



Children and Young People Scrutiny Committee

Date: Wednesday, 4 September 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

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

Filming and broadcast of the meeting

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

Membership of the Children and Young People Scrutiny Committee

Councillors –

Sameem Ali, Alijah, Cooley, Hewitson, T Judge, Kilpatrick, Lovecy, McHale, Madeleine Monaghan, 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

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 17 July 2019.

Pages
7 - 12

5. Annual Report of Manchester Safeguarding Children Board April 2018 - March 2019

Report of the Strategic Director of Children and Education Services and the Former Independent Chair of Manchester Safeguarding Children Board

Pages
13 - 52

This report provides an overview of Manchester Safeguarding Children Board's Annual Report which is for the period April 2018 - March 2019.

6. Child Sexual Exploitation

Report of the Strategic Director of Children and Education Services

Pages
53 - 62

This report provides context to the LGA Peer Review and an update on progress that has been made against areas identified for further development.

7. Early Years Service

Report of the Strategic Director of Children and Education Services

Pages
63 - 80

This report provides an overview of the Early Years offer in the

city and reports on outcomes in relation to the Early Years Delivery Model and the Healthy Child Programme.

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| 8. Update on National School Absence 2017/18 and Autumn Term 2018/19, Manchester's Provisional Absence Data for HT1-5 2018/19 and School Attendance Statutory Action
Report of the Director of Education | Pages
81 - 100 |
|--|-------------------|

This report provides an update on school absence for the academic year 2017/18 comparing Manchester's school absence data with national data. It also reports on the national absence data for the autumn term 2018/19 for primary and secondary schools and Manchester's provisional school absence data for HT1-5 in 2018/19.

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| 9. Overview Report
Report of the Governance and Scrutiny Support Unit | Pages
101 - 112 |
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This report provides the Committee with details of key decisions that fall within the Committee's remit and an update on actions resulting from the Committee's recommendations. The report also includes the Committee's work programme, which the Committee is asked to amend as appropriate and agree.

Information about the Committee

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

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

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

- Representative of the Diocese of Manchester – 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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Agenda, reports and minutes of all Council Committees can be found on the Council's website www.manchester.gov.uk

Smoking is not allowed in Council buildings.

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

Further Information

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

Rachel McKeon
Tel: 0161 234 4497
Email: rachel.mckeon@manchester.gov.uk

This agenda was issued on **Tuesday, 27 August 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 17 July 2019

Present:

Councillor Stone – in the Chair

Councillors Alijah, Cooley, T Judge, Kilpatrick, Lovecy, McHale, Reeves, Reid, Sadler and Wilson

Co-opted Voting Members:

Dr W Omara, Parent Governor Representative

Ms Z Stepan, Parent Governor Representative

Co-opted Non Voting Members:

Mr L Duffy, Secondary Sector Teacher Representative

Councillor N Murphy, Deputy Leader

Councillor Bridges, Executive Member for Children and Schools

Apologies:

Councillors Sameem Ali and Hewitson

Mr A Arogundade, Parent Governor Representative

Mrs J Miles, Representative of the Diocese of Salford

CYP/19/26 Minutes

Decision

To approve as a correct record the minutes of the meeting held on 19 June 2019.

CYP/19/27 Update on the Youth Justice Service

The Committee received a report of the Strategic Director of Children and Education Services which focused on the work and progress that had been made against the action plan arising from the Her Majesty's Inspectorate of Prisons (HMIP) Inspection of Manchester's Youth Justice Service undertaken in November 2018.

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

- Progress on the HMIP Action Plan;
- An update on Special Educational Needs and Disability (SEND) in Youth Justice;
- Review of the Youth Justice Service; and
- Quality of Practice.

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

- To welcome the report and note that it would be useful to receive anonymised case studies;

- What provision there was for children with mental health issues;
- Of the 61 children known to Youth Justice who had an Education Health and Care Plan (EHCP) how many already had this in place before they entered the Youth Justice system;
- That Unconscious Bias training should be extended to all the staff, not just the Case Managers, and also to other organisations involved in Youth Justice such as Greater Manchester Police (GMP);
- What was happening at a Greater Manchester and wider level in this area; and
- To request to visit the Youth Justice Service at one of its current premises.

The Head of Youth Justice informed Members that there were three Children and Adolescent Mental Health Service (CAMHS) workers embedded in the Youth Justice Service who worked alongside the Case Managers and all cases where a child had or was suspected to have mental health issues were referred to them. She reported that more children were now entering the Youth Justice system with an EHCP already in place and that she could provide the figures on this after the meeting.

The Head of Youth Justice reported that, after a small number of staff had attended Unconscious Bias training and provided positive feedback on it, it had been agreed to roll this out to all Case Managers; however, she agreed that it should be rolled out to all staff. The Deputy Leader advised Members that he would raise the issue of addressing unconscious bias with GMP. He informed Members that conversations were taking place with the Department of Justice on devolution of some areas of the justice system and he suggested that the Committee could look at this and the Greater Manchester Combined Authority (GMCA)'s role in relation to Youth Justice in a future report.

Decisions

1. To request an update report in 12 months' time to include information on the issues that Members have raised at today's meeting, including children with SEND and Black and Minority Ethnic (BAME) children in the Youth Justice system and for this report to include anonymised case studies.
2. To note that the Head of Youth Justice will provide the figures on how many of the children in the Youth Justice system with an EHCP had one at the time they entered the Youth Justice system.
3. To arrange a visit for Members of the Committee to one of Youth Justice Services' premises.

CYP/19/28 Raising Standards of Practice in Children's Social Care

The Committee received a report of the Strategic Director of Children and Education Services which provided an overview of the work undertaken in regards to raising standards of practice in Children's Social Care.

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

- Recruitment and retention of social work staff;
- The use of the Signs of Safety model across Children's Services;
- Learning and development;
- The Quality Assurance and Performance Improvement Framework; and
- Priorities for the year ahead.

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

- To recognise the progress made in recent years;
- Retention rates, including longer-term retention rates for those who had entered social work through a variety of methods such as the Frontline programme;
- Whether the social prescribing model could be used in Children's Services; and
- Request for information on the size of social work caseloads and the timeliness of allocation and assessments.

The Strategic Lead for Safeguarding and Practice Improvement reported that about 50% of the people who had undertaken the Step Up to Social Work course in Manchester stayed on as social workers for Manchester City Council and there was a range of reasons why the others did not, including that they returned to their home towns and pursued their social work careers there. The Strategic Director of Children and Education Services reported that the Council was now in a reasonably strong position in terms of the stability of its social work workforce. He advised Members that, while some turnover was natural, it was important to keep people in the profession as experience was critical.

The Executive Member for Children and Schools advised Members that, although social prescribing was primarily related to adult health services, there were similarities with the approach being taken to delivering children's services in a locality, which involved working with health and other partners and looking holistically at a family's circumstances.

The Strategic Director of Children and Education Services reported that information on caseloads was included in the proxy indicator reports which were submitted to the Committee on a quarterly basis. He informed Members that social work staff in their first year of practice were allocated approximately 15 children and that qualified social workers had an average caseload of approximately 17.3. He outlined how caseloads levels and the timeliness of allocation and assessment were monitored by senior managers within Children's Services, while emphasising that the service was now focusing on quality of practice, not just on compliance. The Strategic Lead for Safeguarding and Practice Improvement advised Members that the complexity of cases, not just the number allocated to each social worker, was important.

Decision

To note that the Committee will continue to monitor the issues discussed through future reports.

CYP/19/29 Delivering Children's Services in a Locality

The Committee received a presentation of the Strategic Director of Children and Education Services which provided an overview of the delivery of Children's Services through a locality approach.

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

- The Children's Locality Model;
- The underpinning principles;
- The intended outcomes and impacts;
- Locality leadership;
- The programme outline;
- Workstreams and milestones;
- The emerging impact;
- Upcoming priorities; and
- Challenges.

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

- Request for examples of how locality working in partnership with other agencies, such as health services, could address a range of issues, such as Foetal Alcohol Syndrome and safely preventing children from becoming looked after by the local authority;
- Recognising that locality boundaries were not a straight-forward issue, for example, because children attending a school within a particular locality could live within other neighbouring localities and how this was being addressed;
- That the findings from the Local Government Association (LGA) Peer Challenge on Child Sexual Exploitation, which were appended in full to the Overview Report, were encouraging, while recognising that they also identified areas for further development;
- To ask for further information on the implementation of the new social care ICT system, Liquid Logic; and
- To request that the presentation slides be shared with all Elected Members along with a covering note, explaining the context.

The Strategic Director of Children and Education Services informed Members about the role health services, such as midwifery, could play in enabling the identification of issues and intervention at the earliest stage. He cited a current initiative relating to pregnant women who had had a number of children removed from their care in the past, identifying at the earliest stage that there was a potential risk of this happening again and starting to work with the mother as early as possible to reduce the risk of the new baby needing to be taken into care.

The Executive Member for Children and Schools emphasised that boundaries were porous, as families could live in one area while accessing services across boundary

lines, and what was important was that families received the right support for them in the most appropriate place, which could be through a school or a GP's surgery.

The Strategic Director of Children and Education Services reported that all Elected Members would be briefed on the new ICT system. He informed Members that information was being migrated to the new system and that from 22 July 2019 the new system would be live.

The Executive Member for Children and Schools reported that, following a session for all Elected Members on corporate parenting and Regulation 44 visitors, some Members had requested a session on wider children's services issues. He suggested that, when the presentation slides were shared with all Elected Members, information on this session could also be included.

Decision

To request that the presentation slides be shared with all Elected Members, along with a covering note explaining the context, and that information on the session on children's services for all Members also be included.

CYP/19/30 Delivering the Our Manchester Strategy

The Committee received a report of the Executive Member for Children and Schools which provided an overview of work undertaken and progress towards the delivery of the Council's priorities as set out in the Our Manchester Strategy for those areas within his portfolio.

The main points and themes within the report included:

- The Council's Children's Services workforce;
- Leaving Care Service;
- Improvements in Children's Services;
- Promoting Inclusion and Preventing Exclusion;
- Special Educational Needs and Disability (SEND);
- Poverty and homelessness;
- Serious youth violence; and
- The budget.

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

- The transition from children's health services to adult health services, particularly for vulnerable young people; and
- What progress had been made following the Council motion to end intentional homelessness for care-experienced young people.

The Chair reported that he had discussed the transition from children's to adult health services, particularly in relation to mental health services, with the Chair of the Health Scrutiny Committee, which was planning to scrutinise this area. The Executive Member for Children and Schools acknowledged that young people aged 18 and

over could still be vulnerable, for example, if they had health issues or were at risk of criminal or sexual exploitation and emphasised the importance of working with partner organisations and adult social services to address these issues. He informed Members that the Council already had practices in place so that care-experienced young people were not classed as intentionally homeless and denied support; however, he reported that the motion was important in establishing this as an explicit Council policy.

Decision

To thank the Executive Member for Children and Schools for his report.

CYP/19/31 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.

The Chair commented on the motion which had been agreed at the Full Council meeting on 10 July 2019, declaring a Climate Emergency, and informed Members that he would be discussing with officers in Children's Services how they would take this forward.

Decision

To note the report and agree the work programme.

Manchester City Council Report for Information

Report to: Children and Young People Scrutiny Committee - 4 September 2019

Subject: Annual Report of Manchester Safeguarding Children Board April 2018 – March 2019

Report of: Strategic Director of Children and Education Services
Julia Stephens-Row, Former Independent Chair of Manchester Safeguarding Children Board

Summary

This is a covering report providing an overview of Manchester Safeguarding Children Board Annual Report which is for the period from April 2018 - March 2019. This document reports on the work of the partnership.

Recommendations

The Committee is asked to:

1. Note the publication of the Manchester Safeguarding Children Board (MSCB) Annual report 2018–2019.
2. To promote the importance of safeguarding of children and young people across MCC and in the services that are commissioned ensuring that safeguarding is at the heart of all that is delivered.

Wards Affected: All

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

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	

A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	The vision of the Manchester Safeguarding Children's Board is that "Every Child in Manchester is Safe, Happy, Healthy and Successful. To achieve this we will: Be child-centred, listen to and respond to children and young people, focus on strengths and resilience and take early action" which supports this outcome.
A connected city: world class infrastructure and connectivity to drive growth	

Contact Officers:

Name: Julia Stephens-Row
 Position: Former Independent Chair Manchester Safeguarding Children Board
 Telephone: 0161 234 3330
 E-mail: manchestersafeguardingboards@manchester.gov.uk

Name: Heather Clarkson
 Position: Adults and Children Safeguarding Board Coordinator
 Telephone: 07976 910 296
 E-mail: heather.clarkson@manchester.gov.uk

Background documents (available for public inspection):

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

We are currently working with a student from The Manchester College to complete the design work on the document. The content of the report will remain the same. Once this report is approved by the Committee, it will be uploaded onto the Manchester Safeguarding Boards website here:

<https://www.manchestersafeguardingboards.co.uk/resource/mscb/> until the final design version of the report is ready for publication.

1.0 Introduction

- 1.1 The Manchester Safeguarding Children Board (MSCB) annual report covers the period from April 2018 - March 2019. This report demonstrates the significant amount of work undertaken across a range of organisations and in partnership to safeguard children and young people in Manchester.
- 1.2 This report contains a variety of information detailing the work of the partners and some of key pieces of work undertaken by the MSCB. It also provides information on the work of the various sub groups which report to the Board, four of which are integrated with the Manchester Safeguarding Adults Board (MSAB).
- 1.3 Local Safeguarding Children Boards are inter-agency partnerships with statutory responsibility to coordinate local safeguarding arrangements which promote the welfare of children and make sure they are working effectively. Manchester Safeguarding Children Board includes representation from the Local Authority, Greater Manchester Police, Health Services, Housing, Probation and the Voluntary sector.

Our statutory functions and objectives are to:

- Coordinate what is done by each person or body represented on the Board for the purposes of safeguarding and promoting the welfare of children in the area.
- Ensure the effectiveness of what is done by each person or body for those purposes.
- Develop policies and procedures for safeguarding and promoting the welfare of children in the area of the authority.
- Raise awareness within communities of the need to safeguard and promote the welfare of children, how this can best be done, and encourage them to do so.
- Monitor and evaluate the effectiveness of what is done by the authority and their Board partners individually and collectively to safeguard and promote the welfare of children and advise them on ways to improve.
- Participate in the planning of services for children in the area of the authority.
- Undertake Serious Case Reviews and advise the authority and their Board partners on lessons to be learned.

2.0 Background

- 2.1 This report details the progress we have made around all of our priorities set out in the 2018/19 Business Plan and in safeguarding prevention so as to keep children safe from harm, along with the areas identified as future challenges relating to multi-agency safeguarding arrangements. It is put together along with contribution from partners and sub groups and includes information regarding the progress of the Board over the last year.
- 2.2 An important function of the Board is to monitor and evaluate the effectiveness of what is done by all Board safeguarding partners both

individually and collectively to safeguard and promote the welfare of children, including advising them on ways to improve. In addition to the various assurance activities carries out such as Section 11 and multi-agency case audits, the Board has held a number of learning events to promote findings from serious case reviews and launched a modern slavery and human trafficking strategy.

- 2.3 The Board meets regularly and is supported by a number of subgroups, detailed in the report.

2.4 **Business Priorities**

The Board rolled forward the priorities from 2017/18 into 2018/19.

- Engagement and Involvement – listening and learning; hearing the voice of children.
- Complex Safeguarding - Domestic Violence and Abuse; Female Genital Mutilation; Sexual Exploitation; Radicalisation; Missing; Organised Crime; Trafficking and Modern Slavery: So-called Honour Based Violence.
- Transitions – Moving from child to adulthood in a safe and positive way.
- Neglect - Ensuring the basic needs of every child are met.

These themes whilst shared with the MSAB have ‘child’ specific pieces of work which are being delivered. Details of the work undertaken to work towards achieving these priorities is contained within the annual report supported by some case studies.

- 2.5 Each of the multi-agency audits contain a question regarding the “Voice of the Child” and the annual self-assessments ask agencies to assess the standards they meet regarding the “Voice of the Child”.
- 2.6 We have regular updates on the Domestic Violence and Abuse strategy and implementation and held a very successful complex safeguarding conference.
- 2.7 We have established a multi-agency Neglect strategy implementation group and Graded Care Profile 2 - our chosen launched the Neglect assessment tool continues to be implemented across agencies.
- 2.8 We have along with Children's Social Care commissioned a review of the Front door arrangements with a focus on increasing conversations between professionals and Early Help and reducing the unnecessary referrals that do not require social work intervention. The new ways of working were introduced in March 2019 and are proving very successful.
- 2.9 In October 2018 a conference took place focusing on raising awareness of potential risks which contribute to the vulnerability, ill health or death across the city embedding learning from reviews of child deaths that take place.

- 2.10 Nearly 1400 people have attended face to face learning events and nearly 5,000 e learning courses completed by both adults and children's workforces.
- 2.11 The MSCB held a joint meeting with the MSAB in January and March 2019 in order to agree the priorities for 2019/20. These have been determined to be Adverse Childhood Experiences; Complex Safeguarding; Transitions; Neglect and Mental Health.

2.12 **Future Challenges and Improvement**

In addition to the areas identified as priorities in the 2019/ 2020 Business Plan which are summarised above, other areas of challenge have been identified as follows:

- 2.13 There is still a need to increase the awareness of the Neglect Strategy or familiarity of the tools to identify neglect. This should be aided by the multi-agency Neglect implementation steering group and the refresh of the existing strategy which will be promoted widely.
- 2.14 There is a need to review the Levels of need framework to make it more accessible to practitioners and consistent with Signs of Safety and the iThrive framework used in mental health. A subgroup has been set up to develop this further.
- 2.15 The number of serious case reviews which are to be completed presents both a challenge in terms of resources required to complete these very complex pieces of work, and also in terms of ensuring the learning across such a large number of agencies is shared and embedded to ensure that changes in practice are made and sustained.
- 2.16 Future arrangements for Safeguarding. Following a legislative change there was a requirement for Local Safeguarding Childrens Board to be replaced. Manchester now has a new multi-agency safeguarding partnership which has also brought the Children and Adults Boards together. As required the three statutory partners of the Local Authority, Police and the Clinical Commissioning Group published their plan at the end of June 2019 and are in a transitional period until end of September. More details of the new arrangements are subject to a separate report to the scrutiny committee. The development of one board for children and adults reflects the direction of travel over the last two to three years. However, retaining two separate executive groups for Adults and Children ensures that the focus on single issues is not lost.

3.0 **Recommendations**

- 3.1 Note the publication of the Manchester Safeguarding Children Board (MSCB) Annual report 2018–2019.

- 3.2 Promote the importance of safeguarding of children and young people across MCC and in the services that are commissioned ensuring that safeguarding is at the heart of all that is delivered.
- 3.3 The work and reach of the MSCB, as evidenced in this report is considerable, however there is much more to do if as a new partnership we are to achieve the vision that Every child in Manchester is safe, happy, healthy and successful.



MANCHESTER SAFEGUARDING CHILDREN BOARD

2018/19 Annual Report

“Every Child in Manchester is Safe, Happy, Healthy and Successful. To achieve this we will: Be child-centred, listen to and respond to children and young people, focus on strengths and resilience and take early action.”

Published: August 2019



@McrSafeguarding

www.manchestersafeguardingboards.co.uk/

This Annual Report was endorsed at a meeting of the Manchester Safeguarding Children Board and Adults Joint Board on 15th July 2019

The report is produced by Manchester Safeguarding Children Board (MSCB). It reports on matters relating to 2018/19.

The purpose of the Annual Report, as stated in Working Together to Safeguarding Children 2015, is to provide a rigorous and transparent assessment of the performance and effectiveness of local safeguarding arrangements for children. It should identify areas of weakness, the causes of those weaknesses and the action being taken to address them as well as other proposals for action.

The report includes lessons from reviews undertaken within the reporting period.

In addition to being made available to the public, this report will be submitted to the Chief Executive of Manchester City Council, Leader of the Council, the local Police and Crime Commissioner and the Chair of the Health and Wellbeing Board.

If you have any comments about the Board's work or wish to find out more you can contact the Manchester Safeguarding Children Board on tele: 0161 234 3330
or email: manchestersafeguardingboards@manchester.gov.uk

Large print, interpretations, text only and audio formats of this publication can be produced on request; please call on 0161 234 3330.

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1. Chair's Foreword

Welcome to the Manchester Safeguarding Children's Board (MSCB) Annual Report for 2018/2019. This annual report provides local people with an account of the MSCB's work from April 2018 until March 2019 to improve the safeguarding and wellbeing of children and young people across the city of Manchester.

In 2017 we developed a strategic plan and priorities which was undertaken jointly with the Manchester Safeguarding Adults Board. This has rolled forward into 2018/19. This report provides an update of the work that has taken place through the MSCB and its sub groups to support the delivery of the strategic plan and priorities. It is important to note that a number of the subgroups are shared with the Manchester Safeguarding Adults Board and we have held several meetings whereby the areas in common to the two Boards could be explored.

This report contains information on the Serious Case Reviews undertaken, strategies developed, training delivered and findings from audits. This has included the launching of the modern slavery and human trafficking strategy; a complex safeguarding conference exploring the different aspects of complex safeguarding and the sharing of information on the new complex safeguarding hub; and the sharing of communications tools to highlight different aspects of neglect.

This will be the last annual report of the Manchester Safeguarding Children's Board as legislation requires that new multi-agency safeguarding arrangements have to be established by September 2019. Arrangements are in place to ensure that there is a smooth transition. The development of one board for children and adults reflects the direction of travel over the last two to three years of an ever more joined up agenda however retaining two separate "executive groups " for Adults and Children ensures that the focus on single issues is not lost.

Finally I would like to thank the many partner agencies for their hard work and dedication, particularly to those who are directly involved in the work of the Board, helping to achieve our overarching vision and priorities. The focus across the system is to ensure that children and young people are safeguarded and those working within it adequately supported to deliver high quality services. Safeguarding is a very difficult and challenging area and I have been impressed by the commitment and dedication of colleagues and I wish them well in the future.



Julia Stephens-Row
Independent Chair of Manchester Safeguarding Adults and Children Boards
June 2019

2. Executive Summary

The Board focuses on specific areas where children and young people are in need of help and protection.

This report details the progress we have made around all of our priorities set out in the 2018/19 Business Plan and in safeguarding prevention so as to keep children safe from harm, along with the areas identified as future challenges relating to multi-agency safeguarding arrangements. It is put together along with contribution from partners and sub groups and includes information regarding the progress of the Board over the last year.

An important function of the Board is to monitor and evaluate the effectiveness of what is done by all Board safeguarding partners both individually and collectively to safeguard and promote the welfare of children, including advising them on ways to improve.

The Board meets regularly and is supported by a number of subgroups, detailed later in this report.

The 2018/19 priorities were as follows:

- | | |
|-------------------------------|---|
| 1. Engagement and Involvement | 3. Transitions |
| 2. Complex Safeguarding | 4. Neglect (children) and self-neglect (adults) |

Key activities in 2018/19 include:

- During the period 2018/19, MSCB published 5 Serious Case Reviews: SCR F1 / G1 / L1 / M1 and N1. These are summarised in Section 7.
- The [MSB Manchester Modern Slavery and Human Trafficking Strategy \(2018-2020\)](#) was launched in May 2018, alongside three launch events held in the localities to promote the strategy. The impact of this strategy is due for review but an early review shows evidence of improvement in awareness and responses to Modern Slavery and Human Trafficking both within the workforce and our community.
- In February 2019, the Manchester Safeguarding Board (MSB) held its first Complex Safeguarding Conference – ‘New Thinking and Best Practice in Relation to Complex Safeguarding’. The conference was delivered to over 100 front line practitioners and their managers from both children’s and adult’s backgrounds. Speakers included the University of Bedfordshire on Contextual Safeguarding, a presentation from an exploitation and trauma consultant regarding Child Sexual Exploitation (CSE) and Adult Sexual Exploitation (ASE) and background information regarding the work of the Complex Safeguarding Hub. This was followed by six afternoon workshops from the Children’s Society (Disrupting Exploitation), Youth Justice (Mapping Exercise), GM Dovetail Team (Radicalisation and Prevent), AFRUCA (Modern Slavery and Human Trafficking), Independent Child Trafficking Advocacy Service (ICTA) and Deconstructing Vulnerability and Consent. Feedback on the conference was widely positive and shows an appetite for similar training opportunities.
- The MSB has implemented a multi-agency steering group to ensure the neglect strategy and our tool – Graded Care Profile 2 (GCP2) is embedded in across all agencies. We have trained 16 multi-agency staff in GCP2 so they can go out and train their own staff and so far, 93 multi-agency staff have now been trained in GCP2. A neglect communications strategy and toolkit has also been launched.
- Protecting Vulnerable Babies and Preventing Child Deaths Conference in October 2018 took place to embed the learning from child deaths within Manchester.

The Board has not received any complaints during the 18/19 period.

3. About Manchester

In recent years, Manchester has experienced significant population and economic growth and a vastly improved physical infrastructure. The population of the City has increased by nearly a third since 2001 and local forecasts indicate that this growth is likely to continue in the future. By 2028, there are forecast to be over 662,000 people living in the city, up from 503,000 at the time of the 2011 Census.

The population of Manchester has some particular characteristics that set it apart from other major cities outside of London (the so called 'Core Cities' group of authorities comprising Birmingham, Bristol, Leeds, Liverpool, Newcastle-upon-Tyne, Nottingham and Sheffield). Compared with these cities, Manchester has a higher than average proportion of younger working age adults and a smaller, but more vulnerable, population of older people. The scale of population growth in Manchester has also outstripped that of other major cities. Between the 2001 and 2011 Census Manchester experienced the highest rate of population growth of any local authority in England.

Manchester has a long history of being multi-ethnic and multicultural city and migration into and out of the city (both to/from other parts of the UK and internationally) continues to be the major driver of population change in Manchester.

Manchester also has one of the highest rates of child poverty in England with around 27% of children under the age of 16 living in poverty. This equates to roughly 29,500 children aged under 16 living in poverty in Manchester. Levels of fuel poverty in Manchester are also significantly higher than the England average.

Manchester's State of the City report provides further data and statistics for Manchester and can be found at https://secure.manchester.gov.uk/info/200088/statistics_and_intelligence/7353/state_of_the_city_report_2018/1

There are more specific areas of concern where children and young people are in need of safeguarding support and protection and these are the areas where the MSCB focuses much of its work.

4. Statutory Framework and how we deliver

The Children's Act 2004 requires all Local Authority areas to establish a Local Safeguarding Children Board (LSCB). LSCBs are inter-agency partnerships with statutory responsibility to coordinate local safeguarding arrangements which promote the welfare of children and make sure they are working effectively. Manchester Safeguarding Children Board includes representation from the Local Authority, Greater Manchester Police, Health Services, Housing, Probation and the Voluntary sector.

The functions of the LSCB are set out in Working Together to Safeguard Children 2015 and further details can be found on our website at www.manchestersafeguardingboards.co.uk/working-together

Our statutory functions and objectives are to:

- coordinate what is done by each person or body represented on the Board for the purposes of safeguarding and promoting the welfare of children in the area
- ensure the effectiveness of what is done by each person or body for those purposes
- develop policies and procedures for safeguarding and promoting the welfare of children in the area of the authority
- raise awareness within communities of the need to safeguard and promote the welfare of children, how this can best be done, and encourage them to do so
- monitor and evaluate the effectiveness of what is done by the authority and their Board partners individually and collectively to safeguard and promote the welfare of children and advise them on ways to improve
- participate in the planning of services for children in the area of the authority
- undertake Serious Case Reviews and advise the authority and their Board partners on lessons to be learned.

Manchester Safeguarding Children Board meets every two months and focuses on a range of activity including how we are implementing our Business Plan, the priorities within it and the impact our action is making towards safeguarding outcomes for children. Board members are required to commit to 80% attendance at meetings over the year. Those members who do not meet this attendance rate are contacted by the Independent Chair. A full list of membership as of March 2018 can be found at [Appendix 1](#).

The Board has statutory responsibility for completing Serious Case Reviews (SCRs) by overseeing the screening, conduct and publication of SCRs and other learning reviews. This work is supported by the Serious Case Review Subgroup, Learning from Reviews Subgroup, Learning and Development Subgroup and the Safeguarding Practice Development Group and its three Safeguarding Fora.

Other subgroups that support the Board are the Quality Assurance and Performance Improvement Subgroup (QAPI), Communications and Engagement Subgroup and the Complex Safeguarding Subgroup.

The MSCB Leadership Group manages the Board's business, co-ordinating the work programme and overseeing key business functions on behalf of the Board. This includes overseeing the risk register and the budget, and performance. The Group also, where necessary, commissions 'task and finish' groups to look at specific pieces of work in greater depth.

The Governance Structure for Manchester Safeguarding Board can be found at [Appendix 2](#).

The Board is supported by the Manchester Safeguarding Boards Business Unit (MSB BU).

5. Our Priorities for 2018/19

The 2018/19 MSAB Business and Strategic Plan sets out priorities and actions for 2018/19. The 2018/19 strategic plan can be found at Appendix 3.

We chose four main priority areas, listed below along with progress against our intentions:

Engagement and Involvement - Listening & learning; hearing the voice of children	
We will:	We have:
<ul style="list-style-type: none"> listen to the views of children make sure their voices are heard and are at the centre of what we do put children in control of decisions about their care and support be proactive in making children aware of emerging issues and how we will deal with them 	<ul style="list-style-type: none"> Undertaken Voice of the Child self-assessments within Section 11 audit Embedded the Voice of the Child in our multi-agency audits Developed our website to have an area for children and young people Engaged children and young people in the development of our board priorities
What will change?	
<ul style="list-style-type: none"> we will know what children think and take account of it when we make plans we will know those views are taken account of when agencies set up and make changes to services 	
<i>PRACTICE EXAMPLE:</i>	
<p><i>Manchester Youth Justice - Youth Justice workers listen carefully to all children and young people and ensure that they are interviewed away from parents and carers as part of any assessment process. We ask young people to give their views on our service through a self-assessment form which is integral to the Youth Justice assessment and planning framework and is completed every time an assessment is completed and reviewed. This allows us to report on the collated views of the young people we work with. We use this information to improve the way we engage with young people and improve effectiveness.</i></p>	

Complex Safeguarding - Domestic Violence & Abuse, Female Genital Mutilation (FGM), Sexual Exploitation, Radicalisation, Missing, Organised Crime, Trafficking & Modern Slavery, So-called Honour Based Violence	
We will:	We have:
<ul style="list-style-type: none"> ensure that the complex safeguarding issues listed are tackled effectively and that children at risk are protected seek assurance from Community Safety partners that safeguarding issues are considered throughout the response to domestic violence and abuse work with housing providers, the voluntary sector & communities to raise awareness of complex safeguarding issues and how to tackle them 	<ul style="list-style-type: none"> Supported the development of the Complex Safeguarding Hub Delivered a series of awareness multi-agency awareness raising events including a Complex Safeguarding Conference in February 2019. Developed a series of seven minute briefings including Criminal Exploitation and Coercion and Control. Heard from Community Safety Partners who provide the Complex Subgroup with thematic updates re Domestic Violence & Abuse, Female Genital Mutilation etc., raising any concerns to the Board
What will change?	
<ul style="list-style-type: none"> we will be assured that children at risk are effectively and consistently protected from harm, or supported if it does occur 	
<i>PRACTICE EXAMPLE:</i>	

Complex Safeguarding - Domestic Violence & Abuse, Female Genital Mutilation (FGM), Sexual Exploitation, Radicalisation, Missing, Organised Crime, Trafficking & Modern Slavery, So-called Honour Based Violence
Greater Manchester Police (GMP) - *Complex Safeguarding is a term used to describe criminal activity - often organised - involving vulnerable people, where there is exploitation and can include child sexual exploitation; modern slavery and trafficking; violent extremism or honour based abuse.*

Working with our partners, we have launched the Complex Safeguarding Hub, located at Greenheys Police Station. The Hub will change the way public services understand and respond to complex safeguarding risks. We will improve our ability to protect children and safeguard adults, and will reduce the impact of repeated abuse on children, adults, and families.

Transitions - moving from childhood to adulthood in a safe and positive way

We will:

- agree a clear, commonly understood definition of transitions, as it relates to our member agencies and services
- map and understand all the points where individuals transitioning from child to adulthood may need and engage with care, support and safeguarding provision
- facilitate the development of a Transitions Strategy that ensures individuals' engagement with services as they transition is consistent, seamless and safe; no-one 'slips through the net'

We have:

- Been given assurance from the Transitions Planning Team that all relevant partner agencies are working together to achieve smooth transition from childhood to adulthood.
- A multi-agency Transitions Board has been established, which first met in March 2019.

What will change?

- we will be assured that individuals who need care and support benefit from a simple, effective and safe response as they make the change from child to adulthood

PRACTICE EXAMPLE:

Children's Social Care (CSC) - *Children's Social Care and Adults Social Care worked together so that an appropriate and experienced adult provider could be identified for a young person who was living in a family home, where younger siblings were frightened of him. A positive move took place out of the family home prior to his 18th birthday and the young person now engages in 1:1 sessions with support staff. The work of the Transitions Team will continue to aim towards smooth transition for those who need it.*

Neglect - ensuring the basic needs of every child are met

We will:

- ensure that practitioners are equipped with the tools to recognise, assess and prevent neglect of children
- communicate and embed the neglect strategy across partner organisations
- seek assurance that early help is sought where there is a risk of abuse

We have:

- Implemented a multi-agency steering group to ensure the neglect strategy and our tool – Graded Care Profile 2 (GCP2) is embedded in across all agencies.
- Trained 16 multi-agency staff in GCP2 so they can go out and train their own staff.
- 93 multi-agency staff have now been trained in GCP2.
- Launched the MSCB Neglect Communications package <https://www.manchestersafeguardingboards.co.uk/resource/neglect-campaign-materials-information-for-all/>
- Developed obesity safeguarding tools for practitioners to identify safeguarding concerns in relation to obese children and work together to protect the child and other support to the family

What will change?

- we will be assured that children at risk of neglect will be safeguarded and protected

PRACTICE EXAMPLE:

Education - The Neglect Strategy has been highlighted to Education staff and to partners through circular letters, the Safeguarding Newsletter and networks.

Education staff from the Safeguarding in Education and Education Casework Teams have been part of the pilot group and the team delivering training on Grade Care Profile 2.

Schools are involved in the North pilot of Graded Care Profile 2

Awareness of the signs of Neglect is incorporated into all Safeguarding training delivered by Education teams, and highlighted particularly to staff who work directly with children and families.

6. What have we done?

Voice of The Child

We are committed to listening to the voice of the child and improving engagement with children and young people in all aspects of our work.

Prior to the Board reviewing and setting our priorities for 2018/19, we asked children and young people what they wanted us to focus on via a Survey Monkey survey and the results of the Manchester Youth Council Make Your Mark Survey 2018 were also considered.

Every MSCB multi-agency audit contains questions regarding Voice of the Child, for example:

'Is there sufficient evidence of the Voice of the Child and the child's wishes and feelings in the assessment?' and 'If the child has communication difficulties is there evidence that alternative methods have been used to capture the child's wishes and feelings? Please explain the methods.'

The MSB multi-agency Section 11 self-assessment audit also asks agencies to assess what standards they meet regarding Voice of The Child by the following measures:

- 1) A culture of listening to children and taking account of their wishes and feelings both in individual decisions and development of services
- 2) A culture of listening to parents/public and taking account of their wishes and feelings both in individual decisions and development of services
- 3) A culture of listening to staff and taking account of their wishes and feelings both in individual decisions and development of services

All reports coming to the Board and subgroups continue to detail information as to how the work described will impact the lives of children and young people. The Board also has three lay members who attend at Board and other subgroups to provide a grass roots perspective to our work. Their attendance and contribution is highly valued.

Neglect

The Manchester Safeguarding Children Board Neglect Strategy 2017-19 and the Graded Care Profile 2 (GCP2) - our chosen Neglect assessment tool, continues to be implemented across all agencies.

The Neglect Strategy sets out the strategic direction and priorities and outlines how partners will work together to offer a coherent, effective and well-co-ordinated multi-agency response to cases where neglect is an issue.

A multi-agency Neglect Strategy Implementation Steering Group has been set up to ensure this continues to be driven forward. The group includes strategic leads from Children's Social Care, Police and Health services and will continue to meet to ensure full roll out of the MSCB Neglect Strategy across all partners.

The MSCB Neglect communications strategy and toolkit has been devised and published and is available here: <https://www.manchestersafeguardingboards.co.uk/resource/neglect-campaign-materials-information-for-all/>

The MSCB Neglect Strategy is due for review in April 2019 and this will be completed by the Implementation Steering Group, along with input from leads from the MSCB and Leadership Group.

Complex Safeguarding Conference

In February 2019, the Manchester Safeguarding Board held its first Complex Safeguarding Conference – ‘New Thinking and Best Practice in Relation to Complex Safeguarding’.

The conference was aimed at front line practitioners and their managers from both children’s and adult’s backgrounds.

Over one hundred practitioners attended the conference, which included a speaker from the University of Bedfordshire on Contextual Safeguarding, a presentation from an exploitation and trauma consultant regarding CSE and ASE and background information regarding the work of the Complex Safeguarding Hub.

This was followed by six afternoon workshops from the Children’s Society (Disrupting Exploitation), Youth Justice (Mapping Exercise), GM Dovetail Team (Radicalisation and Prevent), AFRUCA (Modern Slavery and Human Trafficking), Independent Child Trafficking Advocacy Service (ICTA) and Deconstructing Vulnerability and Consent.

66 people provided feedback regarding the conference – which included the below:

‘I have come away from the course feeling a lot more confidence about challenging such issues professionally. I could relate a lot of the content of the course to my work at the current time which helped me to understand what is or could be going on around a couple of my families. I will be tackling such issues very differently following this meeting, for example, making sure the context to any safeguarding issue is considered and mapped out as appropriate. I would like to be able to shadow the complex safeguarding hub in order to help me understand more of how they operate.’

‘All parts were very useful and relevant for me in my practice. I have delivered safeguarding children training within my agency (health) today and been able to refer to some of the information shared in the conference. Many parts were really useful: the presentation on contextual safeguarding made me really think and I enjoyed and benefitted from the workshops I attended on Afruca’s current campaign to raise awareness of modern slavery and from Channel/ Operation Dovetail.’

Child Sexual Exploitation (CSE)

Child Sexual Exploitation forms part of the Complex Safeguarding Hub which was officially launched in October 2018, where the Achieving Change Together (ACT) model has been successfully implemented, clinical psychology support is also available under the Trusted Relationships Project and therapeutic intervention is delivered by dedicated mental health practitioners.

Following the identification of a gap as regards to the amount of identified cases of CSE and ASE held for boys and young men the Sexual Exploitation Group commissioned some training from Survivors Manchester to train a range of partners engaged in work on sexual exploitation. This was arranged by the Manchester safeguarding Board and funded by the Community Safety Partnership and took place on 19th March 2019. The evaluations were positive and there is scope to consider further sessions for partnership workers.

The MSCB has also commissioned The Local Government Association (LGA) to complete a peer review of our response to CSE, which will commence in April 2019.

Disrupting Exploitation Programme

The Children's Society Disrupting Exploitation programme is funded by The National Lottery Community Fund for three years in Greater Manchester, London and Birmingham. The programme commenced in October 2018 and is focussed on driving long-term, sustainable systems change that better responds to exploitation and provides the best possible outcomes for young people.

In Greater Manchester the team are focussing on disrupting Child Criminal Exploitation and recognise that this is a complex safeguarding issue that cannot be tackled in isolation and that it is also difficult to address solely by working with young people on an individual basis.

The programme therefore allows the team to work systemically and contextually, in partnership with professionals, young people and the community to challenge and adapt the 'systems' that we work in to ensure they are set up in the best way to effectively safeguard young people.

The systems change work consists of completing 'tasks' which fall under four different categories;

- Contextual
- Culture and training
- Policy and practice
- Information and intelligence

The Disrupting Exploitation Team are in the process of developing approaches to understand and respond to young people who are in debt due to their exploitation, ensuring young people's experience is recognised and understood by professionals to improve safeguarding responses, and ensuring children and young people's needs are met in school, in order to reduce school exclusions and are also completing investigative work around good practise and innovations to how we capture and improve 'intelligence' to support safeguarding interventions as well as community responses to Anti-Social Behaviour across several local authorities.

The team also work directly with young people 'at risk' of exploitation providing an early intervention approach. Wythenshawe was identified as the first pilot area, and the team have been working intensively with young people in this area since January 2019. In March 2019, this expanded to reach to North Manchester due to additional funding received through Early Intervention Youth Fund (EIYF). This allowed the team to work with young people at escalating risk of exploitation who were not meeting thresholds for complex safeguarding.

The project workers have a reduced caseload due to working intensively with young people and to allow capacity for 'systems change tasks'. The team have worked with a combined number of nine young people so far.

For more information please contact ManchesterDE@childrenssociety.org.uk

Private Fostering

The oversight of private fostering arrangements has increased significantly with monthly reports to all children's services managers and cyclical independent audit activity. Close scrutiny is paid to progressing legal permanence for this cohort of children and a number have now secure legal permanence within the private fostering arrangement by virtue of a private law order.

The Private Fostering Team has been in development and is expected to launch in April 2019 and will comprise of two full time social workers and one team manager. This will mean that all children who are privately fostered in Manchester are supported and monitored by one centralised team, which will ensure that the children and their private foster carers receive a quality and consistent service from Manchester City Council as well as ensuring that the monitoring and quality assurance of all practice is consistent.

Timeliness of Private Fostering visits has previously been a concern within Manchester Children's Services, however it is expected that the creation of the Private Fostering Team this should be improved. All Children who are privately fostered will receive visits within statutory timeframes and more as necessary which will be discussed in a case by case basis between the social worker and team manager.

There is a duty placed on the Local Authority, introduced by The Children Act 2004, to promote public awareness within their communities of the notification requirement. In order to fulfil this duty Manchester is set to launch a redeveloped communications strategy reaching out to staff across agencies, partners, residents and the general public. There also continues to be half day briefings being delivered as part of the Safeguarding Board multi-agency training programme. In addition, within the Level 3 safeguarding training an awareness of private fostering is incorporated, highlighting the vulnerability of privately fostered children and the duties of professionals when they are made aware of children who are privately fostered. Practice standards and expectations are part of the induction programme for all new social workers joining the Manchester social work service.

Designated Officer

The Designated Officer role is to manage allegations against adults who work with children. The role is pivotal in ensuring that children are safeguarded from adults in positions of trust, who may pose a risk to them. During the reporting year, there has been significant work coming into the Designated Officer Service. 275 referrals have been received.

Source of Referrals	Number of Referrals
Social Care	108
Education	79
Police	37
Early Years	19
Health	9
Other	6
Sports / Leisure	5
Ofsted	4
Transport	3
Voluntary Organisations	3
Faith Groups	2

The Designated Officers continue to respond to a high volume of contacts from employers seeking advice and guidance. Out of the 275 referrals received, 180 were not progressed to a Designated Officer meeting but were given a combination of advice and guidance as they did not meet the criteria as outlined in Working Together. The Designated Officers also have increasing involvement with Subject Access Requests (SAR), responding to requests from the Disclosure and Barring Service (DBS) asking for information about allegations and outcomes, Freedom of Information requests (FOI) and providing information about adults who have worked in Manchester in the past as part of historical abuse enquiries, for example, the Independent Inquiry into Child Sexual Abuse (IICSA).

The high volume of work means that there is limited capacity for the Designated Officer to develop initiatives across other teams and services e.g. Safe After School. The Designated Officer does however, regularly attend the North West Designated Officer regional forum and contributes to regional and national learning in respect of the Designated Officer role. It is hoped that a combination of the new electronic system - Liquid Logic and the Designated Officer contacts being processed via the MASH will provide a more consistent approach to referrals that come to the Designated Officer.

Front Door Arrangements

The MSCB and Children's Social Care (CSC) have commissioned Professor David Thorpe to review our Front Door Arrangements and look at new ways of working. The aim is to reduce referrals to CSC and promote collaboration and partnership working at a local level, with a focus on embedding Early Help as everyone's business.

Research undertaken by Professor Thorpe, showed that many referrals could have been resolved with a telephone call or further work such as an early help offer that does not require a social worker.

Following on from this, Professor Thorpe offered training to MASH staff and from the last week of March 2019, all referrals into the Multi Agency Safeguarding Hub must be made by a telephone call. Partners then have the opportunity to discuss the case with a social worker who can provide advice and agree with the caller the right response and resources.

The impact will be monitored by scrutiny of weekly data, weekly referral meetings and audit. Feedback will also be gained from families and partners. Early indications are that this is working well - where people have had conversations, they have felt that it was positive and a reduced number of cases being passed to a social worker for further action. Some areas for further focus have also been highlighted, which include out of hours contact.

'I rang up gave some details and could speak to a MASH social worker straight away and was told what would happen next, then I was updated on the case progress. This was my first experience of the new way of working and I found it much better than the previous way'

Health Achievements

MHCC Safeguarding Children's Designated Team are undertaking an ICPC improvement programme with the 82 GP practices in Manchester to better the quality and return rate of Child Protection reports for conference. A user friendly electronic ICPC GP report template has been designed highlighting essential GP information required, and includes a signs of safety approach. A quarter of practices have so far been visited and advised how to improve report quality. GP's have shown a strong desire to support the programme. A deep dive audit will be undertaken to review changes as the programme progresses. Long term it is planned that findings will be shared with social care to improve information sharing from primary care further.

The ICON programme supports new parents with key messages about coping with crying and keeping infants safe from harm associated with shaking. This is through strength based conversations at key touch points with Health Visitors, midwives and early years outreach workers.

The programme was piloted in South Manchester during 2018 and the evaluation findings were presented to the MSCB in January 2019.

The programme is now being extended city wide and resources and communications are being enhanced. The plan is for training for all midwives and health visitors to start in July 2019.

The Population Health and Wellbeing Team within Manchester Health and Care Commissioning (MHCC) have led the development of the collaborative [Reducing Infant Mortality Strategy](#) which plans to take action to address the rise in Manchester's infant mortality rate. The strategy reflects the relationship between the causes of infant mortality and upstream determinants of population health such as economic, social and environmental conditions.

7. Serious Case Reviews and Lessons Learned

Regulation 5 of the Local Safeguarding Children Boards Regulations 2006 includes the requirement for LSCBs to undertake reviews of serious cases in specified circumstances. Regulation 5(1)(e) and (2) set out an LSCB's function in relation to serious case reviews, namely: 5(1)(e) undertaking reviews of serious cases and advising the authority and their Board partners on lessons to be learned. (2) For the purposes of paragraph (1) (e) a serious case is one where: (a) abuse or neglect of a child is known or suspected; and (b) either — (i) the child has died; or (ii) the child has been seriously harmed and there is cause for concern as to the way in which the authority, their Board partners or other relevant persons have worked together to safeguard the child.

An SCR is not an investigation intended to attribute blame, but rather to identify strengths and weaknesses of the safeguarding systems.

During the period 2018/19, MSCB published 5 Serious Case Reviews: SCR F1 / G1 / L1 / M1 and N1. The Board screened 8 Serious Case Reviews; 3 were found to meet SCR criteria and reviews are underway; 4 were found not to meet SCR criteria and a Learning Review was conducted and 1 was found not to meet SCR criteria and required no further action.

Published Reviews:

Full reports and learning packs can be found on our website at:

www.manchestersafeguardingboards.co.uk/serious-case-reviews

SCR F1: Published May 2018

Child F1 was thirteen years old when they died from a heart condition exacerbated by morbid obesity in April 2014. Child F1 had been obese for many years.

SCR G1: Published May 2018

Child G1 suffered injuries caused by adults who should have been nurturing and caring and who deliberately, over a long period, put barriers in the way of services which should have intervened to provide protection.

SCR L1: Published May 2018

Child L1 was born prematurely. Whilst pregnant with L1, mother disclosed her husband physically assaulted her and the sibling of L1. She later denied making the allegation. Following concerns over a mark on the abdomen of L1, both children were considered to be children in need (CiN). L1 sustained significant head injuries consistent with being severely shaken.

SCR M1: Published August 2018

M1 suffered a non-accidental injury and there was evidence of ineffective care planning, monitoring, supervision and oversight of multi-agency care planning and assessment processes.

SCR N1: Published November 2018

Child N1 was three years old at the time of death in March 2017. Child N1 was found unresponsive in the bath; the cause of death remains unascertained.

An analysis has been completed of the top four most common themes in Serious Case Reviews and Safeguarding Adult Reviews recommendations and these are as follows:

1. Multi-agency working:

- Child Protection medicals
- Health staff being present at multi agency meetings or providing info if not present
- GP involvement in child protection process
- Partner engagement in strategy discussions / Improved strategy discussions
- Partner info for assessment (housing)
- Continuity of healthcare for LAC & notification to GP of change of placement
- All relevant services involved in CP conference / planning
- Think family / joined up approach
- Involvement of faith & community groups
- Information sharing (data protection)
- More joined up working / silo working

2. Policies and procedures

- New issues

- Child / young person not brought to appointments by parents / carers
- Challenging behaviour
- Neglect strategy
- Asthma management and smoking guidance
- Domestic Violence – retraction of allegations
- Multi agency referral process for Adults
- Obesity and neglect

- Raising awareness of existing policies

- Escalation / Challenge
- Concealed pregnancy awareness
- Sudden Unexplained Death in Childhood guidance
- Shared understanding of legislation

3. Training

- Professional curiosity & difficult conversations:

- Hidden males / Transgender and sexuality / Self-neglect / Smoking / Obesity

-Specific Training:

- Neglect and Graded Care profile / Risk management in legal planning

4. Professional expertise

- Importance of engaging the father in all assessments and decision making
- Identification of young carers
- Identification of risks from males in households, mobile isolated families, immigration status and BME
- Waiting list management of psychological therapy referrals
- Expertise in working with children with disabilities and complex needs to ensure that their views, needs and daily lived experience are fully understood
- Practice issues highlighted with reference to completion of domestic abuse section of contact screening (child) form.
- Paediatric consultants being provided with insufficient information about safeguarding concerns ahead of child protection medicals in order to consider what action to take.
- Understanding that all professionals need to be aware of children not being brought for health appointments and safeguarding issues that maybe linked to this.

8. Progress from our Subgroups

Child Death Overview Panel (CDOP)

Purpose of the group - To review the deaths of all children aged 0 – 17 years (excluding stillbirths and legal terminations of pregnancy) normally resident in the City of Manchester to identify lessons learnt or issues of concern and make recommendations on effective inter-agency working to safeguard and promote the welfare of children. This multidisciplinary panel conducts a comprehensive review, with the aim to better understand how and why children in Manchester die and use the findings to recommend actions to prevent deaths and improve the health and safety of our children.

There was a total of 56 child death notifications reported to the Manchester Child Death Overview Panel (CDOP) from 1st April 2018 to 31st March 2019. Owing to the CDOP review process, there is a time lapse between a death being reported and the case being discussed and closed at panel. This depends heavily upon the circumstances leading to death and the death being subject to investigations.

There was a total of 47 cases discussed and closed by the CDOP from 1st April 2018 to 31st March 2019. For deaths that occurred during April 2018 – March 2019, it would appear that there has been an increase in the number of cases subject to coronial investigations, criminal proceedings and other reviews such as Serious Case Reviews. Depending on the circumstances leading to death and the nature of the death, this impacts on the number of cases closed by the CDOP. To undertake a comprehensive review of the death, the CDOP will not review a case until all investigations have concluded and the necessary reports have been submitted to panel for consideration. Cases that are subject to investigations may remain open for a number of years thus impacting on the timescale of which the CDOP closes the case.

In line with statutory guidance, the CDOP has a requirement to produce a local annual report. Detailed statistical analysis is performed to provide an overview of the potential risk factors that are likely to contribute to Manchester's child death rate and suggest action that could be taken to address this. The 2018/2019 Manchester CDOP Annual Report is due for publication in November 2019 and will be made available via the MSB website.

The CDOP continues to publish the quarterly [newsletter/poster](#) containing seasonal messages. The newsletter is aimed at parents, carers and the general public to raise awareness of trends in child deaths and provides advice and information regarding services available to families with the aim of preventing future deaths of children and young people.

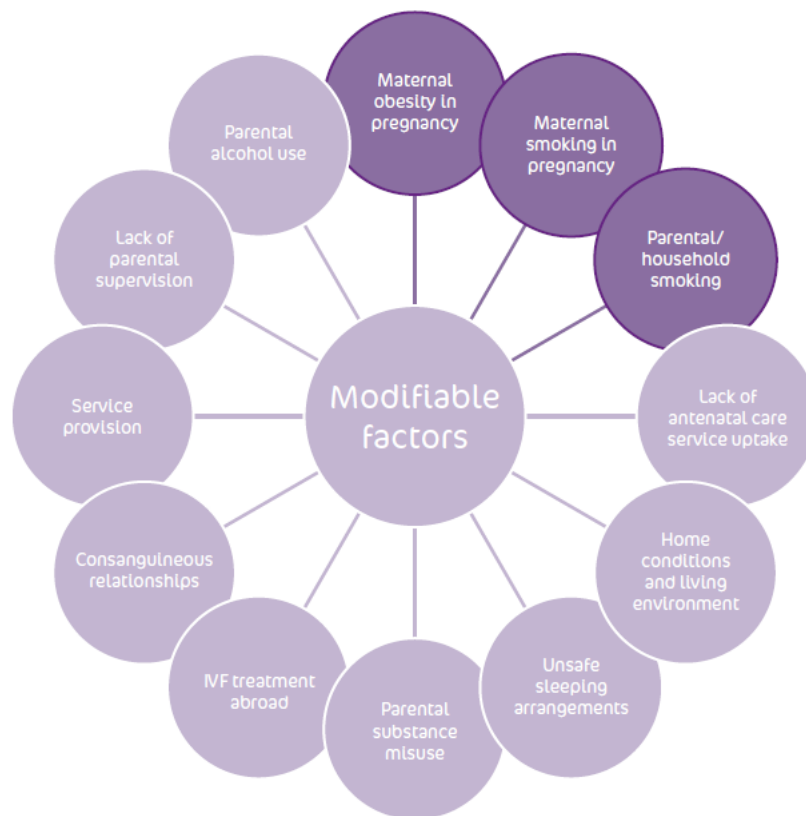
Following the 2017/2018 CDOP recommendation for the MSCB to develop a training event to disseminate CDOP themes and learning, the MSB delivered the Protecting Vulnerable Babies and Preventing Child Death Conference in October 2018, to coincide with Baby Loss Awareness Week. There was a total of 90 multi-agency professionals in attendance with a range of frontline practitioners and senior managers such as GPs, Social Workers, Health Visitors, Midwives, Clinical Psychologists, Nursery Managers, Detective Inspectors etc. The event included presentations from Dr Elizabeth Dierckx, Greater Manchester Sudden and Unexpected Death in Childhood (SUDC) Lead and Dr Juliet Court, Consultant Paediatrician Community Child Health. The aim of the event was to raise awareness of the CDOPs key modifiable factors and potential risks which contribute to the vulnerability, ill-health or death of children across the City. Participants were able to demonstrate impact and provided positive comments such as:

"Having been on the course, I was able to intervene when I witnessed a baby sleeping in an unsafe place whilst out visiting a family on my case load. I felt informed enough and confident enough to address the issue immediately. I was able to work with other agencies to help inform and support the family with their knowledge and subsequent improvement to this particular vulnerable baby's safe sleeping"

"I fed back at our team meeting some of the information from this course, I made a file from the slides and gave my colleagues leaflets. Our team was very interested in this. I have since, with families with new-borns, been able

to relay the information and I have recognised through my visits when there are worries in safer sleeping and been able to challenge and record this."

The Population Health and Wellbeing Team within Manchester Health and Care Commissioning (MHCC) have led the development of the collaborative [Reducing Infant Mortality Strategy](#) which plans to take action to address the rise in Manchester's infant mortality rate. The strategy reflects the relationship between the causes of infant mortality and upstream determinants of population health such as economic, social and environmental conditions. Reducing the infant mortality rate is a key priority within Manchester's Population Health Plan and encompasses the CDOPs key modifiable factors and contributing risk factors that increase the vulnerability of mother and baby both ante-natally and postnatally:



Three launch events were held across the City (North, South and Central) from 11th – 13th March 2019 to coincide with The Lullaby Trust Safer Sleep Week. The launches had a range of speakers with Councillor Garry Bridges, Councillor Sarah Judge and Barry Gillespie, CDOP Chair, opening the events which were well attended by 150 multi-agency practitioners. The strategy has been agreed by the Children and Young Peoples Scrutiny Committee, Health and Wellbeing Board and MSCB. It is a 5-year strategy from 2019 - 2024 and the steering group will continue to meet to discuss the implementation of the strategy and the delivery of the priority themes, objectives and actions.

An overview of the emerging themes, trends and modifiable factors are documented in the 2018/2019 CDOP Annual Report which is published each autumn on the MSB website at www.manchestersafeguardingboards.co.uk/child-death-overview-panel-information-practitioners

Serious Case Review Subgroup (SCRSG)

The primary purpose of the SCR subgroup is to screen incoming referrals to assess whether they meet SCR criteria or not, and to recommend to the Independent Chair whether a SCR should be conducted. If SCR criteria is not met, the SCR subgroup can also recommend another type of learning review or activity, including single agency

reviews. The SCR subgroup also monitors the progress of SCRs and considers first drafts of completed reviews, providing feedback to the independent reviewer prior to the review being considered by Board.

Once reviews are completed and signed off by the Board, Learning & Development subgroup are charged with conducting case specific learning events and publication of learning materials, and Learning from Reviews subgroup are charged with monitoring any actions agreed as a result of the review findings.

The subgroup continues to be well attended, is responsive and has robust systems in place for agencies referring/screening new cases within timescales. There is a good level of discussion and challenge from partner agencies when screening cases.

The group is able to consider and contribute to cross-area reviews (including recently those from Trafford and Blackpool, Rochdale and Tameside) as well as cross/border links for specific reviews (Stoke on Trent, Stockport, Sussex).

Rapid Review pack and process work well and although national requirements for timetable is challenging, the SCRSs have successfully met the timescales for the first three rapid reviews.

Safeguarding Practice Development Group (SPDG and Fora)

The purpose of this group is to support the strategic priorities of the Board by gathering practice evidence, information and articulating practice challenges.

During 2018/19 the group has continued to evolve and grow, with a wide range of practitioners and services around the table.

The group have disseminated learning from a range of SCR and DHR's that have been published by the MSB over the period. Learning from the reviews has been demonstrated by examples of good practice identified by members from within their locality and reported back to the group.

An MSB priority area is discussed at each SPDG meeting and the subsequent Foras, meaning that MSB priorities remain a focus and ensuring that up to date information, learning and challenges are shared.

The group has also identified local trends and upcoming risks which has been further discussed at SPDG, with learning being and providing an excellent multi agency learning arena.

The group intends to work on evidencing impact as we move forward into the new reporting period

Quality Assurance and Performance Improvement Subgroup (QAPI)

This subgroup has responsibility for the quality assurance of multi-agency safeguarding arrangements via the multi-agency case file audit programme, the multi-agency performance dataset; the annual Section 11 Safeguarding Self-Assessment and single agency audit reports.

The MSCB QAPI Subgroup have been able to evidence improvements in Children Missing Education (CME) and an increased number of responses to the Schools Safeguarding Self Evaluation as a direct result of QAPI scrutiny and challenge.

There was a good response to the Section 11 Safeguarding Self-Assessment – a total of 45 separate responses were received, including from 18 individual Registered Housing Providers and three Public Health commissioned organisations.

Two multi-agency case file audits were undertaken in the period. One was on the theme of Pre-Birth Assessments, and one was on the theme of Children with Disabilities (CWD) on a Child Protection plan for Neglect. The findings from the CWD & Neglect audit have shown evidence of improved safeguarding practice across the partnership, specifically around professional challenge and escalation, use of Signs of Safety, and recording of the Voice of the Child.

The multi-agency quarterly performance dataset had some missing data in the latter two quarters due to childrens social care being unable to commit to supplying the requested Performance Indicators due to competing demands on their resources. Some subgroup members feel that the dataset in its present form is too large and needs to be refined and refreshed. This will be reviewed during the next period as we move into the new arrangements.

Learning from Reviews Subgroup (LfR)

This subgroup has the responsibility for monitoring the implementation of recommendations and actions arising from completed Serious Case Reviews (SCR), Safeguarding Adult Reviews (SAR), other Learning Reviews and also specific recommendations for MSCB or MSAB arising from Domestic Homicide Reviews (DHR).

The group has made some progress this year on the backlog of recommendations from previous reviews and a substantial amount of the actions on the Tracker have been marked as Green or Complete.

Some progress has been made in terms of thematic analysis of SCR recommendations which has been used to inform the MSB Business Plan.

A representative for Domestic Violence & Abuse is now part of the group which has proved very useful.

As a result of outcomes from SCR findings around abusive head trauma, the Manchester ICON Steering Group was established in March 2018. The ICON programme supports new parents with key messages about coping with crying and keeping infants safe from harm associated with shaking. This is through strength based conversations at key touch points. The steering group has tested the ICON approach through a pilot in South Manchester which has demonstrated that the programme is effective in getting across key messages to carers and can be easily implemented within our local health care system. The evaluation findings were presented to MSCB in January 2019 and the model was endorsed. The programme is now being extended city wide and resources and communications are being enhanced. The plan is for training for all Midwives, Health Visitors and GPs to start in quarter 2 of 2019/2020 with the view of expanding the programme to reach all agencies.

It has been a challenge to secure regular and consistent attendance from all agencies and the subgroup has had three different Chairs which has led to some inconsistency and slow progress at times

Communication and Engagement Subgroup

This subgroup has the responsibility for facilitating the development and dissemination of accessible information in a variety of formats to raise awareness about safeguarding children and adults; targeting a range of stakeholders including citizens, professionals, service users and carers.

In 2018/19 the group the Communication and Engagement focussed on three priorities – MSCB Neglect, Modern Slavery and Trafficking, MSAB service user engagement.

The group successfully launched the MSCB Neglect Communications materials, in collaboration with Cheshire East LSCB, which includes social media messages along with a toolkit for use.

The toolkit is designed to:

- Raise awareness of Neglect
- Promote the Neglect campaign
- Help agencies across Manchester create their own campaign by utilising our materials. They will need to be able to localise the materials.

The campaign key messages are:

1. What is neglect?
2. How do we spot it?
3. Who do I contact for help?
4. Where do I find more information (who do I contact)?

With regards to Modern Slavery and trafficking, the group have promoted the Manchester Modern slavery and Human Trafficking Strategy, including twitter updates and featuring the Modern Slavery seven minute briefing on the website.

Learning and Development Subgroup (L&D)

This subgroup has the responsibility for supporting, analysing and assessing the delivery and impact on practice of a targeted multi-agency training programme that incorporates learning from SCRs and other reviews.

MSB Face to Face Training Courses

A total of 1397 people attended face to face learning events in 2018/19 which is a decrease on the previous year (1612). (This data is based on both adults and children's courses)

Several new courses were added to the training programme :- GCP2, Awareness of Signs of Safety, Working with Male Survivors of sexual abuse and sexual exploitation (commissioned), and Safeguarding Children in whom illness is fabricated or induced. In addition to 2 x DHR events, 5 x SCR events and a non-SCR Multi Agency Concise Review on Fabricated and Induced Illness event. Large learning events included:- Complex Safeguarding Conference and Protecting Vulnerable Babies and Preventing Child Deaths.

Attendance and Non-attendance on Face to Face Training by Agency

The largest number of attendees were from Manchester City Council Children's Services and the NHS. The spread of agencies and job roles attending training remains good. Non-attendance has increased slightly this year to 16.3% up from 15.3% last year and may be linked to the reduced business support as maintenance and reminders for courses was reduced.

Post Course Feedback from face to face MSB courses

Attendees provide immediate post course feedback by completing a short online survey. The survey includes asking them to assess if learning outcomes were achieved and to outline any part of the course that was useful as well as any recommendations for improvement. The majority of courses achieve a response rate of at least 70% or higher. Trainee feedback is used to regularly update and amend courses and trainee satisfaction levels are also high.

Impact Evaluation of face to face Training

The Learning & Development sub group selected 3 learning events to be impact evaluated for 2018/19 – 1) Graded Care Profile2, 2) Safeguarding Adults Conference 3) Awareness of Signs of Safety. All 3 reports will be considered by L&D.

Overall, feedback for all of the learning events was positive, with many examples of improved impact on practice. However, the response rate on all IE surveys was less than 50% despite several reminders being sent to attendees to complete the survey.

Online Learning

The MSB has retained its contract with the online learning provider Virtual College which includes access to over 50 children and adult safeguarding training courses via a self-registration portal.

Online learning remains a popular and accessible source of safeguarding training. In 2018/19 a total of 5452 courses were accessed and 4,822 e-learning courses were completed, which is a slight decrease from 2017/18 when 5475 courses were accessed and 4924 were completed. The course completion rate was 88% compared to 90% in 2017/18.

The above data relates to both adults and children's training courses.

Impact Evaluation of Online Learning

A total of 569 online learners responded to an impact evaluation survey which equates to 12% of all completed courses. The largest agency response rate was from Education/Schools and Nurseries which reflects that they are also the largest users of online courses.

Online learning remains a popular option for agencies and practitioners and satisfaction rates appear high. However, the impact evaluation questionnaire reminders are sent manually and due to reduced business support in the business unit this may have contributed to a low response rate. It may also be worth considering reducing the number of questions on the survey to improve a response rate.

Conclusion

MSB learning events remain very popular and in high demand with most face to face courses having waiting lists. Courses are regularly reviewed and learning is embedded into training where requested and appropriate. Work is ongoing to ensure we recruit multi-agency subject specialists to join and deliver face to face training and review our online courses to ensure they match our priorities for 2019-20.

Complex Safeguarding Subgroup

The purpose of this group is to receive thematic strategies/plans, research/policy developments (statutory/practice) and provide a challenge and support role within the context of strategic and operational delivery in the following strands of Complex Safeguarding: Modern Day Slavery and Trafficking; Child Sexual Exploitation (CSE) and Adult Sexual Exploitation (ASE); Domestic Violence and Abuse, including Female Genital Mutilation and so called Honour Based Violence; Vulnerability and organised Crime; Radicalisation and Extremism and Missing from home, care & education.

A work plan focussing on actions for the strands of Complex Safeguarding was set for 2018/19 - through this, actions and activities were tracked and supported. The work plan evolved constantly as work was completed and actions achieved. Thematic priorities were discussed at every meeting, on a rolling basis.

Modern Day Slavery and Trafficking - The [MSB Manchester Modern Slavery and Human Trafficking Strategy \(2018-2020\)](#) was launched in May 2018, alongside three launch events held in the localities to promote the strategy.

The Modern Slavery and Human Trafficking Subgroup continues to meet regularly to ensure communication and implementation of the strategy.

A joint project has been established with AFRUCA (Africans Unite Against Child Abuse) to establish 25 community champions and to run a joint campaign on exploitation.

Sexual Exploitation – Child Sexual Exploitation forms part of the Complex Safeguarding Hub which was officially launched in October 2018.

The MSCB commissioned The LGA to complete a peer review of our response to CSE, which will commence in April 2019.

Domestic Violence and Abuse, including Female Genital Mutilation and ‘so called Honour Based Violence’

Domestic Violence and Abuse- Greater Manchester Police and Council colleagues have continued and further rolled-out Operation Encompass across the city, including to PRUs and Early Years settings. Over 500 notifications were received by schools during Autumn and Spring terms of 2018-19. Numerous instances have been recorded in which the information shared has helped schools put a range of overt and silent support measures in place for pupils affected by domestic abuse in their household

Further progress has been made on the roll-out and embedding of the Safe and Together approach to working with families where domestic abuse is an issue, training over 100 staff in the approach and recently piloting a further related training package for staff on working with perpetrators

Colleagues in Community Safety have developed, promoted and launched, in conjunction with the MSB, a programme of learning from Domestic Homicide Reviews, along with related packages of learning materials and publications

Funding has been secured for continued provision of the Lesbian Gay Bisexual and Transsexual (LGBT) Emergency Accommodation Project, and the LGBT Independent Domestic Violence Advocate (IDVA) service, both of which have proved to be successful and highly regarded by those who have accessed them over the past two years.

Female Genital Mutilation (FGM)

Awareness raising of FGM has significantly increased during 18/19 with events in November, December and February with increased recognition at a local, Greater Manchester (GM) and National level.

These events have showcased the wide ranging work being done by NESTAC (New Step for African Community – a non-profit organisation), AFRUCA and other local organisations to raise awareness and provide support to victims. Grant awards have enabled the extension of working with women in the community to deliver the peer mentor and health advocate programme.

This work has also supported the Guardian project which provides direct support to girls and young women directly affected or at risk of FGM.

Forced Marriage/Honour Based Violence and Abuse (FM / HBVA)

Colleagues in Manchester have been working collaboratively with their counterparts across GM on development of a co-ordinated multi-agency action plan to deliver work under each of the four key themes of the 'So called' Honour Based Violence and Abuse Strategy.

The HBVA grant programme has enabled funding for Independent Choices to extend their Domestic Abuse helpline hours and for the delivery of community outreach to provide one to one support at the earliest opportunity. Work on HBVA has a focus on younger people, includes work with schools colleges and universities and involves participation in a community radio programme.

This work has also delivered drop in sessions in the localities and a conference focusing on coercion and control.

Missing From Home, Care and Education

The Missing from Home Operational Group has been meeting bi-monthly over the last 12 months. The partners have worked together to ensure a more focussed approach to Manchester Missing by creating an Impact Map for the Manchester Missing Strategy.

This detailed: Rationale; Inputs; Activities; Outputs; Intended Outcomes and Intended Impacts and allowed the group to identify not only the good work being done in the City to support missing young people but also to identify the gaps.

Meetings also included performance updates from commissioned services and feedback on service audits across both missing teams, as well as information sharing and partner updates.

Gaps still remain in the link with Missing and Education, however this is acknowledged and we are working to review this.

Vulnerability and Organised crime

A seven minute briefing was developed about [Criminal Exploitation](#).

Criminal Exploitation now an element of the multi-agency Complex Safeguarding Hub, where several successful proactive targeted operations are currently ongoing.

Radicalisation and Extremism

Successful development and launch of the Home Office GM Dovetail Pilot, with Manchester as the GM Hub (shifting key functions of Channel from Police to the Local Authority)

Delivery of six Prevent / Channel workshops to social care staff (approx. 80 staff)

A refresh of the Manchester Channel Panel was completed.

Home Office funding was secured for 2019/20 to deliver Mock Channel Panels in the community to raise confidence in reporting concerns.

9. Budget

The Manchester Safeguarding Adults and Children Board budget is combined for 18/19. The total budget during that period was £ **740,148.58**. A full breakdown of the budget can be found at [Appendix 5](#).

10. Future Challenges and Priorities

The MSCB held a joint Board meeting with the MSAB in January and March 2019 in order to agree priorities for 2019/20.

Decisions were made by reviewing the 2018/19 business plan and gaps identified within, data collated by the QAPI subgroups and information from the themes and learning gained from our SCR and SARs. Responses to the MSB Priorities Service User Survey was also used to assist in the process.

It was agreed that the MSCB vision would remain the same:

“Every Child in Manchester is Safe, Happy, Healthy and Successful. To achieve this we will: Be child-centred, listen to and respond to children and young people, focus on strengths and resilience and take early action.”

The 18/19 overarching strategic priority ‘To be assured that safeguarding is effective across Manchester’, was changed to ‘To support agencies and seek assurance that safeguarding is effective across Manchester’.

The following priorities were agreed for 2019/20

Priority Areas

- Adverse Childhood Experiences (ACEs)
- Complex Safeguarding
- Transitions
- Neglect – Child and self and wilful neglect for adults
- Mental Health

It was also agreed that there would be underpinning principles, which include – ‘Think Family’, Communication, Engagement and Involvement including Voice of the Adult and Child and Making Safeguarding Personal (MSP), alongside early recognition and intervention and prevention and protection (of neglect – physical, sexual, emotional and financial abuse and DV&A)

The Joint Strategic Plan for 2019/20 can be found at **Appendix 4**.

The MSCB and MSAB also agreed that there would be one joint slim lined business plan, with priorities having aligned strategic leads who will report back to relevant Boards.

This report has demonstrated the progress made thus far on the priorities for 2018/19 and referenced the priorities for 2019/20. However as indicated a number of challenges still remain. The risk register for MSCB highlights a lack of awareness of the Neglect strategy, or familiarity with tools to identify neglect, impairs partners from early and supportive identification of safeguarding need, and awareness of levels of need across partnership is limited or not fully embedded, resulting in inappropriate levels of intervention.

Regarding neglect, a multi-agency Neglect Strategy Implementation Steering Group has been established to ensure this continues to be driven forward and to design and track a robust implementation plan. The neglect strategy will be refreshed for 19/20 to include additional identifying factors such as obesity.

With regard to the Levels of Need concerns, the MSB Levels of Need Framework will be reviewed at a newly established multi agency Working Group to review adapting the iThrive model for the Levels of Need Framework.

Whilst the number of referrals for Serious Case Reviews, which are now called Rapid Reviews has reduced. There are still a number of Serious Case Reviews to be completed. This presents both a challenge in terms of resources required to complete these very complex pieces of work; and also in terms of ensuring the learning across such a large number of agencies is shared and embedded to ensure that changes in practice are made and sustained.

As referred to in the last annual report there is a system wide challenge as to the number of children and young people and families who are needing support and contact from a range of services. As referred to in section 6, a piece of work has taken place from September 2018 to March 2019, looking at the front door arrangements. This has resulted in changes to referral processes and an increase in professional conversations which has shown early signs of a reduction in the need for social work assessments. The challenge is to ensure that the focus on locality working and early interventions continues to take place and that intensive casework services are focussed on the most vulnerable children and families and reducing the number of children looked after.

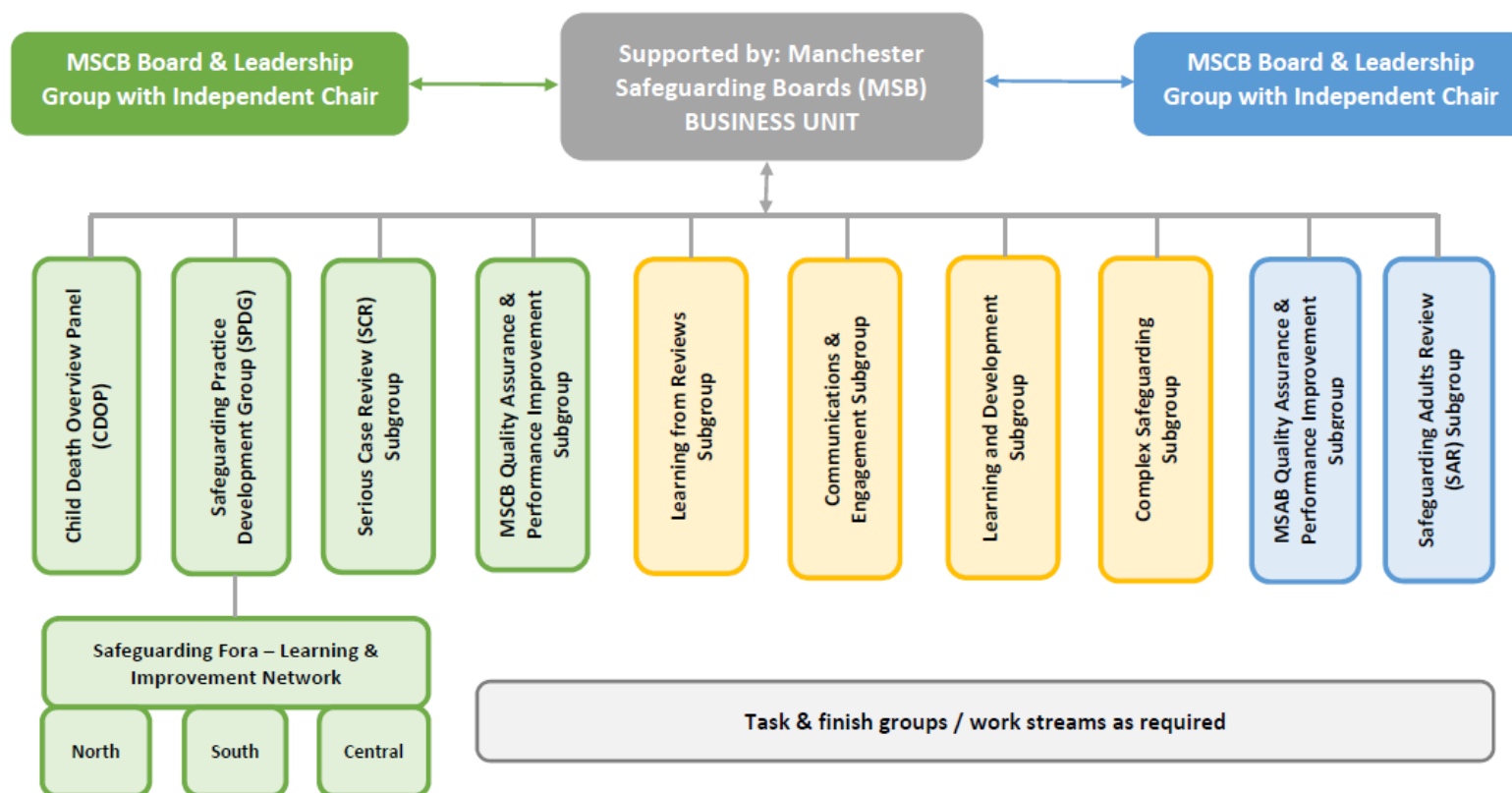
By September 2019 the MSCB will be replaced by one joint partnership board with adults, supported by two "executive" groups focusing on Adults and Children's issues and joint sub groups. It is intended to retain the Safeguarding children's sub group which will focus on the Child Safeguarding referrals and Rapid Reviews. Working Together July 2018 is very clear that a child centred approach is fundamental to safeguarding and promoting the welfare of every child. It seeks to emphasise that effective safeguarding is achieved by every individual and agency playing their full part. These new arrangements are building on the achievements over the last few years of the MSCB and the strengthened partnership needs to ensure that the focus on safeguarding children in Manchester continues.

11. Appendices

Appendix 1

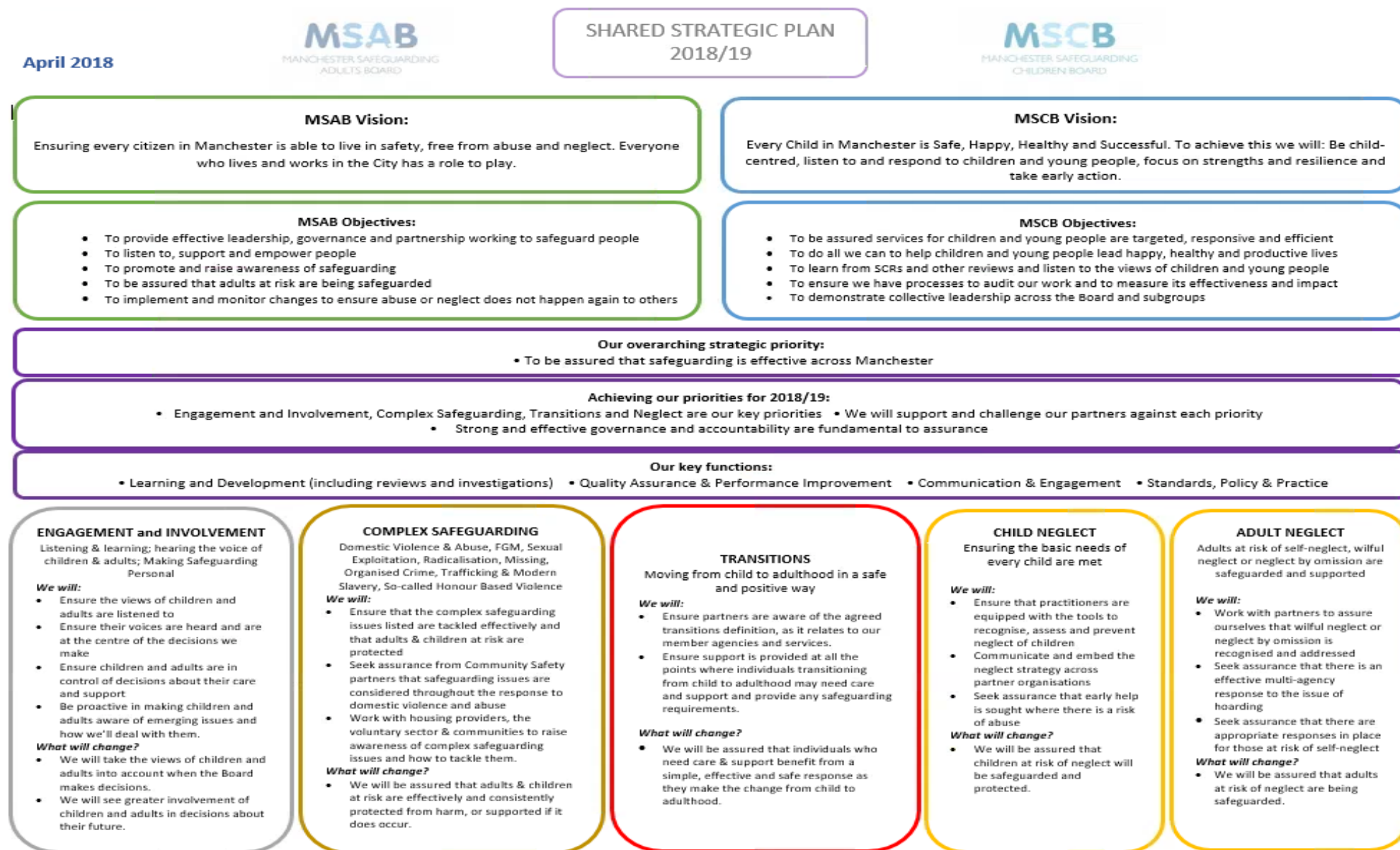
MSCB MEMBERSHIP LIST 2018/19 AS AT MARCH 2019	
Barnardo's	Manchester Health and Care Commissioning Population Health and Wellbeing Team
Children and Family Court Advisory and Support Service (CAFCASS)	Manchester City Council Community Safety Partnership
Career Connect	Manchester Grammar School
Cheshire and Greater Manchester Community Rehabilitation Company (CRC)	Manchester Local Care Organisation (MLCO)
Clinical Commissioning Group (CCG)	National Probation Service (NPS)
Greater Manchester Fire and Rescue Service (GMFRS)	NHS England
Greater Manchester Mental Health NHS Foundation Trust (GMMH)	North West Ambulance Service (NWAS)
Greater Manchester Police (GMP)	Northern Care Alliance (formerly Pennine Acute NHS Trust)
Manchester Alliance for Community Care (MACC)	The Christie NHS Foundation Trust
Manchester City Council Children's Services	The Manchester College
Manchester City Council Education	Manchester Foundation Trust (MFT)
Manchester City Council Elected Member Portfolio Holder	Youth Justice

Appendix 2 – Governance Structure

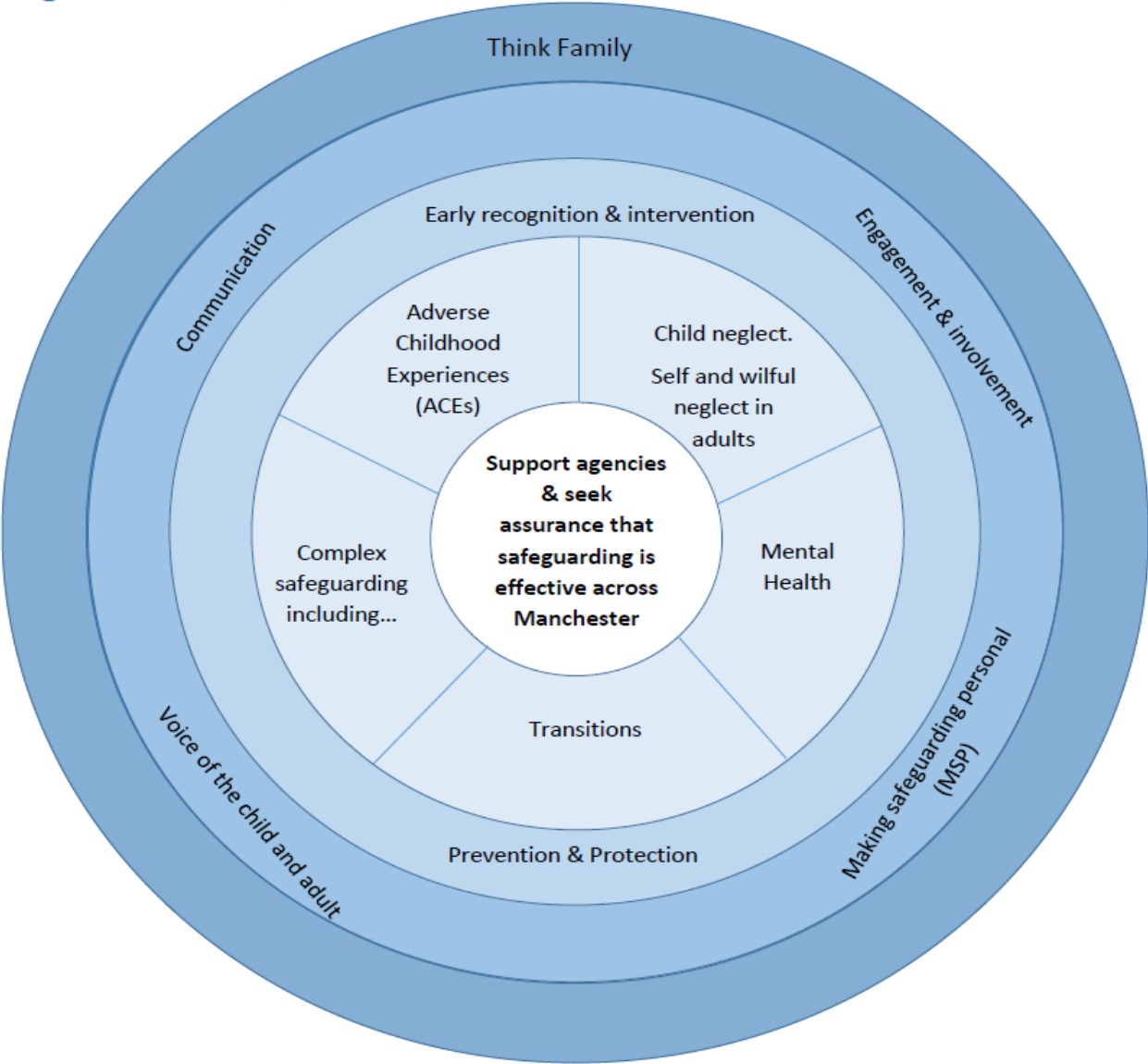


Contributors to the above structure identified in boxes below										
NW ADCS Sector led improvement arrangements	GM Standards Board	GMSP Policies	Mayor / PCC Office	*MFT Board of Directors via Group Safeguarding Committee compromising of Chief Nurse MLCO	MHCC Board (MCC & NHS)	Manchester Children's Board	Health & Wellbeing Board	Community Safety Partnership	Domestic Violence Forum	MCC Scrutiny

Appendix 3



MSB Joint Strategic Plan 2019/20



MSB Combined Budget - April 2018 – March 2019.

For the 12 Months ending 31.03.2019				
Manchester Safeguarding Boards				
Cost Elements	Annual Budget	Budget to Date	Actual YTD	Var.YTD
PAY Costs				
Total Pay Costs	475,028.84	475,028.84	420,644.08	-54,384.76
Non-Pay				
* Premises	7,000.00	7,000.00	12,832.68	5,832.68
* Transport	2,300.00	2,300.00	1,911.53	-388.47
* Supplies & Services	148,419.74	148,419.74	219,842.94	71,423.20
* Third Party Payments	101,000.00	101,000.00	0.00	-101,000.00
* Internal Charges	6,400.00	6,400.00	17,402.32	11,002.32
* Onwards Internal Trading	0.00	0.00	-366.00	-366.00
Non-Pay Expenditure Childrens	265,119.74	265,119.74	251,623.47	-13,496.27
TOTAL EXPENDITURE Board	740,148.58	740,148.58	672,267.55	-67,881.03
INCOME				
Miscellaneous Income	0.00	0.00	0.00	0.00
Total Contribution from MCC	-174,735.00	-174,735.00	-80,450.00	94,285.00
External Income	-91,750.00	-91,750.00	-122,662.86	-30,912.86
Interest	0.00	0.00	126.54	126.54
Contribution from MCC General Fund	-473,663.58	-473,663.58	-473,663.58	0.00
Total Revenue Income	-740,148.58	-740,148.58	-676,649.90	63,498.68
Over/Underspend	0.00	0.00	-4,382.35	-4,382.35
Note Reserves are £68,704				

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Manchester City Council Report for Information

Report to: Children and Young People Scrutiny Committee – 4 September 2019

Subject: Child Sexual Exploitation

Report of: Strategic Director of Children and Education Services

Summary

Further to the complex safeguarding report presented to Children and Young People Scrutiny Committee on 17th July 2019 and the subsequent recommendation that the Local Government Association (LGA) CSE (Child Sexual Exploitation) Peer Review feedback letter be shared at the committee; the purpose of this report is to provide a context to the LGA Peer Review and to update committee members on progress that has been made against areas identified for further development.

Recommendations

Children and Young People Scrutiny Committee members are invited to:

1. Consider the context of the Peer Review, the progress that has been made and the actions being taken to address the areas identified for further development.
 2. Seek a further update and impact of the identified actions within the annual Complex Safeguarding Report 2019/20.
-

Wards Affected: All

Alignment to the Our Manchester Strategy Outcomes (if applicable)

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

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

Contact Officers:

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

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

Background documents (available for public inspection):

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

Complex Safeguarding Report to Children and Young People Scrutiny Committee, July 2019.

LGA Peer Review letter July 2019

1.0 Introduction

- 1.1 Research and evidence tells us Child Sexual Exploitation is not only an offence of assault but the abuse of trust and power; perpetrated by the very people (adults) culturally we teach children will protect and keep them safe. As with many forms of abuse, the impact of Child Sexual Exploitation and effects for survivors is life changing and potentially enduring.
- 1.2 Whilst the primary legislative framework for the protection of children has been in place since 1989 (Children Act 1989), the first National Statutory Guidance in respect of Child Sexual Exploitation was published in 2008, prior to which was the Department of Health's 'Children involved in prostitution'(2000). This has undoubtedly informed and supported the awareness, understanding and response which over time has significantly improved to a point where multi-agency working is the norm and the response to disrupt and prevent the exploitation of children and identification and prosecution of perpetrators increasingly more sophisticated and intelligence led.
- 1.3 This report within the context of Manchester's Complex Safeguarding Annual Report provides a further update to scrutiny committee members specifically in respect of Manchester's approach to Child Sexual Exploitation (CSE) and provide a context to the commissioning of the recent LGA Peer Review; providing an update on progress against areas identified for further development.

2.0 Background

- 2.1 Following a number of public statements in respect of CSE across Greater Manchester in September 2017 the Greater Manchester Mayor commissioned an independent assurance exercise to explore the current and future delivery models across the conurbation in response to CSE. Within the scope of the assurance exercise is the decision making/practice in respect of Operation Augusta, a Child Sexual Exploitation investigation, which ran between 2003 and 2005.

The findings of the Mayor's review is yet to be published.

- 2.2 Manchester City Council has positively and proactively engaged with the Mayor's office and the Independent Review Team and Greater Manchester Police to ensure areas for learning are identified. However, there is a balance to be struck between the commitment to engage with the review and await the published findings and the wider duties and responsibilities to ensure children are safe and their welfare promoted. Subsequently, in order to proactively contribute to the review and respond to emerging and reported issues/concerns in respect of practice and management oversight related to Operation Augusta. Manchester City Council's Strategic Director for Children and Education Services commissioned in June 2018 an independent child care/protection expert to review the historical records to learn from, inform and further strengthen current practice. This review focused on 25 children where CSE was a recognised risk and were resident in a children's home; providing

an insight of practice and response to CSE in Manchester and progress since 2005.

Summary of Practice Review Findings

- 2.3 The findings of the aforementioned practice review of historical records which highlighted whilst risks to children were identified there were shortcomings in practice and management overview; with an overemphasis on advice interventions for children and not enough on affirmative multi-agency prevention and protection strategies during the period covered by the Mayor's review. Consequently, in order to be assured that the findings from these historical records are not evident in current practice, they have been used to inform a Peer Review undertaken independently by the Local Government Association (see paragraph 2.11. In addition, the findings and learning were shared with the Review Team as part of our ongoing cooperation with that process.

Development of Practice, Strategy and Response to CSE in Manchester since 2005

- 2.4 Preceded by the Area Child Protection Committee, in accordance with national guidance Manchester Safeguarding Children Board (MSCB) was established in 2006. The then MSCB and now Multi Agency Safeguarding Arrangement for Manchester brings together statutory and voluntary agencies to ensure there is a joined up approach to safeguarding the welfare of children. As set out in the annual MSCB report 2018/19 presented to today's Scrutiny Committee CSE as a form of 'Complex Safeguarding' is a priority within the MSCB plan.
- 2.5 In recognition that residential care works for some children but most do better in a family setting, in 2011 the Council embarked upon a programme to reduce the number and size of children's homes in a move to improve the quality of care, support and supervision for our looked after young people. This has resulted in Manchester Children's Home estate reducing to its current capacity of 4 small children's homes.
- 2.6 In 2006 Manchester established the 'Protect Team; this was a multi-disciplinary team established to respond to issues of CSE. Many of the CSE teams nationally follow this model. However, building on the success of Protect Team Model and learning to date, as part of Greater Manchester Children's Services partnership working and recognising that those who seek to exploit our children do not recognise geographical boundaries in 2012/13 Project Phoenix was established. Project Phoenix is a partnership that operates across Greater Manchester to share good practice, standards, cross-boundary working and coordinate a bespoke peer review system.

Manchester will be subject to a Project Phoenix Peer Review in September 2019; the findings and learning from this will be reported in the Complex Safeguarding Annual Report 2019/20.

- 2.7 Following Ofsted's inspection of Manchester's Children's Services in 2014 there has been a comprehensive programme of reform put in place that is focused on creating the conditions for effective intervention with children and their families and good practice to flourish. This has been supported by £10.5m investment to recruit 121 social workers and managers to strengthen and improve management support, guidance and oversight. The impact of this can be seen in the quarterly scorecard presented to Scrutiny Committee and the reduction in staff turnover, absence and reliance on agency staff.
- 2.8 The re-inspection of Manchester's Children's Services reported in December 2017 there were strong partnership work between Manchester City Council and GMP this was having a positive impact on vulnerable children, including those at risk of sexual exploitation. The report said: *"Strong partnership work between the local authority and the police, at both strategic and operational levels, is having a positive impact on vulnerable children. This includes children at risk of or experiencing sexual exploitation...Work with these children and their families is increasingly effective, with examples of good assessments and targeted work to reduce risks. Responses for children at risk of exploitation are increasingly effective...The multi-agency Protect team provides intensive work with children at higher risk of exploitation and also co-ordinates the successful disruption of the adults seeking to exploit them."*
- 2.9 A review of Manchester's Protect team in summer 2016 led to a redesign of services with a strengthened focus on partnerships and improved links with neighbourhood services. However, the service continues to challenge itself and seek to be the best it can be; taking lessons previously learned, as well as drawing on local and national research. In 2018 Manchester's Complex Safeguarding Hub was established to have a focus on protecting vulnerable people in the city from sexual and other forms of exploitation. The hub brings together adults and children's services and a range of partners. It works with nationally-recognised experts to proactively protect children from all forms of exploitation.
- 2.10 In addition, as part of the collaborative work across Greater Manchester Children's Services, in October 2018 Manchester City Council was the first local authority in Greater Manchester to adopt the Achieving Change Together (ACT) model which focuses on a more collaborative approach to working with vulnerable young people to reduce their risks and enable them to feel more supported as well as protected. This approach has been pioneered in Wigan and Rochdale where it has been independently evaluated and found to have a significant and beneficial impact for children and young people at risk of or being exploited.
- 2.11 Safeguarding young people in the city is a key priority for the Council and while there have been demonstrable improvements by Manchester City Council and its partners in identifying and effectively responding to the exploitation of children, there can never be any room for complacency. In line with our overall ambition to ensure this ongoing improvement process results in excellent services for children in our city, Informed by the findings from the review of historical records, Manchester Safeguarding Children's Board at the

invitation of the Strategic Director for Children and Education Services on 4th October 2018 agreed to commission the Local Government Association to undertake an independent peer review/challenge to focus on the effectiveness of the current complex safeguarding hub multi- agency arrangements and response to children at risk of exploitation and those being exploited’.

- 2.12 As previously reported the LGA Peer Review was led by a former and experienced Director of Children’s Services who was supported by 4 experienced and senior leaders who had expertise in Policing, Health, Education and Social Care. The review was undertaken during May 2019 and the findings of which were shared with Scrutiny Committee members at the July 2019 Children and Young People Scrutiny Committee meeting.

3.0 Findings and response to the LGA Peer Review/challenge

Methodology

- 3.1 The Local Government Association (LGA) peer review was commissioned to focus on three core components:

- Leadership and management, including vision and strategy
- Effective practice and impact on outcomes for children and families
- Resources and capacity

The peer challenge scope considered:

- Governance structure and accountability
- Use of Quality Assurance and Performance
- Management and supervision
- Awareness raising
- Investigations and prosecutions

- 3.2 The first phase of the review consisted of three members of the peer challenge team spending 3 days in April 2019 auditing the records of children and young people; this was undertaken alongside front line staff and was subsequently followed up by 2 further days of auditing; resulting in a total of 33 children’s records being reviewed.
- 3.3 The review team then returned and were on site from 13th - 17th May 2019 and undertook a range of activities including focus groups with front line staff, managers, partners and Senior Strategic Leaders.
- 3.4 Assurance was sought in relation to the quality and impact from our practice and a number of areas were explored in more detail including - planning, assessment and interventions including step down support from high risk/complex cases, the effectiveness of partnership working and workforce development strategy plans. The peer challenge looked at the extent of awareness raising and education in relation to CSE and the effectiveness of disruption and enforcement activity.

- 3.5 Whilst the peer challenge focused on a thematic area in relation to CSE it also provided feedback on the quality of practice and impact of work from across the social care system and therefore has wider applicability; identifying strengths along with areas for further development.

Review key messages/findings

- 3.6 The peer review team were very positive about the staff who work in Manchester and recognised their pride and passion and reported this was evident from frontline staff to senior leaders and throughout the partnership. The key messages from the review were:
- Strong leadership and political support for CSE
 - Strong partnerships
 - We are well placed to accelerate progress and further improvements
 - We need to focus on impact and outcomes
 - We need to ask and answer 'how well?' and 'what difference?'
 - There was recognition of innovative work mapping and using contextual safeguarding principles to tackle child exploitation
 - We need to ensure we balance child led practice with keeping children safe
- 3.7 In relation to effective practice the team reported they could see improvements in practice since the new Complex Safeguarding Hub was established, there was a focus on keeping children safe, staff know young people well and build trusting relationships. Caseloads are reducing and manageable, workers report good management support. There was evidence of statutory compliance in most case files audited and effective missing from home procedures and interventions. They saw strong evidence of multi- agency working, sharing of intelligence, joint operations and disruption and there were examples of positive outcomes and innovative interventions.
- 3.8 A number of areas for further consideration were highlighted with the review team reporting that there is further work to do to ensure that the quality of practice is consistently good across all young people's records. An area the service is already focused and working on. Our priority is to ensure good practice is evidenced in young people's records; we embed reflective supervision within our recording and achieve a stronger focus on impact and outcomes. The peer review team recognised that we are committed to developing our performance and quality assurance arrangements that staff and managers are positive and understand audit. However, there is more to do to ensure auditing activity is analytical and reflective to better evidence impact and support continuous practice improvement.
- 3.9 The overall feedback was positive and welcomed given the Complex Safeguarding Hub had been in operation for only 6 months and therefore much of the areas for development affirmed 'we know ourselves well' and therefore enhanced our insights and service plan.

4.0 Progress since and in response to LGA Peer Challenge findings

Governance and Quality Assurance

- 4.1 Following receipt of the LGA Peer Challenge letter two feedback sessions have been undertaken with Children's Service Managers, one led by the LGA Lead Peer Reviewer and a detailed session with Complex Hub social workers on developing further the quality of intervention.
- 4.2 A Complex Safeguarding Hub multi-agency delivery group has been established, joint chaired by Children's Services and Greater Manchester Police with representation from key partners. A delivery plan has been created to inform this work moving across the partnership and will report in to the Complex Safeguarding Executive Partnership Board through to Manchester's Safeguarding Partnership.
- 4.3 To strengthen auditing and quality assurance and ensure learning continues to inform practice a detailed refresh of the Children's Services Quality Framework has been undertaken and will be implemented from September 2019. The Complex Safeguarding Hub will be included in these arrangements and this will provide a greater window into practice and outcomes for young people - including the use of practice observations, self assessment, service user feedback alongside audit activity. As part of the new framework the Service Lead will provide an overview and summary on the quality of practice and evidence of impact.
- 4.4 The Strategic Head of Early Help and Complex Safeguarding Hub and Service Lead undertake quarterly dip sampling, team managers carry out monthly audits, there are monthly Independent Return Interview (IRI) audits and the Service Lead carries out a monthly review of the most frequently reported missing young people.
- 4.5 Since the Peer Challenge in May 2019 and the aforementioned feedback sessions, whilst early days subsequent auditing activity indicate there has been improvements in practice recording and key decisions (2 areas for development identified).
- 4.6 In addition CSE/Complex Safeguarding will continue to be a theme for multi-agency auditing/learning for Manchester's Safeguarding Partnership.
- 4.7 In respect of performance data reporting specifically relating to 'complex safeguarding'. A core data and performance dashboard has been agreed across Greater Manchester for each of the 10 Complex Safeguarding Hubs/arrangements. 4.8 The recently implemented Liquid Logic System has already simplified the data sources and anticipated to further improve data reporting in due course.

5.0 Practice and Impact

- 5.1 Key areas of work to consolidate practice within the hub include development and embedding of case formulation, the use of a self assessment tool and practice observation within the team alongside outcome focused recording, and plans. We are creating opportunities for young people to inform service development, and are developing stronger links with the youth and other community providers to enable better quality signposting within the Hub and a stronger aspiration based offer for our young people. This is being developed in partnership with Unity Radio, Youth Providers and Manchester City Football Club. We are trying different approaches to respond to demand such as recently trialled group work with a small group of young people, joint work with SIU to relaunch 'My Safety Plan', and a review of the impact of the ACT (Achieving Change Together) innovation.
- 5.2 There is also work taking place by the Centre of Expertise on Child Sexual Abuse commissioned by the Greater Manchester Complex Safeguarding Team to develop an assessment tool that has a strong evidence base, is outcome based and which reflects the growing research about what works well when working with young people. The Phoenix assessment tool is currently being used by social workers across Greater Manchester in the interim, and the social workers have a good understanding of some of the limitations of this, having received training from Research in Practice and Centre of Expertise, and how to apply professional judgement.
- 5.3 The Complex Safeguarding Hub have developed a case formulation model, led by the work of an embedded Trusted Relationship psychologist, which draws upon a range of theory and research to understand and respond to the needs of children at risk of or being exploited, and includes a focus on contextual safeguarding. While in the testing phase, feedback about this approach including from Centre of Expertise is positive.
- 5.4 The Complex Safeguarding Hub has a clear referral pathway via locality social workers, and multi agency daily risk meetings are in place to share information and intelligence to ensure a timely and effective joined up response. There are a number of operations being run from the Complex Safeguarding Hub with a focus on contextual safeguarding and disruption and there is growing evidence of impact from this work, including a number of successful prosecutions.
- 5.5 Intrinsic to the approach of the Complex Safeguarding Hub is the application of the Trust Relationship and Achieving Change Together approach and practice models. Whilst Manchester is at an early stage of evaluation there have already been some positive progress and impact identified for example 1 young person who had a prolific history of missing episodes has maintained a place in school education and begun to share information about their experiences which contributes to intelligence building, safety planning incidents and ultimately successful prosecution of those who seek to exploit children/vulnerable adults. This has been the case for one very recent joint

operation that culminated in 13 convictions for 4 perpetrators of CSE involving multiple victims.

- 5.6 In addition and informed by the information shared by young people there has been a targeted county lines operation which has led to disruption and arrests of perpetrators alongside safeguarding work with 10 victims, and a location focussed operation in relation to the selling of Xanax.

6.0 Summary

- 6.1 It is evident that awareness and understanding of CSE and other forms of exploitation has improved significantly since the early 2000s with fundamental changes as to how these issues are responded to and tackled in Manchester. However, whilst we are confident that the shortcomings identified within the Internal Practice Review have been effectively addressed. However, as history informs us, we can never be complacent and that is why Manchester actively seeks out local and national learning and welcomes Peer Challenge/review as was the case with the recent LGA review.
- 6.2 In addition Manchester is an active member of Project Phoenix arrangements for Greater Manchester and will be the first authority in which will include input from reviewers from the The Centre of Expertise on Child Sexual Abuse, Research in Practice and Greater Manchester Complex Safeguarding; this is therefore a good opportunity to review progress already made since the Peer Challenge and to receive further expert feedback.
- 6.3 Finally the findings from inspection, peer challenge/review and research will continue to inform and drive Children's Services to continually improve in order to build a safe, happy and healthy future for all our children.

7.0 Recommendations

- 7.1 Children and Young People Scrutiny Committee members are invited to:

Consider the context of the Peer Review, the progress that has been made and the actions being taken to address the areas identified for further development.

Seek a further update and impact of the identified actions within the annual Complex Safeguarding Report 2019/20.

**Manchester City Council
Report for Information**

Report to: Children and Young People Scrutiny Committee – 4 September 2019

Subject: Early Years Service

Report of: Strategic Director of Children and Education Services

Summary

This report provides Children and Young People Scrutiny Committee with an overview of the Early Years offer in the city and reports on outcomes in relation to the Early Years Delivery Model and the Healthy Child Programme.

Recommendation

Scrutiny Committee members are invited to:

- 1) Consider the progress and impact being achieved by the early years offer and delivery arrangements.
- 2) Review actions and next steps to achieve good outcomes.
- 3) Request a future report in respect of the outcome and findings from the Local Government Association Peer Challenge in the Early Years and the Quality Assurance arrangements.
- 4) To note the Health Visitor requirement for additional staffing and support as required.

Wards Affected: All

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	A strong Early Years sector will allow parents to continue in further education or employment opportunities. A good start in life is essential to enable our children and young people to achieve their full potential and contribute to the city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Improving educational outcomes is essential for young people to gain qualifications and contribute to Manchester's economic success.
A liveable and low carbon city: a destination of choice to live, visit, work	An outstanding Early Years system will be attractive for parents to choose to live and work in Manchester and will contribute to the city's success.

A connected city: world class infrastructure and connectivity to drive growth	Early Years services support families to be successful who are then able to deliver continuing growth in the City
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Full details are in the body of the report, along with any implications for –

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The Early Years Core offer is made up of £14.7m Council budget (this includes the Health Visitor contract of £10.3m) and a £1.8m contribution from the Dedicated School Grant.

Early Years resourcing requirement is contained within the budgets outlined above and there are no financial changes arising from this report.

Financial Consequences – Capital

Contact Officers:

Name: Paul Marshall

Position: Strategic Director of Children and Education Services

Telephone: 0161 234 3804

E-mail: p.marshall1@manchester.gov.uk

Name: Sean McKendrick

Position: Deputy Director Children's Services

Telephone: 0161 234 1961

E-mail: s.mckendrick@manchester.gov.uk

Name: Julie Heslop

Position: Strategic Head of Early Help

Telephone: 0161 234 3942

E-mail: Julie.heslop@manchester.gov.uk

Name: Nasreen King

Position: Early Years Strategic Lead

Telephone: 0161 234 1864

E-mail: n.king1@manchester.gov.uk

Name: Tracey Forster

Position: Lead Manager (Health Visiting, Vulnerable Baby & Child Health Services)

Telephone: 0161 946 9404

E-Mail: Tracey.Forster@mft.nhs.uk

1.0 Introduction

- 1.1 Further to the report presented to the Children and Young People Scrutiny in January 2018 this report is to update Scrutiny Committee members on the early years offer in the City and will specifically provide an update on the Early Years Delivery Model and the Healthy Child Programme.
- 1.2 The importance of the early years and getting it right in the first stage of a child's life is widely accepted; in 2009 Sir Michael Marmot articulated that giving every child the best start in life was imperative to improve health outcomes and to reduce inequalities in later life. The subsequent identification of the first 1,000 days as being critical to child development; the recognition of the central importance of the parent-child relationship and the provision of integrated services as essential to achieving this, led to the development of a National focus on the first 1000 days; regionally this led to the development of a Greater Manchester Start Well Strategy (2016) and a strengthened focus on the early years.
- 1.3 We have established a Start Well Board to ensure there is a system wide focus in relation to early years and a consistent approach to the first 1000 days. A clear programme of work is in place with the aim of:
 - Improving health outcomes
 - Ensuring children are ready for school
 - Ensuring a good level of development
 - Reducing infant mortality
 - Reducing inequality
- 1.4 In addition, as articulated at the Scrutiny Committee held in July 2019, Children's Services is progressing the development of a locality delivery model which will focus on person (child and family) centred outcomes across all sectors. The model will reform Children's Services to deliver local, place based services on a 1-3-12 footprint; aligned with Bringing Services Together, Integrated Neighbourhood Teams and Manchester's Multi Agency Safeguarding Arrangements (MMASA).
- 1.5 As part of the developing delivery model work is being undertaken in partnership with Manchester's Local Care Organisation to develop the 'integration' of services to ensure there is multi-agency 'think family' approach. Whilst work is ongoing the impact of parental mental health and substance use on the development of their children require consideration for greater partnerships between Adult Social Care, Mental Health Services and drug/alcohol services and arguably co-located with Children's Services if there is going to be a positive and long term impact on health outcomes. It is expected this would promote economies of scale, supports improved services, experience and outcomes.
- 1.6 A key strand in the reform of Children's Services is the strengthening and delivering a neighbourhood and community based offer of Early Years through

a more integrated, place based delivery with clear links/pathways to Early Help, health visiting and Social Work services.

- 1.7 Our collective focus and objective will be to deliver improved outcomes and to close the gap in relation to a good level of development. We have a strong and robust early years sector which provides a universal offer and an early intervention and prevention targeted offer. Comprehensive support is delivered via the Sure Start Children's centres with an integrated delivery model with health colleagues and strong connectivity to place based working. The quality of early years settings continues to improve with 96% judged good or better by ofsted and there are effective quality assurance arrangements in place to ensure there is continuous improvement.

2.0 Manchester Context

- 2.1 Children and their Families life experiences all too often result in a detrimental impact on their longer term health outcomes and can be characterised by poverty, poor nutrition, smoking, domestic abuse and poor mental health. These pressures experienced by our families' mean that efforts to achieve the targets of support and assessment must be understood within this context, as this poses, additional complexities in relation to reach and impact.
- 2.2 The latest data from the Office of National Statistics shows that, as at mid-2017, there are estimated to be around 38,500 children aged 0-4 resident in Manchester. This is equivalent to just over 7% of the total resident population.
- 2.3 The proportion of the population of Manchester aged 0-4 years is forecast to reach its highest in 2022.
- 2.4 Recent figures for August 2018 suggest that over half (52%) of children aged under 5 years in Manchester live in Lower Super Output Areas (LSOAs) which fall within the most deprived 10% of LSOAs in England. This compares with just 13% of children aged under 5 years living in England as a whole.
- 2.5 Data from the End Child Poverty Coalition (published in January 2018) shows that, in 2017, Manchester was estimated to have the second highest proportion of children living in poverty in the UK to Tower Hamlets. In 5 out of the 32 wards in Manchester (Moss Side, Rusholme, Longsight, Cheetham and Ardwick) more than 50% of children were estimated to be living in poverty. There is a clear correlation between levels of child poverty and poor health outcomes for children.
- 2.6 An evaluation from the Institute of Fiscal Studies (2019) confirmed that Sure Start Children's Centres had major health benefits for children in poorer neighbourhoods. Key findings included:
- Sure Start significantly reduced hospitalisation for children by the time they finished primary school.
 - At younger ages, a reduction in infection related hospitalisation plays a big role in driving these effects.

- At older ages, the biggest impacts are felt in admissions for injuries.
- Cost benefits analysis showed the benefits from hospitalisations were able to offset approximately 6% of the programme costs.

- 2.7 From 2014 to 2017, the percentage of pupils achieving a Good Level of Development in Manchester improved by 13%; compared to 11 % nationally. The latest data for 17/18 shows that 66.9% of eligible children had reached a good level of development at the end of the Early Years Foundation Stage, compared with 71.5% of eligible children across England. In Manchester, we want to see a year on year increase in school readiness to reduce the gap between England and Manchester within five years. Our challenge remains in achieving improved individual learning goals in relation to literacy and numeracy.
- 2.8 Currently there are 563 childcare providers operating in the childcare sector across the city. This includes 404 registered childminders and 159 group day-care settings of which 96% of settings have been judged by Ofsted to be good or better; an improving position since 2014.
- 2.9 The Early Years Quality Assurance team has responsibility for working with group day-care settings and childminders across Manchester. All providers are supported with a minimum of one visit per year. The Early Years Quality Assurance team have developed the Quality Assurance Framework, this supports all providers in achieving a good standard of provision and preparation for inspection. Where providers are identified at being at risk more intensive support is given.
- 2.10 Currently 96% of settings of have been judged by OFSTED to be good or better, with no inadequate settings; 85% of Manchester childminders are good or better; 100% of Manchester Out of School Clubs are good or better and finally 100% MCC Tendered Day Care is good or better. The main focus of the Early Years Quality Assurance team for 2019/2020 is supporting settings and childminders for the new Education Inspection framework and scrutiny members are invited to look at the quality assurance arrangements in more detail.

3.0 Strategic Priorities and Governance Arrangements

- 3.1 The first stages of a child's life are important and ensuring that children get the best start, particularly in the first 1000 days of life (conception to age 2 years), is a priority for the City.
- 3.2 All the evidence is clear that supporting families and children at the earliest opportunity leads to best outcomes. If we get it right in these early years we can make a big difference - getting children starting school ready to learn and with better health as they grow.
- 3.3 Manchester is below the national average when it comes to the proportion of children who are 'school ready', measured by the percentage of children achieving a good level of development at the end of reception year. Achieving

a good level of development means children at age 5 are able to communicate their needs and have a good vocabulary, are able to take turns, sit, listen and play, are able to socialise with peers and form friendships, are able to recognise numbers and quantities, are independent in eating, getting dressed and going to the toilet. They have developed motor control and balance for a range of physical activities, have received all of their childhood immunisations, have good oral health and are well nourished and have a healthy weight.

- 3.4 The Early Years Delivery Model (EYDM) is supporting work to increase school readiness by increasing the effectiveness of universal early years services. It takes a system wide approach and involves partnership working between midwives, health visitors, nursery nurses, early years practitioners and other such as speech and language therapists and the Child and Parents Service (CAPS).
- 3.5 To provide strategic leadership and to achieve our outcomes a Start Well Partnership Board has been established and this will provide strategic direction to support a system wide focus.

The work of the Board will link to the Greater Manchester Combined Authority Start Well Early Years Strategy (June 2016), to the All Our Health: Best Start in Life (April 2019) and to Reducing Infant Mortality Strategy (February 2019). A delivery plan has been agreed and will ensure connectivity with the Sure Start Partnership Delivery Groups to achieve the aims and ambitions from the Start Well Partnership. Governance and accountability will be to the Children's Strategic Board and the Health and Well- being Board. A risk stratification approach will be undertaken to identify at an earlier point children and families who would benefit from additional help and support. Work to develop a risk stratification tool and an agreed process has commenced and will be shared at the Start Well Board in September 2019.

3.6 LGA Peer Early Years Challenge

- 3.7 The Local Government Association (LGA) will be undertaking a peer challenge of our Early Years Provision between 8 - 11th October 2019. Although the scope of the challenge is yet to be agreed it has been confirmed that the challenge will look at how we are improving outcomes for children with a focus on speech, language and communication skills. The key lines of enquiry are to be determined and will be informed by the completion of a maturity matrix; this is an online self assessment completed by 20 stakeholders; and findings from the maturity matrix will be shared at a workshop hosted by the Early Intervention Foundation in September 2019.
- 3.8 Planning is underway to support the peer challenge and this will be a good opportunity to test out the impact our delivery models and partnership arrangements are having on improving outcomes for children and families. Scrutiny committee will receive a further report on the findings from the peer challenge.

4.0 The Early Years Delivery Model (EYDM)

- 4.1 The Early Years Delivery Model (EYDM) is an integrated pathway for all children from pre-birth to 5 years of age in partnership with health care and early years professionals. The model supports the delivery of the Sure Start Core Purpose which has at its heart improving outcomes for young children and their families and reducing inequalities.
- 4.2 An 8 stage model based on assessment at key points was developed across Greater Manchester and aligns to the requirements of the Health Visiting national commissioning requirements as set out by the Healthy Child Programme (HCP).
- The first five stages of the eight stage model is in place across the city and delivered by the Health Visiting Service, as follows:
 - **Stage 1:** antenatal visit from 28 weeks.
 - **Stage 2:** new birth visit at 10- 14 days
 - **Stage 3:** two month HV review and HCP Maternal Mental Health Assessment
 - **Stage 4:** nine months assessment
 - **Stage 5:** assessment; 2-year review
 - **Stage 6 to 8:** 3 x points of contact between age 3 and age 5 to be undertaken in school settings
- 4.3 The EYDM uses a holistic approach considering the needs of the child within the whole family context. Staff use a strength based approach when working with families this includes the completion of Early Help Assessments (EHA) for all targeted work.
- 4.4 Delivery of the model is aligned to the Sure Start Children's Centre provision which uses a place based approach across 14 groups. The model is universal and open access to all families with children aged 0-5 years. This approach ensures that the EYDM is maximising every opportunity to reach families. The Health Visitor service visit every newborn child across the City and our Sure Start provision currently has registered 93% of the 0-5 population with a 70% reach rate.
- 4.5 Delivery at a locality level is supported by integrated teams of Health Visitors, Nursery Nurses and Early Years Outreach Workers who work together to ensure that services are available to families close to home in the locality where they live. The approach ensures effective use of resources and skills of staff, which helps to avoid confusion or duplication of services.
- 4.6 The Delivery Model is predicated on early identification of need and of risk factors and achieves this through timely assessments points via an 8 key stage model through a child's developmental journey. The model uses a suite of evidence based assessments and interventions that are delivered as part of the pathway.

- 4.7 The main child development assessment tool used is the ages and stages questionnaire (ASQ3) this is a parent led assessment which supports parental engagement in their child's developmental assessment. Commissioning arrangements are in place to support Speech and Language and Parenting Skills; both pathways are embedded across the City and are working well and will be subject to a revised tender process in 2020.

5.0 Use of the ASQ3 in the Model

- 5.1 The ASQ3 informs the Health Visitors assessment of the child's development. Development is looked at across the five domains of Gross Motor, Fine Motor, Communication, Problem Solving and Personal Social and a score is achieved for each one.
- 5.2 The score indicates a level white, grey or black. White indicates a child is at the expected level of development whilst Grey and Black indicate additional needs. Children identified by the ASQ3 as requiring more targeted intervention can be supported through access to an appropriate pathway including a Communication and Language pathway; a Parenting pathway and a Parent Infant Mental Health pathway. The pathways involve use of evidence based interventions targeted according to need.
- 5.3 The EYDM has been in place since 2015 and the results for the first cohort of children who have been offered each stage of assessment will be available in 2020.
- 5.4 The roll out of the Early Years Delivery Model and use of the ASQ has enabled earlier identification of needs such as special education needs, communication and language and behaviour; these are being identified and addressed at a much earlier stage. This means that children will either enter school with a full package of support to support their needs or are at typical levels of development. Whilst stages 1-5 are fully embedded there is further work to implement stages 5 - 8. This work will be developed via the School cluster approach and will enable early years, early help, and primary schools to collectively focus on delivering year by year improvements in relation to a good level of development.

6.0 The Sure Start Core Purpose

- 6.1 The Early Years Delivery Model forms part of the Early Years offer which includes the Sure Start Core Purpose. The offer is delivered using a place based approach across 14 Sure Start groupings comprising of 38 Sure Start Children Centre buildings. Six of these groups are managed and organised on behalf of the Council by five public sector and voluntary organisations. Eight of the groups are managed directly by the Council.
- 6.2 At a place level Sure Start Children's Centres directly contribute to the offer of Early Help and provide a range of services for families. Key practices include work to support child development and school readiness, parenting aspirations and skills and delivery of child and family health services. This model will be

enhanced by our current work to align Early Years and Early Help Hubs and connectivity with Integrated Neighbourhood Teams allowing for a whole family approach and impact on outcomes across the life course.

- 6.3 The Early Years Delivery Model was rolled out across the city in 2015 – the first 5 stages are embedded; parent infant mental health, parenting and communication and language pathways are in place and pathways utilise evidence based assessments and interventions. Locality governance arrangements in place across 14 groups, covering the Sure Start Children's Centres.

7.0 The Healthy Child Programme

- 7.1 Outlined below is the uptake of the Healthy Child Programme; this reports on visits and contacts from health staff from the antenatal period through to 2.5 years. The offer of a New Birth Visit and developmental review to complete the ages and stages questionnaire at 6-8 weeks, 9 months and 2 years is made to 100% of eligible children and is usually via a home visit or clinic appointment.

Healthy Child Programme: Contacts	Description	Q1 2018- 19	Q2 2018- 19	Q3 2018- 19	Q4 2018- 19	England 2017-18 (Annual)
Antenatal	Visit to every pregnant woman between 28 – 36 weeks	476	506	589	465	257,051 (41% set against birth data)
New Birth Visit	Visit to every new born baby between 10-14 days to include a maternal contact if appropriate	74%	78%	82%	82%	87.7%
Maternal Mental Health Assessment	Undertaken with every mother between 6 -8wks (cohort – number of 6-8wk babies)	66%	79%	84%	85%	84.3%
6-8wk (GM/C) Health Developmental Assessment (HDA)	Contact with every baby between 6-8wk to assess development and identify needs including an ASQ,	89%	90%	91%	89%	N/A
9 month Health Development Assessment (HDA)	Appointment for every child at 9m old to assess development and identify needs including	59%	69%	67%	68%	75.6%

	ASQ. Reported as uptake achieved by 12m old					
2 year Health Developmental Assessment (HDA)	Appointment for every child at 2yrs old, to assess development and identify needs including an ASQ. Reported as uptake by 2.5yrs	56%	62%	68%	66%	75.7%

Analysis of performance has highlighted the following:

- Most of the contacts are broadly in line with the national picture and there have been recent improvements in coverage for the 9 month and 2 year reviews. This should be acknowledged in the context of the increasing demand.
- The take up of the 9 month reviews completed by the time children reach 12 months was 68% in Quarter 4. This shows an increase of 1% from quarter 3 and a 7% and 8% increase respectively from quarter 1. The take up of reviews for 2 year olds measured when they reach 30 months was 66% in quarter 4; a 10% increase since quarter 1.
- To note: all HV Teams follow a 'missed appointment algorithm' when children are not brought for a clinic appointment which includes ringing the parent, checking addresses and offering a new appointment / home visit. This ensures there are multiple approaches in place to ensure children are reviewed.
- To improve uptake a number of actions have been progressed and are being monitored for impact. These include extending the pilot of home visits; in Rusholme where this approach was piloted this led to a positive impact on performance and 3 of the 5 teams in Central Manchester changed their practice. In June 2019, there were a further four Health Visiting teams in North Manchester who have now changed over to offering home visits.
- Publicity posters have been launched to inform parents/carers of their child's Development Assessments in order to promote attendance and raise awareness; these are being displayed in Children's Centres, GP Practices and Community Clinics, with contact details for local Health Visitor Teams.
- Improved data reporting is in progress and we have a commitment to develop a more detailed reporting framework to support on-going data quality work.
- The Health Visitor service recruited an additional 10 Community Nursery Nurses to support the Health Visitor teams, particularly for the delivery of

the Health Development assessments; these staff entered the workforce during 2018-19 quarter 4 and underwent further training to enable them to deliver the ASQ's. They are all now working fully within their teams.

- Health Visitor recruitment continues to be difficult due to a national shortage of trained Health Visitors to fill vacant posts. The service has been working closely with commissioners and Manchester Metropolitan University / Health Education England to facilitate additional and improved training posts for 2019/20.

8.0 Health Visitor Pressures impacting on performance

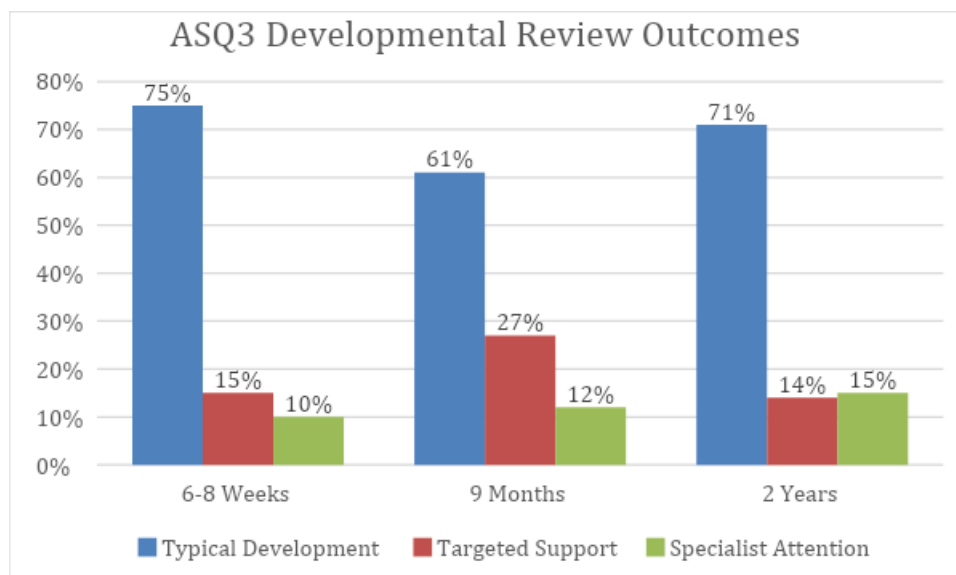
- 8.1 Historic increases in the population aged 0-4 years together with the high needs of families living in poverty, means that the current Health Visiting Service has faced an increasing challenge to deliver the Healthy Child Programme within the commissioned workload. The service has not grown to accommodate rising need and new challenges. These additional pressures include the increasing homeless families offer, postnatal mental health assessments and electronic patient record (EMIS) implementation.
- 8.2 Caseloads across teams vary between 1:250 in the most deprived areas and 1:400 in the least deprived areas. Other areas in Greater Manchester, operate at 1:150 to 1:400 Health Visitor caseload ratio. A review of provision and options to address capacity issues has been undertaken by Population, Health and Well-Being.
- 8.3 The Review resulted in the report of the Director of Public Health for MHCC and the Chief Nurse for the Manchester Local Care Organisation (September 2018) highlighted a need for an additional 146 Fte Health Visitors to meet the demand for the Health Visiting Service in Manchester. Without this additional capacity, achieving good outcomes and addressing the complexity of children and families' needs within the City will be challenging. Funding has been secured from Manchester Health and Care Commissioning to provide some additional Health Visitor training places but further investment is needed. Training, recruitment and retention of health visitors in Manchester remains a priority.

9.0 ASQ3 Developmental Review Outcomes

- 9.1 Data from 1st April 2018 – 31st March 2019 has highlighted the following outcomes based on the ASQ assessments:
 - At 6-8 weeks 75% of children show typical development in all areas of learning; 15% require targeted support and 10% specialist attention.
 - At 9 months 61% of children are developing typically in all areas of learning whilst 27% require targeted attention and 12% specialist attention.

- At 2 years 71% of children show typical development in all areas of learning; 14% require targeted support and 15% specialist attention.

Please see table below demonstrating the above results:



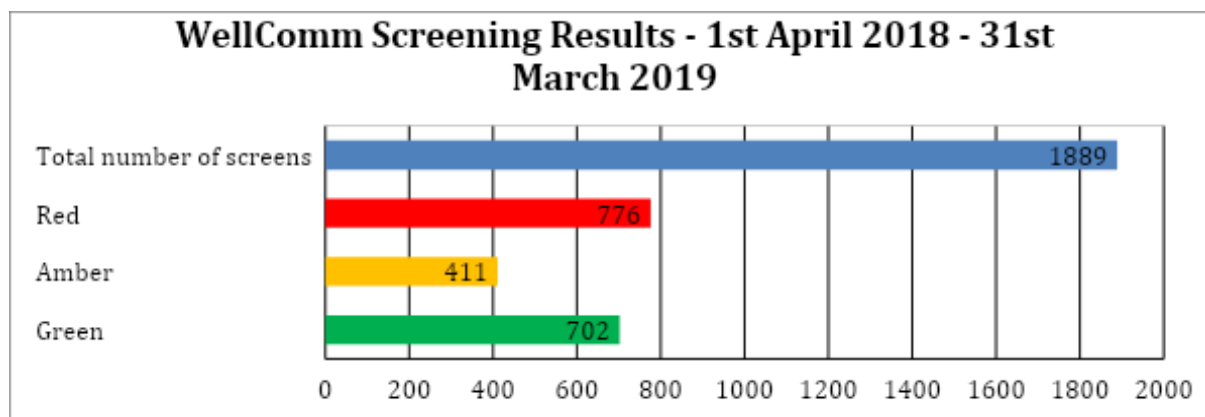
- 9.2 There are now a number of pathways and referral processes in place which mean that those children identified as requiring support are offered this.

10.0 Communication and Language Pathway

10.1 WellComm Screen Activity

- 10.2 The Early Years Communication and Language pathway supports language development for young children at risk of language delay. It forms part of the Early Years Delivery Model in Manchester and reflects the Greater Manchester strategy.
- 10.3 The Communication and Language pathway includes delivery of a standardised language screening tool known as WellComm. Where there is a suspected language delay a Wellcomm screen is completed.
- 10.4 During 2018/19 1,889 children in total received a WellComm screen, of the children screened 411 children scored amber and 766 children scored red. This indicates that 63% of all children screened showed a delay in their language skills and those children scoring amber are offered group therapy sessions and those scoring red are referred to the NHS specialist service.

The table below demonstrates the above results:



10.5 WellComm Reviews

10.6 The WellComm review takes place 3 months post intervention and assesses whether children score as red (requiring specialist support), amber (requiring targeted intervention from the EYDM) or green (universal support) post intervention. All children have previously been assessed as amber or red at point of referral. Review information has shown:

- 44% of Children were sign posted to universal services.
- 25% of Children continued in the intervention.
- 31 % of Children were referred to specialist services.

10.7 Following the review, children who continued to be assessed as having amber needs were offered further support from the Communication and Language Pathway.

10.8 In addition to WellComm activities, parents are given the opportunity to attend Parent Child Interaction (PCI) groups to increase their understanding of language development and communication strategies which support their child's communication development. Parents are observed and assessed pre and post groups by the facilitator on the frequency of their use of the strategies taught such as; following the child's lead, commenting and repeating language. The scores post intervention show a 74% increase in positive language strategy use by parents to encourage speech and language development during interactions with their children.

10.9 There has been a substantial increase in referrals to the SALT specialist service. Referral rates have more than doubled; this is as a direct result of the pathway. These children with communication and language needs would not previously have been identified as early prior to the implementation of the communication and language pathway. The high referral rate has created a challenge for the specialist speech and language therapy service and waiting times for initial assessment have increased. However, once assessed, the children and families will access appropriate advice and support to ensure that

children reach their potential in communication and language before they begin school.

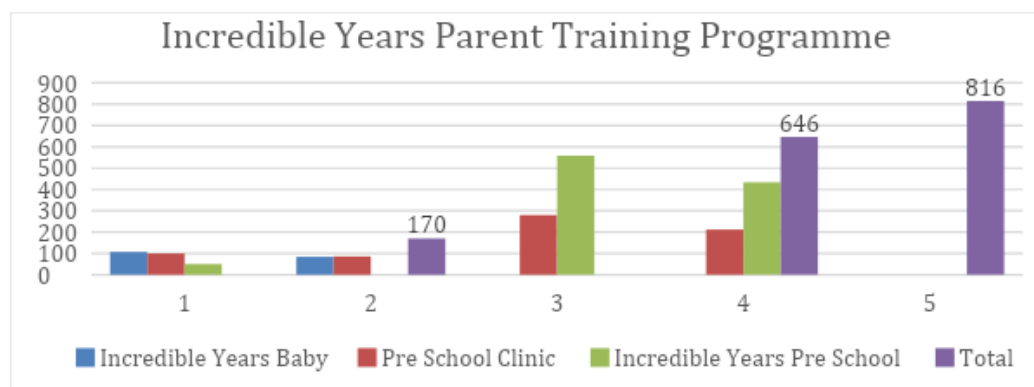
11.0 Support for Parenting

11.1 The Children and Parenting Service (CAPS) is a multi-agency, early intervention service delivering high quality, evidence based interventions to Manchester's most vulnerable children and their families. All CAPS interventions are delivered to targeted families with clinically significant problems such as poor attachment, child conduct, parental depression, parental anxiety or lack of confidence and risk of harm or neglect. There is overwhelming evidence that failing to tackle these problems early on in preschool leads to poorer life chances.

11.2 Parenting Pathway

- CAPS scaled up effectively to ensure 7,800 under 5's (20% of the school population) have benefited from receiving a CAPS evidence based intervention.
- 78% retention rates on parenting courses.
- Higher levels of increased parenting confidence and mental health.
- 354 children moved from clinical range of conduct disorder behaviour problems to non clinical range.
- 62 parents moved from clinical to non-clinical range on a standardised measure of clinical depression.

11.3 Incredible Years (IY) Parent Training Programme, Webster-Stratton (Parent Survival Courses in Manchester)



11.4 From April 2018 – March 2019 CAPS has reported on the delivery of interventions to 816 children from birth to 5 years.

11.5 The success of the intervention is measured by the use of clinically significant impact measures:

- In clinical range on the Eyberg Child Behaviour Inventory (above 125 on total score and above 11 on problem score) and / or
- In clinical range on the Beck Depression Inventory (above 14) and / or

- In clinical range on the Abindin Parenting Stress Index (above 88) and / or
- In 'at risk' of harm / neglect range on the Index of Need.

- 11.6 **Eyberg Child Behaviour Inventory**, before intervention 194 children out of 353 were in clinical ranges for conduct disorder behaviour problems. Within one month 124 children moved from clinical to non-clinical ranges on a standardised measure of child behaviour problems. This represents 64% of the cohort. By three months 100% of children moved to non-clinical ranges.
- 11.7 **Beck Depression Inventory**, before intervention 170 parents out of 363 were deemed in clinical range. 106 (62%) parents moved from clinical to non-clinical ranges on a standardised measure of clinical depression.
- 11.8 **Karitane Parenting Self Confidence Scale**, before intervention all parents were targeted and 63% were either lacking in parenting confidence to a clinically significant level, were at risk of developing clinical problems or at risk of harm and/or neglect. 52% parents recorded increased parenting confidence following this intervention.
- 11.9 Such dramatic improvements in behaviour in young children will lead to higher school attainment and lower antisocial behaviour, resulting in financial and social savings.
- 11.10 Each child with untreated behaviour problems costs an average of £70,000 by the time they reach 28 years of age. All of these measures show that post intervention the majority of those seen successfully move out of the clinical range for intervention. Work continues to assess longer term impact and CAPS continues to work with children in the Early Years who remain within the clinical range.
- 11.11 Reducing and preventing parental depression is crucial as left untreated it can have negative effects on child development, school readiness and anti-social behaviour. In addition, parents can be less economically active and more financially dependent on the state.

12.0 Summary of Impact

12.1 Impact of the Early Years Delivery Model / Key Performance issues

- 12.2 Overall from April 2015 to date the EYDM has had a good reach and the impact from the model is supporting earlier identification and prevention.
- Our integrated working approach has seen the targeting of over 4,300 families following completion of an EHA. (Early Help Assessment)
 - In the 12 months up to 31st March 2019 Early Years Outreach Workers supported 23,208 children universally e.g. through attendance at stay play and learn sessions; 6,711 children received targeted support e.g. through attendance at a play and talk session.

- Each Sure Start Children's Centre has developed strong partnership working arrangements with local Schools and PVI settings which has helped to ensure a positive reach to children and families. Currently 93% of the 0-5 population are registered with a SSCC with 70% reached.
 - The Health Visiting Service has firmly embedded stages 1 to 5 of the 8 stage delivery model and there is an offer of the Healthy Child Programme to 100% of eligible children but challenges remain to increase the take up of this offer. Actions to improve on uptake have been outlined in this report.
 - The Health Visiting Service has achieved an improvement in performance despite staffing pressures and a recognised need for additional staff.
 - The Commissioned Children and Parents service (CAPS) have effectively scaled up to ensure that approximately by the end of 2018 7,800 children have benefited from this intervention and there is good evidence of impact.
 - Commissioned Speech and Language service have ensured the effective early identification of language needs. Workforce development has seen the city wide roll out of the communication and language pathway with, Health Visitors, Community Nursery Nurses, Early Years Outreach Workers and setting practitioners trained to deliver the WellComm intervention. 1st April 2018 - 31st March 2019 saw the completion of 1,889 Wellcomm screens.
- 12.3 Going forward the EYDM steering group will continue to monitor the impact of the model and will via the Start Well Board ensure that actions to improve school readiness are supported by locality working, by closer integration with Early Help Hubs and the school cluster model.
- 12.4. A subgroup of the EYDM steering group has now been established supported by Performance, Research and Intelligence and is analysing data to understand the trends and impact of the model. The group will make recommendations based on its analysis and identify strategies to address any performance issues as they arise. By September 2020 we will be in a position to analyse data in relation to children who have been through all 1-8 stages of the Model; stage 8 being the Good Level of Development (GLD) measure at the end of the Foundation Stage.

13.0 Conclusion

- 13.1 Our early years services are central to achieving improved outcomes and reducing inequalities, our challenge is to ensure we deliver year on year improvements and we have identified actions and governance arrangements to achieve this. However, as the data/evidence indicates whilst establishing a solid evidence base and approach there remains more to be done with only 68% and 66% of children receiving a developmental check at 9 months and 2

years respectively and the 'good level of development' gap for children in Manchester stubbornly 5% adrift from national averages; the key area for focus is literacy and numeracy.

- 13.2 Whilst the issues impacting on the development of children and their readiness to learn is multifaceted, as we move forward with the progression of the Children's Services locality model, alignment with Manchester Local Care Organisation and Bringing Services Together for People in Places, we have an opportunity to ensure that the strengths/successes of our current work is enhanced and developed further; bringing added value and connectivity in localities. The aim will be for Manchester's children and their families to receive coordinated and effective targeted support that draws on evidence based interventions.
- 13.3 Finally, we have clarity on our service delivery model for early years and early help and how this will inform our locality arrangements and our future relationship with the Manchester Local Care Organisation. This is essential is we are to realise our ambition for our children and families to have a safe, healthy, happy and successful future; one that starts in their first 1000 days.

14.0 Recommendations

14.1 Children and Young People Scrutiny members to:

- 1) Consider the progress and impact being achieved by the early years offer.
- 2) Review actions and next steps to improve outcomes.
- 3) To receive a future report on the outcome of the Local Government Association Peer Challenge our Early Years provision and on Quality Assurance arrangements.
- 4) To note the Health Visitor requirement for additional staffing and support as required.

Manchester City Council Report for Information

Report to: Children and Young People Scrutiny Committee – 4 September 2019

Subject: Update on National School Absence 2017/18 and Autumn Term 2018/19, Manchester's Provisional Absence Data for HT1-5 2018/19 and School Attendance Statutory Action

Report of: Director of Education

Summary

This report provides an update on the school absence for the academic 2017/18 comparing Manchester's school absence data with national. It also reports on the national absence data for the autumn term 2018/19 for primary and secondary schools and Manchester's provisional school absence data for HT1-5 in 2018/19. The report shows overall, Manchester school attendance was better than national in 2017/18 and provisional data for 2018/19 shows that attendance and persistent absence is likely to be better than national for both primary and secondary schools. The Local Authority works in partnership with schools and uses a range of statutory powers as well as other interventions including access to Early Help to ensure that children in the City attend school regularly. Attendance of pupils with SEND remains lower than for pupils without SEND and attendance at special school continues to be lower than national. Consequently, work with both special and mainstream school to improve attendance of pupils with SEN remains a key area of focus.

Recommendations

Members are asked to consider and comment on the information and review the next steps within the report.

Wards Affected: All

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	Improving educational outcomes will contribute to Manchester's young people becoming happy, safe and highly skilled and have increased life chances. Improved educational outcomes will enable Manchester's young people to contribute to the economic growth and take advantage of the job opportunities created.
A highly skilled city: world class and home grown talent sustaining the city's economic	Improving educational outcomes amongst the Manchester school population is essential for young people to gain qualifications and contribute

success	to Manchester's economic success.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Analysis of pupil groups' attainment allows for identification of priorities with the aim of improving attainment outcomes for all children and particularly children eligible for Free School meals, disadvantaged children, children with SEND. Improving attainment outcomes will ensure all young people have the best possible opportunity to succeed.
A liveable and low carbon city: a destination of choice to live, visit, work	An improving school system will make Manchester an attractive place to live and work. Investment in modern, energy efficient and high quality education infrastructure drives reductions in carbon across the estate of schools.
A connected city: world class infrastructure and connectivity to drive growth	Continued improvements in education will enhance the City's attractiveness to potential residents and contribute to the development of high quality neighbourhoods.

Contact Officer:

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

Name: Isobel Booler
 Position: Head of Schools Quality Assurance and Strategic Lead SEND
 Telephone: 07774005731
 Email: i.booler@manchester.gov.uk

Name: Tracey Dunn
 Position: Lead for School Attendance and Education Other than at School (EOTAS)
 Telephone: 07984130928
 Email: t.dunn@manchester.gov.uk

Background documents (available for public inspection):

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

Update on National School Absence HT1-4 2016/17 report to Young People and Children's Scrutiny Committee 5 December 2017.

1.0 Background

The Department for Education (DfE) published national school absence in May 2019 for the academic year 2017/18 and the Autumn Term 2018/19. Manchester's provisional absence data for half terms 1-5 2018/19 has also been released but the national data for this academic year 2018/19 will not be published until May 2020.

1.1 Introduction

School attendance in Manchester continues to be strength of the city and significant strides have been made to achieve improved levels of school attendance over the past 6 years. The majority of schools have adopted Manchester's model school attendance policy which has provided them with a robust and structured framework to work with. There is ongoing communication from the Local Authority attendance team with schools throughout the year to support them with a range of attendance matters either through direct support in school, workshops, attendance support helpline, modelling good practices to engage parents and city wide attendance conferences. Successful partnership working with the Early Help Hubs and the school attendance team has also provided schools with an invaluable resource in supporting with families that have a range of complex issues affecting their child/ren's level of attendance.

1.2 Summary

Overall absence rates in Manchester's primary and secondary schools are below the national average figures for 2017/18. A pupil is deemed to be persistent absent (PA) if they have missed at least 10% of school sessions at any point in the school year. The rate of persistent absence increased across all school phases in 2017/18, however this rate of increase was reflected at a national level. Manchester's secondary schools continue to be below the national average for persistent absence (PA) but PA rate for primary schools is above the national average.

The national data for overall absence in 2017/18 for pupils in primary schools receiving SEN support is the same as the national average and for pupils in secondary schools it is below the national average. The PA rate for pupils receiving SEN support in primary schools is above the national average and for secondary schools is below the national average. The PA rate for pupils in primary school with an EHCP is below the national average, however for secondary school pupils the PA rate is above the national average.

Manchester's provisional data for half terms 1 to 5 in 2018/19 shows that overall absence has improved compared with the same period in 2017-18. In primary schools, overall absence has decreased and in secondary schools overall absence has increased in 2018-19.

Manchester's persistent absence rate for primary schools has improved for half terms 1-5 2018/19, compared with the published DfE figures for Manchester in the Autumn term 2018/19.

For secondary schools, persistent absence has increased compared with the published DfE figures for Manchester for Autumn term 2018/19 but is 0.21 percentage points below the national average.

2.0 Validated National Absence data 2017/18 and Autumn Term 18/19 - Overall Absence

The national data for 2017/18 shows increased absence in secondary and special schools but absence has remained the same for primary schools. However, in Manchester overall absence for all schools remains one percentage point below the national average at 4.7%, despite a one percentage point increase in 2017/18.

2.1 Primary and Secondary Schools

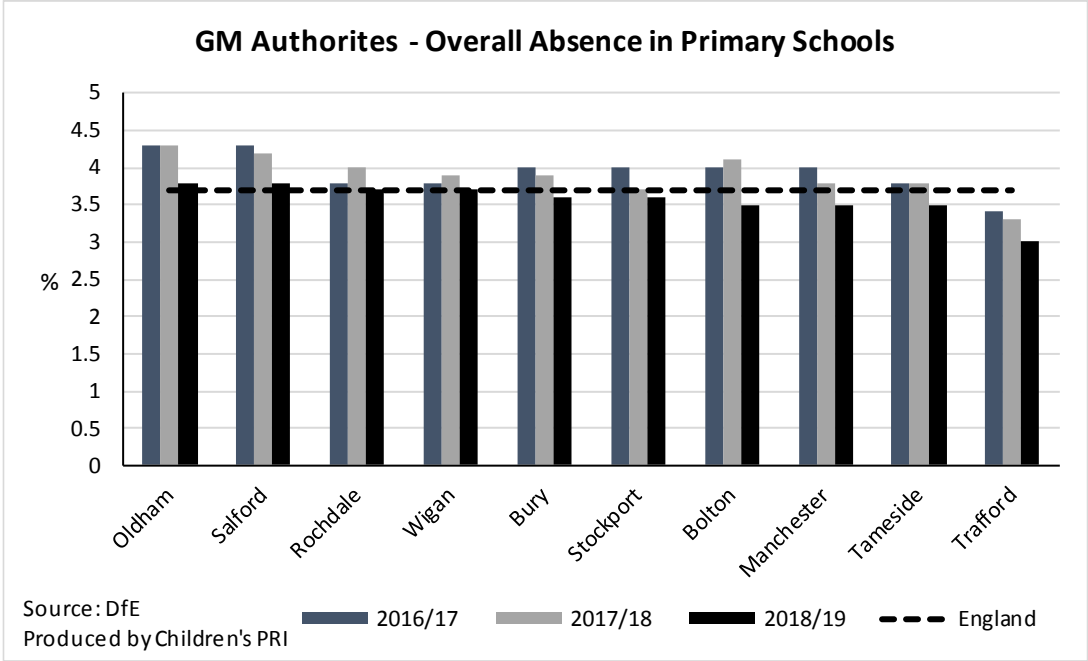
Overall absence in Manchester primary schools for 2017/18 was 4.10% and is below the national average of 4.20 %. The autumn term data for 2018/19 also shows that overall absence is 3.5%, again below the national average at 3.7%.

There was an increase in overall absence in secondary schools in 2017/18 compared to the same period in 2016/17. Overall absence in 2016/17 was 4.9% and increased to 5.2% in 2017/18. This increase was reflected on national level and therefore Manchester's overall absence was still lower than the national average, respectively at 4.9% and 5.2%. There was also an increase in overall absence in Autumn term 2018/19 compared to the same period in 2017/18. The autumn term data for 2018/19 is 4.6% compared to 4.5% in 2017/18 but still lower than the national average at 4.9% for both these periods of time.

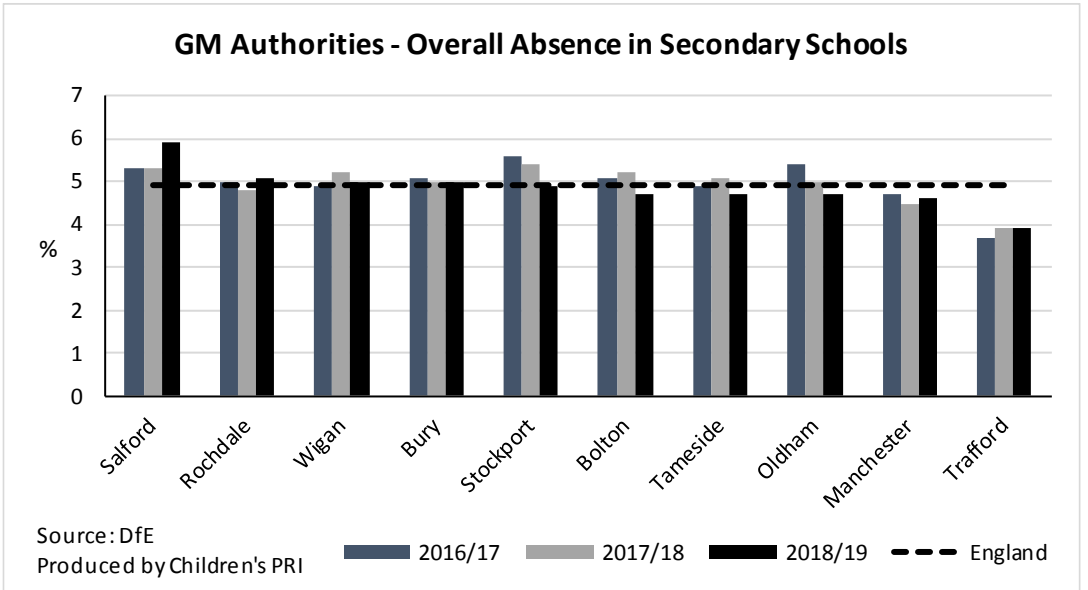
		Overall Absence					
		2014/15	2015/16	2016/17	2017/18	2017/18 HT1-2	2018/19 HT1-2
Primary	Manchester	4.0%	4.1%	4.1%	4.1%	3.8%	3.5%
	England	4.0%	4.0%	4.0%	4.2%	3.9%	3.7%
	Gap	0.0%	0.1%	0.1%	-0.1%	-0.1%	-0.2%
Secondary	Manchester	5.2%	4.9%	4.9%	5.2%	4.5%	4.6%
	England	5.3%	5.2%	5.2%	5.5%	5.0%	4.9%
	Gap	-0.1%	-0.3%	-0.3%	-0.3%	-0.5%	-0.3%

2.2 Greater Manchester Authorities

Compared with other authorities in Greater Manchester (GM), absence in Manchester primary schools is third lowest in the area, with Tameside and Trafford having lower absence rates. All GM authorities have improved their rate of absence compared with 2017/18.



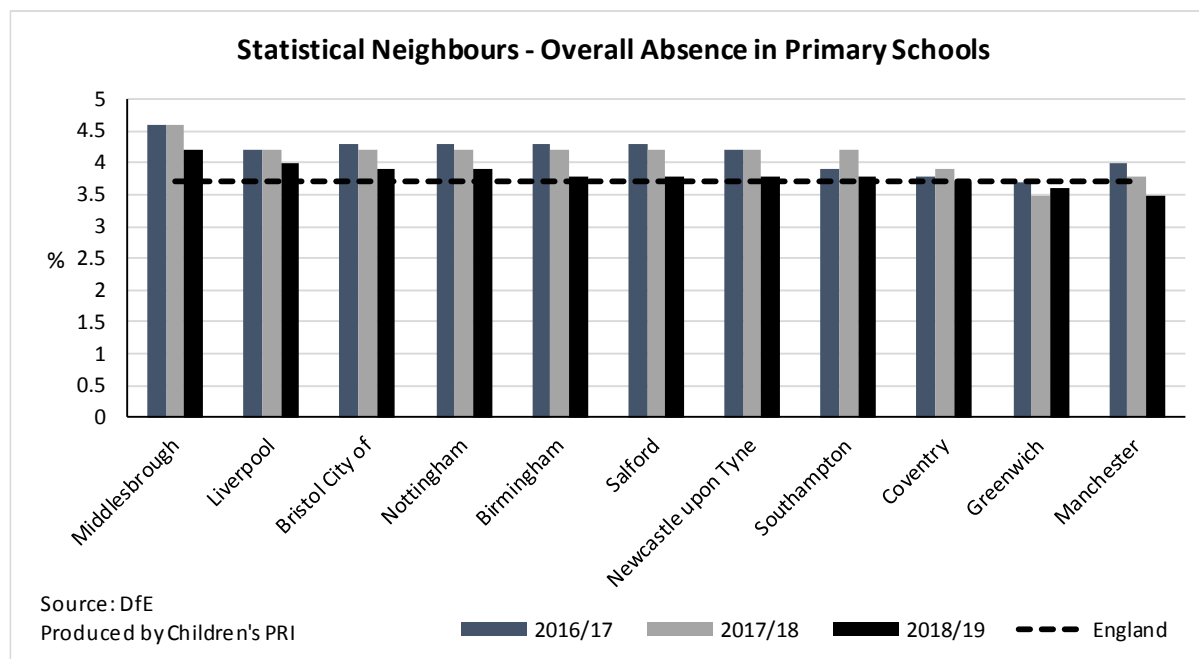
In secondary schools, Manchester has the lowest rate of overall absence amongst the ten greater Manchester authorities with only Trafford having a lower level of absence. Bolton, Manchester, Trafford are the only authorities with rates of absence below the national average in 2018/19.



2.3 Statistical Neighbours

Compared with our statistical neighbours Manchester has the second lowest rate of absence in both primary and secondary schools which is extremely positive.

Compared with statistical neighbour authorities, primary absence in Manchester is the lowest. This is an improvement compared to 2016/17 and 2017/18 where Manchester was above the national average. Only Manchester and Greenwich have rates of absence below the national average.



Manchester has the second lowest level of absence in secondary school. Manchester, along with Nottingham, Birmingham and Greenwich have rates of absence that are lower than the national average.

3.0 Validated National School Absence 2017/18 and Autumn Term 2018/19 - Persistent Absence (PA)

In 2017/18 the percentage of persistent absence (PA) in all Manchester schools was higher than the national average by 0.1 percentage points. The percentage of PA in 2017/18 has increased in Manchester's primary schools and remains higher than the national average. In secondary schools the PA increased but still remains below the national average in 2017/18. The national data for PA in the autumn term 2018/19 for primary and secondary has improved and is better than the national average.

3.1 Primary and Secondary Schools

The persistent absence rate in primary schools was 9.5% in 2017/18. This is an increase from 2016/17 of 1.10% where the figure was 9.40%. Despite this increase the rate of persistent in 2018/19 for the autumn term was 9.1 % which at this point in time is the lowest rate of PA for the past four years.

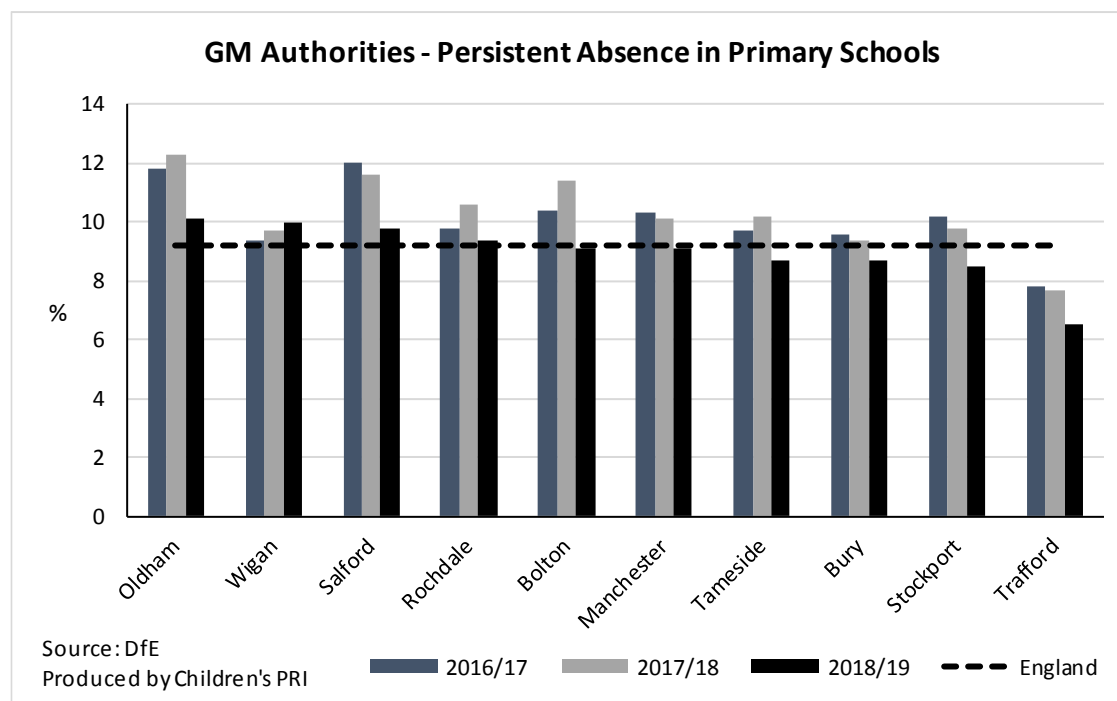
Persistent absence continues to be higher than the national average in 2017/18 of 8.70 but the gap with the national has narrowed.

In 2017/18 the rate of PA in secondary schools was 13.1%, an increase of 0.8%. Despite this increase Manchester's secondary schools' PA figures were still below the national average at 13.1% compared to the national average of 13.90%. Manchester's rate has seen a smaller increase than nationally so the gap with the national has widened to 0.8 percentage points.

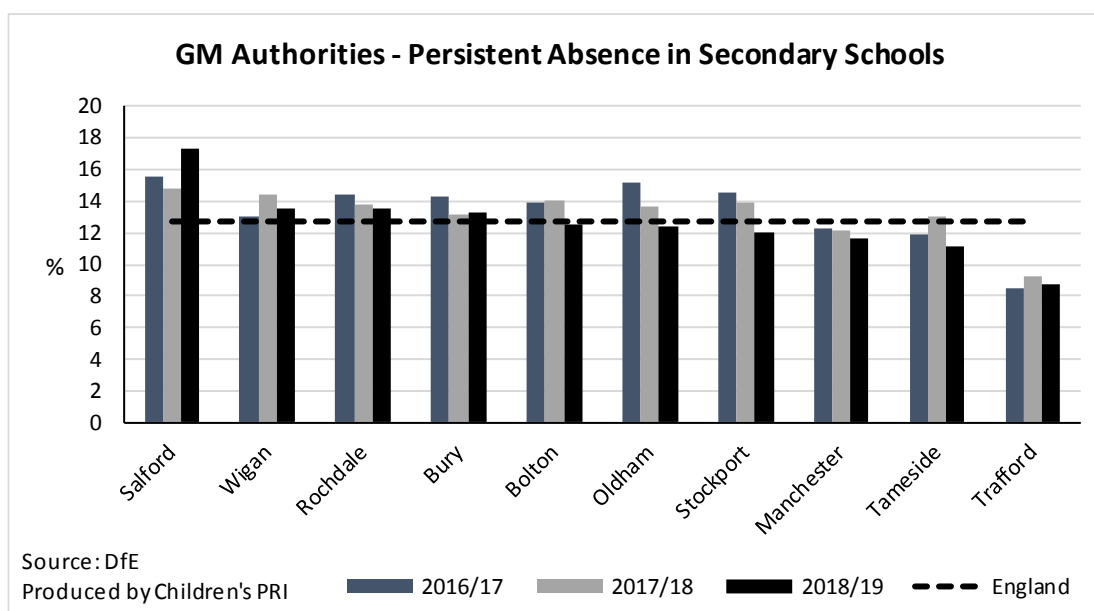
		10% Persistent Absence					
		2014/15	2015/16	2016/17	2017/18	2017/18 HT1-2	2018/19 HT1-2
Primary	Manchester	9.3%	9.4%	9.4%	9.5%	10.1%	9.1%
	England	8.4%	8.2%	8.3%	8.7%	10.1%	9.2%
	Gap	0.9%	1.2%	1.1%	0.8%	0.0%	-0.1%
Secondary	Manchester	13.8%	12.1%	13.0%	13.1%	12.2%	11.7%
	England	13.8%	13.1%	13.5%	13.9%	13.3%	12.7%
	Gap	0.0%	-1.0%	-0.5%	-0.8%	-1.1%	-1.0%

3.2 Greater Manchester Authorities

At a Greater Manchester (GM) level Manchester has the sixth lowest rate of persistent absence in primary schools and the third lowest rate of absence in secondary schools. The PA rate of absence for primary schools is above the national average compared to Tameside, Stockport, Wigan and Trafford.

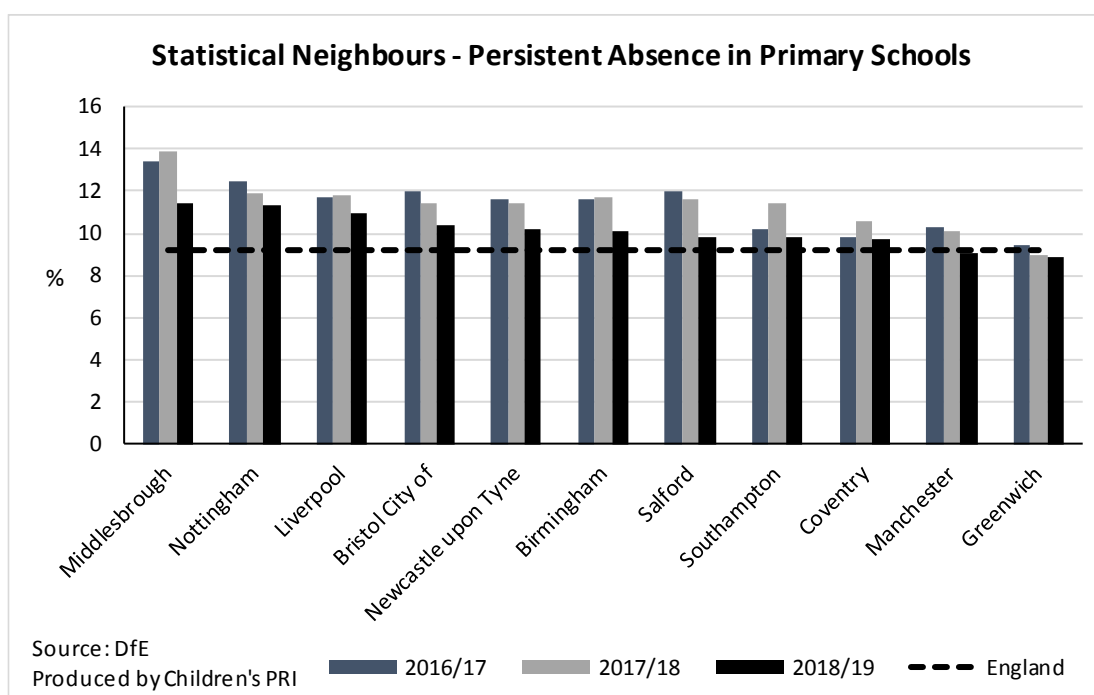


Whilst there has been an increase in the rate of PA for secondary schools Manchester has remained below the national average for the past three years.

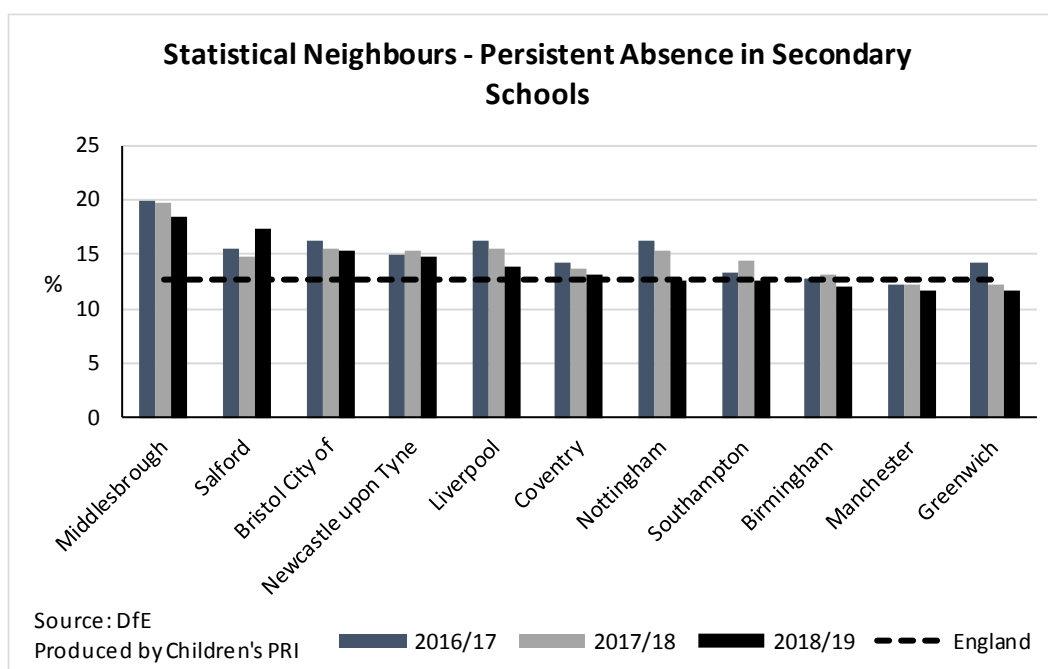


3.3 Statistical Neighbours

Compared with the statistical neighbour authorities, Manchester primary schools have the second lowest rate of persistent absence with only Greenwich having a lower rate. These are the only statistical neighbours to have a rate of persistent absence lower than the national average.



Manchester's secondary schools have the second lowest rate of persistent absence compared with their statistical neighbour authorities. Despite the fact that Greenwich has the lowest rate of PA for the Autumn term 2018/19, Manchester has consistently remained below the national average for the past three years.



4.0 National School Absence 2017/18 - Pupils with Special Educational Need and Disability (SEND)

Improving the attendance of pupils with special educational needs (SEN) is a key priority for Manchester. The absence rates for pupils in special schools remains higher than the national average for pupils with SEN support and for those with an EHCP. The absence data for special schools shows that absence for pupils with SEN support is above the national average - 22.40% compared to the national average of 19.90%. For pupils with an EHCP, absence in Manchester is 12.40% compared to the national average at 10.00%.

4.1 Overall Absence for pupils with SEND

Pupils receiving SEN support or those who have an EHCP in Manchester and nationally have a higher rate of absence than those without SEND. The national absence rates for both of these groups, SEN and EHCP have increased over the past three years with an overall absence rate of 6.3%, across all school phases.

The national data published in 2017/18 for overall absence in primary schools in Manchester shows that pupils with SEN support is the same as the national average at 5.50% and those who have an EHCP is below the national average at 6.70% compared to 6.80%.

		Primary		
		2015/16	2016/17	2017/18
Manchester	SEN Support	5.40%	5.30%	5.50%
	EHCP	5.90%	6.70%	6.70%
	No SEND	3.90%	3.80%	3.80%
National	SEN Support	5.30%	5.40%	5.50%
	EHCP	6.40%	6.60%	6.80%
	No SEND	3.80%	3.80%	3.90%

For pupils in secondary school overall absence for pupils with SEN support is also lower than the national average at 7.70 % compared to the national average at 8.00%. There is, however an increase in absence for pupils with an EHCP where absence is higher than the national average at 9.50% compared to 8.20%.

		Secondary		
		2015/16	2016/17	2017/18
Manchester	SEN Support	7.90%	7.70%	7.70%
	EHCP	8.10%	8.50%	9.50%
	No SEND	4.50%	4.70%	4.80%
National	SEN Support	7.50%	7.70%	8.00%
	EHCP	7.30%	7.70%	8.20%
	No SEND	4.80%	5.00%	5.10%

The absence rates for pupils in special schools remains to be higher than the national average for pupils with SEN support and for those with an EHCP.

		Special		
		2015/16	2016/17	2017/18
Manchester	SEN Support	20.80%	22.40%	22.40%
	EHCP	10.00%	11.40%	12.40%
	No SEND			
National	SEN Support	19.40%	20.50%	19.90%
	EHCP	8.80%	9.40%	10.00%
	No SEND			

4.2 Persistent Absence for pupils with SEND

In 2017/18, pupils in mainstream primary schools receiving SEN support have a PA rate of 15.20%, which is higher than the national average of 14.80%. The picture is different for pupils with an EHCP where the PA rate in Manchester is lower than the national average at 19.40% compared to the national average of 20.00%.

		Primary		
		2015/16	2016/17	2017/18
Manchester	SEN Support	14.90%	14.70%	15.20%
	EHCP	17.70%	18.70%	19.40%
	No SEND	7.80%	7.70%	7.90%
National	SEN Support	14.00%	14.30%	14.80%
	EHCP	18.70%	19.20%	20.00%
	No SEND	6.90%	6.90%	7.20%

This is reversed at secondary school where for pupils receiving SEN support in mainstream secondary the PA rate is 22.40% which is better than the national average of 23.60%. However, the PA rate for pupils with an EHCP attending secondary mainstream is 30.20 which is higher than the national average.

		Secondary		
		2015/16	2016/17	2017/18
Manchester	SEN Support	23.50%	22.90%	22.40%
	EHCP	22.90%	23.50%	30.20%
	No SEND	10.20%	11.10%	11.10%
National	SEN Support	22.40%	22.90%	23.40%
	EHCP	21.60%	22.20%	23.60%
	No SEND	11.30%	11.80%	12.20%

The PA rate for pupils attending a special school receiving SEN support is 54.80%, higher than the national average which is 52.30%. For pupils with an EHCP the PA rate in Manchester is 32.60% compared to the national average of 28.90%.

		Special		
		2015/16	2016/17	2017/18
Manchester	SEN Support	60.00%	50.00%	54.80%
	EHCP	30.60%	31.20%	32.60%
	No SEND			
National	SEN Support	50.30%	52.60%	52.30%
	EHCP	25.80%	27.50%	28.90%
	No SEND			

4.3 Next Steps to improve school attendance for pupils with SEND

- 4.4 The attendance team held a SEND Attendance conference for all schools in June 2019. The aim of the conference was to provide schools with practical advice and resources that will support them in improving the attendance of pupils with SEND. Key speakers delivered presentations which explored the

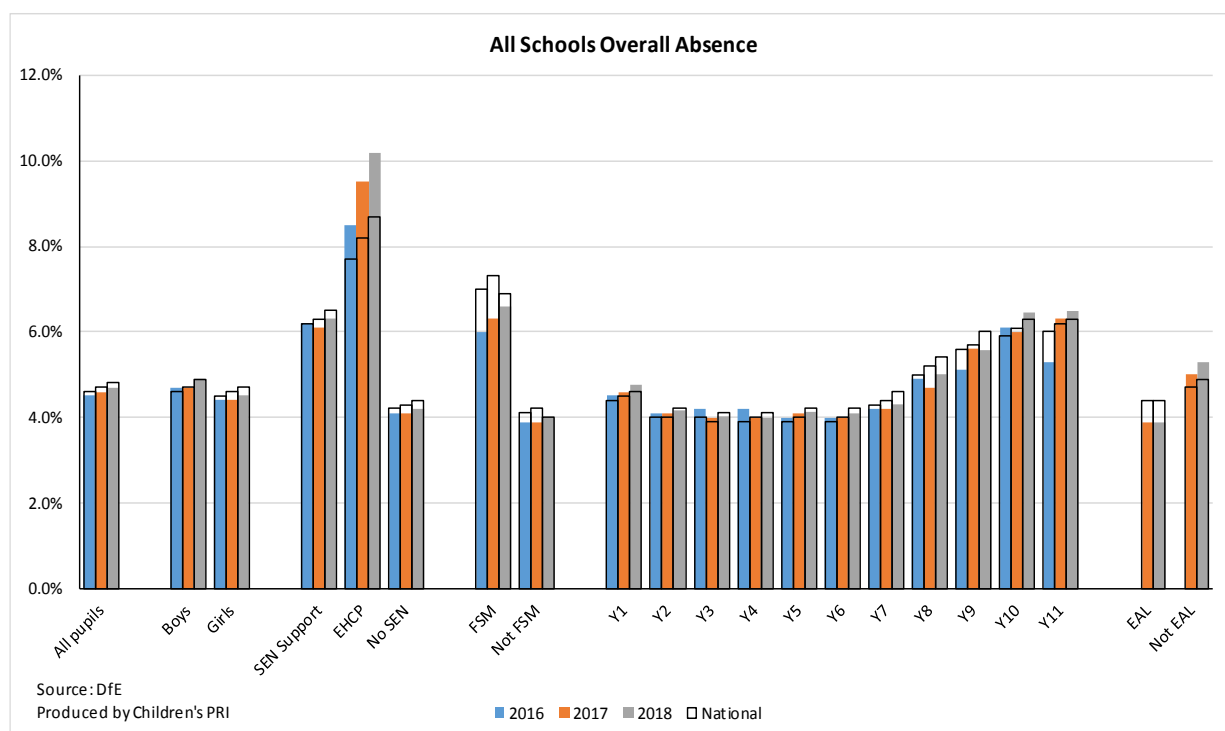
barriers pupils and families face on a daily basis in school and at home, which prevents them from achieving good and sustained attendance. The speakers shared a range of strategies/interventions to support pupils on the autistic spectrum and the characteristics and early signs of pupils at risk of NEET. Schools were also briefed on their legal obligations on off rolling pupils, pupils on part time tables, and the correct use codes to record attendance and absence.

- 4.5 The conference promoted insightful discussions between schools during the day. Schools identified that further training would be beneficial in supporting pupils with SEND, to improve attendance and most importantly to ensure that these pupils have a positive experience in school. Additional training was requested by schools for pupils with social, emotional, mental health issues (SEMH), pupils on the autistic spectrum, safeguarding, working with parents and challenging expectations for pupils with SEN. The planning for these workshops will be taking place during the summer holidays and be delivered in the autumn term.
- 4.6 A SENCO network was also held in June 2019, again with a focus on improving school attendance. The main themes from the network were that good communication is a key factor between schools and families to improve attendance. Schools were informed that it is critical to offer flexible packages of support in order to achieve improved attendance. They must also be prepared to take statutory action when all other avenues have been explored and failed. The key message being that – young people with SEND have a right to be in school.
- 4.7 All schools, including special schools where there is poor attendance have also received targeted support from the attendance team. Joint attendance panels with schools and the local authority have been conducted in many schools across the city. The panels have been held to improve the attendance for specific cohorts of pupils with persistent absence, pupils with SEND with a particular focus on social, emotional and mental health and school refusers. The presence of a local authority officer supporting these meetings, has in many cases improved the attendance of pupils, promoted positive communication and engaged parents in early help. Schools are encouraged to monitor the attendance of pupils and refer cases back to the school attendance team if attendance continues to decline. In these cases, parents are asked to attend a meeting at the town hall and are warned that statutory action may be taken.
- 4.8 The attendance team has also worked closely with special schools in modelling effective clear communication with parents in school and during home visits, writing chronologies and casework management where pupils have significant levels of absence. This work will continue in the next academic year and a template of effective and proactive questioning along with step by step guidance on improving attendance will be drawn up in partnership with schools to use.

- 4.9 The attendance team have modified Manchester's Model Attendance policy and produced a Disaggregated Attendance Policy for special schools. Special schools use the disaggregated register (DR) when a pupil has an EHCP and is unable to attend due to specific needs outlined in their plan. The school, in partnership with the pupil, parents and other services involved decide on an achievable level of attendance which is reviewed on a regular basis. This approach positively engages the pupil and parents in trying to achieve aspirational levels of attendance and it has proved to motivate pupils to sustain improved levels of attendance. The DR does not replace the official school register and attendance/absence is recorded in line with DfE legislation.

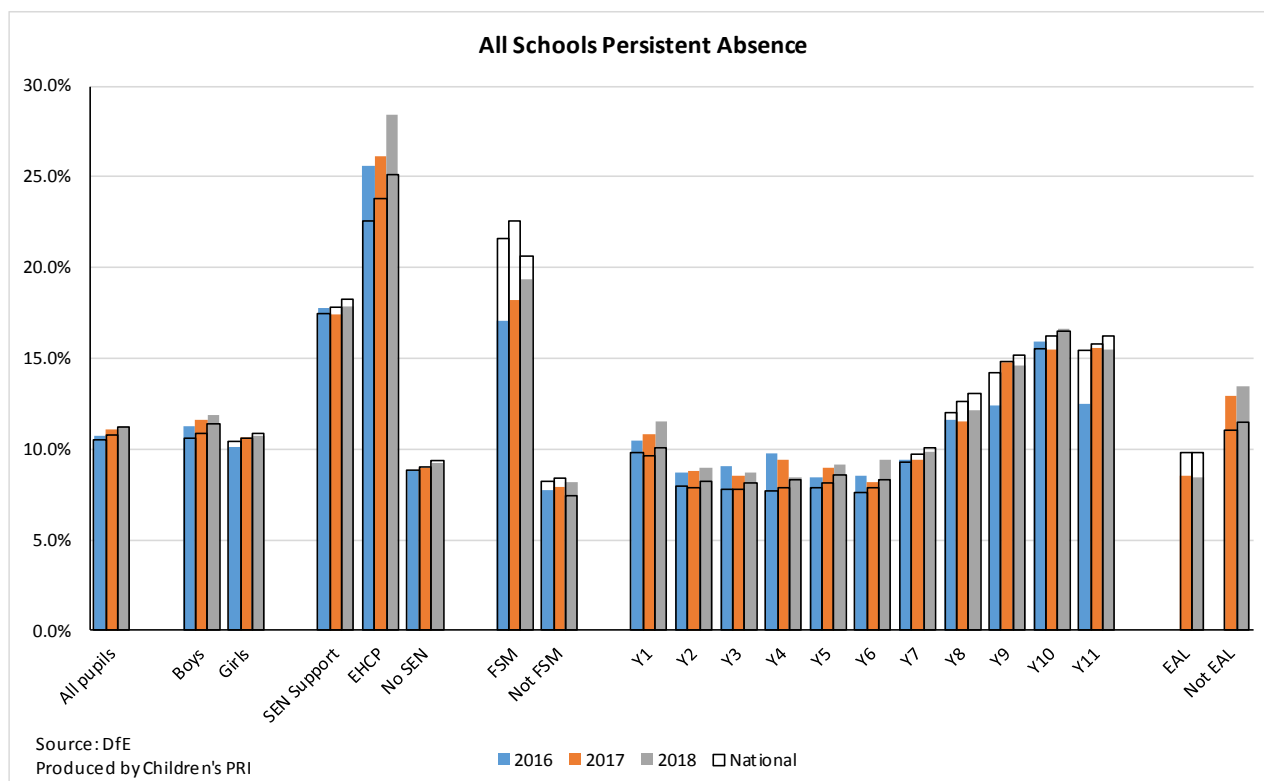
5.0 Validated National School Absence 2017/18 - Other Pupil Characteristics

- 5.1 Other pupil characteristics published and reported on are absence rates for gender, pupils eligible for free school meals (FSM), pupils whose home language is other than English (EAL) and absence rates in in year groups.
- 5.2 Boys have a higher rate of absence, compared with girls. In 2018, the rate of absence for boys in Manchester and nationally was the same at 4.9%, while the absence of Manchester girls was lower, at 4.5%, and 0.2 percentage points below girls nationally.
- 5.3 Both in Manchester and nationally, pupils who are eligible for free school meals (FSM) have a higher rate of absence than those who are not eligible. Manchester's FSM pupils have a lower rate of absence than FSM pupils nationally by 0.2 percentage points, at 6.6%. There is no difference between the absence rates of the Manchester and national non-FSM pupils.
- 5.4 Years 2 and 3 have the best attendance rate out of the year groups at 4% and Years 10 and 11 have the highest absence at 6.5%. In general, most year groups in Manchester have a better absence rate than the national equivalent group. The exceptions to this are Years 1, 10 and 11 where the gap to national is 0.2 percentage points. The year group with the best difference is Year 7 which is 0.3 percentage points better than national.
- 5.5 Pupils whose home language is other than English (EAL) have a better rate of absence than their English speaking counterparts. The rate of absence for EAL pupils in Manchester, 3.9%, is better than the national EAL cohort by 0.5 percentage points and that for all pupils.



5.6 Persistent Absence and pupil characteristics

- 5.7 The rate of persistent absence for boys in Manchester is higher than for girls, 11.9% compared with 10.7%. This mirrors the national picture, but Manchester's girls have a lower rate of PA than national (10.9%) while the PA rate for Manchester's boys is higher than national (11.4%).
- 5.8 The rate of PA for Manchester's pupils eligible for FSM, at 19.4%, is 1.2 percentage points better than the national cohort of 20.6%, although the gap has narrowed since 2017. In 2017, the rate for PA for pupils not eligible for FSM in Manchester was below the national average, at 7.9%, compared with 8.4%. This reversed in 2018 with the Manchester rate of 8.14% for non FSM pupils being 0.74 percentage points higher than the national average of 7.4%.
- 5.9 Year 10 has the highest rate of PA out of the Manchester year groups, with 16.6%, followed by Year 11 with 15.5% and Year 9 with 14.6%. Year 4 had the lowest PA rate with 8.5%. The rate of PA for all the secondary year groups is better than the national average, except Year 10, while the rate of PA for the primary phase year groups are all higher than the national. The biggest gaps to national are for Years 1 and 6 with 1.38 and 1.08 percentage points respectively.
- 5.10 EAL pupils in Manchester have a better rate of PA (8.4%) than those whose home language is English (13.5%), and EAL pupils nationally (9.8%).



6.0 Manchester Provisional Absence Data Half Term 1-5 2018/19

The data below covers absence rates in Manchester schools in half terms 1-5 for the academic year 2018/19. This data is provisional and cannot yet be compared to national. National data will be released in May 2020.

6.1 Overall Absence

Manchester's provisional overall absence in primary schools for HT1-5 shows a 0.12 percentage point improvement over DfE released results for HT1-2 18/19 for Manchester and is 0.22 percentage points below the national average for the same period in the previous year.

For secondary schools, the provisional overall absence for HT1-5 has gone up by 0.5 percentage points compared with the DfE released figures for HT1-2 18/19 for Manchester and is level with the national average for the same period the previous year.

		2015/16	2016/17	2017/18	HT1-2 2018/19	HT 1-5 2018/19
Primary	Manchester	4.1%	4.1%	4.1%	3.8%	3.68%
	England	4.0%	4.0%	4.2%	3.9%	
	Gap	0.1%	0.1%	-0.2%	-0.1%	
Secondary	Manchester	4.9%	5.1%	5.2%	4.5%	5.00%
	England	5.2%	5.4%	5.5%	5.0%	
	Gap	-0.3%	-0.3%	-0.3%	-0.5%	

6.2 Persistent Absence

Manchester's persistent absence rate for primary schools has improved by 0.45 percentage points for HT1-5 2018/19, compared with the published DfE figures for Manchester for HT1-2 2018/19. It is better than the national average for the same period the previous year by 0.55 percentage points.

For secondary schools, persistent absence has increased by 0.79 percentage points, compared with the published DfE figures for Manchester for HT1-2 2018/19 and is 0.21 percentage points below the national average based on the data from the previous year.

		2015/16	2016/17	2017/18	HT 1-2 2018/19	HT 1-5 18/19
Primary	Manchester	9.4%	9.4%	9.5%	9.1%	8.65%
	England	8.2%	8.3%	8.7%	9.2%	
	Gap	1.2%	1.1%	0.8%	-0.1%	
Secondary	Manchester	12.1%	13.0%	13.1%	11.7%	12.49%
	England	13.1%	13.5%	13.9%	12.7%	
	Gap	-1.0%	-0.5%	-0.8%	-1.0%	

7.0 School Attendance Statutory Action

- 7.1 In Manchester statutory action is successfully used as an intervention to improve rates of absence. The school attendance team has a robust electronic process in place where schools can request statutory action for unauthorised absence starting from 5 sessions of absence (2.5 days). The type of statutory action taken is dependent on the level of absence and number of past offences committed which can result in the issue of a penalty notice, prosecution or a formal caution.
- 7.2 The majority of schools use statutory action and there has been a significant increase in statutory action requests from schools in the last 2 years. The aim of statutory action is always to secure regular attendance for the pupil and not as a punitive measure to punish parents.
- 7.3 Schools requesting statutory action for parents, has in many cases been a catalyst to improved communication with school and/or engagement in early help. It is important to note that cases presented to the Magistrates for prosecution are cases where there has been a consistent and persistent lack of engagement/communication from the parent/s with school, early help and other support agencies. This eventually leads poor and persistent patterns of absence leaving the authority no other choice other than to take legal action.
- ### 7.4 Penalty Notices
- 7.5 The data below shows the number of penalty notices issued over the past 4 years. The decline in 2016/17 is perceived to be due to the 'Platt vs Isle of Wight' case which eventually went to the Supreme Court and was upheld in April 2017. The majority of schools now request penalty notices which has

contributed to the continuous improvement in absence rates. In addition to this it also demonstrates that schools have clear and consistent processes and systems in place and take prompt action when patterns of unauthorised absence start occurring.

	15/16	16/17	17/18	18/19
Penalty Notices Issued	4540	3089	4032	7098
Unpaid Penalty Court Cases	250	773	900	666

7.6 Cautions

- 7.7 In September 2017 an additional level of intervention was introduced to the statutory action process for unpaid penalty notices. Where a penalty notice remained unpaid parents are given an option to sign a formal caution rather than the case going forward for a prosecution. By signing the caution parents are admitting that an offence has been committed in relation to the unauthorised absence of their child. The caution will apply for any other child/ren where unauthorised absence has occurred. Further unauthorised action after a caution has been signed may result in the case being escalated for prosecution. If a caution is not signed the case is submitted to legal services for a prosecution. The data below shows the number of cautions issued for this academic year.

	18/19
Cautions Offered	1064
Cautions Signed	398
Cautions Not Signed Penalty Notice Court Case	666

7.8 Police and Criminal Evidence (PACE) Notifications and Early Help

- 7.9 Where unauthorised absence remains to be persistent schools can request a PACE notification. This is a request to conduct a Police and Criminal Evidence (PACE) interview for the parent/s, providing them with the opportunity to discuss any issues they have in relation to their child/rens unauthorised absence.
- 7.10 Prior to September 2018 schools submitted a full court case to the school attendance team and a PACE was conducted based on the evidence provided and a decision was made after PACE whether to submit to legal for a prosecution. This process changed in September 2018 and the attendance team have been working closely with the early help hubs to ensure that parents have been provided with every opportunity to access support in order to improve the attendance of their child/rens and also to address other issues that are impacting on the family as a whole.
- 7.11 The early help attendance officers conduct a series of visits/meetings with the school and other services and encourage parents to engage in an early help assessment (EHA). Parents who do not engage in early help are referred back to the attendance team where a PACE interview is conducted and if appropriate the case is prepared for prosecution.

- 7.12 The partnership working with the attendance team and the early help hubs has been extremely successful in improving attendance and engaging parents in early help assessments. The table below shows a significant reduction in the number of direct prosecutions demonstrating the impact of the early help strategy.

	16/17	17/18	18/19
Direct Court Case Prosecutions	50	50	5
PACE Notifications	274	290	472

- 7.13 From September 2018 only five cases have been submitted to legal services for prosecution demonstrating the effectiveness of interventions from the early help hubs. From the 524 PACE notifications received from schools the outcomes have fallen into one of the following categories outlined below.

- 7.14 From the 472 PACE notifications:

- 323 attended a PACE interview and of these:
 - 203 were returned to school as attendance had significantly improved since the request for PACE and/or where appropriate parent/s agreed to engage in early help.
 - 32 did not attend PACE and the case is being prepared for prosecution.
 - 5 cases are with legal services.
 - 83 signed a caution at PACE and the case did not proceed to prosecution.
- 149 cases were referred to early the early help hubs and did not attend PACE.
 - 70 cases attendance had improved and no further was taken/ case returned to school for further monitoring.
 - 79 cases are still live cases with early help.

7.15 School Attendance Orders

- 7.16 The attendance team issue school attendance orders to parents when a parent/s fail to register their child of compulsory school age at an allocated school. Once statutory action has been instigated parents are given 45 days to register their child/ren at the allocated school. A home visit is conducted by the attendance officers in the early help hubs where there has been no communication from letters sent. This has proved to be successful in supporting parents to register their child at school and also signpost parents where there are complex family issues.
- 7.17 From September 2018 to the end of July 2019, a total of 678 referrals were received from admissions to instigate the statutory action process. The current data shows the following:
- 678 referrals from admissions.
 - 641 school attendance notifications issued.

- 558 cases either resulted being registered in school, emigrated, moved to another local authority, tracked as whereabouts unknown.
- 120 are currently active – 36 school notification, 61 school attendance order, 13 in the PACE process, 10 cases with legal services.

8.0 Key Priorities

Manchester City Council are committed to continued improvement of attendance outcomes. There are a number of key priorities outlined below that will be addressed in 2019/20.

- Plan and deliver workshops on SEND and attendance with a focus on pupils with SEMH and school refusers.
- Develop special school attendance networks to support improved attendance with a continued focus on pupils with SEND.
- Monitor the use of part time timetables for pupils and appropriate action where necessary.
- Analyse off rolling data to ensure that schools are following the correct processes before removing a pupil from the school roll.

8.1 Actions to Support Continued Improvement of School Attendance

- Continue to embed the processes that support the early help offer prior to taking statutory action;
- Measure the impact of early help intervention for all cases referred to school attendance where this is offered as an alternative to prosecution;
- Continue to deliver training to schools on an annual basis as well as termly attendance clinics;
- Continue to provide targeted support to schools with declining attendance patterns in order to reduce absence; and
- Regularly review processes to ensure that they provide schools with support required to improve attendance.

9.0 Conclusion

- 9.1 Promoting school attendance continues to be priority for the City. Overall, Manchester school attendance was better than national in 2017/18 and provisional data for 2018/19 shows that attendance and persistent absence is likely to be better than national for both primary and secondary schools. The Local Authority works in partnership with schools and uses its statutory powers as well as a range of other interventions including access to Early Help to ensure that children in the City attend school regularly. Attendance of pupils with SEND remains lower than for pupils without SEND and attendance at special school continues to be lower than national. Consequently, work with both special and mainstream school to improve attendance of pupils with SEN remains a key area of focus.

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**Manchester City Council
Report for Information**

Report to: Children and Young People Scrutiny Committee – 4 September 2019

Subject: Overview Report

Report of: Governance and Scrutiny Support Unit

Summary

This report provides the following information:

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

Recommendation

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

Contact Officer:

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

Wards Affected: All

Background Documents (available for public inspection):

None

1. Monitoring Previous Recommendations

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

Date	Item	Recommendation	Action	Contact Officer
5 September 2017	CYP/17/40 School Place Planning and Admissions	To request further information on the number of siblings who have been allocated places at different schools.	A response to this recommendation has been requested and will be reported back to the Committee via the Overview report.	Michelle Devine, Interim Head of Access
6 November 2018	CYP/18/55 Promoting Inclusion and Preventing Exclusion	To request that information on the final destination of pupils who attended the Secondary PRU following permanent exclusion be circulated to Members of the Committee.	A response to this recommendation has been requested and will be circulated to Members by email.	Amanda Corcoran, Director of Education
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 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.	This briefing will take place on 20 November 2019.	Rachel McKeon, Scrutiny Support Officer
19 June 2019	CYP/19/22 Manchester's Promoting	To request that the figures on fixed-term exclusions from the Secondary PRU this year be	A response to this recommendation has been requested and will be circulated to Members by email.	Amanda Corcoran, Director of

	Inclusion and Preventing Exclusion Strategy	circulated to Members of the Committee.		Education
19 June 2019	CYP/19/22 Manchester's Promoting Inclusion and Preventing Exclusion Strategy	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.	A response to this recommendation has been requested and will be circulated to Members by email.	Rachel McKeon, Scrutiny Support Officer
17 July 2019	CYP/19/27 Update on the Youth Justice Service	To arrange a visit for Members of the Committee to one of Youth Justice Services' premises.	This visit is being arranged and details will be circulated to Members.	Rachel McKeon, Scrutiny Support Officer
17 July 2019	CYP/19/29 Delivering Children's Services in a Locality	To request that the presentation slides be shared with all Elected Members, along with a covering note explaining the context, and that information on the session on children's services for all Members also be included.	The presentation slides and covering note were circulated to all Elected Members by email on 14 August 2019, with details of the session on children's services to be forwarded when available.	Rachel McKeon, Scrutiny Support Officer

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 August 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
Liquid Logic 2018/01/08A 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
Capital Investment in schools Ref: 2016/02/01D The approval of capital expenditure in relation to the creation of school places through new builds or expansions.	City Treasurer (Deputy Chief Executive)	Not before 1st Mar 2019		Business Case	Amanda Corcoran, Director of Education a.corcoran@manchester.gov.uk
Early Years & Education System (EYES) Implementation	City Treasurer	Not before 1st Jul 2019		Checkpoint 4 business case	Ross Milhench r.milhench@manchester.gov.uk

Subject / Decision	Decision Maker	Decision Due Date	Consultation	Background documents	Officer Contact
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	(Deputy Chief Executive)				
Leaving Care Service - Seymour Road. 2019/05/21C 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
Q20347 Consultant for EYES data Migration. 2019/04/25A 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 – September 2019**

Wednesday 4 September 2019, 10.00am (Report deadline Friday 23 August 2019)				
Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
Manchester Safeguarding Children Board (MSCB) Annual Report	To receive the MSCB's Annual Report.	Councillor Bridges	Paul Marshall / Julia Stephens-Row	
Child Sexual Exploitation	To receive a report which provides context to the LGA Peer Review and an update on progress that has been made against areas identified for further development	Councillor Bridges	Paul Marshall	
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/Julie Heslop Nasreen King	See 2 January 2018 minutes
School Attendance	To receive a report on school attendance.	Councillor Bridges	Amanda Corcoran/ Isobel Booler	
Overview Report	The monthly report includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.	-	Rachel McKeon	

Wednesday 9 October 2019, 10.00am (Report deadline Friday 27 September 2019)				
Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
Manchester Curriculum for Life	To receive an update report.	Councillor Bridges	Amanda Corcoran	See July 2018 minutes

				Invite Chair of Economy Scrutiny Committee
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
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/Julie Daniels	See May 2018 minutes
Overview Report		-	Rachel McKeon	

Wednesday 6 November 2019, 10.00am (Report deadline Friday 25 October 2019)				
Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
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"> • The integration of Early Help and Early Years • Manchester Locality Plan as it relates to services for children and young people • Manchester's Transformation Plan for Children and Young People's Mental Health and Wellbeing • Reducing Infant Mortality 	Councillor Bridges Councillor Craig	Paul Marshall/ Maria Slater (CAMHS)/ David Regan/ Sarah Doran/Ian Trodden (MLCO)	See November 2016 and January 2019 minutes Invite Chair of Health Scrutiny Committee and the

				Mental Health Champion
Early Help	To receive an update report.	Councillor Bridges	Paul Marshall/ Julie Heslop/ Jo Dalton	See September 2018 minutes
Overview Report		-	Rachel McKeon	

Items To Be Scheduled				
Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
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
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
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"> citywide school exclusion performance data once the 2017-18 validated exclusions data is 	Councillor Bridges	Amanda Corcoran	See June 2019 minutes

	<p>published, including information on the reasons for exclusions.</p> <ul style="list-style-type: none"> • an update on the work to promote consistent, legally-compliant information-sharing at transition stages. • 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. 			
Supplementary Schools	To receive a further report on supplementary schools at an appropriate time.	Councillor Bridges	Amanda Corcoran	See November 2018 minutes
Update on the Youth Justice Service	To request an update report in 12 months' time to include anonymised case studies and information on the issues that Members raised at the meeting on 17 July 2019, including children with SEND and Black and Minority Ethnic (BAME) children in the Youth Justice system.	Councillor N Murphy	Paul Marshall/ Marie McLaughlin	See July 2019 minutes Invite Chair of Communities and Equalities Scrutiny Committee
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
Regular items				
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	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	Councillor Bridges	Paul Marshall	See May 2018 minutes

Reviewing Officer Report)	existing children's homes including best practice within other local authorities and models of practice.			
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	To receive regular reports regarding attainment and attendance. Future reports to include: <ul style="list-style-type: none"> 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 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 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 	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	To receive regular reports on SEND.	Councillor	Amanda	

Needs and Disability (SEND)		Bridges	Corcoran	
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[A report on Changes to Lancasterian Sensory Support Service was removed from the Work Programme with the agreement of the Chair.]

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