



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

Date: Wednesday, 17 July 2019

Time: 10.00 am

Venue: Council Antechamber, Level 2, Town Hall Extension

Everyone is welcome to attend this committee meeting.

There will be a private meeting for members of the Committee at 9.30 am in Committee Room 6, Room 2006, Level 2 of the Town Hall Extension.

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

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

### **Councillors –**

Sameem Ali, Alijah, Hewitson, T Judge, Kilpatrick, Lovecy, McHale, Madeleine Monaghan, Rawlins, Reeves, Reid, Sadler, Stone (Chair) and Wilson

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

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

## Agenda

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**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 19 June 2019.

Pages  
7 - 14

**5. Update on the Youth Justice Service**

Report of the Strategic Director (Children and Education Services)

Pages  
15 - 26

This report focuses on the work and progress that has been made against the action plan arising from the HMIP Inspection of Manchester's Youth Justice Service undertaken in November 2018.

**6. Raising Standards of Practice in Children's Social Care**

Report of the Strategic Director (Children and Education Services)

Pages  
27 - 36

This report provides an overview of the work undertaken in regards to raising standards of practice in Children's Social Care.

**7. Delivering Children's Services in a Locality**

Presentation of the Strategic Director (Children and Education Services)

Pages  
37 - 54

This presentation provides an overview of delivering Children's Services through a locality approach.

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| <b>8. Delivering the Our Manchester Strategy</b><br>Report of the Executive Member for Children and Schools | Pages<br>55 - 60 |
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This report provides an overview of work undertaken and progress towards the delivery of the Council's priorities as set out in the Our Manchester Strategy for those areas within the portfolio of the Executive Member for Children and Schools.

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| <b>9. Overview Report</b><br>Report of the Governance and Scrutiny Support Unit | Pages<br>61 - 86 |
|---|------------------|

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

## Information about the Committee

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

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

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

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Smoking is not allowed in Council buildings.

Joanne Roney OBE  
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## Further Information

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

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This agenda was issued on **Tuesday, 9 July 2019** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Lloyd Street Elevation), Manchester M60 2LA

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

### **Minutes of the meeting held on 19 June 2019**

#### **Present:**

Councillor Stone – in the Chair

Councillors Hewitson, T Judge, Kilpatrick, Lovecy, McHale, Madeleine Monaghan, Reeves, Reid, Sadler and Wilson

#### **Co-opted Voting Members:**

Mrs J Miles, Representative of the Diocese of Salford

Dr W Omara, Parent Governor Representative

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

Mr L Duffy, Secondary Sector Teacher Representative

Councillor Bridges, Executive Member for Children and Schools

#### **Apologies:**

Councillor Sameem Ali

Mr A Arogundade, Parent Governor Representative

Mr R Lammas, Primary Sector Teacher Representative

Ms Z Stepan, Parent Governor Representative

### **CYP/19/20 Minutes**

#### **Decisions**

1. To approve as a correct record the minutes of the meeting held on 5 March 2019.
2. To receive the minutes of the Ofsted Subgroup meeting held on 12 March 2019.

### **CYP/19/21 Update on the Young Carers Strategy 2017 - 2019**

The Committee received a report of the Director of Education which provided an overview of progress on work with Young Carers and proposed next steps in the refresh and implementation of the Young Carers Strategy.

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

- A summary of the key findings from the Young Carers Group research;
- Progress made so far, including the recruitment of a Young Carers Co-ordinator, who was present at the meeting;
- Next steps; and
- The Young Carers Strategic Action Plan.

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

- That Members welcomed the Young Carers Strategic Action Plan;
- The challenges relating to transition stages in education, particularly the transition to further and higher education;
- How young carers were being identified by schools; and
- Mental Health First Aiders in schools and sixth forms and how they could be used to support young carers.

The Head of School Quality Assurance and Strategic SEND acknowledged that the transition to sixth form was challenging for young carers. She reported that, following the introduction of the General Data Protection Regulation (GDPR), schools had received conflicting messages about what information they could share with colleges and other education providers when pupils transitioned to the next stage of their education. The Director of Education informed Members that her service was working with the Council's Legal and Audit Services regarding this and reported that this work could include the creation of a standardised form which schools could use to pass on information at the transition stage while remaining compliant with the GDPR. The Young Carers Co-ordinator reported that a key part of her role would be to support young carers through the transition stages, including planning for university from the age of 14 and making sure that young people didn't have to keep repeating their stories at every stage.

The Head of School Quality Assurance and Strategic SEND commented that, although the Young Carers Strategy had been launched in 2017, its implementation and the identification of young carers had not been consistent across the city. She informed Members that there was a need to improve knowledge and understanding about and advocacy for young carers in schools and, therefore, the strategy was being refreshed to address this. She outlined how, when dealing with issues such as absence and lateness, schools were now encouraged to explore the possibility that the pupil could be a young carer. She reported that part of the Young Carers Co-ordinator's role would be to ensure that schools were aware of and consistently responding to these identification triggers. She informed Members that she would look into the Mental Health First Aiders model and how this could support young carers and report back to the Committee on this via the Chair.

## **Decisions**

1. To note that the Head of School Quality Assurance and Strategic SEND will look into the Mental Health First Aiders model and how this could support young carers and report back to the Committee on this via the Chair.
2. To request that an update on the work to promote consistent, legally-compliant information-sharing at transition stages be included in a future report on the Promoting Inclusion and Preventing Exclusion Strategy.

## **CYP/19/22 Manchester's Promoting Inclusion and Preventing Exclusion Strategy**

The Committee received a report of the Director of Education which provided an overview of the progress with the development and planned implementation of a multi-agency Promoting Inclusion and Preventing Exclusion Strategy for



Manchester.

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

- The context of this work, including data on permanent and fixed-term exclusions at Manchester primary and secondary schools in comparison to national figures;
- An overview of the strategy; and
- Next steps.

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

- To welcome the strategy;
- To request a breakdown of the reasons for exclusions;
- What was being done to address off-rolling;
- The importance of ensuring that school governors were trained on school exclusions and off-rolling;
- To request further information on the independent review of the use of fixed-term exclusions in the specialist provisions across the city for young people who experienced Social, Emotional and Mental Health Needs (SEMH), including the Secondary Pupil Referral Unit (PRU), and to ask for the number of fixed-term exclusions from the Secondary PRU which had taken place this year; and
- To note the positive examples in the case studies and ask how widespread this good practice was.

The Director of Education reported that, once the latest data on school exclusions was available, the reasons for exclusion could be provided to the Committee. The Head of School Quality Assurance and Strategic SEND informed Members that, following their questioning at a previous meeting of the number of exclusions classified as being for 'other reasons', officers were now going back to any schools which gave 'other' as a reason for an exclusion to obtain more precise information.

The Head of the Virtual School reported that off-rolling had been covered in the national Timpson Review of School Exclusions and was also addressed in this Strategy and she outlined conversations which were taking place with schools on this issue. The Director of Education informed Members that the issue of off-rolling had been incorporated into the new Ofsted Framework and that schools were likely to be judged as inadequate in the leadership and management category if they were found to be off-rolling children. She advised Members that Ofsted had made it clear that it was only acceptable for an agreement to be made to remove a pupil from the school roll when this was in the child's best interests, otherwise it would be classed as off-rolling. She reported that officers were using Chair of Governor briefings and other meetings to inform governors about the new Ofsted Framework and about the role of governors in identifying patterns and trends which suggested that off-rolling could be taking place in their school and challenging this.

The Head of School Quality Assurance and Strategic SEND reported that former Her Majesty's Inspectors (HMI) were supporting the review of fixed-term exclusions in

specialist provisions, including the Secondary PRU, but that there had been a delay due to the health issues of one of the former HMIs. She advised Members that the report had been expected to be completed by the end of this half-term but that this might now be pushed back. She offered to circulate statistics on the number of fixed-term exclusions from the Secondary PRU this year to Members of the Committee. She also informed Members that the Council had been heavily engaged with the PRU over the last term in relation to the Promoting Inclusion and Preventing Exclusion Strategy and that the PRU had been fully engaged and supportive of the Strategy.

The Head of the Virtual School reported that there was a large amount of good practice taking place across the city and outlined some of the models including Rights Respecting Schools, the Adverse Childhood Experiences pilot and Mentally Healthy Schools. She reported that this work needed to be mapped and good practice shared across the city. The Executive Member for Children and Schools reported that it was planned to have a launch event for the Strategy in the Autumn term, including workshops where best practice could be shared. He offered to circulate the date of the launch event to Committee Members when it had been decided. He also informed Members that a national day of Rights Respecting Schools would be taking place on 4 July. The Chair requested that information on the Rights Respecting Schools national day be circulated to Members of the Committee.

## **Decisions**

1. To note that the national Timpson Review of Exclusions Report has now been published and the recommendations contained therein are welcomed and are reflected in Manchester's Promoting Inclusion and Preventing Exclusion Strategy.
2. To note that the provisional school exclusions data for 2018-19 shows a reduction in the use of permanent exclusion compared to the 2017-18 data following the increased focus and challenge.
3. To request a further report on citywide school exclusion performance once the 2017-18 validated exclusions data is published, including information on the reasons for exclusions.
4. To request that this report include an update on the independent review of the use of fixed-term exclusions in the specialist provisions across the city for young people who experience Social, Emotional and Mental Health Needs (SEMH), including the Secondary Pupil Referral Unit (PRU), and information on the destinations of pupils at the PRU.
5. To request that the figures on fixed-term exclusions from the Secondary PRU this year be circulated to Members of the Committee.
6. To note that the Executive Member for Children and Schools will circulate the date of the Strategy launch event and to request that Members also be provided with information on the national day of Rights Respecting Schools.

[Councillor Stone declared a personal interest as a member of the governing body of the Secondary Pupil Referral Unit.]

### **CYP/19/23 Complex Safeguarding Report**

The Committee received a report of the Strategic Director (Children and Education Services) which provided an update on the development of the Complex Safeguarding Hub and focused on the identification and response to vulnerable children and young people at risk of exploitation including the approach and impact from risk management. It also provided feedback on a recent Local Government Association (LGA) Peer Challenge in relation to Child Sexual Exploitation (CSE).

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

- Governance and Accountability Arrangements;
- The Complex Safeguarding Hub;
- Missing from Home and Care; and
- The LGA Peer Challenge in relation to CSE.

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

- The importance of safeguarding young people visiting Manchester, not just Manchester residents, including young people attending events in the city and trying to travel home afterwards;
- What was being done to address the emerging use of Xanax by young people; and
- The workloads of staff within the Complex Safeguarding Hub.

The Strategic Head of Early Help acknowledged the issue of young people being reported missing from home due to difficulties and delays in travelling home after events. She reported that work was taking place at a Greater Manchester level on the role of transport providers in relation to safeguarding and she offered to raise Members' concerns regarding this with the Greater Manchester Partnership.

The Strategic Head of Early Help outlined the work taking place in relation to the use of Xanax among young people. She reported that the Population Health and Wellbeing Team was leading on communicating public health messages on Xanax and was monitoring trends in relation to Xanax use. She informed Members that the Complex Safeguarding Hub was being used to co-ordinate intelligence-gathering in relation to the contextual safeguarding issues, looking not just at what was happening within peer groups but also issues relating to the supply of Xanax and the risk of exploitation.

The Strategic Head of Early Help reported that, as part of the implementation of the Complex Safeguarding Hub, an assessment had taken place of the resources required. She advised Members that demand and capacity were reviewed on an ongoing basis and that currently the Hub was well-resourced. She also informed Members that, while the Hub provided a specialist resource, ownership of cases was

shared, with staff in the Hub working alongside locality social workers and other partners.

The Executive Member for Children and Schools informed Members that, following the recent LGA peer review, the Council had received verbal feedback which had been largely positive, including in relation to Greater Manchester Police's role, while also highlighting a few areas for improvement. He offered to share the formal letter providing feedback, once this was available.

### **Decisions**

1. To note that the letter from the LGA providing feedback on the review of the effectiveness of the Complex Safeguarding Hub and multi-agency arrangements in response to children at risk of sexual exploitation and those being exploited will be shared with Committee Members, when it is available.
2. To continue to monitor this area of work.

### **CYP/19/24 Re-establishment of the Ofsted Subgroup**

The Committee received a report of the Governance and Scrutiny Support Unit which provided Members with the terms of reference and current work programme for the Ofsted Subgroup. The Committee was asked to re-establish the Ofsted Subgroup for the municipal year 2019 - 2020 and agree the terms of reference, work programme and membership of the Subgroup.

The Chair recommended that consideration of inspection reports and performance information for services for children in need of help and protection, looked after children and care leavers be removed from the Subgroup's remit. He also recommended that consideration of inspection reports for childminders be added to the Subgroup's remit.

### **Decisions**

1. To re-establish the Ofsted Subgroup for the 2019 - 2020 municipal year and agree the terms of reference and work programme, subject to the above amendments.
2. That Councillor Lovecy be appointed as Chair of the Ofsted Subgroup and that Councillors Hewitson, Kilpatrick, McHale, Madeline Monaghan, Reeves, Reid and Stone, Mrs Miles and Dr Omara be appointed to the Subgroup.
3. To note that it is proposed to hold four meetings of the Subgroup during the municipal year and that Members' preference is for these meetings to be held on Wednesday afternoons.

### **CYP/19/25 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.

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## Manchester City Council Report for Information

**Report to:** Children and Young People Scrutiny Committee – 17 July 2019

**Subject:** Update on the Youth Justice Service

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

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### Summary

This report is an update to the report presented to the Committee in March 2019 and is focused on the work and progress that has been made against the action plan arising from the HMIP Inspection of Manchester's Youth Justice Service undertaken in November 2018.

### Recommendations

Scrutiny Committee members are asked to;

- Consider and scrutinise the progress that has been made against the action plan and seek assurance as the impact that has been achieved.
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**Wards Affected:** All

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

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Effective Children and Education Services are critical to ensuring our children are afforded opportunities and supported to connect and contribute to the city's sustainability and growth.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Ensuring children and young people are supported and afforded the opportunity to access and achieve in the City; empowered and supported by the delivery of a strong and cohesive system that works for all children.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Improving education and social care services that are connected to the wider partnership build the resilience of children and families needed to achieve their potential and be integrated into their communities
A liveable and low carbon city: a destination of choice to live, visit,	Improving outcomes for the children and families across the City, helps build and develop whole

work	communities and increases the livability of the City
A connected city: world class infrastructure and connectivity to drive growth	Successful services support successful families who are able to deliver continuing growth in the City

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

The following documents provide the context that has informed the preparation of this 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.

- Report on the Youth Justice Service presented to the Children and Young People Scrutiny Committee on 5 March 2019
- HMIP Inspection Report on Manchester Youth Justice, February 2019



## 1.0 Introduction

- 1.1. This is an update to the report presented to the Committee in March this year. It is focused on the work that has taken place and is underway within the service to improve the offer to our young people and practice. The service remains focussed on improving practice to address areas for development highlighted in the HMIP Inspection report in November 2018 and as identified during the review of the Youth Justice Service. This is important work to ensure that a high quality service is delivered to our children and young people. This report also provides updates on work undertaken to create a stable workforce and manageable caseloads.
- 1.2 Her Majesty's Inspectorate of Probation (HMIP) are the appropriate body that inspect Youth Justice Services across England and Wales. This followed the development of a new inspection framework which was implemented in July 2018. It was a Full Joint Inspection which brought together a team of 7 inspectors from OFSTED, CQC, HMIC and Learning and Skills, and took place over a two week period. Inspectors examined casework records on 71 young people and had the same number of interviews with case-managers. They met with the Youth Justice Management Board, had a presentation from the Director of Children's Services and also held individual interviews with senior managers from partners including GMP, Health, Education, and Social Work. Following the inspection, HMIP rated the Service as 'Requires Improvement'.

## 2.0 Progress on HMIP Action Plan

- 2.1 There were 5 key actions identified within the HMIP Inspection Report published in February 2019 which for ease of reference are considered in bold font at the start of each section. In addition Annex A has sets out the actions with an update on progress made to implement these.
- 2.2 **Ensure premises are safe and accessible for children and young people, as well as staff.** There was a significant incident outside one of the Youth Justice offices that occurred during the inspection. Following the incident, the corporate property team have worked with the service to identify alternative premises. As a short term measure the two teams located there moved out and are currently, temporarily, based in Universal Square. This provides office accommodation and the Youth Justice Officers undertake more visits to homes and using young person friendly settings such as libraries, youth clubs to complete their direct work with young people. Group work with those young people on Intensive Supervision and Surveillance (ISS) Orders has continued in the short term in premises provided from the National Probation Service. New office space for the ISS Team has now been identified, this requires some adaptations and refurbishment; which is underway. This is a good development and will enable the team to deliver a revised programme in a city centre location thus promoting the independence of the young people.
- 2.3. **Ensure that there are sufficient staff in post to deliver high-quality services to children and young people** - At the time of the inspection there were 7 vacancies all of which had been appointed to but post holders had not

started. Currently, the Service is waiting on the arrival of a recently appointed case manager and is in the process of recruiting to two other new vacancies. The impact of this improved speed of recruitment is that caseloads within the service have reduced to a more desirable level. We recognise that whilst turnover is low in the service we are now able to respond flexibly and quickly to fill vacancies. Our largest team, South YJ, are fully staffed and our average caseload for the service is lower than national averages and that at the time of the inspection; it is anticipated these will be c9 young people per worker.

- 2.4. **Ensure that children and young people receive effective support to improve their chances of success in education, training and employment, and increase the proportion who receive their full entitlement** - achieving good impact from this action has required a complete review of how the Service engages with education, schools, colleges and employers to improve outcomes for young people on the Youth Justice caseload. A more detailed action plan has been drawn up between the Service, Education and Work and Skills Managers to bring expertise into Youth Justice including learning from the Virtual School's Personal Education Planning (PEP) approach and establishing Career Connect worker, co-located within the service who is available to advise young people and link them with opportunities. Youth Justice workers are committed to working with schools and colleges to get better outcomes for young people and at a recent full staff event, came up with many ideas to take forward to achieve this and are keen to establish better links with schools to encourage and support teachers to keep children engaged in full-time education.
- 2.5 **Continue to develop out-of-court decision-making processes to make sure that effective joint decision-making is in place, and that children and young people and their parents/carers understand the implications of the disposal** - The triage model of working with GMP to assess those young people referred in by the police, and through the use of a multi-agency panel to make recommendations for a suitable disposal, was introduced in June 2018 and inspectors expressed confidence in the approach. The model has since been strengthened by the introduction of a shorter assessment tool (which has been developed with Manchester Metropolitan University - MMU) and has been rolled out across all Greater Manchester Services as agreed with GMP. A leaflet has been designed by young people to inform others (and their parents) what it means to get an Out of Court Disposal. Engagement levels of young people vary in Out of Court work as most outcomes rely upon a young person's voluntary agreement to an intervention. An analysis of the first 10 months of the new approach shows that levels of engagement have doubled in that period.

Disposal Type	Panel Administered Disposal			Pre-administered Disposal by GMP		
	Engaged	No engagement	Engagement %	Engaged	No engagement	Engagement %
Community Resolution	22	4	85%	5	12	29%
Restorative Justice	1	0	100%	1	0	100%
Youth Caution	4	5	44%	4	23	15%
Youth Conditional Caution	7	0	100%	1	0	100%
All disposals	34	9	79%	11	35	24%

## 2.6. Work with partner agencies to reduce the over-representation of black and minority ethnic children and young people in the custodial population -

The work on levels of disproportionality has continued to follow the national picture. This is an area the service keeps under review whilst implementing the recommendations in the David Lammy report which highlights the disproportionate levels of BAME children and adults in the criminal justice system. A key element of our plan is to raise the profile of BAME disproportionality identified within the Youth Justice Service locally and across Greater Manchester. Several staff members have undergone 'Unconscious Bias' training and this will now be offered to all case-managers. A Workshop has been held with partners including GMP, the courts and the Crown Prosecution Service at which the data was shared to raise awareness and develop a shared understanding of the issue. Manchester Metropolitan University is engaged in working with the Youth Justice Service to understand the problem better, a meeting has been set up with the GMP lead manager and training has been planned with the Magistrates Youth Bench later this year.

## 3.0 Update on Special Education Needs and Disability (SEND) in Youth Justice

3.1 Professor Hannah Smithson at MMU published her report in 2016 on the high presence of children with SEND within the Youth Justice System nationally. In her research, she highlighted the large numbers of children with moderate and severe learning difficulties including Autism, ADHD, Dyslexia and Communication difficulties that are in the caseloads of Youth Justice Services. Many of these young people did not have an Education and Health Care Plan (EHP) so the learning difficulties had not been identified prior to entering the criminal justice system. Whilst this issue needs to be addressed and challenged on a national basis, one of the other solutions recommended by Prof Smithson, is the development of SEND specialists within each Youth Justice Service.

3.2 Across the Manchester Youth Justice caseload we supervise and support 73 children with some form of special educational need, for a range of issues including Autism, speech, language and communication needs, learning difficulties and emotional and behavioural difficulties. 61 children known to Youth Justice have an Education and Health and Social Care Plan (EHCP). In total this is 33% of the Youth Justice caseload; again following the national picture.

- 3.3 Manchester Youth Justice proudly provides a range of support and multi-disciplinary interventions for our children and young people with special additional needs and disabilities (SEND). The service has a speech and language therapist who undertakes speech and language screening and interventions, access to a dedicated Educational Psychologist 8 days per term, and SENDIAS support. We have also introduced the 'Do It Profiler' which is a screening tool for neuro-disabilities and also 'That Reading Thing' which is a programme to support young people who might be many years behind in reading, Dyslexic or just need a boost to access the language they need to thrive in school. For school leavers we have careers advice and guidance from a full time seconded Connect worker.
- 3.4 In Manchester, together with a leading education charity 'Achievement for All', the Youth Justice Service has trained and developed case-managers and other specialist workers to strengthen knowledge and skills about SEND as well as improve access for young people to Speech and Language Therapy, Education Psychology and Drama Therapists. In order to ensure a good standard in this work, the Service applied for a SEND Quality Standard in 2018 and was awarded the higher level Quality Leadership Award. The Youth Justice Team Manager who led this work, Vanessa O'Dare, was recently presented with a prestigious Butler Trust award at Buckingham Palace by Princess Anne.

#### **4.0 Review of the Youth Justice Service**

- 4.1 In 2016 Charlie Taylor undertook a review of Youth Justice on behalf of the Ministry of Justice, as reflected in that report the operating environment within which the Youth Justice Service delivers has changed in recent years; particularly the nature and volume of violent offences and child criminal exploitation locally. Subsequently whilst we have seen a reduction in first time entrants, the use of remand and custodial sentences continue to be a challenge where they are 'too high' in Manchester.. As a result, the service is currently reviewing delivery and design to strengthen current delivery in order to work with the courts to reduce the use of remands and custodial sentences; whilst strengthening the resettlement offer for young people leaving custody. The review has been carried out in close consultation with partners and all those who work in the Service and incorporates the views of the young people who receive services and interventions. It is not about resources or restructure but instead, the review is about how we engage, work with and respond to the needs of young people in the criminal justice system as well as themes and trends. The benefits we hope to achieve include helping young people to build their resilience through education, training and raising their ambitions, as well as having more appropriate opportunities in local communities for them to be active and involved in constructive projects and employment.
- 4.2 A recent full service event was used to share reflections on the review that have been gathered from the teams during consultation events and highlight the agreed principles and priorities that drive the work of all of those in the Youth Justice system. A key principle is building trusted relationships with young people as we know from a previous 'Realist Evaluation' study by Dr Mansoor Kazi, that when a young person is engaged and successfully completes an

order from the court, they are 7 times less likely than those who don't, to re-offend. The Service's Re-offending rate has reduced to its lowest ever rate at 31.6% (and out-performs all comparison areas) so our focus is on building on our assets, strengthening engagement to address needs and risks. The recent Service Day was used to translate the ambitions of the service into practical actions that will now be planned and implemented. These include ensuring that all offices have a child-friendly reception area so that young people and their parents will feel welcome on arrival and will be able to access information, a drink and snack. Much of this work will be influenced by the views of young people that currently engaged with the service.

- 4.3 A key focus for the review is the ISS programme which is used by the Courts as an alternative to giving a custodial sentence or remanding a young person. The new location and premises in Castlefield Wharf provides an opportunity to work differently in a more child-friendly environment and engage partners in providing services and additional support to motivate and encourage young people to develop positive plans and aspirations that will help desistance from criminal activities. We are currently in discussion with the Prince's Trust to consider how their new Centre in the Beehive Mill in Ancoats will provide services for and inspire young people to engage in the variety of services that are on offer. Together we will look at designing bespoke taster sessions aimed at our hardest to reach children offering opportunities to realise their ambitions by building resilience and breaking down barriers for accessing courses at the centre.

## **5.0 Quality of Practice**

- 5.1 Regular audit work of Youth Justice casework is completed and there is a particular focus on management oversight of casework following feedback and comments from inspectors. The service continues to provide regular staff supervision and a recent audit of management oversight demonstrates a significant improvement in the quality of management supervision and oversight. 75% of cases received good supervision and oversight which is positive performance and this serves to drive up quality of practice. In addition, the Directorate Quality Assurance Framework is currently being reviewed.

## **6.0 Conclusion**

- 6.1 The activities and actions implemented following the Inspection have created stability and increasing confidence across the Youth Justice Service, and caseloads have reduced to manageable levels. Staff retention is high in the service and we are now able to respond flexibly and quickly to fill the new vacancies and this gives us the opportunity to acquire and develop new skills.
- 6.2 The improvement work will inform the annual Youth Justice Business Plan. The plan will be presented to the Management Board in August and then forwarded to the Youth Justice Board for approval. The Youth Justice Management Board will continue to oversee the implementation of the Action Plans and the Business Plan as well as driving the Service to deliver a high quality service to

our children and young people. To maintain and monitor progress and continually improve quality of practice the following is taking place:

- Corporate Estates colleagues are preparing new premises for ISS and North teams;
- The 3 vacant case manager posts are being recruited to;
- The Quality Assurance Framework is being reviewed, for completion September 2019;
- A formal audit of the Youth Justice Board new National Standards will be completed between September 2019 - March 2020;
- A Youth Justice Peer Review is planned to take place in early 2020.

**Annex A****HMIP Action Plan – Update June 2019**

<b>HMIP Recommendation</b>	<b>Action Required</b>	<b>Lead Manager</b>	<b>Expected Date of Completion</b>	<b>June 2019 Update</b>
1. Ensure that services are delivered in premises that are safe and accessible for children and young people, as well as staff	New premises to be found for North and ISS teams that reflect the vision and priorities of the Service .	Richard Munns, Corporate Property	31.08.19	Partially completed
2. Ensure that there are sufficient staff in post to deliver high-quality services to children and young people	Recruit to vacancies. Recruitment processes for Youth Justice Service to be reviewed to ensure efficient recruitment	Kane Joyce, HROD	28.02.19	Completed
3. Ensure that children and young people receive effective support to improve their chances of success in education, training and employment, and increase the proportion who receive their full entitlement	a) Undertake a review of ETE provision for young people known to Youth Justice.	Isobel Booler, Head of School QA and SEND	31.03.19	Completed
	b) Review and develop current pathways and skills of Youth Justice caseworkers to improve education outcomes	Marie McLaughlin, Head of Youth Justice	01.07.19	Completed
	b) Implement new Targeted Youth Support Service contract and effective monitoring to reduce levels of	Elaine Morrison, Education and Skills Lead	30.04.19	Completed

	<p>NEET in Youth Justice.</p> <p>c) Implement and install an education hub to automatically update Youth Justice CMS with up to date ETE data from the Education Department</p> <p>d) Monthly monitoring via YJ Performance Dashboard</p> <p>e) Work with Business, Skills and College to ensure aspirational Offer is in place</p>	<p>Ross Milhench, ICT Lead</p> <p>Julie Heslop, Strategic Lead for Early Help</p> <p>Angela Harrington, Head of Work and Skills</p>	<p>01.08.19</p> <p>Monthly</p> <p>01.07.19</p>	<p>Dates to be confirmed</p> <p>Completed</p> <p>Ongoing</p>
4. Continue to develop out-of-court decision-making processes to make sure that effective joint decision-making is in place, and that children and young people and their parents/carers understand the implications of the disposal	<p>Implement a suitable assessment tool for Out of Court referrals</p> <p>Review partner contribution and offer and align with Early Help</p>	<p>Marie McLaughlin, Head of Youth Justice</p> <p>Julie Heslop Strategic Head of Early Help</p>	<p>31.03.19</p> <p>30.06.19</p>	<p>Completed</p> <p>Completed</p>
5. Work with partner agencies to reduce the over-representation of black and	a) Raise profile of disproportionality with other local Criminal Justice agencies	Marie McLaughlin, Head of Youth Justice	30.06.19	Completed



minority ethnic children and young people in the custodial population.	b)Address evidence of unconscious bias in our work with young people	Mark Brundrett, Performance and QA Lead	30.06.19	Partially Completed
	c)Undertake monthly monitoring via YJ Performance Dashboard	Julie Heslop, Strategic Lead for Early Help	Monthly	Completed
	d)Undertake an annual Disproportionality analysis of caseload	Jenny Wall, Information Officer	October 2019	Completed
	e)Response and actions to be aligned with Inclusion Strategy	Isobel Booler, Head of School QA and SEND	30.04.19	Completed

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## Manchester City Council Report for Information

**Report to:** Children and Young People Scrutiny Committee – 17 July 2019

**Subject:** Raising Standards of Practice in Children's Social Care

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

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### Summary

This report provides an overview on the work undertaken in regards to raising standards of practice in Children's Social Care.

### Recommendations

It is recommended that Scrutiny Committee Members consider the progress and impact being achieved in practice improvement across Children's Social Care through the delivery of the Workforce Strategy 2017-2020 and seek assurance with regard to;

1. The continuous drive for improvement through the revised Quality Assurance Framework, focus on recruitment and retention, creating a strong learning and development culture and the delivery of 'Our practice' philosophy.
  2. Benefits of an Integrated Workforce Strategy for Children & education Services 2020-2023 to be delivered by March 2020.
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**Wards Affected:** All

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

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Over the last twelve months we have invested in the learning and development opportunities of the workforce and career progression. Most note is the Social Work degree apprenticeship through Manchester Metropolitan University that commenced in March 2019 for 11 current Children & Education staff.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Improved recruitment and retention with a significant focus on career and individual progression through driving a learning and development culture.
A progressive and equitable city:	The reduction in the numbers of children requiring a

making a positive contribution by unlocking the potential of our communities	social worker are facilitating improvements in the quality of work which in turn are leading to better outcomes for children.
A liveable and low carbon city: a destination of choice to live, visit, work	A focus on delivering a locality model of Social Care where the support is driven by local resources, networks and amenities.
A connected city: world class infrastructure and connectivity to drive growth	Manchester Social care have been fortunate to be involved in a number of national initiatives to improve practices across the services including, No Wrong Door, NAAS.

**Contact Officers:**

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

## 1.0 Introduction

- 1.1 The delivery of services provided by practitioners, managers and leaders within Social care is fundamental for improving outcomes for Children, Young People and Families. Over the last few years the focus has been on ensuring we are compliant in delivering services across Children's. We have achieved this and we have seen success in delivering timely services to all children and young people who require help, support or protection. The focus now is on quality and how we mature as a stable, confident and skilled workforce.
- 1.2 We have in place a Workforce Learning and Development Strategy 2017-2020 that sets out our ambition to create a skilled, confident and stable workforce. The Workforce Learning and Development Strategy sets out a high aspiration for Manchester's children, young people and families' which is underpinned by key behaviour and principle. It ensures our workforce are promoting resilience, working in a strengths based way and working with, not doing to children, young people and families but working alongside them.
- 1.3 We are asked by OFSTED in our self-evaluation to answer three questions, which this report discusses, (i) what do we know about the quality and impact of Social Work practice in Manchester, (ii) how do we know it and (iii) what are the plans for the next 12 months to main and improve practice.
- 1.4 This report outlines the work completed in delivering the key priorities for the Workforce Strategy. The key workforce priorities from the Workforce Strategy, which are integral to improving practice are discussed within this report and identifies the focus for the year ahead. The Key priorities are:
  - Recruitment
  - Retention and Succession Planning 'achieving stability'
  - Workforce planning
  - Creating a high impact culture
  - Setting standards and delivering outcomes
  - Learning and development
  - Leadership and management
  - Engagement in the development and delivery of a Greater Manchester strategy.
- 1.5 The delivery of the key priorities over the last twelve months has concentrated on the learning and development of staff. We have invested in improving the plans for key programmes within Children's Services and delivered on some milestones that are highlighted throughout this report. In doing this has allowed us to shift the focus to quality of practice with a strong learning and development offer.
- 1.6 We have defined 'Our Practice', which explains the relationship focused strength based principles, the evidence based approaches and models that support practice and considers the impact of this in improving outcomes for children, young people and families. 'Our Practice' underpins the improvement journey for driving quality of practice.

## 2.0 Background

- 2.1 Most instrumental in raising standards of practice is a stable workforce and we have made significant progress with regard to **recruitment and retention of staff** and this has led to a sustained reduction in the average caseload for social workers and use of agency staff. We have a strong Assessed Supported Year Employment programme for Newly Qualified Social Workers. In a recent questionnaire the Newly Qualified Social Workers told us that they generally felt well supported within the programme, benefited from the learning and development opportunities and found management & the Social Work Consultants availability supportive. The reflective supervision was highlighted as a real positive. This work was acknowledged during a positive Quality Assurance focus visit from Skills for Care visit in April 2019.
- 2.2 The Social Work Apprenticeship programme the first in the country has been an excellent opportunity for existing Children's & Education Services staff to strengthen the knowledge and skills through the use of the apprenticeship levy, we have been able to support 11 individuals who will become qualified Social Workers. The programme reflects the diverse nature of the workforce and has provided opportunities for staff to gain higher educational awards. We continue to attract postgraduate social workers from the participation of the national social work programmes 'Step Up to Social Work & Frontline'. This brings varying talent into the services providing highly skilled practitioners given their previous employment, academic and learning experiences; making this a solid foundation to our approach to the recruitment of Social Workers.
- 2.3 In creating a stable workforce affords us the space to focus on developing practice approaches and models. We have been relentless over the last twelve months in ensuring we improve our approach to practice. **Signs of Safety** continues to be the underpinning approach for Social Work practice with a consistent drive on developing the approach in all areas across Children's Services. Signs of Safety sit within '**Our Practice**', it is a model which gives practitioners across all services a clear understanding of how the Signs of Safety approach supports us to work safely, effectively and efficiently to build a future for our children where they are safe, happy, healthy and successful.
- 2.4 The Social Work Consultants who form the Quality Assurance and Learning & Development team are the drivers in supporting staff to understand the principles, the practice models and approaches that underpin the work we do with children, young people and families and the goals and objectives through considering impact. Over recent months the Social Work Consultants have developed 'Our practice', which is a visual page that explains the relationship focused strength based principles, the evidence based approaches and models that support practice and considers the impact on how we practice in improving outcomes for children, young people and families.
- 2.5 Signs of Safety is used in assessment, planning, management oversight and reviewing CIN/CP casework and when making decisions. We recognise that Signs of Safety is a model of practice which affords the social worker staff

group a structural approach to practice and ensures a common language across the children system. Although fully embedded in the areas as outlined above, it is acknowledged that a model must be supported with ongoing improvement work to compliment the model; we have prioritised case mapping as this will assist in workers capacity to assess and ameliorate risk. The growth of the model will continue to be consolidated alongside this, building confident practitioners.

- 2.6 Such approaches demonstrate that we practice in a strength based way that is a high challenge high support operating culture characterised by evidenced based and informed by data. Furthering our commitment to ensuring data informs quality assurance the service is investing in a new management information system, Liquid Logic, this investment will ensure live and more meaningful data will be available across the organisation. A 'go live' date has been set for 30th July 2019.
- 2.7 The learning and development offer focuses on the 'Golden Threads' for evidencing the quality practice. In doing so, we must ensure that every child, young person and family have (1) quality assessments, (2) quality plans, (3) an effective impact chronology, (4) strong management oversight, including supervision, (5) the child's voice and (6) the parents / carers engagement. The Golden Threads should all evidence the strength based approaches to practice that are adopted in Manchester with the overarching being the Signs of Safety Model.
- 2.8 The 'Our Practice' sets the core training required for practitioners throughout the services. The Social Work Consultants deliver a number of training sessions that are essential for understanding 'Our Practice' and derived from service priorities. The key training regularly delivered over the last twelve months have included:
- Signs of Safety
  - Child's Journey to Permanence
  - Impact Chronology/SMART Planning
  - Words & Pictures
  - Voice of the Child
- 2.9 The Social Work Consultants have lead and developed from a Children and Educational Services perspective a number of key initiatives / training that have supported the knowledge and skills of practitioners working with children, young people and families in Manchester including:
- ACEs (Adverse Childhood Experiences)
  - Graded Care Profile 2 (assessing neglect)
  - Safe & Together
  - MSCB Neglect
  - MSCB Physical Abuse
  - MSCB Domestic Abuse
  - MSCB Private Fostering
  - MSCB Parental Mental Health and Child Protection

This work has been instrumental in providing practitioners with a varied tool kit for engaging with children, young people and families to support good quality assessment and plans.

- 2.10 The improved and focused workforce learning and development offer to staff has contributed to a more stable workforce. Our most recent social worker “health check” indicated that 93.6% of social workers in the service felt that the work was matched to their skills, abilities and interests. The transfer to a new recording system this month will assist social workers further in their assessment. A revised assessment tool is to be implemented with our new recording system and this will again assist with consistency. We recognise that consistency and confident practice is not fully embedded yet, but expect greater consistency as the tools and systems embed.
  
- 2.11 How Our Practice is best evidenced is through the direct work that is evident with children and through the use of ‘Family Network’ meetings to explore family based interventions and potential family members to expand on the support and/or care for children. We have seen some really positive stories from using the varying practice models / approaches with children, families and young people across the services.
  
- 2.12 We have revised our Practice Standards to reflect our ‘golden threads’ and reach for consistent practice. To support the embedding of ‘Our Practice & the Practice Standards we have implemented a Practice Improvement Forum, sharing best practice and championing excellence. Social Workers are invested in their own learning and development, which will drive improvement in practice, which is strongly evident in their engagement.
  
- 2.13 Social Workers in Manchester have engaged well with the DFE programme for Social Workers to become accredited as a child and family practitioner through the National Assessment and Accreditation System (NAAS). The aim of the National Assessment and Accreditation System (NAAS) is to provide a consistent way to assure that child and family practitioners, supervisors and leaders have the knowledge and skills for effective practice. To date we have had 70 Social Workers take the assessment. We have aligned the Career Progression Pathway with NAAS so we are able to start to benchmark the standard of Social Work expertise and quality of practice against the Knowledge and Skills Statement for Social Work in the council through NAAS accreditation. While we can benchmark against success of NAAS we mirror a similar benchmark with an alternative career progression criteria in Social Work given NAAS is voluntary. This is overseen by the Learning & Development Manager.
  
- 2.14 We recognise that working with children, young people and families requires a variety of emotional and psychological skills in addition to theory and knowledge around practice. This is especially true for supervisors, managers and leaders. In October 2017 we launched the bespoke ILM endorsed programme for Children’s Social care staff ‘Our Manchester, Our Children, Our Leaders’. To date we have delivered the programme to all Team Managers



within Children's Services through 4 cohorts with the final cohort starting in May 2019.

- 2.15 We have piloted a senior social work Skills Matrix - forming groups that are experts in their field and champion elements of front line practice that is shared across services. This has shown a positive impact and continues to grow the confidence of our workforce. The Workforce Learning and Development Manager maps all training and development programme that will nurture and build confidence in our workforce.
- 2.16 The current **Quality Assurance and Performance Improvement Framework** to date has provided further evidence of what we are doing well, what we need to improve on and is the basis for monitoring and tracking quantitative and qualitative indicators. This framework is currently being developed further and is underpinned by Our Manchester Behaviours and Principles and in turn feeds our approach to management, strategic direction setting and continuous service improvement. The services' capacity to utilise performance/assurance information to drive improved outcomes for children has been recognised by OFSTED both in their reinspection of Manchester's children's services in 2017 and again in their most recent focus visit in September 2018; both assess that 'senior leaders have a good understanding of the strengths of the services and areas that require improvement'.
- 2.17 Evidence from our quality assurance and peer challenges indicates that children and young people have more input and being better included with regard to their plans and their voice is being heard. Examples are taken from our Quality Assurance overview report from April where it demonstrates that there is strong evidence to show that social workers have been persistent in seeking to communicate with and involve parents/carers in arrangements for children and young people - some parents are attending reviews and contributing to assessments and plans. Our aim is to develop this further to deliver this more consistency for all children.

### **3.0 Priorities for the Year Ahead.**

- 3.1 Over the next twelve months we will focus our energy on embedding some key documents that have been recently reviewed or will be reviewed in order to continue the journey for excellence. The most significant in regards to practice improvement is the Quality Assurance Framework. The revised Quality Assurance Framework will reflect our continued ambition and drive to improve the quality of practice and our ten commitments to improve practice. Implementation of the revised QAF will be in September 2019.
- 3.2 Moving forward the new Quality Assurance Framework recognises the strengths in service delivery and through supportive challenge we will work together to reflect, learn and continuously improve outcomes for children. The Quality Assurance Framework is a 'whole service' framework. It is designed to capture and drive quality practice across Children's Services. The framework will be measured against the new Practice Standards that reflect the 'golden threads' in Children's. It will provide clear guidance on the approach, roles,

responsibilities and expectations of practitioners and front line managers when working with children, young people and families in Manchester and leaders in overseeing this.

- 3.3 The Quality Assurance Framework sets out not just how we gather information about children's lives but essentially how we evidence that the information that we gather includes the voice and influence of children and young people and that we can see the impact of good quality of practice through better outcomes for children.
- 3.4 It is important that we ensure the essential skills that are most relevant and useful for practitioners, supervisors, managers and leaders are considered and reviewed when considering training programmes or coaching. We have highlighted in this report that we have already commenced considering how we can deliver training or coaching in skill areas but this will also align with engagement with staff, findings from quality assurance activities or service priorities as area of development.
- 3.5 The **workforce learning and development** for the year ahead will not only drive practice but focus on the resilience and personal (wellbeing) development of staff. Develop further a culture of learning and development is a key priority for the service over the next 12 months. The key priorities for the year ahead in regards to learning and development are:
- *Induction.* A new induction has been revised, capturing our work and practice ethos and ensuring new starters receive excellent inductions and the right training. The induction will be supported by the Social Work Consultants across the city. A new Induction booklet has been completed for Children's Services staff and will be ready for launch in August 2019.
  - *Continued focus on recruitment.* A recruitment and retention Group has been set up for Social Work. The aim of this group is to develop a sustainable plan for the recruitment and retention of staff with good quality inductions and creating an environment for staff to flourish that concentrates on providing staff with a strong and robust induction.

We will continuously review a more cohesive approach to the varying routes into Social Work to support a stronger recruitment and retention strategy. meet the degree standards for becoming a qualified Social Worker. We will scope out the viability of an additional cohort to be supported through the Social Work degree apprenticeship programme in 2020.

- *Assessed Supported Year Employment Programme.* The ASYE programme will continue to be a priority for the local authority and whilst we continue to make progress in the experiences of Newly Qualified Social Workers and the oversight of the programme we will further develop the programme. A Social Work Consultant will continue to lead the programme. We will be reviewing the learning and development offer of the programme and the infrastructure around recording and monitoring the progress of the programme, including the portfolio.

- *Social Work Consultant Lead Training - Practice development.* The Social Work Consultants will continue to support and deliver and coordinate the key training programmes around practice. They will play a more integral part of the Quality Assurance Framework, which will allow for a more coordinated approach to service priorities and training plans. A greater focus will be given to locality training or coaching through formal and informal sessions utilising the expertise within areas being coordinated by Social Work consultants.
- *Signs of Safety.* With over 100 Practice Leads across Children's Services there is real scope moving forward to develop a strong leadership in delivering and driving the Signs of Safety approach within 'Our Practice' and over the coming months a plan of how this can be achieved will be completed. The plan will support the Quality Assurance framework, better capturing good practice that is helping improve children's outcomes, as well as identifying areas where we can further improve.
- *Retention.* Investing in Social Work and practitioner development is crucial to the retention of staff. Staff that feel engaged in their learning and development are known to better succeed in their roles thus improving outcomes for Children, young people and families. We will continue to develop new initiatives alongside supporting them day to day to carry out their roles, this includes continued investment in Safe & Together ( a model approach to domestic abuse that is designed to focus on promoting the best interest of children focusing on safety, permanency and well-being and strengthening the ability to understand how the perpetrator is creating harm or the risk of harm), ACEs (Adverse Childhood Experiences trauma informed practice), Grade Care Profile 2 (neglect assessment tool).

We will invest in staff resilience and wellbeing to better equip them in managing the complexities of working within the field of Children and Families. Within the Workforce Strategy for 2020 we will ensure that wellbeing and resilience is a priority.

We will consider the corporate training programmes for aspiring managers over the coming months and work at developing an integrated programme for Aspiring Managers within Children's & Education services over the next 6 months to ensure staff across all service areas who are experienced practitioners but would like an opportunity for progression are given such learning and development opportunities.

As part of the retention strategy for staff we will train additional Practice Educators for Social Work to encourage development opportunities for Senior Social Workers as Practice Educators. This is an excellent opportunity for staff to be supported through the career pathways.

We will continue to engage in the NAAS programme and will encourage Social Workers, Team Managers & Leaders to undertake the assessment. We will invest in training for preparation into NAAS that focuses on the Knowledge and Skills for Practitioners & Supervisors.

- *Staff engagement.* In-line with the Quality Assurance Framework and the investment in staff learning and development we will continuously seek the views, options and experiences of staff. We will continue with the Practitioner Practice Improvement Forum bi monthly and along with the Learning and Development Manager and consultant social workers, the Principal Social Worker will hold monthly locality sessions in all of the frontline teams, enabling a constant feedback for senior managers to build our culture of learning and consistency.

#### **4.0 Recommendations**

##### **4.1 Scrutiny committee members are requested to:**

- Consider the progress and impact being achieved by improving stability in the workforce, the focus on 'Our Practice', the workforce learning and development and the revised Quality Assurance Framework.
- Note the revised Workforce Learning and Development Strategy 2020-2023 being revised for March 2020.

# Delivering Children's Services: in a 'Locality'

Children and Young People Scrutiny Committee  
17th July 2019



# Introduction

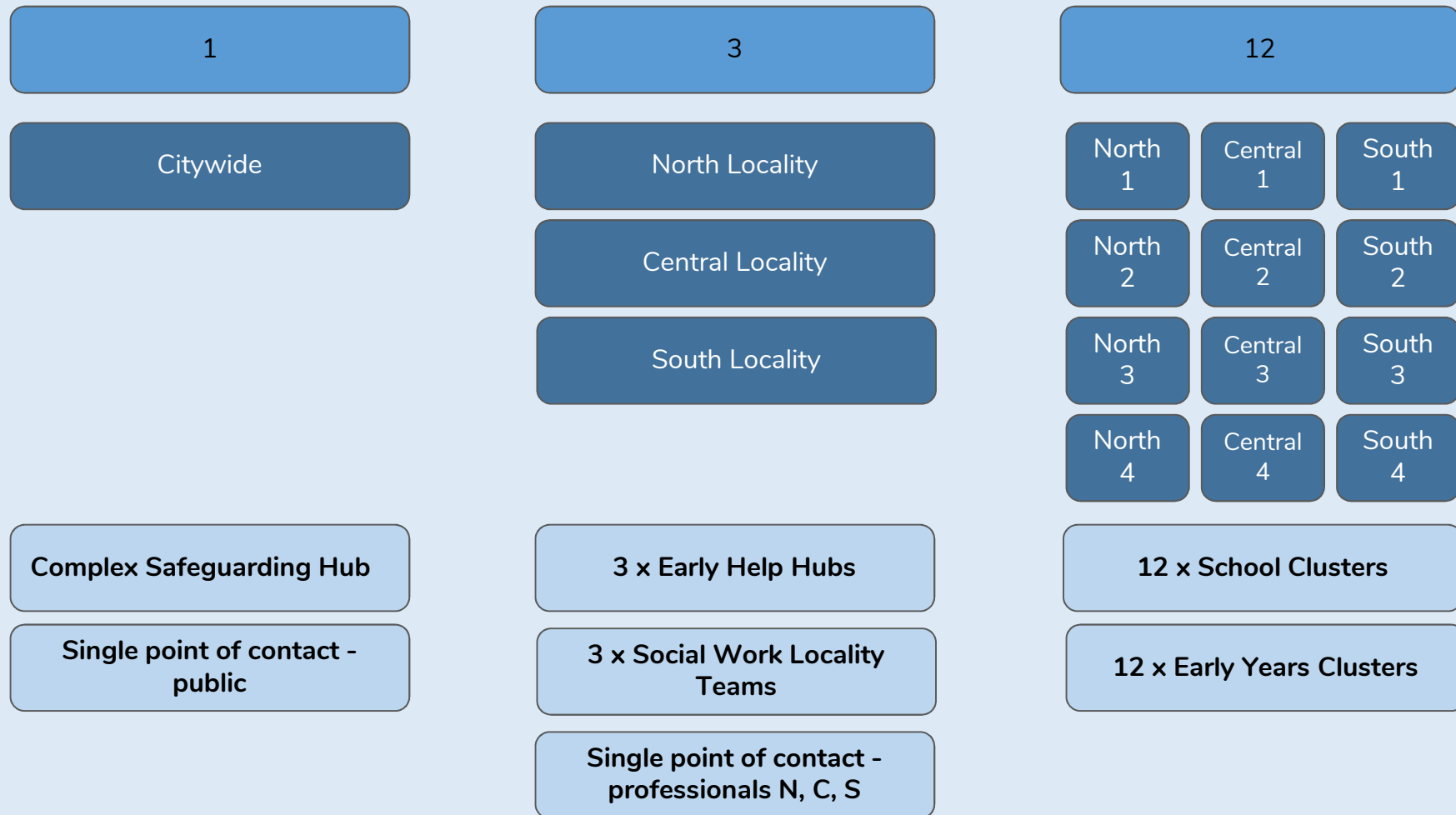
The Children's Locality Model Programme will reform Children's Services to deliver **local, place based** services on a **1-3-12** footprint; aligned with Bringing Services Together and Manchester's Multi Agency Safeguarding Arrangements (MMASA).

The aim of the programme is to change the way services are provided to achieve the vision and objectives set out in the Our Manchester, Our Children plan. Changing how services are delivered with partners committing to an **integrated, multi agency** place based teams centred around locality partnerships and understanding and resolving of the specific complexities of each **geographical area**.

The vision for the programme is:

Practitioners **working together** in a **locality**, having **conversations** to agree **effective, right and timely** interventions resulting in **positive change** for our children to have **safe, happy, healthy and successful lives**.

# Children's Locality Model



# Underpinning principles

- Our Manchester behaviours to underpin integrated working practices
- Focus on person (child and family) centred outcomes across all sectors
- Improved communication and joint working; removing duplication
- Establish a culture of inclusivity across a geographical area to achieve a 'virtual leadership team' and lead seamless access to services for children and their families to receive a timely and 'right' intervention.
- Lean pathways and strengthened relationships to support practitioners work effectively together
- Workstreams with short, medium and long term activities
  - Workforce relationships and place-based working
  - Governance, plans and 1-3-12-32 approach
  - Understanding people and places, including data and insight
- Developing the short, medium and long term activities for each workstream
- Engaging our workforce to engender investment/ownership
- The delivery of a safe effective and efficient service

**Improving Resilience and Outcomes**

**Reduces Unnecessary Demand**



# Intended outcomes and impacts

## Children, young people and families

- More effective and targeted early intervention for those families most likely to be in need / access specialist services avoiding escalation to specialist services
- Effective and inclusive decision making
- Young people and their families are engaged and feel supported
- Continually improving quality of practice/intervention from specialist services.

## Organisation(s)

- Reduction in unnecessary demand on services
- Safe reduction in requests for specialist assessments
- Informed and appropriate resource allocation to manage business priorities

## Workforce

- Manageable caseloads resulting in timely outcomes for children, young people and their families
- Improved conversations between professionals
- Strong, trusting relationships across organisational boundaries
- Professionals enabled to work more collaboratively across agencies
- Professionals empowered to own the assessment, planning and interventions

## Partnerships

- Maximisation of collective capacity
- Reduction in multiple referrals - joined up offer
- Reduction in no further action
- Increase in prevention and early help from more organisations

# Locality Leadership

Delivery of the locality model vision will require effective leadership arrangements in each locality (North, Central and South)

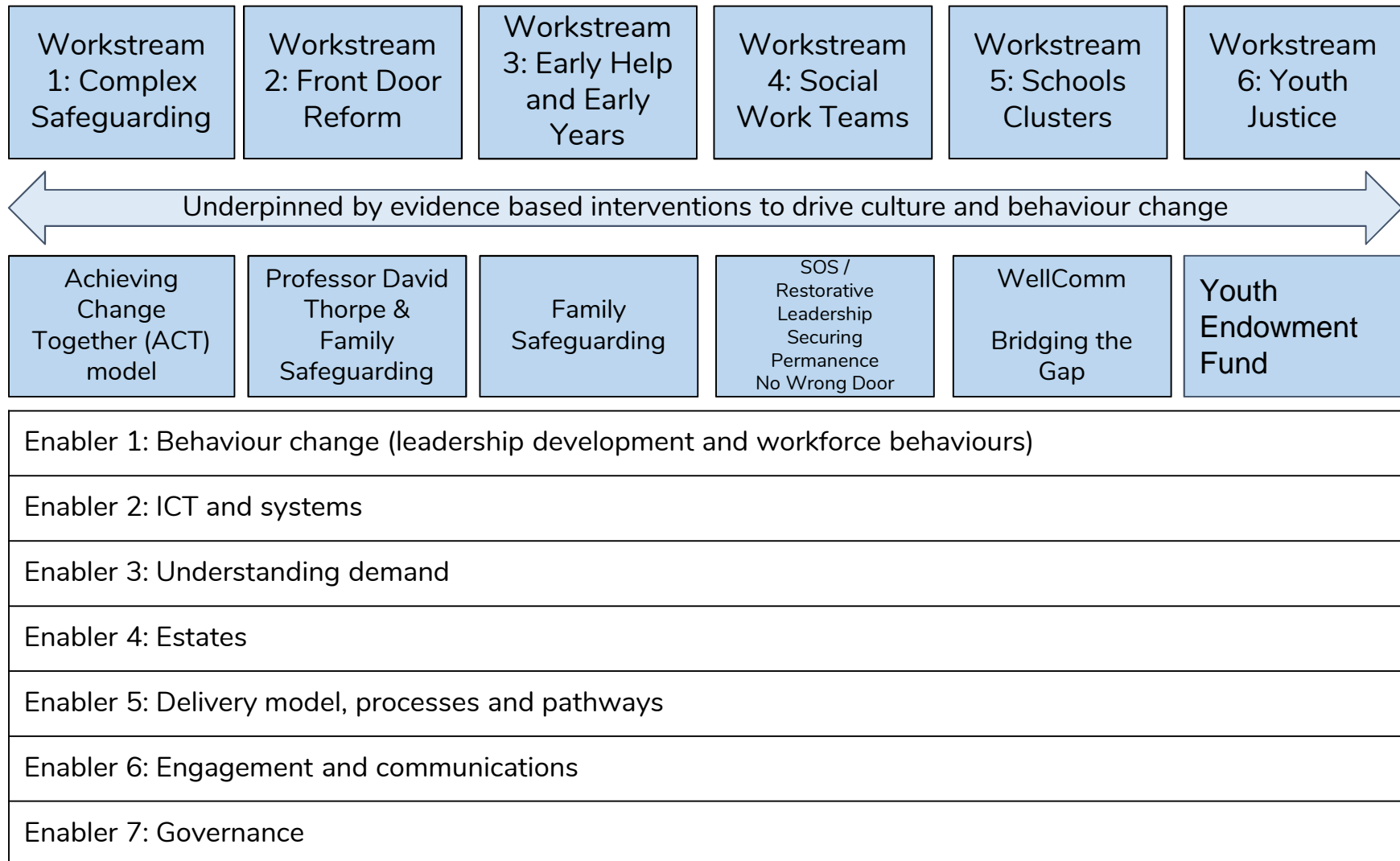
Establishment of local leadership partnership arrangement with shared values, principles, understanding of respective roles, responsibilities, working together (integration) and trusting relationships that are characterised by 'high challenge and support (restorative leadership).

Alignment of local leadership partnership with the published Multi-Agency Safeguarding Arrangements (locality practice forums)

## Progress:

- Terms of reference and membership for each of the Locality Leadership Groups have been agreed. Groups established and up and running.
- Colleagues from HROD have scoped three stage leadership development offer for each group. This involves:
  - **Stage 1** - Workshops to identify and articulate behaviours for effective system leadership and workforce behaviour.
  - **Stage 2** - Workshops to focus on cross system relationships to identify and build on ways of working across teams.
  - **Stage 3** - A modular development programme which might include systems leadership, leading beyond authority, asset based ways of working. The detail for the third stage will be informed from the content of the development activities for each area.

# Programme outline



# Workstreams and milestones

## Workstream 1: Complex safeguarding

### Aims

- Work together to understand and provide a better coordinated response to support those at risk of exploitation.
- Bring together expertise, knowledge, and skills to deliver services in a coordinated way to respond with a specialist and sensitive approach for those children and their families at highest risk of exploitation.
- Better communication and coordination to respond effectively to safeguarding risks

### Key milestones

- Development of operational processes and governance
- Review of missing from home function
- Establishing complex safeguarding community of practice
- Implementation & evaluation of Achieving Change Together (ACT)
- Accommodation and ICT
- Young people and families voice
- Extending scope of CSH to include all strands of complex safeguarding
- Measuring and evaluating effectiveness of the service

### Progress to date:

- Complex safeguarding hub established in October 2018
- Delivery Group now established with action plan for key priority themes.
- ACT Social Workers in post and small cohort of 10 young people being identified to trial model.
- LGA peer review completed
- Workstream to close and transfer to business as usual with Delivery Group reporting to CLT

# Workstreams and milestones

## Workstream 2: Front door

### Aims

- Deliver a more effective system that reduces duplication, handovers and ensures a more timely and appropriate response to need and demand;
- Ensuring improvements in cross partnership engagement and understanding of engagement with support, early intervention and prevention
- Achieve greater collaboration / conversations and access to social work expertise at the point of contact (front door)

### Key milestones

- Design front door model for locality working
- Review interdependencies in locality front door model
- Accommodation and ICT
- Co-locate MASH / Duty & Assessment and Early Help teams in localities
- Workforce development

### Progress to date:

- Feedback from testing in each locality has been positive and learning from each testing phase has informed practice guidance.
- Launch of new front door model July 2019
- Workforce development programme agreed - all teams to undergo Our Manchester 'Owning it'.
- Communication activity with partners about changes to the referral process and benefits of this approach.

# Workstreams and milestones

## Workstream 3: Early Help and Early Years

### Aims

- Development of a locality early years and early help delivery model
- Reduce potential duplication of services and support a stronger, more coherent prevention offer in our communities
- Development of an improved early help and early years offer for families that is seamless, accessible and close to home.
- Enable the workforce to be more confident and proficient

### Key milestones

- Implementation of iThrive across Early Help and Early Years to create seamless offer of support
- Collate learning from current pilots across Early Help and Early Years
- Development of workforce development and training offer
- Development of risk stratification approach
- Establishment of Start Well partnership board to develop 1000 day pathway

### Progress to date:

- Agreed vision and principles for greater collaboration across Early Help and Early Years
- Mapped current service offer to iThrive approach to identify opportunities to deliver a more person centred approach to delivery
- Workshop in July 2019 with service managers to develop roles and responsibilities for staff to ensure they work in an iThrive way
- Start Well partnership board to have initial meeting July 2019
- Risk Stratification working group established and meeting in July 2019

# Workstreams and milestones

## Workstream 4: Social Work Teams

### Aims

- Understand system, culture and process enablers and barriers to locality model and develop a plan to enhance enablers and work through barriers
- Develop our current initial assessment (duty) model to effectively contribute to the delivery of the programme vision
- Ensure the above is legally compliant and works within the expectations of the regulator
- Profile need/demand, Review and alignment of resources accordingly
- Clear and coherent practice guidance and team remit to reduce 'handoffs, improve practice and management oversight and grip.

### Key milestones

- Social work options appraisal to ensure alignment with front door, partnership and locality working.
- Analysis of demand in David Thorpe model
- Embed Our Manchester behaviours to drive culture and 'ways of working' to support improving practice standards/service delivery in localities.
- Development and delivery of workforce development activity

### Progress to date:

- Initial options appraisal developed - to be reviewed in response to data from demand analysis in Sep / Oct
- Demand analysis of referrals and contacts under David Thorpe model is ongoing - key review points are 3 months (June) and 6 months (September) to see if impact of change in demand transferred to rest of social work system.
- Planning for workforce development activity in relation to design of service delivery arrangements, culture and behaviours

# Workstreams and milestones

## Workstream 5: School Clusters

### Aims

- Greater collaboration in a locality to improve outcomes for all young people including those with SEND
- Schools improve relationships with partners and early years settings on a locality level, lead to increased understanding and safer children
- Support a stronger offer in our communities by ensuring inclusive schools work closely with other agencies.
- Strengthen engagement of schools in responding to safeguarding and welfare of children
- Consider joint commissioning arrangement opportunities

### Key milestones

- Geographical alignment of the school clusters
- Research best practice in other areas
- Pilot new cluster frameworks
- Stakeholder engagement
- Development of partnership meetings - North, Central and South and Wythenshawe
- Delivery of Health and School Readiness 'WellComm Pilot' at Martenscroft Nursery
- Delivery of Bridging the Gap pilot - Lily Lane Primary
- Development of a delivery model for special schools at a city wide level
- Launch event

### Progress to date:

- Clusters have been mapped and input from the headteachers has been taken into account when grouping Primary schools together
- Best practice identified
- Ongoing meetings with headteachers to inform development of the model
- Key activity on ensuring schools understand the changes and strengthening links with early help and early years.



# Workstreams and milestones

## Workstream 6: Youth Justice - new workstream recently added to programme

### Aims

- To modernise the service to enable them to tackle identified issues from the recent inspection
- To add their expertise to further develop our approach to earlier intervention
- To tackle long standing risk factors impacting on desistance, namely education, employment and training
- To identify and then implement refreshed operational values
- To review the court based services and reduce remand

### Key milestones

- Management Board in August 2019
- The completion of the refreshed business plan
- Delivery of the agreed action plan to address the recommendations resulting from the recent inspection

### Progress to date:

- Workstream lead identified
- Operating values presented and endorsed to a whole staff group in June 19

# Emerging impact - feedback

Thank you for your email I met with mum today and we had a really good conversation around what HB had said. Mum became quite emotional and continued to say she wasn't aware how this happened and how upset she was that HB had said this, upset that her baby girl would feel this way or make this up. I was happy with the conversation and we as a nursery will continue to report should we need to. Thanks for your advice today – although i was unsure of whether this was an immediate referral, it was great to have a social worker listen and advise patiently and clearly – so thank you - **Feedback from Nursery Manager**

In relation to the new system for making referrals to Children's Services, I wanted you to know that I have had positive experiences so far. Specifically, it was useful to discuss the referral relatively quickly and various options available including a discussion with another social worker.

As a social worker myself, I've always believed that its best practice anyway to have a discussion with another professional(s) to work out next steps and the right options for children and families. I believe its really important to have the discussion and help to process what can be very complex information and sensitive data. In my opinion this is preferable to spending time writing a referral which may not be the best option. If it is then we can still complete one but the chance for discussion with other professionals is really helpful and feels supportive - **Feedback from School Safeguarding lead**

David Thorpe's work has provided practitioners the opportunity to discuss any concerns re a child(ren) directly with a MASH social worker. This process will also prevent any unnecessary contacts into CSC and practitioners can be supported with guidance on how to manage any concerns raised - **Feedback from MASH Health Lead**

# Emerging impact

- The number of **referrals have reduced** significantly. 1,131 were received in April and May 2019 compared with 2,142 in the same period last year
- Numbers of Section 47 enquiries (**child protection**) **have reduced** from 518 in April and May 2018 to 385 in the same period this year
- Numbers of **children subject to Child Protection Plans are reducing**. There were 962 children on a Child Protection Plan in May 2018, by May 2019 this had reduced to 737
- **Social Worker caseloads are reducing** from an average of 21.3 for ASYEs and 21.4 for social workers in June 2018 to 14 for ASYEs and 17.7 for social workers in June 2019.

Key **headlines from a recent Local Government Association peer review** on Complex Safeguarding included:

- Strong leadership and political support
- Strong partnerships
- Recognition of innovative work mapping and using contextual safeguarding principles to tackle child exploitation
- Improvements in practice since the new Complex Safeguarding Hub was established.
- Caseloads are reducing and manageable, workers report good management support.
- Strong evidence of multi- agency working, sharing of intelligence, joint operations and disruption and there were examples of positive outcomes and innovative interventions.

# Upcoming priorities

- Approval to be sought from Children's Locality Programme Board to close Complex Safeguarding workstream and transfer to business as usual
- Launch of new front door arrangements following pilots
- Further development of Early Help and Early Years approaches based on learning from pilots and collaborative engagement with service managers
- First meeting of Start Well Board and development of a partnership work programme focusing on the first 1000 days
- Establishment of risk stratification working group to identify practical use of approach and tool
- Delivery of 'Owning It' workshops with locality teams
- Development of Central, South and Wythenshawe partnership meetings to be established in relation to school clusters
- Development of Bridging the Gap in North Manchester
- Further scoping of workstream 6, Youth Justice, and development of a project plan
- Development of stage two application for DfE Strengthening Families, Protecting Communities programme

# Challenges

- **Partnerships**
  - Capacity and commitment of partners to deliver services in a locality - partners are involved in project delivery groups and discussions being progressed to ensure buy-in
- **Leadership development**
  - Programme requires multi-agency leadership at a locality level to drive implementation - leadership development programme being led by HROD and co-produced with the locality leadership forums
- **Estates**
  - Ensuring adequate and fit for purpose, flexible accommodation to facilitate locality working and partner co-location - requirements established with each workstream and monitored
- **ICT systems**
  - Connectivity requirements for partners (e.g. GMP; health) to facilitate locality working - discussions being progressed with GMP and Health colleagues
  - Implementation of Liquid Logic underway
- **Communications**
  - Ensuring internal and external communication activity is in place and consistent - overarching narrative drafted and communications milestone plan in place. Plan updated by workstream leads on a regular basis to flag any required communications and engagement activity

## Discussion points

- How can Scrutiny Committee Members support and challenge to ensure we successfully deliver Children's Services in localities?
- What do you consider to be the opportunities and risks?
- What do Scrutiny Committee Members consider to be realistic measures of success?

**Manchester City Council  
Report for Information**

**Report to:** Children and Young People Scrutiny Committee – 17 July 2019

**Subject:** Delivering the Our Manchester Strategy

**Report of:** Executive Member for Children and Schools

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**Summary**

This report provides an overview of work undertaken and progress towards the delivery of the Council's priorities as set out in the Our Manchester Strategy for those areas within the portfolio of the Executive Member for Children and Schools.

**Recommendations**

The Committee is asked to note and comment on the report.

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**Contact:**

Name: Councillor Garry Bridges  
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Over the last twelve months there has been significant progress in delivering the Our Manchester Strategy, the Labour Manchester Manifesto and continuing the Children's Services improvement journey.

### **Our staff**

Since in post, we have received a focus visit from Ofsted which recognised further improvements from the last full inspection. The inspector's comments on the commitment, passion and morale of staff- front line, managers and senior leaders.

I have focused on our staff throughout the year- regularly visiting teams across the service and speaking to them about their work and the challenges they face. This has been hugely important to me in keeping close to the practice of our frontline workforce when making decisions which impact them. I am pleased that we have much less reliance on agency staff and a relatively stable workforce now. This continues to be a priority as we can only make the changes we want to see with a stable team.

### **Leaving Care Service**

The young people leaving our care has been a big priority and there have been some key changes in the last year, including the decision to take the leaving care service back "in house." This honoured a Manifesto commitment to relaunch our leaving care service and has seen recruitment to key posts including the service manager and team managers. I have worked closely with the Leaving Care Service and it's board governance which has 2 care experienced young people as vice chairs. There has been lots of innovations involving other Council departments and the private sector to offer learning and employment opportunities for our young people. I have also worked closely with Executive colleagues Cllr Sue Murphy and Cllr Richards on a young people's accommodation pathway to see homelessness designed out of the system for Our Young People. This was enshrined in a Council motion which committed our Council to end intentional homelessness for care experienced young people. Alongside this we have made our care leavers exempt from Council Tax until the age of 25 and are working on additional entitlements including offering supported travel costs.

Transition for our young people leaving care is a huge challenge and one of the drivers behind taking the leaving care service "in house" was to get better coordination with social workers and other partners and help us to plan better for their futures.

We recently hosted a peer review from Havering which looked at the Leaving Care service and gave a presentation about their findings. They were impressed with staff commitment and passion and said that the decision to take the service "in house" appeared to have generated much more collective ownership and responsibility for our young people.

I was pleased to take a paper to Executive asking for up to £1.2 million for an investment in a former residential accommodation in order to provide a new home for the leaving care service and a combination of trainer and tester flats. Finding the right



home and getting the right support to maintain it is really difficult and I am pleased that we have made this investment in supporting more of our young people.

### **Children's Services Improvements**

Over the past year we have been developing a "locality based model" with new front door arrangements which prioritise local relationships and conversations over one based on paper referrals. I have spoken to staff across departments who are very positive about the change as it potentially means that families get more appropriate support at an earlier opportunity. Initial pilots have shown that there is a reduction in the demand on our services, with partners taking more ownership of issues which families present to them, allowing social workers to focus on challenging and complex cases rather than spending time on referrals which are not progressed. This is due to be rolled out alongside a change in the IT system which our social workers use and a paper will be coming back to scrutiny. Whilst this has a lot of potential, it is important that the arrangements are monitored robustly.

I have regular sessions with senior leaders focused on quality of practice and have been discussing with the newly appointed Head of Safeguarding the need to refresh the audit framework and the reporting of learning from audits to support improvements in practice. Despite regular positive feedback, the need to embed consistency and demonstrate impact is something which inspectors and reviewers pick up on and it is important that our auditing supports this.

Children in Manchester are vulnerable to exploitation and abuse from criminals and it is a priority for Children's Services to keep these children safe. There have been lots of initiatives rolled out over the past 12 months to achieve this aim including the establishment of the Complex Safeguarding Hub, Achieving Change Together, Adverse Childhood Experiences and No Wrong Door. We invited the Local Government Association to Peer Review the Child Sexual Exploitation response through the Complex Safeguarding Hub and they offered useful feedback whilst generally complimenting the partnership approach to protecting children and the joint work with Police to disrupt and prosecute offenders. The challenges children face are complex and we need to be constantly developing our response to keep them safe. Over the next 12 months my Assistant Executive will be working on a project looking at how to support adolescents and their families through Children's Services and Targeted Youth work.

Making sure that children in Manchester get the best start in life is one of the most important things we can do for our city. A key manifesto pledge is to look at our Early Years offer and to work toward a renewed model to support this and to improve outcomes for our children. We have some impressive strengths to build on but there are gaps we must address, including connectivity with health services and midwifery and take up of health assessments at 9months and 2 years. A key priority for the next 12 months will be to look at how we can make sure we are providing all families with the support they need and identifying issues families need more help with as early as possible. To support that I will be looking at our relationship with partners in the city including health and education. Last year we launched the "Reducing Infant Mortality" strategy which is a key aim for the city and needs to be fully integrated with the Early Years model.

Our relationship with health and social care systems is one which presents opportunities to improve outcomes for our young people but only if done properly. I have recently joined the Manchester Health and Care Commissioning Board and will be exploring how we can make our health systems work better for young people in the city.

### **Promoting Inclusion and Preventing Exclusions**

My portfolio has recently been expanded to include schools, which I am pleased with as it gives me the opportunity to focus on issues which cut across those briefs. One key area which is a priority for me over the coming year is the launch of the “Promoting Inclusion and Preventing Exclusions Strategy.” Exclusions have gone up across the country and in Manchester. We know that children’s outcomes and life chances permanently worsen as a result of exclusion and that they immediately become more at risk through safeguarding concerns. The strategy has been widely consulted on and will be formally launched in Autumn term alongside an implementation plan focusing on how all partners can support our children to stay in school. Alongside this I want to see a review of our Alternative Provision to make sure that the right support is in place so that as many of our young people as possible are supported back into mainstream education and that they are engaged in activity that is right for them and leads them to positive outcomes.

### **SEND**

Manchester is due a SEND inspection and I will be working with the Director of Education to make sure that young people with additional needs can get the support they need. The High Needs Block in Manchester is under severe pressure because of rising demand and Council previously agreed to invest additional resources to increase specialist provision in the city. I want to make sure that there is enough capacity so that our children with additional learning needs get the support they need to achieve their full potential in a setting that is right for them. I have worked with campaigners to highlight the lack of proper national funding for SEND and will continue to do so.

### **Poverty and homelessness**

A big challenge remains the amount of families living in poverty and the associated crisis of rising homelessness. The Government has made families in Manchester increasingly precarious through benefit cuts and restrictions leading to more homelessness. The impact this has on a child is huge and I have been working with Cllr Sue Murphy, Cllr Suzanne Richards and senior officers to push for better understanding of the impact on children in a family. This is a huge problem in our city.

### **Serious youth violence**

Another area of portfolio overlap is the issue of serious youth violence. I have chaired sessions at the Corporate Parenting Panel looking at youth justice for the children in our care and have visited our Youth Justice offices in the city. I have worked with Cllr Nigel Murphy and Cllr Rahman along with senior officers to push for a coordinated

approach to serious youth violence and the risks that criminal activity pose to children and will continue to do so.

### **Budget**

All of the challenges above need to be tackled in the context of austerity which has seen our budget cut every year since 2010. Last year, the Children's Services budget received support from the Council through one off pots of money to mitigate overspends, largely in placement costs.

Setting a realistic and achievable budget will be a big challenge and puts a lot of the ambitious aspirations for our young people at risk.

### **Conclusion**

Over the past twelve months there have been real improvements as a result of the decisions we have taken. The decision to take our Leaving Care Service "in house" and to focus on opportunities for our young people has laid the foundations for real improvements and the decision to invest in a new base and supported accommodation will mean real help to our young people. Over the next 12 months I want to focus on imbedding initiatives and making sure that we are seeing better support for our young people. I will use my new roles with responsibility for schools and membership of MHCC, to focus on how the city can prioritise children and their families and how our partnerships with health, schools, early years providers and other partners can be used to give children the best start in life.

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**Manchester City Council  
Report for Information**

**Report to:** Children and Young People Scrutiny Committee – 17 July 2019

**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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**Contact Officer:**

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**Wards Affected:** All

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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
5 September 2017	CYP/17/40 School Place Planning and Admissions	To request further information on the number of siblings who have been allocated places at different schools.	A response to this recommendation has been requested and will be reported back to the Committee via the Overview report.	Michelle Devine, Interim Head of Access
27 February 2018	CYP/18/16 The Employment of Children	To request that the Council carry out a social media campaign to raise awareness of the legislation relating to child employment.	This recommendation has been completed.	Amanda Corcoran, Director of Education
4 September 2018	CYP/18/44 Early Help Strategy	To request to that the analysis of the Troubled Families outcomes for 2017 be provided to Members of the Committee.	A response to this recommendation was circulated to Members by email on 14 June 2019.	Joanne Dalton, Strategic Lead for Early Help and Interventions
6 November 2018	CYP/18/55 Promoting Inclusion and Preventing Exclusion	To request that the Director of Education share school-level data on exclusions with the Chair.	This recommendation has been completed.	Amanda Corcoran, Director of Education
6 November 2018	CYP/18/55 Promoting Inclusion and Preventing	To request that information on the final destination of pupils who attended the Secondary PRU following permanent	A response to this recommendation has been requested and will be circulated to Members by email.	Amanda Corcoran, Director of Education

	Exclusion	exclusion be circulated to Members of the Committee.		
8 January 2019	CYP/19/05 Youth and Play Services	To request the needs analysis ranking information for the 32 wards in Manchester.	A response to this recommendation has been requested and will be circulated to Members by email.	Amanda Corcoran, Director of Education
5 February 2019	CYP/19/11 Edge of Care Services	To request that a visit be arranged to Alonzi House.	This visit has been arranged for 18 July 2019.	Rachel McKeon, Scrutiny Support Officer
5 March 2019	CYP/19/15 School Governance Update	To note that the Committee has previously requested a briefing session on the new Ofsted Framework, to be arranged when the details of the Framework are known, and to request that an invitation to this be extended to all Members.	A response to this recommendation will be reported back to the Committee via the Overview report.	Rachel McKeon, Scrutiny Support Officer
18 July 2019	CYP/19/22 Manchester's Promoting Inclusion and Preventing Exclusion Strategy	To request that the figures on fixed-term exclusions from the Secondary PRU this year be circulated to Members of the Committee.	A response to this recommendation will be circulated to Members by email.	Amanda Corcoran, Director of Education
18 July 2019	CYP/19/22 Manchester's Promoting Inclusion and Preventing Exclusion	To note that the Executive Member for Children and Schools will circulate the date of the Strategy launch event and to request that Members also be provided with information on	A response to this recommendation will be reported back to the Committee via the Overview report.	Rachel McKeon, Scrutiny Support Officer

	Strategy	the national day of Rights Respecting Schools.		
18 July 2019	CYP/19/23 Complex Safeguarding Report	To note that the letter from the LGA providing feedback on the review of the effectiveness of the Complex Safeguarding Hub and multi-agency arrangements in response to children at risk of sexual exploitation and those being exploited will be shared with Committee Members, when it is available.	A response to this recommendation is appended to this Overview Report as an item for information.	Paul Marshall, Strategic Director of Children and Education Services

## 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 **1 July 2019** containing details of the decisions under the Committee's remit is included below. This is to keep members informed of what decisions are being taken and, where appropriate, include in the work programme of the Committee.



## Register of Key Decisions:

Subject / Decision	Decision Maker	Decision Due Date	Consultation	Background documents	Officer Contact
<b>Liquid Logic 2018/01/08A</b>  The approval of additional capital spend for the purpose of completing the implementation of the new social care system.	City Treasurer (Deputy Chief Executive)	Not before 1st Feb 2019			Ian Grant, Interim Director of ICT ian.grant@manchester.gov.uk
<b>Capital Investment in schools Ref: 2016/02/01D</b>  The approval of capital expenditure in relation to the creation of school places through new builds or expansions.	City Treasurer (Deputy Chief Executive)	Not before 1st Mar 2019		Business Case	Amanda Corcoran, Director of Education a.corcoran@manchester.gov.uk
<b>Early Years &amp; Education System (EYES) Implementation</b>  The approval of capital and revenue expenditure for the implementation of the Liquidlogic EYES module and migration of data from the current system (ONE provided by Capita) to EYES	City Treasurer (Deputy Chief Executive)	Not before 1st Jul 2019		Checkpoint 4 business case	Ross Milhench r.milhench@manchester.gov.uk
<b>Manchester School Road Safety Measures. 2019/05/21B</b> The approval of capital expenditure on the delivery of a safe pedestrian infrastructure and associated works to improve crossing facilities	City Treasurer (Deputy Chief Executive)	Not before 21st Jun 2019		Checkpoint 4 Business Case	Steve Robinson, Director of Operations (Highways) steve.robinson@manchester.gov.uk

Subject / Decision	Decision Maker	Decision Due Date	Consultation	Background documents	Officer Contact
adjacent to schools in Manchester.					
<b>Leaving Care Service - Seymour Road. 2019/05/21C</b>  The approval of capital expenditure on the conversion of the former children's centre on Seymour Rd into a new base for the Leaving Care Service.	City Treasurer (Deputy Chief Executive)	Not before 21st Jun 2019		Checkpoint 4 Business Case	Paul Marshall, Strategic Director - Children and Education Services p.marshall1@manchester.gov.uk
<b>Q20347 Consultant for EYES data Migration. 2019/04/25A</b>  Contract is to support Manchester City Council with the migration of their Education Management System away from Capita One towards the Liquidlogic EYES solution.	City Treasurer (Deputy Chief Executive)	Not before 1st Jun 2019		Report and Recommendation	Jon Nickson j.nickson@manchester.gov.uk

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

<b>Wednesday 17 July 2019, 10.00am (Report deadline Friday 5 July 2019)</b>				
<b>Item</b>	<b>Purpose</b>	<b>Executive Member</b>	<b>Strategic Director/ Lead Officer</b>	<b>Comments</b>
Youth Justice	To receive a report on progress made since the Committee last considered this issue in March 2019, including the review of the Youth Justice service following the recent inspection. To include further information on what is being done to address the number of young people with SEND entering the Youth Justice system, including the work with Manchester Metropolitan University.	Councillor N Murphy	Paul Marshall/ Marie McLaughlin	See March 2019 minutes Invite Chair of the Communities and Equalities Scrutiny Committee
Raising Standards of Practice in Children's Social Care	To receive an update report.	Councillor Bridges	Paul Marshall/ Julie Daniels	See September 2016 minutes
Delivering Children's Services Through a Locality Approach	To receive a presentation on delivering Children's Services through a locality approach.	Councillor Bridges	Paul Marshall/Sean McKendrick	
Delivering the Our Manchester Strategy	This report provides an overview of work undertaken and progress towards the delivery of the Council's priorities as set out in the Our Manchester Strategy for those areas within the portfolio of the Executive Member for Children and Schools.	Councillor Bridges		
Overview Report	The monthly report includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.	-	Rachel McKeon	

<b>Wednesday 4 September 2019, 10.00am (Report deadline Friday 23 August 2019)</b>				
<b>Item</b>	<b>Purpose</b>	<b>Executive Member</b>	<b>Strategic Director/ Lead Officer</b>	<b>Comments</b>
Early Years	To receive a quarterly update. Next update to report on the Early Years Delivery Model, focusing on the Health Visitor programme.	Councillor Bridges	Amanda Corcoran/ Nasreen King	See 2 January 2018 minutes
School Attendance	To receive a report on school attendance.	Councillor Bridges	Amanda Corcoran/ Isobel Booler	
Leaving Care Service	To receive a further report to monitor the progress being made to improve outcomes for Our Young People.	Councillor Bridges	Paul Marshall/Abu Siddique/Nick Whitbread	See March 2019 minutes
Overview Report		-	Rachel McKeon	

<b>Items To Be Scheduled</b>				
<b>Item</b>	<b>Purpose</b>	<b>Executive Member</b>	<b>Strategic Director/ Lead Officer</b>	<b>Comments</b>
Changes to Lancasterian Sensory Support Service	To receive a report in order to monitor the impact of the changes.	Councillor Bridges	Amanda Corcoran	See February 2017 minutes
Children's Services and the Manchester Local Care Organisation (MLCO)	To receive a report on Children's Services' involvement with MLCO. To include: <ul style="list-style-type: none"> <li>• The integration of Early Help and Early Years</li> <li>• Manchester Locality Plan as it relates to services for children and young people</li> <li>• Manchester's Transformation Plan for Children and Young People's Mental Health and</li> </ul>	Councillor Bridges Councillor Craig	Paul Marshall/ Maria Slater (CAMHS)/ David Regan/ Sarah Doran	See November 2016 and January 2019 minutes Invite Chair of Health Scrutiny Committee

	Wellbeing <ul style="list-style-type: none"> <li>Reducing Infant Mortality</li> </ul>			and the Mental Health Champion
Early Help	To receive an update report in a year's time.	Councillor Bridges	Paul Marshall	See September 2018 minutes
Edge of Care	To request a further report in the new municipal year to update Members on the progress and impact of this work	Councillor Bridges	Paul Marshall/ Sean McKendrick/ Julie Heslop	See February 2019 minutes
Manchester Curriculum for Life	To receive an update report in 12 months' time.	Councillor Bridges	Amanda Corcoran	See July 2018 minutes Invite Chair of Economy Scrutiny Committee
Multi Agency Safeguarding Arrangements	To request an annual report and an update report.	Councillor Bridges	Paul Marshall	See February 2019 minutes
Population Health Needs of Manchester Children	To request an update report in 12 months' time.	Councillor Bridges	David Regan/Sarah Doran/Paul Marshall	See December 2018 minutes Invite Chair of Health Scrutiny Committee
Promoting Inclusion and Preventing Exclusion	To request a report to include: <ul style="list-style-type: none"> <li>citywide school exclusion performance data once the 2017-18 validated exclusions data is published, including information on the reasons for exclusions.</li> <li>an update on the work to promote consistent, legally-compliant information-sharing at</li> </ul>	Councillor Bridges	Amanda Corcoran	See June 2019 minutes

	<p>transition stages.</p> <ul style="list-style-type: none"> <li>an update on the independent review of the use of fixed-term exclusions in the specialist provisions across the city for young people who experience Social, Emotional and Mental Health Needs (SEMH), including the Secondary Pupil Referral Unit (PRU), and information on the destinations of pupils at the PRU.</li> </ul>			
Supplementary Schools	To receive a further report on supplementary schools at an appropriate time.	Councillor Bridges	Amanda Corcoran	See November 2018 minutes
Youth and Play Services	To receive a further report which focuses on qualitative data, including evidence of impact, outcomes and young people's feedback relating to the Youth and Play Fund 2018/19.	Councillor Rahman	Fiona Worrall	See January 2019 minutes
<b>Regular items</b>				
Early Years	To receive a quarterly update.	Councillor Bridges	Amanda Corcoran	See 2 January 2018 minutes
Looked After Children (LAC) and Corporate Parenting (Annual Independent Reviewing Officer Report)	To receive an annual report on the work of the Corporate Parenting Panel. To include an update on recent developments in respect of LAC and corporate parenting. To include the future role/best use of existing children's homes including best practice within other local authorities and models of practice.	Councillor Bridges	Paul Marshall	See May 2018 minutes
Manchester Safeguarding Children Board (MSCB)	To receive the MSCB's Annual Report. To include the report of the Local Authority Designated Officer (LADO).	Councillor Bridges	Paul Marshall / Julia Stephens-Row	
Proxy Indicators	To receive quarterly presentations of the proxy indicators outlined in the report considered by the Committee in June 2018 and to request that these presentations also include information on school attendance and exclusions.	Councillor Bridges	Paul Marshall/ Sean McKendrick/ Amanda Corcoran	See June 2018 minutes

School Attendance and Attainment	<p>To receive regular reports regarding attainment and attendance.</p> <p>Future reports to include:</p> <ul style="list-style-type: none"> <li>• information on the use of flexi-schooling in Manchester and on children who are not included in the school attendance figures because they are waiting for a school place or are being home schooled</li> <li>• information on the performance of pupils with SEND in special schools compared to those in mainstream schools and further information on the progress and outcomes for children from ethnic groups which are currently performing less well, including white British children</li> <li>• the work taking place to support the four secondary schools in Wythenshawe and improve the educational outcomes for the pupils, including any good practice which can be shared with other areas of the city</li> </ul>	Councillor Bridges	Amanda Corcoran	See 30 January 2018 and March 2019 minutes
School Governance	To receive a yearly report on school governance.	Councillor Bridges	Amanda Corcoran	
Special Educational Needs and Disability (SEND)	To receive regular reports on SEND.	Councillor Bridges	Amanda Corcoran	

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# **Manchester Safeguarding Children Board**

## **Children's Services Peer Challenge: Child Sexual Exploitation**

14<sup>th</sup> – 17<sup>th</sup> May 2019

Feedback Report

## 1. Executive Summary

There is strong leadership and political support to respond to children who have been exploited and those at risk of child sexual exploitation (CSE). Elected Members, Senior Leaders and Managers provide visible and aspirational leadership through their engagement with staff and involvement in scrutiny, reporting and briefings on CSE. There are robust assurance arrangements in place with good sharing of information and risks, including identification of high-profile cases and areas for improvement.

Manchester have reviewed the current safeguarding partnership arrangements and decided to streamline these into a single children and adults board under their new Multi-Agency Safeguarding Arrangements from September 2019. This will provide an important opportunity to provide robust and focused scrutiny and challenge, address performance gaps and mature quality assurance arrangements across the partnership. An initial priority is to ensure effective transition into adult support and services for vulnerable young people.

There is a positive culture and good staff morale. There has been investment in recruitment, retention and succession which has resulted in a significant increase in permanent staff as well as the steadfast commitment to manageable caseloads to support practice. Co-location of social workers, police, community safety, health, early help staff and missing from home teams in the Complex Safeguarding Hub (CSH) has enhanced joint and joined up work for children, young people and families who require support for child sexual exploitation.

There is a drive for 'enabling and delivering excellence' across the Council for the whole city population. The Council is aware that previously, signals of deteriorating performance were missed and has worked to ensure well defined and supported lines of accountability and robust assurance routines are in place. There is a clear recognition that systems leadership and productive partnerships on behalf of children are fundamental to effectiveness and sustained improvement.

There is effective partnership working in Manchester. This is supported by a clear governance structure and good information sharing at a strategic and operational level. CSE multi-agency meetings and panels ensure that there is partnership input at all levels of involvement. Multi-agency working across statutory and voluntary and community organisations is supporting early intervention and prevention through to statutory intervention, as well as diversion and prosecution. However, not all CSE cases held outside the CSH are included in the data and performance information, so there is not a full picture of the extent of CSE.

There is a good understanding of child sexual exploitation and a focus on keeping children and young people safe. There is support for the whole family, using a strengths and relationship-based model. The peer team were impressed by the workers interviewed. There are examples of good practice: regular visits, trusting relationships, intelligence and mapping leading to disruption and prosecution, joint plans across locality and CSH teams, assessments, direct work and multi-agency interventions, which are leading to many positive outcomes, including keeping children and young people safe.

There are practice areas which require further improvement so that best practice becomes consistent for all children. These include: better use of risk and analysis; consistent

approach to evidence informed direct work; focus on interventions leading to better outcomes and impact; consistent approach to case recording, including supervision and multi-agency involvement; balancing 'child led' practice with keeping children safe; evidencing the voice of the child, consistent use of thresholds into CSH and effectiveness of 'scoring'. There are too many professionals involved with some young people and roles and responsibilities are not always clear; the locality teams do not sufficiently 'own' the lead oversight role for CSE. Internal referral processes lead to delay in accessing specialist CSE services. The current system, MiCare does not support effective social work practice, although Manchester is moving to using Liquid Logic imminently (July 2019).

There is a commitment to developing performance information and quality assurance arrangements to better evidence impact and outcomes for children. The current performance dashboards would benefit from a contextual summary which draws together both metrics and commentary to enable better understanding of performance data. There could be more focus on evidencing outcomes and impact. There is a positive response to audit, however it would be helpful in developing and growing the audit framework to consider ways to improve understanding of expected standards of performance, the associated entitlement to support and supervision as well as providing guidance to ensure staff fully understand and adhere to these standards.

Listening to the voice and views of the child, and improving engagement with children and young people, is a development area across the partnership as is evaluation of multi-agency impact. An early priority for the new multi-agency safeguarding arrangements will be to ensure oversight and scrutiny of multi-agency auditing and to agree a robust evaluation strategy to assess the effectiveness of the joint work overall.

There are dedicated resources supporting child sexual exploitation services, including additional permanent staff in the CSH. There is additional funding for the post of Clinical Psychologist, but the sustainability of this funding should be addressed before the funding ends in March 2020. There are additional resources through partnerships with Schools/Education, Health, Police and the Voluntary and Community Sector. The Health and Police resources within the Complex Safeguarding Hub would benefit from review to ensure that they are in line with the growing demands on the service. There is some training for CSE, but there is no CSE-specific training and development programme, either internal to the Council or across the partnership.

An important and essential resource is the commitment by the Council and partner agencies to concerted and unified action to improve the lives and life-chances for children, young people and families who require support due to child sexual exploitation.

## **Summary of the Peer Challenge approach**

### **The Peer Team**

Peer challenges are delivered by experienced peers. The make-up of the peer team reflected your requirements and the focus of the peer challenge. Peers were selected on the basis of their relevant experience and expertise and agreed with you.

The peers who delivered the peer challenge at Manchester were:

- Rose Durban, Lead Peer and Independent Consultant

- Carol Drummond, Head of Safeguarding and Designated Nurse for Children in South Tyneside CCG
- Sue Lingard, Head of Service for CSE, Leaving Care and UASC in Oxfordshire
- Reg Hooke, Independent Consultant Police
- Viv Murray, LGA Peer Challenge Manager

In addition to the above, three associate peers (Viv Murray, Tracey Newcomb and Mick McGlynn) undertook a review of case records and interviews with relevant social workers.

### **Scope and focus**

The agreed focus of this peer challenge was child sexual exploitation (CSE): the effectiveness of current Complex Safeguarding Hub (CSH) multi-agency working arrangements to respond to children at risk of exploitation and those being exploited.

In doing so, the peer challenge team considered:

1. Leadership and management, including governance structure and accountability
2. Partnerships
3. Effective practice and impact on outcomes for children and families
4. Use of quality assurance and performance, including local intelligence around children who go missing, return home interviews and how intelligence is used to disrupt activity
5. Resources and capacity

The Complex Safeguarding Hub work to a broader definition of child exploitation (for example, criminal exploitation and gangs) but the focus of this review has been on child sexual exploitation. The peer team have focused on current practice (within the last twelve months) and whether current CSE arrangements are keeping children safe.

### **The peer challenge process**

The fundamental aim of each peer challenge is to help councils and their partners reflect on and improve the impact of services for children and young people. It is important to remember that a peer challenge is not an inspection; it provides a critical friend approach to challenge the council and their partners in assessing their strengths and identifying their own areas for improvement. By its nature, the peer challenge is a snapshot in time. The team appreciate that some of the feedback reinforced issues you are already addressing and progressing.

The main elements of the peer challenge were:

- A review of data and key documentation.
- A review of case records – there was an in-depth look at a sample of **33** cases where child sexual exploitation was identified. This work was carried out between 16<sup>th</sup> and 18<sup>th</sup> April 2019, in advance of the main peer challenge visit (during which we also undertook a ‘light touch’ review of a small number of additional case records).
- On-site work over four days (from 14<sup>th</sup> to 17<sup>th</sup> May 2019) including individual interviews, focus groups and practice observations of panels and meetings, visits to the CSH, observations of intelligence information sharing meetings and a meeting with a young person.

The documentary evidence provided to the team was used to guide its focus in assisting Manchester with its ongoing improvement. The case records review helped to inform the peer team's findings in relation to frontline practice; a summary report on the case records review has been provided separately to ensure the confidentiality of potentially sensitive and personal information. However, it should be recognised that the team were only able to consider a relatively small number of cases and the peer challenge is not a substitute for council and partners' own quality assurance processes.

## 2. Feedback

### 2.1 Leadership and Management

There is strong leadership and political support to respond to children at risk of child sexual exploitation (CSE) and those who have been exploited in Manchester. Elected Members, Senior Leaders and Managers provide visible and aspirational leadership through their engagement with staff, involvement in scrutiny and in receiving regular reports and briefings on CSE. Meetings with the Lead Member and Chief Executive evidenced that there are robust assurance arrangements in place with good sharing of information and risks, including identification of high-profile cases and areas for improvement. There is a process of escalation so that the most high-risk young people, including high risk missing from home are known to the DCS, Chief Executive and Lead Member. There is a good knowledge and understanding of the history of the service and its direction, together with support for sustaining improvements and commitment to additional resources. There are good working relationships across strategic and political leadership.

The CSE service benefits from a strong committed leadership team whose strategic approach supports the principles and behaviours of Manchester Children and Education Services:

*Principles: "Place children and young people at the centre of everything we do; Listen to and respond to children and young people; Focus on strengths and building resilience; Better lives for children and Early Action and Integration.*

*Behaviours: Trust and Work Together; Own it and not afraid to try something new; We listen; Proud and Passionate about Manchester and Leadership and Management – walking the walk"*

The peer team found that there is a pride and passion in Manchester from the frontline to the most senior leaders and across partnerships to make a difference for vulnerable children and young people. We heard statements such as "it's really good working here and things are improving", "leaders are there for us and we see them around" and "it's really changed for the better around here". The DCS and senior management team are visible, trusted and approachable and meet regularly with different groups of staff.

Governance of CSE is supported through the Complex Safeguarding Executive Partnership (chaired by the Director of Children's Services), LSCB Complex Safeguarding Sub-group, LSCB Complex Safeguarding Delivery Groups, a Complex Safeguarding Annual Report and reports to Children and Young People's Scrutiny and

Lead Member portfolio. There is good multi-agency representation on boards and an expectation that information will be cascaded across agencies. There are links to other local authorities through the Greater Manchester Partnership, where there is sharing of policies, procedures, resources and good practice.

Manchester has reviewed the current safeguarding partnership arrangements and decided to streamline these into a single children and adults board under their new Multi-Agency Safeguarding Arrangements from September 2019 onwards. This is a challenge in terms of bringing children and adult agenda's together. However, it is an opportunity to address current challenges, including multi-agency robust and focused scrutiny and challenge (including more focus on CSE), address performance gaps and embed quality assurance arrangements across the partnership. An important initial priority is to ensure effective transition into adult support and services for vulnerable young people.

There is a positive culture and good staff morale. The peer team noted how proud staff are to work in Manchester and how positive they are about the support they receive from management. Whilst the peer team did not focus on the history or previous CSE team, it became evident through talking to people that this positive culture and improved morale across the partnership has developed from a change in leadership style and improved sharing of information as well as the strong support for relationship focused practice. Staff appreciate and benefit from the investment in recruitment, retention and succession which has resulted in a significant increase in permanent staff as well as the steadfast commitment to manageable caseloads to support practice.

Co-location of social workers, police, community safety, health, early help staff and missing from home teams in the CSH has greatly enhanced joint and joined up work for children and young people and families who require support for child sexual exploitation. The CSH, located on police premises, is also co-located with the police proactive commitment to tackling organised crime, enhancing further the efficiency and effectiveness of partnership responses to CSE, in terms of the broader exploitation agenda and prosecutions. The police approach is strongly victim focused, with operations prioritising the protection of the vulnerable.

There is a drive to 'enabling and delivering excellence' across the Council for the whole city population. Strategic leaders take seriously their key leadership role across the council and in working with other local agencies, particularly Police and Health to improve outcomes for children, young people and families. This is built on a deep and contemporary knowledge and understanding of children's services including child exploitation services. The Council is acutely aware that previously signals of deteriorating performance were missed and has worked to ensure well defined and supported lines of accountability and robust assurance routines are in place. There is a clear recognition that systems leadership and productive partnerships on behalf of children are fundamental to effectiveness and sustained improvement. At a strategic level these are providing a firm base for the developing locality working including the 'team around the school' approach and informing decisions about resourcing and deployment.

Manchester is thoughtful about sustainable resources. This is evident across the partnership with recognition of the inter-dependencies of any resourcing decisions on

behalf of children. There are no plans to reduce resources into CSE support and services and there is good political support to sustaining resources. However, the sustainability of the single health post in the CSH should be considered. It is important that the wider health workforce also take full responsibility for CSE and jointly work together for those young people requiring CSE support.

Manchester is well placed to accelerate progress and impact, and develop a robust evaluation strategy to assess effectiveness.

## **2.2 Productive Partnerships**

There is effective and productive partnership working in Manchester. The co-location of the multi-agency CSH team is good practice and is seen positively by all those involved. There is good joint working between the CSH and Police Neighbourhood Teams in tackling CSE hotspots and supporting families. The co-location of Police Excalibur and Challenger teams has led to more joint operations and intelligence sharing and has strengthened the positive culture of partnership working. The Community Safety Team is well integrated, including: Police, Licensing, Community Safety Specialists and specific operations. This has supported effective prevention, protection and interventions, including disruption activities and prosecutions. The seconded Probation officers provide smooth transition of young people into and out of the Probation Service.

There is a positive commitment to information sharing at all levels, although there should be more consideration as to how strictly consent to share information is used at the front line and in panels and meetings. There are daily intelligence meetings of all partners in the CSH, which address immediate risk and actions but not all case files contain a record of these meetings. Mapping is used to link young people and groups of alleged perpetrators and there are a range of CSE multi-agency meetings and panels. This ensures that there is partnership input at all levels of involvement. Observation of the Gold group evidenced good leadership and partnership engagement as well as being victim focused, with effective information exchange leading to clear actions for children, young people and families. The Missing from Home (MFH) Panel evidences a good multi-agency commitment and thorough tracking of young people. However, it is not always evident from the case files what added value these meetings bring.

There is good support from Schools and Education Services and the Voluntary and Community Sector in offering early intervention and prevention services. A broad range of services for children, young people and families is available to support child sexual exploitation, including clinical and therapeutic services. Schools offer support through the curriculum and additional support to individual children. There is good support around sexual health and prevention from health professionals.

Partners are now well placed to accelerate the impact of their work and achieve continuing improvements through a strategic approach to joint commissioning of services and support. This can be achieved by a review of the existing service support into the CSH with a clear understanding of impact and outcomes for young people and their families whilst jointly developing a sustainable plan. The plan should encompass the Psychology post which is currently within the Hub.

Arrangements for transition to Adult Services are at an early stage and terms of reference for the Transition Group need to be agreed. Transitions to adult services are not effective or timely for many young people. For some vulnerable and traumatised young people, there are delays in accessing services such as Child and Adolescent Mental Health Services (CAMHS) and substance misuse services. A more 'trauma informed' approach should be considered across agencies. There is not enough focus on addressing the impact of exclusions and reduced timetables for some young people who are subject to exploitation, or consideration of risks to young people missing from school.

## **2.3 Effective Practice**

No cases were referred to management for immediate action. Many of the cases reviewed were complex and already had senior management oversight. Cases reviewed evidenced an understanding of child sexual exploitation and a focus on keeping children and young people safe. There is good multi-agency commitment and response to improving practice

The peer team were impressed with workers interviewed. They knew the cases and young people well. Workers presented as caring and concerned but also professional and analytical. We heard about good examples where workers are champions for young people and challenge practice and services on their behalf. However, this was more apparent in discussions and not always evident in the case file. Caseloads are manageable and there is access to training and development. The impact of smaller caseloads is that there is more time to reflect on cases and undertake direct work. There is a positive culture in the CSH and a positive approach to learning. The team work well together and there is good integrated support and sharing of information. This is particularly evident in high risk cases and joint operations and there is evidence of disruption and prosecutions as a result of good joint work.

Staff informed the peer team that they receive regular and good supervision and that there is management oversight, including senior management oversight. There is supervision on case files, but the quality is variable and it is not always easy to find supervision notes on the system. Reflective supervision is not evident and this is an important gap for all workers and particularly so for newly qualified workers. In some cases there are gaps in recording of management oversight. There is also no evidence of joint supervision, which would be useful learning in terms of clarity of roles, responsibilities, case direction and management oversight.

There are regular visits to children, young people and families and generally cases are compliant in terms of statutory requirements and procedures. The quality of case recording is mixed, and it is not always easy to find the CSH case records. There is a recent improvement in the quality of case recording, but this needs to be consistent across all cases. Direct work is not always recorded on the case file. Impact chronologies are good but were only found on approximately 50% of the cases reviewed. There are no case summaries on case files. MFH procedures are followed and there is evidence of actions taken, including strategy discussions. MFH concerns are evident in referrals and assessments. Not all recording of MFH return interviews detail actions or note follow up. Multi-agency involvement is not always evident from the case file.



Some good practice was seen but not consistently. There are good examples of multi-agency interventions and positive outcomes. Many cases evidenced appropriate planning, assessments, interventions, direct work, good intelligence sharing and mapping, trusting relationships and frequent visits. There are examples of keeping young people safe through legal interventions or placements. Direct work, where used effectively, leads to a good understanding of exploitation and risk and positive outcomes in keeping young people safe. In many cases children and young people have positive outcomes, but case files do not routinely evidence this.

Cases are hard to work through and it is difficult to find critical information or follow the 'journey' of the young person. There are a number of cases which have been closed and re-opened within a short period. Thresholds into the CSH team are not always clear or consistently used and there is not always a clear rationale on the case file as to why the case has or has not met the 'threshold' for the CSH team. It is not always easy to determine the levels of risks from the case file, and risks are not always supported by explicit statements. Vague terms such as "disclosed concerning information" or "is associating with unsuitable peers" are not sufficient to determine levels of risks, thresholds and interventions. There should be a more consistent approach to how risks are defined and supported by professional judgement. The application of risk indicators is already noted as a priority for the management of CSH.

There are some good assessments, particularly more recent ones, but this is not consistent. Good CSH assessments contain historical information, details of risks and resilience and use of analysis. However, analysis needs to be strengthened in assessments to help understand risks, including consideration of history and understanding this in the context of what is happening now. More emphasis is needed on the rationale for interventions and the linkage with outcomes. There should be more on wider family involvement, including fathers or stepfathers. The voice, wishes and feelings of the young people in informing and shaping their plans need to be strengthened. Input from health and other key professionals is not always evident. Not all assessments detail historical intervention, linking this to resilience or capacity to change. It is not clear what the advantage is of having separate assessments for CSE and Child and Family Assessments, this is often confusing.

The quality of plans and reviews is variable in terms of quality and timeliness. There is one 'child's' plan across the locality and CSE team. There are some good plans which contain relevant actions commensurate with risk/need with actions and timescales as well as an update on progress. Due to the nature of the CSE work, many cases are crisis led and it is difficult to keep plans current. There is not enough use of contingency planning or sequencing of actions, which would help address management of those complex cases. There is use of a 'Safety Plan' which can replace a child protection plan, but it is early days and it has not yet been evaluated. There is good multi-agency attendance at reviews and in some cases the IRO minutes were written for the child/young person, which is good practice. Frequency of reviews and updating of plans does not always reflect the complexity and levels of risk.

CSE assessments contain scoring but this is not always consistent with the levels of risk or agreed by the case reviewers. In some cases scoring was described as optimistic and not taking into consideration all risk factors or parents' ability to protect. Some cases are closed prematurely due to low scores, only to be re-opened within a short period following

escalation of concerns. Some cases are closed before there is a sustained period of change. Other cases contain inconsistent scoring, not linked to the content of the assessment and in some cases challenged by other professionals, including IROs. The reliability of scoring requires evaluation in terms of accuracy, consistency and added value.

The approach to working with young people is child centred in terms of work being 'child led', working to young person's timescales, consideration of trauma and taking time to build a trusting relationship. The safety of young people is central to case planning and interventions. Children and young people are listened to and their wishes and feelings considered, although this is not always evident in case files. Staff in the CSH were able to articulate their aim of building a trusting relationship with the young person but did not always explain that this is to safeguard and reduce risk, and not an end in itself. There is a balance between 'child led' practice and keeping children safe. In some cases, we would question whether action should have been taken earlier, even though this was not the wish of the young person. Where such decisions are made, the case file should evidence that there has been consideration of risks and the application of professional judgement and professional authority. The voice of the young person is not always evident in the case file. It was also difficult to see the daily lived experience of some children and young people.

There is a good response to individual needs, through input from a range of professionals, but in too many cases there are too many professionals. This can result in too much activity, which is not always co-ordinated or purposeful, leading to too many visits to the young person and different 'strands' of work. One young person commented that she "struggles to engage with too many people". It is difficult in some cases to determine the different roles and responsibilities of the locality and CSH social workers. It is not always clear who has overall case management responsibility, leading to the assumption that the locality teams do not sufficiently 'own' the lead oversight role. The early help worker having different line management to the hub social worker and the fieldwork social worker adds a further complication to current CSH lines of accountability.

The initial response to CSE concerns is mostly appropriate and timely. The Multi-Agency Safeguarding Hub (MASH) identifies CSE risk and consults by phone with the CSH team in a timely manner. However, MASH does not routinely record these discussions or the rationale for decisions. There is evidence in some cases of immediate action to protect young people. This is not the case for all young people and there are delays in accessing specialist CSE work. This is due to cases requiring a Locality Child and Family Assessment and referral to CSH before allocation. It is not clear why there is a need for an internal referral for CSE cases. These issues should be addressed through the review of the MASH arrangements.

The current integrated children's system, MiCare, does not support effective social work practice and the CSH team do not have a consistent approach to how they use MiCare. An immediate action should be to complete a case summary on all case files as well as an impact chronology. Manchester will be moving to Liquid Logic in July 2019; effective migration will be essential. Management are clear that the transfer to Liquid Logic is not seen as the means of improving practice but as a supporting contribution to ongoing work on practice improvements.

## 2.4 Quality Assurance and Performance

The Council recognises and is committed to developing performance information and quality assurance arrangements to better evidence impact and outcomes for children. At the present time not all CSE cases held outside the CSH are included in the data and performance information seen, so there is not a full picture of the extent of CSE. The current performance dashboards – general and specific for complex safeguarding – would benefit from a contextual summary which draws together both metrics and commentary to enable a response to the key questions of: ‘how well?’ and ‘what difference?’ It will be important, particularly in relation to the work of the CSH, to track and evaluate:

- What impact are we having on (this group of) children?
  - How do we move from encouraging signs and some evidence of practice improvement to systematically and reliably good practice?
- How well are agencies working together to improve outcome for children?
  - What are the key issues and are we trying to address them with pace?
- What does the latest information tell us about our capacity to improve?
  - What has improved?
  - What would strengthen it further?
  - Can we sustain it?
- What next?
  - Who will do what, by when?
  - What impact do we expect, by when, as a result?

As part of this, early important actions will be to track progress, impact and outcomes of all children who are assessed as being or at risk of sexual exploitation, identify a subset of key indicators that are tracked regularly over time and be clear about the inter-relationships between those indicators. The outcomes of audit, including multi-agency audits, should be consistently used to share learning and drive changes in frontline practice so that monitoring and auditing become part of an iterative, action-orientated and practice-focused feedback cycle. This will help form an overall picture of how effectively the complex safeguarding hub is performing, informed by a clear understanding of risk, need, cost and demand.

The current Quality Assurance framework has an understandable focus on audits as a main workstream. Staff and managers are committed to developing their practice and positive about and understand the audit routines. However, it would be helpful in growing and developing this framework to consider ways to improve understanding of expected standards of performance and the associated entitlement to support and supervision, as well as providing guidance to ensure staff fully understand and adhere to these standards. The scope of the current audit tool is minimal, and a future tool would benefit from more emphasis on evidence of analysis, impact and outcomes.

Across the partnership, listening to the voice and views of the child and improving engagement with children and young people is a development area as is evaluation of multi-agency impact. Multi-agency performance dashboards to inform and shape policy and practice in relation to complex safeguarding are at an early stage and should be a key priority for the new safeguarding arrangements. Although multi-agency audits do take place there have been no recent ones looking at CSE or complex safeguarding.

CSE is an element in the range of multi-agency training provision offered by the Board but there is no current face-to-face training with a specific CSE focus.

Staff in the CSH are enthusiastic about working in an innovative environment in a context of rapidly evolving practice, knowledge and expertise, where learning and development is supported and encouraged. It will be important to both sustain this enthusiasm for learning whilst rooting it in impact that is linked to better outcomes for children so that practice is evidence informed and nuanced to local need. Staff would benefit from a focus on developing their critical analysis skills particularly in relation to assessment, including impact chronologies, planning and evaluation. In reviewing and maturing the framework it is now timely to have a focus on the:

- Range of soft and hard information used to obtain a better understanding of the quality and effectiveness of frontline and management practice
- Quality of case recording so that it effectively reflects the quality of work undertaken. What evidence of analysis do you expect to see and how will you know if this is then supporting direct work with children and families?
- Frequency and quality of reflective supervision and ensure that this is recorded to give an accurate account of discussions, decisions and the subsequent follow up impact
- Routine of auditing frontline practice to deliver the essential qualitative evidence by analysis which includes: identifying themes; addressing gaps; sharing learning and follow up on impact

There needs to be clarity about how the Principal Social Worker arrangements add value, insight and improvement to quality assurance work so that there is assurance that frontline practice is safe and effective. This work should be connected to and augmented by multi-agency audit learning. An early priority for the new safeguarding arrangements will be to ensure oversight and scrutiny of the development and embedding of multi-agency auditing and to agree a robust evaluation strategy to assess the effectiveness of the joint work overall.

There are plans to bring together a group of young people so that they can learn from each other, share experiences and build resilience. It would be helpful if this was seen as a priority as this would enhance the voice of the child/young person as well as their role in evaluation and performance management.

## **2.5 Resources and Capacity**

The dedicated multi-agency CSH came into operation on 1<sup>st</sup> October 2018. Most members of the team are new, and many are newly qualified. The team are permanent staff and additional resources have supported the growth in terms of numbers of staff within the team. The CSH has a wider remit than the previous Protect team, in that it covers wider exploitation, including criminal exploitation, gangs and Missing from Home and Care. Child sexual exploitation takes up just under 50% of the team resources. Staff and managers spoke about the increased work around child criminal exploitation, which is reflected nationally. An early partnership challenge will be how to ensure that a focus on CSE is also maintained by all agencies. The service will also need to consider supporting care leavers up to the age of 25 years and unaccompanied asylum seekers.

The service supports children, young people and their families. The model is a restorative strength-based response to the complex needs of children and families. There is good co-ordination, mapping and strong oversight of complex safeguarding operations. There is good use of the resources in developing the team around the school approach and individual mapping and help for schools. The early help service supports families in a 'whole family' approach to complex safeguarding. The ACT model is resourced so that workers can have smaller caseloads and focus on complex cases and intensive support and relationship building. The ACT model is new to the team, so impact and effectiveness of this model is not yet tested in Manchester. The telephone consultation role of the service is seen positively by those who use it. There is a dedicated Missing from Home team, including resources from the Police. Additional MFH services are provided from the Voluntary Sector.

There is additional funding for one year for a part-time post of Clinical Psychologist. The peer team heard very positive feedback on the effectiveness of this post in relation to individual support to workers and impact on reflective practice. Evaluation of the impact of this post should be considered so that sustainable funding can be identified before the funding ends in March 2020.

Schools add value and resources to the early intervention agenda by embedding learning about CSE into the curriculum as well as supporting individual children and young people. Schools offer a range of early interventions such as: harmful and coercive relationships, self-esteem, skills for life, resilience, social media and support through use of DVD's and performing artists. It is not clear how well this work is tracked, evaluated and measured in terms of impact and outcomes. Manchester is part of the Adverse Childhood Experiences pilot.

Partnership resources need more consideration in terms of joint commissioning of services/support and in additional resources for Health and Police. The Specialist Nurse in the CSH is picking up the role of School Nurse shortfall with individual young people. The resourcing of this service should be considered through the appropriate governance forum. The Police have retained their resources, but these have not grown in line with increased responsibilities and workloads, including individual cases and wider operations for victims and perpetrators.

As stated earlier, there is no specific training and development programme for CSE, either internal to the Council or across the wider partnership. There is some training, but this is not based on a training needs analysis, prioritised for key staff groups or aligned to practice improvement. Multi-agency training is mostly e-learning and the development of broader methods of multi-agency learning should be considered as a priority under the proposed new safeguarding arrangements. One of the challenges outlined by the manager of the CSH team is to "ensure the wider workforce is informed and recognise new and emerging practice in relation to CSE and complex safeguarding". There is openness to learning and development across the partnership and the time is right to capitalise on this. Consideration should be given to updated mandatory CSE training being expected of all workers across the partnership who work with children, with more specialist training targeted at those holding specific roles and responsibilities. There is additional resource in the form of Social Work Consultants and this resource could be usefully aligned to future Principal Social Worker arrangements and linked into the developing Quality Assurance Framework.

An important and essential resource is the commitment by the Council and partner agencies to concerted and unified action to improve the lives and life-chances for children, young people and families who require support for child sexual exploitation.

### **3. Next steps**

The Local Government Association would be happy to discuss how we could help you further through the LGA's Principal Adviser Claire Hogan (email [claire.hogan@local.gov.uk](mailto:claire.hogan@local.gov.uk) or tel. 07766 250347) and Linda Clegg, Children's Improvement Adviser (email [lindaclegg0@gmail.com](mailto:lindaclegg0@gmail.com) or tel. 07545 787882).

The peer team would like to thank colleagues in Manchester for their assistance in planning and delivering the peer challenge and for their engagement and openness to learning during the process.