

## Manchester City Council Report for Information

**Report to:** Children and Young People Scrutiny Committee – 5 February 2019

**Subject:** Multi Agency Safeguarding Arrangements

**Report of:** Strategic Director of Children's Services

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### Summary

The publication of the statutory guidance Working Together 2018, outlines some key changes to the accountabilities and way agencies should work together in a local authority area in respect to the safeguarding of children and young people; responding to serious incidents where a child is seriously harmed and/or dies. The new arrangements are to be published in June 2019 and implemented 3 months thereafter.

Manchester's safeguarding arrangements for adult and children are integrated. Subsequently, in light of the aforementioned revised statutory guidance, the three statutory agencies (Local Authority, Clinical Commissioning Group (MHCC) and Police) have in consultation/partnership with their partners and existing Safeguarding Children and Adult Board members have reviewed the existing arrangements; taking into account our strengths, areas for improvement and opportunities to align with our wider strategic objectives and plans. The result is the following report and proposals.

### Recommendations

Scrutiny Committee Members are invited to;

1. Consider the report and information presented and seek assurance as the benefits and risks associated with the proposed changes; offering challenge and support where it is considered appropriate.
  2. Request an annual report and update report.
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**Wards Affected:** All

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### Alignment to the Our Manchester Strategy Outcomes (if applicable)

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	Raising aspirations of young people and improving young people's access to work, education and training.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Supporting children for whom we are the corporate parent to obtain great outcomes and prepare them to engage in the future development of our City
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Closing the gap between Looked After Children and Care Leavers to empower them to make a positive contribution to our communities.
A liveable and low carbon city: a destination of choice to live, visit, work	Raising aspirations of young people and improving young people's access to work, education and training.
A connected city: world class infrastructure and connectivity to drive growth	

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#### Background documents (available for public inspection):

None.

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## Foreword

We welcome the opportunity to strengthen our work to safeguard children, and young people *and adults* across Manchester, which is so dependent upon the strength of our partnership working. Together we are clear about our responsibility to provide leadership which will make a real difference.

It is important to recognise the foundations that we are building upon and that there have been many strengths in the previous safeguarding board and the work we have done to join up children and adult safeguarding objectives, and it is gratifying that external scrutiny by the key inspectorates have recognised these strengths and our journey of continuous improvement. But we also believe that there is a strong case for change to become more effective in our joint work through a leaner focus upon the core activities that will make that difference.

It is our collective aim through the proposed arrangements and plan once published is to provide the leadership which sets clear priorities and follows through on them with rigour until we have all made the difference we want to see for our children *and Adults*;

Our arrangements will deliver Quality Assurance which provides a clear line of sight to the effectiveness or otherwise of all our work, and combines the feedback of children, young people and *adults and families* with performance data and quality audit findings.

We will be more thoughtful about our Learning and Improvement activities to ensure that lessons are genuinely learned and improvements delivered in a measurable and sustainable manner.

And we will engage more effectively both with children, young people, *adults and families*, and with frontline services being delivered in 'localities', *City Wide services and Integrated Hubs (Manchester Local Care Organisation)*.

### **Manchester City Council**

**Paul Marshall**  
Director of Children's and  
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**Joanne Roney**  
Chief Executive  
Manchester City Council

***Bernadette Enright***  
Director of Adult Services

### **Manchester CCG**

**Craig Harris**  
Executive Director  
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**Ian Williamson**  
Chief Accountable Officer

### **Greater Manchester Police**

**Marie O'Loughlin**  
Chief Superintendent

**Mabs Hussain**  
Assistant Chief Constable

## 1. Our Vision

Our vision is for;

“Every Child in Manchester to be safe, happy, healthy and successful; to achieve this we will be child-centred; listen to and respond to children and young people; focus on strengths, resilience and take early action.”

*Adults at Risk of Abuse*

*“Living a life that is free from harm, abuse and neglect is a fundamental human right of every person. When abuse does take place, it needs to be dealt with swiftly, effectively by professionals working together and in ways that are proportionate to the issues. In addition, the person at risk, at the centre of any safeguarding concern, must stay as much in control of decision making as possible. The right of the individual to be central throughout the process is a critical element in the drive to ensuring personalised care and support.*

Manchester’s Multi-Agency Safeguarding Partnership will ensure effective safeguarding arrangements through 3 distinct pillars of activity;

**Strategic Leadership** – working in partnership with other key strategic boards to set and following through on clear priorities which improve the safeguarding of children, young people and adults in Manchester.

**Effective Assurance** – understanding clearly the strengths and weaknesses of safeguarding practice across all partner agencies, as well as emerging issues – through analysis that triangulates: the voices of children and families, quality audit findings, case review findings and performance data. And then holding each partner agency to account for their performance.

**A Learning System** – in which frontline practitioners and managers are engaged systematically in the effective improvement of practice through learning from quality assurance and case reviews.

## 2. The Case for Change

Whilst we are also responding to the change in statutory guidance for children and young people, we are clear that there is an opportunity and a strong case for change to ensure that our safeguarding arrangements are more focused upon impact and improvement of frontline practice across all agencies.

*The revised statutory guidance for children and young people reinforces the development of Adult Safeguarding arrangements is of key importance to ensure that statutory agencies continue working together, alongside the voluntary and*

*private sector to both promote safer communities in order to prevent harm and abuse, and to deal thoroughly with suspected or actual cases.*

## 2.1 Analysis of the current MSCB/MSAB

An analysis of the current safeguarding arrangements for children, with reference to those for adults, has been completed and this has identified some significant strengths but also some core areas for improvement.

The following key strengths are clear in the current arrangements:

- The essence of progress and continuous improvement is important.
- Serious Case and Adult Reviews – provide the opportunity for learning and improving practice. Systems and processes have significantly improved and cases have been worked progressed; the current functions are seen as effective.
- CDOP – competently managed and effective.
- Strategic connectivity – *to further develop* a strong commitment to a joint safeguarding agenda between children and adults.

The following key areas for improvement:

- An overwhelming industry of safeguarding activity – the extent of activity is not matched by evidence of corresponding impact, and indeed there is evidence that the sheer volume of work is a positive hindrance to effective improvement with too much activity seen as serving the Board rather than improving safeguarding for children.
- Failure to follow through with sufficient rigour on the strategic priorities set – too much evidence of agendas and forward planning that do not keep a focus upon agreed priorities.
- Too many sub-groups making the responsibility for effective actions unclear and on occasion becoming a block to action.
- The current Business Unit is heavily resourced but there is insufficient evidence of a corresponding level of impact.
- There is a disproportionate funding burden upon the local authority for a very large budget.

There is a clear and strong consensus for change amongst partners that needs to deliver:

- A streamlined structure
- A lower volume of activity that delivers more impact
- Locality working developing as the means to engage frontline practice effectively
- Continued *partnership between children and adult* safeguarding arrangements

## 2.2 Learning from Others

The learning from elsewhere, in particular from the 17 areas awarded Early Adopter status by the DfE, supports the Manchester consensus for change and points to the following as key elements of an effective system of assurance, learning and improvement.

*The Manchester Safeguarding Adults Board is on a continuous drive to develop assurance in regard to our multi agency approach to Safeguarding Adults and their families, carers in the community.*

### Leadership

- Examples of reorganisation to tight and smaller executive groups to support the delivery of effective leadership, and a move away from very large strategic boards which have exhibited common weaknesses in the lack of senior officer engagement and lack of effective participation by all.
- Examples of a stronger focus upon children *and adult* voices and outcomes, moving away from Board business that appears to be self-serving and lacking in meaningful impact.
- Examples of strengthening strategic join up with Adults Safeguarding, Community Safety Partnerships and Health & Wellbeing Boards to provide a whole family/whole resident/whole community approach to understanding and meeting needs, moving away from a siloed approach.
- Examples of a strategic focus on particular priority themes that require improvement.

### Assurance

- Examples of developing more effective Quality Assurance Frameworks that pull together disparate sources of information.
- Examples of new approaches to holding to account and delivering effective independent scrutiny.

### Learning

- Examples of “Learning Hubs” and other approaches to drive ambitions for a partnership culture and system of learning.
- *Examples of Adult MASH/Front Door working which effectively assists with an effective response to complex and/or safeguarding concerns.*
- Examples of neighbourhood or locality frameworks to enhance engagement of frontline services in effective learning.

## 2.3 Manchester’s Ambitions

Our ambitions are focused entirely upon improving outcomes for our children and young people, *adults* and ensuring that they are kept safe from the range of risks of abuse, neglect and exploitation.

We know that we will only keep children and young people, *adults* safe through effective joint working.

We know that we will only keep children and young people, *adults* safe when strategic leaders have a good understanding of children and young people, *adults* experiences, and a good understanding of the detail of how well services are meeting their needs.

We know that we will need to be quick and flexible in order to respond effectively to newly emerging issues or trends.

Whilst primarily focussed on responding to the new guidance for MASA for children, these proposals are designed to ensure that we realise these ambitions and strengthen the alignment with the local safeguarding adult arrangements in Manchester.

### **3. The Context and Statutory Requirements**

#### **3.1 Working Together & Transitional Guidance 2018**

The Children and Social Work Act (2017) set out provisions to replace Local Safeguarding Children Boards (LSCB) with new flexible local Multi-Agency Safeguarding Arrangements (MASA) led by the three defined Safeguarding Partners (local authorities, chief officers of police, and clinical commissioning groups), and places a duty on those partners to make arrangements to work together and with any relevant agencies for the purpose of safeguarding and promoting the welfare of children in their area.

Under the new legislation, the requirements for Serious Case Reviews (SCRs) will also change. Responsibility for case reviews will move to a system of national and local Child Safeguarding Practice Reviews. The National Child Safeguarding Practice Review Panel will commission and publish reviews of serious child safeguarding cases which it thinks raise issues that are complex or of national importance. Local safeguarding partners will still be required to complete local reviews where the partners believe there are lessons to be learned, and the requirements to notify the national panel of serious cases remains. The new review framework only becomes live in each area as new MASA commence, and LSCB's will be required to continue and complete any outstanding SCRs within 12 months as part of transitional arrangements and any outstanding child death reviews within 4 months.

The Department for Education (DfE) enacted the revised Working Together guidance on 29 June 2018. Safeguarding partners have up to 29 June 2019 to publish their local arrangements and must notify the Secretary of State for Education when they have done so. Safeguarding partners have up to end of September 2019 to implement their local safeguarding arrangements.

The purpose of these local arrangements is to support and enable local organisations and agencies to work together in a system where:

- Children *and families* are safeguarded and their welfare promoted



- Partner organisations and agencies collaborate, share and co-own the vision for how to achieve improved outcomes for vulnerable children
- Organisations and agencies challenge appropriately and hold one another to account effectively
- There is early identification and analysis of new safeguarding issues and emerging threats
- Learning is promoted and embedded in a way that local services for children and families can become more reflective and implement changes to practice
- Information is shared effectively to facilitate more accurate and timely decision making for children and families.

### **Adult Safeguarding**

*The Care Act 2014 has placed safeguarding adults on a statutory footing with new duties and responsibilities. This provides us with an opportunity to review our approach and ensure a joining up of procedures across the city and to focus on ensuring the adult at risk is always a core element in the work of the Manchester Safeguarding Adults Board.*

*Safeguarding adults however is far more than a set of guidance or procedures; it is all we do in all our work, in our practice, and our communities to prevent abuse and promote the well-being of people with care and support needs. It includes the preventative work of our care and health services, the support of our neighbourhoods and communities, and the actions of every individual who looks out for the welfare of their friends and neighbours.*

### **3.2 Manchester's Context – The View of Inspectorates for Children**

The primary external scrutiny of safeguarding arrangements comes from the regulators, and the key inspection commentaries on the safeguarding partners and partnership working are summarised here, which recognise the strong and improving foundations of partnership working in Manchester. Going forwards, the only multi-agency inspection of safeguarding will be through Joint Targeted Area Inspections and so otherwise inspections of safeguarding will be single agency.

**Ofsted December 2017:** “Partnership working is strong in Manchester...An inter-board protocol ensures that the work of the different boards (children’s, community safety partnership and health and wellbeing board) across the city is coordinated, with an effective interface to ensure that the shared priorities are clear. Partners are committed to working together to improve outcomes for all children in Manchester and to hold each other appropriately to account.”

**CQC January 2018:** “The MSCB Leadership Group has senior representatives of the safeguarding leadership in MHCC and each of the providers in Manchester. This enables all health leaders to manage and co-ordinate safeguarding activity across the complex health service landscape ...We noted that operational safeguarding governance is strong across the services in Manchester.”

**HMICFRS March 2018:** “Greater Manchester Police has effective partnership working with other organisations, such as local authorities or mental health services. As a result of this, it is able to maintain continuing support and longer-term safeguarding for the people who have been identified as most vulnerable.”

### **3.3 Developing and Agreeing the new Model**

The safeguarding partners commissioned external support in October 2018 to scope and develop the new arrangements from James Thomas (experienced DCS, ADCS Safeguarding Lead and member of the DfE’s Implementation Board).

Initial proposals were shared with the members of the MSCB and the and their views and comments taken on board in a further iteration of proposals. *The desire to develop a new model was highlighted at the Adult Safeguarding Executive in October 2018.* Partners expressed strong support for the case for change and their willingness to engage in a new structure and new ways of working.

Consultation with Chief Officers (CCG, MCC and GMP) and political leaders have taken place during November *and with Adults December 2018* and following respective support/endorsement, final engagement with MSCB/MSCA/MSAB members are planned to take place during December 2018 and January 2019.

## **4. The Arrangements**

### **4.1 The Three Safeguarding Partners**

The Chief Officers for the three statutory safeguarding partners as at 1/11/18 are as follows:

- Joanne Roney, Chief Executive, Manchester City Council
- Ian Williamson, Chief Accountable Officer, Manchester CCG
- Debbie Ford, Deputy Chief Constable, Greater Manchester Police

NB Mabs Hussain, Deputy Chief Constable, has succeeded Debbie Ford from December 2018.

Delegated decision making for the three statutory agencies to represent their organisation, take decisions and make commitments on policy, resourcing and practice matters; holding their respective organisation to account on how effectively they participate in and implement the local arrangements is invested in:

- Director of Children and Education Services, Manchester City Council
- Executive Director of Safeguarding, Manchester CCG
- Detective Superintendent, Greater Manchester Police

### **4.2 Geography**

These arrangements cover the local authority area of Manchester.

## 4.3 Leadership & Leadership Structure

### 4.3.1 Governance

The governance arrangements that current exist remain fit for purpose. Those arrangements allow for regular reporting to the lead representatives for each of the statutory safeguarding partners, scrutiny and are as follows:

- The Accountabilities Meeting of the local authority convened by the Chief Executive and Leader of Manchester City Council.
- Annual Reporting of MSCA/MSCB/MSAB (Multi-Agency Safeguarding Arrangements) business to Health and Wellbeing Board and Political Scrutiny Committees
- Manchester Health and Care Commission (CCG) Board
- GMP - Vulnerability Board

### 4.3.2 Manchester Children and Adult Safeguarding Leadership Board

Strategic Leaders in Manchester recognise that safeguarding issues for children and adults in the authority area do not sit in isolation, and that for partnership working and strategic leadership to be effective, it is important for there to be a joined up approach. The **Manchester Children and Adult Safeguarding Leadership Board** will provide the forum for this integration and 'systems' thinking which will be supported through MASA/MSAB support team.

The Chair of the group will be the Executive Safeguarding Lead in Manchester MHCC, who will be supported by their counterpart in GMP and Manchester City Council.

As noted from the review of current arrangements see paragraph 3.2 there exists a strong partnership and coordination of strategic boards. Subsequently these arrangements will be maintained and the proposed arrangements will seek to further improve the strength of the partnership and board coordination; working to the already established inter-board protocol that will be amended to reflect the changes in arrangements and for the Manchester Children and Adult Safeguarding Leadership Board to represent the MASA for both children and adults in Manchester.

Terms of Reference will be reviewed annually alongside the arrangements; it is expected in the interests of continuity the chair will be held for a minimum of 12 months.

### 4.3.3 Children's MASA Executive Group

Strategic Leadership for the safeguarding arrangements will be provided by a Children's Safeguarding Executive group, with the three executive members being the statutory safeguarding partners. The Chair of the group will be the Statutory Director of Children's Services, who will be supported by their counterpart in GMP and Manchester CCG.

## **Manchester Safeguarding Adults Board**

*Strategic Leadership for the safeguarding arrangements will be provided by the Adult Safeguarding Executive group. The Chair of the group will be the Statutory Director of Adult Services, who will be supported by their counterpart in GMP and Manchester CCG.*

Terms of Reference will be reflective of the core statutory agencies and stakeholders in the safeguarding and promotion of children's welfare. The Terms of Reference reviewed annually alongside the arrangements; it is expected in the interests of continuity the chair will be held for a minimum of 12 months.

Chairs of the associated sub-groups and locality fora will be contributors to the core membership to ensure a clear line of sight and engagement between strategic leaders and frontline practitioners. In addition, it is envisaged this arrangement will support the work of the MASA for children through joint accountability for the work of each sub-group and forum. Other service leaders may be required to attend the Children's Safeguarding Executive and be held to account or contribute to the determination of strategic priorities and/or the effective implementation of learning and improvement plans.

The Children's Safeguarding Executive will determine the structure of sub-groups and any task and finish groups required. Potentially this will include the use of independent facilitators to engender discussion, debate and embed learning/working together.

### **4.3.4 Independent Scrutiny**

The requirement in Working Together is articulated as follows:

“The role of independent scrutiny is to provide assurance in judging the effectiveness of multi-agency arrangements to safeguard and promote the welfare of all children in a local area, including arrangements to identify and review serious child safeguarding cases...safeguarding partners should ensure that the scrutiny is objective, acts as a constructive critical friend and promotes reflection to drive continuous improvement. The independent scrutineer should consider how effectively the arrangements are working for children and families as well as for practitioners, and how well the safeguarding partners are providing strong leadership and agree with the safeguarding partners how this will be reported.”

The newly forming Greater Manchester Safeguarding Standards Board will offer Independent peer challenge/review as part of the Terms of Reference approved by the Greater Manchester Children's Board. The GMP Superintendent for vulnerability will represent Manchester's MASA on this Board. At the time of writing, details of what this offer will consist of are awaited.

*It is proposed the reporting/scrutiny arrangements will comply with current arrangements for the MSAB/MSCB.*

## ***Annual Report***

An Independent Scrutineer will be appointed for Manchester's MASA/MSAB to provide an annual scrutiny role and production of an annual report. This will be achieved over a determined number of days each year and scrutinise the arrangements with a strong emphasis upon reporting on the difference that the MASA/MSAB are making to children, young people, *Adults*. This report will be shared and presented in accordance with the existing chief officer and political scrutiny arrangements (see paragraph 4.3.1).

### **4.4 The Sub-Group Structure**

The new structure of multi-agency safeguarding arrangements are designed to ensure that the sub-groups are reflective and able to adapt to the priority objectives of these arrangements as set out in the vision, hence in summary the proposed structure is focused upon:

#### **Effective Assurance**

Strategic Leaders must have a clear line of sight to understand the strengths, risks and areas for improvement in respect of safeguarding children and adults within Manchester. Subsequently in terms of both partnership working and the performance of individual partner agencies. This will enable the setting of the right priorities and the focus of improvement upon the right areas. This understanding will be delivered within the Children's MASA by two primary sub-groups, complemented by the role of 3 Locality Fora Groups *and* 3 *Safeguarding Practice Forums* (North, Central and South) identifying and responding to newly emerging trends or issues:

- 1. Quality Assurance Sub-Group (*Children and Adults to be agreed*)**
- 2. Safeguarding Practice Review Sub-Group**
- 3. *Safeguarding Adults and Review Sub Group***

#### **A Learning System**

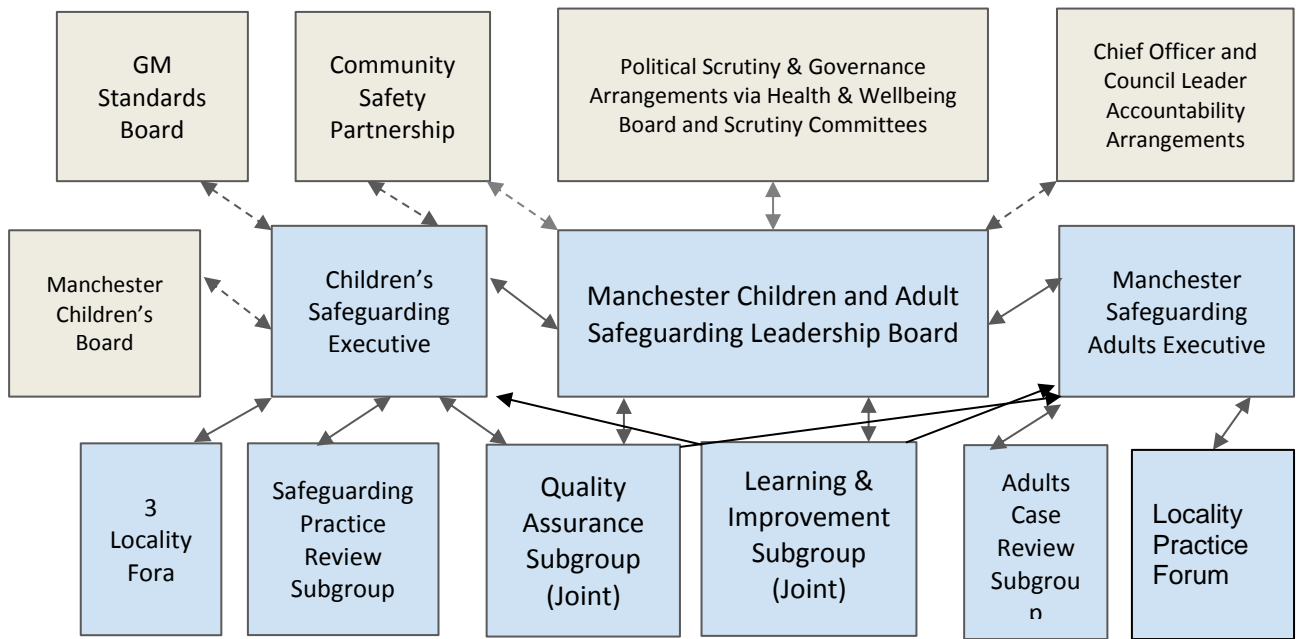
There is only any value in identifying areas and issues for improvement if this understanding is then complemented by an effective approach to learning and improvement – often referred to as the “so what?” test question. The effective implementation of learning and impact upon frontline services will be delivered by one primary sub-group, complemented by the roles of the Locality Fora/Practice Forum, which it is proposed will be supported by an independent facilitator, in both developing effective responses to improvement informed by frontline practitioners and engaging the leaders on the ground in addressing the priorities set by strategic leaders. This will be achieved via the following;

- **Learning and Improvement Sub-Group** - identifying learning from safeguarding reviews, local performance/assurance, priorities, themes/trends

and issues, national research and policy development. This will inform, shape and influence training and development and locality fora activity.

- **Locality Fora/Practice Forums – North, Central and South** - supported and informed by local issues, trends and themes as well as the learning and improvement sub-group activity, the Locality Fora/Practice Forums will play a central role in the engagement of local leaders and frontline practitioners to reflect, learn and effectively answer the ‘so what’ question together.

**Proposed Structure for Manchester’s Children’s and Adults Multi-Agency Safeguarding Arrangements**



**4.4.1 Quality Assurance Sub-Group (Terms of Reference to be agreed)**

This sub-group and its underpinning activity is fundamental to the effectiveness of multi-agency safeguarding arrangements as it has the role of providing strategic leaders with a clear line of sight to understand the ways in which children and adults are being effectively protected, and the ways in which either single agency or partnership practice and actions are not sufficiently effective.

The Sub-Group will triangulate information from the full range of sources; supported by the safeguarding team to ensure the best possible analytical product for strategic leads. The key sources of information will include:

- Key Performance Indicators from all agencies
- Quality Assurance/Audit findings – both single agency and multi-agency
- Feedback from children, young people and families
- Feedback from professionals other strategic boards (Community Safety, Health and Wellbeing and Children’s Board)
- Annual s156/s11 Audit activity/review process
- *MSAB Annual Assurance Statement*

#### **4.4.2 Safeguarding Practice Review Panel Sub-Group**

Manchester's safeguarding partners are responsible for learning the lessons from serious child safeguarding incidents, and progress the decisions/recommendations, notification to the National Panel and act upon decisions as to whether to carry out a local child safeguarding practice review. In addition, any learning that is identified with in safeguarding reviews in respect of adults and Domestic Homicide Reviews.

The duty to notify the National Safeguarding Practice Review Panel sits with the Local Authority and must be completed within 5 days of the incident. However, locally through Manchester's Safeguarding Practice Review Sub-Group consideration will be given all serious child safeguarding incidents and make recommendations to the safeguarding partners, initiate Serious Incident/Safeguarding reviews or subsequent notifications to be considered and oversee the commissioning and quality of local child safeguarding practice/learning reviews.

It is important to note the shift in the statutory guidance that gives more discretion for local decisions on when a review should be carried out. [Working Together 4.17: "Meeting the criteria does not mean that safeguarding partners must automatically carry out a local child safeguarding practice review. It is for them to determine whether a review is appropriate, taking into account that the overall purpose of a review is to identify improvements to practice."]

The core purpose of carrying out child safeguarding practice reviews therefore is not to meet the requirements of statutory guidance, the purpose is to determine lessons for improvement and to ensure that those lessons are then effectively learned and acted upon by frontline practitioners.

#### ***Safeguarding Adult Review Sub Group.***

*The SAR Sub Group undertake the review of Safeguarding Adults Review referrals and make a decision in regard to whether a formal review or other learning exercise is required, The aim to ensure that Lessons are learned and practice is developed in the multi-agency partnership.*

#### **4.4.3 Learning and Improvement Sub-Group**

The Learning and Improvement Sub-Group will take the lessons from the Quality Assurance and Case Review Sub-Groups of both the Children's MASA and MSCA; determining the plans for effective action to deliver learning and improvement, whether in respect of policies, processes and procedures or practice issues.

The work of the Sub-Group will be enhanced by the development of a Learning Hub approach, an innovation seen in some of the 'Early Adopters', which brings the resource of the safeguarding team and of core partners together in a shared and systematic programme of work to clarify and simplify the key areas for improvement and link this directly to a programme of learning that genuinely engages and changes the behaviour of frontline practitioners and managers.

The Learning and Improvement Sub-Group will also hold responsibility for determining what multi-agency training is needed for partner agencies in Manchester, and for monitoring and evaluating the effectiveness of all commissioned training.

#### 4.4.4 Locality Fora/*Practice Forums* – North, Central and South

The Locality Fora/*Practice Forums* will be the principle place in which core operational services and partners are engaged in the safeguarding children agenda and work programme; delivering together the learning from Serious Incidents/reviews. This will be where the priorities set by the Children's Safeguarding Executive *and the Manchester Safeguarding Adults Board* are driven in order to make a difference for children and young people in Manchester; where learning is put into practice; and where new issues and trends are systematically identified and communicated to strategic leaders. The Locality Fora/*Practice Forums* will also provide the means to engage the wider community in safeguarding activity, including through awareness raising campaigns and more targeted strategies to protect children, *adults*.

#### 4.4.5 Ways of Working

Structures in themselves can only provide an optimal framework for effective partnership working and are no substitute for effective ways of working. The new arrangements will also have a focus upon changing and improving the following:

- Prioritisation and a relentless focus upon priorities
- Forward Planning and Agenda Planning
- Follow through until there is evidence of improvement
- Focus on what's important
- Celebrate and learn from success
- Strengthen the Voice of Children *and Adults*

The safeguarding partners will determine the relevant agencies required to contribute to safeguarding arrangements, and will develop a **Memorandum of Understanding and Terms of Reference for each Sub-Group/Board/Executive** that clearly articulates the responsibilities and active participation which will be expected from each relevant stakeholder/agency.

Manchester's MASA will be supported by a the Safeguarding Assurance and Learning Hub

that is suitably trained, competent and has the skills, knowledge and abilities that enable the arrangements to both effective and efficient.

#### 4.5 Voice of Children & Young People *and Adults*

It is one of the ambitions for the new arrangements, that the Voice of Children and Young People *Adults* is significantly strengthened, both in improving the understanding of children's *and Adults* experiences and in putting in place the improvement actions that will make a difference.



It is not necessary for the MASA/MSAB to initiate separate processes to engage children young people, **adults** but there should be systematic attention to engagement with existing children and young people's fora, in particular the Youth Council, Children's Board and Corporate Parenting Panel, to secure direct input and scrutiny of safeguarding priority issues. *Adults engagement on behalf of the Board will be further developed.* There should be systematic and consistent requirements of each partner agency to provide detail of the views of children and young people, **adults** that they have obtained as a key strand of intelligence for the proposed Quality Assurance Sub-group.

Whenever possible and appropriate, families will be involved in case reviews, *Safeguarding Adults Reviews.*

## 4.6 Effective Engagement of All Partners

### 4.6.1 Relevant Agencies

Below is the list of those that are defined as relevant agencies for Manchester's MASA, alongside their respective responsibilities. This includes all those agencies previously participating in the MSCB, *MSAB* as well as all those agencies specified in Working Together 2018. *This list applies to the membership of the MSAB.*

Relevant Agency	Case Reviews Sub-Group/ <i>Safeguarding Adults Review</i>	Quality Assurance Sub-Group	Learning & Improvement Sub-Group	Locality Fora/ <i>Practice Forums</i>	Budget Contribution
Council	✓	✓	✓	✓	✓
MFT	✓ ( <i>SAR Sub Group</i> )	✓	✓	✓	✓
LCO	✓ ( <i>SAR Sub Group</i> )	✓	✓	✓	✓
CCG	✓	✓	✓	✓ ( <i>Practice Forums</i> )	✓
Police	✓	✓	✓	✓	✓
Northern Care Alliance	✓	✓	✓	✓	✓
Early Years Provider,/ representative(s)			✓	✓ ( <i>Fora</i> )	
Each Primary School, and Primary School			✓	✓ ( <i>Fora</i> )	✓

Representative(s)					
Each Secondary School, and Secondary School Representative(s)			✓	✓ (Fora)	✓
Each 16+ College and Representative(s)			✓	✓ (Fora)	
Each Independent School					
National Probation Service	✓		✓	✓	✓
CRC			✓		
CAFCASS	✓				✓
NW Ambulance Service			✓		
GM Fire & Rescue			✓		
The Christie NHS Foundation Trust		✓			
Barnardo's		✓			
NHS England					
Macc			✓	✓	
MH Trust	✓				
Healthwatch (adults)		✓			
Residential Home					
Neighbourhood Team			✓	✓	

Membership of the respective Executive, Leadership and sub-groups are yet to be determined. However it is expected this will be drawn from the partners set out in statutory guidance in addition to those which will have greatest impact/benefit to either sub groups, executives or leadership boards.

#### 4.6.2 Early Years providers, Schools, Colleges and other educational providers

The effective engagement of education providers will be achieved through two approaches – both ensuring that there are education representatives in all the partnership groups that form part of the safeguarding arrangements; as well as ensuring systematic engagement with each provider through their respective network meetings. These links should be systematic and ensure that the following requirements are met:

- Every school and education provider understands and is engaged in Manchester's safeguarding priorities
- Every schools and education provider is clear about expectations of them, including in providing information for the purpose of quality assurance
- Every school and education provider will be expected to engage in learning and development to secure sound safeguarding practice
- Every school and education provider to understand their responsibility for raising issues of concern including newly emerging issues

#### 4.6.3 Health professionals

Health Professionals will be appropriately represented throughout the multi-agency safeguarding arrangements through sub-groups and locality fora/Practice forums. The health system in Manchester encompasses a wide range of organisations and professionals. The distinctly defined roles within the health economy can be identified as strategic and operational, they are outlined in WT (2018) and Safeguarding Vulnerable People in the NHS- Accountability and Assurance Framework (2015)

The CCG is one of the three statutory Safeguarding partners identified in WT (2018) and has responsibility for securing the expertise of Designated Professionals and Named GP. They are responsible for the provision of effective clinical expertise, professional and strategic leadership to safeguarding, including the quality assurance of safeguarding through their contractual arrangements with all provider organisations and agencies, including from independent providers. Designated professionals are a vital source of safeguarding advice and expertise for all relevant organisations and agencies but particularly the CCG, NHS England and for advice and support to other health practitioners across the health economy. Therefore within the arrangements, the CCG Designated team will be engaged in all multi agency safeguarding arrangements and sub-groups and particularly in any review process.

A wide range of health practitioners have a critical role to play in safeguarding including (not exhaustive) General Practitioners, primary care practitioners, Doctors, Nurses, Health Visitors, Midwives, School nurses, Allied health practitioners, child and adolescent mental health, youth custody establishments, adult mental health, sexual, alcohol and drug services for both adults and children, unscheduled and emergency care settings, highly specialised services and secondary and tertiary care. The provider organisations have an infrastructure of "Named professionals" who have a key role in promoting good professional practice within their organisation, supporting the multi-agency safeguarding arrangements, providing advice and expertise for fellow professionals, and ensuring safeguarding training and supervision is in place. They will be engaged with the quality assurance and learning and development functions of the arrangements and have a particular function in the locality fora arrangements.

#### 4.6.4 Children's Residential Homes

There will be systematic communication and engagement with children's residential homes in the local authority boundary to ensure that they understand their

responsibilities, contribution and respond to expectations made of them including being held to account for their safeguarding practice.

#### **4.7 Dispute Resolution**

All agencies in Manchester remain subject to the Greater Manchester Safeguarding Procedures and its Resolving Professional Disagreements/Escalation Policy. This sets out the general principles of resolution as well as the specific processes to be followed. There should be no substantive differences to this policy, and the previous role of the LSCB will simply be taken up by Manchester's Children's MASA Executive. *The MSAB dispute resolution policy applies.*

When a disagreement arises between partners, then the general principles of resolution will still apply, in particular:-

- Where the disagreement is between two agencies, then they should seek to meet and find a satisfactory resolution;
- Where the disagreement cannot be resolved, or involves a more complex set of partner agencies, then it will be for the full Children's Safeguarding Executive to seek a resolution;
- Where necessary, the three statutory safeguarding partners have primacy in determining the resolution to a disagreement;
- Where there is disagreement between the statutory safeguarding partners, then an independent person should be asked to mediate and seek to negotiate a satisfactory solution;
- Where necessary, the statutory safeguarding partners may escalate to the Chief Executive of the Council, the Chief Accountable Officer of the CCG and the Chief Constable of GM Police; and in the final resort to the relevant Secretary of State.

Whistleblowing Procedures provide an additional important route for staff to raise concerns in a safe process that protects their position, if this is a concern. The Children's MASA Executive will promote effective whistleblowing procedures within each agency in the borough.

#### **4.8 Threshold Document**

"Multi-Agency Levels of Need and Response Framework – April 2015" is the current MSCB threshold document, it is proposed this will be an early priority to review, update and monitor as a continuing requirement under new MASA.

#### **4.9 Strategic Partnerships**

The three safeguarding partners and their respective teams will ensure that there are effective links and co-ordination with the Adult Safeguarding Board, Children's Board, Health & Wellbeing Board, Community Safety Partnership and the Local Family Justice Board. The existing Manchester Inter-Board Protocol (September 2017) will be updated to reflect the new arrangements. The Children's *Safeguarding Executive and the Manchester Safeguarding Adults Board* will hold the Complex Safeguarding Operational Group, Channel Panel, MAPPA and MARAC to account for their

respective contributions to safeguarding children are secure. Where relevant, the Learning & Improvement Sub-Group will take responsibility for effective learning from Domestic Homicide Reviews and Mental Health Reviews.

#### 4.10 Annual Reporting

The MASA will continue to produce an annual report which will be shared with the Child Safeguarding Practice Review Panel and the What Works Centre for Children's Social Care. Locally this will be reported to the local governance/accountability arrangements as well as GM Standards Board and Police & Crime Commissioner.

The report will set out:

- Evidence of the impact of the work of the safeguarding partners and relevant agencies, including training, on outcomes for children and families from early help to looked-after children and care leavers.
- The learning from child safeguarding practice reviews, and how effective these arrangements have been in practice.
- An analysis of any areas where there has been little or no evidence of progress on agreed priorities
- A record of decisions and actions taken by the partners in the report's period (or planned to be taken) to implement the recommendations of any local and national child safeguarding practice reviews, including any resulting improvements
- Ways in which the partners have sought and utilised feedback from children and families to inform their work and influence service provision.

*The MSAB will continue to produce an annual report to demonstrate the effectiveness of Multi Agency Safeguarding arrangements.*

### 5. Capacity to Deliver Effective Safeguarding Arrangements

#### A New Team – The **MASA/MSAB Safeguarding Assurance and Learning Hub**

It is proposed the following functions will provide the capacity and support required for the new multi-agency safeguarding arrangements for both children and adults to be delivered;

- Head of Assurance and Learning

Explicitly a leadership role, in support of the safeguarding partners and MASA, MSAB to bring rigour to the intelligence informing priority setting and action planning, to ensure that any partner agency or service falling short of expectations is brought to account, to follow through on actions until there is evidence of the desired impact, as well as ensuring the smooth running of the safeguarding arrangements. Will lead the development of a Learning Hub model that brings together the Safeguarding

Assurance & Learning Team with key lead officers for core partners in a continuous process of understanding key lessons and areas for improvement and how best to implement them. *This will involve active participation in strengthening the communication for both the MASA, MSAB. This includes leading on the co-ordination of Policy development. This will be achieved by ensuring support to the Children's MASA Executive Leadership, MSAB and sub groups, Locality Fora/Practice Forums.*

- Co-ordinators & Business Support

Key co-ordinator and business support roles to support the work of each of the proposed core sub-groups – not just administering or processing large volumes of information – but ensuring added value through facilitation, analysis of information and shaping of effective, *policy development. communication and learning activity.* In addition to supporting and promoting the links to schools and education providers, GPs and residential children's homes *and to the adult multi agency partnership.*

## 6. Budget Required to Deliver Effective Safeguarding Arrangements

It has been agreed each of the statutory partners will support the core business functions of MASA. In addition, contributions from wider partners will be sought as appropriate to ensure effective delivery of the multi agency safeguarding arrangements in Manchester; a collective shared and responsibility. The financial contributions are as follows;

**TBC**

## 7. Transitional & Implementation Arrangements

### 7.1 Serious Case Reviews / Safeguarding Adult Review Sub Group

As LSCB's have continued to have responsibility for initiating SCRs when necessary, there is a transitional arrangement whereby if any SCR is not yet concluded at the point that new MASA commence, then the LSCB needs to continue to fulfil a single function of completing that SCR which must be done within 12 months. The same applies to child death reviews with a corresponding window of 4 months. The existing MSCB Independent Chair will oversee and ensure compliance in order for the MSCB to 'hand over' an effective system and clarity as to any outstanding actions in relation to completed SCRs and other learning reviews.

*The MSAB will continue to effectively operate a Safeguarding Adult Review Sub Group.*

### 7.2 Data & Records Transfer

The MSCB will hand over all relevant data and information to the safeguarding partners. In doing so, they will comply with the Data Protection Act 2018 and the General Data Protection Regulation, and provide a clear audit trail on the handling of all documentation. The MSCB will ensure the retention of pertinent historical records, including any that might be relevant to the Independent Inquiry into Child Sexual

Abuse. They will also arrange to pass on copies of these records to the safeguarding partners

*The MSAB will act in accordance with the Care Act 2014 in terms of sharing of information to Safeguard Adults at Risk.*

### **7.3 MSCB/MSAB Business Plan and Website**

The MSCB will identify all outstanding actions from the current Business Plan and hand those over for the safeguarding partners to determine next steps. The current Safeguarding Website will be handed over and amended to reflect the new arrangements.

*MSAB Business Plan and Website to continued to be maintained and actively promoted by the MASA/MSAB Safeguarding Assurance, Policy and Learning Hub*

### **7.4 CDOP**

In line with the national shift to a health focus for this work, given that the primary focus of learning is predominantly focused upon health provision, CDOP and its resourcing will move to its primary reporting being to the Health & Wellbeing Board, as part of developing Greater Manchester CDOP arrangements which are proposed to retain a dedicated CDOP for Manchester within a GM framework that shares analysis and learning. Any relevant safeguarding lessons will be reported to the Children's MASA Executive.

### **7.5 Complex Safeguarding/MASH**

There is a benefit in keeping a boundary between operational partnership working and the role of the multi-agency safeguarding arrangements in holding agencies to account for the effectiveness of that work, so this will not proceed as a sub-group of the new Children's Safeguarding Executive but as an operational and strategic group; subject to scrutiny, challenge and support.

### **7.6 Implementation**

These arrangements will be implemented within 3 months of publication.