

GREATER MANCHESTER
**CHILDREN AND YOUNG
PEOPLE'S PLAN**
(2019-2022)



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“The voice of children and young people are at the heart of this plan.”

Purpose of the Plan

Our vision is to make Greater Manchester one of the best places in the world to grow up, get on and grow old. This means a place where all children have the best start in life and young people grow up inspired to exceed expectations. Our ambition is that every child in Greater Manchester has the skills, opportunities and aspirations necessary to negotiate early childhood, primary and secondary school, and education and employment.

This plan sets out how we will achieve this vision, in the context of our wider Greater Manchester ambition for inclusive growth, quality of place and life chances for the future. It will help us deliver on our key priorities within the Greater Manchester Strategy: Our People, Our Place (Appendix A), most notably ensuring **that all children start school ready to learn and young people are equipped for life**, as well as the ambitions of our Greater Manchester Children and Young People Health and Wellbeing Plan. It should act as a

reference point for our collective aims for children and young people in the city-region but also for individual organisations and district level plans.

The voice of children and young people are at the heart of this plan. It therefore needs to ensure that children and young people will be able to both contribute to and benefit from it. Our ability to respond to what our children and young people tell us matters to them will be a central theme that runs through the way we will deliver on the priorities described.



Context

Greater Manchester context

Greater Manchester is home to 898,000 children and young people under the age of 25 and this number is growing. The Greater Manchester population of under 25s is larger than the England average by two per cent, or 18,700 children. This population is forecast to rise to a plateau of 945,000 in 2032, which equates to a 5.6% increase, or 50,000 more children, compared to 2018. Children growing up in Greater Manchester are from diverse backgrounds and communities, and face some of the biggest challenges. Compared to the UK average we know that:

- Children growing up in Greater Manchester have a lower life expectancy than the national average.
- More children in Greater Manchester live in poverty.
- Children have worse health outcomes including more children with obesity and more children with asthma.
- More children are in the looked after system, a number that is increasing.
- Despite improvements in recent years, a third of Greater Manchester children start school not ready to learn.

This is all happening at a time when resources are shrinking and the nature of demand is becoming more complex. However, there are some real opportunities to tackle these challenges by working together.

Greater Manchester organisations already have a long history of collaboration, particularly in relation to children and young people. In recent years, we have developed common and consistent approaches to safeguarding as well as tackling specific issues that have a direct impact on the lives of our children and young people, such as complex safeguarding and mental health. This plan sets out how we will go further in the way we work together. Whilst statutory responsibility for children will remain with individual organisations, we recognise that greater collaboration can:

- improve the quality and consistency of services for children across Greater Manchester.
- improve the financial sustainability of services for children by introducing reforms that can support savings.
- support the spread and scale of innovation and best practice.

We are not starting from scratch in relation to addressing some of the big challenges that impact on

the lives of our children and young people. The Greater Manchester Children and Young People's Health and Wellbeing Framework for 2018-2022 supports the role of the Greater Manchester Children's Health and Wellbeing Board. It identifies ten objectives (see Appendix B), which will improve the physical and mental health and social wellbeing of children in Greater Manchester. Work is now underway on the first three objectives:

- improving the health of under fives so that they are ready to learn and thrive at school.
- improving access to mental health services for under 25s, as well as promoting emotional and physical wellbeing in schools.
- improving health conditions for children with long-term conditions such as asthma, diabetes and epilepsy.

Children's services across Greater Manchester have shown that they are already effective importers and exporters of innovation with models such as Achieving Change Together (a strengths relationship and evidence based model for working with young people at risk of exploitation) and Stockport Family (an integrated service model for children, young people and families) both receiving national recognition. Greater Manchester's local authorities are also recognised for effectively delivering on significant national priorities, such as the Troubled Families programme, positively impacting on improving the lives of many children and families.

Devolution gives Greater Manchester the opportunity to take greater control of our services for children and young people. This will ensure that we develop the services that children and young people need and give them a greater say over how we invest our resources to provide them with the best possible care. Greater Manchester has secured £743m investment from the Department for Education to invest in the spread and scale of innovation to improve services, establish a Greater Manchester Standards Board, and develop specific work to improve the offer for care leavers over the next three years.

This plan will contribute to the priorities of the Greater Manchester Strategy whilst also helping to increase our influence nationally by providing learning around how the current systems, processes and inspection regimes at a national level can restrict or advance our ambitions. This supports our aim for Greater Manchester to have a single conversation nationally around policy, legislative and financial flexibilities which support our ambitions and further strengthen our devolution offer.

This plan does not replace local priorities and contextual working but adds an overarching Greater Manchester framework for delivering on priorities shared by us all, with the aim of adding value through scale and combined ambition and resource.

Wider context

There is much evidence around what approaches will have the most impact on children and young people achieving their potential and this must inform the our approach in Greater Manchester. For example, we know that the foundations for virtually every aspect of development - physical, intellectual and emotional - are laid in early childhood. The earliest experiences shape a baby's development, and have a lifelong impact on mental and emotional health. This evidence directly supports our significant focus on early years.

We know that disadvantage starts before birth and accumulates throughout life, meaning that our response to need starts at conception and is followed through the life of the child into adulthood. This

supports our focus on taking a life course approach that recognises the importance of key transition points.

The importance of early intervention is well acknowledged in Greater Manchester and there is a growing evidence base through the work of organisations such as the Early Intervention Foundation. Greater Manchester has made significant progress in developing the capacity and capability of all services enabling earlier intervention to prevent issues from escalating. This is evident from the way that 'early help' models have developed in the last few years through a combination of local investment and national programmes such as Troubled Families. Prevention is also at the heart of many of the objectives in the Children and Young People's Health and Wellbeing Framework, particularly those that focus on the critical role of schools. In practice, this means children and families receiving the support they need, when they need it and from the right people in the communities they live in. Having a



common understanding of what an effective model of early intervention and prevention looks like within the context of a new model of public services should underpin all the priorities described within this plan.

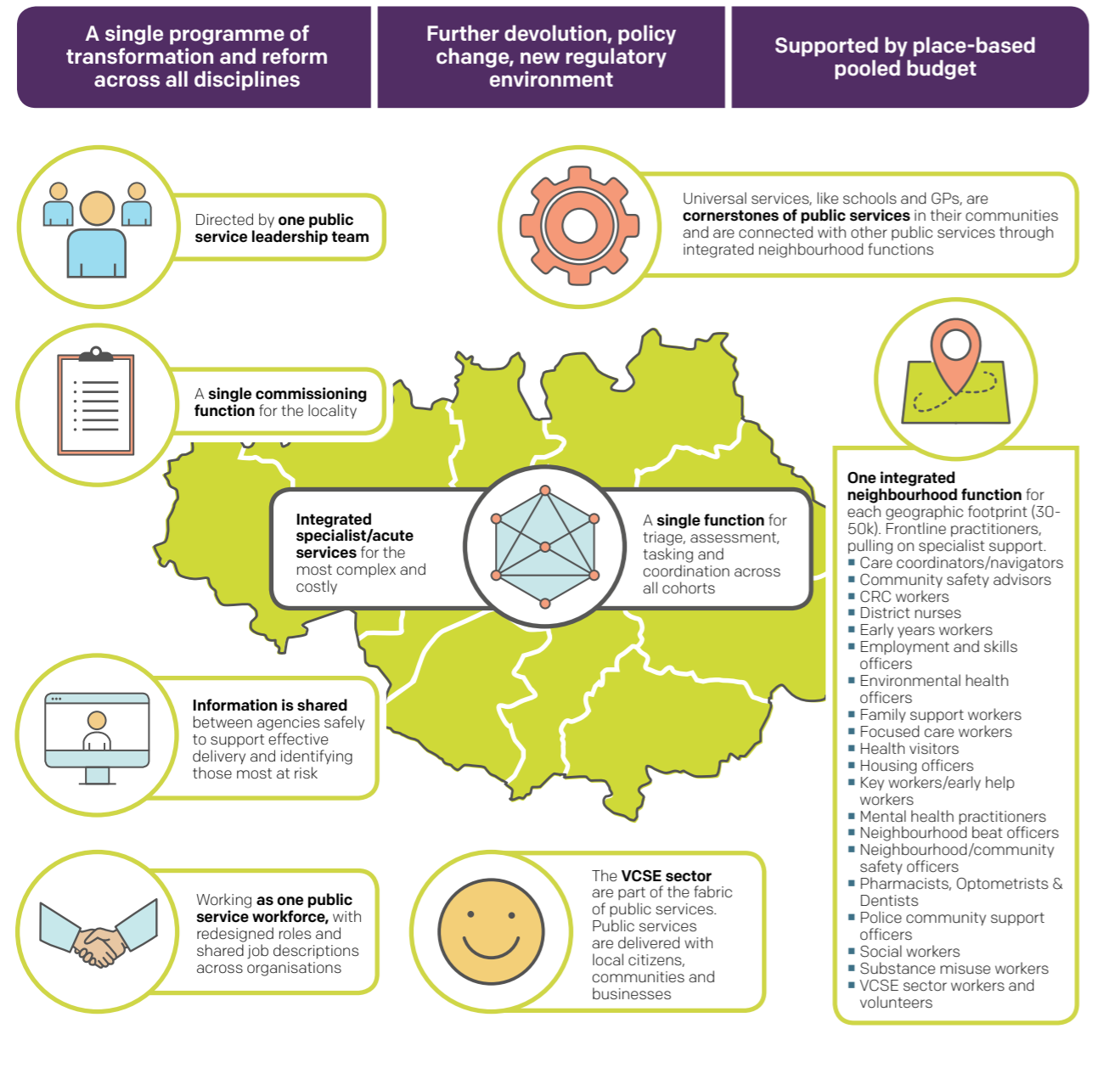
Greater Manchester Public Service Model

The development of this plan comes at an important time for Greater Manchester as we launch our shared vision and operating model for public service delivery. This will move us from a set of public service reform principles (see Appendix D) towards implementation

and practice of a new model of public service delivery characterised by six key features (see Appendix C).

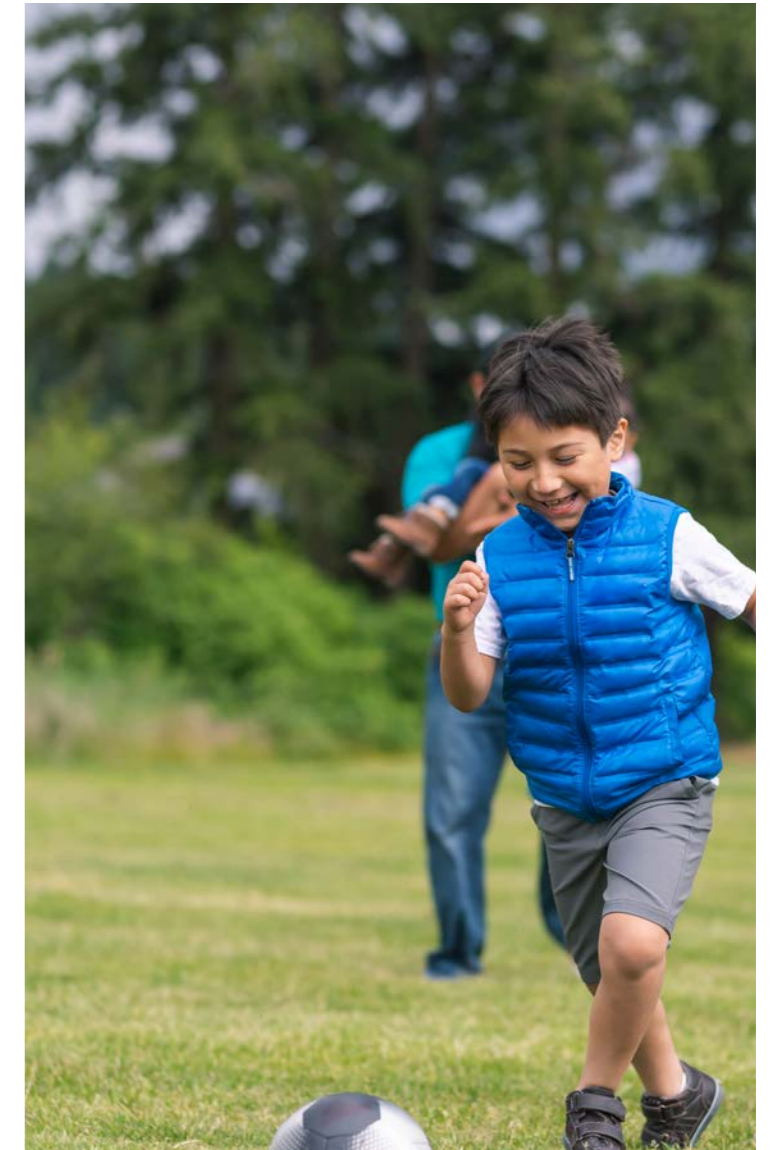
Our public service reform principles will continue to provide us with a strong foundation as we seek to further develop our offer to children, young people and families. For example, there is clear evidence of a shift towards services for children being delivered at a neighbourhood level, the adoption of strength and asset-based approaches across our workforce, and strengthening of our early intervention and preventative offer. These activities are in direct response to what our residents have told us they need and want from public services. This means that

A completely new approach to public service delivery. Breaking down the silos between public services, collaborating rather than individually picking up the pieces. Promoting a model of public service delivery that is truly preventative, proactive and person-centred.



more children, young people and families are getting support earlier from a workforce that recognises people's strengths and is able to work with people in the context of their community, including linking people into support available in their locality. We are also seeing more movement towards place-based delivery models that have schools, early years and voluntary and community sector organisations at their centre.

Our commitment to a new model of public service presents us with a unique opportunity to go even further in transforming our services for children and young people. We recognise that delivering better outcomes for children and young people happens at a neighbourhood level; responding to the diverse strengths and needs of individual communities, where we know that the relationship between children, young people and their families lie. Our focus is on bringing services together, designed around the needs of families and responsive to localities, whilst working to standards of delivery for children and young people. This means we will move away from passing children, young people and families around a fragmented system that can lead to isolated decision making, to a truly joined-up approach that focuses on prevention.



“ Our focus is on bringing services together, designed around families and their needs, responsive to local needs, but working to standards of delivery for children and young people. ”

Priorities

Within the wider context of Greater Manchester's ambition for children, young people and their families, our seven key priorities reflect a life-course approach and a holistic response, which is specific and deliverable. They are:

- 1. School readiness** – The best start in life and the right support to be ready to learn are crucial factors for long-term successful outcomes for children and are already a key priority in the Greater Manchester Strategy.
- 2. Quality education and outcomes** – Increasing the quality of education and educational achievement, especially in secondary schools, is crucial for the next generation of the workforce to match their skills and academic achievement with the jobs of the future.
- 3. Special educational needs and disabilities (SEND)** – All children and young people deserve the right to achieve their potential and a specific focus on those with SEND will help us support them to have the right start in life.
- 4. Looked after children and care leavers** – Each local authority as a corporate parent, and the Greater Manchester Combined Authority with a corporate parenting approach, has a special responsibility to these children and young people to enable them to have the support and opportunities that should be available to all.
- 5. Ready for life** – Transition to adulthood can be both exciting and challenging, and our job is to equip young people with the support they need to make that transition effectively and seamlessly; becoming the next generation of parents, workers and leaders.
- 6. Healthy children and young people** – The best health possible adds so much to the quality of life and the ability to live it to the full. We want all children and young people to have the best health they can, regardless of where they live, or any conditions they were born with.
- 7. Safe children and young people** – Safety is a complex issue and supporting children and young people to keep themselves safe, plus intervening to support and, if necessary, protect them when they are less than safe, is a crucial responsibility for us all. Safeguarding is everyone's responsibility and we need to know what our role is if we are to make Greater Manchester as safe as possible for our children and young people.

These priorities are shared by all ten local authorities where they will be delivered in a local context, supported by a Greater Manchester system and complemented by other specific, locally identified areas of work. Delivering on these priorities, we will ensure that we support our children and young people, whatever their backgrounds and needs, throughout the critical points of their lives, whilst also playing an integral role in the development of a new Greater Manchester model of public services.

The first four priorities within this plan will directly contribute to two of the main priorities within the Greater Manchester Strategy; school readiness and ensuring our young people are equipped for life. However, we also know that children and young people have a vital role to play in contributing to the other priorities in the plan. For example, we know that having a thriving economy depends on young people having the life skills that businesses need, and young people's strengths, creativity and culture are integral to safer, stronger communities. Similarly, our ambitions for Greater Manchester to be a green city-region cannot be achieved without young people's passion and belief that we can achieve a sustainable future.

We know that if our children and young people feel safe, secure and able to thrive, it can lead to reduced demand on the wider health system. Therefore, as a set of priorities, all will in some way contribute to our ambition to transform the health and social care system in Greater Manchester. However, having a specific priority that identifies actions that will tackle some of the biggest health issues, such as mental health and obesity, strengthens this link further and aligns this plan to the Greater Manchester Children and Young People's Health and Wellbeing Framework.

With statutory responsibility for safeguarding children and young people remaining with local authorities, clinical commissioning groups and police, we are unable to identify safeguarding children and young people as a priority within the Greater Manchester Strategy. However, having a priority around safe children and young people, which includes the role of a Greater Manchester Standards Board, will enable this to still be an area of significant focus for all organisations working towards the ambitions of this plan.

Enablers

Enablers are the things that will help us deliver the ambitions described in the plan. They can be specific activities, areas for investment or a particular approach or way of working. They should be reviewed at regular intervals as part of the process of implementing each of the priorities described within this plan.

Children and young people's voice

Essential to the successful delivery of this plan is involving young people of all ages, listening to what they have to say, giving them opportunities to share their views and experiences, and co-designing plans that affect them. Young people are the key to the sustained success of Greater Manchester and they have a great contribution to make. We will engage at Greater Manchester level through the Greater Manchester Youth Combined Authority but also through our local networks, particular focusing on young people who have previously found it difficult to engage with public services.

Governance and leadership

The approach to governance and leadership across the overall programme of work, and the individual priorities, is reflective of our wider ambitions in Greater Manchester for shared accountability, leadership and collaboration, that focuses on people and place as opposed to on an organisational or functional basis. The Greater Manchester Children's Board brings together political lead members, alongside directors of children's services, Greater Manchester Police and the Greater Manchester Health and Social Care Partnership, in order to oversee the children's programme of work described in this plan. The Board will report progress to the Greater Manchester Combined Authority and the Greater Manchester Health and Social Care Partnership in respect of overall progress. The Board will also receive reports from a range of individual boards that will oversee specific priorities in the plan, including the Greater Manchester Safeguarding Standards Board, the Education and Employability Board, and the Children's Health and Wellbeing Board.

Quality and standards

Having an agreed level of understanding around the quality and common standards for children, young people and families is a vital enabler for the delivery of the priorities described in this plan. It needs to be informed by a common view of best practice both nationally and locally, and a rounded view of impact that is based on good quality data and intelligence and the experience of young people and families. The

establishment of a Greater Manchester Safeguarding Standards Board will oversee the quality of safeguarding standards and outcomes across social care, health and police. Specifically it will:

- Drive the improvement of safeguarding delivered by partner agencies within their local safeguarding arrangements through support and challenge.
- Be accountable to the Children's Board where all ten local authorities, police and the Greater Manchester Health and Social Care Partnership are all represented.
- Oversee the delivery of functions where there is agreement that this is most effectively delivered at a Greater Manchester level.

The role of the Safeguarding Standards Board will be informed by the fact that children are effectively safeguarded through the operational delivery of services by and between partner agencies on the ground, led by the three statutory partners that will be responsible for new local safeguarding arrangements (local authorities, clinical commissioning groups and police). The Greater Manchester Safeguarding Standards Board will therefore act as a support and challenge to the primacy of partnership working at local authority level.

“Young people are the key to the sustained success of Greater Manchester and they have a great contribution to make.”

Resources

The Department for Education funding of £74.3m has already been received from Government to support some of the priorities described in this plan. The majority of this funding has been allocated to support the spread and scale of innovative practices including Achieving Change Together, No Wrong Door, Strengthening Families and Stockport Family.

Each Greater Manchester district has been supported by the programme team and the Innovation Unit, to work through which innovations will be most appropriate to meet their needs in terms of their population, and address current gaps in their service offer. Following the production of individual business cases, each district will receive an equal share of the funding in order to import the innovation.

Beyond this funding, the approach to resources will align with the approach defined within our future public service model, which includes:

- Having a clear understanding of the full public spend across the locality including how this operates at each neighbourhood level.
- Bring together transformation funds at a Greater Manchester and local level, where it makes sense to do so, and where there is collective benefit.
- Joint commissioning function, which can pool budgets across all public service, health and care organisations.

Workforce

Workforce is our greatest enabler. We need a workforce that is shaped by shared values, beliefs, and common professional standards that keep children firmly at the heart. We know that a 'deficit' model does not work for many children and families experiencing challenges in their lives, or those who need help. Therefore, we require a workforce that will exhibit a core set of behaviours that are person-centred and focused on the strengths of individuals. Our workforce will be empowered to problem solve, think creatively and focus on prevention.

We also will have a workforce with a common understanding of safeguarding standards, as well as knowledge of approaches that we know directly impact the way we work with people, such as trauma informed practice. Where there is a need for specialist knowledge, for example around issues such as complex safeguarding, we will make sure there is consistency in understanding and that staff are supported by appropriate training. Our Social Work Academy provides us with a significant opportunity to develop the workforce in a way that represents our ambitions for all our future workforce - one workforce functioning together, and staff that work for and on

behalf of people and place. We will also put in place mechanisms for our workforce to be able to come together and share practice, recognising that this is important to the way we spread and scale innovation in Greater Manchester.

Building dynamic networks to spread and scale innovation

Whilst collaboration can get us so far, Greater Manchester also requires something that will enable us to be more dynamic, particularly to support the scale and spread of innovation. Greater Manchester is therefore committed to the idea of establishing 'dynamic networks'. An example of a dynamic network is the approach adopted by the ten Greater Manchester local authorities as part of the Children's Social Care Spreading and Scaling of Innovation programme, which will contribute to the ambitions described in this plan.

Performance and evaluation

Through a mix of bringing together more data and intelligence and more sophisticated approaches to measurement, we are gradually getting a clearer view of the impact of our services. A range of data, insight and evaluation activities will therefore be developed so that we can be clear that we are delivering on the priorities described in this plan. It will also provide us with a shared view of performance enabling support and challenge functions of bodies like the Greater Manchester Standards Board, in addition to helping us to maximise learning from innovation.

Complementing work undertaken in individual authorities, a Greater Manchester performance and outcomes framework will be developed in respect of the plan's six priorities, aligned to the Greater Manchester Strategy, and other relevant plans. Underneath this, individual boards within the Greater Manchester governance process will be supported to develop their own more detailed outcome frameworks, along with interactive performance dashboards using cutting edge data visualisation techniques. In respect of the Greater Manchester Children's Social Care Innovation programme, localities will be supported to apply a common, best-practice cost benefit analysis methodology to their respective innovation projects, and a Greater Manchester-wide cost benefit analysis will track the overall success of these programmes in improving outcomes, reducing demand, and making savings. In future, we want to move beyond data that is focused primarily on process towards an analysis of impact that starts with policy intent and works through into strategy, implementation, performance and on to impact. The emergence of 'what works' evidence bases in areas of children's policy will help to drive this new approach.

Programme management

Programme management capacity will reflect the overall nature of the programme of work described in this plan working across districts, organisations and different professionals. It will combine a mix of specialist knowledge and experience across children's social care, children's health, and public service reform alongside more traditional planning and risk management approaches. Whilst hosted by the Greater Manchester Combined Authority, the programme resource will be deployed flexibly across Greater Manchester to support implementation in districts, as well as across the different priorities.

PRIORITY – SCHOOL READINESS

Why is this a priority (current state)	<ul style="list-style-type: none"> ● Fewer children in Greater Manchester reach a good level of development in communication, language and literacy at the end of reception, compared to the national average. ● On average, disadvantaged children are four months behind in their overall development at age five. This grows by an additional six months by the age of 11 and by the time they take their GCSEs they are, on average, 19 months behind their peers in overall attainment.
Key priorities (changes we will make)	<ul style="list-style-type: none"> ● Support the training and retention of staff equipped to deliver high quality provision in all nurseries and early years settings. ● Deliver a programme of engagement that will strengthen the links between early years settings and schools. ● Ensure families with more complex needs have the support they need to put in place the foundations their children need. Services will be holistic, integrated and accessible at a neighbourhood level.
Delivery strategy and key points for implementation	<ul style="list-style-type: none"> ● Develop an Early Years Workforce Academy, building on the success of the Greater Manchester Social Work Academy. This will ensure a collaborative approach with employers, further education providers and universities working together to recruit, retain and to develop the best calibre of early years practitioners across the region. ● Work with head teachers and early years providers to develop a model of system leadership. ● Develop new pathways for complex need, establishing a new Greater Manchester standard to ensure families who need the help most are identified early and supported through a consistent and evidence-based offer. ● Establish integrated early years teams, drawing on the collective skills and resources within the neighbourhood.
Future state	<ul style="list-style-type: none"> ● By 2020, we aspire to meet or exceed the national average for the proportion of children reaching a 'Good Level of Development' (Early Year Foundation Stage Profile) by the end of reception. ● By 2020, all early years settings will be rated 'good' or 'outstanding' by OFSTED, an increase from 90% in 2016.
Key measures of success	<ul style="list-style-type: none"> ● The proportion of children achieving a 'Good Level of Development'. ● The proportion of at-term births that are Low Birth Weight (<2500g). ● The percentage of early years settings rated 'Good' or 'Outstanding' by OFSTED at the most recent inspection.

PRIORITY – QUALITY EDUCATION AND OUTCOMES

- Why is this a priority (current state)**
- There is a gap in education outcomes for children and young people from disadvantaged backgrounds, and for children with SEND across all ages.
 - This disparity in outcomes can be seen across schools within districts and between the districts.
 - The national policy for education is creating a fractured system and requires Greater Manchester level coordination, collaboration and strategic direction to effectively respond to these challenges.

- Key priorities (changes we will make)**
- Narrowing the gap in attainment and progress of specific cohorts of pupils including white British boys, those with special educational needs and disabilities, and those on free school meals.
 - Facilitate a coordinated approach across the city-region to pupil place planning. This will take into account, not just physical space and equipment, but also the challenges that cohorts of pupils can bring.
 - Increase the employability skills of children and young people including supporting the development of a 'curriculum for life'. This will enable young people to develop and demonstrate the skills that many employers look for when recruiting.

- Delivery strategy and key points for implementation**
- Work flexibly and innovatively in partnership with schools and academy sponsors through the 'Reaching out to all Learners' initiative. This will seek to identify and overcome the barriers to learning and strategies to raise achievement in schools with a particular focus on disadvantaged learners in Key Stage 3 and 4.
 - The Education and Employability Board will work in partnership with Greater Manchester Higher Education Institutions (HEIs) to create a coherent programme, which supports attitudes and engagement of teachers and learners in mathematics, raising attainment and increasing equity in schools across Greater Manchester in this subject area.
 - Continued development of a Greater Manchester quality framework for data, learner journey and contextual analysis to identify the impact of reform and to drive further priorities.

- Future state**
- We will have a strengthened education system that works for all children and young people with the attainment gaps considerably narrowed.
 - Consistently high standards of education, not just in educational outcomes but also in cultural and social capital. Schools and colleges ensure all pupils receive the support needed to prepare for and complete the transition onto education, training or employment post 16.
 - Establish collaborative networks across public services including schools, academy sponsors, further education, local authorities and alternative provision to share insight and expertise. This will support a greater understanding at a regional level of system performance and challenge, resource, capacity and impact.
 - Children and young people are equipped with the skills for life required to take advantage of, and to support, economic growth in the city-region.

- Key measures of success**
- The proportion of Key Stage 2 pupils achieving the expected level of attainment in reading, writing and mathematics.
 - Attainment 8 score & Average Progress 8 score at the end of Key Stage 4.
 - Key Stage 4 and Key Stage 5 destination measures.
 - The number of young people aged 16 to 18 not in education, employment or training (NEET).
 - The percentage of schools and settings rated 'Good' or 'Outstanding' by OFSTED at most recent inspection.

PRIORITY – SPECIAL EDUCATIONAL NEEDS AND DISABILITIES (SEND)

- Why is this a priority (current state)**
- Four years on from the national SEND reforms, there are continued concerns about the quality and access to SEND provision. SEND children are disproportionately excluded from school and face significant barriers in accessing post 18 opportunities such as further education and apprenticeships.
 - The number of children and young people identified with SEND and the level of complexity is increasing. Due to funding pressures across the system there are major challenges in responding to these needs.
 - The process of preparing young people for their transition to adulthood is a major concern for families. There are significant inconsistencies in the support available to young people to achieve the four key life outcomes; employment and further education, living independently, the best health possible, having friends and relationships and being able to participate in the local community.

- Key priorities (changes we will make)**
- Appropriate services commissioned through a Greater Manchester footprint. These will be responsive to the existing and emerging needs of children and young people with SEND and will ensure value for money and consistency.
 - Commissioned services to demonstrate impact and focus directly on improving outcomes for children and young people across education, health and social care.
 - All schools and providers to become more effective at providing a collective and graduated response by identifying need at the earliest stage, with swift assessments and effective care packages.
 - Establish a Greater Manchester set of standards and principles for ending an Education, Health and Care Plan within which individual person-centred decisions can be made. This will provide consistency and transparency for families and between local authorities.
 - A Greater Manchester agreed approach covering the assessment criteria for an Education Health and Care Plan, the quality of the plan and support offer and transparency.

Delivery strategy and key points for implementation**SEND commissioning:**

- Develop a SEND commissioning strategy for local authorities in Greater Manchester that is responsive to the growing demand and complexity of need, and ensures services are competitively priced with clear performance and impact measures.
- Undertake a review of SEND Inclusion Funding to identify opportunities for greater connectivity with funding streams across early years, education, health and social care.

Schools and providers:

- To collectively develop and implement a quality assurance framework for the inspection of independent sector providers, ensuring alignment with the OFSTED SEND inspection framework.
- Develop and implement a single policy covering the areas of elective home education and SEND to ensure quality standards and oversight is in place.
- Establish Greater Manchester standards and principles for starting and ending an Education, Health and Care Plan to ensure consistency of offer to enable individual person-centred planning, and consider whether public service resources are used efficiently.

A Greater Manchester agreed approach for improving the quality:

- Single Greater Manchester Education, Health and Care Plan approach.
- Common Greater Manchester SEND Mediation framework.

Future state

- Children and young people with SEND are identified at the earliest stage to support their participation in appropriate and quality provision within the education, health and care system.
- Young people with SEND and their families are fully prepared for the transition to adulthood and the achievement of the four life outcomes at an early stage.
- Appropriate services commissioned at a Greater Manchester level will ensure consistency in the support offer, value for money and access to support at the right time for children and families.
- Well established governance and partnerships across education, health and care services will ensure that children and young people are able to access appropriate provision, whether through specialist schools, mainstream or alternative provision.
- A varied and comprehensive local offer will be in place to support families' knowledge of, and access to, quality support and provision, delivered by public services or the community sector at a neighbourhood level.
- Further development of mechanisms and forums to enable co-design of services and the SEND local offer with children, young people and families will mean they are a key stakeholder and source of expertise.

Key measures of success

- The absence rate (percentage of school sessions missed), along with rate of persistent absence, in respect of children with SEND support or education health and care plan.
- The gap for SEND support and children on Education & Care plans and their peers, for example, proportion of Key Stage 2 pupils achieving the expected level of attainment in reading, writing and mathematics (RWM).
- Attainment 8 score and Average Progress 8 score at the end of Key Stage 4.

**PRIORITY – LOOKED AFTER CHILDREN AND CARE LEAVERS****Why is this a priority (current state)**

- The number of looked after children and care leavers in Greater Manchester has continued to increase.
- Greater Manchester is committed to a corporate parenting approach that delivers extra opportunity and support, that can be generated by working at scale, harnessing the passion and commitment of Greater Manchester partners.
- There are challenges with the sufficiency of the placements for looked after children in the city-region.
- Health and wellbeing and employment outcomes are poorer for children that have been through the care system.
- We are committed to supporting our looked after children and care leavers to feel valued and proud of who they are and to nurture them to develop their skills and resilience for adult life.

Key priorities (changes we will make)

- Develop a Greater Manchester Commissioning Plan and Sufficiency Strategy to ensure children coming into care are provided with a quality placement which meets their needs, ensuring permanence is achieved at the earliest stage.
- The support offered to children in care and care leavers is holistic, taking into account their complex physical and emotional health needs. Specialist support is available at the earliest point to provide a therapeutic response to the trauma many will have experienced, particularly adolescents.
- Children and young people are provided with high quality education, training and employment opportunities. This is a major priority, with robust Personal Education Plans and Education Health & Care Plans in place where required. This demonstrates the high ambitions of each local authority as corporate parent.
- Children and young people are offered opportunities to build their ambition and aspiration. Through a system wide response they are supported to successfully transition into independent living through the availability of good quality housing and access to employment and training opportunities.

Delivery strategy and key points for implementation

- A review of placement sufficiency across Greater Manchester to capture the varied needs of looked after children alongside the current offer of placements and the requirements of placements in the future.
- This evidence will identify options for an integrated approach to placement types and availability, including the recruitment of foster carers, to deliver a robust and sustainable sufficiency strategy.
- A Greater Manchester health review will identify options as to how the health system, particularly mental health, can provide a timely, responsive and quality support offer to promote the best health outcomes.
- Effective identification of looked after children, those placed for adoption and those leaving care, especially where they may be living in Greater Manchester but be placed from another authority.
- Strengthen partnership working across the Virtual School Head network to collectively recognise successes and challenges from across educational establishments and to identify potential solutions and/ or options moving forward. This will maintain a regional focus on ensuring that children achieve the best possible educational outcomes.
- Through the established Greater Manchester Care Leavers Covenant a whole system approach and accountability will ensure that Care Leavers are supported into independence. This will include the availability of good quality housing, transport, health support and access to education, employment and training opportunities. This will ensure that care leavers are given the same opportunities as all children and young people.
- Make best use of our experts by experience: our looked after children and care leavers to ensure our plans are co-produced.

Future state

- Looked after children and care leavers will be supported through quality placements that meet all of their needs and support them to be healthy, stay safe, enjoy and achieve.
- All looked after children presenting emotional and mental health needs, particularly in response to childhood trauma, will receive swift and quality assessment and support.
- Looked after children and young people are able to access high quality education and training opportunities to support their aspiration and opportunities post 18.
- Care leavers are supported to independence with access to good quality housing, employment opportunities and further education.
- Children and young people are able to contribute meaningfully to the services and opportunities available to them through a range of participation and engagement mechanisms. This input is used to inform service design and commissioning intentions.
- Children and young people are reunited with their birth family wherever possible and for those who do remain in care, they are supported through stable and quality placements.

Key measures of success

- The number (and rate per 10,000) of looked after children.
- The percentage of looked after children with three or more placements during the most recent financial year.
- The total number of approved fostering households.

**PRIORITY – READY FOR LIFE****Why is this a priority (current state)**

- Increasing numbers of looked after children in Greater Manchester.
- The average Attainment 8 (A8) score for Greater Manchester Key Stage 4 pupils is below the average score for the state-funded sector in England.
- Higher proportion of 16-17 year-olds in Greater Manchester are not in education, employment and training compared with the national average.
- A higher proportion of 16-19 year-olds in Greater Manchester are unemployed, compared with the national average.

Key priorities (changes we will make)

- In response to what young people have told us, we will work with education partners to develop and embed the Curriculum for Life from primary to post-16. This will ensure that the curriculum prepares young people with the skills they need for life including relationships and sex, finances, political knowledge and cultural awareness.
- Develop an engagement programme with young people in Year 10 focusing on life readiness. This will provide public services with real insight into the views of young people on a range of topics including transport, education, communities, hopes and aspirations, happiness, safety and mental health. These insights will directly inform service design and priorities.
- Develop and implement an online young person's careers portal, providing information on a broad range of education, employment and training opportunities. Young people will access at least one high quality engagement session with an employer to provide information and advice on prospective career options.
- Work alongside BridgeGM and education partners to facilitate their involvement in every secondary school and college. By linking a business leader to schools and colleges this will support progress towards the Gatsby Benchmark.
- Work alongside schools and academy sponsors, together with the Education and Employability Board, to facilitate a collective approach to school improvement, drawing on what's working well. This will involve a specific focus on raising the attainment of English, mathematics and digital. These areas will be directly linked to the career hub matching talent with opportunity.
- Design and deliver a 'guarantee' for care leavers across Greater Manchester, which includes travel, health, housing, and employment and skills opportunities.

Delivery strategy and key points for implementation

- Gather insight and evidence from the life ready engagement programme to inform a series of policy proposals around public service priorities and design, with oversight and endorsement by lead directors of children's services and health colleagues.
- Bring together the focus and work of the Employment and Skills Advisory Panel and the Education and Employability Board to ensure alignment with the educational offer across the region and employment opportunities.
- Establish effective partnership working with all 156 schools and colleges to ensure a consistent offer for children and young people and support a school improvement model approach.
- Working with businesses through BridgeGM to facilitate their meaningful engagement with schools and colleges.

Future state

- By 2020 we aspire for the proportion of children and young people achieving the expected level of attainment in reading, writing and maths at Key Stage 2 to meet or exceed the national average. There will be a particular focus on ensuring they are prepared for the transition to secondary school. The attainment gap will be significantly reduced for key cohorts including disadvantaged groups, those with English as an additional language and looked after children.
- Children and young people will be prepared with the skills they need for life including knowledge on finance, politics and community cohesion through a developed and embedded Curriculum for Life.
- Public service leaders from across the system will have a real understanding of what life is like for children and young people across the city-region and will develop priorities, services and commissioning intentions based on this insight.
- Local business and education providers will work collectively to ensure the skills and opportunities available to young people are responsive to the local economy. This joint working will provide young people with a real insight into the range of opportunities and careers available to them and the pathways to success.

Key measures of success

- The proportion of Greater Manchester Key Stage 2 achieving the expected level of attainment in reading, writing and maths will meet or exceed the England average.
- The average Attainment 8 score per pupil at the end of Key Stage 4 will meet the national average.
- The proportion of young people in school year 10 that have hope and feel optimistic about the future will increase.
- The proportion of 16-19 year-olds in education, employment or training will increase.
- The proportion of care leavers aged 19-21 years that are in suitable accommodation or in employment, education or training will increase.
- By 2020, the number of unemployed 16-19 year-olds will have fallen from 13,300 in 2016 to 12,000, a reduction of ten per cent over the period.
- The number of 16-17 year-olds who are NEET (not in education, employment or training) will be below the national average in all Greater Manchester districts, as will the number whose activity is not known to the local authority.

**PRIORITY – HEALTHY CHILDREN AND YOUNG PEOPLE****Why is this a priority (current state)**

- Children and young people across the region have a lower life expectancy and poorer mental health outcomes when compared to the national average.
- The number of children and young people aged five to 16 years-old with a diagnosed mental health disorder is higher than the national average.
- The number of 11 year-olds diagnosed as obese is higher than the national average.
- Fewer 15 year-olds are physically active for an hour a day compared to the national average.
- A higher proportion of children suffer from conditions such as asthma compared to the national average.

Key priorities (changes we will make)

- Improve the mental health, wellbeing and resilience of all children and young people in the city-region.
- Increase the participation of children and young people in physical activity, preventing associated conditions such as obesity.
- Reduce avoidable hospital admissions for children and young people with asthma.

Delivery strategy and key points for implementation

- Develop and implement a Healthy Schools Programme in partnership with health and education with a specific focus on improving the mental health of children and young people. This will build on the successful pilot schemes to ensure prevention and early identification of mental health supported by swift and responsive services.
- Each local authority continuing to build a supportive approach and drawing on a range of evidence-based tools to enable parents, carers and the educational workforce, including early years settings, to maximise their emotional health and wellbeing. This will include the education of children and young people on mental health, enabling them to identify symptoms at the earliest stage and to know where to access support.
- Establish crisis care pathways coordinated with local services, to support young people with a diagnosed mental health condition in need of urgent help.
- Support greater investment in the sporting provision available in local areas to encourage physical activity. Information, advice and guidance on healthy eating and general health and wellbeing promoted across the range of venues.
- An increased and enhanced community offer to support children and young people with asthma to manage their conditions independently thereby reducing the need for hospital intervention.
- Embed robust pathways to support parent and infant mental health provision from pregnancy through to adulthood.

Future state

- Children and young people will be active, enjoying a range of physical activity leading to good levels of physical and emotional health. This will support increased self-esteem, positive self-image and resilience.
- Children and young people who need extra help with their emotional health will be identified, assessed and supported without delay to prevent escalation to crisis episodes and higher cost specialist services.
- The service response to children and young people suffering from complex and severe mental health conditions will be timely, high quality and responsive to need. These services will demonstrate a positive impact on improving mental health outcomes.

Key measures of success

Children and young people's mental health:

- Access: The percentage of children and young people with a diagnosable mental health condition receiving two or more contacts in the reporting period.
- Waiting time: The average Referral to Treatment (RTT) waiting time (second appointment, average in weeks).
- Health care outcomes: The percentage of referrals where the outcome metric 'reliably improved'.

Obesity amongst children:

- A reduction in the proportion of ten to 11 year-old children who are overweight or obese.

Preventing avoidable admissions for young people:

- The rate of hospital admissions for asthma for young people aged ten to 18.

PRIORITY – SAFE CHILDREN AND YOUNG PEOPLE**Why is this a priority (current state)**

- Develop an approach to support the implementation of and understand the impact of new local safeguarding arrangements that replace the current Local Safeguarding Children's Board functions.
- Identify the safeguarding policies and approaches that are effectively implemented at a city-region level and work collectively with public service partners to identify a common approach and consistency.
- Develop an approach across public services to enable a greater understanding of extra familial risk to children and young people. Taking into account community issues as well as new and emergent threats such as social media and county lines. This will specifically address contextual safeguarding issues such as organised crime to enable the sharing of intelligence and insight across the regional footprint and to establish a joint evidence and research base.
- Draw on and utilise evidence from research and Project Phoenix highlighting the complex and multi-faceted risks that children and young people face. Use this insight to develop an approach and package of interventions that is more responsive to the type of risk and the adolescent age range, signaling a shift away from traditional child protection models which focus on intra-familial risk.

Key priorities (changes we will make)

- The challenges, insight and learning from contextual safeguarding will be understood by all public service partners across Greater Manchester. Interventions and support will be further developed and will be consistent, evidence based, targeted and evaluated to ensure improved outcomes for children and young people.
- Robust governance mechanisms in place to support the implementation of new safeguarding arrangements across Local Safeguarding Children's Boards and to understand impact. This governance will also facilitate systems of independent scrutiny, quality assurance and learning to ensure the challenges and what works is well documented and replicable at a regional level.
- Children and families will be supported by a workforce adopting a consistent and relationship based approach. Drawing on their past and current experiences, strengths and worries, and the assets within the community to support their needs and ensure safety.

Delivery strategy and key points for implementation

- Establish effective governance through the Greater Manchester Standards Board, acting as the mechanism to ensure independent scrutiny. This will cover the new safeguarding arrangements once established in each area. The Board will also create mechanisms for the sharing of evidence of what works across the sector as well as providing support and challenge to embed a culture of shared learning and improvement.
- Implementation of a complex safeguarding central hub and spoke model with a phase one focus on child sexual exploitation, criminal exploitation, modern slavery and human trafficking. This will enable commonality in the offer and quality of practice across the public service workforce. This approach will also facilitate robust data collection to inform the evaluation of impact and to identify trends and emergent threats. Once established phase two will focus on further threats within contextual safeguarding including honour-based abuse, female genital mutilation, threats to life and radicalisation.
- The complex safeguarding hub will provide analysis on the current threats and demand across the city-region to develop a problem profile that will enable a targeted and evidence-based response. In addition, the hub will lead on a skills audit across the public service workforce to identify the level of skills and knowledge required to provide an effective response to children and young people affected by these issues. Any gaps will be targeted through a specialist training package commissioned by quality providers.
- The complex safeguarding hub will implement a robust quality assurance and governance process to ensure local areas are providing consistent and effective responses to complex safeguarding issues in line with the practice standards.
- The complex safeguarding hub will work with research partners to develop evidence based tools and interventions for the complex safeguarding spokes to support best practice across Greater Manchester and continued learning.
- Drawing on the evidence from research and innovations, such as Achieving Change Together, a relationship-based approach to working with children and families will be embedded. This will draw on the strengths of families, local networks and communities to support safety.

Future state

- A well established and meaningful system of learning and improvement in children's safeguarding practice and outcomes achieved.
- An agreed suite of policies and evidenced-based approaches.
- All young people who are victims of, or at risk from, exploitation and extra familial risk will be provided with a coordinated, trauma informed and evidence based service response. Services acknowledge and respond to external risk and draw on families and local networks to ensure safety for children and young people.
- The threat, both present and emerging, arising from contextual safeguarding will be well understood and recognised across public services. This will support improved targeting of resources and commissioned services ensuring the right response at the right time.
- A skilled and equipped public service workforce will be able to identify emerging and existing risk at the earliest point leading to a more responsive support offer to young people and disruption of organised crime groups.
- Greater Manchester recognised nationally as a centre of excellence for complex safeguarding with services that continue to learn, develop and innovate.

Key measures of success

- The percentage of child protection plans which are a second or subsequent plan (repeat child protection plan cases).
- The rate of hospital admissions caused by unintentional and deliberate injuries in young people aged 15-24 years-old per 10,000 resident population.
- The percentage of new referrals to complex safeguarding teams in the most recent quarter that are (i) Not open to Children's Social Care at point of joining the caseload; (ii) Child in Need at point of joining the caseload; (iii) Child Protection Plan at point of joining the caseload; (iv) Looked After Child at point of joining the caseload.



Appendix A. The priorities of the Greater Manchester Strategy: Our People, Our Place

Let's make



1 Children starting school ready to learn.



2 Young people equipped for life.



3 Good jobs for people to progress and develop.

Greater Manchester



4 A thriving economy in Greater Manchester.



5 World-class connectivity.



6 Safe, decent and affordable housing.

one of the best



7 A green city for all.



8 Safe and strong communities.



9 Health lives and quality care.



10 An age-friendly Greater Manchester.

places in the world

Appendix B. Ten objectives described within the Greater Manchester Children and Young People's Health and Wellbeing Framework

1

To develop all relevant plans, policies and programmes with children and young people and their families, reflecting the realities of their experiences and based upon a Children's Charter.

2

To support the early life course of a child, starting with pre-conception right through to a child's early years, enabling children to be school ready, especially those children with special needs.

3

To invest in mental health and resilience for children and young people, from pre-school right through to young adulthood.

4

To protect children and families at risk and strive to ensure that disadvantaged children become healthy and resilient adults.

5

To work in partnership with schools to equip them to play a pivotal role in improving children's safety, physical and mental health and help children with special needs to achieve their goals.

6

To reduce unnecessary hospital attendances and admissions for children and young people particularly those who have long term conditions such as asthma, diabetes and epilepsy.

7

To ensure that transition of care for young people to adult services meets their needs and ensures continuity of high quality care.

8

To develop a modern, effective, safe and sustainable workforce that delivers children and young people's services, ensuring we have the right people with the right skills and values in the right places.

9

To use the power of digital technology and a commitment to joining up services to give children, young people and their families more control over how and when they receive services.

10

To be transparent in sharing accessible information that will be useful to children, young people and their families in making choices about services and which will also help hold us to account for our performance.

Appendix C. Public Service Reform Principles in Greater Manchester

- A **new relationship** between public services and citizens, communities and businesses that enables shared decision making, democratic accountability and voice, genuine co-production and joint delivery of services. Do with, not to.
- An **asset based approach** that recognises and builds on the strengths of individuals, families and our communities rather than focusing on the deficits.
- **Behaviour change** in our communities that builds independence and supports residents to be in control.
- A **place based approach that redefines services** and places individuals, families, communities at the heart.
- A stronger prioritisation of **wellbeing, prevention and early intervention**.
- An **evidence-led** understanding of risk and impact to ensure the right intervention at the right time.
- An approach that supports the development of **new investment and resourcing models**, enabling collaboration with a wide range of organisations.

Appendix D. Six key features of the Greater Manchester Public Service Model

The delivery of the Greater Manchester Children and Young People's Plan will be anchored within the six key features of the Greater Manchester Public Service Model. These are:

1 Geographical alignment

- All services share coterminous service delivery footprints and integrated services are delivered at either Greater Manchester, locality or neighbourhood level.
- The neighbourhood level is the building block for local care organisations and the foundational unit for delivery recognised across public service organisations.
- Neighbourhood level delivery aligns to populations of 30k-50k residents. All services can describe how they align capacity and capability at this level for mutual benefit.
- Focused activity may be delivered below the neighbourhood service delivery footprint, which in turn stack up to the locality level.

2 Integrated leadership and accountability

- Integrated leadership, accountability, performance and governance structures reflect the geographic alignment of services at Greater Manchester, locality and neighbourhood levels.
- Joint decisions can be made across organisations at each spatial level with an emphasis on leading for the people and the place as opposed to purely on an organisational or functional basis.

3 Workforce with a common set of values and behaviours

- There is a look and feel of one public service workforce functioning together, unrestricted by role titles or organisational boundaries – working for the place and the people.
- Driving service effectiveness, focusing on prevention and taking a person-centred approach is at the heart of everything we do, based on a new relationship with citizens.
- Structures support this way of working through policy, practice and organisational form.
- There is a shared culture across organisations displayed through shared assumptions, values and beliefs that enable this way of working.

4 Shared financial resources

- There is a clear understanding of the full public spend across the locality including how this operates at each neighbourhood level.
- A mechanism is in place to pool transformation and reform funds for collective benefit.
- There is a single commissioning function which pools budgets across all public service, health & care organisations. Integrated core budgets exist where relevant e.g. neighbourhood functions.

5 Programmes, policy and delivery

- All strategic plans and change programmes work towards a common goal of integrated public service delivery.
- The key features of our operating model are embedded in the blueprint design of all programmes of work, driving out duplication and divergence.
- Multiple integrated delivery models come together as a single neighbourhood delivery model with this approach reflected at the locality and Greater Manchester levels.

6 Tackling barriers and delivering on devolution

- Each locality has a formal mechanism to identify, act on and escalate issues that impact on delivering the most effective services for people or act as a barrier to wider and deeper integration.
- Greater Manchester is able to have a single conversation nationally around policy, legislative and financial flexibilities which support our ambitions and further strengthen our devolution deals.



“Our commitment to a new model of public service presents us with a unique opportunity to go even further in transforming our services for children and young people.”

