
**Manchester City Council
Report for Information**

Report to: Audit Committee – 28 July 2015

Subject: Governance Improvement Progress for Partnerships with Medium or High Risk Assessment ratings

Report of: City Treasurer and the Deputy City Treasurer

Summary

The report provides an update on progress made to strengthen governance arrangements in the nine partnerships where a medium or high Partnership Governance Risk Assessment was recorded in the 2014 Register of Significant Partnerships, as requested by the committee in January 2015.

Recommendations

Audit Committee is requested to comment on and note the progress made to improve governance arrangements in the partnerships detailed in the report.

Wards Affected:

All

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents

are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Report to Audit Committee 29 January 2015 – Significant Partnerships Register

1. Introduction

- 1.1 In recognition of the need to ensure that all the Council's partnerships continue to perform well, delivering value for money and supporting the Council's strategic objectives, a Partnership Governance Framework is in place. This framework defines and standardises the Council's approach to managing its partnerships, in order to help strengthen accountability, manage risk and rationalise working arrangements.
- 1.2 In support of its application of this framework, the Council maintains a Register of Significant Partnerships (the Register), which has been in place since 2008. It lists all key partnership arrangements that are considered to be of the highest significance to the financial and reputational risk of the Council and to achieving the Council's objectives. These arrangements are not uniform, ranging from joint venture partnerships, statutory groups and PFIs. They reflect different governance structures depending on their legal status.
- 1.3 The Register is refreshed annually, and the latest version of the Register was taken to Audit Committee on 29 January 2015. In the updated version of the Register, five partnerships had a Risk Assessment rating of "medium", indicating that while there is a generally sound system of governance in place in these partnerships, areas for improvement have been identified. Four partnership had a rating of "high", meaning that control arrangements in these partnerships needed to be strengthened, and that the partnership's and Council's objectives were unlikely to be met.
- 1.4 To gain assurance that plans are in place to strengthen governance arrangements in these partnerships, Audit Committee requested that a report is produced which details progress made to strengthen governance arrangements in those partnerships with a medium or high risk rating. In the following section, an explanation is given for each of the partnership's ratings, and progress made to improve governance arrangements.

2. Progress made to strengthen partnership governance arrangements

Partnerships with a "high" Partnership Governance Risk Assessment

Manchester Safeguarding Children's Board (MSCB)

- 2.1 The 'high' rating assigned to this partnership reflected the outcome of the July 2014 Ofsted inspection which stated that the functions of the Board were inadequate, and the partnership's annual report which identified a number of significant governance improvements required. An example of the reasons leading to the Ofsted judgement was that the Board had not been able to demonstrate sufficient awareness of whether children and families were being effectively safeguarded in Manchester, including the impact of high caseloads in social care and the overall quality of practice. It was also found that there was insufficient challenge of partners' understanding and practice, in relation to early help and its impacts on contacts and referrals to social care. In

- addition, not all partners were being appropriately engaged in the Board's operation, including leading key areas of the Board's business.
- 2.2 Following the outcome of the Ofsted inspection, an improvement plan was put in place for MSCB. Improvement areas were grouped into themes; Quality Assurance, Vision Leadership and Governance, Business Planning and Board Effectiveness. Individual action points, with delivery deadlines, were identified which would lead to the required improvements, and progress is continuing to be tracked against these points. The plan indicates when delivery is on track, has been completed, or where remedial action is required.
- 2.3 A number of the action points in the plan have been successfully completed, and the majority of the remaining items are on track to complete within the targeted timescales. The structure of the Board has been revised to ensure improved partner engagement, and attendance at the Board and related sub-groups is routinely monitored. Additional capacity has also been secured to support the implementation of an improved Quality Assurance Performance Framework, which is now in place. This has been put in place to enable the Board to demonstrate better understanding of service quality, and ensure that areas of poor performance are sufficiently challenged to promote improvement.
- 2.4 There have been changes to Board membership, with the independent Chair leaving in May, and the Deputy Chair carrying out these duties in the interim. A new permanent independent Chair has been announced, and will take up their position in August.
- 2.5 Partnership involvement in the governance arrangements has been strengthened by senior officers from partner agencies chairing the Sub-Groups of the Board and a schedule of meetings with the Sub-Group Chairs, normally chaired by the Independent Chair of MSCB, has been implemented. The business of each Sub-Group has been aligned with the priorities of MSCB's current business plan and this is monitored by MSCB and the Executive Committee via reports from each Sub-Group Chair. There is still one area for development relating to the governance arrangements, which relates to the convening of a 'Communication and Community Relations Sub-Group', which remains outstanding. As an interim measure each Sub-Group has been asked to include the issues in their business.
- 2.6 The new quality assurance arrangements involving the performance management framework (PMF) and Multi-Agency case audit programme has started to embed. The PMF has secured the provision of relevant safeguarding data from all partner agencies, whereas previously this was solely provided by Children's Social Care, and has facilitated some analysis which identifies headline issues for further reflection and action by the membership of MSCB. The provision of Multi-Agency data in order to secure baseline data has taken some time to acquire and the 'Quality Assurance Performance Improvement Sub-Group' are now in a position to provide more in depth analysis of the data.

- 2.7 The Multi-Agency case audit programme has been in operation since early this year and two audits have now been completed (Pre- birth assessment and Children and Young People missing from care). Again the partnership has demonstrated their involvement in this process through the provision of representatives and resources to facilitate completion of audits and reports containing findings, and recommendations will be reported to MSCB in the near future. The latest Multi-Agency audit (Early Help) has just started and a further two audits (Neglect and thresholds including MASH) will be undertaken throughout the remainder of the year. During the auditing process a number of enquiries have been raised concerning the safety of children and useful feedback has been received from partners on the effectiveness of audit tools. This will result in further reflection and a potential redesign of auditing tools.
- 2.8 There are already early signs that the operation of the quality assurance measures outlined above will promote triangulation with other functions of the Board, case reviews and the Child Death Overview Process for example, and this will result in more effective business planning for the latter stages of the current business plan.
- 2.9 The Board has made significant progress with clearing the backlog of case review recommendations referred to by Ofsted during their review of MSCB last summer. There are now only two recommendations, which warrant further attention prior to completion.
- 2.10 The Learning and Development Sub-Group have overseen the impact evaluation of two Multi-Agency Courses this year namely, Child Sexual Exploitation and Introduction to Safeguarding Children. They also have an 'impact evaluation strategy' for continued impact evaluation of other courses on the Multi-Agency Training programme and are continuing to develop an implementation plan. The Independent Chair of the Improvement Board ensures that the Board challenges delivery of the MSCB Improvement Plan.
- 2.11 In conclusion, MSCB continue to work with the Improvement Board and Improvement Board Executive to consolidate improvement of the Board. The partnerships have demonstrated their commitment to governance arrangements, which have significantly strengthened since last year. There is still scope for improvement and development however, as outlined above.

Manchester Mental Health and Social Care Trust (MMHSCT)

- 2.12 The 'high' rating assigned to this partnership was due to the rating score assigned by the National Trust Development Authority (TDA), which the MMHSCT is accountable to. The Trust was rated at an "escalation score 2" by the TDA on a scale of 1-5, which indicated a "material issue", relating to the long term financial viability of the Trust.
- 2.13 There is now a Sustainability Steering Group - 'Manchester Mental Health', led by the Trust Development Agency, which is in place to take forward new proposals for mental health services. The membership of this group is made up of the Chief Executive of the Council, CCGs, the Chief Executive of the Manchester Mental Health and Social Care Trust and NHS England.

- 2.14 Monthly Executive to Executive meetings take place between the senior leadership team at the Manchester Mental Health and Social Care Trust (MMHSCT), CCG Chief Officers and the Council. In addition monthly performance meetings take place between Council commissioners and the MMHSCT as well as quarterly contract monitoring meetings chaired by the Head of Strategic Commissioning. These meetings are productive for both parties.
- 2.15 Together with the MMHSCT, officers from the Council have developed improved systems for recording and reporting of safeguarding issues.

Manchester Safeguarding Adults Partnership Board (MSAB)

- 2.16 The 'high' rating assigned to this partnership reflected a requirement to strengthen the partnerships arrangements across a number of areas. The annual self-assessment identified that the partnership needed to strengthen its governance structure and its ability to oversee core activity within the health and social care networks. It was acknowledged that performance reporting could be improved, to more effectively measure quality rather than volume of delivery. The MSAB chair was a temporary appointment and longer term arrangements were needed. Essential support for Adult Safeguarding Reviews was also needed, as there were inadequate arrangements. As it was unknown when the next external (Care Quality Commission) inspection was due to take place, to increase assurance, an external peer review by another authority was due to be arranged. Also, new structures for the Board including an executive function were in the process of development.
- 2.17 The Board has now appointed a new permanent Independent Chair. Its membership and governance structure have been revised so that there is now an Executive, chaired by the Board's Vice Chair. The first meeting of the new Executive took place on 2 July 2015. At this meeting the Executive identified the work plan and the sub-groups required to take this forward. This included implementing a Case Review sub group that will take responsibility for delivering any Safeguarding Adults Reviews that are commissioned by the Board.
- 2.18 The Board has held a workshop with its members to identify the key priorities for the Board's future work and the strategies and structures that will be required to deliver on these. The workshop also considered how it could best ensure that the voice of the citizen was influencing and driving its work.
- 2.19 Care Act compliant policies and procedures for safeguarding adults in Manchester are currently being prepared for early sign off by the Board prior to roll out across all the Board partners. The Board will be developing a quality assurance framework so that it can assure itself that adults at risk throughout Manchester are safeguarded from neglect and abuse. The revised framework will focus on seeking assurance about the quality of the safeguarding work being undertaken by all partners throughout Manchester.
- 2.20 Work is currently underway to provide a revised structure for an integrated Business Support Unit that will provide administrative, professional,

performance and data support for both the Adults and Children's Safeguarding Boards.

- 2.21 The recent external peer review reported in early May. The report included an overall conclusion on safeguarding activity within Adult Social Care; *"Safeguarding happens in Manchester and is owned by the whole system, however it is inconsistent and requires more attention to the system supporting it including policy, procedure, resources and quality assurance."*
- 2.22 There is a safeguarding work stream included in the Adults' Improvement Plan that addresses these issues raised in the peer review. The outcome of this work is reported to the Improvement Board and subsequently to the Senior Management Team of the Directorate. The Directorate will also advise the Safeguarding Adults Board of progress as part of the Board's quality assurance process.

SHOUT Tenant Management Organisation (TMO)

- 2.23 The "High" rating was due to the fact that there was a potential risk arising from limited availability of Council resources to monitor the performance or governance arrangements of the partnership.
- 2.24 Officers working for the Director of Housing have been able to spend some time with the staff and the Board of the TMO, and have been able to gain a certain level of assurance that whilst improvements may potentially be required, at this stage satisfactory arrangements appear to be in place. The officers concerned require more time working with the TMO to gain a more substantial level of assurance, or to have a full picture of what improvements may be required.

Partnerships with a "medium" Partnership Governance Risk Assessment

Children's Board

- 2.25 The risk rating of "medium" was due to the partnership being in transition with a change of Chair, and also being in the process of implementing improvement actions following Ofsted's safeguarding inspection in July 2014. The result of the inspection was that the overall system was inadequate, and that leadership and management were also found to be inadequate.
- 2.26 The transition period has now come to an end with the new interim Director of Children's Services in place and chairing the Children's Board since December 2014. A recent development, agreed after discussion with the Board, is that in order to ensure robust challenge and to enable full partnership commitment to the Board, an elected Member will chair the Board from June 2015 onwards with a representative from a partner agency acting as Deputy Chair. The Executive Member for Children's Services and Director of Nursing for Children, Central Manchester University Hospitals NHS Foundation Trust will carry out these functions and the Director will continue to play a full part in planning and attending Board meetings.

- 2.27 The Children's Board has also recently reviewed and refreshed its priorities and produced a new Statement of Intent setting out its vision, governance arrangements, linkages to other key strategies and performance management arrangements, and this has also included a review of membership to ensure that the most appropriate representatives of partner agencies are on the Board. The new Statement of Intent will be referenced at each meeting to ensure that the agenda is priority focused and that the Board are able to measure progress against their identified priorities.
- 2.28 The priorities have been identified on the basis that they have clear strategic and cross-cutting links to the Ofsted Improvement Plan, Early Help Strategy, Health & Wellbeing Strategy, Manchester Strategy, Family Poverty Strategy, the Work and Skills Strategy, the developing Education Strategy and the Public Service Reform agenda:
- **Early Help** - Ensure that early help is targeted and coordinated effectively, that help and support for families is timely and effective and that the number of referrals to children's social care is reduced.
 - **The Best Start** - Get the youngest people in our communities off to the best start.
 - **Addressing Health Inequalities** - Ensure the next generation has a stake in and benefits from the city's success by addressing health inequalities in children and young people, including emotional and mental health and wellbeing.
- 2.29 Final versions of the Health and Wellbeing Strategy and the Manchester Strategy (which are also being refreshed) are due to be finalised in Autumn 2015, so there will be a short review of this Statement in Autumn 2015 to ensure that the Children's Board priorities remain fully aligned.
- 2.30 The Children's Board has incorporated the Performance Improvement Board (PIB) Ofsted Improvement Plan as a standing agenda item, and has taken particular responsibility for all actions around the provision of early help. The Board receives regular updates from the Strategic Lead and others and provides monitoring and challenge on all aspects of the developing partnership-wide early help offer. Links with the Health & Wellbeing Board have been strengthened (the Children's Board is governed by the HWB), and is now also a regular agenda item and there is representation from the Children's Board on the Health & Wellbeing Strategy Group.

Manchester Equipment and Adaptations Partnership

- 2.31 The "medium" rating recognised that whilst there were risks around the on-going continuation of the partnership without a signed Service Level Agreement there were key factors in place to manage this. These included establishment of a partnership board, agreement of intent, and regular monitoring for financial arrangements. The draft Service Level Agreement (SLA) was agreed in principle, but both partners recognised that the outcome

of the review by Contact Consultancy could offer opportunities to review and develop this further.

- 2.32 Since the annual assessment, the partnership has established a new Equipment & Adaptations Improvement Board with representatives from Health, the Council and social landlords. A Project Initiation Document (PID) has been developed, outlining the aims of the Board, and an improvement plan to develop joint community care and health provision. The plan will enable the pooling of budgets between the Council and Health Partners, based on a section 75 agreement as part of the Living Longer Living Better programme. As part of the review of the partnership in line with the new integration strategy, the draft SLA will be updated and agreed with Health by April 2016.
- 2.33 The first Board meeting took place in May 2015 to agree the PID, Improvement Plan, governance arrangements and workstreams to improve the service. The Board will receive monthly updates on improvement workstreams in the Plan, and will itself report to the City Wide Leadership Group and the Strategic Housing Board. A performance monitoring framework is being developed that will include new performance indicators for the service.
- 2.34 Subsequently to the annual governance self-assessment, the partnership has also recently undergone its annual compliance audit by Internal Audit. The report concludes that moderate assurance can be given over compliance with Council policies and procedures in respect of the procurement and payment to contractors for major adaptations under the framework contract. The report notes that whilst compliance levels have improved since the previous audit in 2013, that there is scope for improvement. Therefore, an action plan has been put in place to address the recommendations, which will be overseen by the Improvement Board.

AVRO Hollows Tenant Management Organisation (TMO)

- 2.35 The “Medium” rating reflects the fact that following an Internal Audit review of the organisation’s management and governance, a number of required improvements were identified, relating to financial record keeping and control.
- 2.36 Significant work has been undertaken with the TMO during the past 9 months and progress is being made in respect of the required improvements that were identified. The Director of Housing has allocated two officers to spend time working with the TMO to improve working relationships, and the TMO has employed an Independent Tenants Adviser (ITA) to assist them who is spending considerable time helping them to understand the requirements expected of them as a Board. This support includes implementing changes to their processes and procedures, and assisting them in recruiting staff to support them.
- 2.37 The support work of the ITA is ongoing, and the scheduled annual partnership self-assessment in the autumn will provide an opportunity to further review progress.

Complex Dependency Partnership Board

- 2.38 The “Medium” rating for the new partnership was due to the governance and risk management arrangements still being in development.
- 2.39 The programme has been renamed the Confident and Achieving Manchester Programme to reflect the aspirational outcomes it is seeking to achieve. Since the Board was established, workstreams have been defined, and an implementation plan is in place to support monitoring of the programme’s objectives. Streamlined reporting processes have been established, to ensure consistency where there is cross over with the Children’s Investment and Children’s Improvement Boards.
- 2.40 A review of the governance arrangements will take place in August 2015 when the board will have been established for almost 12 months. This will aim to identify any significant issues, challenges or areas for improvement in governance arrangements which may be required, and also enable the board to refocus its oversight as the programme prepares to move into the initial roll out of the Early Help Hubs in the autumn.

ONE Education

- 2.41 The ‘medium’ rating reflects the fact that the partnership’s annual report highlights that there remains a continued need to ensure financial sustainability.
- 2.42 Since the last annual review of the governance arrangements of the partnership, an appointment has been made to a new Finance Director position, with the role holder joining the Company Board. The partnership’s financial position has stabilised with a small operating profit made in 2014/15, and increased profit planned in 2015/16. The next annual self-assessment, due in the autumn, will provide an opportunity to continue to monitor the progress of improvements.

3. Next Steps

- 3.1 The next annual partnership self assessments will commence in September 2015, as part of the process of producing the 2015 Register of Significant Partnerships. Once completed, the new register will be submitted to Audit Committee in January 2016. This will provide an opportunity to review the new Risk Assessment ratings of the partnerships in this report to confirm whether governance arrangements have continued to improve where required.