



MANCHESTER SAFEGUARDING  
ADULTS BOARD

# MANCHESTER SAFEGUARDING ADULTS BOARD

## 2018/2019 Annual Report

*'Ensuring every citizen in Manchester is able to live in safety,  
free from abuse and neglect.  
Everyone who lives and works in the City has a role to play.'*

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

The report is produced by Manchester Safeguarding Adults Board (MSAB) relating to activities during 2018/19.

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, 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 work of the Board or wish to find out more you can contact Manchester Safeguarding Adults Board on tele: 0161 234 3330 or email: [manchestersafeguardingboards@manchester.gov.uk](mailto: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.

# Contents

- 1. Chair's Foreword**
- 2. Executive Summary**
- 3. About Manchester**
- 4. Statutory Framework and how we deliver**
- 5. Our priorities for 2018/19**
- 6. What have we done?**
  - Making Safeguarding Personal
  - Adult Safeguarding Conference
  - Self-Neglect and Hoarding Strategy and Toolkit
  - Adult Sexual Exploitation (ASE)
  - Complex Safeguarding Conference
- 7. Safeguarding Adult Reviews and Lessons Learned**
- 8. Progress against our business priorities (subgroup reports)**
  - Learning From Reviews (LRFSG)
  - Communications and Engagement
  - Learning and Development (L&D)
  - Complex Safeguarding
  - Quality Assurance Performance Information (QAPI)
  - Safeguarding Adults Review Subgroup (SARSG)
- 9. Budget**
- 10. Future Challenges and Priorities**
- 11. Appendices**

## 1. Chair's Foreword

Welcome to the annual report of Manchester Safeguarding Adults Board (MSAB) which covers the period April 2018 to March 2019.

Manchester Safeguarding Adults Board brings together a number of agencies across the city to ensure that there is a joined up approach to Adult Safeguarding. Safeguarding means protecting an adult's right to live in safety, free from abuse and neglect. It is about working together to support people to make decisions about the risks they face in their own lives, and protecting those who lack the mental capacity to make these decisions

In 2017 we developed a strategic plan and priorities which was undertaken jointly with the Manchester Safeguarding Children's Board. This has rolled forward into 2018/19. This report provides an update of the work that has taken place through the MSAB 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 Children's Board and we have held several meetings in which the areas in common to the two Boards have been explored.

This report contains information on the learning from a Safeguarding Adults Review and details on strategies developed, training delivered and findings from audits. We have launched a modern slavery and human trafficking strategy; held a complex safeguarding conference exploring the different aspects of complex safeguarding and the sharing of information on the new complex safeguarding hub; engaged a theatre group to facilitate a conference which was aimed at practitioners and managers exploring having difficult conversations in the context of making safeguarding personal; and the completion of a self-neglect strategy and toolkit.

Because of the close agendas of both the Boards and the opportunity presented through legislation which requires that new multi-agency safeguarding arrangements have to be established by September 2019 for Children it is intended to have one overall safeguarding board by September 2019. The development of one board for adults and children 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. Within the new arrangements a decision has been made to no longer have an independent chair and for the three statutory partners of police, Local authority and Clinical Commissioning Group to each take on a chairing or a representative role.

The vision of the Manchester Safeguarding Adults Board is "ensuring every citizen in Manchester is able to live in safety, free from abuse and neglect. Everyone who lives or works in the city has a role to play". 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. 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

This report details the progress we have made around all of our priorities set out in the 2018/19 Business Plan, 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.

This report provides the Safeguarding Adults Board with assurance regarding safeguarding arrangements in Manchester.

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 adults, including advising them on ways to improve.

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

The 2018/19 priorities were as follows:

1. Engagement and Involvement
2. Complex Safeguarding
3. Transitions
4. Neglect and self-neglect

Key activities in 2018/19 include:

- Publication of 1 Safeguarding Adult Review: SAR AB, which is summarised at section 7.
- A Making Safeguarding Personal (MSP) task and finish group was established to ensure that as a Partnership we understand Making Safeguarding Personal and that it is embedded in everything we do (linked to Priority 1)
- The MSB held a half day learning event in June 2018, with the focus on having difficult conversations in the context of Making Safeguarding Personal, utilising a drama company – Afta Thought. The event provided an opportunity for front line practitioners, managers and support staff to discuss the challenges that professionals meet when working with and supporting adults and or their families (linked to Priorities 1 and 4)
- A multi-agency task and finish group was established to look at our response to self-neglect, attended by colleagues from health services, adults social care, housing, the Police and fire service. This resulted in the Manchester Self Neglect and Hoarding Strategy and Toolkit (linked to priority 4)
- Launch of the MSB Manchester Modern Slavery and Human Trafficking Strategy (2018-2020) in May 2018. The impact of this strategy is due for review but early feedback shows evidence of improvement in awareness and responses to Modern Slavery and Human Trafficking both within the workforce and our community (linked to priority 3)

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;
- a smaller, but more vulnerable, population of older people;
- The population growth in Manchester has 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 a 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.

Although the Manchester population contains a smaller proportion of older people than other parts of the country, the older people that do live in the city tend to have poorer health and experience poorer health earlier in their lives, placing greater demands on health and social care services.

In 2015-17, life expectancy at age 65 in Manchester was the lowest in England and Wales for both men and women.

Data gained from Manchester City Council shows the below:

#### **Section 42 and safeguarding enquiries**

(SOURCE: Manchester City Council Safeguarding Adults Collection (SAC) 2018/19)

- *Section 42 enquiries - these are defined as where a concern (alert) results in a full safeguarding investigation.*
- *Completed section 42 enquiries – these are defined as where an investigation has been concluded and outcomes agreed.*
- *Safeguarding Concerns – defined as a concern for the safety of an individual.*

During 2018/19 there were:

- 8884 safeguarding adult concerns raised, 1751 of which progressed to enquiry (Section 42 or other)
- 2972 DoLs (Deprivation of Liberty Safeguards) were requested, 1112 of those were granted.

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](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 adults at risk are in need of safeguarding support and these are the areas where the MSAB focuses much of its work.

## 4. Statutory Framework and how we deliver

This annual report is compiled in line with the Care Act 2014 and details achievements and progress made and considers forward planning to address emerging themes and any developing risks and challenges.

The Care Act 2014 says:

- Each local authority must establish a Safeguarding Adults Board (a “SAB”) for its area.
- The objective of an SAB is to help and protect adults in its area in cases of the kind described in section 42(1).
- The way in which an SAB must seek to achieve its objective is by co-ordinating and ensuring the effectiveness of what each of its members does.
- An SAB may do anything which appears to it to be necessary or desirable for the purpose of achieving its objective.

Manchester Safeguarding Adults Board meets every two months and focuses on how we are implementing the Business Plan, the priorities within it and the impact our action is making towards safeguarding outcomes for our adults.

Board members are required to commit to 80% attendance at meetings over the year period. Those members who do not meet this attendance rate are contacted by the Independent Chair. A full list of membership as of March 2019 can be found at [Appendix 1](#).

The Board has statutory responsibility for completing Safeguarding Adults Reviews (SAR) by overseeing the screening, conduct and publication of SARs and other learning reviews. This work is supported by the Safeguarding Adult Review Subgroup, Learning from Reviews Subgroup and the Learning and Development Subgroup.

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 MSAB Executive Group manages the Boards 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, along with any reports that will be presented to the Board.

The Risk Register details actions taken to mitigate specific safeguarding risks to ensure the Board is properly managing strategic safeguarding risks throughout the year.

The group also, where necessary, commissions policy or practice task and finish groups to examine specific cases or areas of practice more fully.

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

The Board and Subgroups are supported by the Manchester Safeguarding Boards Business Unit.

## 5. Our Priorities for 2018/19

The 2018/19 MSAB Business and Strategic Plan details priorities and actions for the forthcoming year. The 2018/19 strategic plan can be found at [Appendix 3](#).

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

<p><b>Engagement and Involvement</b> - Listening &amp; learning; hearing the voice of adults; Making Safeguarding Personal</p>	
<p><b>We will:</b></p> <ul style="list-style-type: none"> <li>• Listen to the views of adults</li> <li>• Make sure their voices are heard and are at the centre of what we do</li> <li>• Put adults in control of decisions about their care and support</li> <li>• Be proactive in making adults aware of emerging issues and how we'll deal with them</li> </ul>	<p><b>We have:</b></p> <ul style="list-style-type: none"> <li>• Set up a multi-agency Making Safeguarding Personal (MSP) Task &amp; Finish group</li> <li>• Engaged with citizens when reviewing our priorities for 2019/20</li> <li>• Delivered an Adults Conference with focus on MSP</li> <li>• We have listened to service user feedback</li> </ul>
<p><b>What will change?</b></p> <ul style="list-style-type: none"> <li>• We will know what adults think and take account of it when we make plans</li> <li>• We will know those views are taken account of when agencies set up and make changes to services.</li> </ul>	
<p><i>PRACTICE EXAMPLE:</i></p> <p><i>Greater Manchester Fire and Rescue Services (GMFRS) Safe and Well offer is heavily person centred and the wishes of the individual themselves is a key factor. Whenever a person is identified as being at risk of harm/abuse/neglect actions are always taken with consent where this is possible. Where consent has not been obtained but concerns are such that a safeguarding action is deemed to be necessary, this is always done sensibly and sensitively.</i></p>	

<p><b>Complex Safeguarding</b> - Domestic Violence &amp; Abuse (DV&amp;A), Female Genital Mutilation (FGM), Sexual Exploitation, Radicalisation, Organised Crime, Trafficking &amp; Modern Slavery, So-called Honour Based Violence</p>	
<p><b>We will:</b></p> <ul style="list-style-type: none"> <li>• Ensure that the complex safeguarding issues listed are tackled effectively and that adults at risk are protected</li> <li>• Seek assurance from Community Safety partners that safeguarding issues are considered throughout the response to domestic violence and abuse</li> <li>• Work with housing providers, the voluntary sector &amp; communities to raise awareness of complex safeguarding issues and how to tackle them.</li> </ul>	<p><b>We have:</b></p> <ul style="list-style-type: none"> <li>• Published Manchester Modern Slavery and Trafficking Strategy</li> <li>• Supported the development of the Adult MASH and Complex Safeguarding Hub</li> <li>• Developed a series of seven minute briefings including Criminal Exploitation and Coercion and Control</li> <li>• Heard from Community Safety Partners who provide the Complex Subgroup with thematic updates re Domestic Violence &amp; Abuse, Female Genital Mutilation etc., raising any concerns to the Board</li> <li>• Commissioned services to identify issues earlier and increase safety of victims / survivors</li> </ul>

### What will change?

- We will be assured that adults at risk are effectively and consistently protected from harm, or supported if it does occur.

#### PRACTICE EXAMPLE:

*The Guinness Partnership (Housing Association) - Staff routinely complete a Domestic Abuse, Stalking and Harassment (DASH) risk assessment with every Domestic Abuse Anti-Social Behaviour case and referrals to Multi Agency Risk Assessment Conference has been completed as a direct result of the DASH scoring. Guinness are working across the business to improve our domestic abuse service offer to both customers and staff. Guinness signed a 'Making a Stand' pledge committing us to taking action to support people experiencing domestic abuse.*

## Transitions - Moving from child 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:

- Heard from the Transitions Planning Team to ensure 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 & support benefit from a simple, effective and safe response as they make the change from child to adulthood.

#### PRACTICE EXAMPLE:

*Adult Social Care (ASC) - 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 out of the family home took place prior to his 18th birthday and the young person (now an adult) now enjoys access to the countryside and 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 - Adults at risk of self-neglect, wilful neglect or neglect by omission are safeguarded and supported

### We will:

- Work with partners to assure ourselves that wilful neglect or neglect by omission is recognised and addressed
- Seek assurance that there is an effective multi-agency response to the issue of hoarding
- Seek assurance that there are appropriate responses in place for those at risk of self-neglect

### We have:

- Completed a self-neglect multi-agency audit
- Completed an MSB Self Neglect and Hoarding Strategy and Toolkit to launch in 2019.

## What will change?

- We will have greater understanding that adults at risk of neglect are being safeguarded

### *PRACTICE EXAMPLE:*

**Manchester Foundation Trust (MFT):** *In line with key priorities of the Safeguarding Adults and Children Boards, it is proposed that 2 cross-cutting audits are undertaken this year alongside the audits carried forward.*

- *Audit 1 – Neglect*
- *Audit 2 - Making Safeguarding Personal / Voice of the Child.*

*These audits will span all services and give MFT a clearer picture on gaps and areas for development as well as areas of good practice. This will allow alignment with MSAB/MSCB key priority areas.*

*The Neglect Audit is a direct result of learning from Manchester SAR where in a number of cases positively identified and escalated by MFT staff, neglect was a key factor. This audit will incorporate how staff recognise adult neglect in general along with self-neglect.*

## 6. What have we done?

### Making Safeguarding Personal (MSP)

The MSAB Executive Group set up a multi-agency task and finish group to ensure that as a Partnership we understand Making Safeguarding Personal and that it is embedded in everything we do.

The group have reviewed the Making Safeguarding Personal agency responses to a specific MSP question posed in the 18/19 self-assessments and as a result, requested the Learning & Development Subgroup design and deliver training in this area. The group will continue to meet until we are assured that face to face training is adequate in this area and a positive impact is noted for our citizens and workforce.

### Adult Safeguarding Conference

In June 2018 the Manchester Safeguarding Board held a half day learning event focussing on having difficult conversations in the context of Making Safeguarding Personal. The event provided an opportunity for front line practitioners, managers and support staff to discuss the challenges that professionals meet when working with and supporting Adults and or their families. The training was attended by 81 people, the majority of whom were from MCC and NHS with a large spread of services and roles represented.

The conference was a success, with the use of a drama company receiving excellent feedback from the majority of participants. The data indicates that there was a high level of engagement between managers and attendees both before and after the conference. The majority of those who attended found the conference useful and had applied their learning to practice since the conference.

Here are some of the comments left on our Twitter:

*'Absolutely amazing and inspiring conference. Thank you'*

*'The best training I have ever been on. Great content acting and facilitation. The attendees were captivated'*

### Self-Neglect and Hoarding Strategy and Toolkit

The MSAB Executive Group established a multi-agency task and finish group to look at the Partnership response to self-neglect.

A workshop was held in April 2018 for front line practitioners to share their vision for the strategy and what they felt was needed in a Manchester strategy. This was followed by a series of task and finish meetings, attended by colleagues from health services, adults social care, housing, the Police and fire service designed the Manchester Self Neglect and Hoarding Strategy and Toolkit.

This can be found here: <https://www.manchestersafeguardingboards.co.uk/resource/self-neglect-advice-for-all/>

The Strategy was also informed by the results of the MSB self-neglect audit, which included some recommendations which have been added to the strategy and learning from an ongoing self-neglect thematic Safeguarding Adult Review.

### Adult Sexual Exploitation (ASE)

The Sexual exploitation delivery group focused on developing a wider approach to sexual exploitation to include adults who are being or at risk of being sexually exploited.

- Learning from a joint Serious Case Review / Safeguarding Adult Review from Newcastle was used to support the approach to this work.
- Online training has been revised and Adult Social Care have commissioned bespoke training to support their staff to better understand this area of work.
- Adult Sexual Exploitation was a focus of Manchester Safeguarding Boards Complex Safeguarding Conference in February 2019.
- 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.

## 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:

*“The guest speakers / workshop leaders were excellent, presenting complex information in an interesting way which has made me think about the way myself and my team approach more complex safeguarding. The content was really interesting - particularly around contextual safeguarding and the physiological effects of trauma on capacity decisions. The guest speakers were approachable and informative and both myself and a colleague from nursing felt there were real examples of positive practice and models of working that could inform our work with vulnerable adults.”*

*“I was highly impressed with all the contents and the delivery of 'MSB Safeguarding Complex Conference'. I liked the fact that collectively there was a shared responsibility between various multi-agencies, authorities, bodies and health care professional collaborating, supporting and working together to share information and statistics in Manchester and the surrounding areas at ways to promote safeguarding policies whilst also looking at strategies to prevent those who vulnerable or at high risk of being exploited. I felt that a high level of awareness was highlighted and raised based on some of the guest speakers that delivered speeches during the first part of the conference. I liked the fact that after lunch we were given the opportunity to participate in various workshops depending on the organisation that we were representing. Personally, I felt that I had acquired some new skills, knowledge and safeguarding approaches that will be beneficial as well as transferable into the workplace to help implement the best outcome to prevent some of these challenging areas and difficult issues that are being presented in relation to safeguarding those in Manchester.”*

## 7. Safeguarding Adults Reviews and Lessons Learned

The Care Act 2014 requires that a Safeguarding Adult Review (SAR) is carried out when the following criteria are met:

- There is reasonable cause for concern about how MSAB members or other agencies providing services, worked together to safeguard an adult; and
- The adult has died, and the MSAB knows or suspects that the death resulted from abuse or neglect (whether or not it knew about or suspected the abuse or neglect before the adult died); or, the adult is still alive, and the MSAB knows or suspects that the adult has experienced serious abuse or neglect.

During 2018/19, 28 SAR referrals were received, 5 of those were found to meet SAR criteria and reviews are underway and 1 SAR was published.

A thematic review has begun following the deaths of 7 people who were known to be rough sleeping or homeless. A thematic review of self-neglect has also commenced following the deaths of two people and the learning from this review has informed the self-neglect strategy.

### Published Reviews

SAR AB: Published May 2018.

#### Background:

AB's quality of life deteriorated following a life event and a diagnosis of Multiple Sclerosis in 1999. Over a 16 year period AB's contact with primary and specialist care became minimal resulting in what is referred to as self-neglect. AB suffered domestic violence including coercive control and financial abuse which contributed to their death in 2015.

#### Recommendations and Actions:

- The Board seeks assurance about the extent to which the challenges of self-neglect are now appropriately addressed through multi-agency policy and practice.
  - *In November 2018 the MSAB carried out a multi-agency case file audit on the theme of self-neglect which has resulted in further learning for the partnership and improvements to multi-agency policy and practice.*
  - *MSB Self-Neglect and Hoarding Strategy and Toolkit complete and was published in April 2019.*
- The Board carries out a review of multi-agency adult safeguarding training to ensure that appropriate emphasis is given to the issues of predatory behaviour and coercive and controlling behaviour.
  - *The DVA face to face training contains content on coercive behaviours. A 7 minute briefing has been published regarding Coercive Control;*  
<https://www.manchestersafeguardingboards.co.uk/resource/seven-minute-briefings/>
- The Board shares the details of this case with the Department for Work and Pensions (DWP) so that they can consider whether the process of claiming Carer's Allowance requires to be strengthened in order to prevent false claims.
  - *The DWP have been advised of the case and attended a meeting with the Business Unit in November 2018 where issues were shared and discussed.*
- The Board widely disseminates the learning from this SAR to practitioners from partner agencies involved in the safeguarding adult's agenda.
  - *Learning Event complete and shared with frontline practitioners and published on MSB Website.*

The full report and learning pack can be found on our website at:

[www.manchestersafeguardingboards.co.uk/safeguarding-adult-reviews](http://www.manchestersafeguardingboards.co.uk/safeguarding-adult-reviews)

## 8. Progress from our Subgroups

### Learning from Reviews (LfRSG)

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

The group made progress on the backlog of recommendations from previous reviews and a substantial amount of the actions on the Tracker have been progressed or completed.

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

A representative for Domestic Violence & Abuse now attends which has proved very useful.

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

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 subgroup focussed on three priorities – MSCB Neglect, Modern Slavery and Trafficking and MSAB service user engagement.

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.

The group also held an MSAB task and finish group which identified current service user groups that the MSB can utilise should service user input be required. Further progress is to be made regarding service user engagement.

### Learning and Development (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 Safeguarding Adults 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)

A new course was added to the training programme: - Working with Male Survivors of sexual abuse and sexual exploitation (commissioned). In addition to 2 x DHR events and 1 x SAR event. Large learning events included:- Complex Safeguarding Conference and Adults Safeguarding Conference.

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

The largest number of attendees were from MCC 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 L&D 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 Impact Evaluation 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 IE 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, back fill the Adults Training Coordinator post to continue to develop Adults face to face safeguarding training and revise the online Impact Evaluation survey for face to face training courses to reflect Adults Safeguarding.

## **Complex Safeguarding**

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 stands 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 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** – A gap was identified around the number of identified cases of Child Sexual Exploitation (CSE) and Adult Sexual Exploitation (ASE) for boys and young men, resulting in the commissioning of training from Survivors Manchester for 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. Manchester City Council – Adult Safeguarding also commissioned sexual exploitation training for frontline staff.

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

**DV&A** - 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

The CSP has funded and commissioned additional places on the Respect accredited ‘Bridging to Change’ behaviour change programme, which has continued to see highly positive outcomes being reported by both perpetrators and their non-violent partners

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

Manchester Health and Care Commissioning (MHCC) have funded the “Identification and Referral to Improve Safety” (IRIS) service which is a General Practice / third sector programme of domestic abuse training and a service provided by specialist domestic abuse workers. In the year prior to IRIS commencing there were less than 10 GP referrals per year to any DVA service. Since IRIS was commissioned, referrals have increased year on year; in 2017/18 785 patients were referred to IRIS and this increased in 2018/2019 to 826 referrals. The IRIS annual reports and evaluations demonstrate positive feedback from service users and professionals.

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

Council colleagues in Community Safety and Adult Services have worked with the Human Resource and Organisational Development team to update and refresh the workplace domestic abuse policy and guidance for managers, which is due for relaunch in the Summer of 2019. Related work has also been undertaken to promote the development of workplace domestic abuse policies and support amongst other employers in the city.

### **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, 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 (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.

### **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. This has included input from the Adult Multi-Agency Safeguarding Hub (MASH)

### **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.

### **Quality Assurance Performance Information (QAPI)**

Adults QAPI has developed over the last 12 months and the group have worked consistently to develop a comprehensive dataset of multi-agency key performance indicators. The dataset now includes long-term information over a three year period. Whilst the Adult QAPI group are pleased with the extent of the dataset the next step is to ensure a more informed commentary to explain the data obtained.

Adults QAPI have completed a Multi-Agency Case File Audit this year on self-neglect. The audit was contributed to by a wide range of partners and has since been reported on to the MSAB by the QAPI chair. The audit identified a number of recommendations for the partnership, and these recommendations are being progressed through a development plan. The audit also links with the proposed launch of the Manchester Self-Neglect Strategy and benchmarks the need for improvements in multi-agency safeguarding practice.

Adults QAPI was able to report on a good response to the August 2018 Adults Safeguarding Assurance Exercise. There were 41 responses received, including 18 from registered housing providers and 6 from commissioned organisations and partners. The summary of responses has been reported to the MSAB to enable a better overview of the areas where further work needs to take place to embed learning and MSAB Board priorities.

Attendance at the group has largely been good with the CCG Designated Team, Police, Adult Social Care, Manchester Foundation Trust, MCC Domestic Abuse lead and Community Safety Partnership, Performance Team, Greater Manchester Mental Health being consistent attendees. The group has also welcomed MCC Audit Team, and Homelessness throughout the year. There has been attendance from The Probation Service but some staffing changes have prevented consistent attendance.

The group have discussed the need to develop the dataset further and to ask all partner contributors to include a more comprehensive and meaningful commentary to accompany the data submitted. There have been occasions when QAPI members have sought further information to be reassured about increase or decrease from one quarter to the next. Likewise there is the need for QAPI to develop more fully what the core dataset needs to show, the consideration of a more effective means of presenting the data, consideration of areas to celebrate as a partnership, and also recognition of the areas that need more analysis, research or deep-dive to understand the root causes of issues.

Adults QAPI have had an agenda item over recent meetings to reflect the current period of change to the new Manchester Safeguarding arrangements. The group recognises the alignment of Adults and Children's QAPI within an assurance group framework, but further discussion is necessary to develop the structure, contributors and agenda for the joint meeting in future.

The group is also aware of the role of the voluntary sector who are key partners, but not currently represented within QAPI. There have been meetings over the last 12 months where attendance has been low, but in recent months this has not been problematic.

The challenge still remains for QAPI to be able to understand partnership safeguarding performance and improvement for Adult care across Manchester. The dataset is a good foundation to now build greater consideration in respect of what the information is telling the group, how the data can inform where there needs to be greater attention and how improvement can be effectively embedded.

Likewise QAPI is considering the role of closer scrutiny for partners and the role of challenge panels to really understand different agencies approaches and improvements, the role of the voluntary sector and how effectively we include the voice of individuals in the light of the recently completed multi agency audit and more effectively against the MSAB Board priorities.

The 2018 practitioner survey that was proposed for development has not yet taken place. There also remains the need to include service users more effectively in QAPI business, and to reflect the need to make safeguarding personal and unique to those concerned.

## **Safeguarding Adults Review Subgroup (SARSG)**

The function of the SARSG is to apply a duty in the Care Act 2014 which states that Safeguarding Adult Boards (SABs) must arrange a Safeguarding Adult Review (SAR) when an adult in its area dies as a result of abuse or neglect, whether known or suspected, and there is concern that partner agencies could have worked together more effectively to protect the adult. This is a statutory responsibility. Therefore part of the SARSG role is to apply the criteria to cases and additionally if the criteria is not met to also consider what other type of review or learning can be utilised.

The overall purpose of a Safeguarding Adult Review is to promote learning and improve practice, not to re-investigate or to apportion blame. Reviews are always conducted with full participation with family members and are led by an independent Author and usually via a panel of professionals and representatives from all agencies/ providers/ organisations. The objectives include establishing:

- lessons that can be learnt from how professionals and their agencies work together
- how effective the safeguarding procedures are
- learning and good practice issues
- how to improve local inter-agency practice
- Service improvement or development needs for one or more service or agency.

Lessons learnt are shared to maximise the opportunity to better safeguard adults with care and support needs, who are or may be at risk of abuse or neglect.

The function of the SARSG is also to monitor the progress of SARs that are underway and consider first drafts of reviews, providing feedback to the independent reviewer prior to the final review being considered by Board.

Examples of different types of reviews may be “thematic reviews” of which two have been commissioned and are underway. Firstly a thematic review of self-neglect and secondly a thematic review following the deaths of 7 people who were known to be rough sleeping and homeless. These reviews link significantly to wider strategies.

Some cases may follow a single agency route or form part of other statutory review processes such as Mental Health Homicide reviews and the group maintains oversight to ensure that any multi-agency themes can be recognised and shared.

A review of processes, referrals, themes and challenges is underway to ensure that the SARSG referral process is working alongside other statutory duties such as ongoing coronial and S42 duties. Partner attendance and engagement at the meetings continues to be good, with thorough and robust discussions. The volume of cases is a concern as the volume is high and has increased since last year.

## 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 MSAB held a joint Board meeting with the MSCB 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 SAR's. Responses to the MSB Priorities Service User Survey was also used to assist in the process.

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

*'Ensuring every citizen in Manchester is able to live in safety, free from abuse and neglect. Everyone who lives and works in the City has a role to play.'*

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 and the plans for the future, however as indicated a number of challenges still remain. The Risk Register for MSAB highlights that Making Safeguarding Personal is not yet fully embedded in our work and that citizens voices are not heard by the Board. As previously detailed, a Making Safeguarding Personal Task & Finish Group has been set up to ensure implementation across the Partnership and Engagement and Involvement remains as a priority for 2019/20 with a specific area on the new business plan to ensure we hear the voices of our children, young people and adult citizens.

A further challenge to the system is the number of adults who need care and support and as safeguarding awareness is raised it is likely to increase further. The adult MASH and the complex safeguarding hub provide an important resource to practitioners and ensure that particularly vulnerable service users are given an appropriate level of support.

As highlighted in the last annual report, the number of referrals for Safeguarding Adults Reviews have seen a significant increase in the last year. The process of reviews quite rightly takes time and resources from across the partnership. Critical to this process is to ensure that learning is shared across the partners and with such a large number of agencies it is vital that changes in practice are made and embedded. The current learning review in relation to a number of deaths of people who were rough sleeping and / or homeless is likely to provide a great deal of important learning which it will be vital to share widely.

As referenced in the foreword there will be one joint partnership board supported by two "executive" groups focusing on Adults and Children's issues and joint sub groups. It is intended to retain the SAR Subgroup which will

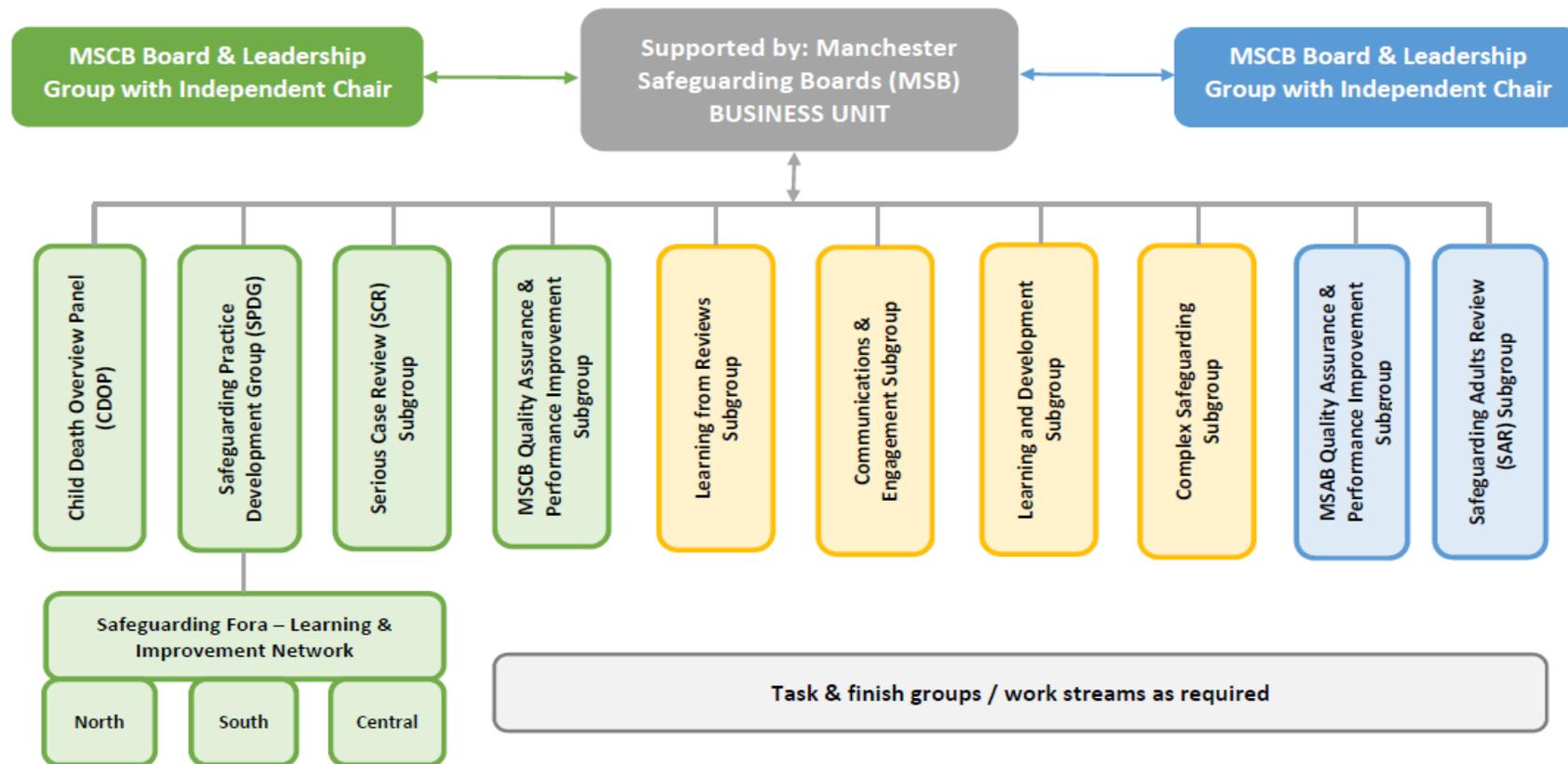
focus on the adult Safeguarding referrals and reviews. A separate task and finish group ensuring the implementation of the self-neglect strategy will also be in place. It will be important in these changes to ensure that the emphasis on Adult Safeguarding remains a high priority.

## 11. Appendices

### Appendix 1

<b>MSAB MEMBERSHIP LIST 2018/19 as of March 2019</b>	
Cheshire and Greater Manchester Community Rehabilitation Company (CRC)	Manchester City Council Population Health and Wellbeing Team
Clinical Commissioning Group (CCG)	Manchester City Council Elected Member Portfolio Holder
Greater Manchester Fire and Rescue Service (GMFRS)	Manchester Foundation Trust (MFT)
Greater Manchester Police (GMP)	Manchester Health and Care Commissioning (MHCC)
Greater Manchester Mental Health (GMMH)	Manchester Local Care Organisation (MLCO)
Healthwatch Manchester	National Probation Service (NPS)
Her Majesty's Prison Service (HMPS)	NHS England
Manchester Alliance for Community Care (MACC)	Northern Care Alliance (formerly Pennine Acute NHS Trust)
Manchester City Council Adult Services (MCC)	North West Ambulance Service (NWAS)
Manchester City Council Community Safety Partnership (CSP)	The Christie NHS Foundation Trust
Manchester City Council Housing	

## 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 comprising of Chief Nurse MLCO	MHCC Board (MCC & NHS)	Manchester Children's Board	Health & Wellbeing Board	Community Safety Partnership	Domestic Violence Forum	MCC Scrutiny
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## Appendix 3



April 2018

### SHARED STRATEGIC PLAN 2018/19



#### MSAB Vision:

Ensuring every citizen in Manchester is able to live in safety, free from abuse and neglect. Everyone who lives and works in the City has a role to play.

#### MSAB Objectives:

- To provide effective leadership, governance and partnership working to safeguard people
- To listen to, support and empower people
- To promote and raise awareness of safeguarding
- To be assured that adults at risk are being safeguarded
- To implement and monitor changes to ensure abuse or neglect does not happen again to others

#### MSCB Vision:

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.

#### MSCB Objectives:

- To be assured services for children and young people are targeted, responsive and efficient
- To do all we can to help children and young people lead happy, healthy and productive lives
- To learn from SCRs and other reviews and listen to the views of children and young people
- To ensure we have processes to audit our work and to measure its effectiveness and impact
- To demonstrate collective leadership across the Board and subgroups

#### Our overarching strategic priority:

- To be assured that safeguarding is effective across Manchester

#### Achieving our priorities for 2018/19:

- Engagement and Involvement, Complex Safeguarding, Transitions and Neglect are our key priorities
- We will support and challenge our partners against each priority
- Strong and effective governance and accountability are fundamental to assurance

#### Our key functions:

- Learning and Development (including reviews and investigations)
- Quality Assurance & Performance Improvement
- Communication & Engagement
- Standards, Policy & Practice

#### ENGAGEMENT and INVOLVEMENT

Listening & learning; hearing the voice of children & adults; Making Safeguarding Personal

##### We will:

- Ensure the views of children and adults are listened to
- Ensure their voices are heard and are at the centre of the decisions we make
- Ensure children and adults are in control of decisions about their care and support
- Be proactive in making children and adults aware of emerging issues and how we'll deal with them.

##### What will change?

- We will take the views of children and adults into account when the Board makes decisions.
- We will see greater involvement of children and adults in decisions about their future.

#### COMPLEX SAFEGUARDING

Domestic Violence & Abuse, FGM, Sexual Exploitation, Radicalisation, Missing, Organised Crime, Trafficking & Modern Slavery, So-called Honour Based Violence

##### We will:

- Ensure that the complex safeguarding issues listed are tackled effectively and that adults & 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.

##### What will change?

- We will be assured that adults & children at risk are effectively and consistently protected from harm, or supported if it does occur.

#### TRANSITIONS

Moving from child to adulthood in a safe and positive way

##### We will:

- Ensure partners are aware of the agreed transitions definition, as it relates to our member agencies and services.
- Ensure support is provided at all the points where individuals transitioning from child to adulthood may need care and support and provide any safeguarding requirements.

##### What will change?

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

#### CHILD 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

##### What will change?

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

#### ADULT NEGLECT

Adults at risk of self-neglect, wilful neglect or neglect by omission are safeguarded and supported

##### We will:

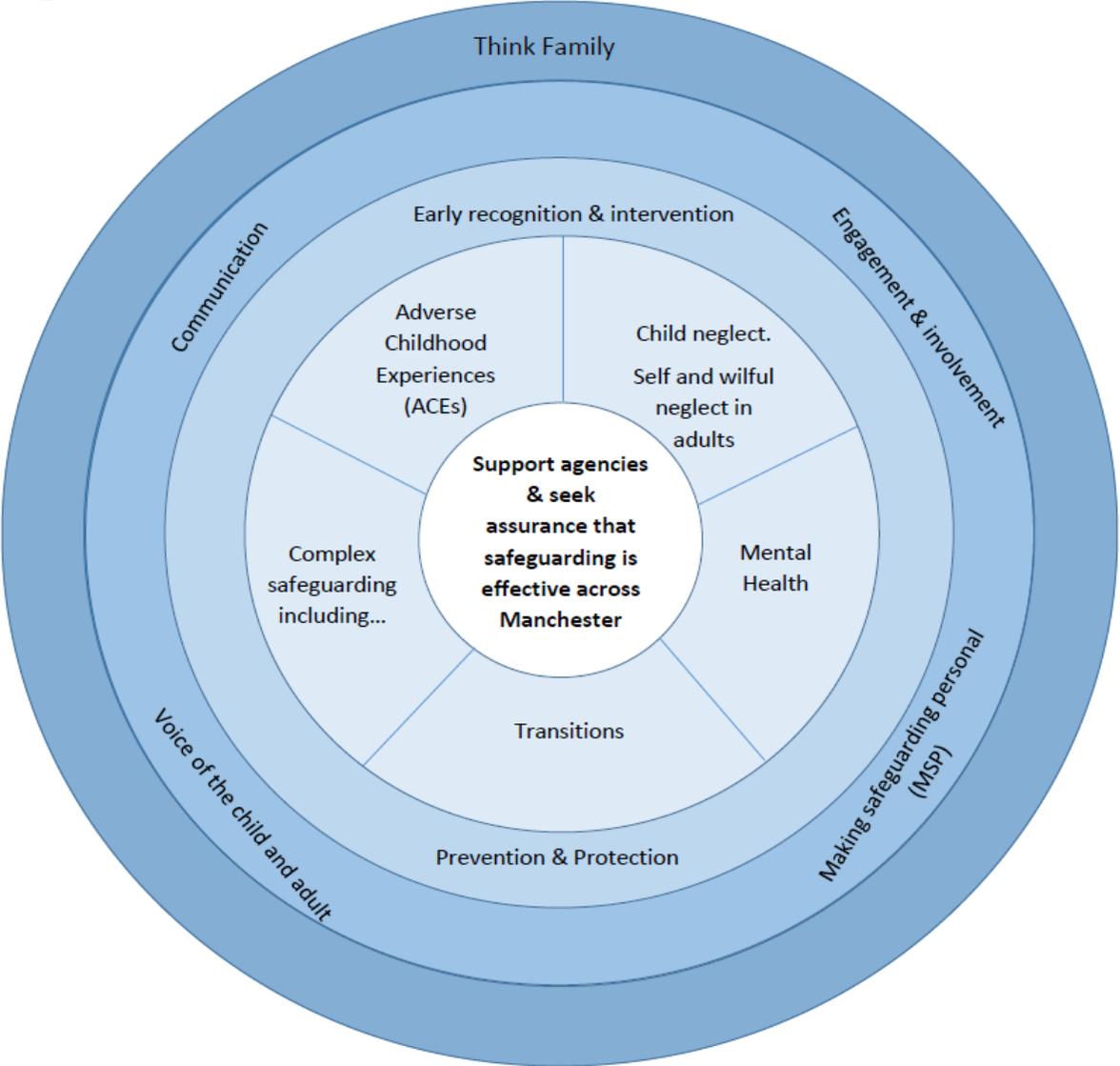
- Work with partners to assure ourselves that wilful neglect or neglect by omission is recognised and addressed
- Seek assurance that there is an effective multi-agency response to the issue of hoarding
- Seek assurance that there are appropriate responses in place for those at risk of self-neglect

##### What will change?

- We will be assured that adults at risk of neglect are being safeguarded.

Appendix 4

MSB Joint Strategic Plan 2019/20



## Appendix 5

MSB Combined Budget - April 2018 – March 2019.

<b>For the 12 Months ending 31.03.2019</b>				
	<b>Manchester Safeguarding Boards</b>			
<b>Cost Elements</b>	<b>Annual Budget</b>	<b>Budget to Date</b>	<b>Actual YTD</b>	<b>Var.YTD</b>
<b>PAY Costs</b>				
Total Pay Costs	475,028.84	475,028.84	420,644.08	-54,384.76
<b>Non-Pay</b>				
* 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
<b>TOTAL EXPENDITURE Board</b>	<b>740,148.58</b>	<b>740,148.58</b>	<b>672,267.55</b>	<b>-67,881.03</b>
<b>INCOME</b>				
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
<b>Total Revenue Income</b>	<b>-740,148.58</b>	<b>-740,148.58</b>	<b>-676,649.90</b>	<b>63,498.68</b>
<b>Over/Underspend</b>	<b>0.00</b>	<b>0.00</b>	<b>-4,382.35</b>	<b>-4,382.35</b>
<b>Note Reserves are £68,704</b>				