



# **Children and Young People Scrutiny Committee**

Date: Wednesday, 8 November 2023

Time: 10.00 am

Venue: Council Chamber, Level 2, Town Hall Extension

Everyone is welcome to attend this committee meeting.

There will be a private meeting for Committee Members only at 9.30 am in the Council Antechamber.

## **Access to the Public Gallery**

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## **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**

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### **Councillors –**

Reid (Chair), N Ali, Alijah, Amin, Bano, Bell, Fletcher, Gartside, Hewitson, Judge, Lovecy, Ludford, Marsh, McHale, Muse, Nunney, Sadler and Sharif Mahamed

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

Mr G Cleworth, Miss S Iltaf, Ms K McDaid, Canon Susie Mapledoram, Mrs J Miles, Ms L Smith and Mr Yacob Yonis

## 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

To approve as a correct record the minutes of the meeting held on 13 October 2023.

Pages

7 - 14

### 5. The impact of COVID-19 on children and young people's mental health and well-being

Report of the Director of CAMHS (Child and Adolescent Mental Health Services)

Pages

15 - 28

This report builds on the report to Scrutiny Committee on 20 July 2022 and provides an update on the exploration of the impact of COVID-19 on children and young people's mental health and well-being. Within this paper evidence suggested that children and young people's mental health and wellbeing has been substantially impacted during the pandemic, which has resulted in higher prevalence, demand and acuity (complexity) for CAMHS.

### 6. Manchester - Child Friendly City

Report of the Strategic Director (Children and Education Services)

Pages

29 - 44

Our Child Friendly Journey follows the success of 2022 'Our Year'. 'Our Year' started a movement and was a catalyst for a change in behaviour, to make sure children and young people are at the heart of everything we do in Manchester. We always wanted this commitment to be long-lasting and one more thing that sets Manchester apart.

Manchester is working with UNICEF UK's Child Friendly Cities and Communities programme to put children's rights into practice. The programme aims to create communities where all children, whether they are living in care, using a children's centre, playscheme, youth centre or visiting their local library, have a meaningful say, and truly benefit from, the local decisions, services and spaces that shape their lives.

Committee members will have the benefit of an animated presentation, which will provide an overview of the emerging themes throughout our Discovery phase.

- 7. LADO Annual Report 2022 - 2023** Pages  
Report of the Strategic Director (Children and Education Services) 45 - 66

The annual report provides an overview and analysis of the work of the LADO (Local Authority Designated Officer) in the management of allegations against adults who work with children in a paid or voluntary capacity in Manchester, for the period 1 April 2021 to 31 March 2022. This includes how effective the safeguarding partnership is in discharging its statutory responsibilities. The report considers the learning and development over the last twelve months and sets priorities for 2023-2024 against this.

- 8. Revenue Budget Update 2024/25** Pages  
Report of the Deputy Chief Executive and City Treasurer 67 - 74

The Council is forecasting an estimated budget shortfall of £46m in 2024/25, £86m in 2025/26, and £105m by 2026/27. After the application of approved and planned savings, and the use of c£17m smoothing reserves in each of the three years, this gap reduces to £1.6m in 2024/25, £30m in 2025/26 and £49m by 2026/27. This position assumes that the savings approved as part of the Medium-Term Financial Strategy in February 2023 of £36.2m over three years are delivered.

This report provides a high-level overview of the updated budget position. Each scrutiny committee is invited to consider the current proposed changes which are within its remit and to make recommendations to the Executive before it agrees to the final budget proposals in February 2024.

- 8a. Children and Education Services Budget 2024/25** Pages  
Report of the Strategic Director (Children and Education Services) 75 - 104

This report sets out the priorities for the services in the remit of this committee and details the initial revenue budget changes proposed

by officers. Each scrutiny committee is invited to consider the current proposed changes which are within its remit and to make recommendations to the Executive before it agrees to the final budget proposals in February 2024.

**9. Overview Report**

Report of the Governance and Scrutiny Support Unit

Pages  
105 - 116

The monthly report includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.

## Information about the Committee

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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 – Canon Susie Mapledoram
- Representative of the Diocese of Salford – Mrs Julie Miles
- Parent governor representative – Mr Yacob Yonis
- Parent governor representative – Ms Katie McDaid
- Parent governor representative – Mr Gary Cleworth
- Secondary sector teacher representative – Miss Saba Iltaf
- Primary sector teacher representative – Ms Laura Smith

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. To help facilitate this, the Council encourages anyone who wishes to speak at the meeting to contact the Committee Officer in advance of the meeting by telephone or email, who will then pass on your request to the Chair for consideration. 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.

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Smoking is not allowed in Council buildings.

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

## Further Information

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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 **Tuesday, 31 October 2023** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 2, Town Hall Extension (Library Walk Elevation), Manchester M60 2LA

## Children and Young People Scrutiny Committee

### Minutes of the meeting held on 13 October 2023

#### Present:

Councillor Reid – in the Chair  
Councillors Alijah, Bell, Fletcher, Hewitson, Lovecy, Marsh, Muse, Nunney, Sadler and Sharif Mahamed

#### Co-opted Voting Members:

Mr G Cleworth, Parent Governor Representative  
Canon S Mapledoram, Representative of the Diocese of Manchester

#### Co-opted Non-Voting Members:

Miss S Iltaf, Secondary Sector Teacher Representative

#### Also present:

Councillor Bridges, Executive Member for Early Years, Children and Young People  
Councillor T Robinson, Executive Member for Healthy Manchester and Adult Social Care  
Nicky Boothroyd, MCRactive  
Jeff Seneviratne, Chair of Manchester Outdoor Education Trust (MOET)

#### Apologies:

Councillors N Ali, Amin, Bano, Gartside, Judge, Ludford and McHale  
Ms L Smith, Primary Sector Teacher Representative

#### **CYP/23/40                      Minutes**

The Chair welcomed the new Committee Member, Councillor Marsh.

The Representative of the Diocese of Manchester informed the Committee of the issues that her Diocese was responding to in relation to Reinforced Autoclaved Aerated Concrete (RAAC) within school buildings that it was responsible for.

#### **Decision**

To approve as a correct record the minutes of the meeting held on 6 September 2023.

#### **CYP/23/41                      Urgent Business – Joint targeted area inspection (JTAI) of the multi-agency response to serious youth violence**

At the request of the Chair, the Strategic Director of Children and Education Services provided the Committee with an overview of the JTAI taking place in Manchester. The inspection started on 25 September 2023 and was due to conclude with five days fieldwork activity and feedback to senior leaders on 13 October 2023. The inspection was led by Ofsted and involved a total of 12 inspectors from the CQC (Care Quality Commission), Ofsted (schools and social care), HMPI (HM Inspectorate of Probation) and HMICFRS (HM Inspectorate of Constabulary and Fire

& Rescue Services). In addition, the Violence Reduction Unit would be within scope as a key partner. Each inspectorate was engaged directly with their usual regulatory area, for example, the CQC reviewed NHS activity, data and records.

The scope of the inspection considered three broad areas.

- Strategic Partnership responses to serious youth violence (how well did we work together, understand and respond to issues in Manchester)
- Intervention with individual and groups of children affected by serious youth violence and criminal exploitation (how did we provide timely, purposeful and impact positively into children and their family's lives)
- Intervention in places and spaces (contextual safeguarding and how we used intelligence to inform activity and disrupt)

Ofsted was due to publish the letter on 30th November 2023 in respect of their findings, to which an action plan would be required in due course.

The Chair advised that the findings would be submitted to either the Children and Young People Scrutiny Committee or the Communities and Equalities Scrutiny Committee.

## **Decision**

That the findings of the JTAI will be considered by the relevant scrutiny committee.

## **CYP/23/42 Sufficiency**

The Committee considered a report and two presentations of the Strategic Director of Children and Education Services which provided an update on the Our Children Sufficiency Strategy 2022 – 27 and outlined Children's Services' response to the Supported Accommodation Regulations (March 2023) and the requirement to register all supported accommodation with Ofsted.

Key points and themes in the Sufficiency presentation included:

- Commissioning provision;
- Implementation timeline, including the launch of Mockingbird; and
- Internal service provision.

Key points and themes in the Supported Accommodation report and presentation included:

- Background information;
- Categories of registration;
- Demographics;
- Framework for inspection;
- Our provision; and
- Challenge/risk and service response.



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

- To welcome the positive work the Council was doing with its partners;
- To welcome work to ensure that Unaccompanied Asylum-Seeking Children were in touch with local support networks;
- To welcome that young people had been involved in the decision-making in relation to this work;
- Identifying and supporting young people with Foetal Alcohol Spectrum Disorder (FASD) or a neuro-behavioural problem;
- Young people waiting for a place in supported accommodation; and
- Support for unaccompanied asylum-seeking young people with no immigration status when they reached 18.

The Strategic Director of Children and Education Services reported that FASD and other conditions could be identified through the Annual Health Assessment and he informed Members about work to increase the number of review health assessments and plans to develop a Health Profile, which could include the number of children with FASD. He also informed Members about the transition process, which included an assessment of young people's needs, and highlighted the use of dual registration accommodation, which was registered with both Ofsted and the CQC, and the focus on providing a stable home. In response to a Member's question, he advised that the aim was for children to grow up within their local community and that the Council had a performance measure for placing children within 20 miles of their home address, which the vast majority were.

In response to a Member's question about the outstanding activities on the project plan, the Assistant Director (Children in Care and Care Leavers) reported that a lot of work had been completed since the report had been published, while highlighting some of the activity which remained outstanding and the reasons for this, including some work which could not be completed until the Inspection Framework was published. She reported that young people who were waiting for a place in supported accommodation would remain in their current placement until a place became available for them. In response to a Member's question, she outlined how the Council worked with other local authorities through the Greater Manchester Care Leaver Board with the aim of ensuring that young people across Greater Manchester had the same experience, regardless of their home local authority, and that reciprocal arrangements were used to best support young people. In relation to unaccompanied asylum-seeking children, she reported that the number of young people over the age of 18 without an immigration status had significantly reduced but there were concerns about the impact of the Illegal Migration Bill on this group and work was taking place to prepare for this.

The Chair welcomed the progress made since 2014 when Manchester's Children's Services was judged to be inadequate. She expressed concern that the Council and providers were having to prepare for the new regulations on supported accommodation when the full details had not yet published, advising that this was unfair and should be raised with Ofsted. She also expressed concern that the new regulations would place additional pressure on staff and could deter some people

from providing supported accommodation, particularly people providing supported accommodation in their own home.

The Executive Member for Early Years, Children and Young People recognised the Chair's points about the risks and difficulties involved, including having to prepare for a new inspection regime without the full information, while advising that the Council was in a much stronger position to respond to these challenges than it had been previously. In response to a question from the Chair in relation to a specific case, he suggested that they discuss this further outside of the meeting. He highlighted that the Council had increased the allowance to young people by £20 to help them with the cost-of-living crisis.

The Strategic Director of Children and Education Services reported that the National Association of Directors of Children's Services had raised some of the concerns discussed at the meeting in relation to the impact of the new regulations. He reported that guidance had been issued and that this was unlikely to change significantly so the Council was planning ahead on this basis. He advised that the capacity issues would fall mainly on the providers but that the inspections were likely to focus on the provider, rather than the provision, so would not necessarily involve visiting individual homes. In response to a question from the Chair, he informed Members about work to build capacity for Regulation 44 visitors, recognising the much more detailed reports which were now required.

### **Decision**

To note the report.

### **CYP/23/43                      Ghyll Head Outdoor Education and Activity Centre Update**

The Committee considered the report of the Strategic Director (Neighbourhoods) which provided an update on the capital works undertaken on site, set out the progress made since Greenwich Leisure Limited (GLL) stepped in with the operational management of Ghyll Head and provided context for the current operating environment.

Key points and themes in the report included:

- Background information;
- Capital business case and implementation;
- Trading position and challenges; and
- Next steps.

The Committee was shown a video about the provision at Ghyll Head and the benefits for Manchester young people.

The Executive Member for Early Years, Children and Young People highlighted the investment which had been made into Ghyll Head to make it sustainable for the future.

The Executive Member for Healthy Manchester and Adult Social Care, addressed the Committee as the Council's Elected Member Representative on the Strategic Advisory Group. He spoke positively about his own experiences at Ghyll Head. He informed Members about the work that had taken place over recent years, including the development of the Outdoor Education Strategy, and he thanked those involved. He highlighted the improvements in the infrastructure and the use of the space. He reported that workforce recruitment was still a challenge but that GLL, MCRactive and Council officers were working to find innovative solutions and that this was continuing to be closely monitored. He highlighted the financial challenges that schools were facing and the importance of working to source funding to help children from deprived wards to access Ghyll Head. He praised the work of the Heads of the Centre, MCRactive, Council officers and Manchester Outdoor Education Trust (MOET) and the positive partnership with GLL.

Jeff Seneviratne, Chair of MOET, reported that, when he had last attended the Committee four years ago, the future of Ghyll Head had looked uncertain but that, while there remained challenges, the decisions made to invest in the centre had secured its future. He welcomed the decision to involve MOET in the future of Ghyll Head and he highlighted the importance of ensuring that, rather than young people having a one-off trip to Ghyll Head, this should be part of a wider outdoor education. He outlined some of the work taking place to achieve this including developing resources in and near the city, including accessible facilities, and workforce development for teachers and youth workers to help them to build on what young people learnt at Ghyll Head.

Nicky Boothroyd from MCRactive informed the Committee that a research team at Sheffield Hallam University had been engaged to help develop a strategy focusing on participation and that work was also taking place to identify facilities within the city.

Members welcomed that Ghyll Head was a fantastic asset for the city and shared positive experiences of Ghyll Head and the benefits for children and young people.

In response to a Member's comments about leisure centres and digital exclusion, the Interim Lead for Leisure, Events and Specialist Markets offered to discuss this with the Member outside of the meeting.

In response to a Member's comments, the Executive Member for Early Years, Children and Young People reported that the partnership with GLL on Ghyll Head had worked well, with priority being given to Manchester children, while attracting other users to make it sustainable, and with the Strategic Board having oversight.

A Member who was a Teacher Representative commented on the financial pressures on schools, the challenge of finding funding to take pupils to Ghyll Head and whether some of the funding provided to schools could be specifically designated for this purpose. The Chair advised that individual schools had discretion over how they spent their own money and suggested the Member speak to senior leaders at the school. The Interim Lead for Leisure, Events and Specialist Markets reported that she wanted to work with schools to get more groups to Ghyll Head. She reported that funds such as Our Year Legacy Fund and the Our Year Social Fund had been used to help some groups to visit the centre and that discussions were taking place

about other funding which could be used in future to help subsidise visits to Ghyll Head, as well as looking at ways to reduce other associated costs, such as transport to the Lake District.

The Executive Member for Early Years, Children and Young People reported that a Strategic Education Plan was being developed for the city and that the Council wanted to include a pledge in this that all Manchester children would have the opportunity to attend a residential.

A Member welcomed that energy consumption at Ghyll Head had reduced by 14%, while use of the site had increased. In response to a question about other measures to reduce energy consumption, the Interim Lead for Leisure, Events and Specialist Markets reported that further improvements to energy efficiency would be part of the next phase of the development of Ghyll Head. Nicky Boothroyd from MCRactive reported that solar panels had been considered as part of the refurbishment but, because Ghyll Head was within a national park, there were planning restrictions in place which would have made this difficult. She reported that the refurbishment had included additional insulation, LED lights and light sensors, that the centre now used gas and electricity rather than oil and that GLL used an energy monitoring system. She reported that, despite not being in Manchester, Ghyll Head was included in the Council's zero carbon target.

In response to a Member's questions about children with Special Educational Needs and Disability (SEND), Nicky Boothroyd from MCRactive reported that they worked closely with the Local Offer Board and highlighted some of the groups which used Ghyll Head. She advised that the club at Debdale was accessible, that a group of SEND children from the Youth Zone in Harpurhey also accessed the provision every month and that a new accessible boat had just been delivered.

The Chair highlighted how Ghyll Head was now very accessible. She reported that the centre was now used by families for edge of care provision, as well as by schools and was also available for commercial use. She spoke of the benefits of visiting Ghyll Head for children who had never been outside their area of Manchester.

Jeff Seneviratne, Chair of MOET encouraged all Councillors to join MOET. The Executive Member for Healthy Manchester and Adult Social Care agreed to circulate information on this.

## **Decision**

To note the report.

### **CYP/23/44 Youth, Play & Participation Service (YPPS) Commissioning Grants, Holiday Activities & Food (HAF) Programme and Youth Investment Fund (YIF)**

The Committee considered the report of the Strategic Director (Neighbourhoods) which provided an update on the outcome of the youth and play commissioning process. It also provided an update on the highlights from the HAF Programme, an

overview of the Department of Culture, Media & Sport's (DCMS) YIF Programme and an update on Manchester's YIF capital programme.

Key points and themes in the report included:

- Policy context;
- Decision-making processes for youth and play commissioning;
- Applications, funding awards and development;
- Quality assurance;
- Holiday Activities Fund (HAF); and
- Youth Investment Fund (Capital) Programme.

The Head of Libraries, Galleries, Culture and Youth, Play and Participation Services thanked officers for all their hard work in relation to these areas of work.

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

- The challenges in deciding who would be awarded funding because of the volume of applications and the limited funding available;
- Support for organisations which had not been successful in obtaining funding or had not been awarded the full amount of funding that they had asked for; and
- Issues with territory and young people not wanting to travel to different areas.

The Commissioning and Engagement Manager reported that positive meetings had taken place with organisations who had not been successful in obtaining funding and that these organisations had been offered support, including training opportunities, feedback on their application and, in some cases, smaller amounts of funding. He reported that the Council had offered help with finding alternative sources of funding and help with writing their applications, if needed. He acknowledged that there had been difficult decisions on awarding funding and that the vast majority of organisations had not received what they had asked for; however, he reported that there was a robust process in place for making the decisions, with decisions made based on the merit of the application and assessed against the agreed criteria, considering whether they were meeting the needs of local communities and in line with national and local strategies. In response to a further question, he advised Members that the additional £500,000 referred to in the report was to support groups and build their capacity, including training and development for their staff, such as youth work qualifications.

In response to a question from the Chair about coverage across different wards, the Executive Member for Early Years, Children and Young People reported that the Council always wanted to improve in terms of having more provision and a more equitable coverage across the city; however, having brought the commissioning programme back in-house, the Council now had better knowledge of current provision, was monitoring it and would ensure that organisations were delivering to the areas they had said they would. In response to a Member's question about grassroots organisations, he reported that the Council could provide help and support

to these groups and suggested that they could apply to the HAF Fund. He thanked those in the youth and play sector for their work.

The Commissioning and Engagement Manager reported that, while territory was still an issue, more young people were now willing to travel, and providers were being asked to work with young people to address this issue. He informed Members that the successful applicants had indicated that they would be working with young people across different wards and that monitoring would take place to ensure that this was happening. He informed the Committee about the quality assurance and monitoring processes, including the use of Young Ambassadors and Peer Reviewers. In response to a question from the Chair, he reported that most of the organisations which had been funded were providing both youth and play activities. In response to a question about outreach work, he confirmed that some organisations had been funded to provide outreach work, including work to address territorial issues and issues within specific areas.

The Chair emphasised the importance of monitoring that work was taking place, including at a ward level. She highlighted that some wards in north Manchester had a high number of homeless families placed in them and the need to address any gaps in provision.

### **Decision**

To note the report.

[Councillor Lovecy declared a personal interest as a trustee of Trinity House Community Resource Centre.]

[Councillor Alijah declared a personal interest as the Chair of the Hideaway Youth Project.]

### **CYP/23/45                      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.

**Manchester City Council  
Report for Information**

**Report to:** Children and Young People Scrutiny Committee - 8 November 2023

**Subject:** The impact of COVID-19 on children and young people's mental health and well-being

**Report of:** Director of CAMHS (Child and Adolescent Mental Health Services)

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**Summary**

This report builds on the report to Scrutiny Committee on 20th July 2022 and provides an update on the exploration of the impact of COVID-19 on children and young people's mental health and well-being. Within this paper evidence suggested that children and young people's mental health and wellbeing has been substantially impacted during the pandemic, which has resulted in higher prevalence, demand and acuity (complexity) for CAMHS.

**Recommendations**

The Committee is recommended to:-

- (1) To receive the information contained in the report.
  - (2) To support actions that enable services - including education settings – to collaborate effectively to meet the emotional wellbeing and mental health needs of CYP and those who are for them.
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**Wards Affected:** All

**Contact Officers:**

Name: Al Ford  
Position: Director of CAMHS, Royal Manchester Children's Hospital. Manchester University NHS Foundation Trust.  
Telephone: Neil Le Sueur (PA): 0161 701 2545  
E-mail: [al.ford@mft.nhs.uk](mailto:al.ford@mft.nhs.uk)

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

None

## 1.0 Introduction

- 1.1 This report builds on the report to Scrutiny Committee 20th July 2022, providing an update exploring the impact of COVID-19 on children and young people's mental health and wellbeing. Evidence suggests that children and young people's mental health and wellbeing has been substantially impacted during the pandemic resulting in higher prevalence and demand and acuity (complexity) for Child and Adolescent Mental Health Services (CAMHS), when compared to pre-pandemic levels. Within this, demand and acuity are showing no signs of abating/declining as we continue to live with COVID-19.

## 2.0 Background

- 2.1 Nationally and regionally there have been increasing calls to understand the mental health and wellbeing impact of COVID-19 for children and young people (CYP). Such an understanding will help to inform how CYP, and those who care for them, can be best supported after the pandemic.

## 3.0 Impact of COVID-19 on Children and Young People's Mental Health and Wellbeing

- 3.1 In the first 12-18 months of the pandemic one of the most significant public health measures implemented to manage the COVID-19 disease had been extended periods of 'lockdown', and associated school closures. A correlation can be seen between the limited opportunities for early identification, intervention and/or prevention, and an increase in the difficulties and severity of conditions. In turn activity/referral data at this at the time under the pandemic clearly demonstrates an initial suppression then significant increase in demand during this period, with this surge in demand manifesting in a higher volume of referrals (need) and acuity (complexity driven response) by CAMHS services.
- 3.2 COVID-19 exposed some of the health and wider inequalities that persist in our society that also impact CYP health, for example, children from low-income households had higher levels of emotional, attentional and behavioural difficulties compared to children from higher income households (Pearcey, S. et al 2020).
- 3.3 The national report, Mental Health of Children and Young People in England (2021)<sup>1</sup>, examined the mental health of 6- to 23-year-olds living in England in 2021 and describes their experiences of family life, education, and services during the coronavirus (COVID-19) pandemic. Amongst the report key findings:
- Rates of probable mental disorder increased between 2017 and 2021; in 6- to 16-year-olds from one in nine (11.6%) to one in six (17.4%), and in 17 to 19 year olds from one in ten (10.1%) to one in six (17.4%).

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<sup>1</sup> NHSD, Mental Health of Children and Young People in England, 2021. Wave 2 follow up to the 2017 survey. Published 30 September 2021



- Eating problems: The proportion of children and young people with possible eating problems increased between 2017 and 2021, from 6.7% to 13.0% in 11- to 16-year-olds and from 44.6% to 58.2% in 17- to 19-year-olds.
- School absence: Children with a probable mental disorder were twice as likely to have missed more than 15 days of school as those unlikely to have a mental disorder.

#### 4.0 Manchester CAMHS Waiting Time and Demand

4.1 During and following the pandemic the demand on CAMHS services has significantly increased, with high acuity (complexity) prevails. The following section highlights the impact on MFT CAMHS operating across Manchester, which evidences how busy the services are and coping under these pressures. Further information on access and waiting times is explored within the paper.

#### 4.2 Key Manchester CAMHS data findings

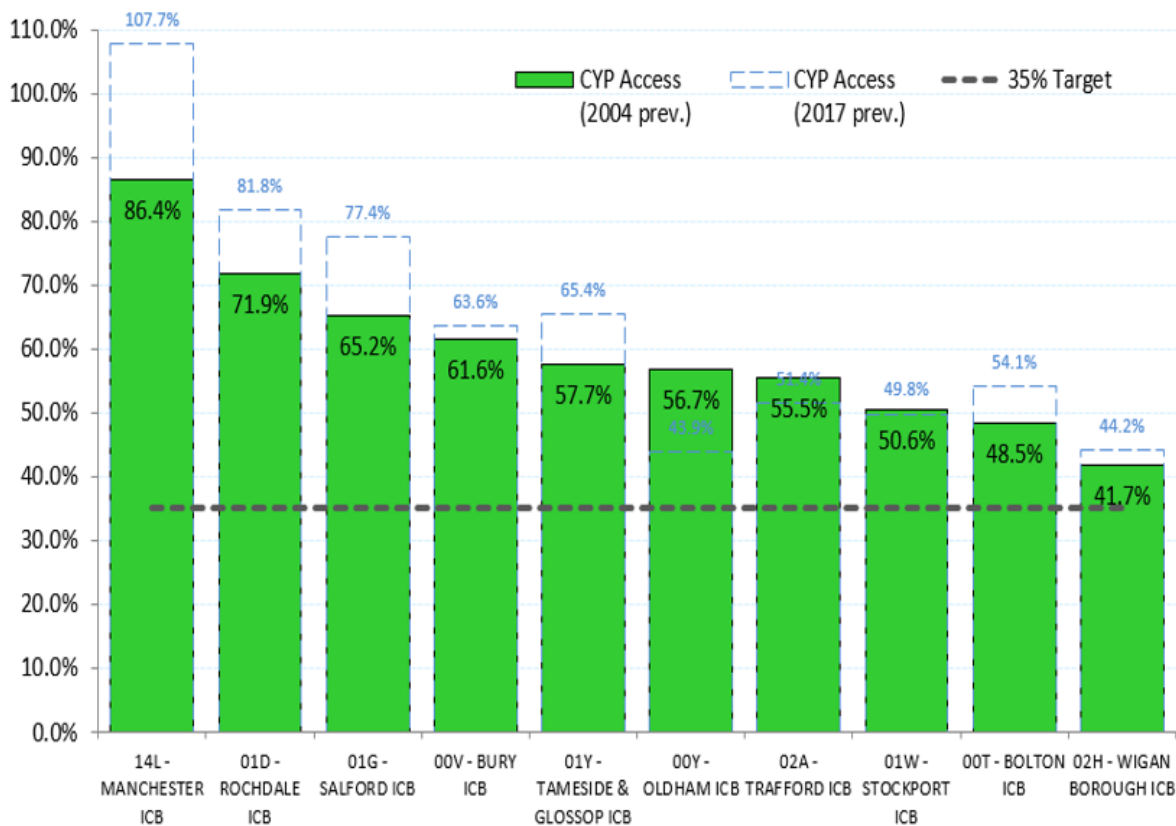
- 69% increase in referrals received in the last 12 months since pre COVID-19 (Oct 2019).
- 125% increase in CAMHS caseload (young people open in treatment) as of end of August 2023 compared to Oct 2019 pre COVID-19.
- 11% increase in Paediatric ward referrals in the last 12 months since the start of COVID-19.
- 94% Caseload growth from Paediatric wards (as of end of August compared to Oct 2019 pre COVID-19 state).
- 69% increase in A&E/Crisis referrals (in the last 12 months since the start of COVID-19).
- 175% Eating Disorder Caseload growth (as of end of August 2023 compared to Oct 2019 pre COVID-19 state).
- The increase in demand and acuity has led to increase in waiting times shown in 12 month rolling performance and further information on this point is provided later in this paper. The current Manchester performance average is:
  - 2.1 weeks against the pilot 4-week Mental Health Triage to be seen target
  - Whilst treatment commencing (denoted by two completed appointments) is 6.4 weeks against a 12-week target

*Note. "Open referrals" are under-18s who are being cared for by CAMHS or are waiting to see a specialist, having been assessed as needing help against treatment criteria.*

#### 4.3 Access

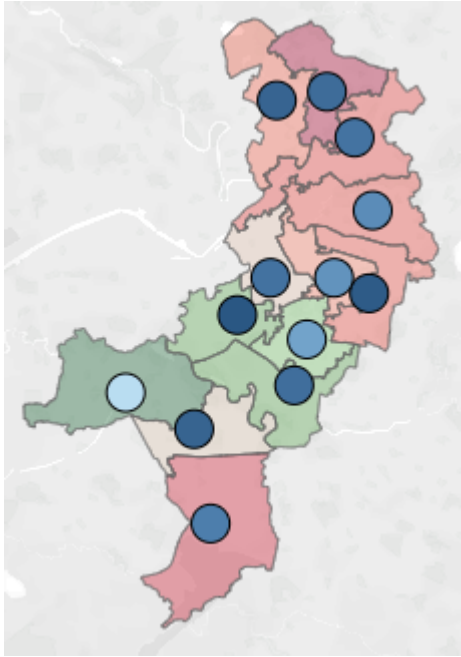
4.3.1 Manchester CAMHS continues to hold the best access rate (*measured as the number of CYP (0-18) receiving at least one contact in a financial year against the national ambition to ensure an additional 345,000 CYP access NHS funded support by 2023/24.*) across the region and in the top quartile nationally with a 12-month rolling access of 86.4%, against the national target

of 36%. This is driving the Greater Manchester ICB to have achieved an access rate of 62.3% for the 12 months to the end of March 2023.



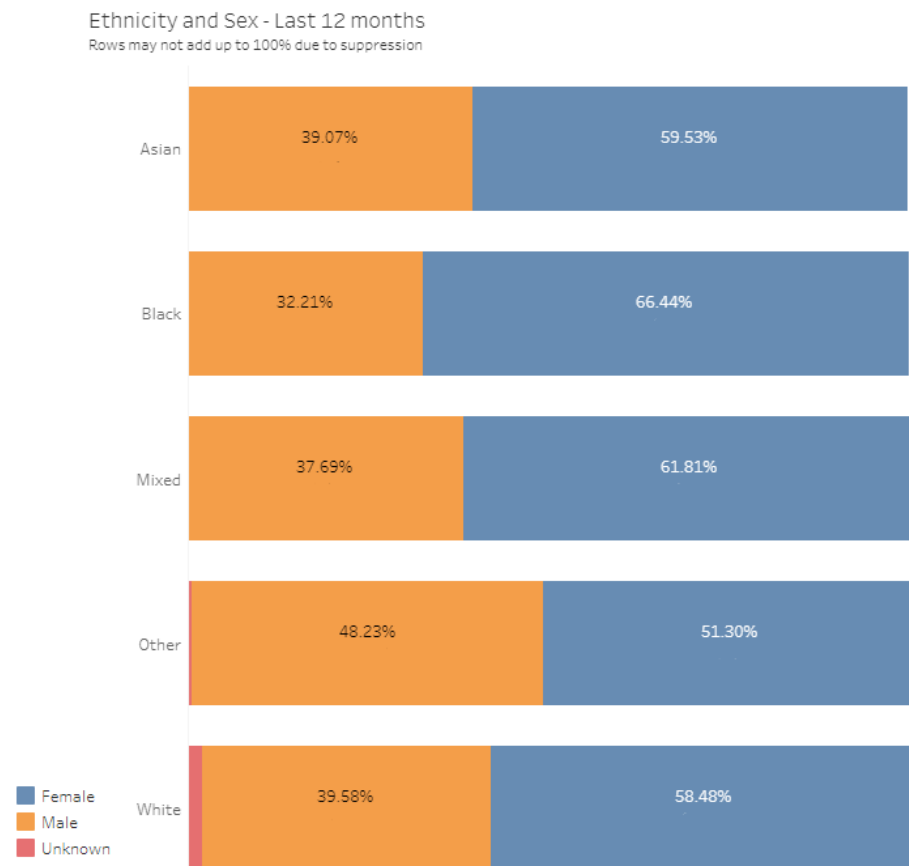
Source NHS Digital (MHSDS): Data shows CYP receiving treatment at March 2023 (defined by 2 or more contacts)

4.4 MFT CAMHS is committed to tackling social inequalities that prevail in society. The map of Manchester below shows deprivation v access to CAMHS, overlaid with improvement in access since April 2018. Darker blue demonstrates more improvement, redder areas of the map demonstrate areas of more deprivation. Within these improvements relating to access across all Manchester and correlation relating deprivation can be seen.



#### 4.5 Ethnicity and Sex

4.5.1 The chart below shows the ethnicity and gender split of CYP in treatment within Manchester CAMHS over the last 12 months (from August 2023). A gender basis is noted with more females in treatment in these periods whilst also reflecting the ethnic diversity of the city region.



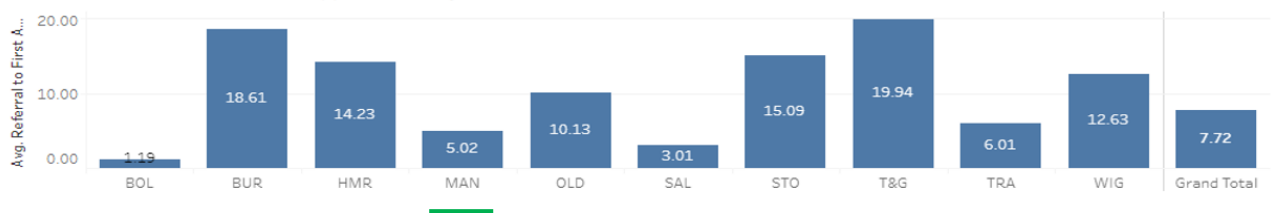
## 4.6 **Waiting times**

4.6.1 Waiting times across Grater Manchester localities the GMICB Tableau Report are shown extract below; performance for referral to first contact from April 2023 to August 2023. The Manchester performance is at 5.02 weeks against the pilot 4-week Mental Health Triage target (GM average 7.72 weeks), whilst treatment commencing (denoted by two completed appointments) is an average 7.96 weeks, against a 12 week target. A waiting time for third appointment (indicating on going care and treatment) is captured with Manchester is shown at 3.64 wks.

4.6.2 Manchester CAMHS holds one of the timeliest waiting time positions (only second to Salford) for all 3 completed appointments across the GM ICB, with an average 11.6 weeks against a GM average of 17.59 weeks. However, there are bottlenecks and substantial waits for diagnose for CYP with Autism and ADHD.

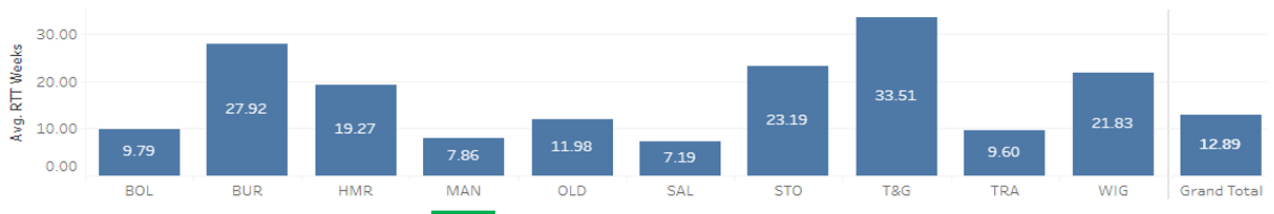
### *April to August 2023 GM average waiting time to First Appointment*

Waited Weeks Referral to First Appointment by CCG



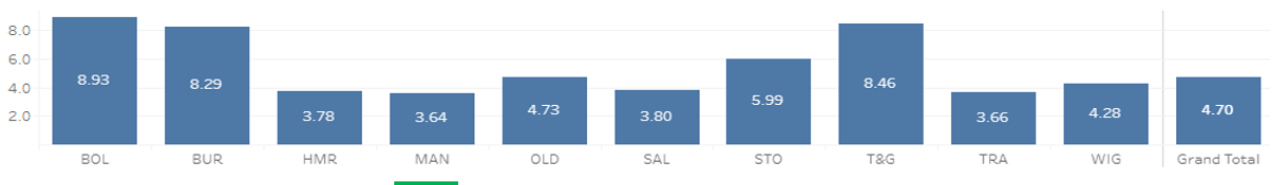
### *April to August 2023 GM average waiting time to Second Appointment*

RTT Weeks (2nd Direct Appointment) by CCG



### *April to August 2023 GM average waiting time to Second to Third Appointment*

Waited Weeks Second to Third Appointment Wait by CCG



## 4.7 **Autism**

4.7.1. As of September 2023, there are 1,700 CYP on the diagnosis waiting lists with a potential waiting time is 2 years. This reflects a national picture, which is seeing referrals to all neurodevelopmental pathways increasing from between 400-700% across UK.

- 4.7.2 All GM ICB Localities have reviewed their waiting lists and this risk has been escalated formally to GM ICB and shared with the Greater Manchester Commissioning Lead for Mental Health and Learning Disabilities.
- 4.7.3 Compared to other Autism service providers across GM ICB, Manchester CAMHS holds a fully staffed assessment pathway that is providing NICE concordant service delivery. To ensure clear and consistent message to CYP and those who care for them, CAMHS is developing and will publish monthly updates on waiting lists numbers and the estimated waiting time to 1st contact. This will give a consistent message on anticipated waiting times across all partners and is anticipated to commence in Q4.
- 4.8 ***Eating disorder higher demand and acuity***
- 4.8.1 The CAMHS Community Eating Disorder Services (CEDs) continues to receive an increase in referrals. 312 referrals were received in 2022/23, an increase from 217 on 2021/22. At the time of this report, the demand is successfully achieved against the referral to treatment (RTT) clock, and the breach target >95% see in time. Over 97% of all CYP are seen within 4 weeks of the routine pathway (national performance is 82.5% and GM ICB performance 94.7%) within the 12 month rolling target to March 2023.

#### GM EATING DISORDERS A SNAPSHOT

Source NHS Digital: Data shows CYP ED waiting Times for Routine at March 2023

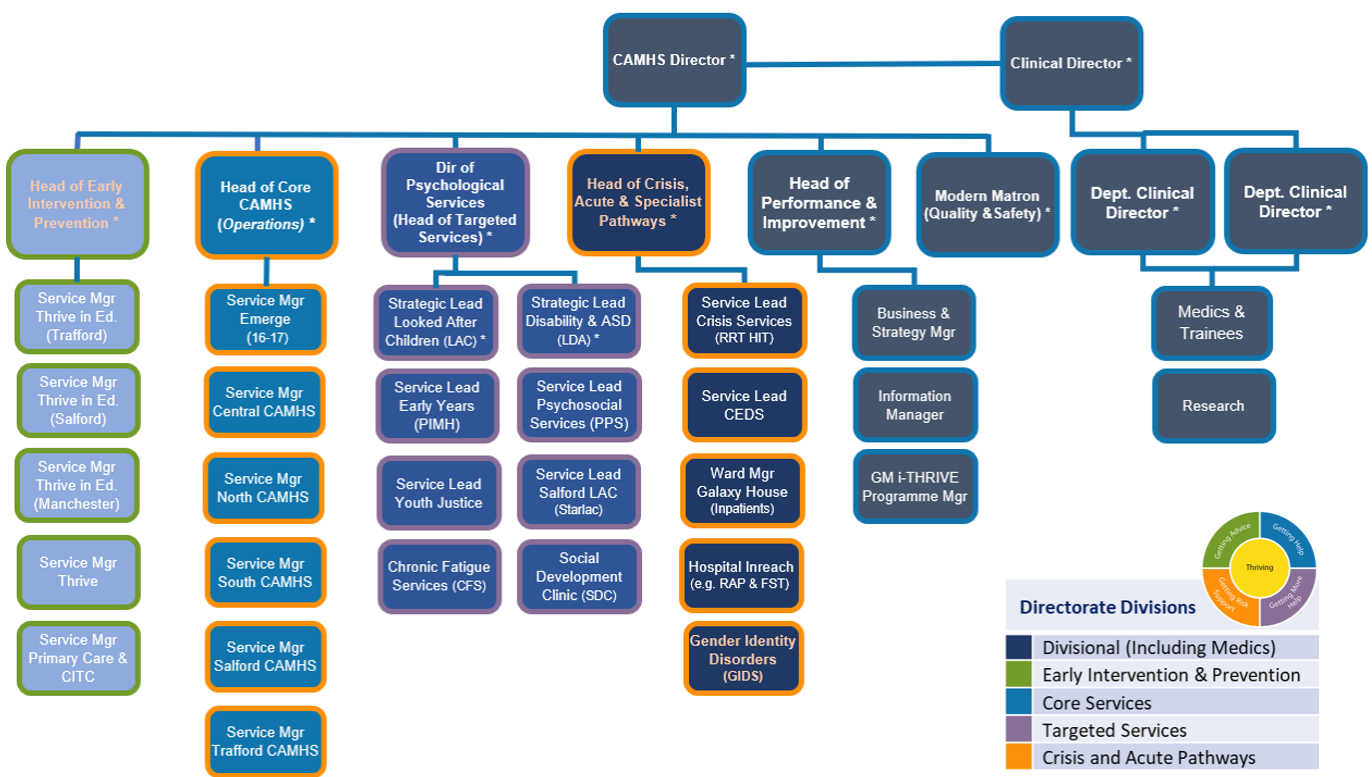
	Jun-22	Dec-22	Mar-23
ENGLAND	69.1%	80.7%	82.5%
GMIC	93.6%	93.8%	94.7%
NHS BOLTON	100.0%	75.0%	89.5%
NHS BURY	92.3%	89.0%	91.4%
NHS HMR	92.9%	95.0%	96.3%
NHS MANCHESTER	100.0%	98.9%	97.7%
NHS OLDHAM	93.8%	96.2%	92.0%
NHS SALFORD	100.0%	100.0%	100.0%
NHS STOCKPORT	92.6%	93.7%	94.5%
NHS TAMESIDE	92.3%	90.3%	84.6%
NHS TRAFFORD	98.7%	97.9%	98.5%
NHS WIGAN BOROUGH	77.8%	82.4%	89.4%

## 5.0 CAMHS Response and transformation

- 5.1 The MFT CAMHS Directorate has undergone substantial transformational change over the last 2 years. At the heart of this redesign has been the implementation of Thrive, new care model for CAMHS, and digital transformation with the implementation of an Electronic Patient Record (EPR) system – Paris. The Paris EPR is shared instance with Greater Manchester Mental Health Trust (GMMH), which enables improved clinical coordination and care across our shared footprint.

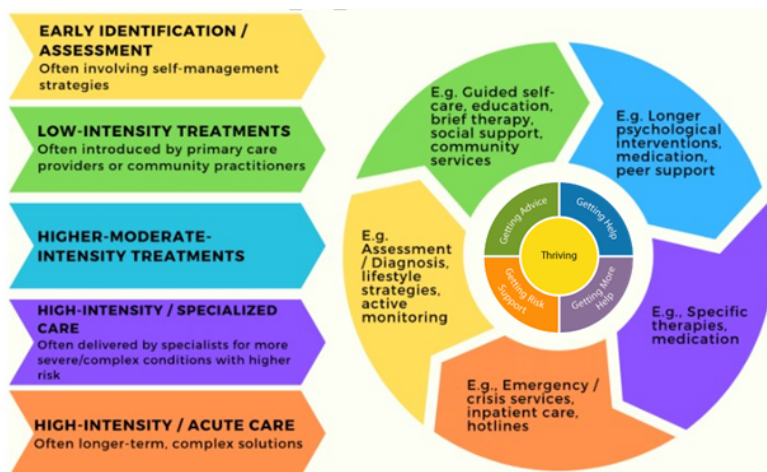
5.2 The MFT CAMHS has also fundamentally changed; moving away from a traditional concept of CAMHS that centred on entry via specialist assessment, to providing care and treatment that spans the full continuum of need / care. This change has enabled CAMHS to develop integrated pathways across the directorate operating with streams that mirror the continuum of need.

- **Early intervention and prevention** (e.g., Mental Health Support Teams in schools).
- **Core CAMHS** (community statutory offer providing assessment and treatment)
- **Targeted services** (providing 'getting more help for vulnerable and/or specialised populations (e.g., under 5 yrs. of age).
- **Crisis, Acute and Specialised Pathways** (including inpatient care).



\* Directorate SLT

5.3 Underpinning the directorate organisational and leadership change and evolving integrated care pathways is the mental health stepped care approach.



Stepped care is an evidence based, stage approach to the delivery of mental health services, comprising a hierarchy of interventions - from the least to the most intensive match to the individual's needs.

It's about ensuring that people can access the most appropriate care for their needs. It is a step up AND

step down way of care as CYP move along their emotional wellbeing and mental health journey.

#### 5.4 *Improving Access and Developing Integrated Care Pathways*

- 5.4.1 During the pandemic CAMHS mobilised a new service offer, M-Thrive. The strategic vision of M-THRIVE is to establish **Manchester THRIVE Hubs** as a point of entry and knowledge, to Manchester's Emotional Wellbeing and Mental Health offer. This involves having 3 Manchester THRIVE Hub Teams based across the City in Central, North and South locality.
- 5.4.2 The Hubs are active 7 days a week (weekend via digital front door), complementing and enhancing the current family and youth support services across all the agencies and communities in Manchester. The ongoing aim of the service is to create an ease of access, awareness of the local offer and choice whilst being based within neighbourhood Youth and Community Centres. The M-Thrive team work alongside community place-based services not traditionally acknowledged for their role in the improvement of good mental health and wellbeing, to increase choice and options for families and young people to thrive in Manchester.
- 5.4.3 Although the M-thrive model is not a clinical intervention service it is an enabling support service, to get to the right intervention services, at the right time and right place, building CYP self-esteem and resilience along the way. The Hubs pick up any family or CYP who do not meet CAMHS criteria at the front door to ensure they are not left behind. The offer involves a conversation as to which services would best suit their needs and a supported journey to reach where they need to be.
- 5.4.4 As of August 2023, M-Thrive hubs have supported over 2,744 CYP and those who care for them. Within this:
- 14% accepted into CAMHS.
  - 56% of CYP were signposted through helping hand or navigated to.

- 30% CYP was discharged from M-Thrive following either Navigation sessions or brief interventions (one to ones).

5.4.5 The majority of CYP who access M-Thrive are directed to the service by CAMHS, Early Help and schools. The main presenting issues with CYP are low mood or anxiety-based school avoidance.

5.4.6 M-Thrive hubs have also been working alongside Mental Health Support Teams in schools to establish a collaborative integrated offer within schools and colleges to support CYP both during the pandemic and beyond.

## 5.5 ***Mental Health in Education***

5.5.1 Taking a coordinated and evidence-informed approach to mental health and wellbeing in schools and colleges leads to improved pupil and student emotional health and wellbeing which can help readiness to learn. Recognition has been placed nationally on the need to prioritise mental health in children and young people, and this recognition places schools and colleges at the vital forefront in identifying need at an early stage, referring young people to specialist support, and working jointly with other agencies to support those who experience problems.

5.5.2 Manchester Thrive in Education (Mental Health Support Teams in schools) is led by MFT CAMHS and delivered in a blended offer with VCSE partner. The service sits at the “getting help” level of the THRIVE system aimed to increase access to psychological therapies on site in education settings for CYP experiencing mild to moderate mental health difficulties. This provides a prevention intervention for CYP, and those who care for them, designed to improve mental health, and increase awareness, preventing the development of significant difficulties.

5.5.3 The service is currently provides a service to 35% of schools and colleges across Manchester offering evidence-based therapy, mental health consultation to key education staff and development of a whole school/college approach to mental health.


5.5.4 There were 280 referrals made to the service for individual interventions in the school year 22/23, the most common referral reason being anxiety followed by low mood. The team works in an integrated care model with CAMHS services which allows for a step-up, step down process to guide young people to the appropriate level of care needed to meet their needs. In the school year 2022/23, each secondary school will be offered a MHST practitioner in line with the continued expansion of the MHSTs nationally.

5.5.5 There has been an increase in reported anxiety-based school avoidance (ABSA) which is thought in part to be a consequence of the pandemic, lock downs, school closures and the increase in deprivation in certain areas. The Thrive in Education service works closely with the Manchester City Council Education Department Safeguarding Quality Assurance team, SEND team



and Healthy School Service to develop the ABSA guidance and support the use of this across education settings.

- 5.5.6 Thrive have delivered bespoke staff training to education settings based on themes raised via consultation which have included self-harm, suicide prevention, anxiety and exam stress.
- 5.5.7 Thrive in Education are involved in the national Autism in Schools transformation project and have 8 secondary schools supported. The aim of the project is to reduce inappropriate educational exclusions and hospital admissions for children and young people with learning disabilities, autism spectrum conditions and/or challenging behaviour.
- 5.5.8 Thrive in Education have, and continue to, collaborate closely with partners to improve the school nurse offer into schools including an evidence based 4 sessions model offer, this has included staff training to school nurses.
- 5.5.9 To support an improve stepped care Thrive in Education have implemented a crisis pathway from education settings into specialist CAMHS to improve education settings approach to crisis management and risks of harm to self and to divert children and young people away from A&E into the appropriate level of support found in community services. The team have also worked in partnership with CEDS to develop and pilot a body image project in education settings to provide prevention intervention for eating difficulties and an exam stress project with One Education (Education Psychology).
- 5.5.10 CAMHS operates a targeted team for children and young people cared for by Manchester City Council. The **CAMHS LAC service** has had to respond to an increase in referrals and complexity by prioritising those presenting with the highest level of need. The impact of early trauma combined with the effects of the pandemic on CYP and those caring for them, has led to a notable increase in risk presentations and placement disruption leading, at times, to prolonged admission to hospital paediatric wards both in and outside of Manchester.
- 5.5.11 The CAMHS LAC team continue to offer consultation and training to social workers and foster carers. There is now a regular virtual 6-week group for foster carers which was piloted during the pandemic and continues to be offered virtually due to the geographical spread of carers. This also enables it to be run more frequently and target more carers than groups offered previously.
- 5.5.12 The **Adoption Psychology Service** offers a service with Adoption Counts for Manchester children being placed for adoption. The multi-agency model of working has been nationally recognised as one of good practice and the team are to work closely to support the implementation of similar models in other authorities in collaboration with the Department for Education. The impact of the pandemic on CYP/ foster carers and prospective adopters is recognised in the consultations offered and targeted clinics set up within the service to respond to this.
- 5.6 **Social Communication Pathway (SCP) for Autism**

- 5.6.1 At the current time there is an unprecedented demand for Autism assessment. The number of referrals accepted is far higher than the capacity for the social Communication Pathway (SCP). The wait diagnosis are similar across the Greater Manchester ICS region and national picture.
- 5.6.2 Manchester CAMHS are offering a 'Welcome to Social Communication Pathway Workshop'. All families accepted onto to the pathway are offered a virtual 3 hour workshop signposting families to services they might need and discussing neurodiversity. Pathway is assessment only so it is important that families understand where they can access support whilst waiting.
- 5.6.3 As part of the drive for a digital enabled CAMHS directorate a Padlet to showcase where families can get information and support if their child is neurodivergent and they are awaiting an assessment. Padlet code is on all SCP correspondence (*Scan above code with your phone to view*).
- 
- 5.6.4 To manage expectation and understanding transparency with parents its vital that regular updates are provided to parent carer forum, regarding waiting times and SCP offer with updated waiting times to be advertised on the CAMHS digital front door.
- 5.6.5 Moving forward the Manchester Parent Carer Forum and SCP will be co-located from April 2024 with the clinical service year improving communication and support further to parents.
- 5.6.6 Early Years Project in South Manchester is trialling new detection tool and intervention first model, assessment provided alongside intervention. Showing positive results for families of children under 5, waiting times have reduced by 50%. This project is funded by NHS England until March 2024.
- 5.6.7 Whilst there is an obvious imperative to provide support to children, young people and those who care for them, the pandemic and the continued surge in demand and acuity has created numerous challenges for those working in CAMHS. It is recognised that continuing to provide care and treatment under this continued pressure has had a noticeable impact on the workforce, both in terms of working practice but also in terms of their wellbeing.
- 5.6.8 This unprecedented increase in demand and acuity has had an impact on staff – and across the NHS. CAMHS staff wellbeing is a major factor in the planning and delivery of services. Although sickness absence is at its lowest since pre-pandemic period (3.49% in August 2023 and 3.88% in July 2023), 27.77% record anxiety, stress/depression as the most common reasons for sickness. This overall reduction correlates to a decline in COVID-19 absences. but is not anticipated to be sustained for future months with the R rate increasing in the general population (at time of writing this report, England has seen an increase from 0% to +4%).

5.6.9 Within this CAMHS has moved to mobilise a staff wellbeing offer to acknowledge, validate, normalise and respond to the emotional needs of all staff. Deploying psychological responses and ensuring structured forums where all staff, clinical and non-clinical, come together regularly to discuss the emotional and social aspects of working in an unprecedented period of change. There are also opportunities to participate in self-care activities and other wellbeing support-based interventions.

## **6.0 Recommendations**

- (1) To receive the information contained in the report.
- (2) To support actions that enable services - including education settings – to collaborate effectively to meet the emotional wellbeing and mental health needs of CYP and those who are for them.

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## Manchester City Council Report for Information

**Report to:** Children and Young People Scrutiny Committee – 8 November 2023

**Subject:** Manchester - Child Friendly City

**Report of:** Strategic Director – Children and Education

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### Summary

Our Child Friendly Journey follows the success of 2022 ‘Our Year’. ‘Our Year’ started a movement and was a catalyst for a change in behaviour, to make sure children and young people are at the heart of everything we do in Manchester. We always wanted this commitment to be long-lasting and one more thing that sets Manchester apart.

Manchester is working with [UNICEF UK's Child Friendly Cities and Communities programme](#) to put children's rights into practice. The programme aims to create communities where all children, whether they are living in care, using a children's centre, playscheme, youth centre or visiting their local library, have a meaningful say, and truly benefit from, the local decisions, services and spaces that shape their lives.

Committee members will have the benefit of an animated presentation, which will provide an overview of the emerging themes throughout our Discovery phase.

### Recommendations

The Committee is recommended to:-

1. Promote initiatives/programmes within areas of responsibility that create activities, opportunities and celebrate the success of Manchester’s children and young people.
  2. Endorse and support Manchester’s journey in becoming a globally recognised child friendly city.
  3. Committee Members are asked to consider and comment on the content of the report.
- 

**Wards Affected:** All

<p><b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city</p>
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<p>No assessment has been undertaken at this stage.</p>
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**Equality, Diversity and Inclusion** - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

Through the adoption of a Child's Rights Based approach, we will ensure adherence to all 7 principles, including the 'Non Discrimination' Principle. Every child and young person will be treated fairly and protected from discrimination, whatever their age, gender, ethnicity, religion, language, family background or any other status. Having access to equal opportunities and best possible outcomes doesn't mean being treated identically; some children and young people will need more support than others to overcome barriers and difficulties.

Work is also underway to introduce Child's Right Impact Assessments to ensure that the best interests children and young people are the primary consideration in all actions concerning children.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Through ongoing engagement with the business sector, growing and increasing access to good quality work experience placements and introducing young people to the world of work. Enhancing skill development which will help young people prepare for adulthood.
A highly skilled city: world class and home grown talent sustaining the city's economic success	<p>Young people will have opportunities to succeed in education, employment and training to raise aspirations, achieve and gain economic independence.</p> <p>Young people have access to opportunities to develop their skills for life i.e. communication, problem solving, self-belief, self-management and team work</p>
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Young people have opportunities which enable them to think progressively and build resilience underpinned by the principles of equality and acceptance. Young people have access to education and recreational provision which encourages a sense of belonging, develops their identity and ensure their voices are heard (Article 12 of the United Nations Convention of the Rights of the Child)

<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p><b>Article 2</b> All children under 18 will enjoy all the rights set out in the UNCRC without discrimination, and efforts to tackle the climate crisis should remedy its disproportionate impact on marginalised groups</p> <p><b>Article 3</b> The best interests of the child will be a top priority in any decision made or action taken to address the climate crisis.</p> <p><b>Article 6</b> Every child will enjoy the same opportunities to be healthy and grow in environmental conditions that don't impact negatively on their development.</p> <p><b>Article 12</b> Every child will have the right to be heard and their views will be taken seriously, including on discussions around climate and the environment.</p> <p><b>Article 31</b> Every child has the right to rest and play in a clean environment.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The city will be at the centre of first-class networks – locally, regionally, nationally and internationally. With our young people we will create a framework for action as a 'digital city' and use digital technology to transform how we live in the city, eg. looking at how it could reduce energy bills and carbon emissions.</p>

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

**Contact Officers:**

Name: Paul Marshall  
 Position: Director of Children's Services  
 Telephone:  
 E-mail: paul.marshall@manchester.gov.uk

Name: Ruth Denton  
 Position: Child Friendly City Lead  
 Telephone:07908211601  
 E-mail: ruth.denton@manchester.gov.uk



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

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- United Nations Convention on the rights of the Child (UNCRC) (Appendix 1)
- Young People and Children Scrutiny Committee – Our Year update 20<sup>th</sup> July 2022
- Young People and Children Scrutiny Committee – Our Year update and transition to CFC programme 12<sup>th</sup> January 2023

## 1.0 Introduction

- 1.1 The legacy from Our Year 2022 included the ambition for Manchester to become internationally recognised as a 'Child Friendly City'. A place where the local authority and our partners have committed to advance children's rights and have worked with UNICEF UK to put them into practice.
- 1.2 Young people's voices will drive everything we do, young people's futures are our priority and Manchester will be a place where young people can access everything our vibrant city has to offer regardless of their background.
- 1.3 It is imperative that we continue to build on the economic and global success of the city and that all children and young people regardless of their background, culture, ability or anything else, feel welcome in Manchester.
- 1.4 Equality and Diversity will be a cross cutting theme and the non-discrimination principle of a Childs rights based approach will be applied at all times (Appendix 2)

## 2.0 Background

- 2.1 The [UN Convention on the Rights of the Child \(UNCRC\)](#) is the most complete statement of children's rights ever produced and is the most widely agreed international human rights treaty in history.
- 2.2 The UNCRC has 54 articles, **which can be found at appendix 1**, that cover all aspects of a child's life and set out the civil, political, economic, social and cultural rights that all children everywhere are entitled to. It also explains how governments must work together to make sure all children can enjoy all their rights.
- 2.3 All children have the same rights as adults under human rights treaties, but only the UNCRC formulates these rights within the framework of children's lives and experiences.
- 2.4 In line with Article 12 of the UNCRC Manchester will be a place that has demonstrated how more children feel safe, heard, cared for and are able to flourish as a result.

## 3.0 Main issues

### 3.1 Discovery Phase

Over the last 6 months Manchester has been actively engaged in our 'discovery' phase, where we have listened to young people and considered existing data. This has been through discovery moments at events, workshops across schools and settings, and use of digital methods. We took an innovative approach in Manchester and held a road show style approach to our discovery consultation, which resulted in high numbers of engagement.

- 3.2 The purpose of the discovery phase was to hear from children and young people about what a child friendly city means to them, what they understand about children's rights, and what their priorities are for the duration of the programme. The findings of the discovery period will determine which 'badges' or themes we will select to work towards on our journey.
- 3.3 The views of 11,858 young people have been considered through surveys, workshops, 'discovery moments' and looking at existing data collected over the past 12 months. Nearly 1 in 10 young people have inputted to the discovery period, this is based on under 18's census data 2021.
- 3.4 We ensured that we heard from groups who are often seldom heard and as a result designed discovery moments and workshops to specifically hear from young people with SEND, Young Carers, Youth Justice and care experienced children and young people.
- 3.5 Throughout the Discovery phase, work has been done to ensure that the programme is communicated across the city. The child friendly website is now live [www.childfriendlymanchester.co.uk](http://www.childfriendlymanchester.co.uk)
- 3.6 The Child friendly branding was co-designed with young people, and throughout the programme there will further opportunities for children and young people to take ownership of the 'look and feel' of campaigns, web content and materials.

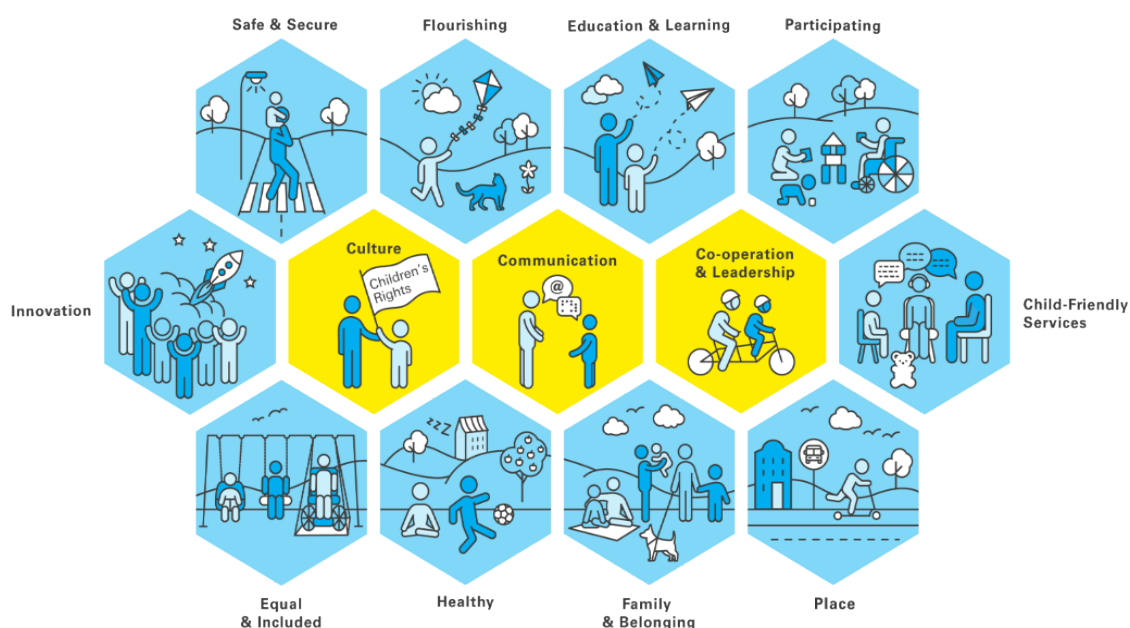
#### **4.0 Governance**

- 4.1 Multi-agency governance has been established to oversee the implementation of children's rights across the city/community's decision-making and strategy. An ambassador partnership has been established, with representatives from across the local authority, public and private sector partners.
- 4.2 The Executive Member for Early Years, Children and Young People convenes and chairs both the Child Friendly steering group and CFC partnership, made up of representatives from across directorates and partners respectively.
- 4.3 There is a cross-cutting commitment to the programme, the partnership includes representation from all MCC directorates, voluntary, private and public sector organisations. Each respective organisation / representative will drive a child's right based approach across their respective areas.
- 4.4 Specific examples of progress include
- Neighbourhood teams using the United Nations Convention on the Rights of the child to address issues around fly-tipping and littering, by reinforcing that children and young people have the right to play in clean and safe environments.
  - Local businesses contributing to our ambition, through expansion of work experience, career taster days and tailored workshops to develop certain skills.

- New policies and strategies that have been developed this year have focussed on articles of the UNCRC and strengthening opportunities for young people to be involved in decision making
- 4.5 Champions have been identified and are key to raising the profile of our CFC journey towards recognition as a UNICEF UK Child Friendly City or Community. Initially, this has been to help launch the programme, develop awareness and galvanise interest at the local level. Later, our CFC Champions will play an instrumental role during the discovery, development phases, and throughout delivery of the local CFC action plan.
- 4.6 It is recognised and central to the planning, design and delivery for young people to be at the heart of decision making and as a result maximising the opportunities available by using the democratic processes of Manchester City Council.
- 4.7 This will be achieved by focussing on equity and allowing all children and young people the opportunity to participate and influence. This will allow young people (especially those that are seldom heard) to gain a sense of belonging and ownership in relation to key decisions which affect them and their communities.
- 4.8 Our local Child Friendly youth governance structure will shape and influence the priorities and actions taken at the local level throughout our journey and beyond, as well as hold adult practitioners to account for the promises they make to children and young people.
- 4.9 The youth, play and participation team are leading on proposals to governance and the establishment of area youth forums which will strengthen the existing structures in place. It is envisaged the Area Youth Forums will be operational early in 2024 as we look to progress to our development phase of the programme. Consideration is also to be given to creation of a young person's participation network to steer the CFC programme.

## 5.0 Development stage

### 5.1 Badge selection



5.2 As a community we will select 3 thematic badges (blue badges) there are also 3 mandatory badges we will work towards (yellow badges)

5.3 **Communication** - Across the city information about children's rights is shared with children, young people and adults in different ways. People know when important decisions affecting children, young people and families are being made.

5.4 **Co-operation and leadership** - Across the city people will work together to make the city better for children and young people. Decisions will be made involving children and young people.

5.5 **Culture** - Across the city people will value and respect children and young people and people know about and respect children's rights. A baseline training needs assessment has been conducted (child rights knowledge, attitudes, practice, culture attitudes, behaviour) and understanding of training needs of different groups of staff is understood.

5.6 The animated film presented to committee members summarises our discovery work and the top 5 key themes that emerged from discovery ie **Safe and Secure, Healthy, Place, Family and Belonging and Equal and Included**

5.7 On the 7<sup>th</sup> November, our final discovery day is planned to consolidate the findings of the discovery phase, to help identify which should be our 3 badges for our Child Friendly Journey. Children and young people and decision makers will come together as equal partners to share their views and opinions on the emerging themes and to sense check that the findings are consistent.

- 5.8 Following the identification and selection of our 'badges', an Action Plan will be developed to chart and progress how Manchester will achieve them. The infrastructure to achieve this has been established and once finalised will provide a system to deliver our intended outcomes, track and report progress against the goals set out under each theme/ badge.
- 5.9 Further work will be done to ensure we have the correct representation of ambassadors who will be able to help drive forward progress in our respective badges and priorities.

## **6.0 Delivery stage**

- 6.1 The council will work with our partners and the local community, children and young people to carry out the Action Plan.
- 6.2 This will require a strategic cross-directorate and partnership approach as the programme aims to create a city where all children – whether they are living in care, accessing a leisure facility, visiting their local library, accessing health services – have a meaningful say in, and truly benefit from, the local decisions, services and spaces that shape their lives
- 6.3 In order to gain accreditation an independent panel of child rights experts assesses the progress made and decides whether to recognise Manchester as 'UNICEF Child Friendly'. This process usually takes between 2-4 years.
- 6.4 In summary Manchester will be a place for children and young people where:
- Their voices are heard and listened to (Article 12)
  - Their thoughts and opinions influence decisions that affect them (Article 13)
  - Children have a meaningful say about how to make services better at the design, commissioning and delivery stage, and decisions are made with young people
  - Children's rights are celebrated
  - Every child will have the right to relax, play and take part in a wide range of cultural and artistic activities. Article 31 (leisure, play and culture)

## **7.0 Recommendations**

- 7.1 Promote initiatives/programmes within areas of responsibility that create activities, opportunities and celebrate the success of Manchester's children and young people.
- 7.2 Endorse and support Manchester's journey in becoming a globally recognised child friendly city.
- 7.3 Committee Members are asked to consider and comment on the content of the report.

## **Appendices**

Appendix 1 Summary of the United Nations Convention on the Rights of the Child

Appendix 2 Child's rights based approach and principles

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# A SUMMARY OF THE UN CONVENTION ON THE RIGHTS OF THE CHILD



UNITED KINGDOM

## ARTICLE 1 (definition of the child)

Everyone under the age of 18 has all the rights in the Convention.

## ARTICLE 2 (non-discrimination)

The Convention applies to every child without discrimination, whatever their ethnicity, sex, religion, language, abilities or any other status, whatever they think or say, whatever their family background.

## ARTICLE 3 (best interests of the child)

The best interests of the child must be a top priority in all decisions and actions that affect children.

## ARTICLE 4 (implementation of the Convention)

Governments must do all they can to make sure every child can enjoy their rights by creating systems and passing laws that promote and protect children's rights.

## ARTICLE 5 (parental guidance and a child's evolving capacities)

Governments must respect the rights and responsibilities of parents and carers to provide guidance and direction to their child as they grow up, so that they fully enjoy their rights. This must be done in a way that recognises the child's increasing capacity to make their own choices.

## ARTICLE 6 (life, survival and development)

Every child has the right to life. Governments must do all they can to ensure that children survive and develop to their full potential.

## ARTICLE 7 (birth registration, name, nationality, care)

Every child has the right to be registered at birth, to have a name and nationality, and, as far as possible, to know and be cared for by their parents.

## ARTICLE 8 (protection and preservation of identity)

Every child has the right to an identity. Governments must respect and protect that right, and prevent the child's name, nationality or family relationships from being changed unlawfully.

## ARTICLE 9 (separation from parents)

Children must not be separated from their parents against their will unless it is in their best interests (for example, if a parent is hurting or neglecting a child). Children whose parents have separated have the right to stay in contact with both parents, unless this could cause them harm.

## ARTICLE 10 (family reunification)

Governments must respond quickly and sympathetically if a child or their parents apply to live together in the same country. If a child's parents live apart in different countries, the child has the right to visit and keep in contact with both of them.

## ARTICLE 11 (abduction and non-return of children)

Governments must do everything they can to stop children being taken out of their own country illegally by their parents or other relatives, or being prevented from returning home.

## ARTICLE 12 (respect for the views of the child)

Every child has the right to express their views, feelings and wishes in all matters affecting them, and to have their views considered and taken seriously. This right applies at all times, for example during immigration proceedings, housing decisions or the child's day-to-day home life.

## ARTICLE 13 (freedom of expression)

Every child must be free to express their thoughts and opinions and to access all kinds of information, as long as it is within the law.

## ARTICLE 14 (freedom of thought, belief and religion)

Every child has the right to think and believe what they choose and also to practise their religion, as long as they are not stopping other people from enjoying their rights. Governments must respect the rights and responsibilities of parents to guide their child as they grow up.

## ARTICLE 15 (freedom of association)

Every child has the right to meet with other children and to join groups and organisations, as long as this does not stop other people from enjoying their rights.

## ARTICLE 16 (right to privacy)

Every child has the right to privacy. The law should protect the child's private, family and home life, including protecting children from unlawful attacks that harm their reputation.

## ARTICLE 17 (access to information from the media)

Every child has the right to reliable information from a variety of sources, and governments should encourage the media to provide information that children can understand. Governments must help protect children from materials that could harm them.

## ARTICLE 18 (parental responsibilities and state assistance)

Both parents share responsibility for bringing up their child and should always consider what is best for the child. Governments must support parents by creating support services for children and giving parents the help they need to raise their children.

## ARTICLE 19 (protection from violence, abuse and neglect)

Governments must do all they can to ensure that children are protected from all forms of violence, abuse, neglect and bad treatment by their parents or anyone else who looks after them.

## ARTICLE 20 (children unable to live with their family)

If a child cannot be looked after by their immediate family, the government must give them special protection and assistance. This includes making sure the child is provided with alternative care that is continuous and respects the child's culture, language and religion.

## ARTICLE 21 (adoption)

Governments must oversee the process of adoption to make sure it is safe, lawful and that it prioritises children's best interests. Children should only be adopted outside of their country if they cannot be placed with a family in their own country.

## ARTICLE 22 (refugee children)

If a child is seeking refuge or has refugee status, governments must provide them with appropriate protection and assistance to help them enjoy all the rights in the Convention. Governments must help refugee children who are separated from their parents to be reunited with them.

## ARTICLE 23 (children with a disability)

A child with a disability has the right to live a full and decent life with dignity and, as far as possible, independence and to play an active part in the community. Governments must do all they can to support disabled children and their families.

## ARTICLE 24 (health and health services)

Every child has the right to the best possible health. Governments must provide good quality health care, clean water, nutritious food, and a clean environment and education on health and well-being so that children can stay healthy. Richer countries must help poorer countries achieve this.

## ARTICLE 25 (review of treatment in care)

If a child has been placed away from home for the purpose of care or protection (for example, with a foster family or in hospital), they have the right to a regular review of their treatment, the way they are cared for and their wider circumstances.

## ARTICLE 26 (social security)

Every child has the right to benefit from social security. Governments must provide social security, including financial support and other benefits, to families in need of assistance.

## ARTICLE 27 (adequate standard of living)

Every child has the right to a standard of living that is good enough to meet their physical and social needs and support their development. Governments must help families who cannot afford to provide this.

## ARTICLE 28 (right to education)

Every child has the right to an education. Primary education must be free and different forms of secondary education must be available to every child. Discipline in schools must respect children's dignity and their rights. Richer countries must help poorer countries achieve this.

## ARTICLE 29 (goals of education)

Education must develop every child's personality, talents and abilities to the full. It must encourage the child's respect for human rights, as well as respect for their parents, their own and other cultures, and the environment.

## ARTICLE 30 (children from minority or indigenous groups)

Every child has the right to learn and use the language, customs and religion of their family, whether or not these are shared by the majority of the people in the country where they live.

## ARTICLE 31 (leisure, play and culture)

Every child has the right to relax, play and take part in a wide range of cultural and artistic activities.

## ARTICLE 32 (child labour)

Governments must protect children from economic exploitation and work that is dangerous or might harm their health, development or education. Governments must set a minimum age for children to work and ensure that work conditions are safe and appropriate.

## ARTICLE 33 (drug abuse)

Governments must protect children from the illegal use of drugs and from being involved in the production or distribution of drugs.

## ARTICLE 34 (sexual exploitation)

Governments must protect children from all forms of sexual abuse and exploitation.

## ARTICLE 35 (abduction, sale and trafficking)

Governments must protect children from being abducted, sold or moved illegally to a different place in or outside their country for the purpose of exploitation.

## ARTICLE 36 (other forms of exploitation)

Governments must protect children from all other forms of exploitation, for example the exploitation of children for political activities, by the media or for medical research.

## ARTICLE 37 (inhumane treatment and detention)

Children must not be tortured, sentenced to the death penalty or suffer other cruel or degrading treatment or punishment. Children should be arrested, detained or imprisoned only as a last resort and for the shortest time possible. They must be treated with respect and care, and be able to keep in contact with their family. Children must not be put in prison with adults.

## ARTICLE 38 (war and armed conflicts)

Governments must not allow children under the age of 15 to take part in war or join the armed forces. Governments must do everything they can to protect and care for children affected by war and armed conflicts.

## ARTICLE 39 (recovery from trauma and reintegration)

Children who have experienced neglect, abuse, exploitation, torture or who are victims of war must receive special support to help them recover their health, dignity, self-respect and social life.

## ARTICLE 40 (juvenile justice)

A child accused or guilty of breaking the law must be treated with dignity and respect. They have the right to legal assistance and a fair trial that takes account of their age. Governments must set a minimum age for children to be tried in a criminal court and manage a justice system that enables children who have been in conflict with the law to reintegrate into society.

## ARTICLE 41 (respect for higher national standards)

If a country has laws and standards that go further than the present Convention, then the country must keep these laws.

## ARTICLE 42 (knowledge of rights)

Governments must actively work to make sure children and adults know about the Convention.

The Convention has 54 articles in total. Articles 43–54 are about how adults and governments must work together to make sure all children can enjoy all their rights, including:

## ARTICLE 45

Unicef can provide expert advice and assistance on children's rights.

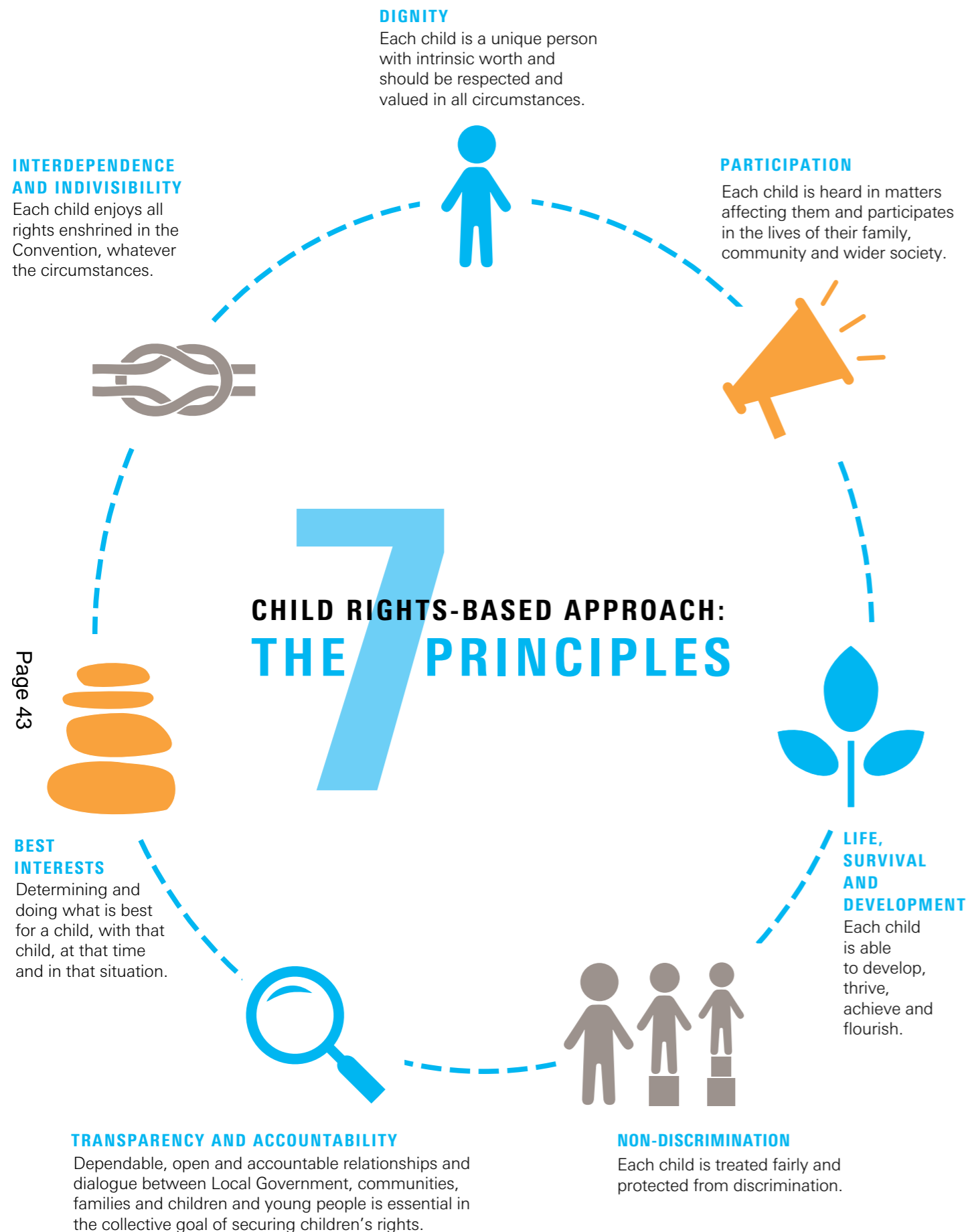
### OPTIONAL PROTOCOLS

There are three agreements, called Optional Protocols, that strengthen the Convention and add further unique rights for children. They are optional because governments that ratify the Convention can decide whether or not to sign up to these Optional Protocols. They are: the Optional Protocol on the sale of children, child prostitution and child pornography, the Optional Protocol on the involvement of children in armed conflict and the Optional Protocol on a complaints mechanism for children (called Communications Procedure).

For more information go to [unicef.org/uk/crc/op](https://www.unicef.org/uk/crc/op)

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## PRINCIPLES OF A CHILD RIGHTS-BASED APPROACH



### DIGNITY

Every child and young person, like each adult, has inner dignity and worth that should be valued, respected and nurtured. Respecting children's dignity means that all children should be treated with care and respect in all circumstances – in schools, hospitals, police stations, public spaces or children's homes.



### INTERDEPENDENCE AND INDIVISIBILITY

All children and young people should enjoy all of their rights all of the time because all rights are equally important. Rights cannot be 'cherry-picked' depending on circumstances. Children and young people's rights to a good standard of living or to be protected from abuse, neglect and violence are as important as the right to get together with their peers or the right to freedom of expression.



### BEST INTERESTS

The best interests of the child must be a top priority in all decisions and actions that affect children and young people. Decisions can relate to individual children, for example about adoption, or groups of children and young people, for instance when designing play spaces. In all cases, children and young people should be involved in deciding what is best for them.



### PARTICIPATION

All children and young people have the right to have a say in matters that affect them and to have their views taken seriously. In order to participate meaningfully in the lives of their family, community and the wider society, children and young people need support and opportunities for involvement. They need information, a space to express their views and feelings and opportunities to ask questions.



### NON-DISCRIMINATION

Every child and young person should be treated fairly and protected from discrimination, whatever their age, gender, ethnicity, religion, language, family background or any other status. Having access to equal opportunities and best possible outcomes doesn't mean being treated identically; some children and young people need more support than others to overcome barriers and difficulties.



### TRANSPARENCY AND ACCOUNTABILITY

Open dialogue and strong relationships between children and young people, professionals and local politicians are key to making rights a reality. For this to happen, everyone needs to be supported to learn about and understand rights. Knowledge of rights also allows children and young people to hold to account the people responsible for ensuring their rights are protected and realised.



### LIFE, SURVIVAL AND DEVELOPMENT

Every child has a right to life and each child and young person should enjoy the same opportunities to flourish so to be safe, healthy, grow and develop. From birth to adulthood, children and young people develop in many different ways – physically, emotionally, socially, spiritually and educationally – and different professionals should work together to help make this happen.

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**Manchester City Council  
Report for Information**

**Report to:** Children and Young People Scrutiny Committee – 8 November 2023

**Subject:** LADO Annual Report 2022 - 2023

**Report of:** Strategic Director (Children and Education Services)

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### Summary

The annual report provides an overview and analysis of the work of the LADO (Local Authority Designated Officer) in the management of allegations against adults who work with children in a paid or voluntary capacity in Manchester, for the period 1st April 2021 to 31st March 2022. This includes how effective the safeguarding partnership is discharging its statutory responsibilities. The report considers the learning and development over the last twelve months and sets priorities for 2023-2024 against this.

### Recommendations

The Committee is recommended to: -

- (1) Consider the progress and impact being achieved by the LADO service in Manchester.
  - (2) Agree the priorities set out for 2023-2024 with regards to continuous drive for improvement of service delivery and the impact on the children's workforce and children in Manchester.
- 

### Wards Affected: All

**Environmental Impact Assessment** - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The LADO Service has successfully embedded a hybrid model of working by utilising technology, which has reduced the transport requirements of professionals attending meetings. We have a flexible working approach with LADOs having the ability to work part of the week in the office and part at home, again reducing the need to travel into Manchester.

**Equality, Diversity and Inclusion** - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

The LADO service works has and continues to work with partners in making sure that organisations conduct investigations that are fair and equitable across our diverse workforce in Manchester. We ensure that equality and valuing diversity is reinforced by our values and embedded in our day to day working practice.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The LADO service employees 2 members of staff of a permanent basis that contributes to the diverse workforce within Children's Safeguarding & Review Service.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	The LADOs in Manchester all have at least 20 years post qualifying experience in Social Work and share their knowledge and expertise across Children's Services and the wider children's workforce.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Throughout 2022-2023 we have successfully delivered several training sessions both face to face and virtually to a wider section of the workforce, the impact of this is that more services across the city have a greater understanding of the role of the LADO.
A liveable and low carbon city: a destination of choice to live, visit, work	The LADO service has adopted a hybrid model for managing allegation meetings and use technology to facilitate. This reduces the need for professionals to travel to meetings.
A connected city: world class infrastructure and connectivity to drive growth	The LADOs in Manchester are involved within the Northwest LADO network and national work to ensure we share learning and continuously develop in line with regional and national practice.

Full details are in the body of the report.

### **Financial Consequences – Capital**

Not applicable

### **Contact Officers:**

Name: Paul Marshall

Position: Strategic Director Children and Education Services

Telephone: 0161 234 3804

E-mail: paul.marshall@manchester.gov.uk

Name: Kate Rose

Position: Strategic Lead, Safeguarding and Practice Improvement

Telephone: 01612341214

E-mail: kate.rose@manchester.gov.uk

Name: Jayne Jones  
Position: Service Lead Safeguarding  
Telephone: 01612341214  
E-mail: jayne.jones@manchester.gov.uk

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

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

LADO ANNUAL REPORT 2022 - 2023

## 1.0 Introduction

- 1.1 The written annual report is produced by Manchester City Council Children's Service to provide assurance of the effectiveness of the role of the Local Authority LADO in its duty to provide advice, guidance and management and oversight of allegations of people who work with children.
- 1.2 The annual report provides Manchester Safeguarding Partnership with an overview and analysis of the management of allegations against adults who work with children in a paid or voluntary capacity in Manchester, for the period 1 April 2022 to 31 March 2023. This includes how effective the safeguarding partnership is in discharging its statutory responsibilities.
- 1.3 The report considers the learning and development over the last twelve months and sets the priorities for 2023-2024 based on the analysis of activity. It also builds on previous annual reports and Northwest comparative intelligence.

## 2.0 Background

- 2.1 The LADO Annual Report is a statutory requirement from Working Together to Safeguarding Children and their Families (2018) to outline the work of the Local Authority LADO. It is required in Manchester to be presented to Scrutiny Committee and Manchester Safeguarding Partnership.

## 3.0 Recommendations

- 3.1 The following priorities are identified within the report to continuously improving how we deliver the LADO service and evidence the impact of the training in raising awareness of managing allegations against professionals who work with children.

### **Priority 1. To safely and effectively support employers whilst managing the LADO demand.**

- We will look at developing a way forward, in consultation with partners, to manage enquiries which works well for employers and effectively manages the increasing demand for the service.
- We will develop a dedicated LADO email box to make it easier to communicate with the LADO as currently the main way to communicate is via telephone or a general Children's Safeguarding & review Service email.
- We will agree and implement a timescale for the completion and distribution of minutes to ensure employers receive the minutes in a timely way to assist them in their planning.

### **Priority 2. To raise awareness and develop the training offer to the children's workforce.**

- We will work closer with MSP to ensure that there is a cross section of attendees from all of Children's Workforce.



- We will next year demonstrate, which key agencies have attended training and evaluate the impact of this by asking them to evidence the change to practices.
- We will provide bespoke training to early years and education to ensure they understand LADO thresholds and have the confidence to deal with low level concerns or conduct internally where appropriate.
- We will identify low referrers such as Faith Groups, Voluntary agencies and Transport and target bespoke training. We will commit to do this when we identify agencies or key partners require a targeted approach to managing allegations.
- We will work with commissioners in Manchester to help us understand the increased demand in information requests.

**Priority 3. To build on the performance framework, to quality assure activity to focus on learning and improvement.**

- The monthly Performance and quality assurance Report will introduce new measures as discussed within this report, timeliness of minutes sent out, breakdown of key agencies making contact for example health, we will breakdown into acute, primary etc. We will also report against training provided and measure the impact throughout the year.
- We will use the Northwest Audit tool to develop an effective audit process and ask for moderation by another NW authority.
- We will develop a more learning environment through the QA process linked to regular peer audit, thematic audit and observation of practice.
- In learning from SAR requests and the complaint this year, we will consider how best we inform adults of the role of the LADO and who will feedback to them for transparency throughout the process.

3.2 In conclusion, the priorities identified within the report will shape how we continuously improve our effectiveness in both managing allegations and raising awareness of duties and responsibilities of employers and organisations in managing allegations and concerns of people who work with children in Manchester.

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# Managing Allegations against Adults who work with children - Local Authority Designated Officer Annual Report 2022-2023. Children's Safeguarding & Review Service.

**Report to:** Children's Leadership Team, Children and Education Management Team,  
Manchester Safeguarding Partnership (MSP)

**Principal Author:** Jayne Jones - Service Lead Safeguarding

**Co-Authors:** Jackie Shaw & Majella O'Hagan - LADOs

**Date completed:** 27<sup>th</sup> July 2023

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### 1. Introduction

The written annual report is produced by Manchester City Council Children's Service to provide assurance of the effectiveness of the role of the Local Authority LADO in its duty to provide advice, guidance and management and oversight of allegations of people who work with children. The annual report provides Manchester Safeguarding Partnership with an overview and analysis of the management of allegations against adults who work with children in a paid or voluntary capacity in Manchester, for the period 1 April 2022 to 31 March 2023. This includes how effective the safeguarding partnership is in discharging its statutory responsibilities.

The report considers the learning and development over the last twelve months and sets the priorities for 2023-2024 based on the analysis of activity. It also builds on previous annual reports and Northwest comparative intelligence.

### 2. Keeping Children Safe

#### 2.1 The Role of Local Authority LADO

The role of the Local Authority Designated Officer (LADO) in Manchester is responsible for ensuring itself and its partners comply with their statutory obligations as outlined in Working Together to Safeguard Children 2018 - A guide to inter-agency working to safeguard and promote the welfare of children<sup>1</sup> in relation to the management of allegations against adults working in a paid or voluntary capacity. These procedures are in line with the DfE Guidance - Keeping Children Safe in Education 2022. In Manchester, the term LADO is widely known and used by partner agencies who clearly identify the role as set out in the above legislation and procedures.

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<sup>1</sup>Working Together to Safeguard Children A guide to inter-agency working to safeguard and promote the welfare of children 2018

The Children Act 2004, Section 11 placed a duty upon a range of organisations and individuals to ensure that their functions and any services that they contract out to others have regard to the need to safeguard and promote the welfare of children. This also includes the voluntary and community sectors as well as private companies who employ staff who work directly with children and those employed as foster carers for both the local authority and private agencies.

The welfare of children remains paramount when investigating allegations against a person in a position of trust and part of the LADO role is to ensure that appropriate action has been taken to safeguard and support children. All corresponding actions required to safeguard children are shared, where appropriate, with partner agencies and accurate records of actions kept.

Employers have a duty of care to their employees and the LADO ensures that the employee is for filling their duty throughout the LADO process, in line with Keeping Children Safe in Education 2022.

In Manchester, the key roles and responsibilities for the LADOs are to:

- Provide advice and guidance to employers and voluntary organisations
- Liaise with the police, children's social care, other local authorities, and relevant agencies as part of the enquires and investigations.
- Manage the allegation process, including chairing the allegation meetings and monitor the progress of the allegation to ensure that it is dealt with as quickly as possible, consistent with a thorough and fair process.
- Participate in the Manchester Safeguarding Partnership Learning and Development programme.
- Provide bespoke training and development to the children's workforce on the role and responsibility of employees in managing allegations against people and the role of the LADO.
- Strategic development role in providing analysis, identifying patterns and themes to support single agency strengthening of their organisations in delivering services that are safe.
- To actively participate in the quality assurance function of the effectiveness of the LADO.

The LADOs also play a role in responding to Subject Access Requests (SARs), responding to requests from DBS for information about allegations and outcomes, Freedom of Information (FOI) requests and providing information about adults who have worked in Manchester in the past as part of historical abuse enquiries. Most recently we have also seen several enquiries related to commissioning checks for private companies working with children, for example residential homes and alternative educational provisions this is following the national safeguarding practice review into safeguarding children with disabilities and complex needs in residential settings.

The work carried out by the LADOs is all recorded electronically. Enquiries are kept securely on an electronic file and referrals through to allegation meetings recorded on the Children's Services electronic system (Liquid Logic), which both have restrict access to only those working within the LADO service.

## 2.2 Managing Allegations

Statutory guidance makes clear to organisations and agencies that they must have clear policies for dealing with allegations against adults working with children in positions of trust. Furthermore, such policies should make clear the difference between an allegation, a concern about the quality of care or practice and a complaint. An allegation relates to adults who work with children in a paid or voluntary capacity who have:

- Behaved in a way that has harmed a child, or may have harmed a child and/or;
- Possibly committed a criminal offence against or related to a child and/or;
- Behaved towards a child or children in a way that indicates he or she may pose a risk of harm to children; and/or
- Behaved or may have behaved in a way that indicates they may not be suitable to work with children.

Managing allegations involves those working within regulated settings. Regulated activity is defined as:

- Unsupervised activities such as teaching and social care.
- Work for a limited range of establishments such as schools, children’s homes, youth services and other childcare premises.
- Relevant personal and health care.
- Registered childminding.
- Foster Care, including connected carers.
- Coaching and leisure activities when affiliated to a regulated body.

In responding to the work coming into the service, we always consider;

- the actions required to safeguard children
- the welfare of the subject of the LADO investigations and
- provide an outcome of substantiated, unsubstituted, unfounded, malicious and false.

There are some important aspects of the LADO role in concluding investigations that ensures employers are aware of their duties set out by DfE, to make referrals to the Disclosure and Barring Service (DBS) when they have dismissed an employee due to them posing a risk to children, as set out in Working Together 2018 and Keeping Children Safe in Education 2022. The duty to refer is clearly discussed in the meetings and recorded in the minutes. This information is also discussed as part of any multi-agency training to ensure that organisations and partners are aware of their responsibility at the conclusion of an allegation. LADOs also ensure that notification has been given to relevant professional bodies such as Social Work England and the Teaching Regulation Agency.

### 2.3 Profile of Service

The LADO Service is independent of operational service delivery to children and sits within the Children’s Safeguarding & Review Service and is responsible for ensuring that there are effective and timely responses to allegations against adults who work with children. The LADOs also provide advice and guidance to employers on policies and safer working practice that enable them to fulfil their statutory responsibilities and oversee the allegation management process.

The service is fortunate to have a very stable staff team with 1.4 permanent full time equivalent staff in the Service, consisting of 1 full time LADO and a 0.4 LADO. Last year we added an additional 0.5 LADO resource from the wider children’s review service to support the increase in demand. This member of staff is a permanent Safeguarding & Quality Assurance Officer who has previously been a LADO in another Local Authority. All 3 LADOs hold a Social Work qualification. They are appropriately qualified and experienced to fulfil their role as set out in Working Together 2018 and are skilled in managing allegations.

The service receives business support equivalent of 1 full time member of staff. This support is vital to the effectiveness of service delivery. They support the administration of referrals, allegation meetings, maintain the data base and respond to other general enquiries such as freedom of information requests and other data information requests.

LADOs are managed by a part-time Safeguarding Manager; this is a relatively new arrangement to provide additional capacity to support the demand and continued development of the service. The LADOs receive monthly formal supervision and informal supervision, support and development, which includes regular Team Meetings.

The full time LADO is actively involved in the Northwest Regional LADO forum. This forum provides an opportunity for peer support, sharing practice and key performance data, considering new developments and the review and development of regional policies and procedures. This group also acts to provide a link into the national group and DfE.

## 2.4 Complaints

There was a single complaint during 2022/2023. This complaint related to professional conduct and went from a Stage 1 to Stage 2 complaint. The outcome was Not Upheld. This low number and outcome reflects the continued quality of the service provided in a sensitive area of work.

## 3. **Overview of enquiries and referrals data 2022-2023**

During this year we received 827 contacts into the service. This is a significant increase (14%) from the 708 contacts in 2021/2022. All contacts are initially assessed by the LADO to either be an enquiry or a referral. Generally, all enquires to the LADO are through telephone calls and emails. Referrals are always written referrals on the MSP referral form. All enquiries and referrals are responded to by a LADO on the same day which will always involve a telephone call/email to the person making the enquiry/referral.

### 3.1 Enquiries

An enquiry is assessed as those contacts that only require advice and guidance and does not meet the threshold for a referral. There has been an increase in overall enquiries over the last two years this in part is linked to improved recording of enquiries and as the data suggests below in Table 2 there is an increase from education services and enquiries from GMP. Referrals from GMP relate to other professionals who potentially work with children who have become known to GMP, and they are seeking advice and guidance around whether it is a LADO referral. These enquiries after initial screening evidence that, the person is working with adults, working in another Local Authority or initially they look like LADO threshold but when further information is obtained it is not LADO. For example, police referred as incident of downloading indecent images and the IP address linked to a nursery building but became clear that the building hosted other companies and they were sharing internet access, and it was not related to any person working in the nursery. Further intelligence into this data also tells us that from all GMP referrals a third relate to adults who work in education. This shows that staff in education are the sector with the highest demand from the service for general advice and guidance that does not meet the LADO threshold in managing staff conduct in or outside of the education setting.

*Table 1: Total number of enquiries against adults who work with children over the past 3 years:*

Total allegation enquiries by year	2020/2021	2021/2022	2022/2023
	326	478	573

Table 1 shows the increased number of enquiries this year. There were 573 enquiries, an increase of 95. We expected a continued increase in the number of enquiries this year as we have focused on ensuring that we evidence the key role and demands of the LADOs in providing advice and guidance to ensure that employees make safe decisions regarding managing concerns or allegations against people who work with children.

Table 2: Total number of enquiries into the LADO over the past 12 months:

Sector of Enquiries	2020/2021	2021/2022	2022/2023
Health	44 (13%)	57 (12%)	45 (8%)
Children's Social Care	76 (23%)	111 (23%)	167 (29%)
Education	113 (35%)	157 (33%)	210 (37%)
Early Years	16 (5%)	49 (10%)	27 (5%)
Faith Groups	8 (2%)	14 (3%)	3 (0.4%)
GM Police	12 (4%)	6 (1%)	63 (11%)
Transport	10 (3%)	28 (6%)	7 (1%)
Sport/Leisure	12 (4%)	19 (4%)	4 (0.5%)
Voluntary	2 (1%)	7 (1%)	4 (0.5%)
Sector not recorded	7 (2%)	8 (2%)	2 (0.3%)
Youth Work	0 (0%)	8 (2%)	2 (0.3%)
Other	26 (8%)	14 (3%)	26 (4.5%)
Ofsted	0 (0%)	0	13 (2%)
<b>Total</b>	<b>326</b>	<b>478</b>	<b>573</b>

Table 2 highlights the agencies making up 66% of all enquiries are education and children's social care, and with the enquiries from the police that also relate to both agencies this increases the percentage to 72%.

The increase in the police referrals is linked to a reorganisation of officers within Children's Social Care offices and the fact there are Sergeants with an improved knowledge of LADO who will be advising officers to make enquiries. Whilst this is positive there is the impact that a significant number of enquiries do not meet the LADO criteria and as a result, we continue to consider how best to support partner agencies to manage conduct concerns around employee who work with children.

Advice and guidance are a key function of the role of the LADO and we can see from the performance data, which agencies contact the LADO most frequently for advice and guidance. It is not a surprise that Education settings and Children's Social Care feature most strongly, given the role and size of the workforce with access to children. This would be echoed across the region, although LADOs operate slightly differently in how and what they record.



Considering enquiries from Health, Early Years, Faith Groups, Transport, Sport, the voluntary sector and Youth work reduced in number. It is difficult to understand this, previously we have said that awareness needs to be raised within these organisations around allegation management and the role of the LADO to ensure agencies so they can seek advice and guidance from the LADO. We know that these agencies have attended training throughout the year, and we have linked into such organisations so this year we are more assured that the knowledge is within these service areas.

What we have identified in previous LADO annual reports is the aim to try and better manage the time allocated to responding to LADO enquires. LADO enquiries generally come in via telephone or on an email with very limited information and it is gathering the background information and general details which often takes up a significant amount of the time. What we have concluded is that having the background information and general details, including what specific advice and guidance they are looking for would assist in a more time effective way of managing advice and guidance.

### 3.2 Referrals

A referral to the LADO is where the referrer considers that an adult who works with children in a paid or voluntary capacity in Manchester has:

- *Behaved in a way that has harmed, or may have harmed a child*
- *Possibly committed a criminal offence against or related to a child*
- *Behaved towards a child or children in a way that indicates they may pose a risk of harm to children*
- *Behaved or may have behaved in a way that indicates they may not be suitable to work with children.*

*Table 3: Number of Referrals:*

<b>Year</b>	<b>2020/2021</b>	<b>2021/2022</b>	<b>2022/2023</b>
<b>Total no. of allegation referrals</b>	171	230	254

The table above (Table 3) highlights the number of referrals over the last three years and shows a slight increase in referral numbers since last year. The 4<sup>th</sup> criteria is now well embedded and understood by professionals, but this adds to the complexities of referrals alongside a general increase in the complexity of situations around the use of technology. Examples of some referrals are:

*“Concerns raised by a sporting regulatory body that a qualified teacher had been permanently barred from teaching by the Teaching Regulation body but continued to attempt to register sports clubs.*

*“Police arrest Adult for grooming girls and sexually exploiting them. Adult’s partner is professional working in Agency where they are able to access information about vulnerable Children through their work.*

*Concerns raised by Police that Adult may be locating Children to groom by accessing the partner’s devices. Partner does not believe allegations made despite evidence presented by Police.*

Table 4: Source of Referrals actioned by the LADO:

Sector making the Referral	Total Referral 2020/2021	Total Referral 2021/2022	Total Referral 2022/2023
Early Years	8 (4%)	5 (2%)	7 (2.5%)
Education	28 (16%)	51 (21%)	76 (30%)
Faith Groups	2 (1%)	6 (3%)	0
Health	6 (3%)	11 (5%)	6 (2%)
Sport/Leisure	1 (1%)	4 (2%)	8 (3%)
Police	36 (21%)	24 (9%)	42 (16.5%)
Children's Social Care	73 (43%)	116 (50%)	109 (43%)
Transport	0 (0%)	2 (1%)	2 (1%)
Voluntary Organisation	0 (0%)	0 (0%)	0
Youth Work	1 (1%)	1 (0.5%)	2 (1%)
Ofsted	1 (1%)	7 (3%)	1 (0.5%)
Cafcass	0 (0%)	1 (0.5%)	0
Other	15 (9%)	2 (1%)	1 (0.5%)
<b>Total</b>	<b>171</b>	<b>230</b>	<b>254</b>

It is clear from Table 4 that the key agencies progressing to referral continue to be Children's Social Care & Education. This is consistent with the key agencies making enquiries. When you compare table 4 and 5, the occupational sector referred in is consistent with last year. While there was a dip in Police referrals in 2021/2022 the numbers have started to increase again which is reassuring.

It is predictable that Children's Social Care and Education are the highest referrers into LADO given they are one of the largest sectors working unsupervised with children. The roles within these sectors are often Foster Carers, Teachers, Teaching Assistants, early years and residential workers. This is reflected in the Northwest data, which consistently demonstrates this too.

Whilst we can see from the data that generally we are having a wide variety of referrals from agencies it is important to note that we have had an increase in referrals from Education, Sport/Leisure and Social Care and a dip in referrals from Health. As a result of this we will ensure that we continue to promote the role of the LADO in many forums and continue to provide regular training via MSP and request their scrutiny of the robustness of their arrangements.

Table 5: Occupational sectors of adults referred to LADO.

Sector of the Alleged Adult	Total Referral 2020/2021	Total Referral 2021/2022	Total Referral 2022/2023
Early Years	10 (6%)	21 (9%)	17 (7%)
Education	54 (32%)	79 (34%)	98 (38.5%)
Faith Groups	7 (4%)	5 (2%)	4 (1.5%)

Health	20 (12%)	27 (12%)	16 (6%)
Sport/Leisure	4 (2%)	5 (2%)	12 (5%)
Police	0 (0%)	0 (0%)	1 (0.4%)
Social Care	63 (37%)	80 (35%)	97 (38%)
Transport	0 (0%)	5 (2%)	5 (2%)
Voluntary Organisation	1 (0%)	3 (1%)	0 (0%)
Youth Work	3 (2%)	4 (2%)	4 (1.5%)
Ofsted	0 (0%)	0 (0%)	0 (0%)
Cafcass	0 (0%)	0 (0%)	0 (0%)
Other / not record	9 (5%)	1 (0.5%)	0 (0%)
<b>Total</b>	<b>171</b>	<b>230</b>	<b>254</b>

Table 6: Nature of harm by sector

Sector of Alleged Adult	Nature of harm				
	Physical	Sexual	Neglect	Unsuitable behaviour/risk	Total
<b>Early Years</b>	9	3	0	9	21 (8%)
<b>Education</b>	33	30	1	15	79 (31%)
<b>Faith Groups</b>	2	3	0	0	5 (2%)
<b>Health</b>	14	5	1	7	27 (10.5%)
<b>Sport/Leisure</b>	0	3	0	2	5 (2%)
<b>Police</b>	0	0	0	0	0
<b>Youth Work</b>	0	4	0	0	4 (1.5%)
<b>Social Care</b>	35	8	0	37	80 (31%)
<b>Transport</b>	1	3	0	1	5 (2%)
<b>Voluntary</b>	1	2	0	0	3 (1%)
<b>Ofsted</b>	0	0	0	0	0
<b>CAFCASS</b>	0	0	0	0	0
<b>Other</b>	0	1	0	0	1 (0.25%)
<b>Total</b>	<b>95</b>	<b>62</b>	<b>2</b>	<b>71</b>	<b>230</b>

The highest category of harm continues to be that of physical abuse. This year **41%** of all referrals made related to physical abuse, which is consistent with the previous year. The high rate of physical abuse allegations mainly relates to those within the Social Care and Education sectors. Given that professionals within both sectors spend a significant number of prolonged periods often unsupervised with children and young people often unsupervised in a care and control environment with children this would be a predictable statistic.

This year we see a slight decrease in the category of sexual abuse from 28% to 27% of all referrals, with the highest rate of allegations in Education evidencing some consistency over the last two years. This figure mostly reflects online sexual abuse, which has seen an increase within this category.

As in previous years we continue to see the referral rate from Youth Services being generally low. We had raised last year that it is reasonable to conclude that the number of allegations might be higher, and this is

an area of work in seeking assurance that the knowledge on how to manage concerns and allegations at the right level is understood and applied within the services. We have engaged Youth Justice and Youth Service leads in 22/23 for conversations in understanding referral rates and seeking assurance around knowledge and expertise within the services. Conversations concluded that the services had the knowledge around safeguarding and managing concerns and allegations against staff who work within their service. We assured that knowledge on the LADO is strong and referrals appropriate so while we accept that we can always raise awareness we are assured by the knowledge within the senior leadership.

#### 4. Managing Allegations: Allegation Meetings & Outcomes

The LADOs take a multi-agency approach to managing allegations, ensuring the management of the allegations have a strong partnership engagement and coordination. The LADOs have a good knowledge base of the workforce for Children in Manchester, including their leadership and quality assurance structures to ensure the allegations process is timely and effective.

Parmount to the managing allegations process is ensuring all safeguarding measures for the child and the arrangements for the duty of care to the adult are in place. The safeguarding of children beyond the child making the allegation forms part of this.

##### 4.1 Allegation Meetings

Table 7: All Meeting taken place between 1st April 2022- 31st March 2023

Year	2020/21	2021/22	2022/2023
<b>No of initial Meetings taken place</b>	83	101	150
<b>No of review meetings taken place</b>			216
<b>Total Meetings</b>			366

We have seen a continued increase in the number of initial meetings in the last twelve months, which is in line with the increase in referrals. The percentage of meetings from referrals has increased this year. Last year the conversion rate from referral to meeting was 44% and this year **60%** evidencing that 16% more of the referrals met the LADO threshold for a meeting this year in comparison to last year.

From the 150 allegation meetings held in 2022/2023, 57% required at least one further meeting (review meeting), this is consistent with last year (58%) and is often a result of complex issues and ongoing police investigations. This year we have started recorded the number of review meetings we hold in the year, and we can see from Table 7 a more detailed recording of how many review meetings have been held and the total number of meetings.

Table 8: Sector where alleged perpetrator is employed that had an Initial Allegation Meeting.

Sector where alleged perpetrator is employed	Initial Meetings 2020/2021	Initial Meetings 2021/2022	Initial Meetings 2022/2023
Early Years	4	8	7
Education	24	36	55
Faith Groups	0	0	3
Health	9	12	17
Sport/Leisure	3	2	7
Other	5	5	0
Social Care	37	34	54
Transport	0	1	3
Youth Groups	1	3	4
Police	0	0	0
<b>Total meetings</b>	<b>83</b>	<b>101</b>	<b>150</b>

Table 8 demonstrates that, as with last year's statistics and consistent with enquiries and referral data, a significant amount of the LADOs workload from enquiry/referral through to meetings remains focused on the Social Care and Education sector linked with 73% of all initial meetings taking place in 2022-2023.

#### 4.2 Outcomes of Investigations

This section discusses the outcomes of the investigations concluded in 2022-2023. LADO meetings provide an outcome at the final meeting. These outcomes options are provided in "Keeping Children Safe in Education".

*Table 9: Outcomes of Investigations for alleged adult.*

Outcome	Meaning (Keeping Children Safe in Education)	2021-2022 Number	2022-2023 Number
Substantiated	<i>There is sufficient evidence to prove the allegation.</i>	36 (35%)	30 (26%)
Unsubstantiated	<i>There is insufficient evidence to either prove or disprove the allegation</i>	45 (44%)	63 (56%)
Unfounded	<i>To reflect cases where there is no evidence or proper basis which supports the allegation/s being made.</i>	21 (20%)	19 (17%)
Malicious	<i>Where there is clear evidence to prove there has been a deliberate act to deceive and the allegation is totally false.</i>	1 (1%)	1 (1%)
<b>Total</b>		<b>103</b>	<b>113</b>

The outcome will be judged on the Children Act "**balance of probabilities**" threshold rather than the higher "beyond reasonable doubt" threshold. The Unsubstantiated outcome does not mean that the allegation is untrue, and the incident did not happen, it means there is insufficient evidence to prove or disprove the

allegation, hence this is the significantly higher outcome as many allegations will be one person's word against another.

This year we have seen a **decrease** in the number of **substantiated** outcomes from 35% last year to **26%** with an increase in unsubstantiated from 44% last year to 56%.

We have 13 LADO managing allegations investigations that remain open over 12 months, compared with 12 last year. All these investigations remain open because of ongoing criminal investigations that have yet to have a criminal trial. However, it is positive that the average managing allegations investigation in 2022-2023 took 5 months to conclude. We have not reported on this statistic previously and therefore unable to make a comparison. However, in next year's annual report we will include the timeliness of the conclusion of LADO management of allegation investigations to provide further insight to the timeliness and effectiveness of the LADO process.

#### 4.3 Quality Assurance of managing allegations process

This year we have introduced an audit tool to quality assure the management of allegations process. We completed 8 audits, with 63% being graded as good and 37% being graded as requires improvement to be good. The key findings from the audits were that:

- Decisions making was robust and based on evidence
- LADOs always considered the safeguarding and support for children and demonstrated duty of care to the employee ensuring that support was in place.
- The quality of the minutes of the meetings was seen to be good
- Evidence of strong multiagency agreement to plans and next steps.

We did plan for a peer audit with another Local Authority within this year but unfortunately, we have been able to set this up, but we are confident that we have now built relationships with Greater Manchester peers and will be able to achieve this in 2023-2024. Demonstrating the quality and effectiveness of the service in overseeing the management of allegations is something that we are keen to develop and will be a priority for next year.

## 5. Service Reflection & achievements

In writing this report we continue to be able to evidence the effectiveness of the LADOs in Manchester. For 3 individuals that work with a wide variety of agencies and professionals to deliver a service that keeps children safe it is a credit to them all that they continue to provide their expertise to deliver a consistent and safe service. We set ourselves some key priorities in the last twelve months and we have made progress in a number of the areas.

### 5.1 What went well

**Feedback from partners** – This year we asked all partners for feedback following LADO Meetings, 134 partners responded throughout the year a big increase from 81 last year. General feedback was extremely positive about the quality and effectiveness of LADO meetings and when asked how satisfied professionals were with the meeting, the overall score was 4.7 out of 5 which is consistent with last year's figure. Unsurprisingly as the main users of the service, Social Care and Education provided 67% of the responses.

The breakdown of agencies completing the feedback:

*Table 10: Feedback from partners by agency.*

Social Care	37
Education	53
Police	16
Other	6
Health	13
Sport	6
Early Years	3
Total	134

**Partnerships engagement** – We have met with the Education Safeguarding Leads to ensure that their service area is effectively using their internal resource before sending contacts to the LADO service. In 2022/2023, 4 training sessions were offered via MSP to ensure that partner’s roles and responsibilities and the role of the LADO was fully understood in keeping children safe.

**Performance data** – This year we have focussed on continuing to develop the performance data we require to be effective in monitoring and improving performance. We have been able to breakdown data to understand better how we manage the flow of work. This has allowed us to now report monthly the length of time between referral to closure; the number of meetings which were initial or review and the outcome of meetings. There is always more to do in improving performance and quality assurance, and this will be a focus for next year. The Performance report has been established and embedded and there is discussion at monthly performance meetings. We have broken down the social care data into categories, to assist with understanding the detail of where enquires come from. The categories are Social Care, Fostering and Residential. We will do this for education and health too to gain a better understanding of key roles within the Children’s workforce that meet the LADO criteria.

## 5.2 **Areas for further development.**

**Managing Enquiries** – We continue to find the demand of enquiries on LADO resource challenging. Over the last twelve months we have continued to analyse the data in respect of the advice and guidance given and have generally concluded that this advice and guidance function of the LADO is generally used appropriately. The percentage of agencies using the advice and guidance could generally be said to be consistent with the size of those agencies' workforce. This then leads us to consider how better we can ensure that LADOs are available to provide this advice and guidance and provide a written account.

Keeping Children Safe in Education 2022 introduced the term ‘low level’ concerns this year and while the enquires rates from education have been generally stable throughout the year, we do know from speaking to education colleagues this this is something that will need to be considered throughout the year as while numbers have only increased by 2% this year from education, we know that education colleagues are considering further what constitutes a low level concern.

Training is key for all agencies to ensure there is good understanding of managing allegations and the role of the LADO. Whilst we will continue to work with partners to ensure that before they ring for advice and guidance some of their own mechanisms for advice and guidance are considered (for example; a

Headteacher contacts their link Safeguarding Quality Assurance Officer in Education), we also accept that advice and guidance is a function of the LADO role. However, with ongoing awareness training on managing allegations and low-level concerns we will be in a stronger position to provide a more effective initial response. To support this, we will work with MSP to identify ways to support the LADO service in sharing our performance and quality assurance exercises for learning.

### 5.3. Service Achievements 2022-2023

The service has several achievements this year set against the priorities, which are evaluated below. We said we wanted to:

- Provide a timely and effective service to employers - What we did and the impact.

We added and have maintained an additional 0.5 LADO on a temporary basis to effectively manage the incoming work and support employers with concerns about employees. Given the increase in demand this has ensured that responses to employers and meetings took place in a timely way.

Most employers and agencies involved in the LADO process in Manchester are confident and satisfied with the service provided as evidenced in professional feedback.

- To improve participation from partners to focus on outcomes for children - What we did & the impact:

We have delivered training across MSP over the last 12 months with a continued focus on ensuring staff are aware of what action they need to take to protect children and understand the LADO role and processes. We have engaged Early Years and Youth Justice to in understanding the demand into the LADO service.

We have regularly audited the quality of recording and minutes to ensure that the outcomes and impact of the service is good and to ensure there is support and a mechanism for feedback after meetings available for children and adults. The impact is that all LADO meetings consider the needs of the child and adult to ensure they receive the support they require.

- To improve Quality Assurance and to be more focussed on learning and development - What we did & the impact:

As discussed above we better understand the data, practice, the demand on the service and the resource implications. We have ensured that there has been continued audit and observation of the work undertaken by LADOs as a learning and development experience. LADOs have undertaken peer audits and key headlines have been shared for reflection.

We do need to take this key priority into next year in ensure the performance and quality assurance approach matures with greater focus on peer audits within our service and wider within the Northwest LADO network. This year we will focus more on quality and what this tells us about how we deliver our service.

## 6. KEY PRIORITIES 2023 – 2024



As we move into 2023, we have several priorities identified within this report about how we do even better in delivering the LADO service and evidencing the training offer and impact of this in raising awareness of managing allegations against professionals who work with children.

**Priority 1. To safely and effectively support employers whilst managing the LADO demand.**

- We will look at developing a way forward, in consultation with partners, to manage enquiries which works well for employers and effectively manages the increasing demand for the service.
- We will develop a dedicated LADO email box to make it easier to communicate with the LADO as currently the main way to communicate is via telephone or a general Children's Safeguarding & review Service email.
- We will agree and implement a timescale for the completion and distribution of minutes to ensure employers receive the minutes in a timely way to assist them in their planning.

**Priority 2. To raise awareness and develop the training offer to the children's workforce.**

- We will work closer with MSP to ensure that there is a cross section of attendees from all of Children's Workforce.
- We will next year demonstrate, which key agencies have attended training and evaluate the impact of this by asking them to evidence the change to practices.
- We will provide bespoke training to early years and education to ensure they understand LADO thresholds and have the confidence to deal with low level concerns or conduct internally where appropriate.
- We will identify low referrers such as Faith Groups, Voluntary agencies and Transport and target bespoke training. We will commit to do this when we identify agencies or key partners require a targeted approach to managing allegations.
- We will work with commissioners in Manchester to help us understand the increased demand in information requests.

**Priority 3. To build on the performance framework, to quality assure activity to focus on learning and improvement.**

- The monthly Performance and quality assurance Report will introduce new measures as discussed within this report, timeliness of minutes sent out, breakdown of key agencies making contact for example health, we will breakdown into acute, primary etc. We will also report against training provided and measure the impact throughout the year.
- We will use the Northwest Audit tool to develop an effective audit process and ask for moderation by another NW authority.
- We will develop a more learning environment through the QA process linked to regular peer audit, thematic audit and observation of practice.
- In learning from SAR requests and the complaint this year, we will consider how best we inform adults of the role of the LADO and who will feedback to them for transparency throughout the process,

## 7. References

**Greater Manchester - Managing Allegations of Abuse Made Against Adults Who Work with Children and Young People – Policy, Procedure and Guidance**

[http://greatermanchesterscb.proceduresonline.com/chapters/p\\_man\\_allegations.html](http://greatermanchesterscb.proceduresonline.com/chapters/p_man_allegations.html)

**Working Together to Safeguard Children 2018**

**Keeping Children Safe in Education 2022**

**Keeping Children Safe in Education September 2021**

**Guidance for Safer Working Practice for Adults who Work with Children and Young People.**

<http://www.manchesterscb.org.uk/docs/Guidance%20for%20Safer%20Working09%281%29.pdf>

**Regulated activity in relation to children: scope**

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/522656/Regulated Activity in relation to Children.pdf.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/522656/Regulated_Activity_in_relation_to_Children.pdf.pdf)

**Manchester City Council  
Report for Information**

**Report to:** Economy and Regeneration Scrutiny Committee - 7 November 2023  
Communities and Equalities Scrutiny Committee - 7 November 2023  
Children and Young People Scrutiny Committee - 8 November 2023  
Health Scrutiny Committee - 8 November 2023  
Environment and Climate Change Scrutiny Committee - 9 November 2023

**Subject:** Revenue Budget Update 2024/25

**Report of:** Deputy Chief Executive and City Treasurer

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### **Summary**

The Council is forecasting an estimated budget shortfall of £46m in 2024/25, £86m in 2025/26, and £105m by 2026/27. After the application of approved and planned savings, and the use of c£17m smoothing reserves in each of the three years, this gap reduces to £1.6m in 2024/25, £30m in 2025/26 and £49m by 2026/27. This position assumes that the savings approved as part of the Medium-Term Financial Strategy in February 2023 of £36.2m over three years are delivered.

This report provides a high-level overview of the updated budget position. Each scrutiny committee is invited to consider the current proposed changes which are within its remit and to make recommendations to the Executive before it agrees to the final budget proposals in February 2024.

### **Recommendations**

The Committee is recommended to:

- (1) To consider and comment on the forecast medium term revenue budget.
  - (2) Consider the content of this report and comment on the proposed budget changes which are relevant to the remit of this Scrutiny Committee.
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**Wards Affected:** All

**Environmental Impact Assessment** - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The budget reflects the fact that the Council has declared a climate emergency by making carbon reduction a key consideration in the Council's planning and budget proposals.

**Equality, Diversity and Inclusion** - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

Consideration has been given to how the proposed savings could impact on different protected or disadvantaged groups. Where applicable proposals will be subject to completion of an Equality Impact Assessment (EqIA) and an Anti-Poverty Assessment.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The effective use of resources underpins the Council's activities in support of its strategic priorities as set out in the Corporate Plan which is underpinned by the Our Manchester Strategy.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

The changes included within this report will, subject to Member comments and consultation, be included in the final 2024/25 revenue budget set by Council on 1 March 2024.

### **Financial Consequences – Capital**

None directly arising from this report.

**Contact Officers:**

Name: Carol Culley  
Position: Deputy Chief Executive and City Treasurer  
Tel: 0161 234 3406  
E-mail: carol.culley@manchester.gov.uk

Name: Tom Wilkinson  
Position: Deputy City Treasurer  
Tel: 0161 234 1017  
E-mail: tom.wilkinson@manchester.gov.uk

Name: Samantha McArdle  
Position: Head of Corporate Finance  
Telephone: 0161 234 3472  
E-mail: samantha.mcardle@manchester.gov.uk

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

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

[Medium Term Financial Strategy and 2023/24 Revenue Budget – Executive 15 February 2023](#)  
[Revenue Budget Update 2024/2025 - Resources and Governance Committee 7 September 2023](#)

## 1. Introduction

- 1.1. An indicative balanced 2024/25 budget was set out in the February 2023 MTFs, including the planned use of reserves. As reported to Resources and Governance committee in September the current years pressures and updated forecasts meant that the position had to be reviewed. This report updates on the refreshed position including progress in reaching a balanced budget, reflecting preliminary savings and investment options.

## 2. Background

- 2.1. The funding outlook for Local Government remains extremely challenging. The LGA published new analysis on 20 October<sup>1</sup> which estimates that English councils are set for a budget gap of £4bn by March 2025 just to keep services at current levels. This is an increase of more than a third since the previous forecast in July, which has been driven by higher inflation forecasts by the Bank of England. This is in the context of over a decade of austerity which saw councils' core spending power fall by 27% in real terms from 2010/11 to 2023/24. As a result, the financial resilience of the sector is low and its capacity to respond to financial crises is limited. Many Councils have warned this is threatening their financial sustainability and most are facing tough decisions around cutting services and increasing Council Tax and fees and charges during a cost-of-living crisis.
- 2.2. Despite levels of inflation being significantly higher than forecast at the time of the Spending Review in October 2021, the government has communicated there will be no increase in the overall funding envelope over the Spending Review period. As part of the 2023/24 financial settlement, the government produced a Policy statement on the 2024/25 financial envelope outlining the likely size of a number of key funding streams. The assumptions in this paper still stand and recent confirmation has also been received for the levels Adult Social Care grants in 2024/25. It should be noted that these assumptions include an overall council tax referendum threshold of 4.99% for upper tier authorities. Uncertainty still remains around a number of funding streams including New Homes Bonus. The number and level of different specific grants remains an ongoing risk.
- 2.3. The government is expected to announce the Autumn Statement on 22 November 2023, but no major changes are expected. Government funding for 2024/25 will be confirmed in the provisional finance settlement, expected late in December 2023.
- 2.4. In common with the rest of the sector the Council's finances continue to be under pressure. The high levels of inflation and rising demand for services continues to outstrip the level of resources available. The resilience of the

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<sup>1</sup> **Autumn Statement 2023: LGA submission**

<https://www.local.gov.uk/parliament/briefings-and-responses/autumn-statement-2023-lga-submission>

Council has been eroded by the impact of over a decade of austerity. It should be noted that Manchester was one of the hardest hit councils and has delivered £443m of savings since 2010 to cope with the funding cuts and unfunded budget pressures. The Council is only in a position to set a balanced budget for 2024/25 due to the careful long-term financial planning which has involved taking some difficult decisions, including £36.2m of savings agreed across 2024-26 and the use of £53.2m of reserves to support the budget deficit during the same period. Despite this a significant and growing budget gap remains from 2025/26 and urgent action is going to be required to address this.

- 2.5. This report sets out the updated financial position and the proposed budget process.

### 3. Summary Budget Position

- 3.1. The final budget position for 2024/25 and future years will be confirmed at February 2024 Executive. This will be after the key decisions confirming the Council Tax and Business Rates tax base to be used to determine the collection fund position have been made in January and the Final Finance Settlement is received.
- 3.2. The indicative medium-term position is shown in the table below, showing the planned use of reserves and the level of savings proposals identified as part of last years budget setting process (£36.2m across three years) and additional savings for consideration (£2.5m in 2024/25).

*Table One: Summary Budget position*

	2023 / 24	2024 / 25	2025 / 26	2026 / 27
	£'000	£'000	£'000	£'000
<b>Resources Available</b>				
Business Rates / Settlement Related Funding	376,527	400,701	415,207	421,805
Council Tax	217,968	228,712	238,279	247,840
Grants and other External Funding	130,494	136,226	109,997	109,997
Use of Reserves	13,714	8,222	9,703	4,922
<b>Total Resources Available</b>	<b>738,703</b>	<b>773,861</b>	<b>773,186</b>	<b>784,564</b>
<b>Resources Required</b>				
Corporate Costs	116,421	120,681	124,767	123,986
Directorate Costs	638,751	699,761	734,783	765,996
<b>Total Resources Required</b>	<b>755,172</b>	<b>820,442</b>	<b>859,550</b>	<b>889,982</b>
<b>Budget Gap</b>	<b>16,469</b>	<b>46,581</b>	<b>86,364</b>	<b>105,418</b>
Savings approved in current MTFP	(15,396)	(25,568)	(36,170)	(36,170)
Additional Savings		(2,500)	(2,500)	(2,500)
Use of Smoothing Reserves	(1,073)	(16,858)	(17,850)	(17,758)
<b>Gap after use of Smoothing Reserves and savings</b>	<b>0</b>	<b>1,655</b>	<b>29,844</b>	<b>48,990</b>

- 3.3. The budget assumptions that underpin 2024/25 to 2026/27 include the commitments made as part of the 2023/24 budget process to fund known ongoing demand pressures. In addition, a review of emerging pressures and budget assumptions has been completed and provision has been made to address these where they are unavoidable, including inflation and pay awards. Whilst this contributes to the scale of the budget gap it is important that a realistic budget is set which reflects ongoing cost and demand pressures.
- 3.4. The accompanying report sets out the priorities and officer proposals for the services within the remit of this committee. This includes a reminder of the savings proposals identified as part of last year's budget setting process (£36.2m across three years) and additional savings for consideration (£2.5m from 2024/25). As far as possible these are aimed at protecting the delivery of council priorities and represent the least detrimental options.
- 3.5. There remains a forecast shortfall of £1.6m next year. Any further reduction to the underspend this year will reduce the need to top back up General Fund reserve in 2024/25 and help bridge this shortfall. In addition, the Collection Fund position will be finalised in January and the final levy amounts from GMCA confirmed.

#### **4. Budget Consultation**

- 4.1. There is a statutory requirement to consult with business rates payers. Public consultation on proposed Council Tax levels and the savings and cuts measures put forward by officers will open on 31 October and run until 27 December 2023. The provisional results from the consultation will be reported to Executive in February. The full analysis and results, alongside comments from scrutiny committees, will be reported to the Budget Scrutiny meeting on 26 February to ensure they are fully considered before the final budget is set.
- 4.2. None of the budget options set out to date require formal statutory consultation.

#### **5. Equalities Impact and Anti-Poverty Assessments**

- 5.1. Each saving option that was approved last year was supported by a robust business case where consideration was given to how the savings could impact on different protected or disadvantaged groups. Where applicable proposals were subject to completion of an Equality Impact Assessment (EqIA) and a Poverty Impact Assessment as part of the detailed planning and implementation. Work is also underway on the way in which equalities data is collected across the Council, supporting the ability to be better informed on the impact of changes being made to services.

#### **6. Scrutiny of the draft proposals and the budget reports**

- 6.1. The reports have been tailored to the remit of each scrutiny as shown in the table below. Each Committee is invited to consider the proposed changes



which are within its remit and to make recommendations to the Executive before it agrees to the final budget proposals in February 2024.

*Table Two Scrutiny Committee Remits*

<b>Date</b>	<b>Meeting</b>	<b>Services Included</b>
7 Nov 23	Communities and Equalities Scrutiny Committee	Sport, Leisure, Events Libraries Galleries and Culture Compliance and Community Safety Housing Operations including Homelessness Neighbourhood teams
7 Nov 23	Economy and Regeneration Scrutiny Committee	City Centre Regeneration Strategic Development Housing and residential growth Planning, Building Control, and licensing Investment Estate Work and skills Highways
8 Nov 23	Health Scrutiny Committee	Adult Social Care Public Health
8 Nov 23	Children and Young People Scrutiny Committee	Children and Education Services
9 Nov 23	Resources and Governance Scrutiny Committee	Chief Exec Corporate Services Revenue and Benefits / Customer and Welfare Support Business Units
9 Nov 23	Environment and Climate Change Scrutiny Committee	Waste and Recycling Parks Grounds maintenance

## 7. Next Steps

7.1. The proposed next steps are as follows:

- 31 October Budget consultation launched to close 27 December 2023
- 7-9 November - Scrutiny Committees
- 7 December – RAGOS – Update on Autumn Statement (expected 22 November) and Council Tax and Business Rates Key Decisions report
- Late December - The Local Government Finance Settlement expected
- 11 January - Resources and Governance Scrutiny Committee - settlement outcome, update on the budget position and consultation responses, including for the proposed changes to the Council Tax Support Scheme
- 17 January - Executive -settlement outcome, update on the budget position and consultation responses

- 6-8 February - Scrutiny Committees
- 14 February - Executive receive proposed budget
- 26 February - Resources and Governance Budget Scrutiny.
- 1 March - Council approval of 2024/25 budget

**Manchester City Council  
Report for Information**

**Report to:** Children and Young People Scrutiny Committee – 8 November 2023

**Subject:** Children and Education Services Budget 2024/25

**Report of:** Strategic Director - Children and Education Services

### Summary

The Council is forecasting an estimated budget shortfall of £46m in 2024/25, £86m in 2025/26, and £105m by 2026/27. After the application of approved and planned savings, and the use of c£17m smoothing reserves in each of the three years, this gap reduces to £1.6m in 2024/25, £30m in 2025/26 and £49m by 2026/27. This position assumes that the savings approved as part of the Medium-Term Financial Strategy in February 2023 of £36.2m over three years are delivered.

This report sets out the priorities for the services in the remit of this committee and details the initial revenue budget changes proposed by officers. Each scrutiny committee is invited to consider the current proposed changes which are within its remit and to make recommendations to the Executive before it agrees to the final budget proposals in February 2024.

### Recommendations

The Committee is recommended to: -

- (1) To consider and comment on the forecast medium term revenue budget.
- (2) Consider the content of this report and comment on the proposed changes which are relevant to the remit of this scrutiny committee.

### Wards Affected: All

**Environmental Impact Assessment** - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The budget reflects the fact that the Council has declared a climate emergency by making carbon reduction a key consideration in the Council's planning and budget proposals.

**Equality, Diversity and Inclusion** - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

Consideration has been given to how the proposed savings could impact on different protected or disadvantaged groups. Where applicable proposals will be subject to completion of an Equality Impact Assessment (EqIA) and an Anti-Poverty Assessment.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The effective use of resources underpins the Council's activities in support of its strategic priorities as set out in the Corporate Plan which is underpinned by the Our Manchester Strategy.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

The changes included within this report will, subject to Member comments and consultation, be included in the final 2024/25 revenue budget set by Council on 1 March 2024.

### **Financial Consequences – Capital**

None directly arising from this report.

#### **Contact Officers:**

Name: Paul Marshall  
 Position: Strategic Director for Children and Education Services  
 Telephone: 0161 234 3952  
 E-mail: paul.marshall@manchester.gov.uk

Name: Amanda Corcoran  
 Position: Director of Education  
 Telephone: 0161 234 4314  
 E-mail: amanda.corcoran@manchester.gov.uk

Name: Sean McKendrick  
Position: Deputy Director Children's Services  
Telephone: 0161 234 3952  
E-Mail: sean.mckendrick@manchester.gov.uk

Name: Vandhna Kohli  
Position: Head of Finance - Children, Education and Schools  
Telephone: 0161 234 4235  
E-mail: vandhna.kohli@manchester.gov.uk

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

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

[Medium Term Financial Strategy and 2023/24 Revenue Budget – Executive 15 February 2023](#)

## **1. Introduction and purpose**

1.1 This report sets out an overview of the services within the remit of this scrutiny committee and their key priorities. A draft set of officer proposals to change budget previously agreed last year in the context of the current financial challenges facing the Council is also included.

1.2 For ease of reference the report is structured as follows.

Section 1 Introduction

Section 2 Service overview and priorities

Section 3 Service budget and proposed changes

Section 4 Use of Reserves

Section 5 Grants, including Dedicated Schools Grant

Section 6 Commissioning and Procurement Priorities

Section 7 Workforce Implications

Section 8 Equality and Anti-Poverty Impact

1.3 The Dedicated Schools Grant is £671m and the accumulated deficit forecast at the end 2023/24 is £4m in 2023/24. The recovery plan is outlined in section 5 of this report.

## **2. Service overview and priorities**

2.1 Manchester is a diverse, and growing city. Whilst the combination of size, growth and complexity present some unique opportunities for children, young people and their families, there also remains significant degrees of inequality and deprivation.

2.2 The Directorate supports 10,435 early years placements, 1,308 Looked After Children of which 828 are fostering placements (internal and external) and 5,183 Children in Need. Last year the Directorate provided 75,000 books and 40,000 magazines to the Read Manchester scheme. The 2021 Census indicated that there are 136,240 children (0–18-year-olds) resident in the city. There were 85,072 children (Reception – Year 11) educated in mainstream Manchester schools and 184 schools (inc. 75 academies/free schools) in the city. As of September 2023, 7,369 of children and young people have support provided via their Education, Health and Care plan.

2.3 Since 2010 Manchester's under 18 population has grown by an additional 26,000 children/young people. Recent statistics from End Child Poverty have shown that nearly half (44.7%) of all children in Manchester are now living in poverty, the 3rd highest for any local authority nationally. The city has a diverse and vibrant school system with 155 languages spoken in schools. 43.6% of children have English as an additional language (January School Census 2023).

2.4 The budget for children's social care and education services in Manchester supports and has attracted external investment through our innovative approach to support a wide range of programs and initiatives aimed at

promoting and meeting the well-being, development, and educational needs of children and young people within the community.

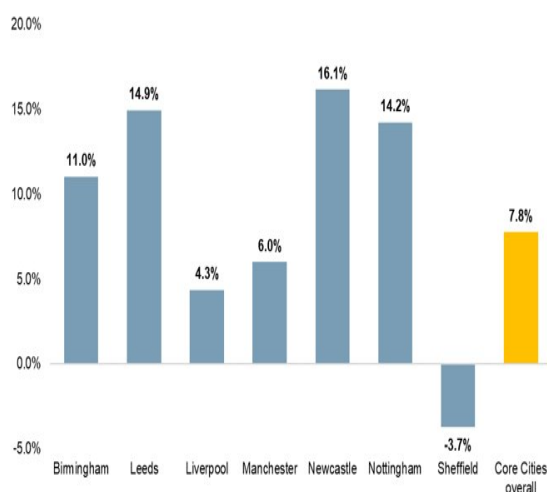
### **Children’s Social Care services budget**

- 2.5 The overarching aim is for children to live a safe, happy, healthy and successful life within their family and community. This is achieved by ensuring there is a range of services and interventions that identify children’s needs, are responsive, adaptive, and importantly services work together in an effective and efficient way.
- 2.6 The Directorate also contributes to other corporate priorities, including supporting Manchester’s Children and Young People to be healthy, well, and safe (Healthy, cared for people), enabling clean, safe and vibrant neighbourhoods through promoting the welfare of young people (Neighbourhoods) and reducing demand through reform and enabling our workforce to be the best they can be (Well-managed Council). It also plays a leading role in ensuring our young people are equipped with the skills they need to benefit from the growth of the city (Growth that benefits everyone) and ensures there are sufficient and high-quality places in local schools and early years settings.
- 2.7 Just over half of the net budget, 65% of the overall Children’s Social Care budget is committed to meeting the costs to safely care for our Looked after Children and care leavers, which is predominantly linked to the cost of placements and support. The remaining balance of the budget is for Children’s Social Care related services such as: Leaving Care, Early Years, Early Help and Youth Justice.
- 2.8 The budget recognises the costs associated with increased numbers of children requiring help, support and protection and the complexity of their needs. The Directorate’s budget approach is built upon four themes:
- a. Cost avoidance – preventive, timely and edge of care intervention
  - b. Care planning - and continuous practice improvement
  - c. Commissioning - collaboration and partnerships
  - d. Service improvement/efficiencies
- 2.9 Manchester’s approach of right intervention at the right time has led to timely intervention preventing the unnecessary escalation of children’s needs is a key priority, as is the range and choice of provision for those children who are looked after by the Council and care leavers.
- 2.10 Josh MacAlister’s independent review of children’s social care, which looked at how children and their families interact with the care system and how it can be improved made several recommendations. Manchester has implemented a lot of the interventions, such as Family Hubs. There is a strong evidence base that they have made a real impact. [Fundamental shift in children’s social care set out - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/672222/fundamental-shift-in-childrens-social-care-set-out.pdf)

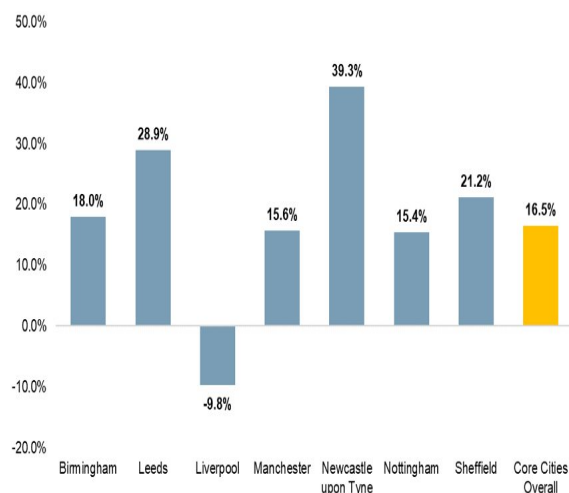
- 2.11 Core Cities (Birmingham, Bristol, Leeds, Liverpool, Newcastle, Nottingham, Manchester and Sheffield) routinely carry out benchmarking. All Core Cities are reporting increases in residential pressures. Overall, there has been a 7.8% increase in Children’s Social Care spend and 16.5% in residential provision. The external residential increase is more significant in some authorities than others. This is a combination of an increased average weekly cost and increase in placements. The national trend is that 45% of all LAC Placement budgets are now spent on external residential (36% in 2019/20) demonstrating placement sufficiency is escalating into a national issue. Characterised with a lack of suitable placements, increasing numbers of children with complex needs and rising charges for residential places.

### Illustrations one: Core Cities changes in Children’s Social Care spend

**One. a. Overall Social Care Spend: 22/23 vs q1 projected spend 23/24**



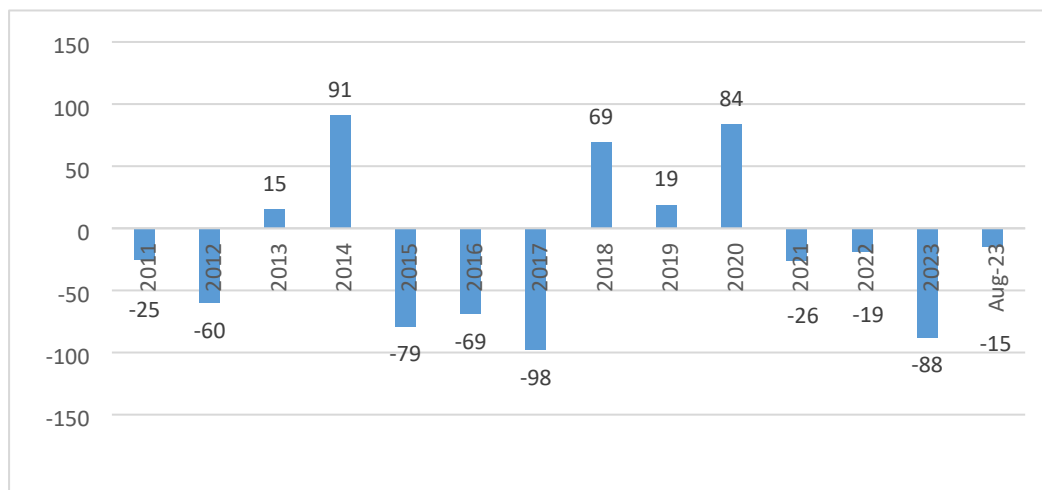
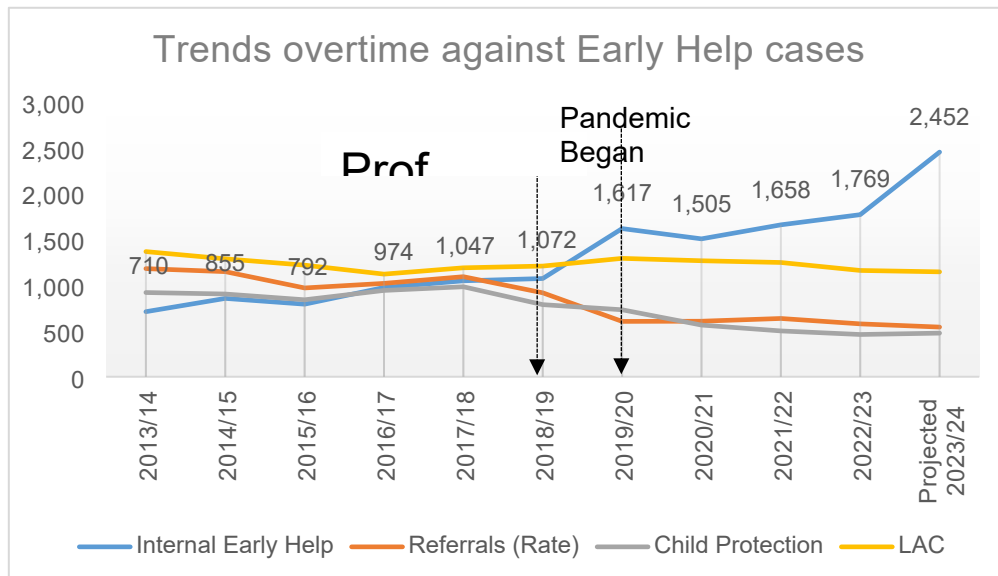
**One b. Residential Spend 22/23 vs q1 projected 23/24**



- 2.12 Childrens Social Care is committed to continually improving as evidenced by a system redesign that took place in 2019 which was informed by research and led to a re-modelling of the ‘front door’. In a social care context, the front door is the arrangements to respond to an initial contact from a professional or member of the public who is concerned about a child. The front door service also involves multi-agency working and information sharing to ensure that people get the right help, from the ‘right service’ and at the right time. This remodel also coincided with Early Help working with more families.
- 2.13 Children subject to a Child Protection Plan reduced in two phases over 2018/19 and in 2020/21. The volume of Looked After Children also decreased. Increased capacity and effectiveness in early intervention and prevention, as well as a robust Early Help offer in the city has led to a reduction in demand on the social care system, please see illustrations two below.



**Illustrations two a: Trends Overtime against Early Help Cases and Change in Looked After Children Placements**



2.14 In terms of overall looked after children (LAC), excluding non-Unaccompanied Asylum Seeking Children, volumes have fallen. However, due to shortage of fostering households, coupled with the range of children’s needs there has been a shift towards high-cost external residential placements. The impact of this has been realised within the Directorate and the implications have had to be re-visited within 2024-27 approved budget plan.

**Education Services**

2.15 The Council has a budget of £22m to meet the local authority statutory duties and responsibilities. This includes school admissions, place planning, home to school transport and school crossing patrols. Transport services makes up 59% of Education Services budget. 8% of the budget is given to support children with SEND such as short breaks and respite care. This part of the budget is overspent, which is attributed to an increase in the need to

provide Home to School Transport. The remaining budget is for services such as Attendance and commissioned service including Education Psychology and Career Connect. The service also supports inclusion and other groups of vulnerable children and the education of children looked after through the Virtual School.

- 2.16 In addition the Council is responsible for the provision of education funded manages the by the Dedicated Schools Grant which equates to £0.671bn, of which £310m is given to academies and £361m is earmarked for maintained schools and the Council for Education services such as Admissions, Early Years education and special educational needs.

### 3. Service budget and proposed changes

- 3.1 The Children and Education Services gross annual budget is £611.331m, of which £361.298m relates specifically to Dedicated School Grant (DSG), and net annual budget for 2023/24 is £140.067m and has 1,532 full time equivalent staff (fte).

**Table One: Base Budget 2023/24**

	Gross Budget £000	Net Budget £000	Full time Equivalent staff
Looked After Children Placements	55,623	49,171	54.36
Looked After Placements Services	8,683	8,237	140.68
Permanence and Leaving Care	31,784	16,516	14.50
Children's Safeguarding Areas	51,603	38,012	808.36
Education Services (Includes DSG)	441,243	7,485	240.92
Home to School Transport	14,105	13,823	133.68
Targeted Youth Support Services	1,809	811	1.00
Children's Business Support and Strategic Management Team	6,481	6,012	138.44
	<b>611,331</b>	<b>140,067</b>	<b>1,531.94</b>

#### Savings Plan 2024-27

- 3.2 In previous year's budget setting process, savings of £4.020m for 2024/25 and £3.394m for 2025/26 were approved, they are detailed in **Appendix 1**. These budget options were informed by the Directorate Budget approach to deliver safe, effective and efficient services, the progress and impact of the services to date. This approach has been developed by thinking through the way in which the Directorate can meet its statutory duties and make the maximum contribution to the priorities for the city. In some cases, this is by

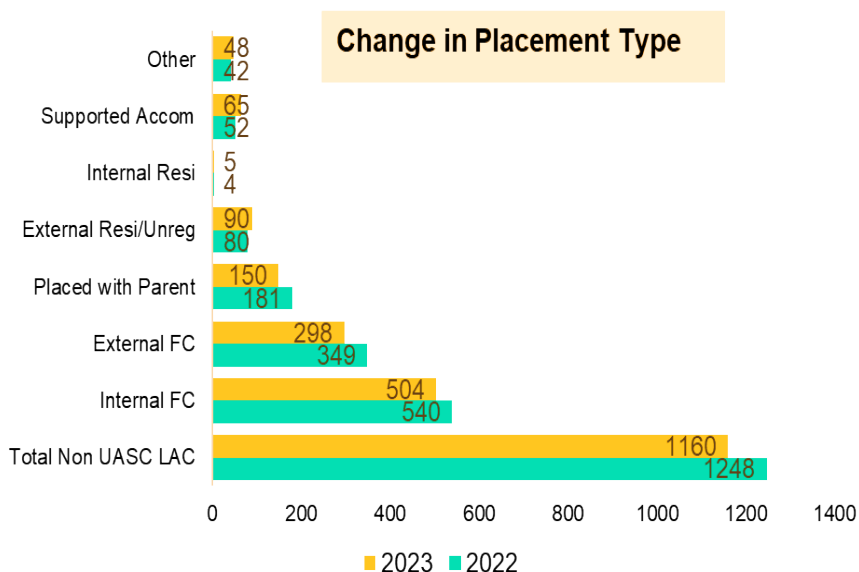
increasing the pace of implementing the already identified reforms and services improvements as a way of making financial savings by reducing demand for expensive, reactive services. In other cases, this is by choosing options for service reductions which will have the least damaging impact on the achievement of our priorities.

Current Risks and Pressures

3.3 The Directorate 2023/24 budget is currently forecast to be overspent by £4.8m. The main causes of the overspend are as a result of higher placement costs for Looked After Children (LAC), a shortfall in the Unaccompanied Asylum Seeking Children grant for the numbers now being accommodated, an overspend on Home to School Transport and workforce pressures in Localities and Fostering.

3.4 **Looked After Children** - The financial pressures being faced are predominantly cost driven rather than due to an increase in the number of children looked after by the Council. There have, however, been significant increases in the costs of residential placements, which have been impacted by higher national demand, increased complexity of care and high inflation, please see illustration three below.

**Illustration Three: Change in Looked after Children Placements**



3.5 Whilst Children’s Social care numbers of Children Looked After remains relatively stable the complexity of need of the current cohort is increasing and the external market is challenging. The reduced availability of fostering placements nationally has led to increased use of external residential placements, with placement cost in Manchester increasing by 47% in the current financial year. In addition, 15% of Manchester’s Looked After Children are Unaccompanied Asylum Seeker children (UASC) the cost of supporting this cohort exceeds the government funding available, particularly in relation to care leavers.

- 3.6 Currently the Looked After Placement pressures totals £10.3m, with £6m due to increased costs of External Residential placements, £3.3m due to a shift from fostering to more residential placements and a £1m shortfall on the Unaccompanied Asylum Seeking Children grant. This is off-set by Directorate underspends and one-off mitigating action to reduce such pressures by £6.3m with remaining in-year pressure exceeding **£4m**.
- 3.7 This year in order to manage down costly residential pressures, the service has:
- a. Undertaken a deep dive in respect of all high-cost placements - External Residential panel are held on a regular basis. They are chaired by Director for Children Services with the local safeguarding team, Education practitioners and Health Colleagues. The panels foster innovation and have been encouraged to see the connection between decision making with resource allocations on a day to day basis with the wider vision for service innovation. External Residential Clinics at Locality levels have also helped to provide a more structured approach towards step-down arrangements where appropriate.
  - b. Embedded Multi-Agency assessment, planning and commissioning of placements between health, education and social care with 73 current placements commissioned and reviewed holistically.
  - c. Strong negotiations are undertaken by colleagues from Contracts & Commissioning with support from senior managers within Children's Services to ensure value for money and that best price is achieved.
  - d. Constantly developing and cultivating a culture of innovation and service development.
- 3.8 In the medium term the service is developing proposals to increase the Council's internal fostering provision capacity and also to increase the internal residential estate. Namely, recommissioning of Olanyian (5 places), development of two Take a Breath (four half yearly solo placements) and shared care/short breaks provision. This would reduce current reliance on procuring more expensive externally commissioned placements and help alleviate the disproportionate financial impact of increases in the numbers of external residential placements. This will enable the Directorate to achieve 2024/25 Managing Demand saving. This is outlined in Appendix one.
- 3.9 Whilst the Directorate anticipated the external residential pressures and planned to invest in developing provision for those children with the highest level of need this investment has experienced delays. The delays are attributable to external forces such as building work, the recruitment of suitably experienced staff and registration processes with Ofsted. This has impacted on current projections and requirement for additional provision however, subsequent reduction in spend is expected to be during 2024/25.
- 3.10 **Workforce Pressures in Social Work and Fostering – there is a necessity to maintain safe caseloads and quality of practise necessitating the need for agency.** Manchester has found ways to improve the working conditions and resources for social workers, which has

seen a growing stability in the workforce with less vacancies, turnover and agency usage over time. This is a competitive area of the service and whilst there is no space for complacency and a need to continually review our 'offer', it is not anticipated to be an ongoing pressure.

- 3.11 **Workforce Savings** – As stated earlier in the report the budget gap is £4.5m across the council. As part of the work to close this gap it is proposed that £1m of the shortfall is closed by allocation of a workforce saving across all Directorates, Children's and Education services share of this saving is **£222k**. The service is assessing options, such as whether this can be met by reprofiling and utilisation of grants and, or through a review of long-term vacancies. It is not envisaged that this saving will have a big service impact.

#### On-going and Emerging Risks and Pressures

- 3.12 **Placement Sufficiency** – In response to the changing needs of children and emerging limitations with care providers, the planned recovery through repurposing and development of residential provision is expected to have a positive impact. However, this work has been undermined by the spiralling costs of care for children in need and the extent of their needs, which could not be pre-empted. As a result, the Council is expected to exceed the 2024/25 planned budget by **£6.5m**.
- 3.13 The Directorate continues to develop service improvements as a way of achieving financial savings and reducing demand for expensive high-cost placements. An area that is currently being reviewed in respect of the 'offer and support' is that relating to fostering households and family-based care, which is commonly known as kinship care. Kinship care is where extended family members, friends and other people who are connected to them for a variety of reason are empowered to support and bring up children in a range of different arrangements.
- 3.14 **Home to School Transport** - is a statutory service and provides transport to eligible children at the start and end of the school day. The net total budget for this service is £12.9m per annum, £13.4m gross. The budget is currently overspent by £0.8m after one-off mitigations of £500k are factored in.
- 3.15 The cost of providing transport to learners with Special Educational Needs has increased both in the number of children requiring transport and the overall cost of provision. This is being driven by a growing number of children and young people with Education, Health and Care Plans (EHCPs). In July 2023 there were 6,988 EHCPs and of which c2,200, 32% receive SEND transport. In line with national trends the number of EHCPs is expected to rise by 8.5% over the year, this equates to an additional 200 children requiring transport. The estimated cost of the demographic changes is estimated to cost **£1.3m**.

- 3.16 The service is planning to manage the balance of the on-going pressure through fully implementing the new policy for new applicants this academic year which includes a range of other options to transport including independent travel training where appropriate, implementing the service restructure and the use of new route planning software and implementing the new framework for providers which was recommissioned in the summer term.
- 3.17 **Unaccompanied Asylum-Seeking Children** - Local Authorities have a legislative responsibility to protect and support unaccompanied asylum-seeking children (UASC) and as such are ascribed a 'looked after' status under section 20 of the Children's Act 1989. Many of the UASC and UASC Leaving Care are deeply traumatised and require intense support relating to their emotional and psychological wellbeing, as well as support with accommodation, education, and health needs. Manchester is a welcoming and inclusive City. There are currently 193 UASC LAC young people supported by Manchester, there are also 416 UASC Care Leavers (aged 18+). In September 2023, an increase of 10% UASC LAC and 12% UASC Care Leavers since 2022/23. The Home Office allocates grant to support UASC and Care Leavers. However, the costs of providing care are significantly higher than the amount of grant funding received, especially for 16–17 year-olds. Based on current estimates the grant shortfall is **£2.2m**.
- 3.18 In response to the growing number of UASC, Manchester has developed a dedicated team of social workers, known as New Arrivals Team, to develop knowledge, skills and expertise to support these children. Due to the increasing numbers of UASC requiring a service there has been a need to increase the size of the team by 7 fte, which due the grant shortfall **£300k** has required investment of Council resources in order to ensure the New Arrivals Team can continue to provide support and operate safely.
- 3.19 **School Conditions Surveys** - the Council is committed to ensuring that children access high quality education in buildings that are fit for purpose and sustainable. There is an ongoing commitment to ensure the suitability of local authority maintained schools which requires up to date condition surveys to inform prioritisation of works and capital investment, **£100k**. Condition surveys will be undertaken on a regular basis and will be used to:
- a. identify what work is needed to maintain the estate
  - b. consider how much works might cost
  - c. better prioritising work within available funds
  - d. understand if the nature of the buildings has changed
- 3.20 This information will inform the maintained schools planned maintenance programme, which reflects potential future capital investment.
- 3.21 **Section 17** - Financial assistance in terms of goods or services, or in exceptional circumstances cash, can be provided to a child, parent or carer under Section 17(6) Children Act 1989 to address identified needs to

safeguard and promote a child's welfare where there is no other legitimate source of financial assistance. There has been an increase in the number of families presenting as being 'in need', which has required financial support under Section 17 Children Act 1989. As a result, the budget is overspent by £500k before mitigation. Additional measures to scrutinise all the expenses each month have been in put place. At this stage the service believes the current pressure of £500k is an on-going one. Work is underway to consider how this can be managed as part of the review of all funding to support residents during the cost of living crisis.

3.22 Provision has been made for inflationary price increases and potential pay awards. This is held corporately and will be allocated to service budgets when the details are available.

3.23 Approved budget and proposed changes are provided in the budget table below.

**Table two: Approved and Proposed Budget Changes 2024/25 – 2026/27**

	2024/25	2025/26	2026/27	Total
<b>Approved Budget Movements</b>	<b>Net Budget</b>			
	140,067	148,644	149,029	
Demography	2,419	2,479	2,479	7,377
Saving Approved - 2021/22 budget setting – Early Years	-100			-100
<b>Sub-total</b>	142,386	151,123	151,508	
<b>Savings Approved - last year's budget setting</b>				
Managing Demand	-3,000	-2,000		-5,000
Use of Reserves – reversal of a saving	500			500
Mockingbird	-219	-257		-476
Thriving Families	-500	-500		-1,000
Thriving Babies	-90			-90
Shared Care	-351	-351		-702
School Crossing Patrols	-100	-286		-386
Early Help	-160			-160
<b>Sub-total</b>	-3,920	-3,394	0	-7,314
<b>Budget Changes proposed - 2024/25 budget setting</b>	-219			
<b>Growth and Investment</b>				
Looked After Placements Sufficiency	6,500			6,500
Unaccompanied Asylum Seeking Children	2,200			2,200
International New Arrivals Team	300			300
School Conditions Survey	100			100

Home to School Transport Demography	1,300	1,300	1,300	3,900
<b>Sub-total</b>	10,400	1,300	1,300	13,000
<b>Saving – Workforce</b>	-222			-222
<b>Total</b>	148,644	149,029	152,808	

3.24 Evidence continues to show there has been significant cost avoidance through the actions taken to support children and young people effectively at an earlier stage and avoid LAC status. However, those benefits have been outstripped by the rising costs of placements referenced earlier in the report. Additional funding is included in these budget proposals to cover those costs, but the focus will remain on continuing to manage demand effectively and intervening early. Therefore, the budget savings remains totalling £4.242m in 2024/25 (£100k, £3.920m and £222k) and £3.394m 2025/26.

#### 4. Use of Reserves

4.1 Reserves are a corporate resource and planned use of the resource needs to be cross referenced to the Reserves Strategy as part of the medium-term financial plan, in line with the reserves policy.

4.2 **Kickstart Programme** - This programme targets children in Early years and Key stage 1 and their families particularly those most impacted by the pandemic, cost-of-living crisis and those from communities that experience racial inequality. There are currently 10 schools in the City accessing intensive support programmes and 48 schools clustered into 5 groups which receive a targeted offer. The Kickstart task force comprises of professionals from multi – agency/voluntary community services who can provide interventions to accelerate progress of children by working with the school to address some of the developmental gaps and to provide different holistic family support. The membership of the task force varies depending on the school, community and identifying needs but will build on the existing Early Years integrated delivery model and successful outreach service. In addition to this, the 10 intensive support schools access delegated funding and an allocation of specialist support from a SALT and an Educational psychologist to provide direct support for children in school. The 5 clusters of targeted schools receive an allocation of specialist support from a SALT, an outreach worker and an Educational psychologist to use across the schools.

4.3 The reserve requirements span two financial years as the scheme is over the school year, £0.4m reserve requirement covers the period April 2024 - August 2024.

4.4 Whilst the programme is yet to be evaluated, anecdotal feedback from schools accessing intensive or targeted support is that it has already helped to improve school attendance and staff retention due to the training that has been made available. The work of the taskforce has also ensured that schools are aware of the offer available for families at local children's



centres and also strengthened work with family hubs. Due to the expected benefits of this work the service is working with colleagues and partners via the Making Manchester Fairer Board to explore how this work could be extended another academic year and scaled up across more schools.

4.5 **Thriving Families** – is a whole family, strengths-based approach to child protection. Work is undertaken by children’s social workers, adult mental health practitioners, substance misuse and probation officers, working together as one team. Joint knowledge and expertise are used to assess the needs of the whole family, supplying services to meet those needs and supporting parents to achieve sustained change for themselves and their children. Structure requirements to support this approach are still being finalised, the staffing requirement will be around 28fte. As reported previously to continue to establish the team and embed this approach the service is looking to fund the service from the Supporting Families reserve over the next two years. If successful to sustain the service after this use of reserves 22 care placements per annum could potentially be avoided because of this intervention. As savings cumulate, they would both cover the cost of the service and provide a saving by 2024/25. Based on current progress established it is proposed that Thriving Families is supported by the Supporting Families reserve by £1.2m in year next year and £1.2m in 2025/26. Beyond this period support would reduce in 2026/27 as savings are generated from the work being undertaken.

4.6 **Social Work Apprenticeship** - Manchester has shown an ongoing financial commitment to the recruitment and retention of social workers. Whilst this is an ongoing challenge nationally, the support and approach taken to date has led to an increasingly stable and confident workforce. To further develop Manchester’s future approach, it proposed 18 fte additional apprenticeships are created over the next 2-3 years. The Social Work Apprenticeship Scheme is a 2.5 year program, whereby students attend University one day a week, in recognition that it will take a period to time to scale up the plans. The Council has recently secured Department for Education grant to support this scheme, The grant funding does not cover all the costs of the 2.5 year programme. The Council will supplement the grant funding by drawing from reserve. The use of reserve is planned to be phased over two years, £0.6m 2025/26 and a further £0.6m 2026/27. £0.8m of the support will come from a Children’s reserve, the balance is yet to be worked through.

## 5. Grants

5.1 **Dedicated Schools Grant (DSG)** - is a specific grant that funds the education system. For Manchester the grant totals £671m and is allocated to four separate funding blocks:

- a. Early Years – supports 2-,3- and 4-year-old education offers.
- b. Schools Block – 5–16-year-olds primary and secondary school education offer
- c. High Needs Block – funds specialist education provision 0 – 25 years

- d. Central Services Block – funds Council services such as Admissions.
- 5.2 The DSG was overspent in 2022/23, creating a deficit which was carried forward of £1.4m. It is forecast to be another £2.6m overspent this financial year. In both years this was due to pressures in the High Needs Block which is used to fund provision for children with special educational needs including specialist services, special school provision and Education, Health and Care plans. The cumulative forecast deficit of £4m will have to be recovered over the following years with a plan required to be put in place by the DfE.
- 5.3 Early Years Block – there is an expansion of the offer from September 2023. New entitlements, when fully implemented will mean working parents in England will be able to access 30 hours of free childcare per week, for 38 weeks of the year from the term after their child turns 9 months old. This will be rolled out in three stages:
- a. From April 2024, working parents of 2-year-olds can access 15 hours per week. Potential impact of this c.£17m, if all 2-year-old funding was taken up.
  - b. From Sept 2024, working parents of children aged 9 months up to 3-year-olds can access 15 hours per week.
  - c. From Sept 2025, working parents of children aged 9 months up to 3 years old can access 30 hours free childcare per week
- 5.4 Schools Block - Department for Education (DfE) announced in early October 2023 funding update, informing local authorities of a technical error made during the initial schools' block calculations of the 2024/25 National Funding Formula (NFF) published July 2023. The DfE have now published revised allocations for the 2024/25 NFF, which allocate the same pot of £59.6bn core schools' budget between a larger pupil cohort. This recalculation means a reduction in the promised 2.4% factor uplift to 1.4%, the overall impact on Manchester is a reduction of £3.8m.
- 5.5 High Needs Block (HNB) - supports specialist education provision for children and young people up to 25 years old with Special Education Needs and Disabilities (SEND). The HNB pressure has been recognised on a national level, and forms part of the governments SEND review, including looking at how to strengthen earlier intervention and prevention of needs and to support mainstream schools to be better equipped to meet the range of needs experienced by pupils through their SEN Support offer. As previously reported the High Needs Block funding is set to increase by **3%** next year (£3.9m). If growth in demand for Education, health and care plans and specialist provision continues at the same rate and no action is taken the shortfall in grant is expected to be £16.6m p.a. going forward.
- 5.6 In order to make this part of the grant sustainable and continuously improve outcomes for Manchester's children through early intervention the Council has produced a recovery plan setting out a range of actions and activities to bring it back into balance.

- 5.7 Central Schools Services Block - Next year Manchester's per pupil reduction is expected to fall by -1.53% (£0.64 per pupil), c.£53k. Alongside the change in grant allocation there has also been an unfunded increase in the cost of copyright licenses, The impact of this means that Manchester's funding level will not fully meet planned costs. The Council is working through how to manage the reduction in grant and increase in costs.
- 5.8 Currently DSG balances are ringfenced and self-contained whereby under and overspends are not set against the Council's overall position. This ring-fence is due to end 2025/26 financial year, at which point local authorities will need to show their ability to cover DSG deficits from their future available reserves. This means that DSG deficit will become a greater risk to the Council, potentially affecting other services. It is therefore crucial that the HNB pressures are addressed.
- 5.9 Included in the HNB recovery and improvement plan is the option to request a 0.5% transfer from school block, this would contribute c.£2.4m to the HNB recovery position. Manchester is planning to launch a consultation with schools and is working through the implications of this proposal.
- 5.10 As reported to the March 2022 Children and Young People Scrutiny Committee, in November 2021 Ofsted and the Care Quality Commission conducted a joint inspection of Manchester to judge how effectively the local area has implemented the special educational needs and disability reforms introduced in 2014. Manchester is proud that we are implementing the spirit and the letter of the SEND reforms. Whilst the inspection did not result in a graded judgement, it was extremely positive and identified many strengths.
- 5.11 Given the Council's confidence in this implementation of the reforms and reputation the Council has recently been allocated £5.9m over 2 years to work as the North West lead with 3 other Greater Manchester authorities to test out the DfE's SEND and Alternative provision plan, the learning from this will inform national policy. The grant funding will be allocated across the 4 authorities.
- 5.12 In addition to the Dedicated Schools Grant the Directorate's budget is reliant upon a range of other service areas funded through government grant which are summarised Appendix 5. At this stage, the 2024/25 budget is based on assumptions the equivalent level of grant for 2023/24, where updates have not been made available. Budgets will be updated in year as grant announcements are made. The Committee is asked to note that £8.7m of the 2024/25 grants have become available on successfully applying and bidding for grants.
- 5.13 The Council is being offered UK Shared Prosperity Fund (UKSPF) People & Skills grant funding of £0.880m to deliver a two year programme designed to meet GMCA outcomes in respect of Young People Not in Education, Employment or Training (NEET). The funding consists of £0.870m for delivery of the programme and £128k for programme management.

- 5.14 **Appendix 3** provides an overview of the forecast medium-term budgets by service. **Appendix 4** provides an subjective analysis of the 2023/24 budget to also set out the key areas of income. The forecast grants are listed at **Appendix 5**.

## 6 **Commissioning and procurement priorities**

- 6.1 The Children and Young People's Plan 2020 - 2024 translates the Our Manchester priorities into a vision for 'building a safe, happy, healthy and successful future for children and young people'.

- 6.2 This means:

- a. All children and young people feel safe, their welfare promoted and safeguarded from harm within their homes, schools and communities.
- b. All children and young people grow up happy – having fun, having opportunities to take part in leisure and culture activities, and having good social, emotional, and mental wellbeing. It also means all children and young people feeling that they have a voice and influence as active Manchester citizens.
- c. The physical and mental health of all children and young people is maximised, enabling them to lead healthy, active lives, and to have the resilience to overcome emotional and behavioural challenges.
- d. All children and young people have the opportunity to thrive and achieve individual success in a way that is meaningful to them. This may be in their education, or in their emotional or personal lives. The Children and Education Services Commissioning Principles are aligned to the Children and Young People's Plan and incorporates many of its key themes.

- 6.3 Children's Services commissioning expenditure accounts for +£50m of the Council's revenue through the commissioning of a broad range of services and from within the VCS which contribute to and meet the needs of our children and young people.

- 6.4 Commissioning is more than just buying a service or a product. It is about understanding needs and developing the right services which can effectively support Manchester's children and young people by working in partnership with service users, the community, partner agencies and providers

## 7. **Workforce Implications**

- 7.1 The Children and Educations Directorate currently has a gross budgeted workforce of 1,532 fte, of which 1,283 fte are funded by Council budget, and the remainder through grants and external income. There is no projected workforce impact of activity to deliver the savings. There are workforce implications underlying investment and use of reserves of approximately 53fte. Effective and robust workforce planning arrangements are in place to ensure that, as functions and roles change, the skills and focus of the

workforce are effectively developed to ensure the Directorate can meet its strategic priorities.

7.2 The workforce implications for children's and education services represent a continuation and improvement of existing priorities as expressed in the workforce strategy; which is to achieve a stable, confident and talented workforce through a culture of success, strengths-based approach and strong and effective leadership and management which will be achieved through:

- a. The continuing development and implementation of the Children's improvement plan
- b. Implementation of the Children's Locality Model programme
- c. Developing strong and effective leaders and managers; enabling them to create high performing and motivated team
- d. Effective recruitment and retention; to ensure the Directorate has the skills to meet current and future needs.
- e. Managing and improving the health and wellbeing of the workforce; with a specific focus on reducing absence and improving attendance.
- f. Building a high impact learning culture which ensures staff feel empowered and equipped to practice to high standards.
- g. Ensuring professionals that work with children and young people have manageable workloads
- h. Continue to reduce the reliance on interim and agency workers

7.3 The Council's establishment is fully budgeted for at the top of the grade. However, there are to be expected vacancies caused by staff turnover.

## **8. Equality and Anti-Poverty Impact**

8.1 Children's and Education Services deliver core business in line with the Council's strategic equality objectives in particular improving Life Chances; where there are specific needs identified these are informed by an individual assessment that gives due regard to their race, faith, religion, belief, sex, sexual orientation and disability.

8.2 The Directorate is committed to understanding and addressing the effects and impacts of its activities for the diverse range of people using the service. To achieve this, we are committed to undertaking where required and monitor equality analysis of our new or altered functions, to ensure they are accessible and inclusive and do not cause adverse equality impacts. The service will use the Council's Equality Impact Assessment framework to do this. We will strengthen and utilise our growing evidence bases at both Corporate and Directorate levels to identify the differential experiences of individual identity groups in Manchester accessing Council services, remove barriers and proactively respond to make these as fair and equitable as possible.

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## Appendix 1 - Savings Schedule

				2024/25	2025/26	2026/26	Total
				£'000	£'000	£'000	£'000
Early Years	Early Years Core Offer – Speech and Language. A revised speech and language therapy pathway that maintains a commitment to early intervention and prevention and Wellcomm screening will be redesigned with our partners.	Service reduction	Delivering support in a different way by training staff	100			100
Managing Demand	Saving assumes that growth of placement numbers will be at a rate of 78 per annum across Looked After Children and Permanence placements, whereby average cost of placement is £25k p.a.	Efficiency	Potential to Improve Outcomes through prevention and more appropriate placements	3,000	2,000	0	5,000
Use of Reserves	Reversal of one-off use of reserves	Reversal of use of reserves		(500)	0	0	(500)
Mocking Bird	Programme nurtures the relationships between children, young people and foster families supporting them to build a resilient and caring community of six to ten satellite families called a constellation. The Mockingbird constellation builds links with other families and individuals important to the children's care plans and to resources in the wider community which can provide them with enhanced opportunities to learn, develop and succeed. This model has been applied elsewhere and has led to greater placement stability and carer retention. It is expected that over a three-year period 2 external residential placements and 4 external fostering placements can be avoided	Efficiency		219	257	0	476
Thriving Families	Is a whole family, strengths-based approach to child protection. Work is undertaken by children's social workers, adult mental health practitioners, substance misuse and probation officers, working together as one team. Joint knowledge and expertise are used to assess the needs of the whole family, supplying services to meet those needs, and supporting parents to achieve sustained change for themselves and their children. There is empirical evidence that risks to children can reduce, reducing the need for children to come into care and requiring child protection planning. The cost benefit analysis shows that 22 placements can be avoided 2024/25 to 2025/26.	Efficiency		500	500	0	1,000
Thriving Babies	Confident Parents Project is about promoting the health, wellbeing and safeguarding of children through working differently with their parents during pregnancy to improving outcomes for babies so they can thrive by having safe, stable, permanent homes, still being with their families and communities. The proof of concepts has been trailed and will be rolled out throughout the city. To date the program has worked with 118 cases, 110 babies have remained in the care of their family and 8 have become looked after - to date. The 118 primary care givers had previously 81 children removed from their care prior to working with Thriving Babies showing the complexity of this cohort. Numbers of babies taken into care across the city have reduced since the implementation of Thriving Babies in Jun-	Efficiency		90	0	0	90

	21. Based on this evaluation and after taking account of savings proposal outlined in it is proposed a further £200k savings can be made from the project, this equates to 15 internal foster care placements over the course of the year and a further 4.5 internal foster care placements thereafter.						
Shared Care	It was found that an edge of care service supporting children who have a learning disability and/or autism is needed. The plan is to support six children, splitting the week between the children to ensure there is only three children at home at any one time. Where needed the service will offer outreach support to children's families. It will promote education, health, and activities. Clothing will be provided by the family, foster carer/guardian etc. Children will be collected dropped off, as well as transported to education on the days children are at the home. The plan is to develop and test this in in 2023/24. The savings proposal assumes cost avoidance of 4.5 external residential placements and a further 1.5 placement external fostering placements.	Efficiency	Improving outcomes through more optimal approach to supporting children with disability	351	351	0	702
School Crossing Patrols	There are 90 school crossing patrols. The patrols are rated red, amber or green in terms of road safety. 21 are rated as red, 36 rated as amber and 33 rated as green. The Council undertook significant capital investment from 2018 to 2022 in total £6.18m. This work has led to eight crossing changing their rating to green. Council policy is that it funds staffing for red and amber locations. If a crossing location is green, or is regarded as green, the school is given the choice to fund the patrols costing £6k per year. Whilst SCP (School Crossing Patrols) are not a statutory service they are key road safety measure. It is proposed that SCP are financed by the Road Parking and Bus Lane Penalties Reserve instead of Council budget an on-going basis. In accordance with the reserve's conditions road safety measures can be charged to the reserve. Further capital support will be provided to support the investment in school crossing patrols to reduce the call on future reserves	Efficiency	These savings have been identified as deliverable without impacting service delivery	100	286	0	386
Early Help	the service's gross budget is £8.9m, it is funded by grant and Council budget. The grant supporting the service is set to increase by £2m, it will receive additional Family Hub (£1.5m) and Supporting Families grant (£0.5m) next year. This extra targeted investment has allowed services to be reviewed and streamlined to release £0.590m. Following a line-by-line review of the £0.550m of the proposed saving will be achieved through reducing contingencies built into the existing budget. £50k of 2023/24 saving will be achieved through the ending of a contract. This approach will not impact on service delivery or expected outcomes as savings are being made through service efficiencies	Efficiency		160	0	0	160
Workforce	Charging posts to grants – where appropriate	Charge to Grants		222			
<b>Total</b>				<b>4,242</b>	<b>3,394</b>	<b>0</b>	<b>7,414</b>



## Appendix 2 – Growth and Pressures Schedule

Service	Description of Pressure	Pressure / Growth Amount			
		2024/25	2025/26	2026/27	Total
		£'000	£'000	£'000	£'000
Looked After Placements	Looked After Placements Sufficiency	6,500	-	-	6,500
Permanence and Leaving Care	Unaccompanied Asylum Seeking Children	2,200	-	-	2,200
Permanence and Leaving Care	Internal New Arrivals Team	300	-	-	300
Education Services	School Conditions Survey	100	-	-	100
Home to School Transport	Home to School Transport Demography	1,300	1,300	1,300	1,300
Looked After Placements	Children's Demography	2,419	2,479	2,479	7,377
<b>Total Investment</b>		<b>12,819</b>	<b>3,779</b>	<b>3,779</b>	<b>20,377</b>

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### Appendix 3: Indicative Medium term budgets by service

Service Area	2023/2024 Budget £'000	2024/2025 Indicative Budget £'000	2025/2026 Indicative Budget £'000	2026/2027 Indicative Budget £'000
LAC Placements	49,171	54,422	53,793	56,272
LAC Placements Services	8,237	8,217	8,217	8,217
Permanence & Leaving Care	16,516	19,014	19,014	19,014
Children Safeguarding Service Areas	38,012	37,634	37,634	37,634
Education Services	7,485	7,550	7,550	7,550
Home to School Transport	13,823	15,004	16,018	17,318
TYSS	811	810	810	810
Children's Strategic M'gmt and Business Support	6,012	5,992	5,992	5,992
<b>Grand Total</b>	<b>140,067</b>	<b>148,644</b>	<b>149,029</b>	<b>152,808</b>

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#### Appendix 4: Indicative Medium term budgets by type of spend / income

	2023/2024 Budget £'000	2024/2025 Indicative Budget £'000	2025/2026 Indicative Budget £'000	2026/2027 Indicative Budget £'000
<b>Expenditure:</b>				
Employees	67,977	67,096	66,204	66,177
Running Expenses	541,248	551,259	538,621	542,010
Capital Financing Costs	358	358	358	358
Contribution to reserves	1,748	1,748	1,748	1,748
<b>Sub Total Subjective Expenditure</b>	<b>611,331</b>	<b>620,461</b>	<b>606,931</b>	<b>610,293</b>
Less:				
Other Internal sales	1,375	1,375	1,375	1,375
<b>Gross Expenditure</b>	<b>609,956</b>	<b>619,086</b>	<b>605,556</b>	<b>608,918</b>
<b>Income:</b>				
Government Grants	457,447	458,000	444,085	443,668
Contributions from Reserves	4,484	4,484	4,484	4,484
Other Grants				
Reimbursements and Contributions	6,635	6,635	6,635	6,635
Customer and Client Receipts	1,281	1,281	1,281	1,281
Other Income	42	42	42	42
<b>Gross Income</b>	<b>469,889</b>	<b>470,442</b>	<b>456,527</b>	<b>456,110</b>
<b>Total Corporate Core Net Budget</b>	<b>140,067</b>	<b>148,644</b>	<b>149,029</b>	<b>152,808</b>



## Appendix five: Grants Schedule

Grant Description	Grant Making Body	Service	Service Area	2023/2024 Allocation £000	2024/2025 Indicative £000	2025/2026 Indicative £000	2026/2027 Indicative £000
Adoption Support Fund		Children's	Adoption	10	10	10	10
Unaccompanied Asylum Seekers	Home Office	Children's	C4C	13,640	13,640	13,640	13,640
Leaving Care Allowance Uplift Implementation	DfE	Children's	Care Leavers	239	239	239	239
Implementation of Supported Accommodation Reforms	DfE	Children's	Care Leavers	270	270	270	270
S31 Extended Personal Adviser Duty Implementation	DfE	Children's	Care Leavers	191	191	191	191
Staying Close	DfE	Children's	Care Leavers	471	490	471	490
Staying Put Implementation	DfE	Children's	Care Leavers	517	517	517	517
Rough Sleeping	DfE	Children's	Care Leavers	95	95	95	95
Family Hubs	DfE	Children's	Early Help	2,235	1,800	-	-
Troubled (Supported) Families	GMCA	Children's	Early Help	4,337	4,682	4,682	4,682
Reducing Parental Conflict	DWP	Children's	Early Help	75	-	-	-
Post-16 Pupil Premium Plus - Virtual Schools Pilot	DfE	Education	Education	276	325	325	325
Extended Transport Grant	DfE	Education	Education	128	128	128	128
AP Task Force (extended to March 2025. Passported to MSPRU)	DfE	Education	Education	450	450	-	-
Expanded Early Years Entitlement LA Support	DfE	Education	Education	98	-	-	-
Dedicated Schools Grant (DSG)	DfE	Schools	Education	361,298	382,990	382,990	382,990
Devolved Formula Capital	DfE	Schools	Education	637	637	637	637
Mainstream Schools Additional Grant (Included in DSG from 2024/25)	DfE	Schools	Education	17,223	-	-	-
Music Grant incl. Add Funds Re TPS Relief	DfE	Schools	Education	967	967	967	967
PE & Sports Grant	DfE	Schools	Education	1,889	1,889	1,889	1,889
PFI Grant Oasis Temple (end 2025/26)	DfE	Schools	Education	373	373	373	-
PFI Grant Wright Robinson	DfE	Schools	Education	3,290	3,290	3,290	3,290
Pupil Premium Grant LAC	DfE	Schools	Education	2,515	2,415	2,415	2,415
Pupil Premium	DfE	Schools	Education	24,646	24,646	24,646	24,646

Recovery Premium (ends AY 2023/24)	DfE	Schools	Education	3,656	1,524	-	-
Safe Taskforce (ends FY 2024/25)	DfE	Schools	Education	970	980	-	-
Early Years Supplementary Grant (included in DSG from 2024/25)	DfE	Schools	Education	1,886	-	-	-
Teacher Additional Pay Grant (included in DSG from 2025/26)	DfE	Schools	Education	2,679	2,679	-	-
School-led Tutoring Grant (ends AY 2024/25)	DfE	Schools	Education	2,016	840	-	-
Universal Infant Free Schools	DfE	Schools	Education	3,184	3,748	3,748	3,748
SENDAP Change Programme	DfE	Schools	Education	1,987	3,909	-	-
ELSEC Pathfinder (passport to Oldham)	DfE	Schools	Education	252	252	-	-
UKSPF grant - Earlier intervention and a focus on transition those identified through the RONI (Risk of NEET Indicator) process.	GMCA	TYSS	Education	998	-	-	-
NIHR 302070 Fellowship Award	NIHR	Children's	Localities	13	-	-	-
NIHR DLAF Doctoral Award	NIHR	Children's	Localities	43	76	78	32
Young Women's & Girls Fund	Home Office	Children's	Safeguarding	43	43	-	-
Assessed and Supported Year of Employment Grant	DfE	Children's	SMT	116	116	116	116
Keeping Children & Young People Safe: Drama Therapy	CSP	Children's	Youth Justice	137	-	-	-
LASPO – Remand	MoJ	Children's	Youth Justice	650	650	650	650
National Probation Service (NPS)	NPS	Children's	Youth Justice	10	10	10	10
EARL (ends 2025/26)	GMCA	Children's	Youth Justice	90	90	90	-
Turnaround Grant (ends 2024/25)	YJB	Children's	Youth Justice	376	376	-	-
Youth Justice Board	YJB	Children's	Youth Justice	1,482	1,548	1,618	1,691
Shift (ends 2024/25)	Shift	Children's	Youth Justice	87	213	-	-
GM Remand Pilot budget (ends 2024/25)	YJB	Children's	Youth Justice	802	802	-	-
GM Remand Pilot budget - running costs	YJB	Children's	Youth Justice	100	100	-	-
<b>Government Grants Totals</b>				<b>457,447</b>	<b>458,000</b>	<b>444,085</b>	<b>443,668</b>



**Manchester City Council  
Report for Information**

**Report to:** Children and Young People Scrutiny Committee – 8 November 2023

**Subject:** Overview Report

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

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**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.

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**Wards Affected:** All

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**Contact Officer:**

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

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**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
9 October 2019	CYP/19/39 Skills for Life	To request that the Council work to ensure that, as far as possible, all settings are involved in Skills for Life, including independent schools, and that officers look into how Skills for Life could be incorporated into the contracts when Our Children are placed in non-Council-owned residential settings.	A response to this recommendation has been requested and will be reported back to the Committee via the Overview report.	Neil Fairlamb, Strategic Director (Neighbourhoods)
6 November 2019	CYP/19/48 Youth and Play Services - Young Manchester	To request that clear information on the availability of toilet facilities, for example, in park cafes, be included on signage in parks.	A response to this recommendation has been requested and will be reported back to the Committee via the Overview report.	Neil Fairlamb, Strategic Director (Neighbourhoods)
4 March 2020	CYP/20/16 Improving Children's Outcomes Through Collaboration and Working in Partnership in a Locality	To request further information on how the Manchester University NHS Foundation Trust is dealing with smoking around its hospital sites and to note that the Executive Member for Children and Schools will circulate a briefing note on work that is already taking place to address	A response to this recommendation has been requested and will be reported back to the Committee via the Overview report.	Paul Marshall, Strategic Director of Children and Education Services

Date	Item	Recommendation	Action	Contact Officer
		smoking in pregnancy.		
22 July 2020	CYP/20/26 Manchester's Transformation Plan for Children and Young People's Mental Health and Wellbeing	To request that school governors be included in the plans for schools and that CAMHS and the support on offer be included on the agenda of a future Chair of Governors briefing.	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
2 December 2020	CYP/20/51 Early Help Evaluation (2015 - 2020)	To ask officers to consider how Councillors could help with this work and to circulate a note to the Committee Members on this.	A response to this recommendation has been requested and will be circulated to Members.	Julie Heslop, Strategic Head of Early Help
2 December 2020	CYP/20/51 Early Help Evaluation (2015 - 2020)	To request that the Early Help Project Manager provide information on the number of families, in relation to the presentation slides on areas of the city and the sustainability of impacts.	A response to this recommendation has been requested and will be reported back to the Committee via the Overview report.	Ed Haygarth, Early Help Project Manager
20 July 2022	CYP/22/36 The impact of COVID-19 on children and young people's mental health and well-being	To request data on the ethnicity and geographical spread of CAMHS referrals, in order to be able to identify any gaps.	A response to this recommendation has been requested and will be circulated to Members.	Al Ford, Director of CAMHS/Rachel McKeon, Governance and Scrutiny Support Officer
21 June 2023	CYP/23/25 Update:	To recommend that consideration be given to	A response to this recommendation has been requested and will be reported	Amanda Corcoran, Director of

Date	Item	Recommendation	Action	Contact Officer
	Education Climate Change Action Plan 2022-24	partnering schools with allotments and parks.	back to the Committee via the Overview report.	Education
13 October 2023	CYP/23/41 Urgent Business – Joint targeted area inspection (JTAI) of the multi-agency response to serious youth violence	That the findings of the JTAI will be considered by the relevant scrutiny committee.	This will be considered at the meeting of the Communities and Equalities Scrutiny Committee on 9 January 2024.	Charlotte Lynch, Governance and Scrutiny Team Leader

## 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 **30 October 2023** 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:**

<b>Subject / Decision</b>	<b>Decision Maker</b>	<b>Decision Due Date</b>	<b>Consultation</b>	<b>Background documents</b>	<b>Officer Contact</b>
<p><b>Block Contract for the Provision of New Arrivals Hub for Unaccompanied Asylum-Seeking Children (Age 16+) (2023/06/08A)</b></p> <p>The appointment of Provider for New Arrivals Hub for Unaccompanied Asylum-Seeking Children (Age 16+)</p>	Strategic Director - Children and Education Services	Not before 8th Jul 2023		Report and recommendation	Sarah Austin, Strategic Lead - Commissioning sarah.austin@manchester.gov.uk
<p><b>Block Contract for the Provision of Supported Accommodation for Unaccompanied Asylum-Seeking Children (Age 16+) (2023/06/08B)</b></p> <p>The appointment of Provider for the Provision of Supported Accommodation for Unaccompanied Asylum-Seeking Children (Age 16+) up to 40 units</p>	Strategic Director - Children and Education Services	Not before 8th Jul 2023		Report and recommendation	Sarah Austin, Strategic Lead - Commissioning sarah.austin@manchester.gov.uk

<p><b>Take a breath - Residential accommodation (2023/07/06A)</b></p> <p>To implement a residential accommodation model to support hospital discharge and prevent hospital admission for children and young people.</p>	Strategic Director - Children and Education Services	Not before 6th Aug 2023		Report and Recommendations	Sarah Austin, Strategic Lead - Commissioning sarah.austin@manchester.gov.uk
<p><b>The Provision of a Manchester Sensory Support Service (2023/07/03A)</b></p> <p>The appointment of Provider for the Provision of a Manchester Sensory Support Service</p>	Strategic Director - Children and Education Services	Not before 3rd Aug 2023		Report and Recommendation	Mike Worsley, Procurement Manager mike.worsley@manchester.gov.uk
<p><b>The provision of a contraception &amp; sexual health service for young people (2023/09/27A)</b></p> <p>To award a contract to a provider to deliver a contraception &amp; sexual health service for young people.</p>	Director of Public Health	Not before 27th Oct 2023		Contract Report	Marie Earle, Strategic Commissioning Manager marie.earle@manchester.gov.uk

**Children and Young People Scrutiny Committee  
Work Programme – November 2023**

**Wednesday 8 November 2023, 10 am (Report deadline Friday 27 October 2023)**

<b>Item</b>	<b>Purpose</b>	<b>Lead Executive Member</b>	<b>Strategic Director/ Lead Officer</b>	<b>Comments</b>
Update on mental health and wellbeing	To receive an update report on mental health and wellbeing, including support for schools and settings, and to invite a representative from Child and Adolescent Mental Health Services (CAMHS) to this meeting.	Councillor Bridges Councillor T Robinson	Paul Marshall/ Al Ford (CAMHS)/ Vicky Smith (MICP)	See September 2021 minutes
Child-Friendly City Update	To receive an update on Manchester's work towards becoming a UNICEF UK Child-Friendly City, to include how staff are enabled to begin to understand and empathise with young people's lived experience, regarding race and equality and diversity.	Councillor Bridges	Paul Marshall/ Ruth Denton	
Local Authority Designated Officer (LADO) report	To receive the annual report of the LADO.	Councillor Bridges	Paul Marshall/ Kate Rose	
Revenue Budget Update	To receive a report on the financial challenge facing the Council, the latest forecast position, and the next steps.	Cllr Akbar	Carol Culley Tom Wilkinson	
Children and Education Services 2024/25	To receive a report which sets out the priorities for the services in the remit of this Committee and details the initial revenue budget changes proposed by officers.	Councillor Bridges	Carol Culley Tom Wilkinson Paul	

Budget Proposals			Marshall Vandhna Kohli	
Overview Report	The monthly report includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.	-	Rachel McKeon	

**Wednesday 6 December 2023, 10 am (Report deadline Friday 24 November 2023)**

<b>Item</b>	<b>Purpose</b>	<b>Lead Executive Member</b>	<b>Strategic Director/ Lead Officer</b>	<b>Comments</b>
Early Years Sufficiency	To receive a report on Early Years sufficiency.	Councillor Bridges	Amanda Corcoran	
School Places	To receive an update on school admissions.	Councillor Bridges	Amanda Corcoran	
School Attainment	To receive a report on school attainment.	Councillor Bridges	Amanda Corcoran	
Post-16 report	To include: <ul style="list-style-type: none"> <li>work to reduce the number of young people who are not in employment, education or training (NEET)</li> <li>Sufficiency of post-16 education</li> </ul>	Councillor Bridges Councillor Hacking	Amanda Corcoran	Invite Chair of the Economy and Regeneration Scrutiny Committee
Overview Report		-	Rachel McKeon	



## Items To Be Scheduled

Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
Manchester Sensory Support Service Commission	To receive an update report at a future meeting.	Councillor Bridges	Amanda Corcoran	January 2024 (to be confirmed) See March 2022 minutes.
Adoption	To receive a report on adoption which includes what difference the move to Adoption Counts has made in providing stable adoption placements for Our Children and what happens when an adoption breaks down.	Councillor Bridges	Paul Marshall	See November 2021 minutes
School Streets	To receive a report on School Streets.	Councillor Bridges Councillor Rawlins	Amanda Corcoran	Invite Chair of the Environment, Climate Change and Neighbourhoods Scrutiny Committee
Independent Review of Children's Social Care	To receive a report on the Independent Review of Children's Social Care.	Councillor Bridges	Paul Marshall	
Domestic Abuse and Children	To receive a report on the impact of domestic abuse on children and the Safe and Together programme.	Councillor Bridges	Paul Marshall	See March 2023 minutes
Children and Young People's Plan	To receive an annual report on the progress of this work.	Councillor Bridges	Paul Marshall	See November 2020 minutes

2020 - 2024				
Elective Home Education (EHE)	To receive a report on EHE. To include up-to-date figures on children who are not in school, including those whose parents have chosen EHE, with a breakdown by areas of the city.	Councillor Bridges	Amanda Corcoran	See January 2022 and October 2022 minutes
School Attendance and Attainment	To receive regular reports regarding attainment and attendance.	Councillor Bridges	Amanda Corcoran	
Personal Social Health and Economic (PSHE) Education	To receive a report on PSHE education in schools.	Councillor Bridges	Amanda Corcoran	
Post-16 EET Strategic Plan 2022-25	To receive a more detailed report, including utilising social value, changes in the number of places available at Manchester College, whether Manchester Adult Education Service (MAES) can be utilised more and information from the sufficiency report looking across the Greater Manchester area.	Councillor Bridges	Amanda Corcoran	See December 2022 minutes
Attainment	To request a more detailed report on how schools are progressing with work to address the impact of the pandemic on children's learning.	Councillor Bridges	Amanda Corcoran	See December 2022 minutes
Road Safety Around Schools	To consider a report on road safety around schools.	Councillor Rawlins Councillor Bridges	Kevin Gillham Amanda Corcoran	To be confirmed See January 2023 minutes.
Early Years and Health Visiting Service	To receive a further report at an appropriate time.	Councillor Bridges	Paul Marshall	See May 2023 minutes.
Reinforced Autoclaved Aerated	To receive an update at a future meeting.	Councillor Bridges	Amanda Corcoran	See September 2023 minutes

Concrete (RAAC) in Schools				
Youth Justice	To receive a further report on Youth Justice.	Councillor Bridges	Paul Marshall	

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