

**Manchester City Council
Report for Information**

Report to: Children and Young People Scrutiny Committee – 8 November 2016

Subject: Post Ofsted Improvement Plan – Update: North Manchester

Report of: North Locality Service Managers.

Summary

This report is intended to provide an overview of the demography of need and deprivation within the North Locality of Manchester City Council. It outlines the operational activity and strategic aims to enable the locality to continually improve the social work and early help provision, as part of Manchester Children's Services' ongoing improvement journey.

Whilst this report is specific to the North of the city, it should be viewed as an overview of social work progress that is being driven throughout all areas of the city.

Recommendations

It is recommended Scrutiny Committee members;

1. Note the content of the report and progress to reduce average social worker caseloads, embedding of Signs of Safety as the preferred practice model
 2. A contingent of committee members visit the locality to meet with and discuss with social work and early help practitioners in their day to day work with children, young people and families.
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Wards Affected: Ancoats and Clayton, Bradford, Charlestown, Cheetham, City Centre, Crumpsall, Harpurhey, Higher Blackley, Miles Platting & Newton Heath, Moston.

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Background documents (available for public inspection):

1. Ofsted Inspection Report, Manchester Children's Services, 2014;
2. Ofsted Improvement Visit – Letter demonstrating progress, Sep 2016;
3. Early Help Strategy 2015

1.0 Introduction

1.1 Manchester Children's Services were judged to be 'inadequate' in September, 2014. The Ofsted report made reference to the inadequate levels of social work intervention, with many children and families waiting a considerable time to be assessed. Quality assurance and management oversight was deemed to be 'ineffective'. Caseloads were too high and staff were unable to prioritise risk and need, resulting in poor social work intervention. Additionally, there was poor understanding from statutory partners regarding threshold and poor engagement from early help agencies leading to high demand, which was not being effectively addressed.

1.2 Since this time, Manchester has continued to demonstrate progress through an improvement journey targeting these key areas through clear strategic aims and effective operational activity. A new senior management team is now in place and this progress continues at pace. Manchester Children's Plan (2016 – 2020) has been completed and its implementation will ensure Manchester's vision for children and young people will be realised: ***'Our Manchester – building a safe, happy, healthy and successful future for children and young people'***.

2.0 Background

2.1 The local authority social work services are divided into three localities – North, Central and South. This report is in specific relation to the North Locality. The aforementioned Ofsted judgement raised a particular concern regarding the North area of the city. The North Locality has historically demonstrated a higher level of deprivation and need, resulting in a higher demand for social work and social care services.

2.2 Consequently, the North Locality has raised a greater concern and demanded a greater focus on ensuring effective services are in place. The demand is reflected in the higher levels of domestic abuse incidents, higher levels of poverty and intergenerational unemployment in this part of the city.

2.3 This report will firstly analyse the statistical data that reflects demand and informs decision making and strategy. This report should also be read as both a self assessment and a targeted approach to instilling confidence that the senior management team are aware of this need and are taking effective steps in addressing the challenges in this area of the city, though measures to ensure children are identified for early help and receive an effective early help services; that thresholds are consistent with all partner agencies, with good working partnerships; that we have timely, analytical assessments which results in children receiving the statutory social work intervention at the right time to achieve best outcomes; that the work flow is being managed effectively and children are receiving high quality services; and understanding that cultural change, coupled with innovation is an important part of this journey, delivered through a new model of delivering social work intervention – Signs of Safety.

3.0 Deprivation – overview and analysis

3.1 North Manchester wards ranked by Multiple Deprivation scores (IMD)

Average index of Multiple Deprivation(IMD) scores and ranks - North Manchester wards, 2010 and 2015

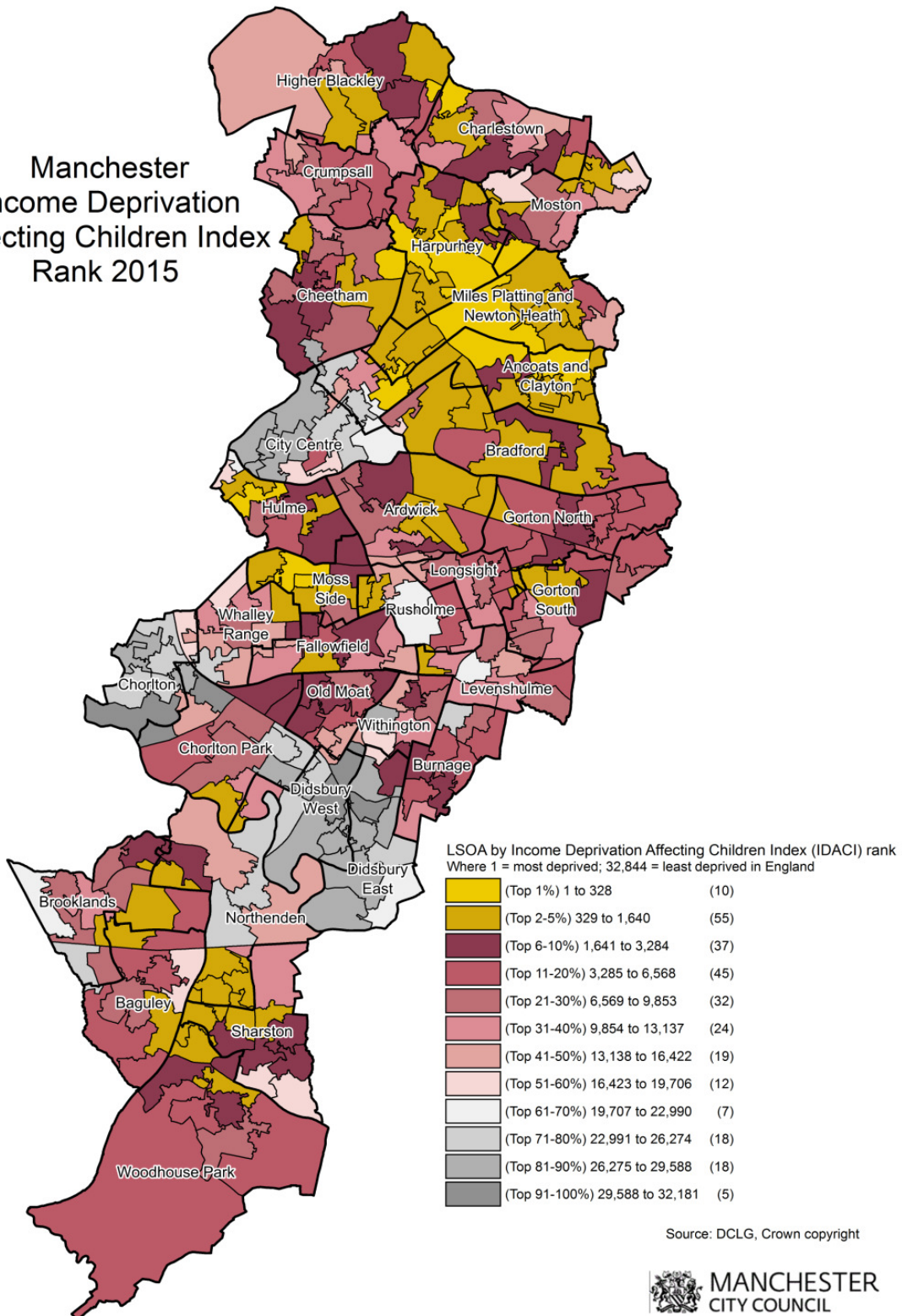
Ward of residence	IMD 2010		IMD 2015	
	Average Score	Rank (1-32)	Average Score	Rank (1-32)
Ancoats and Clayton	45.64	14	34.07	16
Bradford	61.30	1	51.33	2
Charlestown	51.71	5	37.06	12
Cheetham	48.61	10	39.13	8
City Centre	17.16	31	24.47	24
Crumpsall	38.13	19	34.49	14
Harpurhey	58.04	3	48.72	3
Higher Blackley	47.13	13	38.05	10
Miles Platting & Newton Heath	61.12	2	54.89	1
Moston	38.26	18	26.81	22
North Manchester	46.71	-	38.90	-
Manchester	41.13	-	40.51	-

Analysis by Public Intelligence, PRI 2015 using population-weighted and residential-weighted scores

The above table illustrates that the three most deprived wards in the City are in North Manchester and only two are in the least deprived 50% of the City. Whilst the five year scope demonstrates some improvement in ranking and scores, this has not improved to the point where overall deprivation can be evidenced as improving. It continues to evidence that the most deprived in our city are from the North of the city.

3.2 Income Deprivation – city wide with North Manchester comparison

Manchester
 Income Deprivation
 Affecting Children Index
 Rank 2015



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Average Index of Income Deprivation affecting children – North Manchester wards, 2015

Derived ranked proportion of income-deprived children by ward	Derived % children income deprived	Ward rank within Manchester
Ancoats and Clayton	49.7%	1
Harpurhey	47.9%	3
Miles Platting and Newton Heath	46.7%	4
Bradford	41.9%	5
Higher Blackley	40.3%	8
Charlestown	40.1%	9
Cheetham	34.8%	16
Moston	34.5%	18
Crumpsall	27.1%	23
City Centre	8.5%	30
Manchester	34.3%	-

Analysis Public Intelligence, PRI Source: DCLG 2015 IDACI

A further breakdown of deprivation by income illustrates all but two wards in North Manchester have a higher percentage of income-deprived children than is average for the City. Four of the five wards with the highest percentage of income deprived children in the City reside in North Manchester.

3.3 Benefit Claimants – National and North Manchester analysis

Out of work benefits claimants - August 2015

Ward of residence	Main Out of Work Benefits Claimants		Employment Support Allowance		Lone parents claiming Income Support
	Number of claimants	% of population	Number of claimants	% of population	Number of claimants
Charlestown	1,870	20.4%	1,335	14.6%	300
Harpurhey	2,730	22.5%	1,820	15.0%	470
Miles Platting and Newton Heath	2,350	23.8%	1,635	16.6%	345
North Manchester	17,805	16.0%	12,505	11.3%	2,540
Manchester	46,870	12.8%	32,650	8.9%	6,310
England	3,064,290	8.9%	2,070,760	6.0%	378,280

Source: DWP Information Directorate and Office for National Statistics © Crown Copyright.

The percentage of the population claiming out of work benefits is higher in Manchester than nationally. Within Manchester, the North Locality has higher rates than average, particularly in Charlestown, Harpurhey and Miles Platting & Newton Heath. It is obvious to state that higher rates of worklessness leads to poorer outcomes for children and families. This is brought into sharp focus by the

information presented below regarding educational attainment, thus increasing a potential for a continued cycle of deprivation and less positive outcomes.

3.4 Educational attainment – North Manchester 2014

Ward of residence	Early Year Foundation Stage (EYFS) Good level of development	Primary school (Key Stage 2)				Secondary school (Key Stage 4)	
		Level 4 or above for reading	Level 4 or above for writing	Level 4 or above for maths	Level 4 or above for reading, writing & maths	5 or more GCSEs at grades A*-C	5 or more GCSE at A*-C incl. English & Maths
North Manchester	54.3%	88.1%	84.0%	87.2%	78.7%	52.7%	43.6%
Manchester	53.1%	87.7%	85.0%	86.2%	78.9%	60.2%	51.4%
England	60.0%	89.0%	85.1%	86.0%	79.0%	63.8%	53.4%

Source: Children's Services Policy & Performance Team, Manchester City Council, 2015

* Data for the City Centre has been excluded due to the small number of pupils in the area

Educational attainment in North Manchester falls below the rest of the city by Key Stage 4 (GCSE); which is also below national averages.

4. Health – some key data regarding need in North Manchester

4.1 Teenage Pregnancy

Under-18 conception rate, with 95% confidence limits – North Manchester, 2011-13

Ward of residence	Under 18 Conceptions			
	Total number of conceptions	Conception rate per 1,000	95% Confidence limits	
			Lower	Upper
Harpurhey	87	85.7	68.7	105.7
Miles Platting and Newton Heath	62	80.1	61.4	102.7
North Manchester	439	56.1	51.2	61.4
Manchester	1,050	44.7	42.1	47.5
England	78,153	27.6	27.4	27.8

Source: Office for National Statistics © Crown Copyright 2015

Following on from the low attainment levels from Key Stage 4, there are higher rates of teenage pregnancy in Manchester compared to national figures. Within this, two

particular in North Manchester - Harpurhey and Miles Platting & Newton – have significantly higher rates than the Manchester average.

4.2 Tooth Decay

CCG Area	Number examined	Proportion of children affected by decay	Proportion of children with experience of extraction
North Manchester	81	75.0%	6.0%
Central Manchester	141	22.0%	1.0%
South Manchester	106	33.0%	5.0%
Manchester	328	39.0%	4.0%
England	133,516	28.0%	3.0%

Within this, the average proportion of children suffering from tooth decay in North Manchester was above that recorded elsewhere in the city and nationally.

4.3 Life Expectancy

Life Expectancy at birth, with 95% confidence limits 2012-14

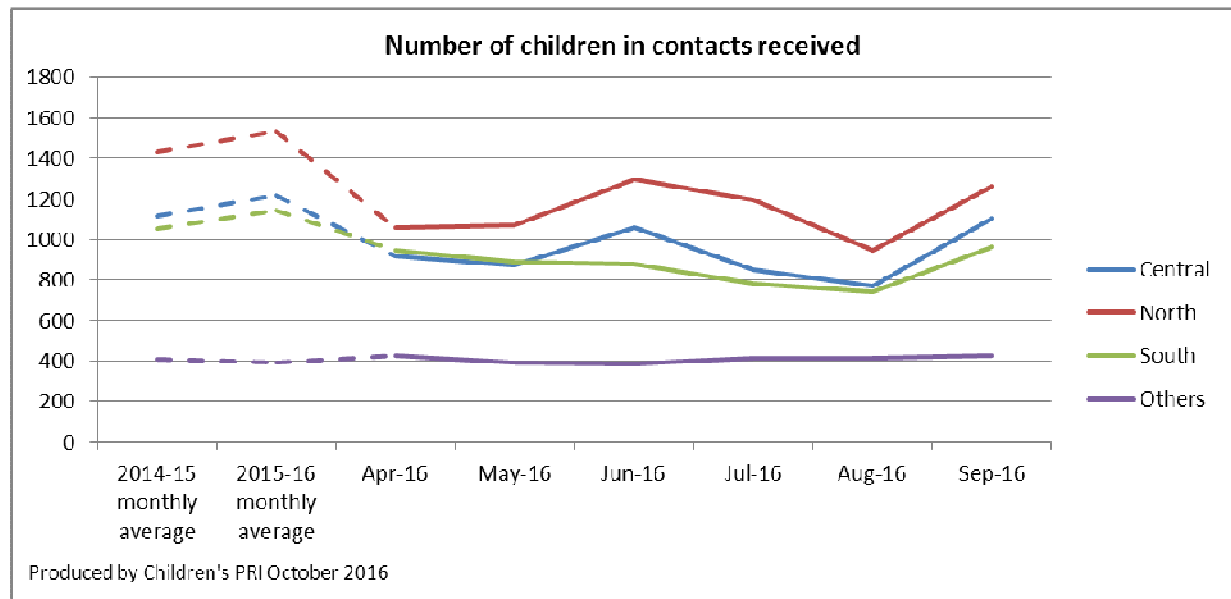
Ward of residence	Males			Females		
	Life expectancy (years)	95% Confidence limits		Life expectancy (years)	95% Confidence limits	
		Lower	Upper		Lower	Upper
North Manchester	74.8	74.2	75.3	78.7	78.1	79.3
Manchester	75.8	75.5	76.1	79.9	79.6	80.2
England	79.5	79.5	79.6	83.2	83.2	83.2

Source: Office for National Statistics. Crown Copyright 2015

Life expectancy in North Manchester is lower than the Manchester average for both males and females and is substantially lower than the national average, indicating unhealthy lifestyles and an inference that can be drawn in the excessive use of alcohol and illegal substances; which may lead to increased numbers of those suffering from mental ill-health.

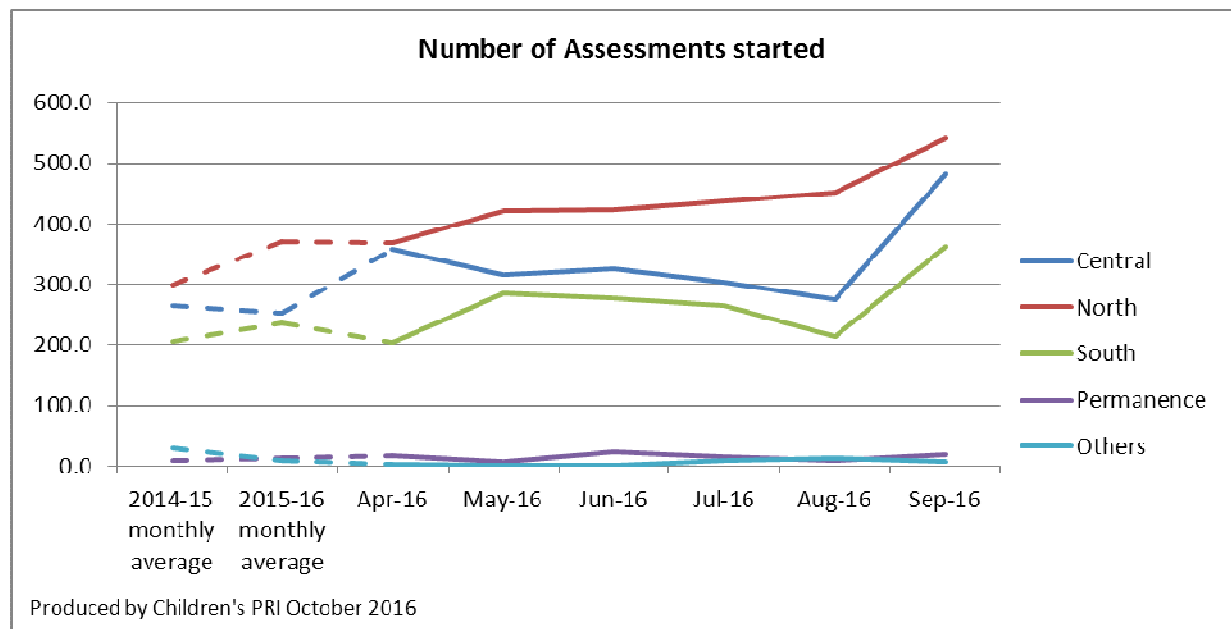
5. Key data regarding social care demand in North Locality

5.1 Contacts Received



It can be seen in the above graph and within the demography outlined regarding deprivation, financial security and lifestyle there are greater requests for a social work service in the North Locality than elsewhere in the city.

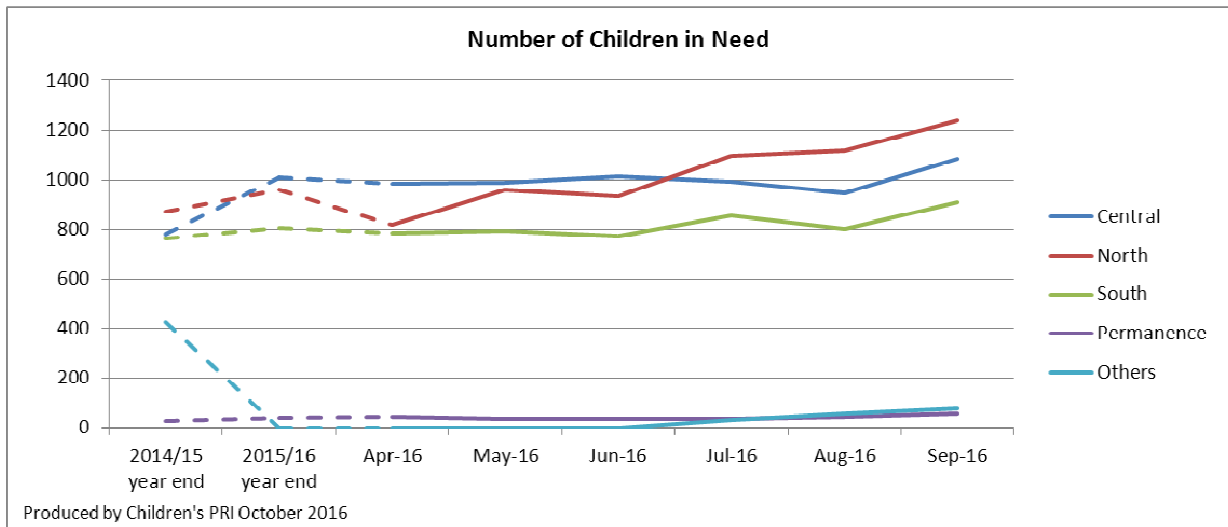
5.2 Social Work Assessments



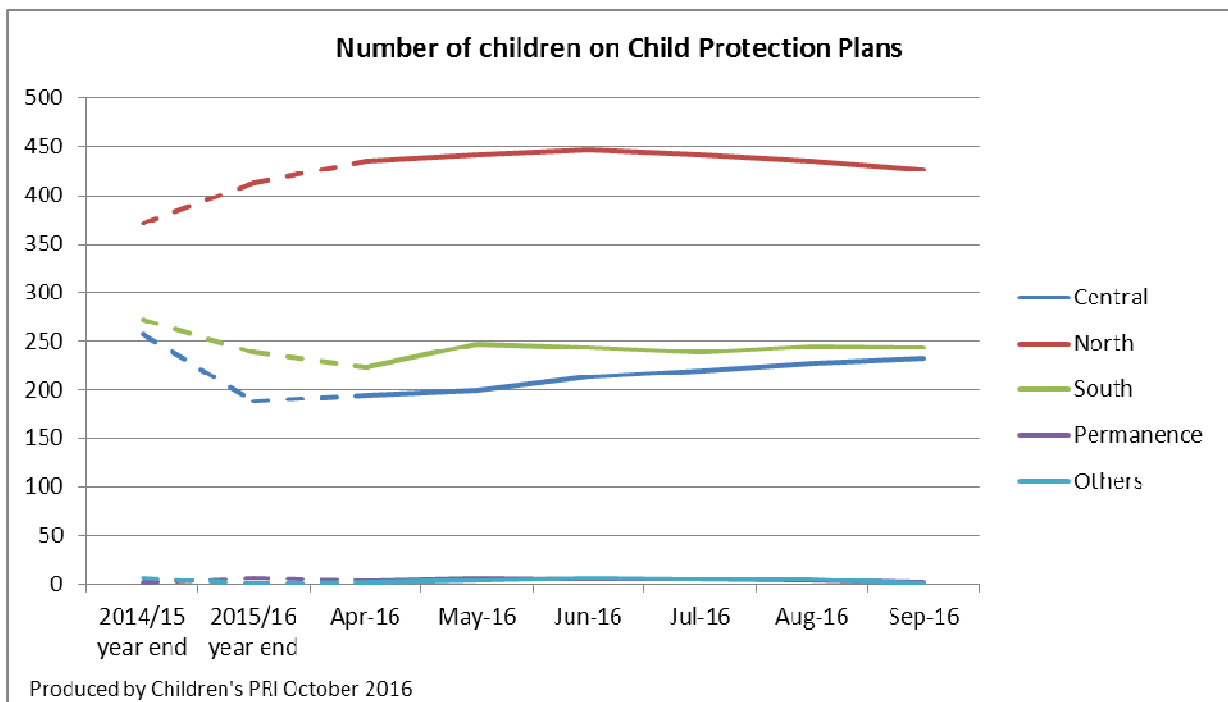
The above table indicates there are consistently high numbers of social work assessments in the north area of the city. A social work assessment is undertaken when information is received indicating an child a suffering or likely to suffer significant harm or unlikely to achieve or maintain a reasonable level of health or

development, or likely to be significantly or further impaired without the provision of services or a child who is disabled.

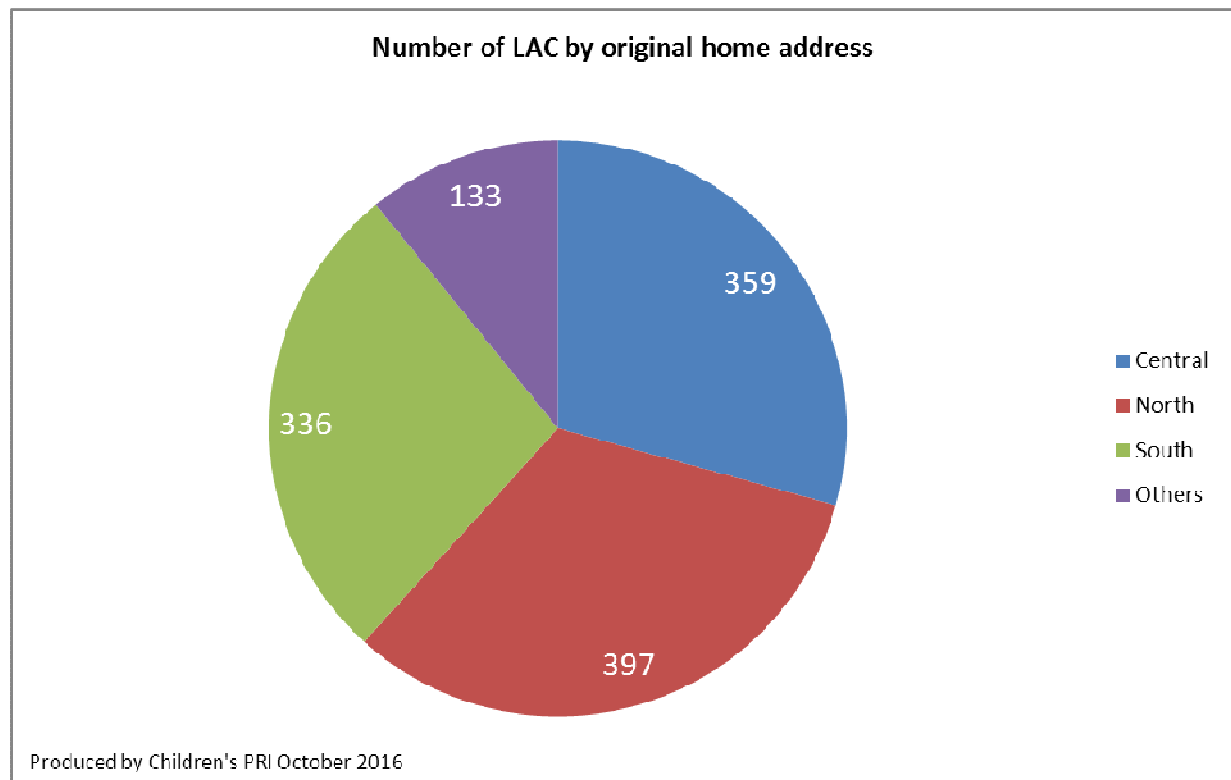
5.3 Children allocated to social work teams



The number of Children In Need in North Locality remained relatively constant from 2014/15 until June 2016 but since this point there has been a significant increase in North Locality.



The number of children on Child Protection Plans is significantly greater in North Locality at almost twice that of the other Localities.



More of the current LAC population came originally from North Manchester than the other Localities in Manchester.

6.0 Strategy and Practice – Children’s Social Work response to addressing need in North Manchester

6.1 Staffing

The children’s management team have analysed demand across the city and mapped out numbers of social work staff needed in each district area to meet demand. This resulted in agreement from full Council in July 2016 to a significant investment to increase social work capacity across the city by 40%.

The children’s management team have considered the differing needs of each locality area and allocated resources accordingly, this means that the North locality will have additional social workers than other localities which will ensure parity of case loads across the city as we move forward.

Additional management capacity has been agreed with three additional managers joining North locality and we have appointed 2 permanent service managers to provide operational day to day senior manager support to locality social workers and team managers.

We have ran a proactive recruitment campaign, that has included interim agency cover for a short period, though we are now seeing our permanent new cohort of social workers beginning to join the service.

Reduced caseloads will ensure that social workers in the North, and indeed other localities, are able to provide high quality social work assessment and intervention and we anticipating achieving our target of average case loads of 18 by December 2016 across all localities.

North Locality average social work case loads are currently 25 (a slight increase due to increased referrals in September) and newly qualified social workers case loads being at 19.5. Caseloads continue on a downward trajectory and are monitored on a daily and weekly basis by managers within the service.

6.2 Management oversight and 'grip'

There is increasing evidence of Managers having a greater 'grip' and oversight in the North and other areas of the city; which is beginning to drive significant improvements with regard to all children who require one have an allocated Social Worker, are seen, have timely assessments, up to date plans which are reviewed in a timely manner.

In addition as part of a developing performance and assurance, Team Managers attend a weekly performance meeting in their localities with their Service Manager to review performance in key safeguarding activity. In turn service managers attend a weekly performance meeting with the Strategic Lead for Children's Social Care to monitor that the improvements are made, and then sustained in relation to key safeguarding activity.

The Director of Children's Services holds a monthly service wide Performance Clinic, with deep dive review of all key activity at a broader level.

Current performance is strong, as follows;

- Over 97% of all children subject to a child protection plan have been seen within the past 4 weeks, as is our expected minimum standard. From strategic lead down to team manager we know, with confidence, the reasons why any child has not been seen, for instance at present due to 2 children being out of the country
- Over 96% of all looked after children have been seen within statutory timescales. From strategic lead down to team manager we know, with confidence, the reason why any child has not been seen. This is tracked; children's stories are known and remedial action taken promptly to ensure any child not seen is followed up quickly.
- Over 93% of the 571 assessment completed in September 2016 were completed within 45 days – with over 50% being completed in less than 35 days. This is good performance and again timeliness of assessments is robustly tracked and remedial action taken when performance issues are highlighted to ensure improvements are made. It should be noted that due to demand the North locality teams complete more assessments than other areas however their general performance remains consistent to other areas of the city.

- 97% of looked after children's LAC reviews are held in timescale, and 100% of child protection reviews. This is very good performance and Independent Reviewing Officers and Conference Chairs track and monitor reasons for any 'late' meetings so remedial action can be taken, or where need be performance improvement plans can be put in place with individual workers.
- Social work supervision is key for social workers to ensure they are confidently able to manage their casework. Again performance is monitored on a daily and weekly basis. In the North locality team supervision is taking place consistently, with for example 97% of all social workers in that area receiving supervision in the last month, which would be our expected practice standard.
- Managers undertake case file audits and whilst north specific data is not available over 90% of all cases audited are being found to be at least 'requires improvement' or 'Good', no cases in north have been audited as requiring immediate action due to critical safeguarding concerns. This was mirrored by the Ofsted Inspectoral visit to the North locality in September 2016 where it was reported the HMI Inspector found examples of good casework and high levels of staff morale.

6.3 Workforce Development

- A workforce development strategy is in place to ensure social workers are sufficiently trained to be confident in practice, with the skills and knowledge required to deliver highly effective social work practice.
- A management development programme is being led by members of the Senior Management Team – this has always been well attended by North district locality managers, who feedback positively on the impact of these sessions for their leadership journey.
- A range of social work courses have been commissioned to meet the identified training needs of social workers, including section 47 training, AIM assessment training, supervision training amongst others.
- Two social work consultants are located in each Locality to develop front line staff and to add an additional layer of quality assurance. These senior social workers will not hold cases and will brief social workers regularly and develop staff. North has currently recruited to one of these posts and is in the process of recruiting a second consultant. This will further assist in embedding a performance and inclusive culture which will promote front line staff's challenges and assist the senior management team to deliver quality services.
- We continue to roll out our practice model 'Signs of Safety' that is beginning to reflect in our case work, with social workers and practice leaders beginning to engage vulnerable children and families through a more strengths based approach, where families identify their own safety plans that are more meaningful and realistic and thereby more likely to succeed.

7.0 Conclusion

Whilst there are undoubtedly specific needs in the North area we believe that this report has demonstrated how the council are putting the right measures in place to address this need in order to safeguard children and empower families to build on their strengths. The data and performance measures outlined in the report provide assurance that whilst challenged by the demography of the area, the North locality is no longer a particular concern regarding performance standards. The senior management team are aware of the additional demand in this locality and have addressed this which can now be demonstrated by increased parity of case loads across the Localities. Furthermore, the culture of the organisation is changing at pace and North are a critical part of this improvement journey and there should be confidence the locality is well placed to sustain and build on the improvements outlined in this report.