
**Manchester Health and Wellbeing Board
Report for Resolution**

Report to: Health and Wellbeing Board – 14 May 2014

Subject: Update in relation to the Implementation of the Safeguarding Review

Report of: Mike Livingstone, Strategic Director of Children's and Commissioning Services

Summary

In January 2014 the Personnel Committee received the independent report of the Safeguarding Review

Recommendations

The Board is asked to:

1. Note the contents of this report
 2. To agree and endorse the implementation of the Memorandum of Understanding.
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Board Priority(s) Addressed:

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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.

Introduction

1. At a meeting of the Personnel Committee on 15 January 2014, an overview of the key findings into the review of the current safeguarding arrangements (as commissioned by the Chief Executive) was received. This review of adults and children's safeguarding arrangements was completed by Ian Rush the Independent Chair of Manchester Children's Safeguarding Board, and Manchester Adult's Safeguarding Board.

2. The review made five recommendations: Separation of Safeguarding Delivery and Quality Assurance functions; Creation of an Integrated Safeguarding Unit; Strengthening the Safeguarding Boards; Establishment of Multi-Agency Safeguarding Hub (MASH); Strengthening the Capacity and Coordination of Domestic Abuse and improving the Transition offer.

Workstreams have been created. The following areas of progress have been within the above recommendations;

- **Separation of Safeguarding Delivery and Quality Assurance functions;** this has been completed. A single line of casework accountability with the Head of Care has been introduced to bring in clarity of responsibility and accountability. With the Head of Care holding casework responsibility for safeguarding delivery of both children's and adults. The safeguarding performance and adult safeguarding arrangements have been transferred to the Senior Strategic Lead (Safeguarding), through the creation of an integrated safeguarding unit. These arrangements have been communicated with partners through the respective adult and children's safeguarding boards for consideration and comment.
- **Creation of an Integrated Safeguarding Unit;** the integrated safeguarding unit is developing quality assurance standards and a performance framework that incorporates data and intelligence from a range of sources. From the outcomes of statutory inspection frameworks, local intelligence and commissioning information, the unit will lead on the implementation of a robust multi-agency auditing programme, including qualitative feedback from service users that will be used to improve practice, raise standards and influence commissioning activity.
- Adult safeguarding and quality assurance arrangements have been strengthened through developing a coordinated approach across commissioning and operational service areas. This has enabled the services to take a proactive and proportional approach to risk management and decision-making. In relation to adult safeguarding, a new performance framework is being developed in order to establish clearer baselines from which the MSAB will drive improvement across all partner agencies
- The Integrated Safeguarding Unit will apply the public sector reform principles developing a whole family approach and will benchmark activity with other Local Authorities that have implemented new delivery models, where families

own the solutions to their circumstances and reduce their dependency upon statutory and specialist interventions.

- Through the focused analysis of cohorts, children who are the subject of child protection plans from pre-birth to the age of five have been scrutinised. An implementation plan informed by a multi-agency audit, reporting to the Children's Safeguarding Board has been created. This targeted intervention will result in swifter decisions being made and will result in a reduction in the number of children remaining the subject of child protection plans. Led by the integrated safeguarding unit, the outcomes will be reported through the Performance and Improvement Board and through the Children's Safeguarding Board. The Integrated safeguarding unit is shaping the focus of interventions and timescales through strengthened chairing role and expectations.
- Developing cohort management further the Integrated safeguarding Unit is scrutinising all those young people aged 15 – 18 years of age who are the subject of child protection plans; identifying safe de-escalation routes from the child protection process, to universal services and child in need services. This activity is inter-dependent with the scaling up of Troubled Families, and based upon the emerging evidence presenting reductions in numbers of children subject of child protection plans, and looked after children to universal processes. The Integrated Safeguarding Unit has a key role in developing this work further and is informing the Troubled Families workstream, with the provision of cohort intelligence and presenting themes from those children who are subject of child protection plans.
- With the Community Safety Partnership, the Integrated Safeguarding Unit is developing a City-wide analysis of all those children subject to child protection plans to ward level. The aim being that targeted interventions are strengthened and commissioned at a community based level, providing an evidence base to underpin interventions, and signpost children to universal services away from specialist services.
- In managing the cohort of looked after children from pre-birth to the age of five, the creation of a targeted intervention plan has been implemented. This is focused upon the robust management and tracking of all cases within this cohort to sharpen decision making and clarity around case planning to safely reduce the number of children remaining in care, and to progress permanence plans through adoption and other options. This plan is aligned to the Family Justice Review and sharpened focus upon reducing the duration of care proceedings to twenty six weeks.
- The integrated safeguarding unit is developing robust partnerships with Health watch and the local Quality Surveillance meetings. The aim will be to develop quality surveillance and assurance in some areas for vulnerable adults. This is being enhanced by a stronger integration with health partners at a senior strategic management level.

- **Strengthening the Safeguarding Boards:** all the sub-groups and terms of reference for both the boards have been reviewed to streamline and coordinate activities across both the Boards in developing a whole family approach across safeguarding. Additionally membership of both the Boards has been reviewed to ensure agency representation, is at a senior level to deliver, take forward and be held accountable, decisions from the Boards, to their respective organisations. Recommendations of the review will be taken to the Safeguarding Boards in June.
- Further work is progressing to strengthen the inclusion of and interlinking with the work of the safeguarding boards and the City Council's family recovery and troubled families programme. In addition vulnerability fora have been established in each of the three locality areas to identify and monitor vulnerable adults who are creating concern but who may fall below the current eligibility criteria for services and/or may be resistant to receiving support.
- Senior management membership and attendance from members of the Council at the Adults Safeguarding Board has been strengthened with the Strategic Director Families Health and Wellbeing and Senior Strategic Lead (Safeguarding) as standing members of the Board. A multi-agency workshop has been arranged for May. The workshop will create the business plan for 2014-2015, and aims to secure partners engagement in owning the plan.
- The Safeguarding Boards shall retain their separate governance arrangements. The recruitment of a replacement independent chair of the Safeguarding Boards will be completed by the end of May. It is envisaged that any incoming chair of the Board(s) will want to be involved in shaping the future direction of the safeguarding boards. The accountability arrangements for the independent chair of both boards has been widened to embrace adults as well as children/and people. The post holder, and next post holder, is now accountable to the local authority chief executive for his work in relation to both these areas, not just children's safeguarding, as was the previous position. There are regular accountability meetings between the Chief Executive, deputy chief executive, both strategic director's and their heads of service, lead members and the independent chair of both boards.
- **Establishment of Multi-Agency Safeguarding Hub (MASH):** We are creating a City-wide MASH which will respond to safeguarding concerns for children, adults and families. This will see the full integration of multi-agency working, not just co-location of services, which will provide timely, coordinated responses. Scaling up the public sector reform agenda in reducing demand upon specialist services, providing co-ordination between agencies and improved services for children, adults and families. The MASH will replace a range of existing referral points.
- An independent consultant with extensive experience in designing the MASH model, in a number of Local Authorities across London and England, has

been commissioned. A workplan has been created to review partnership working with a focus on contact, referral and assessment processes, in taking this work forward, multi-agency focus groups and individual meetings have been scheduled in May. The results from the review will be presented at a partnership day in June to create the development stage of the MASH, and future timeline for completion.

- ***Strengthening the Capacity and Coordination of Domestic Abuse and improving the Transition offer;*** We have successfully secured a bid through the *Delivering Differently* programme - an initiative between the Cabinet Office, the Department for Communities and Local Government (DCLG), the Local Government Association (LGA) and the Society of Local Authority Chief Executives (SOLACE). The programme, which is targeted at local authorities, aims to implement new models of delivery for some of their public services.
- The Delivering Differently programme will enable Manchester to focus on a new delivery model for Domestic Violence and Abuse (DVA). DVA a key contributor to complex dependency with corresponding fiscal, social and economic costs to the City. The methodology and approach links directly to the Public Service Reform programme (under the complex dependency theme) and the OPCC's strategic priority and investment in complex dependency. DVA also connects to Manchester's work with the Early Intervention Foundation, shifting resource from reactive spend into evidence based early intervention models. The Community Safety Partnership, and safeguarding boards, are actively involved with the workplan and governance arrangements of the programme, with the ultimate governance arrangements managed through the Manchester Investment Board.
- Stakeholders are engaged in the design process which has included workshops with victims of DVA, service providers and Registered Social Landlords. The start date for implementing Delivering Differently will be June.
- The refresh of the City's Domestic Abuse strategy will be completed by July.

3. Proposed Memorandum of Understanding

The Memorandum of Understanding makes explicit the key responsibilities and expectations that safeguarding is formally considered within the work of the Health and Wellbeing Board, Manchester Children's Board and the activity of the Manchester Crime and Disorder Reduction Partnership. Whilst statutory responsibility remains with both the adult and children's safeguarding boards, the memorandum of understanding provides clarity of expectation of Boards to hold the safeguarding system to account.

The meeting of the Health and Wellbeing Board is asked to agree the memorandum of understanding and endorse its implementation.

Memorandum Of Understanding in respect of safeguarding between key strategic public protection partnerships in Manchester.

Introduction:

This document makes explicit the key responsibilities and accountabilities relating to safeguarding for all the key strategic public service partnerships in Manchester, namely:

- Manchester Health and Well-being Board (MHWBB)
- Manchester Crime and Disorder Reduction Partnership (MCDRP)
- Manchester Children's Board (MCB)
- Manchester Safeguarding Children Board (MSCB)
- Manchester Safeguarding Adults Board (MSAB)

This document will also reference the key role of the Manchester City Councils Overview and Scrutiny committee for Young People and Children (YPCOS).

The legislation and guidance that underpins the legal status, objectives and functions of these partnerships is set out in Appendix 1.

Principles:

- The key accountability and responsibility for safeguarding lies with the two Safeguarding Boards (MSCB and MSAB);
 - MSCB in relation to children and young people up to their 18th birthday
 - MSAB in relation to safeguarding adults 18 years and over
- However the other bodies referenced in this document all have significant roles in safeguarding;
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Manchester Health and Wellbeing Board - MHWBB

- MHWBB is responsible for producing the Joint Strategic Needs Strategy (JSNS) and the Joint Strategic Needs Assessment (JSNA), which will identify and set the commissioning priorities for our vulnerable population.
- *The annual reports from both Safeguarding Boards will be presented to the MHWBB.*
- *The Annual Reports from both Safeguarding Boards will set out how the commissioning plans from the JSNA are promoting effective safeguarding in Manchester.*
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Manchester Crime and Disorder Reduction Partnership (MCDRP)

- MCDRP is responsible producing the domestic violence strategy for Manchester.
- *The partnership receives bi-annual reports on domestic abuse partnership working*
- The MCDRP has a role in ensuring that it maintains and supports partnership awareness and effective response to domestic abuse in Manchester.
- MCDRP is responsible for commissioning Domestic Homicide Reviews (DHR's). Potential reviews are screened by a sub group of the MSAB and a recommendation whether to commission a DHR is made to the Chair of the MCDRP by the independent chair of the MSAB

Manchester Children's Board (MCB)

- MCB sets out the strategic priorities for children and young people in Manchester. Within this, explicit priorities in respect of safeguarding, prevention and early help will be identified.
- This will influence the priorities set by MSCB and their published levels of need.
- The MSCB annual report will be scrutinised and challenged by the MCB
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Additional responsibilities for safeguarding vulnerable people in Manchester

- The two Safeguarding Boards are independent of each other but need to ensure that they take a whole family approach to setting their priorities and reporting performance where warranted, for example:
 - Transition of vulnerable young people to adulthood
 - Domestic and peer abuse
 - Sexual Exploitation
 - Transfer of learning from case reviews
- Manchester's Overview and Scrutiny committee will scrutinise the annual report of the MSCB. The role of the Committee is to provide scrutiny and challenge to the work of the MSCB.
- The Local Authority Chief Executive is responsible for the appointment and performance of the Independent Chairs to the Safeguarding Boards. (this is a requirement in Working Together 2013 for the independent chair of the MSCB and agreed for the chair of the MSAB). Each Chair will meet with the Chief Executive (and the respective Strategic Director, lead member and lead safeguarding lawyer) on a quarterly basis.

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Appendix 2

STATUTORY BASIS AND RESPONSIBILITIES OF THE BOARDS

Manchester Health and Wellbeing Board (MHWB)

MHWB is a statutory body established by S 194 of the Health and Social Care Act 2012.

The Boards functions are set out in S 195 (duty to encourage integrated working) and S196 (duty to undertake a joint strategic needs assessment of health and social care needs and prepare a joint health and well being strategy)

The legislation is underpinned by Department of Health statutory guidance issued in March 2013 on preparation of joint strategic needs assessments and joint health and wellbeing strategies

The MHWB is chaired by the Leader of the Council.

Manchester Crime and Disorder Reduction Partnership (MCDRP)

This is a statutory body established by Sections 5 – 7 of the Crime and Disorder Act 1998.

The MCDRP is Manchester's Community Safety Partnership
Domestic Homicide Reviews (DHRs) were established on a statutory basis under section 9 of the Domestic Violence, Crime and Victims Act 2004 on 13th April 2011.

Multi Agency Statutory guidance for the conduct of Domestic Homicide Reviews was published in 2011.

The MCDRP is chaired by the Council's Deputy Chief Executive (Growth)

Manchester Children's Board (MCB)

MCB is not a statutory body

The Children's Board leads the Children's Partnership (formerly known as Children's Trust Arrangements) and has the overall, strategic responsibility for improving outcomes for children, young people and their families in Manchester. The Children's Board plays a key role in ensuring children and young people are safeguarded and it is committed to working together to reduce dependency and levels of need.

The Board is chaired by the Strategic Director of Children's Services and has agency representation from health, GMP, VCS and schools. Children's Board has formal links with the Manchester Safeguarding Children's Board (MSCB) and other thematic groups such as the Valuing Young Peoples Board.

The MCB is chaired by the Strategic Director for Children.

Manchester Safeguarding Children Board (MSCB)

MSCB is a statutory body established by Section 13 of the Children Act 2004.

Section 14 sets out the objectives of the Board which are to

- Co-ordinate what is done by each person or body represented on the Board for the purposes of safeguarding and promoting the welfare of children in the area ; and
- To ensure the effectiveness of what is done by each such person or body for those purposes

Regulation 5 the Local Safeguarding Children Board Regulations 2006 sets out the functions of the Board.

Chapter 3 of Working Together 2013 is the relevant statutory guidance.
The MSCB has an independent Chair

Manchester Safeguarding Adults Board (MSAB)

The MSAB is currently a non-statutory body whose role is to ensure that:

- there are appropriate procedures in place in all agencies and between partners in respect of adult safeguarding
- training is available to all staff working with adults across all sectors and a multi agency basis
- the key strategic priorities for safeguarding adults at risk are agreed and formed the basis of our ongoing work
- where necessary, serious case reviews and learning reviews will be convened to identify key learning

On enactment of the Care Bill the objectives of the MSAB will be to help and protect vulnerable adults by co-ordinating and ensuring the effectiveness of what each of its members does. Regulations and statutory guidance to underpin the primary legislation will be issued.

The MSAB has an independent Chair