



## **Children and Young People Scrutiny Committee**

Date: Tuesday, 5 February 2019

Time: 2.00 pm

Venue: Council Antechamber, Level 2, Town Hall Extension

Everyone is welcome to attend this committee meeting.

There will be a private meeting for Members of the Committee at 1:30 pm in Committee Room 6, Room 2006, Level 2 of the Town Hall Extension.

### **Access to the Council Antechamber**

Public access to the Council Antechamber is on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. That lobby can also be reached from the St. Peter's Square entrance and from Library Walk. **There is no public access from the Lloyd Street entrances of the Extension.**

### **Filming and broadcast of the meeting**

Meetings of the Children and Young People Scrutiny Committee are 'webcast'. These meetings are filmed and broadcast live on the Internet. If you attend this meeting you should be aware that you might be filmed and included in that transmission.

## **Membership of the Children and Young People Scrutiny Committee**

### **Councillors –**

Sameem Ali, Alijah, Hewitson, T Judge, Lovecy, McHale, Madeleine Monaghan, Sadler and Stone (Chair)

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

Mr A Arogundade, Mr L Duffy, Mr R Lammas, Mrs B Kellner, Mrs J Miles, Dr W Omara and Ms Z Stepan

## Agenda

---

- 1. Urgent Business**  
To consider any items which the Chair has agreed to have submitted as urgent.
- 2. Appeals**  
To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.
- 3. Interests**  
To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.
- 4. Minutes** Pages  
7 - 14  
To approve as a correct record the minutes of the meeting held on 8 January 2019.
- 5. Updated Financial Strategy and Directorate Business Plans 2019-20 - to follow**
  - 5a. Children's Services and Education Budget and Business Plan 2019-20 - to follow**
  - 5b. Dedicated Schools Grant (DSG) Funding 2019/20 - to follow**
- 6. Children's Services Proxy Targets** Pages  
15 - 22  
Presentation of the Directorate of Children's and Education Services  

This presentation provides proxy indicators on progress to improve children's services.
- 7. Edge of Care Services** Pages  
23 - 38  
Report of the Strategic Director of Children's Services  

This report provides an update on the services and interventions supporting children on the edge of care (at risk of becoming 'looked after'). The report covers the range of approaches utilised and the impact achieved from the services and interventions, and outlines new innovations being developed in Greater Manchester.

The report addresses challenges and provides evidence of impact and value for money from the interventions.

- 8. Multi Agency Safeguarding Arrangements** Pages  
39 - 74  
Report and presentation of the Strategic Director of Children's Services

This report and presentation provide information on the outcome of work by Manchester City Council, Manchester Health and Care Commissioning and Greater Manchester Police, in consultation with partners and existing Safeguarding Children and Adult Board members, to review existing arrangements, taking into account strengths, areas for improvement and opportunities to align with wider strategic objectives and plans.

- 9. Overview Report** Pages  
75 - 90  
Report of the Governance and Scrutiny Support Unit

This report provides the Committee with details of key decisions that fall within the Committee's remit and an update on actions resulting from the Committee's recommendations. The report also includes the Committee's work programme, which the Committee is asked to amend as appropriate and agree.

## Information about the Committee

---

Scrutiny Committees represent the interests of local people about important issues that affect them. They look at how the decisions, policies and services of the Council and other key public agencies impact on the city and its residents. Scrutiny Committees do not take decisions but can make recommendations to decision-makers about how they are delivering the Our Manchester Strategy, an agreed vision for a better Manchester that is shared by public agencies across the city.

The Children and Young People Scrutiny Committee reviews the services provided by the Council and its partners for young people across the city including education, early years, school standards and valuing young people.

In addition to the elected members the Committee has seven co-opted member positions. These are:

- Representative of the Diocese of Manchester – Mrs Barbara Kellner
- Representative of the Diocese of Salford – Mrs Julie Miles
- Parent governor representative – Mr Ade Arogundade
- Parent governor representative – Dr Walid Omara
- Parent governor representative – Ms Zaneta Stepan
- Secondary sector teacher representative – Mr Liam Duffy
- Primary sector teacher representative – Mr Russell Lammas

The co-opted members representing faith schools and parent governors are able to vote when the Committee deals with matters relating to education functions.

The Council wants to consult people as fully as possible before making decisions that affect them. Members of the public do not have a right to speak at meetings but may do so if invited by the Chair. If you have a special interest in an item on the agenda and want to speak, tell the Committee Officer, who will pass on your request to the Chair. Groups of people will usually be asked to nominate a spokesperson. The Council wants its meetings to be as open as possible but occasionally there will be some confidential business. Brief reasons for confidentiality will be shown on the agenda sheet.

The Council welcomes the filming, recording, public broadcast and use of social media to report on the Committee's meetings by members of the public.

Agenda, reports and minutes of all Council Committees can be found on the Council's website [www.manchester.gov.uk](http://www.manchester.gov.uk)

Smoking is not allowed in Council buildings.

Joanne Roney OBE  
Chief Executive  
3<sup>rd</sup> Floor, Town Hall Extension,  
Albert Square,  
Manchester, M60 2LA.

## Further Information

---

For help, advice and information about this meeting please contact the Committee Officer:

Rachel McKeon  
Tel: 0161 234 4497  
Email: [rachel.mckeon@manchester.gov.uk](mailto:rachel.mckeon@manchester.gov.uk)

This agenda was issued on **Monday, 28 January 2019** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension, Manchester M60 2LA

This page is intentionally left blank

## Children and Young People Scrutiny Committee

### Minutes of the meeting held on 8 January 2019

#### Present:

Councillor Stone – in the Chair

Councillors Hewitson, T Judge, Lovecy, McHale and Sadler

#### Co-opted Voting Members:

Mr A Arogundade, Parent Governor Representative

Mrs J Miles, Representative of the Diocese of Salford

Ms Z Stepan, Parent Governor Representative

#### Co-opted Non Voting Members:

Mr R Lammas, Primary sector teacher representative

Mr L Duffy, Secondary sector teacher representative

Councillor Bridges, Executive Member for Children's Services

Councillor Rahman, Executive Member for Schools, Culture and Leisure

Ethna Dillon, Vulnerable Baby Service

Justin Watson, Director, Young Manchester

#### Apologies:

Councillors Alijah and Madeleine Monaghan

Mrs B Kellner, Representative of the Diocese of Manchester

Dr W Omara, Parent Governor Representative

### CYP/19/01 Minutes

A Member asked for further information on the work to obtain additional investment in Early Years to improve health outcomes. The Director of Population Health and Wellbeing reported that the NHS Long Term Plan, which had been published the previous day, had highlighted the need for councils and the NHS to work together on commissioning health services, including health visiting and school nurse services. He reported that the Council was currently working with Manchester Health and Care Commissioning to develop a business case for investment and he offered to provide an update to the Committee at a future meeting, provisionally in March 2019.

#### Decisions

1. To approve as a correct record the minutes of the meeting held on 4 December 2018.
2. To note that the Committee will receive an update on the development of a business case for investment in Early Years at a future meeting.

### CYP/19/02 Delivering the Our Manchester Strategy

The Committee received a report of the Executive Member for Children's Services

which provided an overview of work undertaken and progress towards the delivery of the Council's priorities as set out in the Our Manchester Strategy for those areas within his portfolio.

The Executive Member for Children's Services referred to the main points and themes within the report which included:

- Children's Services' improvement journey;
- Support for young people leaving care;
- Placements for Our Children (Looked After Children);
- Complex safeguarding;
- Early Years;
- Poverty and austerity;
- Local working;
- Early Help;
- Youth; and
- Young Carers.

The Chair congratulated the Executive Member for Children's Services on his contribution to the improvement of Children's Services. Members noted that progress had been made in some aspects of Early Years provision but that further improvements were needed in some areas and recognised the important role of Health Visitors.

### **Decision**

To note the report.

### **CYP/19/03 Reducing Infant Mortality Strategy**

The Committee received a report of the Director of Population Health and Wellbeing and the Strategic Lead, Children and Young People, Population Health and Wellbeing which provided information on current trends, patterns and risk factors associated with infant mortality in Manchester. It highlighted a concerning picture of infant mortality rates increasing since 2011-13 following a long period of year on year reductions. The report also presented the draft five-year multi-agency strategy to reduce infant mortality and support those affected by baby loss.

Officers referred to the main points and themes within the report which included:

- Trends and patterns of infant deaths in Manchester;
- Causes and underlying factors of infant deaths;
- Modifiable factors; and
- The Manchester Reducing Infant Mortality Draft Strategy.

Some of the key points and themes that arose from the Committee's discussions were:

- An expression of serious concern at the increase in infant mortality rates;



- How Manchester compared to its statistical neighbours;
- Why some areas of the city had higher rates of infant mortality than others;
- What was the role of Health Visitors in the strategy and whether there was a link between failure to attend the assessments which formed part of the Early Years Delivery Model and infant mortality; and
- Request for an update on the Baby Clear programme, which promoted stop smoking services to pregnant women.

The Programme Lead informed Members that officers had looked at trends within statistical neighbours and other deprived areas. She reported that some had experienced a similar pattern with infant mortality starting to increase but others had not. She also reported that Nottingham had experienced a rise but that this had since been reversed. She advised Members that officers would be looking at what these areas were doing which Manchester could learn from.

Ethna Dillon from the Vulnerable Baby Service reported that the differences in infant mortality rate between wards could be attributed to factors such as levels of deprivation, ethnicity and behaviour. The Child Death Overview Panel (CDOP) Co-ordinator outlined issues in one ward where children of parents who were first or second cousins had died as the result of genetic disorders and reported that work was taking place to identify the best ways to address this.

Ethna Dillon reported that Health Visitors were key to identifying barriers to best care and good outcomes for babies. She advised that infant mortality was not usually due to just one factor. She reported that where a family did not attend assessment appointments, targeted support was provided.

The Programme Lead reported that smoking during pregnancy was one of the biggest modifiable factors in neonatal deaths. She advised Members that Baby Clear was a Greater Manchester-wide programme which was being rolled out in stages. She informed Members that it had already been introduced in north Manchester but that it was too early to say what the impact had been.

## **Decisions**

1. To support the strategy to reduce infant mortality.
2. To receive an update report in 12 months' time.

## **CYP/19/04 Sport and Active Lifestyles of Children and Young People**

The Committee received a report of the Director of Education which provided a review of data from the 2017/2018 academic year along with information relating to the provision of Physical Education, School Sport and Physical Activity (PESSPA) in Manchester schools and a full analysis of primary sports premium funding in Manchester and how schools were prioritising resources.

Officers referred to the main points and themes within the report which included:

- Evidencing the impact of PE and Primary Premium Funding;

- Active Lives Survey for children and young people;
- Healthy Schools;
- Manchester PESSPA Plan; and
- Government Trailblazer Fund.

Some of the key points and themes that arose from the Committee's discussions were:

- Concern that funding was being used to bring in external coaches as a cheap way to provide cover for teachers' preparation, planning and assessment (PPA) time;
- How to ensure that schools made full use of the resources in their local area and that children were encouraged to make use of their local facilities;
- The cost of transport, where schools were not within walking distance of their nearest leisure facilities;
- Whether childhood obesity was increasing; and
- How many schools were involved in the Daily Mile initiative.

The Sport and Leisure Lead reported that, while nationally external coaches were being used to provide PPA cover, this was less of an issue in Manchester. He informed Members that his service undertook quality assurance of providers so that schools could be confident that they were using a quality assured provider. He advised that guidance was provided to schools on how to make best use of their local facilities. The Director of Education reported that many schools did make good use of local facilities and that this showed children what was available in their local area which they could also use outside of school. The Executive Member for Schools, Culture and Leisure advised Members that, outside of school, Sports Activators worked to encourage communities to make the best use of their local sport and leisure facilities. He acknowledged that transport was an issue and that the transport system needed to be improved. The Strategic Lead (Population Health and Wellbeing) reported that more children were overweight and obese year on year both in Manchester and nationally. She outlined work taking place to tackle obesity in Early Years. The Sport and Leisure Lead reported that 93% of Manchester primary schools had signed up for the Daily Mile.

## **Decision**

To note the report.

## **CYP/19/05 Youth and Play Services**

The Committee received a report of the Director of Education which provided an update in relation to the recommendations set out in the Youth and Play Trust Executive report presented in February 2016. It provided an overview of the progress made to establish Young Manchester as an independent youth and play charity and its contract with the Council which had seen it take on the commissioning of the city's Youth and Play Fund Programme. The report also updated Members on the impact of grant funding relationships with the Youth Hubs across the city.

Officers referred to the main points and themes within the report which included:

- The development of Young Manchester;
- Youth and Play Fund 2018 – 2020;
- Strategic leadership;
- Additional Young Manchester Grant Programmes;
- Youth and Play Fund reach April – September 2018;
- Marketing and communication;
- Youth Hubs; and
- Wider Youth and Play Offer.

The Head of Youth Strategy and Engagement clarified that the length of the contract between the Council and Young Manchester was 2.5 years, not 3.5 years, as stated at point 2.2 in the report.

Justin Watson, Director of Young Manchester, outlined the organisation's work so far, reporting that it had commissioned 58 organisations to provide youth and play services and highlighting that it had secured £2 million of funding through the #iwill programme to match the investment from the Council. He informed Members that future priorities were to continue to match fund the Council's investment to ensure sustainability and to build a strong network of youth and play services across the city. He reported that this networking also extended beyond commissioned youth and play providers, for example, building links with cultural organisations such as HOME, Contact and the Royal Exchange.

Some of the key points and themes that arose from the Committee's discussions were:

- To note that the Head of Youth Strategy and Engagement was leaving and to thank him for his work;
- Request for the needs analysis ranking information for the 32 wards in Manchester;
- Whether there would be any detached work taking place in east Manchester; and
- That some young people were unwilling to cross ward boundaries to access youth provision.

The Head of Youth Strategy and Engagement reported that some detached and outreach work was taking place through the Youth and Play Fund although, he advised, it was important not to duplicate work which other partners were doing, citing the Positive Engagement Programme, funded by the Community Safety Partnership and housing providers. Justin Watson commented that Young Manchester was keen to learn from the Positive Engagement Programme, which was currently carry out detached work in eight wards, and to develop and expand the detached youth work offer across the city.

The Head of Youth Strategy and Engagement acknowledged the territorial issues which affected whether young people attended youth provision and reported that the new Youth Zone in east Manchester had been strategically located in a neutral area. In response to a question from the Chair, he reported that increasingly young people from across north Manchester were accessing the Youth Zone in Harpurhey. He

also outlined how partner organisations worked together across each Youth Zone area to improve youth provision.

### Decisions

1. To receive a further report in July 2019 which focuses on qualitative data, including evidence of impact, outcomes and young people's feedback relating to the Youth and Play Fund 2018/19.
2. To request the needs analysis ranking information for the 32 wards in Manchester.

[Councillor Stone declared a personal interest as member of the Board of Trustees of HOME.]

### **CYP/19/06 Annual report on Manchester's implementation of the Special Educational Needs and Disability (SEND) reforms introduced in 2014**

The Committee received a report of the Director of Education which provided an update on how Manchester was implementing the Special Educational Needs and Disability (SEND) reforms introduced in September 2014. It also provided information on the numbers of children and young people with SEND in the local area, data on pupil attainment, attendance and exclusions and comparisons with national data.

Officers referred to the main points and themes within the report which included:

- The overall population with SEND;
- Education, Health and Care Plans (EHCP);
- How the views of parents, carers and children and young people impacted on strategic decisions;
- The SEND Local Offer;
- How the needs of young people with SEND were being met through education, health and care services;
- Preparing young people with SEND for adulthood;
- Improving pathways into services;
- Improving outcomes and standards across education and training; and
- Training on SEND for staff from all agencies.

Some of the key points and themes that arose from the Committee's discussions were:

- The £2.9 million capital funding which the Department for Education (DfE) was providing over the next three years for implementing priorities agreed through the Strategic Review of SEND provision in 2017/18;
- Concern that some children with SEND were not being identified early enough;
- The costs of providing education for young people with SEND up to the age of 25;

- Concern that some schools had a significant under-spend in their budget which could be spent elsewhere;
- Concern that children with SEND were disproportionately likely to be excluded; and
- Sufficiency of special school places in the city and the use of independent school placements for children with SEND.

The Director of Education reported that officers welcomed the £2.9 million of capital funding but that there would be still be an over-spend. The Head of Schools Quality Assurance and Strategic SEND reported that the Early Years Delivery Model (EYDM) had resulted in children with SEND being identified earlier, adding that this was the first year that the rollout of EYDM had reached schools. She welcomed that there was now a health representative on the SEND Board and advised Members that one of the key priorities had been to increase the number of two-year-olds receiving a Health Visitor assessment. She informed Members that a pilot was taking place in which some schools were working more pro-actively with feeder nurseries to improve communication and identification of children with SEND and that, if this was successful, it would be rolled out further. The Executive Member for Children's Services reported that the take-up of Health Visitor assessments at nine months and two years would be a key area of focus for him and that further information would be included in a future update.

The SEND Lead reported that the Council currently spent more than £6 million of the High Needs budget on post-16 education for young people with SEND, advising that this figure excluded sixth form provision in special schools. She reported that Manchester had an excellent education and training offer for young people with SEND which, she advised, could be resulting in more young people choosing to stay in education. She outlined work taking place with the Work and Skills Team and Adult Social Care to support the transition to adult life and support young people with SEND to access opportunities outside of education, such as work, leisure provision and involvement in their local community.

The Chair reported that the under-spend of some schools had been challenged by the Committee and also the Schools Forum. He encouraged Members to read the papers from the Schools Forum, which were available on the Council's website. The Director of Education reported that conversations had taken place with the relevant schools, some of which had returned the money, and that this returned money had been allocated to the High Needs Block.

The Director of Education outlined the work taking place to support and challenge schools in relation to the exclusion of, and outcomes for, children with SEND. She advised Members that the Council was awaiting the report on the National Review on Exclusions and would be finalising Manchester's multi-agency Inclusion Strategy shortly. She informed Members about plans to increase the number of special school places in the city, using the £2.9 million from national government and £20 million of Manchester's Basic Needs allocation, putting in an expression of interest to the national government for new special and alternative provision free schools and expanding capacity in existing special schools.

**Decision**

To note the report.

**CYP/19/07 Overview Report**

A report of the Governance and Scrutiny Support Unit was submitted. The overview report contained key decisions within the Committee's remit, responses to previous recommendations and the Committee's work programme, which the Committee was asked to approve.

**Decision**

To note the report and agree the work programme.

# Children's Services Proxy Targets Children's and Young People's Scrutiny Committee

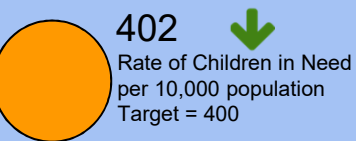
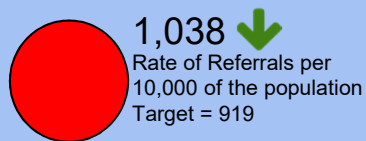
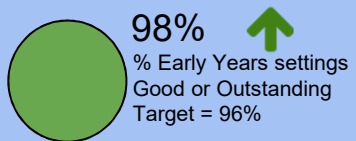
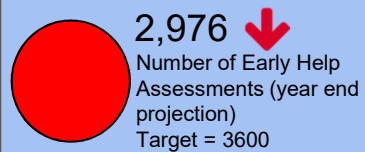
5th February 2019



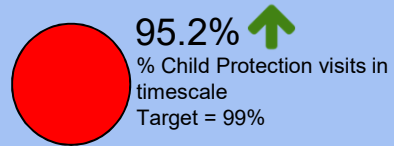
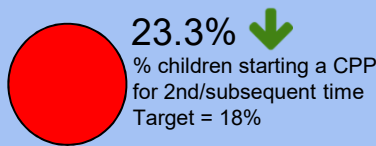
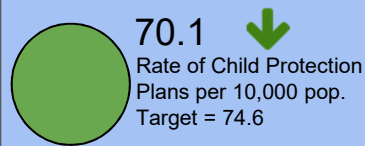
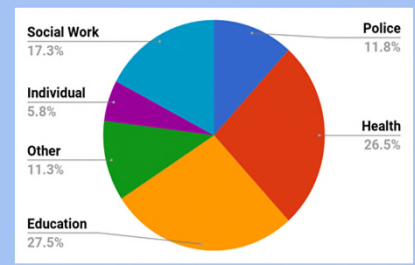
# Introduction

- Service improvement in children's services is driven by a sophisticated approach to performance assurance delivered via our Performance Management Framework (PMF) which measures our performance across the journey of the child. Our performance is contrasted with other data sets which include core cities , statistical neighbours, north west neighbours and England.
- After two years of data collection, targets in children's services PMF have been reviewed and are broadly set relative to the performance of good authorities.
- This approach is underpinned by:
  - The Quality Assurance and Voice of Children and Young People Improvement Framework
  - Strategic Planning Forums
  - Partnership forums focussing on the delivery of the overarching 'Our Manchester, Our Children' strategy and other key strategies
  - Management performance/assurance activity
  - National data collection/reporting
  - Political oversight and scrutiny
  - Our relationship with regional and national partners and regulatory bodies such as Ofsted.

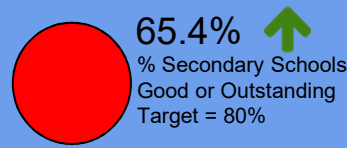
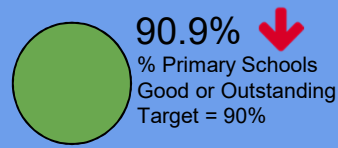
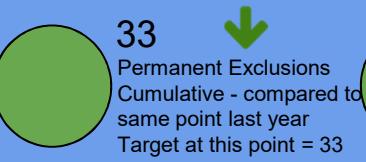
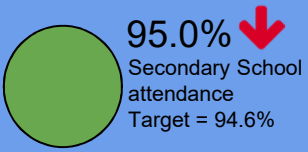
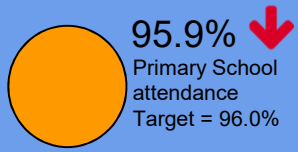
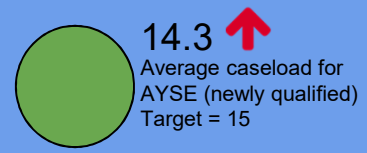
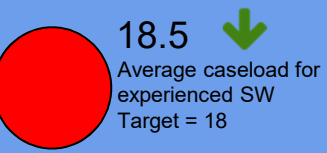
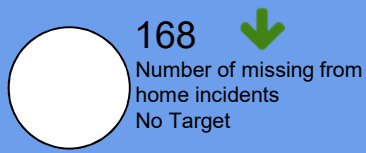
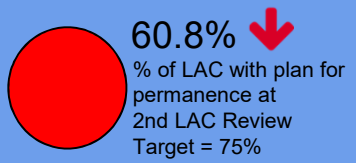
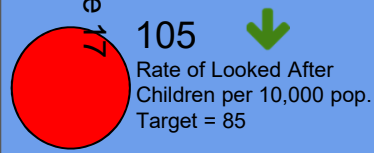




**EH Referrals by agency**



Page 17



Item 6

# Discussion Points

- Registrations for Early Help Assessments (EHAs) are lower than target, but show a growth of 237 referrals (circa 8.5%) when this activity is compared with July's data. Whilst generally speaking the pattern of distribution of partners making referrals is broadly similar there was almost a 50% increase in individuals making self referrals to the service .
- Referral rates to children's social care has shown a consistent pattern of reduction month on month since July 2018.
- Our rates of children in need are close to target; the decrease is reflective of a revised means in which we are serving those children assessed as in need. Each of the three areas now have Children in Need panels and drawn on a panel approach to resourcing family needs .
- The rate of children subject to child protection plans per 10k has decreased from 81 in 17/18 to 75.7 in quarter 1 and to 73 in quarter 2 of 18/19. This is figure is better than our target of 74.6 although higher than our statistical neighbours.
- Our quality assurance activity confirm that the threshold for child protection planning is being consistently and appropriately applied. The % of children starting a period of child protection planning for the second or subsequent time has reduced by c5%.

# Discussion Points

- The Safeguarding and Improvement Unit have been focussing on some time on avoiding drift in child protection planning this is driving the downward trajectory of the % of children who have been subject to Child protection planning for 2 years or more; this is better than target
- Compliance in relation to child protection visits in time scale showed a marginal decreased against July 2018 scorecard from 95.4% to 95.2%
- The % of children with a plan of 'permanency' is below our target but shows a significant 20% improvement since July 2018.
- The numbers of children missing from home ( although no target has been identified ) has reduced since July 2018.
- Reflective of decreased referrals and children in need social worker caseloads have reduced and are below target for those in their Assisted and Supported (first) Year in employment and experienced social workers they are presently marginally above target.

# Discussion Point

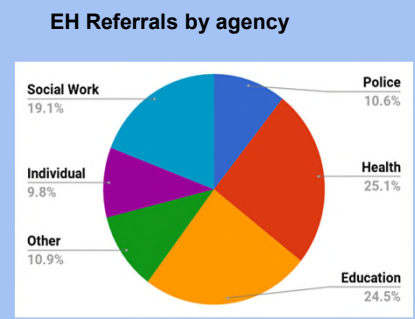
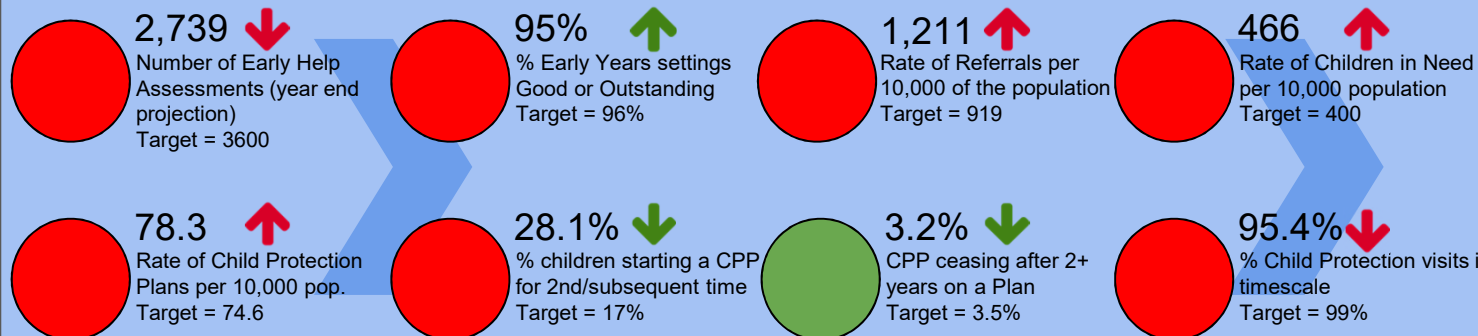
- The Youth Justice performance reflects a reduced number of young people as first time entrants (50 13%) reflective of the services improvements in providing diversionary opportunities for young people
- Education Services continues to engage partners in the formulation of an Inclusion Strategy which is due for publication
- The percentage of secondary schools assessed as good or outstanding has improved by 8% compared to the July scorecard
- School attendance continues to be a strength of the city with the improvements being sustained over time.

# Impact

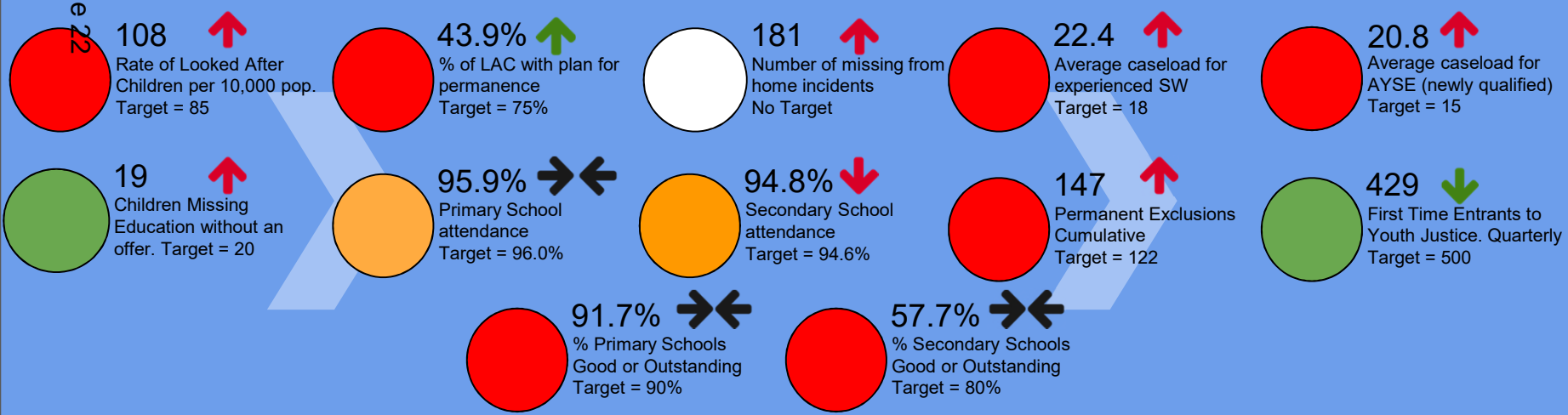
- Considering July and November 2018 Proxy indicators scorecard improvements across every indicator, with the exception of one has been achieved.
- Collectively the proxy indicators suggest a more cohesive system; working more effectively to support children and their families.
- The nature of the changes in referral rates, children in need and EHAs are suggestive of a more proportionate use of resources to support children and families.
- Both of the above combined are positive indicators of our capacity to provide a safe, efficient and effective service.
- A reduction in both repeat referrals and children subject to Child protection planning for 2 years plus is evidence of improving child protection work.
- Improvements in performance targets are tangible and the challenge is to embed consistently good practice. Our auditing indicate whilst improvements are evident there remains more to be for this to be consistently 'good'.
- Progress across the school system continues.

# APPENDIX: Children's Services Performance Scorecard

## July 2018



Page 22



Item 6

**Key** Arrow colour denotes improving or deteriorating performance compared to previous period. Circle colour denotes whether performance is better than target quoted, amber is within 2% of target.

**Manchester City Council  
Report for Information**

**Report to:** Children and Young People Scrutiny Committee – 5 February 2019

**Subject:** Edge of Care Services

**Report of:** Strategic Director of Children’s Services

### Summary

This report provides an update on the services and interventions supporting children on the edge of care (at risk of becoming ‘looked after’). The report will cover the range of approaches utilised, the impact achieved from the services and interventions and will outline new innovations being developed in Greater Manchester. The report will address challenges and will provide evidence of impact and value for money from the interventions.

### Recommendations

Scrutiny Committee members are invited to:

1. Consider the progress and impact being achieved for children and young people from the edge of care services; and
2. Request a further report in 2019/20 to update on progress and impact.

**Wards Affected:** All

### Alignment to the Our Manchester Strategy Outcomes (if applicable)

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Edge of care services are critical to ensuring the most vulnerable citizens are able to connect and support the drive towards a thriving and sustainable City
A highly skilled city: world class and home grown talent sustaining the city’s economic success	Effective edge of care services are critical to ensuring the most vulnerable citizens are able to connect and support the drive towards a thriving and sustainable City
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	An effective edge of care intervention helps build the resilience of children and families which they need to achieve their potential and be integrated into their communities.

A liveable and low carbon city: a destination of choice to live, visit, work	Improving outcomes for children and families across the city helps build and develop communities.
A connected city: world class infrastructure and connectivity to drive growth	Edge of Care Services support families to be successful who are then able to support the continuing growth of the City.

**Contact Officers:**

Name: Paul Marshall  
 Position: Strategic Director of Children and Education Services  
 Telephone: 234 3804  
 E-mail: p.marshall1@manchester.gov.uk

Name: Julie Heslop  
 Position: Strategic Head of Early Help  
 Telephone: 234 3942  
 E-mail: Julie.heslop@manchester.gov.uk

**Background documents (available for public inspection):** None



## 1.0 Introduction

- 1.1 The purpose of this report is to provide an overview on the services and interventions utilised to support children and young people 'on the edge of care'. The report will cover the range of approaches, the impact achieved from the services and interventions and will outline how new innovations being developed in Greater Manchester will support this group of children and young people. The report will address the challenges, evidence impact and value for money.

## 2.0 Background

- 2.1 There is no national definition of what constitutes edge of care as there is no national requirement to do so; consequently, few Local Authorities track a distinct edge of care cohort of children and young people. However, children and young people in this cohort are often subject to child protection plans and / or are being supported as 'children in need' they often have an extensive previous history of referral to, and engagement with, Social Care and are likely to have difficulties with their education. To support our knowledge and understanding we undertook focused analysis of our children who are admitted and then discharged into care to enable us to have a better understanding of our edge of care cohort and to develop our edge of care offer. This is alongside the clear focus provided by having a distinct edge of care panel and edge of care offer.
- 2.2 A useful overview on delivering effective edge of care interventions was provided by Ofsted in a research publication 'Edging away from Care- How services successfully prevent young people entering Care' (2011) which undertook research into families' experience of edge of care services. As part of the study their focus was:

*Young people aged 11 years and over for whom entry into care had been considered by the Local Authority, but who had not entered care.*

- 2.3 Researchers undertook an analysis of the range of interventions focused on a targeted group of children and young people and identified that the consistent themes which emerged for successful engagement and intervention were;
- Quality of the professional involved (Lead Practitioner) was a crucial factor in helping to achieve success.
  - The Lead Practitioner should be persistent, reliable, open and honest and flexible.
  - The LP should use a strength based approach to understand, and work from, the families starting point.
  - Young people's needs to be a priority and the needs of parents had to be addressed.
  - Interventions must use explicit/clear goals and methods of intervention.
  - There should be clarity about expectations and consequences.
  - The approach must involve working alongside the family to achieve shared goals.

- There must be a clear plan to sustain progress.

2.4 The themes feature strongly in the approach we have taken to develop the range of edge of care services with a specific focus for young people in adolescence. In April 2017 we refocused our edge of care offer to focus on children and young people aged 11- 18 years old and established an edge of care panel as the gateway to receiving edge of care interventions. We have utilised learning from research such as the Adverse Childhood Experiences (ACES) to inform and strengthen our approach. This has included training and development for frontline staff to raise awareness and understanding of ACEs and development of tools. This is developing a trauma informed approach to practice and how we respond to presenting behaviour; a knowledge of ACEs means frontline staff understand that a different response to trauma and the environmental impact must shape and inform our response.

## 2.5 Governance and Accountability arrangements

2.6 A multi- agency working group provides coordination and delivery of the strategic aims and objectives in relation to edge of care. The Youth Matters: Edge of Care delivery group is chaired by the Strategic Head of Early Help and is a well- established group. The group is one of a number of subgroups that reports into the LAC Strategic Partnership Group and ultimately reports to the Corporate Parenting Panel.

2.7 Manchester City's Multi- Agency Our Children and Young People Strategy – A Corporate Parenting Strategy 2016/2019 identified edge of care as a priority area and recognised that good outcomes for children are best achieved in their own families if this can be safely supported.

The Corporate Parenting Strategy stated that we will;

- Continue to ensure the delivery of Manchester's multi-agency Early Help Strategy and continue to invest in early preventative services, expanding the number of families that access early help support in order to reduce demand and increase effectiveness.
- Use the new multi-agency Edge of Care Panel Work to ensure an appropriate range of evidence based interventions are commissioned for 11-17 year olds.
- Work as a joint partnership team to deliver coordinated support for children on the edge of care, including joint, high quality contributions to child protection and child in need planning meetings.
- Maximise use of a range of evidence based support for children and young people on the edge of care, including mental health services, Family Group Conferencing and Multi-Systemic Therapy, supporting families to stay together.
- Work with other authorities and research institutions to build the evidence base to identify what support works most effectively in different contexts.
- Use the new Family Support Unit (Alonzi House) to reduce the number of teenagers unnecessarily becoming looked after, to support rehabilitation

home and to act as a hub for all other family support services working with children and young people on the edge of care.

- Work with families using Signs of safety as our primary model.

2.8 The Edge of Care delivery group are responsible for the implementation of an action plan in relation to edge of care and a series of workshops was held in 2018 to understand the analysis, trends, and emerging themes. The priorities and action plan for the delivery group were refreshed in November 2018 and were informed by research and analysis, practice wisdom and understanding of the characteristics and circumstances of children and young people and the impact achieved from the interventions.

### **3.0 Value for money**

3.1 We shouldn't underestimate the importance of early help and prevention as timely early intervention makes a real difference. Evidence increasingly demonstrates that interventions at an early stage are more likely to lead to improved outcomes for children and their families and reduce demand across the whole "children's system". This is essential for cost effectiveness but also recognises the inherent difficulties in repairing trauma in later years.

3.2 Different types of interventions in families are often age related with specific early years or adolescent focused interventions. All should focus on securing of permanency and this has been our approach along with ensuring cost avoidance (where safe and appropriate) with savings arising from young people not entering care. The sustainability in the longer term of outcomes requires more research and generally longer interventions are more suited to a chronic type of persistent neglect. This report will confirm that interventions such as Families First, Alonzi House and MST evidence impact, good improved outcomes and value for money.

3.3 In 2017/18 Manchester along with 18 other authorities participated in a Research in Practice (RIP) and Loughborough University, Edge of Care Cost Calculator Project. The purpose of the project was to develop a tool for calculating the financial costs of delivering services for young people who are on the 'edge of care'. The results of the change project were published in December 2018 and confirmed that there were a number of issues in developing an edge of care cost calculator as there are no clear definitions of edge of care, there is a wide variance in services provided and variance in the level of data.

3.4 The project confirmed that the focus must include children who are 'edging towards care' as without an intervention there is a strong likelihood that these children will progress to care. This endorses the analysis we have undertaken and the approach we have developed. Despite the challenges we will continue to participate in the cost calculator and cost benefit analysis work now being led by the GMCA to support our analysis.

#### 4.0 Edge of Care Panel

- 4.1 The Edge of Care Panel was revised in April 2017 to focus on 11 – 18 year olds and the main purpose of the panel is to prevent the escalation of risk and prevent children from entering the looked after system by ensuring that appropriate interventions are put into place. The panel oversees a robust resettlement offer for young people in custody and is the entry point for planned access to Alonzi House and interventions such as MST (Multi – Systemic Therapy).
- 4.2 The panel meets weekly with range of partners in attendance and social workers submit cases for discussion via a referral pathway and make request for a specific intervention to support the plan for the young person and reduce the risk of them being admitted into care. In 2017/18 there were 205 children and young people discussed at the edge of care panel. Alonzi House received the highest number of referrals (95) followed by MST (73) and the remainder either received a bespoke intervention or the support need was met via Early Help, a Complex Safeguarding Service or was not approved.
- 4.3 In relation to gender there were 132 requests to support male children and 73 requests to support female children. The age range is 11 – 18 years but peak requests fall within the 13 – 15 year age range. The majority of young people are supported at CIN level (120), 51 were on a Child Protection Plan, 14 were on Section 20 voluntary arrangements, 13 were on a range of orders including placed with friends and family and 7 require further analysis.
- 4.4 There were 18 individuals subject to a Youth Justice Resettlement offer with some young people subject to multiple review in the year. The resettlement young people have an upper age range of 16 – 19 years and follow up tracking identified that (39%) had not reoffended whilst (61%) had reoffended. The reoffending is due to a range of factors some due to outstanding charges; others breach of orders, the pull factors for criminality and continued vulnerability to exploitation and further offending. We are looking at the circumstances of these young people in more detail to reduce this rate, this must be seen in the context of an overall reduction in the Manchester rate of reoffending, which is 36.8% against the 41.65 average for England and Wales.
- 4.5 The young people presented at panel have a range of characteristics which are generally defined as:
- Children and young people with extensive previous history of referral to Children’s Social Care.
  - Complex vulnerabilities and adverse childhood experiences (ACEs).
  - A range of SEND needs with a correlation between young people with Autistic Spectrum Disorders (ASD) and referral for interventions at the edge of care panel.
  - Disrupted education with alternative education provision; often poor school attendance or a part time education offer.
  - Often entrenched family issues with evidence of neglectful and harmful parenting.

- Increasing mental health and substance misuse in parents.
- Increasingly complex mental health and emotional well – being issues impacting on young people.
- In 2018 a trend of young people without an extensive history of referral to Children’s Social Care being referred due to exploitation, youth violence, and mental health issues.

4.6 In 2018 the edge of care panel saw a shift towards young people referred in at an earlier point with requests for Alonzi and Family Group Conference at an earlier stage of child in need planning. This is enabling an earlier response from Alonzi and Complex Safeguarding Services and is demonstrating positive impact in maintaining children and young people in their care of their families.

## **5.0 Edge of Care Services and Interventions**

5.1 We have a range of approaches and services as part of our edge of care offer; these include: Early Help Practitioners and the Early Help Parenting Team, Alonzi House, Family Group Conferences, Multi Systemic Therapy, Families First, and Complex Safeguarding Services. Outlined below is a brief overview of the services and the impact that is being achieved from these services and the interventions they deliver.

### **5.2 Early Help Hubs**

Early help practitioners are working alongside social workers to deliver effective child in need and child protection plans. Currently 26% of the Early Help practitioner caseload and 23% of the Parenting Team are supporting edge of care children. Support is varied and includes brief intervention, longer term support on behaviour, support for education, managing troubled adolescence, support for well –being and support to reduce missing. This is in addition to the targeted intervention delivered by evidence based parenting programmes.

5.3 In 2018 the Troubled Families Evaluation demonstrated that 81% of families see all child in need status removed within 12 months of the intervention ending. In relation to education positive impacts are achieved with issues of non-school attendance reducing from 54% to 9% post intervention. Demand for the Early Help ‘Parenting Your Team’ course is high and good outcomes have been achieved from the intervention.

5.4 Parents who completed a programme in October – December 2018 commented that ‘It’s helped me to deal with my son’s feelings and how he reacts to me and others’; ‘our relationship has massively improved’, ‘we talk more, laugh more and understand each other’s feelings’. Whilst one young person reported post course that ‘I’m getting on better with my Mum’.

## 5.5 Alonzi House

- 5.6 Alonzi House is a Registered Children's Home that provides a service to children on the edge of care. As a registered Children's Home Alonzi is subject to regular Ofsted Inspection arrangements works within the Children's Home Regulations and Quality Standards. Since it opened in December 2016 Alonzi House has achieved an outstanding judgement from Ofsted in all inspections.

*The children's home provides highly effective services that consistently exceed the standards of good. The actions of the children's home contribute to significantly improved outcomes and positive experiences for children and young people who need help, protection and care' (Ofsted inspection report 2018).*

- 5.7 Alonzi House provides a number of services including an outreach service working with children between the ages of 11 and 17 years. Planned respite support is provided for children to support the family through difficult times mitigating the risk of a crisis that may require a formal response. This allows most families to work through their problems and to stabilise their family situation in order for their children to remain at home. Involvement with Alonzi House is on a voluntary basis and families only accept this offer if they want to engage with the team. The voluntary nature of the service and the skills and ability of the team to engage families means families who previously have resisted support and intervention accept support from Alonzi House. Support ensures children receive the help and encouragement they need to take part in positive activities, develop pro-social friendships and access their education offer in order for them to reach their potential.
- 5.8 Alonzi House provides a Family Group Conference (FGC) service that runs alongside the outreach provision and includes children of any age including unborn babies, children with disabilities and those with a mental health diagnosis. The FGC process is family led and includes private time for the family to make a plan in response to concerns. The central focus of the FGC is the child/children and they are encouraged and supported to have their voice heard. Every family is unique and the FGC process reflects and respects the culture and specific needs of the family and is driven by them.
- 5.9 Analysis of performance demonstrates that Alonzi is having a very positive impact and is preventing edge of care children from being admitted to care. Referral data from April 2018 – December 2018 highlighted that Alonzi received 296 referrals for support including 175 FGC referrals and 6 AIM (sexually harmful behaviour) assessments. This related to 422 children and there were 17 children who were already 'our children' and remained 'our children' including 2 Unaccompanied Asylum Seeking Children.
- 5.10 Subsequently 9 young people became 'our children' due to a range of reasons and 2 young people were placed in supported accommodation. The overwhelming majority of children remained at home with their family and extended family members and Alonzi is achieving a 96% rate of safely

sustaining children at home in their communities. The approach, impact and positive feedback is demonstrating good cost avoidance, good outcomes for children as the wrap around offer from Alonzi includes a strong partnership offer which is helping young people to achieve safe, happy, healthy and successful outcomes.

- 5.11 Alonzi received 175 referrals for an FGC from February 2017 – December 2018 and this related to 373 children. Alonzi has dealt with 118 referrals, 48 have been completed with an FGC, 39 have not gone ahead and 31 are currently being worked.
- 5.12 The 39 referrals which did not result in an FGC were due to various reasons such as the family not engaging with the process, social workers understanding and engagement of the process needing to improve, and the in-house meeting revealing that the case is not appropriate for any services provided by Alonzi.
- 5.13 On occasions the referral and/or in-house meeting will reveal that outreach work would be a more suitable option whilst a change of circumstances whilst on waiting list, can confirm that the FGC is no longer needed. Where a FGC was held the outcomes were positive with 89% of the children remaining within their family. Demand for FGC is high and additional staff are being trained to meet this increasing need.

#### **5.14 Multi-systemic Therapy (MST)**

- 5.15 MST has been implemented in Manchester since 2014, under a contractual arrangement with Action for Children. The service supports the Our Manchester approach as therapists and team members emphasise the positives they find and use strengths in the young person's world as levers for positive change. Focusing on family strengths has numerous advantages, such as building on strategies the family already knows how to use, building feelings of hope, identifying protective factors, decreasing frustration by emphasising problem solving and enhancing parents or carers' confidence.
- 5.16 MST is an intensive family and community based intervention for children and young people aged 11-17 who are on the edge of care. It is targeted at high risk families where the young person's behaviour across a number of systems (home, school, community) is unmanageable within the current capacity of the family and supports parents to develop new strategies to keep their young person safe. Therapists carry low caseloads to support intensive contact and work with families for up to 20 weeks.
- 5.17 MST is firmly embedded within the Edge of Care offer with referrals screened and approved at a weekly panel. The MST Supervisor attends the Edge of Care Panel every week and on average the service accepts around 18-20 new referrals a month for suitability screening. It is very popular with Social Workers who see it as a valuable contribution to achieving the outcomes of the child/young person's care plan and compliments other interventions such as Families First and Alonzi House.

- 5.18 Analysis of the last 4 years performance confirms that 89.51% of young people worked with did not enter care and more importantly remained at home with parents following MST intervention. Data for the first two quarters of 2018 demonstrate a similar impact. The data also demonstrates the success of MST therapists in engaging families, especially given the complexity of the young people referred, many of whom have had extensive historical agency involvement and frequently disengaged from statutory services in the past.
- 5.19 Moreover, the data identified that just under half (48%) of all families supported are now closed to children's social care, indicating not only that the young person is no longer at risk of being accommodated, but that the safeguarding risks have reduced significantly so as to no longer require a social work intervention. Equipping parents with the skills to manage an older child's behaviour also has a positive impact on younger siblings within the family group who might also be likely to develop behavioural difficulties as they reach adolescence. As MST works to address behaviours across multiple systems, data also shows that the team consistently meet their targets around returning/keeping children in school and preventing reoffending, with 90-100% success rates across the last four quarters.
- 5.20 As can be seen, there is strong evidence to suggest that MST has had a positive and sustained effect on changing participant's behaviour, reducing demands on public services and providing an overall saving on investment.

#### **5.21 Families First**

- 5.22 The Families First Team provide a City wide service to support children on the edge of care; the service is commissioned by social workers who set clear goals including goals set at child protection conferences and bottom lines set within the legal arena. The focus of the work is with the main carer/educator within the family and there is an intensive day to day intervention suited to each family. The service is flexible to the family, and works between 8am and 10pm, working any five out of seven days per week.
- 5.23 Families First work with families intensively using some intensively researched and well evidenced proven interventions to focus on the family's values, beliefs & highlighting their strengths & resources. These include the Options 2 model, Motivational Interviewing, Solution Focused Brief Therapy, Cognitive Behavioural Therapy, Signs of Safety and A tipping point for families. Families First work predominantly with children aged 0 – 11 years and this enables edge of care interventions to be tailored to a children and families' circumstances and the presenting concerns.
- 5.24 The demand for the Families First service is high as the team increasingly support families at the pre proceedings stage and work intensively to prevent admission into care/or to confirm permanency outside the family will be required. The approach and model is flexible over the 6 week intervention and daily visits will only be carried out primarily where new born babies are being discharged home from hospital. Flexibility is offered to ensure a bespoke package of support is created for individual families in line with Pre-



proceedings bottom lines (over and up to 12 weeks) and Child Protection Plans.

- 5.25 Analysis of performance confirmed that from January 2017 to December 2018 the Families First Service worked with 511 families. In relation to pre proceedings from Jan 2017 to July 2018 305 children were de-escalated and Families First have worked with 189 of these children and thus two thirds of the families had an offer from Families First. Subsequently Families First have supported a further 66 families to de-escalate and thus prevent escalation into Care.

## **6.0 Our Children: Analysis of Admissions and Discharges into the Looked after System**

- 6.1 In 2018 we undertook extensive analysis of our admissions and discharges into and from care in order to better understand our edge of care cohort. The focus was specifically on children aged over 11 years entering care in 2017/18; analysis of the data highlighted the following:

- 46% of those who entered care in 2017/18 were aged 11 years or older
- Two thirds were accommodated by the local authority with the agreement of their parents (Section 20 arrangements)
- A large proportion of the cohort were crisis admissions: crisis with family, mental/emotional health
- Most were known to Social Care for years before coming into care
- Some were staying with relatives/friends under informal arrangements or Special Guardian Orders (SGO) immediately prior to becoming LAC; often these informal arrangements break down and families experience severe pressure during adolescence.
- Child criminal exploitation and sexual exploitation cases was an increasing trend resulting in placements outside of the City.

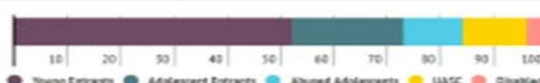
- 6.2 Some of the characteristics of the children being admitted indicated that there was a high percentage of 16 plus, fewer Police Protection Orders, more Care Orders, and a higher proportion of first time entrants to care – this increase was purely due to adolescents. Children had varied needs with a lower percentage for abuse and neglect and increase in homelessness, offending, chronic domestic abuse and substance misuse all featured.

The table below highlights the admissions by category and where the focus for our edge of care offer needed to be.

## LAC Admissions Typologies

Category	% of 2017 / 2018 Admissions	Description
Young Entrants	57%	<ul style="list-style-type: none"> <li>Under 11</li> <li>Looked after due to abuse and neglect</li> <li>Average length placement likely to be higher</li> <li>More likely to be on a Full Care Order/Interim Care Order</li> </ul>
Adolescent Entrants	19%	<ul style="list-style-type: none"> <li>First admitted 11yrs+</li> <li>When relationships at home broken down and show challenging behaviour</li> <li>Most likely to return home repeatedly</li> <li>Most likely to be Sec 20s</li> </ul>
Abused Adolescents	9%	<ul style="list-style-type: none"> <li>First admitted over 11yrs+</li> <li>Due to abuse and neglect</li> <li>Highly likely to return home repeatedly</li> <li>Emotional and behavioural difficulties, struggle to settle and integrate into new placements due to repeat rejection</li> </ul>
UASC	12%	<ul style="list-style-type: none"> <li>Usually over age 11</li> <li>Less challenging behaviour</li> </ul>
Disabled	3%	<ul style="list-style-type: none"> <li>High levels of challenging behaviour plus families to have many problems in their own right</li> <li>Highest users of Residential Home placements</li> </ul>

Adapted from: Sinclair, I., Baker, C., Lee, J. and Gibbs, I. (2007) The pursuit of permanence: a study of the English care system



Clearly children under 11 years remain the key age range for admission into care and the presenting factors are strongly linked to abuse and neglect. Progressing a timely plan of permanence is key and services such as Families First have a role to achieve this. Members may wish to request a future report on how we are securing a timely plan of permanence for our children and young people.

- 6.3 There can be challenges with providing the right intervention at the right time for edge of care children as fixed eligibility criteria of services can limit the ability to reach certain groups. Often informal arrangements with relatives/friends caring for young people breakdown and there is a need for more kinship carer support to develop resilience and coping skills. However, our edge of care services are demonstrating good impact and the learning for our edge of care offer confirmed that we need to prevent cases escalating to the point where care is necessary, rather than diverting from care at the point the decision was imminent. To achieve this we are focusing on children and young people who are 'edging towards care' rather than being on the cliff edge of care. This means earlier intervention and a stronger focus on children in need and delivering good outcomes for children in need.
- 6.4 We are developing a range of screening tools to enable us to better identify, prevent and support children and young people edging towards care. There are key indicators that can be used to predict edge of care and these alongside our impact chronologies, vulnerability assessment, our signs of safety approach and developing work on Adverse Childhood Experiences (ACES) is developing our practice knowledge and response.

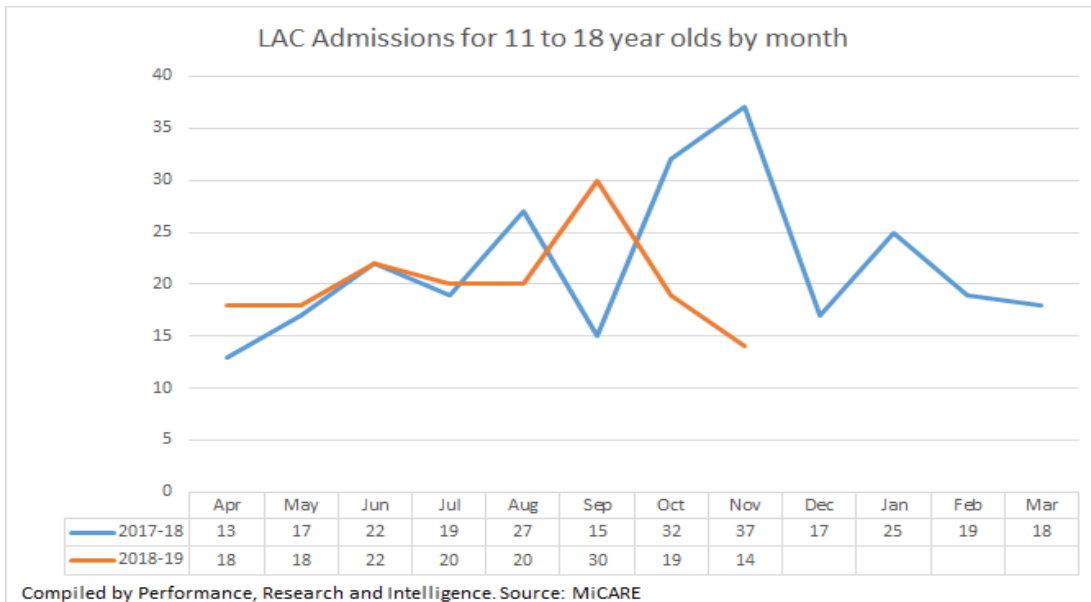
### 7.0 Impact from Edge of Care Interventions

- 7.1 One measure of the effectiveness and impact of edge of care interventions is in relation to the numbers of children and young people admitted into care. We

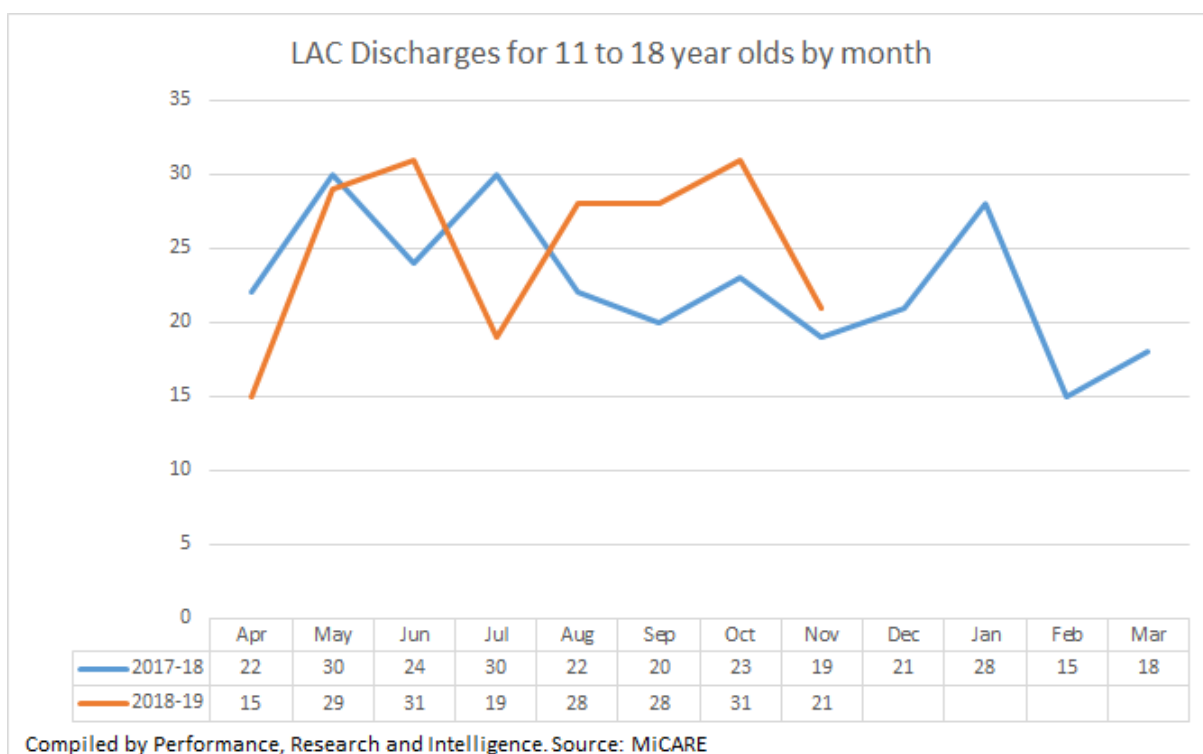
have undertaken a focused approach to reduce the number of admissions; to avoid unnecessary short term admissions and to ensure our edge of care resources has been utilised to avoid use of emergency and a crisis response.

7.2 The picture that emerged in 2018 indicated that whilst there remains volatility in our system in the latter part of 2018 a calmer picture emerged with signs that we are beginning to see a reduction in the number of admissions. Analysis of admissions from August 18 – November 18 evidences relatively significant reduction of admissions.

7.3 A peak in September 2018 of 56 admissions was due to high numbers of UASC, increased remands and larger sibling groups; this compares to 28 admissions in November 18 and 28 admissions in December 2018. This change is due to good use of edge of care interventions, strong scrutiny and continued tracking of all admissions and discharges by Children Social Care Managers together with a reduction in the number of large sibling groups and a recent reduction in remands. The table below illustrates admissions for the 11 – 18 age range and highlights an improving trend.



7.4 Similarly an analysis of discharges is beginning to evidence discharges are overtaking admissions as the effectiveness of care planning has been subject to a concentrated period of care planning improvement.



## 8.0 New Developments - No Wrong Door and ACT

- 8.1 Analysis of our edge of care children and young people highlighted an increasing trend of complex adolescents requiring a range of support and interventions. This is in line with the National picture with increase in youth violence, increase in child criminal exploitation cases and complex mental health problems impacting on children's development. Additionally, support is required for parents and kinship carer and this has included more recent development of relationship based model of practice for young people who have experienced trauma.
- 8.2 In Greater Manchester DfE Innovation Funds have supported the development of the ACT (Achieving Change Together) Model for children and young people at risk of/being sexually exploited. This relationship based model is strength based and is suitable to prevent young people requiring placements outside of the City, to stabilise placements and to deliver trauma informed practice. The complex safeguarding hub staff are now trained in this model and are identifying young people suitable for this intervention. The Act model will be complemented by the introduction of the 'No Wrong Door' model.
- 8.3 'No Wrong Door' is an integrated service for adolescents with complex needs that brings together a team of specialists working together through a shared practice framework. The service works with young people to prevent them from coming into care, and to support them to move back with their families; 80% of the children supported are living in the community.
- 8.4 'No Wrong Door' was originally developed in North Yorkshire County Council and has already been adopted in a number of local areas including Wigan, Bradford and Sheffield. The model is key worker based and draws upon the

support of a multi – disciplinary team, with a range of options available including accommodation, services and outreach support. The key difference it makes are demonstrated in improved emotional mental wellbeing for children, placement stability including remaining at home, a reduction in missing and fewer referrals/reduction in high cost and secure accommodation.

- 8.5 We will develop a version of ‘No Wrong Door’ in Manchester and our model will build upon the success already achieved by Alonzi House and will add to the team already in place by providing an additional deputy manager, 2 key workers and a speech and language therapist. Alonzi House will develop to align with the ‘No Wrong Door’ model but will retain the core functions of outreach, respite, FGC and partnership working. Additionally will be provided by developing support to carers of Connected Children (cared for by relative, friend, or other person previously connected with the child) with an outreach support. There will be an offer to young people who present with complex mental health needs often due to trauma who can be escalated into being admitted into care following a CAMHS assessment yet have no previous history of being in our care.

We will develop a workforce development programme to increase the skills of the existing key workers to enable them to work with more complex cohorts.

- 8.6 There will be a strong focus on monitoring and evaluation to demonstrate the effectiveness of investing in the service, cost benefit analysis and links with other innovations such as ACT. This will focus on building an evidence base for sustainability of the model. The first phase of implementation is already underway with development of the model, recruitment and shadowing of other Local Authorities.

## **9.0 Summary**

- 9.1 There is a good edge of care offer available to support children and young people and we are responding to increasing trends such as criminal exploitation, missing and youth violence utilising an approach that evaluates evidence of effectiveness to inform our investment in services.
- 9.2 There is a varied menu of interventions and the refocus of the edge of care panel has enabled interventions to be utilised at an earlier point for some children and young people. Admissions into care are well managed and continue to be influenced by the number of UASC, remands and complex parenting issues.
- 9.3 We will expand our edge of care offer with the development of innovations and ensure children and their families are appropriately supported in their communities. There remains volatility in relation to admissions into care and our edge of care offer needs to be flexible and responsive to achieve good outcomes for children and young people, there is some recent evidence to suggest increasing minimisation of this volatility. Our investments in a good edge of care offer is a moral and financial imperative and current edge of care

services are demonstrating value for money and supporting the achievement of safe, happy, healthy and successful outcomes.



## Manchester City Council Report for Information

**Report to:** Children and Young People Scrutiny Committee – 5 February 2019

**Subject:** Multi Agency Safeguarding Arrangements

**Report of:** Strategic Director of Children’s Services

---

### Summary

The publication of the statutory guidance Working Together 2018, outlines some key changes to the accountabilities and way agencies should work together in a local authority area in respect to the safeguarding of children and young people; responding to serious incidents where a child is seriously harmed and/or dies. The new arrangements are to be published in June 2019 and implemented 3 months thereafter.

Manchester’s safeguarding arrangements for adult and children are integrated. Subsequently, in light of the aforementioned revised statutory guidance, the three statutory agencies (Local Authority, Clinical Commissioning Group (MHCC) and Police) have in consultation/partnership with their partners and existing Safeguarding Children and Adult Board members have reviewed the existing arrangements; taking into account our strengths, areas for improvement and opportunities to align with our wider strategic objectives and plans. The result is the following report and proposals.

### Recommendations

Scrutiny Committee Members are invited to;

1. Consider the report and information presented and seek assurance as the benefits and risks associated with the proposed changes; offering challenge and support where it is considered appropriate.
  2. Request an annual report and update report.
- 

**Wards Affected:** All

---



### Alignment to the Our Manchester Strategy Outcomes (if applicable)

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Raising aspirations of young people and improving young people's access to work, education and training.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Supporting children for whom we are the corporate parent to obtain great outcomes and prepare them to engage in the future development of our City
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Closing the gap between Looked After Children and Care Leavers to empower them to make a positive contribution to our communities.
A liveable and low carbon city: a destination of choice to live, visit, work	Raising aspirations of young people and improving young people's access to work, education and training.
A connected city: world class infrastructure and connectivity to drive growth	

#### Contact Officers:

Name: Paul Marshall  
 Position: Strategic Director of Children and Education Services  
 Telephone: 0161 234 3804  
 E-mail: p.marshall1@manchester.gov.uk

#### Background documents (available for public inspection):

None.



## Contents

### Foreword

1. Our Vision
2. The Case For Change
  - 2.1 The Current MSCB/MSAB
  - 2.2 Learning from Others
  - 2.3 Manchester's Ambitions
3. The Context and Statutory Requirements
  - 3.1 Working Together & Transitional Guidance 2018/*Care Act 2014*
  - 3.2 Manchester's Context – the View of *Inspectorates for Children*.
  - 3.3 Developing & Agreeing the new model
4. The Arrangements
  - 4.1 The Three Safeguarding Partners
  - 4.2 Geography
  - 4.3 Leadership and Leadership Structure
  - 4.4 Sub-Group Structure
  - 4.5 Voice of Children, & Young People, *Adults*
  - 4.6 Effective Engagement of All Partners
  - 4.7 Dispute Resolution
  - 4.8 Threshold Document
  - 4.9 Strategic Partnerships
  - 4.10 Annual Reporting
5. Capacity to Deliver
6. Budget
7. Transitional & Implementation Arrangements
  - 7.1 Serious Case Reviews /*Safeguarding Adults Reviews*
  - 7.2 Data & Records Transfer
  - 7.3 MSCB/MSAB Business Plan and Website
  - 7.4 CDOP
  - 7.5 Complex Safeguarding
  - 7.6 Implementation



## Foreword

We welcome the opportunity to strengthen our work to safeguard children, and young people *and adults* across Manchester, which is so dependent upon the strength of our partnership working. Together we are clear about our responsibility to provide leadership which will make a real difference.

It is important to recognise the foundations that we are building upon and that there have been many strengths in the previous safeguarding board and the work we have done to join up children and adult safeguarding objectives, and it is gratifying that external scrutiny by the key inspectorates have recognised these strengths and our journey of continuous improvement. But we also believe that there is a strong case for change to become more effective in our joint work through a leaner focus upon the core activities that will make that difference.

It is our collective aim through the proposed arrangements and plan once published is to provide the leadership which sets clear priorities and follows through on them with rigour until we have all made the difference we want to see for our children *and Adults*;

Our arrangements will deliver Quality Assurance which provides a clear line of sight to the effectiveness or otherwise of all our work, and combines the feedback of children, young people and *adults and families* with performance data and quality audit findings.

We will be more thoughtful about our Learning and Improvement activities to ensure that lessons are genuinely learned and improvements delivered in a measurable and sustainable manner.

And we will engage more effectively both with children, young people, *adults and families*, and with frontline services being delivered in 'localities', *City Wide services and Integrated Hubs (Manchester Local Care Organisation)*.

### Manchester City Council

**Paul Marshall**  
Director of Children's and  
Education Services

**Joanne Roney**  
Chief Executive  
Manchester City Council

***Bernadette Enright***  
Director of Adult Services

### Manchester CCG

**Craig Harris**  
Executive Director  
of Safeguarding

**Ian Williamson**  
Chief Accountable Officer

### Greater Manchester Police

**Marie O'Loughlin**  
Chief Superintendent

**Mabs Hussain**  
Assistant Chief Constable



## 1. Our Vision

Our vision is for;

“Every Child in Manchester to be safe, happy, healthy and successful; to achieve this we will be child-centred; listen to and respond to children and young people; focus on strengths, resilience and take early action.”

*Adults at Risk of Abuse*

*“Living a life that is free from harm, abuse and neglect is a fundamental human right of every person. When abuse does take place, it needs to be dealt with swiftly, effectively by professionals working together and in ways that are proportionate to the issues. In addition, the person at risk, at the centre of any safeguarding concern, must stay as much in control of decision making as possible. The right of the individual to be central throughout the process is a critical element in the drive to ensuring personalised care and support.*

Manchester’s Multi-Agency Safeguarding Partnership will ensure effective safeguarding arrangements through 3 distinct pillars of activity;

**Strategic Leadership** – working in partnership with other key strategic boards to set and following through on clear priorities which improve the safeguarding of children, young people and adults in Manchester.

**Effective Assurance** – understanding clearly the strengths and weaknesses of safeguarding practice across all partner agencies, as well as emerging issues – through analysis that triangulates: the voices of children and families, quality audit findings, case review findings and performance data. And then holding each partner agency to account for their performance.

**A Learning System** – in which frontline practitioners and managers are engaged systematically in the effective improvement of practice through learning from quality assurance and case reviews.

## 2. The Case for Change

Whilst we are also responding to the change in statutory guidance for children and young people, we are clear that there is an opportunity and a strong case for change to ensure that our safeguarding arrangements are more focused upon impact and improvement of frontline practice across all agencies.

*The revised statutory guidance for children and young people reinforces the development of Adult Safeguarding arrangements is of key importance to ensure that statutory agencies continue working together, alongside the voluntary and*



*private sector to both promote safer communities in order to prevent harm and abuse, and to deal thoroughly with suspected or actual cases.*

## 2.1 Analysis of the current MSCB/MSAB

An analysis of the current safeguarding arrangements for children, with reference to those for adults, has been completed and this has identified some significant strengths but also some core areas for improvement.

The following key strengths are clear in the current arrangements:

- The essence of progress and continuous improvement is important.
- Serious Case and Adult Reviews – provide the opportunity for learning and improving practice. Systems and processes have significantly improved and cases have been worked progressed; the current functions are seen as effective.
- CDOP – competently managed and effective.
- Strategic connectivity – *to further develop* a strong commitment to a joint safeguarding agenda between children and adults.

The following key areas for improvement:

- An overwhelming industry of safeguarding activity – the extent of activity is not matched by evidence of corresponding impact, and indeed there is evidence that the sheer volume of work is a positive hindrance to effective improvement with too much activity seen as serving the Board rather than improving safeguarding for children.
- Failure to follow through with sufficient rigour on the strategic priorities set – too much evidence of agendas and forward planning that do not keep a focus upon agreed priorities.
- Too many sub-groups making the responsibility for effective actions unclear and on occasion becoming a block to action.
- The current Business Unit is heavily resourced but there is insufficient evidence of a corresponding level of impact.
- There is a disproportionate funding burden upon the local authority for a very large budget.

There is a clear and strong consensus for change amongst partners that needs to deliver:

- A streamlined structure
- A lower volume of activity that delivers more impact
- Locality working developing as the means to engage frontline practice effectively
- Continued *partnership between children and adult* safeguarding arrangements



## 2.2 Learning from Others

The learning from elsewhere, in particular from the 17 areas awarded Early Adopter status by the DfE, supports the Manchester consensus for change and points to the following as key elements of an effective system of assurance, learning and improvement.

*The Manchester Safeguarding Adults Board is on a continuous drive to develop assurance in regard to our multi agency approach to Safeguarding Adults and their families, carers in the community.*

### Leadership

- Examples of reorganisation to tight and smaller executive groups to support the delivery of effective leadership, and a move away from very large strategic boards which have exhibited common weaknesses in the lack of senior officer engagement and lack of effective participation by all.
- Examples of a stronger focus upon children *and adult* voices and outcomes, moving away from Board business that appears to be self-serving and lacking in meaningful impact.
- Examples of strengthening strategic join up with Adults Safeguarding, Community Safety Partnerships and Health & Wellbeing Boards to provide a whole family/whole resident/whole community approach to understanding and meeting needs, moving away from a siloed approach.
- Examples of a strategic focus on particular priority themes that require improvement.

### Assurance

- Examples of developing more effective Quality Assurance Frameworks that pull together disparate sources of information.
- Examples of new approaches to holding to account and delivering effective independent scrutiny.

### Learning

- Examples of “Learning Hubs” and other approaches to drive ambitions for a partnership culture and system of learning.
- *Examples of Adult MASH/Front Door working which effectively assists with an effective response to complex and/or safeguarding concerns.*
- Examples of neighbourhood or locality frameworks to enhance engagement of frontline services in effective learning.

## 2.3 Manchester’s Ambitions

Our ambitions are focused entirely upon improving outcomes for our children and young people, *adults* and ensuring that they are kept safe from the range of risks of abuse, neglect and exploitation.



We know that we will only keep children and young people, *adults* safe through effective joint working.

We know that we will only keep children and young people, *adults* safe when strategic leaders have a good understanding of children and young people, *adults* experiences, and a good understanding of the detail of how well services are meeting their needs.

We know that we will need to be quick and flexible in order to respond effectively to newly emerging issues or trends.

Whilst primarily focussed on responding to the new guidance for MASA for children, these proposals are designed to ensure that we realise these ambitions and strengthen the alignment with the local safeguarding adult arrangements in Manchester.

### **3. The Context and Statutory Requirements**

#### **3.1 Working Together & Transitional Guidance 2018**

The Children and Social Work Act (2017) set out provisions to replace Local Safeguarding Children Boards (LSCB) with new flexible local Multi-Agency Safeguarding Arrangements (MASA) led by the three defined Safeguarding Partners (local authorities, chief officers of police, and clinical commissioning groups), and places a duty on those partners to make arrangements to work together and with any relevant agencies for the purpose of safeguarding and promoting the welfare of children in their area.

Under the new legislation, the requirements for Serious Case Reviews (SCRs) will also change. Responsibility for case reviews will move to a system of national and local Child Safeguarding Practice Reviews. The National Child Safeguarding Practice Review Panel will commission and publish reviews of serious child safeguarding cases which it thinks raise issues that are complex or of national importance. Local safeguarding partners will still be required to complete local reviews where the partners believe there are lessons to be learned, and the requirements to notify the national panel of serious cases remains. The new review framework only becomes live in each area as new MASA commence, and LSCB's will be required to continue and complete any outstanding SCRs within 12 months as part of transitional arrangements and any outstanding child death reviews within 4 months.

The Department for Education (DfE) enacted the revised Working Together guidance on 29 June 2018. Safeguarding partners have up to 29 June 2019 to publish their local arrangements and must notify the Secretary of State for Education when they have done so. Safeguarding partners have up to end of September 2019 to implement their local safeguarding arrangements.

The purpose of these local arrangements is to support and enable local organisations and agencies to work together in a system where:

- Children *and families* are safeguarded and their welfare promoted



- Partner organisations and agencies collaborate, share and co-own the vision for how to achieve improved outcomes for vulnerable children
- Organisations and agencies challenge appropriately and hold one another to account effectively
- There is early identification and analysis of new safeguarding issues and emerging threats
- Learning is promoted and embedded in a way that local services for children and families can become more reflective and implement changes to practice
- Information is shared effectively to facilitate more accurate and timely decision making for children and families.

### **Adult Safeguarding**

*The Care Act 2014 has placed safeguarding adults on a statutory footing with new duties and responsibilities. This provides us with an opportunity to review our approach and ensure a joining up of procedures across the city and to focus on ensuring the adult at risk is always a core element in the work of the Manchester Safeguarding Adults Board.*

*Safeguarding adults however is far more than a set of guidance or procedures; it is all we do in all our work, in our practice, and our communities to prevent abuse and promote the well-being of people with care and support needs. It includes the preventative work of our care and health services, the support of our neighbourhoods and communities, and the actions of every individual who looks out for the welfare of their friends and neighbours.*

### **3.2 Manchester's Context – The View of Inspectorates for Children**

The primary external scrutiny of safeguarding arrangements comes from the regulators, and the key inspection commentaries on the safeguarding partners and partnership working are summarised here, which recognise the strong and improving foundations of partnership working in Manchester. Going forwards, the only multi-agency inspection of safeguarding will be through Joint Targeted Area Inspections and so otherwise inspections of safeguarding will be single agency.

**Ofsted December 2017:** “Partnership working is strong in Manchester...An inter-board protocol ensures that the work of the different boards (children’s, community safety partnership and health and wellbeing board) across the city is coordinated, with an effective interface to ensure that the shared priorities are clear. Partners are committed to working together to improve outcomes for all children in Manchester and to hold each other appropriately to account.”

**CQC January 2018:** “The MSCB Leadership Group has senior representatives of the safeguarding leadership in MHCC and each of the providers in Manchester. This enables all health leaders to manage and co-ordinate safeguarding activity across the complex health service landscape ...We noted that operational safeguarding governance is strong across the services in Manchester.”



**HMICFRS March 2018:** “Greater Manchester Police has effective partnership working with other organisations, such as local authorities or mental health services. As a result of this, it is able to maintain continuing support and longer-term safeguarding for the people who have been identified as most vulnerable.”

### 3.3 Developing and Agreeing the new Model

The safeguarding partners commissioned external support in October 2018 to scope and develop the new arrangements from James Thomas (experienced DCS, ADCS Safeguarding Lead and member of the DfE’s Implementation Board).

Initial proposals were shared with the members of the MSCB and the and their views and comments taken on board in a further iteration of proposals. *The desire to develop a new model was highlighted at the Adult Safeguarding Executive in October 2018.* Partners expressed strong support for the case for change and their willingness to engage in a new structure and new ways of working.

Consultation with Chief Officers (CCG, MCC and GMP) and political leaders have taken place during November *and with Adults December 2018* and following respective support/endorsement, final engagement with MSCB/MSCA/MSAB members are planned to take place during December 2018 and January 2019.

## 4. The Arrangements

### 4.1 The Three Safeguarding Partners

The Chief Officers for the three statutory safeguarding partners as at 1/11/18 are as follows:

- Joanne Roney, Chief Executive, Manchester City Council
- Ian Williamson, Chief Accountable Officer, Manchester CCG
- Debbie Ford, Deputy Chief Constable, Greater Manchester Police

NB Mabs Hussain, Deputy Chief Constable, has succeeded Debbie Ford from December 2018.

Delegated decision making for the three statutory agencies to represent their organisation, take decisions and make commitments on policy, resourcing and practice matters; holding their respective organisation to account on how effectively they participate in and implement the local arrangements is invested in:

- Director of Children and Education Services, Manchester City Council
- Executive Director of Safeguarding, Manchester CCG
- Detective Superintendent, Greater Manchester Police

### 4.2 Geography

These arrangements cover the local authority area of Manchester.





## 4.3 Leadership & Leadership Structure

### 4.3.1 Governance

The governance arrangements that current exist remain fit for purpose. Those arrangements allow for regular reporting to the lead representatives for each of the statutory safeguarding partners, scrutiny and are as follows:

- The Accountabilities Meeting of the local authority convened by the Chief Executive and Leader of Manchester City Council.
- Annual Reporting of MSCA/MSCB/MSAB (Multi-Agency Safeguarding Arrangements) business to Health and Wellbeing Board and Political Scrutiny Committees
- Manchester Health and Care Commission (CCG) Board
- GMP - Vulnerability Board

### 4.3.2 Manchester Children and Adult Safeguarding Leadership Board

Strategic Leaders in Manchester recognise that safeguarding issues for children and adults in the authority area do not sit in isolation, and that for partnership working and strategic leadership to be effective, it is important for there to be a joined up approach. The **Manchester Children and Adult Safeguarding Leadership Board** will provide the forum for this integration and 'systems' thinking which will be supported through MASA/MSAB support team.

The Chair of the group will be the Executive Safeguarding Lead in Manchester MHCC, who will be supported by their counterpart in GMP and Manchester City Council.

As noted from the review of current arrangements see paragraph 3.2 there exists a strong partnership and coordination of strategic boards. Subsequently these arrangements will be maintained and the proposed arrangements will seek to further improve the strength of the partnership and board coordination; working to the already established inter-board protocol that will be amended to reflect the changes in arrangements and for the Manchester Children and Adult Safeguarding Leadership Board to represent the MASA for both children and adults in Manchester.

Terms of Reference will be reviewed annually alongside the arrangements; it is expected in the interests of continuity the chair will be held for a minimum of 12 months.

### 4.3.3 Children's MASA Executive Group

Strategic Leadership for the safeguarding arrangements will be provided by a Children's Safeguarding Executive group, with the three executive members being the statutory safeguarding partners. The Chair of the group will be the Statutory Director of Children's Services, who will be supported by their counterpart in GMP and Manchester CCG.



### **Manchester Safeguarding Adults Board**

*Strategic Leadership for the safeguarding arrangements will be provided by the Adult Safeguarding Executive group. The Chair of the group will be the Statutory Director of Adult Services, who will be supported by their counterpart in GMP and Manchester CCG.*

Terms of Reference will be reflective of the core statutory agencies and stakeholders in the safeguarding and promotion of children's welfare. The Terms of Reference reviewed annually alongside the arrangements; it is expected in the interests of continuity the chair will be held for a minimum of 12 months.

Chairs of the associated sub-groups and locality fora will be contributors to the core membership to ensure a clear line of sight and engagement between strategic leaders and frontline practitioners. In addition, it is envisaged this arrangement will support the work of the MASA for children through joint accountability for the work of each sub-group and forum. Other service leaders may be required to attend the Children's Safeguarding Executive and be held to account or contribute to the determination of strategic priorities and/or the effective implementation of learning and improvement plans.

The Children's Safeguarding Executive will determine the structure of sub-groups and any task and finish groups required. Potentially this will include the use of independent facilitators to engender discussion, debate and embed learning/working together.

#### **4.3.4 Independent Scrutiny**

The requirement in Working Together is articulated as follows:

*"The role of independent scrutiny is to provide assurance in judging the effectiveness of multi-agency arrangements to safeguard and promote the welfare of all children in a local area, including arrangements to identify and review serious child safeguarding cases...safeguarding partners should ensure that the scrutiny is objective, acts as a constructive critical friend and promotes reflection to drive continuous improvement. The independent scrutineer should consider how effectively the arrangements are working for children and families as well as for practitioners, and how well the safeguarding partners are providing strong leadership and agree with the safeguarding partners how this will be reported."*

The newly forming Greater Manchester Safeguarding Standards Board will offer Independent peer challenge/review as part of the Terms of Reference approved by the Greater Manchester Children's Board. The GMP Superintendent for vulnerability will represent Manchester's MASA on this Board. At the time of writing, details of what this offer will consist of are awaited.

*It is proposed the reporting/scrutiny arrangements will comply with current arrangements for the MSAB/MSCB.*



## **Annual Report**

An Independent Scrutineer will be appointed for Manchester's MASA/MSAB to provide an annual scrutiny role and production of an annual report. This will be achieved over a determined number of days each year and scrutinise the arrangements with a strong emphasis upon reporting on the difference that the MASA/MSAB are making to children, young people, *Adults*. This report will be shared and presented in accordance with the existing chief officer and political scrutiny arrangements (see paragraph 4.3.1).

### **4.4 The Sub-Group Structure**

The new structure of multi-agency safeguarding arrangements are designed to ensure that the sub-groups are reflective and able to adapt to the priority objectives of these arrangements as set out in the vision, hence in summary the proposed structure is focused upon:

#### **Effective Assurance**

Strategic Leaders must have a clear line of sight to understand the strengths, risks and areas for improvement in respect of safeguarding children and adults within Manchester. Subsequently in terms of both partnership working and the performance of individual partner agencies. This will enable the setting of the right priorities and the focus of improvement upon the right areas. This understanding will be delivered within the Children's MASA by two primary sub-groups, complemented by the role of 3 Locality Fora Groups *and 3 Safeguarding Practice Forums* (North, Central and South) identifying and responding to newly emerging trends or issues:

- 1. Quality Assurance Sub-Group (*Children and Adults to be agreed*)**
- 2. Safeguarding Practice Review Sub-Group**
- 3. *Safeguarding Adults and Review Sub Group***

#### **A Learning System**

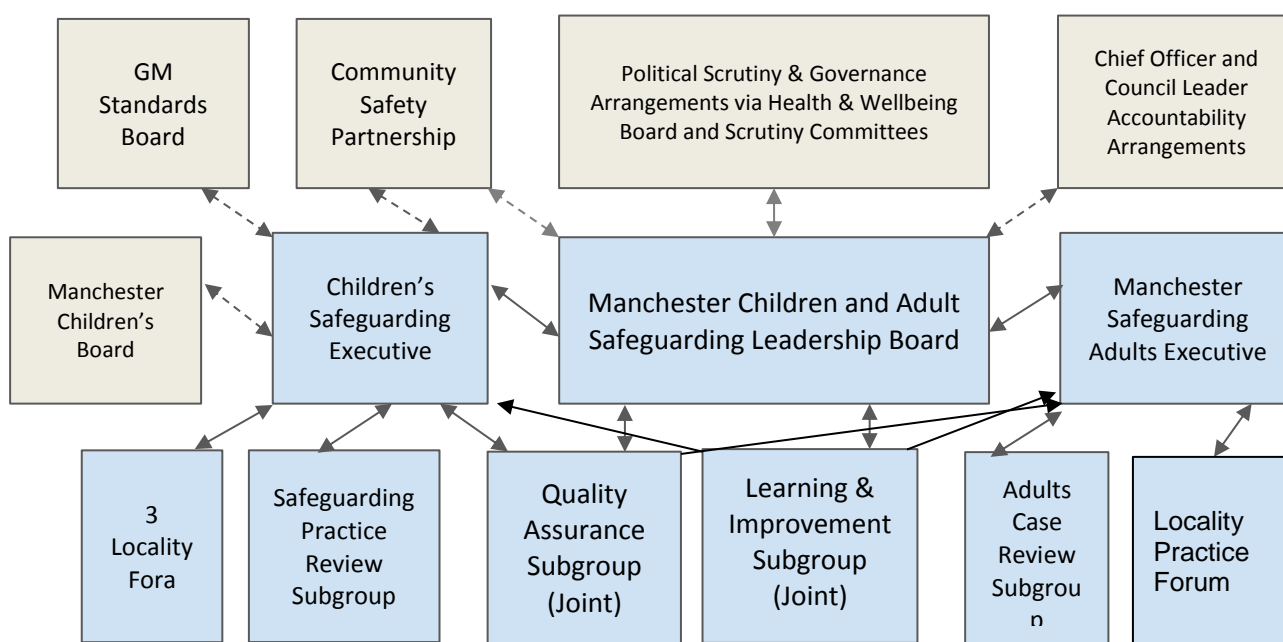
There is only any value in identifying areas and issues for improvement if this understanding is then complemented by an effective approach to learning and improvement – often referred to as the “so what?” test question. The effective implementation of learning and impact upon frontline services will be delivered by one primary sub-group, complemented by the roles of the Locality Fora/Practice Forum, which it is proposed will be supported by an independent facilitator, in both developing effective responses to improvement informed by frontline practitioners and engaging the leaders on the ground in addressing the priorities set by strategic leaders. This will be achieved via the following;

- **Learning and Improvement Sub-Group** - identifying learning from safeguarding reviews, local performance/assurance, priorities, themes/trends

and issues, national research and policy development. This will inform, shape and influence training and development and locality fora activity.

- **Locality Fora/Practice Forums – North, Central and South** - supported and informed by local issues, trends and themes as well as the learning and improvement sub-group activity, the Locality Fora/Practice Forums will play a central role in the engagement of local leaders and frontline practitioners to reflect, learn and effectively answer the ‘so what’ question together.

### **Proposed Structure for Manchester’s Children’s and Adults Multi-Agency Safeguarding Arrangements**



#### **4.4.1 Quality Assurance Sub-Group (*Terms of Reference to be agreed*)**

This sub-group and its underpinning activity is fundamental to the effectiveness of multi-agency safeguarding arrangements as it has the role of providing strategic leaders with a clear line of sight to understand the ways in which children and adults are being effectively protected, and the ways in which either single agency or partnership practice and actions are not sufficiently effective.

The Sub-Group will triangulate information from the full range of sources; supported by the safeguarding team to ensure the best possible analytical product for strategic leads. The key sources of information will include:

- Key Performance Indicators from all agencies
- Quality Assurance/Audit findings – both single agency and multi-agency
- Feedback from children, young people and families
- Feedback from professionals other strategic boards (Community Safety, Health and Wellbeing and Children’s Board)
- Annual s156/s11 Audit activity/review process
- *MSAB Annual Assurance Statement*



#### **4.4.2 Safeguarding Practice Review Panel Sub-Group**

Manchester's safeguarding partners are responsible for learning the lessons from serious child safeguarding incidents, and progress the decisions/recommendations, notification to the National Panel and act upon decisions as to whether to carry out a local child safeguarding practice review. In addition, any learning that is identified with in safeguarding reviews in respect of adults and Domestic Homicide Reviews.

The duty to notify the National Safeguarding Practice Review Panel sits with the Local Authority and must be completed within 5 days of the incident. However, locally through Manchester's Safeguarding Practice Review Sub-Group consideration will be given all serious child safeguarding incidents and make recommendations to the safeguarding partners, initiate Serious Incident/Safeguarding reviews or subsequent notifications to be considered and oversee the commissioning and quality of local child safeguarding practice/learning reviews.

It is important to note the shift in the statutory guidance that gives more discretion for local decisions on when a review should be carried out. [Working Together 4.17: "Meeting the criteria does not mean that safeguarding partners must automatically carry out a local child safeguarding practice review. It is for them to determine whether a review is appropriate, taking into account that the overall purpose of a review is to identify improvements to practice."]

The core purpose of carrying out child safeguarding practice reviews therefore is not to meet the requirements of statutory guidance, the purpose is to determine lessons for improvement and to ensure that those lessons are then effectively learned and acted upon by frontline practitioners.

#### ***Safeguarding Adult Review Sub Group.***

*The SAR Sub Group undertake the review of Safeguarding Adults Review referrals and make a decision in regard to whether a formal review or other learning exercise is required, The aim to ensure that Lessons are learned and practice is developed in the multi-agency partnership.*

#### **4.4.3 Learning and Improvement Sub-Group**

The Learning and Improvement Sub-Group will take the lessons from the Quality Assurance and Case Review Sub-Groups of both the Children's MASA and MSCA; determining the plans for effective action to deliver learning and improvement, whether in respect of policies, processes and procedures or practice issues.

The work of the Sub-Group will be enhanced by the development of a Learning Hub approach, an innovation seen in some of the 'Early Adopters', which brings the resource of the safeguarding team and of core partners together in a shared and systematic programme of work to clarify and simplify the key areas for improvement and link this directly to a programme of learning that genuinely engages and changes the behaviour of frontline practitioners and managers.



The Learning and Improvement Sub-Group will also hold responsibility for determining what multi-agency training is needed for partner agencies in Manchester, and for monitoring and evaluating the effectiveness of all commissioned training.

#### 4.4.4 Locality Fora/*Practice Forums* – North, Central and South

The Locality Fora/*Practice Forums* will be the principle place in which core operational services and partners are engaged in the safeguarding children agenda and work programme; delivering together the learning from Serious Incidents/reviews. This will be where the priorities set by the Children’s Safeguarding Executive and the Manchester Safeguarding Adults Board are driven in order to make a difference for children and young people in Manchester; where learning is put into practice; and where new issues and trends are systematically identified and communicated to strategic leaders. The Locality Fora/*Practice Forums* will also provide the means to engage the wider community in safeguarding activity, including through awareness raising campaigns and more targeted strategies to protect children, *adults*.

#### 4.4.5 Ways of Working

Structures in themselves can only provide an optimal framework for effective partnership working and are no substitute for effective ways of working. The new arrangements will also have a focus upon changing and improving the following:

- Prioritisation and a relentless focus upon priorities
- Forward Planning and Agenda Planning
- Follow through until there is evidence of improvement
- Focus on what’s important
- Celebrate and learn from success
- Strengthen the Voice of Children and *Adults*

The safeguarding partners will determine the relevant agencies required to contribute to safeguarding arrangements, and will develop a **Memorandum of Understanding and Terms of Reference for each Sub-Group/Board/Executive** that clearly articulates the responsibilities and active participation which will be expected from each relevant stakeholder/agency.

Manchester’s MASA will be supported by a the Safeguarding Assurance and Learning Hub that is suitably trained, competent and has the skills, knowledge and abilities that enable the arrangements to both effective and efficient.

#### 4.5 Voice of Children & Young People and *Adults*

It is one of the ambitions for the new arrangements, that the Voice of Children and Young People *Adults* is significantly strengthened, both in improving the understanding of children’s and *Adults* experiences and in putting in place the improvement actions that will make a difference.



It is not necessary for the MASA/MSAB to initiate separate processes to engage children young people, **adults** but there should be systematic attention to engagement with existing children and young people's fora, in particular the Youth Council, Children's Board and Corporate Parenting Panel, to secure direct input and scrutiny of safeguarding priority issues. *Adults engagement on behalf of the Board will be further developed.* There should be systematic and consistent requirements of each partner agency to provide detail of the views of children and young people, **adults** that they have obtained as a key strand of intelligence for the proposed Quality Assurance Sub-group.

Whenever possible and appropriate, families will be involved in case reviews, *Safeguarding Adults Reviews.*

## 4.6 Effective Engagement of All Partners

### 4.6.1 Relevant Agencies

Below is the list of those that are defined as relevant agencies for Manchester's MASA, alongside their respective responsibilities. This includes all those agencies previously participating in the MSCB, *MSAB* as well as all those agencies specified in *Working Together 2018.* *This list applies to the membership of the MSAB.*

Relevant Agency	Case Reviews Sub-Group/ <i>Safeguarding Adults Review</i>	Quality Assurance Sub-Group	Learning & Improvement Sub-Group	Locality Fora/ <i>Practice Forums</i>	Budget Contribution
Council	✓	✓	✓	✓	✓
MFT	✓ ( <i>SAR Sub Group</i> )	✓	✓	✓	✓
LCO	✓ ( <i>SAR Sub Group</i> )	✓	✓	✓	✓
CCG	✓	✓	✓	✓ ( <i>Practice Forums</i> )	✓
Police	✓	✓	✓	✓	✓
Northern Care Alliance	✓	✓	✓	✓	✓
Early Years Provider,/ representative(s)			✓	✓ ( <i>Fora</i> )	
Each Primary School, and Primary School			✓	✓ ( <i>Fora</i> )	✓

Representative(s)					
Each Secondary School, and Secondary School Representative(s)			✓	✓ (Fora)	✓
Each 16+ College and Representative(s)			✓	✓ (Fora)	
Each Independent School					
National Probation Service	✓		✓	✓	✓
CRC			✓		
CAFCASS	✓				✓
NW Ambulance Service			✓		
GM Fire & Rescue			✓		
The Christie NHS Foundation Trust		✓			
Barnardo's		✓			
NHS England					
Macc			✓	✓	
MH Trust	✓				
Healthwatch (adults)		✓			
Residential Home					
Neighbourhood Team			✓	✓	

Membership of the respective Executive, Leadership and sub-groups are yet to be determined. However it is expected this will be drawn from the partners set out in statutory guidance in addition to those which will have greatest impact/benefit to either sub groups, executives or leadership boards.

#### 4.6.2 Early Years providers, Schools, Colleges and other educational providers

The effective engagement of education providers will be achieved through two approaches – both ensuring that there are education representatives in all the partnership groups that form part of the safeguarding arrangements; as well as ensuring systematic engagement with each provider through their respective network meetings. These links should be systematic and ensure that the following requirements are met:





- Every school and education provider understands and is engaged in Manchester's safeguarding priorities
- Every schools and education provider is clear about expectations of them, including in providing information for the purpose of quality assurance
- Every school and education provider will be expected to engage in learning and development to secure sound safeguarding practice
- Every school and education provider to understand their responsibility for raising issues of concern including newly emerging issues

#### 4.6.3 Health professionals

Health Professionals will be appropriately represented throughout the multi-agency safeguarding arrangements through sub-groups and locality fora/Practice forums. The health system in Manchester encompasses a wide range of organisations and professionals. The distinctly defined roles within the health economy can be identified as strategic and operational, they are outlined in WT (2018) and Safeguarding Vulnerable People in the NHS- Accountability and Assurance Framework (2015)

The CCG is one of the three statutory Safeguarding partners identified in WT (2018) and has responsibility for securing the expertise of Designated Professionals and Named GP. They are responsible for the provision of effective clinical expertise, professional and strategic leadership to safeguarding, including the quality assurance of safeguarding through their contractual arrangements with all provider organisations and agencies, including from independent providers. Designated professionals are a vital source of safeguarding advice and expertise for all relevant organisations and agencies but particularly the CCG, NHS England and for advice and support to other health practitioners across the health economy. Therefore within the arrangements, the CCG Designated team will be engaged in all multi agency safeguarding arrangements and sub-groups and particularly in any review process.

A wide range of health practitioners have a critical role to play in safeguarding including (not exhaustive) General Practitioners, primary care practitioners, Doctors, Nurses, Health Visitors, Midwives, School nurses, Allied health practitioners, child and adolescent mental health, youth custody establishments, adult mental health, sexual, alcohol and drug services for both adults and children, unscheduled and emergency care settings, highly specialised services and secondary and tertiary care. The provider organisations have an infrastructure of "Named professionals" who have a key role in promoting good professional practice within their organisation, supporting the multi-agency safeguarding arrangements, providing advice and expertise for fellow professionals, and ensuring safeguarding training and supervision is in place. They will be engaged with the quality assurance and learning and development functions of the arrangements and have a particular function in the locality fora arrangements.

#### 4.6.4 Children's Residential Homes

There will be systematic communication and engagement with children's residential homes in the local authority boundary to ensure that they understand their



responsibilities, contribution and respond to expectations made of them including being held to account for their safeguarding practice.

#### 4.7 Dispute Resolution

All agencies in Manchester remain subject to the Greater Manchester Safeguarding Procedures and its Resolving Professional Disagreements/Escalation Policy. This sets out the general principles of resolution as well as the specific processes to be followed. There should be no substantive differences to this policy, and the previous role of the LSCB will simply be taken up by Manchester's Children's MASA Executive. *The MSAB dispute resolution policy applies.*

When a disagreement arises between partners, then the general principles of resolution will still apply, in particular:-

- Where the disagreement is between two agencies, then they should seek to meet and find a satisfactory resolution;
- Where the disagreement cannot be resolved, or involves a more complex set of partner agencies, then it will be for the full Children's Safeguarding Executive to seek a resolution;
- Where necessary, the three statutory safeguarding partners have primacy in determining the resolution to a disagreement;
- Where there is disagreement between the statutory safeguarding partners, then an independent person should be asked to mediate and seek to negotiate a satisfactory solution;
- Where necessary, the statutory safeguarding partners may escalate to the Chief Executive of the Council, the Chief Accountable Officer of the CCG and the Chief Constable of GM Police; and in the final resort to the relevant Secretary of State.

Whistleblowing Procedures provide an additional important route for staff to raise concerns in a safe process that protects their position, if this is a concern. The Children's MASA Executive will promote effective whistleblowing procedures within each agency in the borough.

#### 4.8 Threshold Document

"Multi-Agency Levels of Need and Response Framework – April 2015" is the current MSCB threshold document, it is proposed this will be an early priority to review, update and monitor as a continuing requirement under new MASA.

#### 4.9 Strategic Partnerships

The three safeguarding partners and their respective teams will ensure that there are effective links and co-ordination with the Adult Safeguarding Board, Children's Board, Health & Wellbeing Board, Community Safety Partnership and the Local Family Justice Board. The existing Manchester Inter-Board Protocol (September 2017) will be updated to reflect the new arrangements. The Children's *Safeguarding Executive and the Manchester Safeguarding Adults Board* will hold the Complex Safeguarding Operational Group, Channel Panel, MAPPA and MARAC to account for their



respective contributions to safeguarding children are secure. Where relevant, the Learning & Improvement Sub-Group will take responsibility for effective learning from Domestic Homicide Reviews and Mental Health Reviews.

#### 4.10 Annual Reporting

The MASA will continue to produce an annual report which will be shared with the Child Safeguarding Practice Review Panel and the What Works Centre for Children's Social Care. Locally this will be reported to the local governance/accountability arrangements as well as GM Standards Board and Police & Crime Commissioner.

The report will set out:

- Evidence of the impact of the work of the safeguarding partners and relevant agencies, including training, on outcomes for children and families from early help to looked-after children and care leavers.
- The learning from child safeguarding practice reviews, and how effective these arrangements have been in practice.
- An analysis of any areas where there has been little or no evidence of progress on agreed priorities
- A record of decisions and actions taken by the partners in the report's period (or planned to be taken) to implement the recommendations of any local and national child safeguarding practice reviews, including any resulting improvements
- Ways in which the partners have sought and utilised feedback from children and families to inform their work and influence service provision.

*The MSAB will continue to produce an annual report to demonstrate the effectiveness of Multi Agency Safeguarding arrangements.*

### 5. Capacity to Deliver Effective Safeguarding Arrangements

#### A New Team – The **MASA/MSAB Safeguarding Assurance and Learning Hub**

It is proposed the following functions will provide the capacity and support required for the new multi-agency safeguarding arrangements for both children and adults to be delivered;

- Head of Assurance and Learning

Explicitly a leadership role, in support of the safeguarding partners and MASA, MSAB to bring rigour to the intelligence informing priority setting and action planning, to ensure that any partner agency or service falling short of expectations is brought to account, to follow through on actions until there is evidence of the desired impact, as well as ensuring the smooth running of the safeguarding arrangements. Will lead the development of a Learning Hub model that brings together the Safeguarding



Assurance & Learning Team with key lead officers for core partners in a continuous process of understanding key lessons and areas for improvement and how best to implement them. *This will involve active participation in strengthening the communication for both the MASA, MSAB. This includes leading on the co-ordination of Policy development. This will be achieved by ensuring support to the Children's MASA Executive Leadership, MSAB and sub groups, Locality Fora/Practice Forums.*

- **Co-ordinators & Business Support**

Key co-ordinator and business support roles to support the work of each of the proposed core sub-groups – not just administering or processing large volumes of information – but ensuring added value through facilitation, analysis of information and shaping of effective, *policy development. communication and learning activity.* In addition to supporting and promoting the links to schools and education providers, GPs and residential children's homes *and to the adult multi agency partnership.*

## **6. Budget Required to Deliver Effective Safeguarding Arrangements**

It has been agreed each of the statutory partners will support the core business functions of MASA. In addition, contributions from wider partners will be sought as appropriate to ensure effective delivery of the multi agency safeguarding arrangements in Manchester; a collective shared and responsibility. The financial contributions are as follows;

***TBC***

## **7. Transitional & Implementation Arrangements**

### **7.1 Serious Case Reviews / Safeguarding Adult Review Sub Group**

As LSCB's have continued to have responsibility for initiating SCRs when necessary, there is a transitional arrangement whereby if any SCR is not yet concluded at the point that new MASA commence, then the LSCB needs to continue to fulfil a single function of completing that SCR which must be done within 12 months. The same applies to child death reviews with a corresponding window of 4 months. The existing MSCB Independent Chair will oversee and ensure compliance in order for the MSCB to 'hand over' an effective system and clarity as to any outstanding actions in relation to completed SCRs and other learning reviews.

*The MSAB will continue to effectively operate a Safeguarding Adult Review Sub Group.*

### **7.2 Data & Records Transfer**

The MSCB will hand over all relevant data and information to the safeguarding partners. In doing so, they will comply with the Data Protection Act 2018 and the General Data Protection Regulation, and provide a clear audit trail on the handling of all documentation. The MSCB will ensure the retention of pertinent historical records, including any that might be relevant to the Independent Inquiry into Child Sexual



Abuse. They will also arrange to pass on copies of these records to the safeguarding partners

*The MSAB will act in accordance with the Care Act 2014 in terms of sharing of information to Safeguard Adults at Risk.*

### **7.3 MSCB/MSAB Business Plan and Website**

The MSCB will identify all outstanding actions from the current Business Plan and hand those over for the safeguarding partners to determine next steps. The current Safeguarding Website will be handed over and amended to reflect the new arrangements.

*MSAB Business Plan and Website to continued to be maintained and actively promoted by the MASA/MSAB Safeguarding Assurance, Policy and Learning Hub*

### **7.4 CDOP**

In line with the national shift to a health focus for this work, given that the primary focus of learning is predominantly focused upon health provision, CDOP and its resourcing will move to its primary reporting being to the Health & Wellbeing Board, as part of developing Greater Manchester CDOP arrangements which are proposed to retain a dedicated CDOP for Manchester within a GM framework that shares analysis and learning. Any relevant safeguarding lessons will be reported to the Children's MASA Executive.

### **7.5 Complex Safeguarding/MASH**

There is a benefit in keeping a boundary between operational partnership working and the role of the multi-agency safeguarding arrangements in holding agencies to account for the effectiveness of that work, so this will not proceed as a sub-group of the new Children's Safeguarding Executive but as an operational and strategic group; subject to scrutiny, challenge and support.

### **7.6 Implementation**

These arrangements will be implemented within 3 months of publication.

This page is intentionally left blank

# Manchester's Children's Multi-Agency Safeguarding Arrangements

## Statutory Safeguarding Partners

Paul Marshall, MCC

Craig Harris, CCG

Marie O'Loughlin, GMP



# New Statutory Requirements

- Children & Social Work Act (2017)
- Working Together & Transitional Arrangements 2018
- Child Death Review Statutory & Operational Guidance (October 2018)
- Council, CCG and Police are the statutory safeguarding partners
  - Determine the new arrangements
  - Define local relevant agencies and their contributions
  - Publish new arrangements by deadline of June 2019 and implement within 3 months
  - Includes requirement for independent scrutiny
- New system of National and Local Child Safeguarding Practice Reviews
- Council and CCG are the Child Death Review partners - arrangements no longer tied to safeguarding and fall under DoHSC



# Our Vision, Our Ambition

“Every Child in Manchester to be safe, happy, healthy and successful; to achieve this we will be child-centred; listen to and respond to children and young people; focus on strengths, resilience and take early action.”

Living a life that is free from harm and abuse is a fundamental human right of every person. When abuse does take place, it needs to be dealt with swiftly, effectively and in ways that are proportionate to the issues. In addition, the person at risk, at the centre of any safeguarding concern, must stay as much in control of decision making as possible. The right of the individual to be central throughout the process is a critical element in the drive to ensuring personalised care and support.

# The Case for Change

- Clearer focus on core functions
- Assurance – to understand strengths and need for improvement
- Learning and improvement – to make effective changes
- More rigour in setting priorities
- More rigour in following through on impact
- Closer engagement with frontline services
- Learning from Early Adopters

# Proposed Multi Agency Safeguarding Arrangements for Manchester

Manchester's Multi-Agency Safeguarding Partnership will ensure effective safeguarding arrangements through 3 distinct pillars of activity;

- **Strategic Leadership** – setting and following through on clear priorities which improve the safeguarding of children and Adults in Manchester.
- **Effective Assurance** – understanding clearly the strengths and weaknesses of safeguarding practice across all partner agencies, as well as emerging issues – through analysis that triangulates: the voices of children and families, quality audit findings, case review findings and performance data. And then holding each partner agency to account for their performance. This includes Adults Safeguarding practice
- **A Learning System** – in which frontline practitioners and managers are engaged systematically in the effective improvement of practice through learning from quality assurance and case reviews in both Adults and Children's services.

# Leadership Proposals

- Joint Safeguarding Partnership Leadership Group for Children and Adults
- Children's Safeguarding Executive – safeguarding partners plus revised subgroup and locality fora chairs – single figure number round the table!
- Separate Safeguarding Exec for Adults with links to Children's
- Chair to be held by one of the safeguarding partners
- Priorities set on basis of intelligence from fully triangulated quality assurance
- New Head of Assurance & Learning role
- Independent scrutiny from GM Safeguarding Standards Board and annual independent review/scrutiny/reporting

# Assurance Proposals

- **All partners to contribute, participate and accountable**
- **Quality Assurance** – analysis bringing together:
  - Key Performance Indicators from all agencies
  - Quality Audit findings – both single agency and multi-agency
  - Feedback from children, young people and families
  - Feedback from professionals – Locality Fora and new trends/issues
- **Case/Practice Learning Reviews**
  - Guidance gives more discretion
  - Focus should be whether providing opportunity to and improving practice
- **Annual Report and Independent Scrutiny**

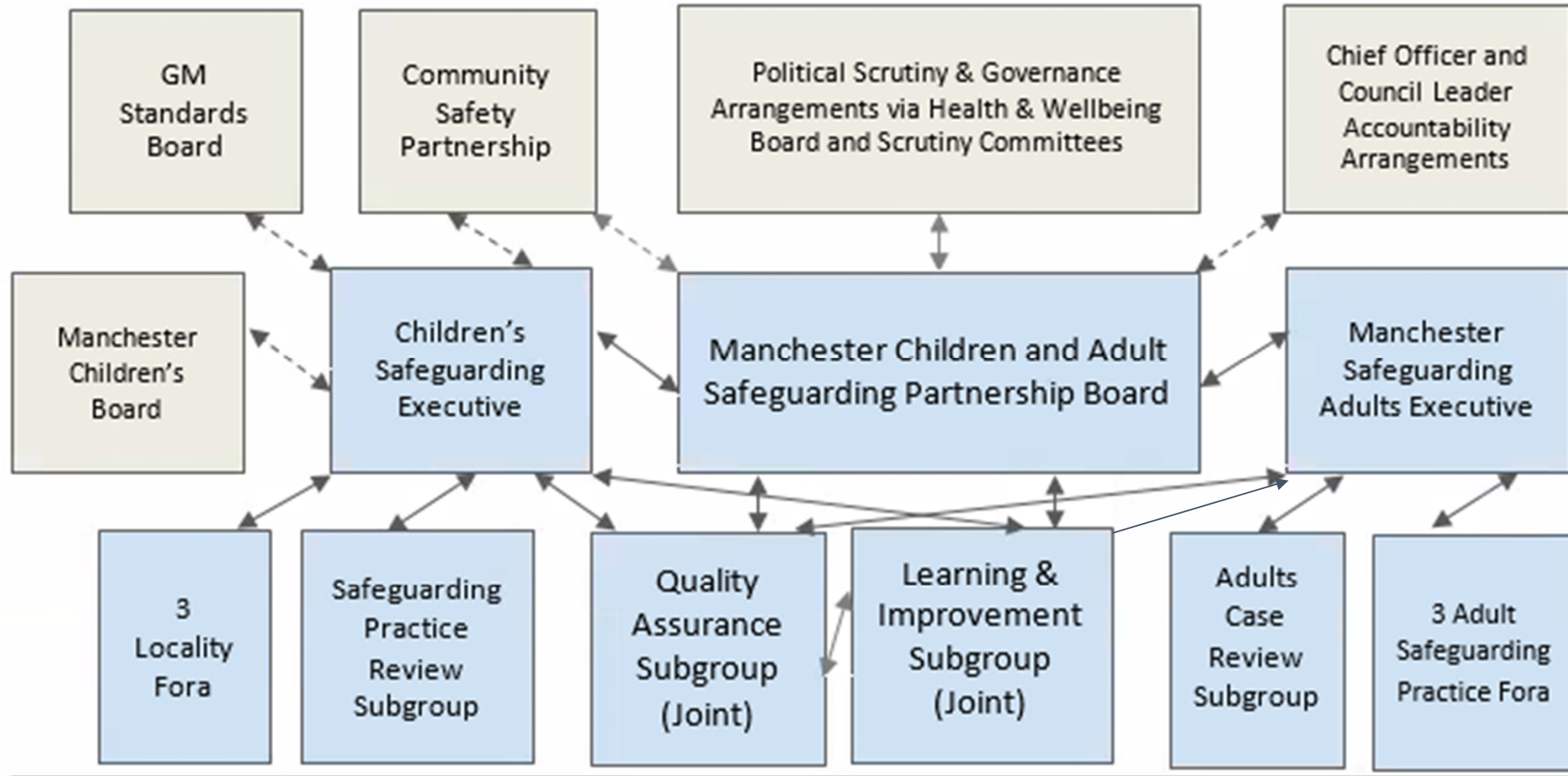
# Learning & Improvement Proposals

- Learning Hub model
  - Making sense of audit, service user feedback findings etc
  - Learning from national research and policy developments
  - Engaging partners and frontline in what works
- Learning System model
  - From action plans to practice standards
  - From training courses to embedded learning
- Priorities with measurable improvement goals
- Locality Fora/practice forums helping to shape the actions that deliver improvement

# Capacity & Next Steps

- Model capacity and budget envelope
- Coach and mentor the support the team with a new approach
- Support the establishment and implementation of the proposed safeguarding and governance arrangements.
- Engagement with stakeholders, partners and staff
- Publication latest June 2019 – implementation has to be within 3 months of publication

## Proposed structure for Manchester's multi-agency safeguarding arrangements





What else?

Comments/Questions



Appendix 1, Item 8

This page is intentionally left blank

**Manchester City Council  
Report for Information**

**Report to:** Children and Young People Scrutiny Committee – 5 February 2019

**Subject:** Overview Report

**Report of:** Governance and Scrutiny Support Unit

---

**Summary**

This report provides the following information:

- Recommendations Monitor
- Key Decisions
- Items for information
- Work Programme

**Recommendation**

The Committee is invited to discuss the information provided and agree any changes to the work programme that are necessary.

---

**Contact Officer:**

Name: Rachel McKeon  
Position: Scrutiny Support Officer  
Tel: 0161 234 4997  
Email: rachel.mckeon@manchester.gov.uk

---

**Wards Affected:** All

---

**Background Documents (available for public inspection):**

None

## 1. Monitoring Previous Recommendations

This section of the report contains recommendations made by the Committee, responses to them, if they will be implemented, and if it will be, how this will be done.

Date	Item	Recommendation	Action	Contact Officer
5 September 2017	CYP/17/40 School Place Planning and Admissions	To request further information on the number of siblings who have been allocated places at different schools.	A response to this recommendation has been requested and will be reported back to the Committee via the Overview report.	Michelle Devine, Interim Head of Access
5 September 2017	CYP/17/41 School Governance Update	To recommend that the Council work to increase recruitment of school governors who reflected the diversity of the local community.	A response to this recommendation has been requested and will be reported back to the Committee via the Overview report.	Ruth Bradbury, School Governance Lead
27 February 2018	CYP/18/16 The Employment of Children	To request that the Council carry out a social media campaign to raise awareness of the legislation relating to child employment.	A response to this recommendation has been requested and will be reported back to the Committee via the Overview report.	Amanda Corcoran, Director of Education
4 September 2018	CYP/18/43 Children and Young People's Health including Mental Health Programme	To request that the Chair, on behalf of the Committee, write to the relevant Government Minister to lobby for additional funding for children and young people's mental health services.	This recommendation has been completed.	Rachel McKeon, Scrutiny Support Officer

4 September 2018	CYP/18/44 Early Help Strategy	To request to that the analysis of the Troubled Families outcomes for 2017 be provided to Members of the Committee.	A response to this recommendation has been requested and will be circulated to Committee Members.	Joanne Dalton, Strategic Lead for Early Help and Interventions
9 October 2018	CYP/18/50 Draft Independent Reviewing Officer Annual Report 2017 – 2018	To request that a session be arranged outside of the formal Scrutiny Committee meetings for Members to examine the number of children becoming Looked After and the reasons for the changes in the numbers.	This has been arranged for 29 January 2019.	Rachel McKeon, Scrutiny Support Officer
6 November 2018	CYP/18/55 Promoting Inclusion and Preventing Exclusion	To request that the Director of Education share school-level data on exclusions with the Chair.	A response to this recommendation has been requested and will be reported back to the Committee via the Overview report.	Amanda Corcoran, Director of Education
6 November 2018	CYP/18/55 Promoting Inclusion and Preventing Exclusion	To request that information on the final destination of pupils who attended the Secondary PRU following permanent exclusion be circulated to Members of the Committee.	A response to this recommendation has been requested and will be circulated to Members by email.	Amanda Corcoran, Director of Education
4 December 2018	CYP/18/59 Visit to the Primary Pupil Referral Unit (PRU)	To request that a visit be arranged to Bridgelea Primary School's other site at Bridgelea Road in the new year.	This visit is currently being arranged.	Rachel McKeon, Scrutiny Support Officer
4	CYP/18/62	To request that the outcome of	A response to this recommendation was	Paul

December 2018	Annual Reports Fostering and Adoption Services	the complaint relating to Adoption Counts be shared with the Committee.	circulated to Members by email on 9 January 2019.	Marshall, Strategic Director of Children's and Education Services
8 January 2019	CYP/19/05 Youth and Play Services	To request the needs analysis ranking information for the 32 wards in Manchester.	A response to this recommendation has been requested and will be circulated to Members by email.	Amanda Corcoran, Director of Education

## 2. Key Decisions

The Council is required to publish details of key decisions that will be taken at least 28 days before the decision is due to be taken. Details of key decisions that are due to be taken are published on a monthly basis in the Register of Key Decisions.

A key decision, as defined in the Council's Constitution is an executive decision, which is likely:

- To result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decision relates, or
- To be significant in terms of its effects on communities living or working in an area comprising two or more wards in the area of the city.

The Council Constitution defines 'significant' as being expenditure or savings (including the loss of income or capital receipts) in excess of £500k, providing that is not more than 10% of the gross operating expenditure for any budget heading in the in the Council's Revenue Budget Book, and subject to other defined exceptions.

An extract of the most recent Register of Key Decisions, published on **16 January 2019** containing details of the decisions under the Committee's remit is included below. This is to keep members informed of what decisions are being taken and, where appropriate, include in the work programme of the Committee.

## Register of Key Decisions:

Decision title	What is the decision?	Decision maker	Planned date of decision	Documents that will be considered	Contact officer details
The Provision of Multisystemic Therapy for Young People within Manchester  2018/12/19B	The appointment of Provider to deliver Multisystemic Therapy for Young People within Manchester	Strategic Director Children's Services	April 2019	Report and Recommendation	Mike Worsley Procurement Manager mike.worsley@manchester.gov.uk 0161 234 3080
Capital Investment in schools  Ref: 2016/02/01D	The approval of capital expenditure in relation to the creation of school places through new builds or expansions.	City Treasurer	January 2018 or later	Checkpoint 4 Business Case	Amanda Corcoran 0161 234 4314 a.corcoran@manchester.gov.uk
Contract for 'The provision of a service for NEET Young People and those young people most at risk of becoming NEET'	The appointment of a Provider to deliver a Targeted Youth Support Service	Director of Education and Skills	December 2018	Report and recommendations	Mike Worsley Procurement Manager mike.worsley@manchester.gov.uk 0161 234 3080

Decision title	What is the decision?	Decision maker	Planned date of decision	Documents that will be considered	Contact officer details
Ref: 2018/10/04G					
TC850 – Education Management System  Ref: 2018/09/24B	An Education Management System which will integrate the Education department(s) at MCC along with parents and educational providers across Manchester.	City Treasurer	November 18 onwards	Report and Recommendation	Jon Nickson Senior Project Manager 0161 234 3723 j.nickson@manchester.gov.uk  Bob Brown Chief Information Officer 0161 234 5998 bob.brown@manchester.gov.uk
Organisation of Special Educational Needs provision  Ref: 2016/06/28	Agree to a prescribed alteration to Rodney House school to change designated age range and number of places. Agree to proposed changes to Sensory Services following consultation.	The Executive	March 2018 or later	Report outlining proposals. Outcomes of consultation process.	Amanda Corcoran Director of Education 0161 234 1866 a.corcoran@manchester.gov.uk
School Place Planning Report  Ref: 2018/04/16A	Approval on the strategy and spend options for the 19/20 basic need allocation	Executive	May 2018	Children and Young People Scrutiny report	Name:Amanda Corcoran Position:Director of Education Tel no:234 4314 Email address:a.corcoran@manchest er.gov.uk



Decision title	What is the decision?	Decision maker	Planned date of decision	Documents that will be considered	Contact officer details
Leaving Care Services  Ref: 2018/03/21B	It is resolved for MCC to decommission the current 3rd party contract and establish a 'Wholly Owned Trading Company' to deliver Leaving Care Services.	The Executive	30/5/18	Report, supporting documents and recommendations	Name: Paul Marshall Position: Strategic Director Tel no: 0161 234 3804 Email address: paul.marshall@manchester.gov.uk
Children and Young People Foster Care Flexible Purchasing System  Ref: 2018/05/1D	Approval to use the North West FPS for the delivery of Foster Care services	Strategic Director of Children's Services	May 2018	Contract Report and recommendation	Mike Worsley Procurement Manager Tel: 0161 234 3080 Email: mike.worsley@manchester.gov.uk
Children's Residential Care Flexible Purchasing System  Ref: 2018/08/01A	Approval to use the North west FPS for the delivery of Residential Care for Children	Strategic Director of Children's Services	August 2018	Contract Report and Recommendation	Mike Worsley, Procurement Manager, Tel: 0161 234 3080 Email: mike.worsley@manchester.gov.uk
Contract for the Provision of Housing	The appointment of Provider to deliver	Executive Director Strategic	December 2018	Report and Recommendation	Mike Worsley Procurement Manager mike.worsley@manchester.gov.

Decision title	What is the decision?	Decision maker	Planned date of decision	Documents that will be considered	Contact officer details
Related Support for Young People, Homelessness and Drug and Alcohol Services  Ref: 2018/08/16B		Commissioning and Director of Adult Social Services			uk 0161 234 3080

**Children and Young People Scrutiny Committee  
Work Programme – February 2019**

<b>Tuesday 5 February 2019, 2.00pm (Report deadline Thursday 24 January 2019)</b>				
<b>Item</b>	<b>Purpose</b>	<b>Executive Member</b>	<b>Strategic Director/ Lead Officer</b>	<b>Comments</b>
Detailed budget and business plans	The Committee will consider the detailed budget and business plans for Children's and Education Services following consideration of original proposals at its December 2018 meeting.	Councillor Ollerhead Councillor Bridges Councillor Rahman	Carol Culley/ Paul Marshall/ Amanda Corcoran	
Proxy Indicators	To receive quarterly presentations of the proxy indicators outlined in the report considered by the Committee in June 2018 and to request that these presentations also include information on school attendance and exclusions.	Councillor Bridges Councillor Rahman	Paul Marshall/ Sean McKendrick	See June 2018 minutes
Edge of Care Services	To receive a report on the range of approaches used to support children and young people on the edge of care, to include the context, anonymised case studies and information on value for money.	Councillor Bridges	Paul Marshall/ Sean McKendrick/ Val Jenkinson	See December 2017 minutes
Safeguarding Arrangements	To receive a report and presentation on the new safeguarding arrangements.	Councillor Bridges	Paul Marshall	See October 2018 minutes
Overview Report	The monthly report includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.	-	Rachel McKeon	

<b>Tuesday 5 March 2019, 2.00pm (Report deadline Thursday 21 February 2019)</b>				
<b>Item</b>	<b>Purpose</b>	<b>Executive Member</b>	<b>Strategic Director/ Lead Officer</b>	<b>Comments</b>
School Governance	To receive a report on school governance.	Councillor Rahman	Amanda Corcoran	To invite a school governor and a secondary headteacher (TBC)
School Attainment	To receive an analysis of the 2018 outcomes of statutory assessment at the end of the Early Years Foundation Stage, Key Stage 1, Key Stage 2 and Key Stage 4. To include a summary of performance according to groups by ethnicity.	Councillor Rahman	Amanda Corcoran	
Integration of Early Help and Early Years	To receive a report on the integration of Early Help and Early Years.	Councillor Bridges	Paul Marshall/ Amanda Corcoran	
Leaving Care Service	To receive an update report, to include further information on the work that Barclays Bank is doing to support our young people. To note that this report will also include an update on work to ensure suitable accommodation for our young people.	Councillor Bridges	Paul Marshall/ Abu Siddique/ Nick Whitbread	See October 2018 minutes
Overview Report		-	Rachel McKeon	

<b>Items To be Scheduled</b>				
<b>Item</b>	<b>Purpose</b>	<b>Executive Member</b>	<b>Strategic Director/ Lead Officer</b>	<b>Comments</b>
Changes to Lancasterian Sensory Support Service	To receive a report in order to monitor the impact of the changes.	Councillor Rahman	Amanda Corcoran	See February 2017 minutes
Complex Safeguarding/Protect report	To receive a report on the Council's Complex Safeguarding service.	Councillor Bridges	Paul Marshall	June 2019 - TBC
Early Help	To receive an update report in a year's time.	Councillor Bridges	Paul Marshall	See September 2018 minutes
Foster Care	To receive a further report at an appropriate time, to include information on the success of the Council's fostering service's recruitment and retention activity and an update on the number of children for whom the Council have secured a 'permanent' placement. To update Members on the issues raised by Manchester Foster Care Association, where appropriate.	Councillor Bridges	Paul Marshall/Sean McKendrick	See November 2017 minutes
Greater Manchester Review of Children's Services	To receive a further report which provides more information on the proposals for Greater Manchester Children's Services, the Children and Families Bill and the Alan Wood review of LSCB, including the implications for Manchester City Council.	Councillor Bridges	Paul Marshall	See 31 January 2017 minutes
Locality Plan	To receive a report on the Locality Plan as it relates to services for children and young people, including Child and Adolescent Mental Health Services.	Councillor Bridges Councillor Craig	Paul Marshall	See November 2016 minutes Invite Chair of Health Scrutiny Committee

Looked After Children and Care Leavers Placement Sufficiency Strategy Review	To request a further report in the 2018/2019 municipal year to update on progress and impact. To request that this report includes consideration of the reasons why the number of LAC is increasing in Manchester and nationally and information on the placement of sibling groups.	Councillor Bridges	Paul Marshall/Sean McKendrick	See May 2018 minutes
Manchester Curriculum for Life	To receive an update report in 12 months' time.	Councillor Rahman	Amanda Corcoran	See July 2018 minutes Invite Chair of Economy Scrutiny Committee
Manchester's Transformation Plan for Children and Young People's Mental Health and Wellbeing	To receive a progress report in 12 months' time.	Councillor Bridges	Paul Marshall/ Maria Slater (CAMHS)	See December 2018 minutes Invite Chair of Health Scrutiny Committee and Mental Health Champion
Population Health Needs of Manchester Children	To request an update report in 12 months' time.	Councillor Bridges	David Regan/Sarah Doran/Paul Marshall	See December 2018 minutes Invite Chair of Health Scrutiny Committee
Raising Standards of Practice in Children's Social Care	To receive an update report.	Councillor Bridges	Paul Marshall	See September 2016 minutes
Reducing Infant Mortality	To receive an update report in 12 months' time.	Councillor Craig	David Regan/ Sarah Doran/	See January 2019 minutes

		Councillor Bridges	Paul Marshall	Invite Chair of Health Scrutiny Committee
School Calendar	To receive a report on progress to better align school calendars for 2018/2019.	Councillor Rahman	Amanda Corcoran	See June 2016 minutes
School Exclusions	To receive a report on exclusions, to include the policy, procedure and practice of excluding young people from Pupil Referral Units and Alternative Provision.	Councillor Rahman	Amanda Corcoran	See Council motion CC/18/91
Supplementary Schools	To receive a further report on supplementary schools at an appropriate time.	Councillor Rahman	Amanda Corcoran	See November 2018 minutes
Working Together to Safeguard Children	To consider Edwina Grant's discussion paper on future arrangements for working together to safeguard children at a future meeting.	Councillor Bridges	Paul Marshall	See 30 January 2018 minutes
Young Carers	To receive a report on Young Carers.	Councillor Bridges	Amanda Corcoran	See 30 January 2018 minutes
Youth and Play Services	To receive a further report which focuses on qualitative data, including evidence of impact, outcomes and young people's feedback relating to the Youth and Play Fund 2018/19.	Councillor Bridges Councillor Rahman	Amanda Corcoran	July 2019 – TBC See January 2019 minutes
<b>Regular items</b>				
Early Years	To receive a quarterly update. Next update to report on the Early Years Delivery Model, focusing on the Health Visitor programme.	Councillor Bridges	Amanda Corcoran	See 2 January 2018 minutes
Looked After Children (LAC) and Corporate Parenting	To receive an annual report on the work of the Corporate Parenting Panel. To include an update on recent developments in respect of LAC and corporate parenting. To include the future role/best use of existing children's homes including best practice within other local authorities and models of practice.	Councillor Bridges	Paul Marshall / Linda Evans	See May 2018 minutes

Looked After Children (LAC) Investment Plan budget	To receive a quarterly update.	Councillor Bridges Councillor Flanagan	Paul Marshall /Simon Finch	Invite Resources and Governance Scrutiny Chair
Manchester Safeguarding Children Board (MSCB)	To receive the MSCB's Annual Report.	Councillor Bridges	Paul Marshall / Julia Stephens-Row	
Post Ofsted Improvement Plan Update	Regular reports provided by the Strategic Director for Children's Services detailing action taken as part of the Ofsted Improvement Plan. An update is currently received at each meeting. Updates will be aligned to themes within the Improvement Plan. Future content of reports will include: Corporate Parenting and LAC, Safeguarding, Fostering and Adoption, Quality of Practice (including a breakdown of the cases which have 'not met' practice standards, including case studies if appropriate) and Missing from Home. To also include an update on the progress and impact of the Getting to Good Board and its priorities. To receive a report outlining the impact of the actions in relation to the following Ofsted recommendation: "Monitor and improve the frequency and quality of management oversight and supervision in all teams. Ensure that supervision is regular, reflective and challenging, and that managers record the rationale for their decisions."	Councillor Bridges	Paul Marshall/ Linda Evans	See September 2017, 30 January 2018 and May 2018 minutes.
Proxy Indicators	To receive quarterly presentations of the proxy indicators outlined in the report considered by the Committee in June 2018 and to request that these presentations also include information on school attendance and exclusions.	Councillor Bridges Councillor Rahman	Paul Marshall/ Sean McKendrick/ Amanda Corcoran	See June 2018 minutes
Safeguarding	Regular reports provided by the Strategic Director for	Councillor	Paul Marshall /	See July 2017,



	<p>Children's Services, three a year. Future content to include:</p> <ul style="list-style-type: none"> <li>• Working together</li> <li>• Sex education in schools, safeguarding risks of access to internet porn, internet bullying</li> <li>• Feedback of action from lifestyle choices</li> <li>• Information on multi-agency work to disrupt and enforce against activities leading to Child Sexual Exploitation (CSE)</li> <li>• Safeguarding children in sport</li> </ul>	Bridges	Linda Evans	February 2018 and October 2018 minutes
School Attendance and Attainment	To receive regular reports regarding attainment and attendance. To include information on the use of flexi-schooling in Manchester and on children who are not included in the school attendance figures because they are waiting for a school place or are being home schooled.	Councillor Rahman	Amanda Corcoran	See 30 January 2018 minutes

This page is intentionally left blank