding partnerships, Hampshire, a statistical neighbour, reflects similar numbers and patterns to Kent. Both Local Authorities share similar data in terms of numbers of allegations and numbers substantiated. The highest category remains physical abuse/interventions.

10. 2022-2023 LADO RECOMMENDATIONS & PROGRESS MADE AGAINSTS TARGETS

To remind the reader, the table below provides a summary and update as to the 2022 - 23 LADO report. We used a RAG rating system to identify whether recommendations were completed. All recommendations were achieved or graded amber.

RECOMMENDATIONS PURPOSE TIMESCALES	
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1.	Re-evaluation of the Kent	To test whether the March 2022	Completed February
	County LADO Service (CLS)	action plan has been successfully	2024. Please see
		achieved and in timescales.	Appendix 1 for a copy of the re-evaluation.
		To identify additional capacity.	
		To consider the role of systems and administration.	
2.	Resilience in the CLS	Strengthen ability across the service	Completed February
2.		to withstand adversity and deliver	2024.
	Work with HR on sickness	the business to a high standard.	
	levels and individual plans		
	Strengthen the business		
	support offer in the service		
	and realign with BSO		
	management akin to ICS.		
	Continue to provide both		
	individual and group		
	oversight, meetings, and		
3.	wellbeing initiatives. Streamlining processes and	Ability to analysis data	Completed February
э.	recording facilities re Power	Ability to analysis data	2024.
	Bi and Liberi.		
	Ongoing workstreams with		
	MIU and regular meetings are		
	in place to track progress.		
	Liberi changes are timely.		
4.	Escalation Process to be live	Effective tracking process that holds	Completed March 2024.
	on Liberi for both internal and		
	external staff.	reported on.	
5.	Clear recording of the impact	Evidence that child remains central	Completed March 2024.
	on the child/young person to be further developed –	to the work and that impact is considered.	
	including evidence of LADOs		
	ensuring feedback of		
	outcome of investigations are		
	made direct to the CYPE.		

6.	Reporting function to be built into Liberi for LADOs to complete when recording outcomes. Embed the Provider Sanctions Group and explore the reporting possibilities. Meetings are now in place and the Provider Hub is active.	Good understanding of the provision across Kent and links with regulators and commissioning services. Aim to ensure provisions used are the safest can be for our children and young people.	Completed but further technical requirements and system changes are needed to adequately capture intelligence about Settings. The outstanding actions are addressed in the 2023/24 recommendations.
7.	Lead Roles HR Faith Groups Early years Strengthening Independence Service (including link LADO with Bradstow Residential School) – follow up from findings from Child Outcome Analysis Sport Mental health	Enhance knowledge and build on professional working partnerships	Lead roles to be reviewed following suggested merger of LADO & ESS. This is addressed in the 2023/24 recommendations.
8.	Feedback Review current feedback form and relaunch	Establish consistent feedback from stakeholders on the LADO service and processes to inform improvements.	Completed but feedback from professionals remains poor. This is addressed in the 2023/24 recommendations.
9.	Audit of Outcomes Dip Sample referrals that recorded a False or Unfounded outcome	Test whether it was proportionate, whether the LADO agreed and whether it was chosen over recording an unsubstantiated allegation	Completed March 2024.
10.	External Audit Progress the offer with the Lancashire CLS to audit each	External oversight and feedback into Kent threshold and allegation management to help improve practice. Learning for Service in	Completed March 2024.

11. THE COUNTY LADO SERVICE: AN ANALYSIS

- 11.1 The staffing structure within the LADO Service, from the 1 April 2023, was 5.8 LADOs out of an agreed establishment of 6 full time LADOs. In addition, there are posts for two Contact and Referral Officers, (CRO), although one post remained vacant through most of the reporting year. The Service is overseen by a full time County LADO Manager.
- 11.2 Kent County LADO Service was initially evaluated in March 2022 and an action plan implemented. The action plan consisted of five objectives: increasing staffing capacity to undertake the role, management information systems, data and performance, operational efficiency and awareness raising. There was a recommendation in last year's Annual Report that a re-evaluation was required given the identified challenges in the Service. Subsequently, the Kent LADO Service was re-evaluated in February 2024 to assess the progress the LADO Service made against the March 2022 action plan. The Kent County LADO Service has a good reputation amongst partners and was well regarded by Ofsted during ILACs (May 2022). Please see <u>Appendix 1</u> for a copy of the LADO Re-evaluation.
- **11.3** The re-evaluation identified core business for the LADO Service continued to be met during this reporting period. The LADO Service continued responding to allegation referrals, overseeing allegation management and other workstreams in the Service but there were some delays in LADO responses. The contingency planning, regarding covering the lack of business support via the Contact & Referral Officer roles, was varied and inconsistent leading to the quality and amount of data recording being below expectation.
- **11.4** The re-evaluation identified the LADO Service continues to demonstrate strong professional relationships between workers and external partners. Despite the challenges described in this annual report and in the re-evaluation, there was progression against the recommendations from the last annual report. Whilst recording of data for reporting purposes was impacted producing a backlog of data input, cases received allegation management oversight and were progressed to clear outcomes. LADOs continued to provide robust advice, safeguarding and challenge where appropriate. This included a continued review of any practice or lessons to be learnt and regular feedback to stakeholders to encourage development and support for employers.
- 11.5 The re-evaluation identified the pressures in the Service meant the capacity to convene Position of Trust meetings was compromised. From January 2022 to April 2023, the LADOs completed 52 Position of Trust meetings, compared to 64 from the previous year. Position of

Trust (POT) meetings are not a performance indicator or a duty for the LADO role. These are in place to assist with learning and at times to assist when cases are complex. 26 POT meetings were held in this reporting year. There may have been other referrals where a POT meeting could have been convened but LADOs were able to articulate clearly and support employers during this time through telephone and email communication to avoid any unnecessary delay in the progression of allegation management.

- **11.6** The February 2024 re-evaluation identified the implementation of the Portal had a near revolutionary impact upon LADO practice by reducing duplication, whilst improving the quality of referrals and increasing efficiency. The addition of a further LADO allowed the Service to maintain quality.
- **11.7** However, the main challenges identified in the March 2022 evaluation, of the quality of the management information systems, the quality of data to improve performance management, the lack of a case management system, staff capacity and inefficiency in processes were found, by the re-evaluation, to remain because a significant number of actions from the action plan were not achieved.
- **11.8** Vacancies in the CRO role and administration support led to LADOs stepping down to complete basic recording and administrative activities although some administrative activities were not completed. The cumulative effect of LADO sickness further contributed to stress as did a high turnover in service managers responsible for the LADO service.
- **11.9** The impact of long term CRO vacancy, the difficulty in recruiting and the subsequent challenge of retaining new CROs; (two of whom were recruited but remained in the role four weeks), further limit productivity and recording. There were limited cover arrangements for day-to-day administrative operations.
- **11.10** The re-evaluation report highlights the need for a robust quality assurance framework containing measurable key performance indicators (KPIs) through the application of a case management system, which will lead to the reduction of drift in LADO case work. The introduction of a set of KPIs will allow the LADO Service to assess the quality and frequency of supervision arrangements on cases and the ability to assess whether enquiries and referrals are responded to in an appropriate timeframe. Going forward, it is expected the necessity to be able to assess and record patterns and themes of concern relating to settings will be addressed in line with the Hesley Review recommendations.2 The re-evaluation identified that currently there is not a reliable way to record intelligence in settings which led to urgent

² Safeguarding children with disabilities and complex health needs in residential settings; section 7, Recommendation 8, p84. Published by the Child Safeguarding Practice Review Panel. <u>Safeguarding children with disabilities and complex health needs in residential settings - Phase 2 (publishing.service.gov.uk)</u>

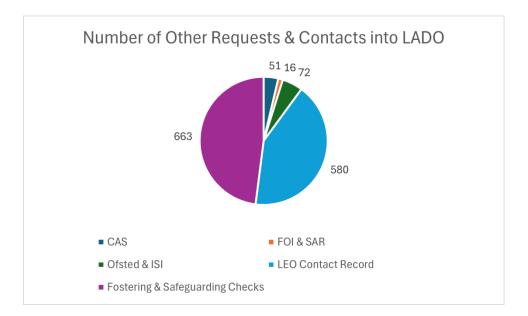
learning being needed for the Service in relation to this. A comprehensive action plan was developed to drive improvements.

- **11.11** The re-evaluation report highlighted a gap between the data being produced by Power BI, which was developed by the Management Information Unit (MIU), as inaccurate compared with the case tracking data maintained by the LADO Service to the extent an additional 1600 cases were showing as open: which were not in reality open cases being worked upon. The data quality problems are currently being addressed using a variety of methods including:
 - Addressing the backlog of closures.
 - LADOs and business support being encouraged to use Power BI to address anomalies on their own caseloads.
 - Additional administrative and SAR episodes being closed as soon as records are being uploaded.
 - The closure process was streamlined to reduce the reliance on business support and ensure LADOs close the episode and involvements when they have completed the actions on any cases.
 - The introduction of a set of case management KPIs.
- 11.12 Data cleansing, system improvement and behavioural change work will be completed by the end of November 2024, meaning data from Power BI will be usable and reliable. However, this is still a work in progress. As a result the data utilised in this report is taken from spreadsheets maintained by the LADO Service triangulated with cleansed data from Power BI. This data could be subject to some under reporting due to inconsistency in the way temporary business support personnel were entering information. The recording on spreadsheets is being streamlined and reviewed to look at how the recording could become more effective and reduced to a point where the Service mainly relies on the Power BI application, thus reducing the risks of human errors and omissions.
- 11.13 The re-evaluation recognised the need for increased capacity in the LADO function and the need for greater resilience in the Service. The possibility for integration with the Education Safeguarding Service (ESS) is being considered in a consultation process due to end in May 2024. If agreed, these proposals could lead to the LADO Service being combined with ESS which would address the capacity and resilience issues for both LADO officers and business support. The re-evaluation concluded the LADO Service is a small but critical statutory Service which required investment, restructure and modernisation.
- **11.14**The re-evaluation recognised additional capacity needed to be identified. Improved systems and processes will increase LADO efficiency and productivity. The LADO Service needs to be given the capacity to develop better throughput and be able to do more training and implement the specialist elements of their role. The re-evaluation posited that an opportunity

existed, given the current evaluation of the Education Safeguarding Service (ESS), and identified similarities of integrating with ESS. It was identified the LADO needed to be better integrated into the wider Safeguarding Quality Assurance Service. Further opportunities were identified through greater alignment with the Front Door given their expertise in the management of contacts and referrals. All LADO business processes require review. All recording and reporting need to be systemised especially at the enquiry stage and the role of the CRO integrated into business support.

- 11.15 The re-evaluation identified six strategic objectives to be achieved through the establishment of a short-term project group, led by a senior manager to oversee implementation of the updated action plan. The six strategic objectives were: 1. Staffing Capacity to Undertake Role.
 2. Management Information Systems. 3. Data & Performance. 4. Operational Efficiency. 5. Strategy & Awareness. 6. Secure resource and support from across KCC to drive forward the LESAS plan (e.g. Analytics, Liberi Opps, MIU). These six objectives feature heavily in the LADO action plan for 2024/25.
- **11.16**The LADO's role is the management and oversight of individual allegations and concerns. Allegation management should be seen in the wider context of safer employment practices with 3 essential elements:
 - 1. Safer recruitment and selection practices
 - 2. Safer working practices
 - 3. Management of allegations or concerns
- **11.17** The February 2024 re-evaluation of the LADO Service identified these essential elements are met by the LADO Service although the service can improve its performance in all areas. The re-evaluation did confirm the service provided consistent and appropriate scrutiny across diverse workforces and voluntary bodies, including affording adjudication of outcomes and escalation of practice learning. This includes quality assuring referrals to inform training by sector and subsequent activity in relation to the implementation of the Kent Practice Framework, especially relating to trauma informed practice, systemic and contextual safeguarding. To support this during the reporting year, the escalation process for the Service was updated and included in awareness training/presentations. The escalation form was updated in Liberi to assist with future reporting. The reasons for escalations for 2023-2024 continue to be, 1) the employer choosing to follow HR employment processes and overriding allegation management, and 2) suitability of investigators and timescales taken to complete reports. However, more can be done especially related to how data is collected and analysed to inform training, but also the collation of intelligence where concerns are not meeting threshold, but indicator individual behaviours or organisational cultures need to change.

- **11.18**The Re-evaluation identified various systemic challenges and as such it is recommended the LADO Service be subject to structural change, modernisation and investment.
- **11.19**There is evidence the LADO Service evolved moving away from a person specific and now considering the wider context and safeguarding afforded by a provision, although there is a very clear move for further development. The quality assurance activity identifies there are strong links between the LADO Service, the Total Placement Service and Commissioning around information sharing specifically through the Provider Sanctions Group. For example: issues such as a lack of understanding of safeguarding, compliance failures or unsafe recruitment processes are identified via the Provider Sanction Group. Positively, learning from this group is integrated into the Council's policy and guidance on Placements, Purposeful Visiting and Understanding the Child's Lived experiences. As identified in the re-evaluation, the reporting processes related to settings needs system developments as it is currently not fit for purpose. This is addressed further in the recommendations.
- **11.20** The LADO Service is implementing Recommendation 8 of the Child Safeguarding Practice Review Panel reports (2023) 'Systems for the early identification of safeguarding risks in residential settings should be strengthened through an enhanced role for host local authorities and ICBs in the oversight of residential settings in their area' but further technical improvements are required. The main residential provision in Kent for children with disabilities and complex health needs receive a bespoke Service from the LADO Service. In addition, the LADOs will identify if there is a need to inform other placing authorities of concerns in any setting which is underpinned by the Provider Sanctions Group.
- **11.21** The LADO Service continues to play a vital and expanding role in ensuring safeguarding standards across the county in several other areas of work, including receiving enquiries from various agencies including Ofsted and the Independent Schools Inspectorate for settings. Complaints against schools (CAS) received by Ofsted are common and take some time to resolve with schools and various agencies and these must be treated as potential referrals. Individual agency checks are also received for those applying to be foster carers and various other roles. Subject Access Requests (SAR) and Freedom of Information Act (FOI) requests also need to be responded to promptly to comply with the relevant legislation. These requests can be time consuming with much information to analyse. SAR requests must be considered carefully so information sharing does not damage any ongoing investigation. FOI requests must be assessed as not to run the risk of any individual becoming identifiable in the process. Table 18 below illustrates these additional activities.



11.22 The LADO Service has always offered development opportunities for the LADOs to lead on an area of interest or challenge within the Service. This helps build on knowledge and partnerships with our stakeholders. These roles are not a requirement or a performance indicator but do enhance knowledge and partnership working.

Current Lead roles	Responsible LADO	Updates
Lead Roles	Ongoing – Lead roles	HR – Alexa Andrews has continued with
	will be reviewed when	liaison meetings between both KCC and
HR – continuation of meetings	the service structure	Schools HR services. LADOs have
with Cantium HR and bespoke HR	and personnel are in	contributed to Safer Recruitment
services to address themes and	place.	training.
patterns arising from live case		
work.		
		There is no one in the lead role for Faith
Complete the draft joint training		Groups currently but the work with
package.		various places of worship continues.
		Some work is currently being done by
Faith Groups - CLS to continue		the Southeast regional network on Faith
with the promotion of the service		Groups and the outcome of this can be
and reaching out to Faith groups		reviewed prior to commencing further
to develop robust allegation		work in this area in Kent.
safeguarding knowledge.		
		Early Years – Marie Jackson continues to
Progress the KSCMP request to		present at the safeguarding forums and
host a multi-agency subgroup on		continues to attend the Ofsted and Early
Faith to begin mapping out		Years liaison forums and an analysis
contacts and reaching out to		report is provided for these.

various Faith Sectors.	
	Sport- Sarah Crann developed links with
Early years - Continue links with	the newly appointed Sports Welfare
Education Early Years workers to	Officers
review cases and settings of	
concern.	Mental health – Susannah Burden
	delivered training to KMPT colleagues.
Continued presentation of LADO	There are good links in place to explore
at the EYs safeguarding forums.	individual cases with KMPT.
Continued attendance at the	Alexia Hosker completed targeted work
Ofsted Early years meeting and	with multiple settings where there are
provide report.	numerous safeguarding concerns. This
	includes formulating multi-agency plans
Sport – networking and	to tackle complex issues, providing in
discovering links to regulators.	depth analysis of referrals and contacts
	the service has received and delivering
Mental health – exploring themes	training and support to settings where
around increase anxiety and ASD,	there are known issues.
ADHD.	
Working with colleagues in	
mental health to develop	
knowledge.	
Specific settings co-ordinator	

- **11.23** As previously recorded, challenges to LADO capacity brought about by sickness, absence and vacancy has meant business processes were prioritised over the lead roles. However, despite this, there were various activities to develop knowledge and partnerships. The most important element to raise is practice challenge continued across these 12 months in relation to all lead areas. This was often alongside live case work and LADOs identifying 'lessons learnt' or concern that needed to be appropriately challenged. A good example is the HR lead has regular meetings with Cantium (KCC), Education and other HR providers within the children's workforce to navigate through the complex world of employment law versus children's safeguarding.
- 11.24 The Service continued being represented at both the Southeast Regional LADO Meetings and the National LADO Network meetings and subgroups. This enabled the Service to remain up to date with current practice issues, national direction and future changes on the horizon. One clear example being the recommendation for a LADO Handbook following the National Review/Hesley Report and updates to Working Together by the end of 2024.

- **11.25** The Service is linked in with the Kent Child Outcome Analysis (COA) process. This ensures the LADO Service is aware of practice in districts, sees how the Kent Practice Framework is used and helps to keep them up to date and visible across Integrated Children's Services. Feedback and outcomes from the COAs are discussed at team meetings and considered alongside practice afforded by the LADO's and any trends identified.
- **11.26** The County LADO maintains a strong peer to peer relationship with the Lancashire LADO where there is an agreed mutual exchange of learning through peer audit and case reflection. Following the ILACS Ofsted Outstanding grade, Lancashire LADO have sort regular advice and guidance from Kent in an attempt to improve their service. The LADO re-evaluation identified Kent LADO needed to increase its visibility, develop strong peer to peer relationships via SESLIP and through the national LADO conference.
- 11.27 Despite the staffing challenges described earlier in this report, LADOs continued to deliver training to both internal and external colleagues. The LADO Need To Know programme delivered via KSCMP continued in 2023 / 24. The presentation content will be reviewed in 2024 as LADOs identified the content of this needs updating and refreshing. The content will be informed via data and intelligence. Bespoke training was delivered to specific stakeholders such as the Kent & Medway Partnership Trust (KMPT), Virtual School Kent (VSK), Strengthening Independence Services (SIS). LADOs attended internal team and service meetings. LADOs played an active part in DSL catch ups hosted by Education Safeguarding Service, but much more can be done. Please see <u>Appendix 2</u> for details of training provided and feedback from participants.

12. CONCLUSIONS

12.1 The data, the internal quality assurance framework, the re-evaluation and the analysis evidence the LADO remains a busy and well-respected Service continuing to provide a quality service. There is a demand for a more sophisticated systemic response to managing allegations against staff within the Kent Children's Workforce, especially a more holistic collection and analysis of data to inform strategic responses, recruitment, organisational cultures, sector guidance and awareness raising. To achieve this the LADO service needs modernisation. (Please see <u>Appendix 1</u>).

	RECOMMENDATIONS	PURPOSE	TIMESCALE
1.	Refresh the LADO "Need To	Raise awareness of LADO	March 2025
	Know" programme delivered	Children's Workforce aware of	
	via KSCMP. Content needs to	allegation management and the	
	be informed via data and	behaviours that can lead to	

13. 2023 – 24 LADO RECOMMENDATIONS

	intelligence and regularly updated.	referrals. Challenge closed cultures.	
2.	Data & intelligence from LADO Service needs to inform SLG training.	Raise awareness of LADO Children's Workforce aware of allegation management and the behaviours that can lead to referrals. Challenge closed cultures. Data from Enquiries & consultations needs to better inform the training.	March 2025
3.	Bespoke training needs to be provided to Education, nurseries and Residential Homes. Fostering & Children's Homes	Children's Workforce in 'high referral' roles be aware of specific learning for their sectors. De-escalation and positive handling of children is often identified as a skill vulnerability within the staffing group.	March 2025
4.	Develop an Awareness raising campaign for the public.	Members of the public should be able to refer a member of the children's workforce if they have concerns.	March 2025
5.	Develop an Awareness raising campaign for all Faith Groups.	There needs to be an increase in referrals from this group.	March 2025
6.	Following consultation, secure senior leadership and partners agreement, LADOs and ESS participation and implement the actions identified in the re- evaluation.	Modernisation to: Systemise and sophisticate the LADO Service. Increase capacity. Improve recording, intelligence and analysis. All to improve practice in allegations management to enhance open cultures.	March 2025
7.	Establish a Task & Finish group, chaired by a senior leader to implement the strategic objectives.	The Task & Finish group will hold the leadership of LADO Service accountable against the six strategic objectives identified in the re-evaluation of: Staffing Capacity to Undertake Role.	January 25
		Management Information Systems.	

		Data & Performance. Operational Efficiency. Strategy & Awareness. Secure resource and support from across KCC to drive forward the LADO plan (e.g. Analytics, Liberi Opps, MIU).	
8.	Staffing Capacity to Undertake Role.	To create the capacity & skills in providing an Outstanding LADO Service: Brought together ESS and LADO to increase advisor capacity to 9 FTE to reflect the needs of the Service. A Focus on Professional Development & Workforce Development. Increases Business Support capacity.	Achieved September 2024
9.	Management Information Systems.	To modernise the LADO: All LADO systems and business processes to be reviewed and mapped. Identify what spreadsheets remain in use and why. Agree what processes and systems need to be automated and systemised. Liberi to be updated to better reflect contacts and enquiries, consultations, pathways, processes and advisory footprint, form redesign (patterns & settings). Improve Search functions. The final aim is to have a case management system operating in Liberi and reported on in Power Bi. Additional KPIs Data cleanse of historic data. Ofsted category 3 complaints against schools to be included in analysis.	January 2025
10.	Data & Performance. The LADO Service is	Develop & introduce a set of KPIs: Timeliness of responses to requests for advice are important to	January 2025

	implementing Recommendation 8 of the Hesley Report: 'Systems for the early identification of safeguarding risks in residential settings should be strengthened through an enhanced role for host local authorities and ICBs in the oversight of residential settings in their area'	measure. Meaningful and measurable KPIs will reduce the potential for drift and assist managers to identify practice which needs to be improved. Record, (and report) settings via the Provider Group and Hub or an alternative. E.g. use of Portal, numbers of strategy meetings attended, (mirroring KPIs at the Front Door) See <u>Appendix 1</u> for comprehensive details of performance requirements.	
11.	Power BI needs to be the main source of information for the Service. Data quality issues need to be cleansed to make the report usable.	Confidence in the data.	March 2025
12.	Operational Efficiency	LADOs have the right equipment to do the job: Office Space, Phones, Laptop / screens Problem Solving group to ensure efficiency.	December 2024
13.	Strategy & Awareness	Raising Awareness: Greater Alignment with the Front Door. Implementation of 2023 / 24 annual LADO report. Annual report will now be the LESAS for 24/25 and will include reporting on all safeguarding training & adult learning in education, report analysing quality assurance data from training. A review of specialist roles. Develop/ reintroduce formal annual schedule of events enabling Advisors to use their specialist knowledge to raise awareness (this may evolve and change as themes and trends become apparent). Using intelligence & data to target resources, training, and specialism.	March 2025

1.4	Lood roles to be reviewed	Implementation, review and update of Workforce development Plan. Implementation, review and update of Communication Plan.	March 2025
14.	Lead roles to be reviewed, following potential redesign	Specialist safeguarding leadership is provided: Current lead roles are in place for existing LADOs. To be reviewed as a team and informed by data which roles need to remain, and which others may benefit the Service.	March 2025
15.	LADO Quality Assurance Framework	LADO practice is systemically measured via the following framework. QA of the training offer. Observations of training. Evaluation of training to include an evaluation of new trainers. Feedback via TEP systems. Survey and feedback systems from all who experience training. Move the training arm to Power Bi. Education Safeguarding Alerts / reviews & feedback. Multi-Agency feedback. Surveys/ feedback from professionals in receipt of LESAS. Power Bi as a case management system. Peer Review National Agenda KPIs Audit Annual Report Complaints and compliments.	September 2025

14. APPENDIXES

Appendix 1:



Appendix%201%20L ADO%20Evaluation%

Appendix 2:



Appendix%202%20-%20KSCMP%20Train

Gavin Swann and Graeme Southern

October 2024