

**Manchester City Council
Report for Information**

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

Subject: Manchester Safeguarding Partnership (formally reported on as Multi Agency Safeguarding Arrangements)

Report of: Strategic Director of Children and Education Services

Summary

This report provides an update to the report and presentation to Scrutiny Committee on 5th February 2019, which outlined the proposals to respond to the statutory guidance contained in Chapter 4, Working Together 2018 Improving Child Protection and Safeguarding Practice for children and young people. These changes were published on 30th June 2019 and plan for them to be implemented on 30th September 2019. The report was presented by Strategic Director of Children's Services, Manchester Health Care Commissioning (CCG) and Greater Manchester Police to reflect the requirement for the three statutory safeguarding partners to share responsibility for the new arrangements.

It has been agreed the new multi-agency safeguarding arrangements would be known as the Manchester Safeguarding Partnership. The Manchester Safeguarding Partnership replaces the Manchester Safeguarding Board that fulfilled the statutory requirements of Local Safeguarding Children Board and Safeguarding Adults Board. The statutory requirements for children and young people within Working Together 2018 have been utilised to bring together the safeguarding children and safeguarding adult activity together under one overarching framework referred to as Manchester Safeguarding Partnership. The integrated safeguarding arrangements will provide a streamlined and seamless approach to safeguarding vulnerable adults and children in Manchester. Whilst Working Together 2018 is the statutory driver for the change regarding the arrangements for Improving Child Protection and Safeguarding Practice, the requirements of the Care Act 2014 for Safeguarding Adult Boards are embedded within the new arrangements.

This report details the progress since February 2019, the new arrangements and plans to continue this work.

In addition, further to Manchester Safeguarding Children Board commission of the Local Government Association to undertake an Independent Peer Review in respect of the Complex Safeguarding Hub and response to Child Sexual Exploitation, a summary of findings were presented to Scrutiny Committee members on 4th September 2019. Appendix 2 provides a summary of progress in respect of the areas for development and specifically those relating to governance, quality assurance and practice.

Recommendations

Scrutiny Committee members are invited to:

1. Consider the report and seek assurance with regard to the progress of the implementation of new arrangements and associated effectiveness.
2. Recognise the progress that continues to be made in respect of the Complex Safeguarding Hub and response to Child Sexual Exploitation and for the 2019/20 annual Complex Safeguarding Report to have an emphasis on quality of practice and impact.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
None

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Ensuring children and vulnerable adults have access to services that are responsive to need and optimise the conditions within which they can thrive and contribute
A highly skilled city: world class and home grown talent sustaining the city's economic success	Removing barriers to achieving potential and supporting aspirations
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Ensuring fair access to services through recognition of need and risk
A liveable and low carbon city: a destination of choice to live, visit, work	Contributing to a safe and healthy community and environment
A connected city: world class infrastructure and connectivity to drive growth	To ensure that learning is achieved and used to support a culture of continual improvement

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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.

1. Manchester Multi-Agency Safeguarding Arrangements (MMASA) Published June 2019
2. Manchester Safeguarding Partnership – Update on Manchester’s Multi-Agency Safeguarding Arrangements – To be published November 2019
3. Manchester Safeguarding Children Board Annual Report 2018-19
4. Child Sexual Exploitation Report presented to Children and Young People Scrutiny Committee on 4th September 2019

1.0 Introduction

- 1.1 Manchester Safeguarding Partnership has been designed to ensure that there is a streamlined and seamless approach to safeguarding vulnerable children and adults. The Manchester Safeguarding Partnership is working towards embedding a consistent approach and common language across child and adult facing workforce in order to promote a wide and contextual safeguarding approach from strategy through to individual safeguarding arrangements for vulnerable adults and children.
- 1.2 The local partnership arrangements support and enable local agencies to work together in a system where:
- Vulnerable children and adults at risk of, or experiencing harm, are safeguarded, and their welfare is promoted;
 - partner organisations and agencies effectively collaborate, share and co-own the vision for how to achieve improved outcomes for vulnerable children and adults;
 - organisations and agencies can offer respectful challenge and hold one another to account;
 - there is early identification and analysis of any emerging safeguarding themes;
 - Local agencies are reflective for the purpose of continuous improvement;
 - Learning is embedded as a means to maximising safe outcomes for vulnerable children and adults.
- 1.3 The focus of the Manchester Safeguarding Partnership is to promote the rights of children and vulnerable adults to live safely and be protected from harm. Whilst the new legislative requirements relate to safeguarding for children, Manchester took this as an opportunity to strengthen the joint safeguarding arrangements for children and vulnerable adults in order to ensure maximise opportunity for a shared approach to implementing principles of best practice.
- 1.4 A key function of the new partnership arrangements is to create a programme of continuous improvement by learning from practice. Primarily learning from practice will be achieved through child safeguarding practice reviews, safeguarding adult reviews, thematic multi-agency learning alongside audit and other quality assurance activity. To ensure efficiency of learning into practice, the work of the subgroups will feed into the Locality Practice Fora and any issues that are preventing progress to practice developments will be reported via the Locality Practice Fora to Accountabilities and Leadership Board.

2.0 Background

2.1 Legislative Requirement for Change

The Children and Social Work Act 2017 required safeguarding partners for Local Authority areas to implement local arrangements which exercised their

functions to work together for the purpose of safeguarding and promoting the welfare of children in the area. The Act was supported by revised statutory Working Together 2018 which came into effect on 29 June 2018. The Act establishes collective and equal responsibility and accountability for partnership safeguarding arrangements across three chief officers within the Local Authority, the clinical commissioning group (CCG), and the police. The chief officers are known as the 'safeguarding partners', in Manchester this relates to the Chief Executive Manchester City Council, Chief Accountable Officer – Manchester Health Care Commissioning, and Chief Superintendent Greater Manchester Police.

2.1.1 The Care Act 2014 outlines that:

- Each local authority must establish a Safeguarding Adults Board (SAB);
- The objective of a Safeguarding Adult Board is to help and protect adults in its area;
- the way in which a Safeguarding Adult Board must seek to achieve its objective is by coordinating and ensuring the effectiveness of what each of its members does; and
- A Safeguarding Adult Board may do anything that appears to be necessary or desirable for the purpose of achieving its objective.

2.1.2 The Safeguarding Adults Executive Group will fulfil the function of the Safeguarding Adults Board on behalf of the Manchester Safeguarding Partnership.

2.1.3 Working Together 2018 has replaced previous statutory guidance with regard to Serious Care Reviews with a requirement to undertake Child Safeguarding Practice Reviews. Working Together includes provision for reviews of serious child safeguarding cases at both local and national level. In 2018 a new National Panel for Child Safeguarding Practice Review was set up by the Department for Education. This is an independent panel which can commission reviews of serious child safeguarding cases where they are considered complex and /or in the national interest.

2.1.4 Serious child safeguarding cases are those in which abuse or neglect of a child is known or suspected and the child has died or been seriously harmed. Where the Local Authority knows or suspects that a child has been abused or neglected, the Local Authority must notify the Child Safeguarding Practice Review Panel within 5 working days if (a) the child dies or is seriously harmed in the Local Authority's area (b) while normally resident in the Local area, the child dies or is seriously harmed outside England.

2.1.5 When suspicious circumstances apply, the safeguarding partners must undertake a rapid review of the case which should be shared with the National Panel for Child Safeguarding Review. On receipt of this information, the National Panel for Child Safeguarding Review must decide

whether it is appropriate to commission a national review of the case based on specific criteria and consideration. When a decision is taken to undertake a national review, the panel will engage with local safeguarding partners regarding the potential scope and methodology of the review and how they will engage with local professionals involved with the case.

- 2.1.6 The rapid review process will reach a determination as to whether a local child safeguarding practice review is recommended. In contrast to previous arrangements, meeting the criteria for a review does not mean that safeguarding partners must automatically carry out a local child safeguarding practice review. The local partnership has the authority to determine whether a review is appropriate taking into account the overall purpose of the review is to identify improvements to practice. Decisions on whether to undertake reviews will be made transparently with the rationale communicated transparently including to families. In Manchester, the final determination whether a review should be undertaken will be made by the Independent Chair of the Partnership following recommendation by the Rapid Review undertaken by the Child Practice Review Panel.
- 2.1.7 Working Together 2018 sets out updated requirements regarding child deaths and the Child Death Overview Panel. The responsibility for ensuring child deaths are carried out is held by the 'child death review partners', who in relation to a Local Authority in England are defined as the Local Authority for that area and any clinical commissioning groups in that area. The purpose of child death reviews is to identify any matters relating to a child's death that are relevant to the welfare of children in the area or to the public health and safety and to consider what action should be taken in relation to any matters identified.
- 2.1.8 Child death review partners in Manchester are Chief Executive Officer, Manchester City Council, Accountable Officer and Manchester Health Care Commissioning.

2.2 Vision

During the 'transition' period (June to September 2019) a joint vision for Manchester's Safeguarding Partnership has developed and agreed a joint vision statement; which was endorsed at the Accountabilities and Leadership Board meeting held in November 2019. The Manchester Safeguarding Partnership's vision is:

"Working together to create a place where all children and adults in Manchester are safe and free from abuse and neglect and supported to live happy and healthy lives"

2.3 Key Activities/Events Since February 2019

The following activities and events have taken place since February 2019.

- 2.3.1 An Interim Assurance and Learning Lead was appointed April 2019. This post is responsible for managing the business unit for the partnership which consists of 6.5 FTE coordinators and FTE business support workers. This post is out for permanent recruitment.
- 2.3.2 Previous Independent Chair left position in July 2019. Although the initial planning for new arrangements did not intend to replace the role of Independent chair, this position changed as the new arrangements were considered in detail and the role of an Independent Chair was determined as necessary to ensure a level of objective challenge and scrutiny to the partnership arrangements and safeguarding partners. A new independent chair, Dr Henri Gillier, has been successfully recruited and commenced in post on 7th November 2019.
- 2.3.3 Manchester's Multi Agency Safeguarding Arrangements (MMASA) document was approved by the statutory safeguarding partners and published on 29 June 2019.
- 2.3.4 An Implementation Project Group was established and led by the Strategic Director Children and Education Services with membership from agency key agency safeguarding leads and senior officers. This work has achieved:
- Development of the infrastructure to support the new arrangements which include a consistent approach across adults and children partnerships.
 - Completing terms of reference and membership for each part of the process.
 - Review and arrangements to complete legacy Safeguarding Adult Reviews (SARs) and Serious Case Reviews (SCRs) within timescales for transitional arrangements.
 - Decision made to call new arrangements Manchester Safeguarding Partnership not MMASA and new logo.
 - Update to MMASA publication (June 2019) to reflect above developments. A new updated document regarding the Manchester Safeguarding Partnership has been finalised and is due to be published by the end of November 2019.
- 2.3.5 A series of workshops were undertaken with the joint Manchester Safeguarding Board led by an Independent Consultant with a focus on the role of Independent scrutiny, future partnership priorities and the partnerships underpinning philosophy to inform plans and decision making.
- 2.3.6 Workshops have taken place with key groups, subgroups and locality practice fora to inform of the new arrangements.
- 2.3.7 29th September 2019 DfE confirm Manchester Safeguarding Partnership implementation of new arrangements.
- 2.3.8 7th November 2019 Dr Henri Giller became the Manchester Safeguarding Partnership Independent Chair. The Independent Chair will attend the Accountabilities and Leadership Board to account for how they have offered

independent scrutiny and challenge to the partnership arrangements and the impact this has made. The Independent Chair will act as the future 'scrutineer' with regard to the effectiveness of Manchester's Safeguarding Partnership.

2.3.9 11th November 2019 the first Accountabilities and Leadership Board took place.

2.4 The Manchester Safeguarding Partnership Structure

See **appendix 1** for the agreed structure for the partnership

2.4.1 Accountabilities and Leadership Board

The three safeguarding partners from Greater Manchester Police, Manchester City Council, and Manchester Health Care Commissioning (CCG) will share the chairing of these meetings. The first Board meeting took place on 11th November 2019.

The Board will act as a strategic leadership group in supporting and engaging other partners to implement local and national learning. It will take decisions and make commitments on policy, resourcing and practice matters holding their respective organisations to account on how they effectively participate and implement local arrangements

2.4.2 Safeguarding Executive Groups (Adults and Children)

The Executive Groups are chaired by the newly appointed Independent Chair. The Executive Groups will have a wider partnership membership and be responsible for the quality assurance and performance management of the adult and children's safeguarding systems in Manchester.

2.4.3 Practice Review Panels (Adults and Children)

These panels replace the previously known serious case review and safeguarding adult review subgroups. The Child and Adult Practice Review Panel will be chaired by the Assurance and Learning Lead (MSP) and vice chair from Manchester Health Care Commissioning. The Panels will be responsible for making recommendations to the Independent Chair on rapid review referrals regarding a serious incident or death of a child where there are serious safeguarding concerns and concerns regarding partnership working. The Panel will monitor ongoing legacy SCRs and other learning reviews and activities. The Panels aim is to ensure that lessons are learned and practice is developed across the multi-agency partnership.

2.4.4 Child Death Overview Panel (CDOP)

The Child Death Overview Panel will continue to review all child deaths and identify learning. The CDOP chair will be a Public Health Consultant and will provide quarterly updates to the Child Safeguarding Executive Group. CDOP will produce an annual report that will include a review of child deaths,

effectiveness of arrangements, lessons learnt and actions taken and the effectiveness of the wider child death review process.

2.4.5 Sub-groups

The work of Manchester Safeguarding Partnership is supported by three subgroups that address the work of the partnership across both children and adults. They will provide quarterly updates to the Executive Groups on progress and the Chairs be members of the Executive Groups. The chairs of the subgroup and Assurance and Learning lead will work closely to identify and progress cross cutting areas of work to ensure a consistent and joined up approach. The key sub-groups are as follows:

Complex Safeguarding Subgroup

This is chaired by the Strategic Director of Children's Services with Greater Manchester Police as vice chair.

The subgroup will ensure partnership members are actively engaged in and participate in the coordination and delivery of identified strategies and plans in relation to the exploitation of children and adults, modern day slavery and missing. The subgroup will also work in partnership with the Community Safety Partnership and seek assurance as to the effectiveness of the approach and arrangements for domestic abuse, female genital mutilation, honour based violence and radicalisation.

In addition, as noted in the summary section of this report, the complex safeguarding sub-group seeks has retained a focus on the exploitation of children and adults and in doing so will be seeking assurance and updates on multi-agency service planning and delivery. This will be informed by the findings of the LGA and Greater Manchester Peer Review and business planning for the Complex Safeguarding Hub.

Learning and Improvement Subgroup

This is chaired by head of safeguarding (social work) at Manchester Metropolitan University.

The subgroup is responsible for taking the learning from quality assurance activities, Safeguarding Practice Reviews and other learning activities to inform the delivery of a partnership learning and development offer in order to improve practice and outcomes to children and adults at risk of, or experiencing, harm. The subgroup will determine the multi-agency learning and development offer for the partnership and monitor and evaluate the effectiveness of all learning activities on practice and outcomes for children, adults and their families.

The subgroup will work collaboratively with Locality Practice Fora and act as a conduit between the frontline workforce and the Executive Groups.

Quality Assurance Subgroup

This is chaired by Detective Chief Inspector at Greater Manchester Police.

The subgroup is responsible for evaluating the effectiveness of Manchester Safeguarding Partnership by providing a clear line of sight to understanding the ways in which children and adults at risk of, or experiencing, harm are effectively protected.

To do this, the subgroup will analyse information from a range of sources to help understand Manchester's 'safeguarding story'. The key sources of information will include the development of a safeguarding performance framework - including key performance indicators from all agencies, and qualitative feedback from children, adults and professionals - findings from single and multi-agency audits, feedback from children, adults, their families and professionals etc.

The subgroup will also be responsible for monitoring the timely completion of action plans from safeguarding practice reviews and other learning activities.

- 2.4.6 **Locality Practice Fora** – North, Central and South Manchester Safeguarding Partnership intends to build on the positive work within children's locality practice forums to support frontline staff.

The Locality Practice Fora will be the direct link with frontline operational staff into the partnership decision making processes and the mechanism through which the partnership will influence and change frontline practice. This will also provide the opportunity to identify and replicate good practice as well as identification of emerging trends and themes.

Fora chairs will be members of the Learning and Improvement Subgroup.

- 2.4.7 The timetable for planned meetings is confirmed until April 2020 and dates are in the process of being confirmed for 2020 to 2021.

2.5 Strategic Partnerships

- 2.5.1 Designated members of the Accountabilities and Leadership Board will convene bi-annual meetings with the Chair of the Health and WellBeing, Children's Board and the Manchester Community Safety Partnership to ensure new and emerging safeguarding issues are shared and responded to effectively.

- 2.5.2 The revised Manchester Inter Board Protocol is aimed at facilitating good cross agency working to ensure effective inter board working.

2.6 Business Planning

- 2.6.1 The Manchester Safeguarding Board agreed its' priorities and business plan for 2018-19. This business plan has progressed and will cease in March 2020.

2.6.2 The new Manchester Safeguarding Partnership has agreed to have a smart and achievable number of focused priorities moving forward. This will be informed by two annual wider partnership activities that will help inform the business plan priorities moving forward

2.7 Completion of 'Legacy Reviews'

2.7.1 The statutory framework regarding Serious Case Reviews (SCRs) expects completion within 6 months. The transitional arrangements for Working Together 2018 require outstanding serious case reviews to be completed by September 2020.

2.7.2 In order to progress the above, a number of actions have been implemented.

- Two experienced reviewers - one in SCRs and one in SARs - have been commissioned to review cases and agree clear timelines for completion. At present it is envisaged that all legacy reviews (those that were started pre-September 2019) will be completed by March 2020 with a final deadline of September 2020. This allows time for any unexpected delays that may impact on the review process such as parallel criminal proceedings.
- The SCRSG and SARSG have been replaced in the new structure with the Adult and Child Practice Review Panels. This work will ensure appropriate and timely referrals for a Child Safeguarding Practice Review or Adult Safeguarding Review are made and robustly screened to capture learning in a timely and focused way.
- Work is in progress to ensure key aspects of process are quality assured including referrals notifying of a serious incident, the quality of agency submissions for screening in order to decide if a review is needed, the monitoring of the timescales for completing reviews, the overall quality of the final report, as well as the learning packs and action plans resulting from reviews. Work on this continues to progress. This is being supported by the work in progress on developing a new suite of documents to support the new processes based on local learning, that of early adopters and areas identified as good and outstanding practice.
- Updated arrangements for contracting and commissioning of case reviews will ensure that appointments are made with reviewers who have the right experience and knowledge base. Contracts with individual reviewers will ensure expectations are explicit regarding timescales, quality of reports, a clear focus on learning and that reviewers provide an efficient and cost-effective processes.

2.8 MSP Register

The Independent Chair will be the responsible owner for recording and reporting on key business risk areas and actions required to mitigate high and medium level risk. This will be reported through the Executive Groups to the Accountabilities and Leadership Board

2.9 The Business Unit

2.9.1 The business unit that supports the work of the Manchester Safeguarding Partnership has a range of job roles with a singular and specific function which means there is limited flexibility in responding to work demands and a risk to business continuity in staff absence.

2.9.2 As the new arrangements have new expectations and requirements of the business unit it is essential that the unit is able to meet increase flexibility in order to provide a good quality consistent service. Currently job roles are being reviewed to ensure they are able to meet refreshed expectations and requirements of the new arrangements and ensure a consistent sustainable service.

2.10 Moving forward

Manchester Safeguarding Partnership arrangements will evolve and change as we learn from our experiences. The focus until March 2020 will be to embed further the new arrangements as detailed within the MSP publication. This will include:

- A focus on completing legacy SCRs and SARs by March 2020 and ensuring momentum is maintained for newly agreed Child Safeguarding Practice Reviews, Safeguarding Adult Reviews and other learning reviews and activity
- Implement newly designed processes to support the whole review process through referral, screening and a proportionate and timely response to completing reviews
- Between September 2019 and March 2020 the new arrangements will monitor completion of the LSCB business plan and establish a MSP business plan for 2020-21
- A detailed review of budget income and expenditure opportunities
- Confirming the learning and development offer for the partnership and agreeing proposals for future delivery of learning and development. This will have a particular focus on embedding the learning from review and quality assurance work
- Confirming the partnership performance framework to support our understanding of the effectiveness and impact of the Manchester Safeguarding Partnership
- Developing the Manchester Safeguarding Partnership engagement approach for children, adults and their families
- Confirmation of the Inter Board protocol to confirm the Inter relationship across key strategic boards

2.11 Review of New Arrangements.

It is planned once there has been sufficient time for the new arrangements to be embedded within Manchester's partnerships, led by the Independent chair there will be a review as to the effectiveness of the leadership, assurance arrangements and impact on front-line.