

NEW MULTI-AGENCY SAFEGUARDING ARRANGEMENTS. WORKING TOGETHER TO SAFEGUARD CHILDREN 2018

Cabinet



Date:	11 June 2019
Title of Report:	New Multi-Agency Safeguarding Arrangements Working Together to Safeguard Children 2018
Lead Member:	Councillor Jemima Laing (Cabinet Member for Children and Young People)
Lead Strategic Director:	Alison Botham (Director for Childrens Services)
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Your Reference:	WTG18
Key Decision:	Yes
Confidentiality:	Part I - Official

Purpose of Report

Working Together to Safeguard Children 2018 is statutory guidance that will transfer strategic local safeguarding arrangements from Local Safeguarding Children Boards (LSCBs) to three new statutory safeguarding partners, namely the Local Authority, Clinical Commissioning Group (CCG) and Devon and Cornwall Constabulary.

This report proposes an approach to comply with the Working Together guidance through revised multi-agency strategic safeguarding arrangements.

Recommendations and Reasons

Recommendation: For CABINET to APPROVE and ADOPT the proposal for the new multi-agency strategic safeguarding arrangements set out at section 3 of this report.

Reason: Children are safeguarded and their welfare promoted; Legal compliance with Working Together to Safeguard Children 2018 (WTG), published in July 2018¹. Deliver an effective multi-agency strategic safeguarding framework across Plymouth and Torbay.

Alternative options considered and rejected

None. Working Together to Safeguard Children 2018 requires the three statutory partners to set out how they will work together with any relevant agencies to safeguard children and young people and promote their welfare.

Relevance to the Corporate Plan and/or the Plymouth Plan

¹ <https://www.gov.uk/government/publications/working-together-to-safeguard-children--2>

The proposal for the new multi-agency safeguarding arrangements supports the following:

A CARING COUNCIL

- Keep children, young people and adults protected;
- Focus on prevention and early intervention;
- People feel safe in Plymouth.

Implications for the Medium Term Financial Plan and Resource Implications:

The three safeguarding partners and relevant agencies for the local authority areas shall make payments towards expenditure incurred in conjunction with local multi-agency arrangements for safeguarding and promoting welfare of children. Such funding arrangements are currently subject to multi-agency options appraisal and costs analysis.

Carbon Footprint (Environmental) Implications:

It is the opinion of the report author that there are limited implications, which shall be capable of mitigation by use of IT resources and planned work structures.

Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

** When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.*

Child Poverty

National research² reveals that there is a strong association between family poverty and a child's chance of suffering child abuse or neglect. Adverse events in childhood, including abuse and neglect, are associated with a negative effect on adult economic circumstances. The legislative purpose of the new multi-agency safeguarding arrangements focus upon abuse and neglect, reducing adverse childhood trauma, and improving outcomes for children and young people.

Risk Management

Successful transition into, and the subsequent delivery of the new multi-agency safeguarding arrangements will be dependent upon recognising and mitigating risk. Mitigation of such identified risks is identified within the detailed Report and Transition Plan.

Equality & Diversity

Where potential equality and diversity implications are identified as part of the transition of the new arrangements, assessments will be undertaken in line with the Council's, Police's and CCG's policies.

² <https://www.jrf.org.uk/report/relationship-between-poverty-child-abuse-and-neglect-evidence-review>

Appendices

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	Working Together Briefing report (mandatory)							
B	Equalities Impact Assessment (mandatory)							
C	Future of Child Safeguarding Presentation							
D	Working Together to Safeguard Children 2018 (Statutory Guidance)							

Background papers:

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of background paper(s)	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
	1	2	3	4	5	6	7

Sign off:

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Originating Senior Leadership Team member: Alison Botham											
Please confirm the Strategic Director(s) has agreed the report? Yes Date agreed: 05/06/2019											
Cabinet Member signature of approval: [electronic signature (or typed name and statement of 'approved by email') on Cabinet member approval only] Approved by Cllr Laing on Date: 31/05/2019											

I. INTRODUCTION

I.1 Working Together to Safeguard Children 2018 (WTG), published in July 2018³ is the statutory guidance on inter-agency working to safeguard and promote the welfare of children. WTG transfers local safeguarding arrangements from Local Safeguarding Children Boards (LSCBs) to three new statutory safeguarding partners, namely the Local Authority, Clinical Commissioning Group and Police Force. These new statutory safeguarding partners have a legal duty to co-ordinate their safeguarding services, act as a strategic leadership group in supporting and engaging others and implement local and national learning including from serious child safeguarding incidents. To fulfil this role these statutory safeguarding partners are required to set out how they will work together with any relevant agencies to provide a system in which⁴:

- Children are safeguarded and their welfare promoted;
- Partner organisation and agencies share and co-own the vision of how to achieve improvement 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.

I.2 The new safeguarding partners must agree their local arrangements and identify the relevant agencies appropriate to work with them to safeguard and promote the welfare of children within the agreed geographical area by **29 June 2019**. The statutory safeguarding partners are required to agree the level of funding secured from each partner which should be equitable and proportionate and any contributions from each relevant agency. Funding should be transparent to children and families in the area and should sufficient to cover all elements of the arrangements including the cost of local child safeguarding practice reviews.

I.3 Safeguarding partners must publish their arrangements, and notify the Secretary of State for Education when they have done so, by 29 June 2019. Following publication the statutory safeguarding partners have 3 months to implement the same. All new local arrangements must have been implemented by **29 September 2019**.

I.4 The proposal set out within this report has been developed following key discussions between the three safeguarding partners (Director of Children's Services representing both Plymouth and Torbay Councils) and has been subject to consultation with all Plymouth and Torbay LSCB partners and members.

I.5 The proposal sets out the strategic multi-agency arrangements to engage relevant organisations and agencies as a wider partnership to provide a co-ordinated system where children are safeguarded and their welfare promoted. The proposal does not change or directly impact operational delivery arrangements. Nor is it dependent upon the contractual arrangement between Plymouth and Torbay, which remains unaffected. Upon implementation of these strategic multi-agency arrangements the current Plymouth (and Torbay) Local Safeguarding Children Boards will no longer exist.

³ <https://www.gov.uk/government/publications/working-together-to-safeguard-children--2>

⁴ Working Together to Safeguard Children 2018, Chapter 3, paragraph 8, page 73

- 1.6 The Plymouth Corporate Safeguarding Improvement Plan remains in place, overseen on a quarterly basis by the Safeguarding Assurance Meeting chaired by the Leader of Plymouth City Council, and includes the Lead Member for Children, and the Chief Executive of the Council.

2. DRIVERS

- 2.1 The proposed new safeguarding arrangements have been designed with the following intent:
- Focus on outcomes for children and young people;
 - Enhance all aspects of children and young people participation;
 - Aspiration for cost efficiency without compromising effectiveness of arrangements;
 - Not to absorb respective Children & Young People Partnerships into the new arrangements;
 - Align with and be subject to Corporate Safeguarding Improvement Plans and respective Council/Police/CCG scrutiny and quality assurance processes;
 - Strengthen strategic quality assurance and learning frameworks;
 - Create a wider culture of learning and development;
 - Innovative participation of community and voluntary sector;
 - Support flexible, dynamic and timely strategic safeguarding arrangements.

3. PROPOSAL

- 3.1 Replacement of the existing Local Safeguarding Children Boards with one Plymouth and Torbay Joint Strategic Safeguarding Partnership which is underpinned by proportionate governance structures that co-ordinates and promotes local safeguarding practice and responses.
- 3.2 The current Independent Chair role will be replaced with a single Independent Quality Assurance role that has oversight for reviewing and improving safeguarding practice, and facilitating a line of sight for the PTJSSP into the lived experience of children and young people. This role shall ensure the partnership enhances the identification of learning and its embedding and outcomes in practice across Plymouth and Torbay. The value of this role will ensure that quality assurance and learning into practice does not occur in silos, and that the learning loop is closed. For clarity, the role shall be held by a part time office holder, subject to a contract for service with all of the three statutory safeguarding partners. The Independent Quality Assurance role shall be accountable to the three statutory safeguarding partners, but shall act as the “critical friend” bringing challenge and support to the PTJSSP. The Independent Quality Assurance role attends, but is not a decision making member of the PTJSSP.
- 3.3 The Plymouth and Torbay Joint Strategic Safeguarding Partnership (PTJSSP) will co-ordinate safeguarding services; act as a strategic leadership group in supporting and engaging others and shall implement local and national learning from serious child safeguarding incidents⁵. The current Child Death Overview Panel arrangements for the South West Peninsula shall remain, but the PTJSSP shall put in place arrangements for the same to be monitored, reviewed and actioned via the new working arrangements⁶.

⁵ See paragraph 7 of Working Together Briefing Report

⁶ See paragraph 7.5 of Working Together Briefing Report

3.4 In Plymouth and Torbay the statutory safeguarding partner organisations and lead representatives are:

- Plymouth City Council – Chief Executive
- Torbay Council – Chief Executive
- NEW Devon Clinical Commissioning Group – Accountable Officer
- Devon & Cornwall Police – Chief Officer (Assistant Chief Constable).

The lead representatives have delegated their functions to the following senior officers who shall form the membership of the PTJSSP:-

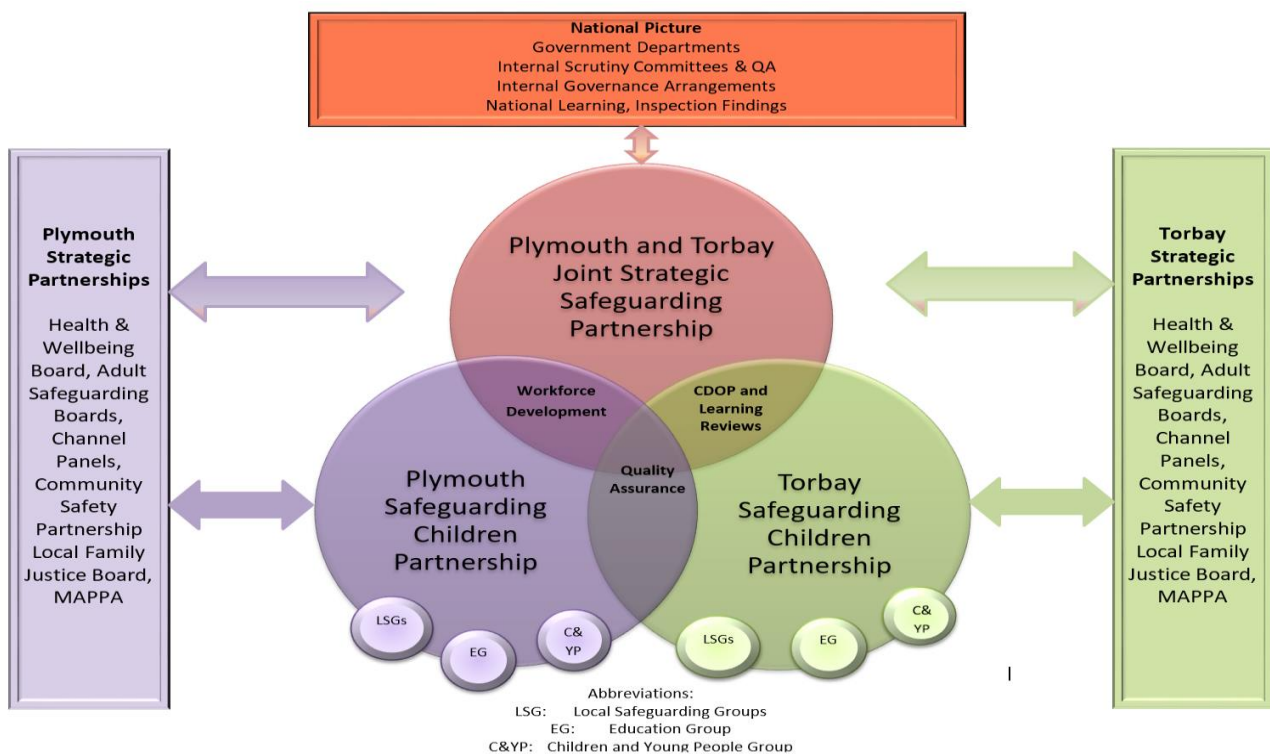
- Director of Children Services (Plymouth and Torbay LA)
- BCU Commander and Head of Public Protection (Devon & Cornwall Police)
- Director of Nursing (NEW Devon CCG)
- Independent Quality Assurance role (non-voting/decision making).

Members shall chair the PTJSSP on a rolling periodic programme.

- 3.5 The PTJSSP will establish one method of working for delivering quality assurance, performance management, multi-agency workforce development, serious child safeguarding reviews and monitoring and review the Peninsula Child Death Overview Process (CDOP) across both Plymouth and Torbay. This will support early identification and analysis of new safeguarding issues, and provide a consistent multi-agency safeguarding workforce able to implement and embed learning within respective local services for children and families across Plymouth and Torbay.
- 3.6 The members of the PTJSSP will delegate functions to designated senior safeguarding leads respectively within Plymouth and Torbay (this will be at Assistant/Service Director level/Designated Senior Officer). They will deliver a local response through the creation of local Safeguarding Partnerships in both Plymouth and Torbay. The local Safeguarding Partnerships will comprise of the selected relevant agencies as set out in Child Safeguarding Practice Review and Relevant Agencies (England) Regulations 2018⁷. The creation of these local partnerships will enable responses capable of being delivered under differing commissioning regimes, and retains separate identities for inspection purposes. Members of the PTJSSP shall chair the respective local Safeguarding Partnerships on a periodic rolling programme.
- 3.7 The Lead Member for Children’s Services shall be a participating observer of the local safeguarding arrangements. In practice this means routinely attending meetings as an observer and receiving all its written reports. For clarity, the Lead Member shall be non-voting. Details of participation and attendance of the Lead Member remain subject to on-going discussions, with the aim of securing proportionate and added-value engagement within the multi-agency arrangements.

⁷ See Appendix I of Working Together Briefing Report

3.8 Set out below is a visual representation of the proposed multi-agency safeguarding arrangements.



4. BENEFITS

4.1 The proposal has been designed with the aim of achieving the following benefits:

- Legal compliance;
- Extend and co-own safeguarding governance, knowledge and experience;
- Improve challenge, assurance and accountability to improve outcomes for children;
- Improve cost effectiveness of funding arrangements for respective local safeguarding arrangements;
- Mitigate escalation of safeguarding concerns to statutory intervention; thus assist in reducing economic cost of child abuse and neglect both direct (e.g. child protection, LAC, placements and accommodation) and indirect (in terms of prevention and in long term costs of supporting victims/survivor of child abuse);
- Potential reduction/avoidance of duplication of business unit costs and expenses;
- Remain subject to current systems of local, regional and national scrutiny (inc. Plymouth Corporate Safeguarding Improvement Plan);
- Secure co-operation and integration between common safeguarding partners and relevant agencies;
- Remains responsive to local circumstances and strategic aims;
- Increases local and regional intelligence of safeguarding risks and themes;
- Aids transparency and enable continuous improvement of safeguarding policy and practice;
- Secure early identification of new thematic safeguarding issues and concerns;
- Improved efficiency and effectiveness of embedding and evaluating learning;
- Complimentary development of multi-agency arrangements where excellent practice becomes norm;
- Promote public confidence and corporate reputation;
- Improved co-ordination of contextual multi-agency training.

5. RISK ANALYSIS

5.1 Successful transition into, and the subsequent delivery of the new multi-agency safeguarding arrangements will be dependent upon recognising and mitigating risk. A risk is defined as a threat to the success of the transition and the subsequent operation of the arrangements. Key risks and mitigation have been identified as:-

Risk	Mitigation
Unclear role/purpose lead to inadequate strategic leadership poor safeguarding outcomes	<ul style="list-style-type: none">• Strategic governance, memorandum of understanding and terms of reference• Business Plan and Objectives• Independent Quality Assurer with oversight and monitoring of quality assurance framework• Independent Scrutiny• Improved engagement and collaboration
Best outcomes for children not achieved	<ul style="list-style-type: none">• Common purpose led by strong leadership• Collaborative planning and monitoring• Quality assurance supported by Independent Scrutiny• Children, young people and families become active partner
Reduction in stakeholder engagement	<ul style="list-style-type: none">• Consultation• Communication Strategy• Agency Events• Named relevant agencies
Inadequate funding arrangements	<ul style="list-style-type: none">• Options Appraisal• Learning from early adopters• Relevant agency contributions (direct and/or in kind)
Lack of cost and qualitative effectiveness	<ul style="list-style-type: none">• Commission costs analysis• Seek in-year reductions• Operate and measure from base line• SII Audit• Measure success

6. DETAIL

Plymouth and Torbay Joint Strategic Safeguarding Partnership

6.1 It is proposed that the role and terms of reference of the PTJSSP will be based on the following:-

- Ensure children are safeguarded and their welfare promoted;
- set and oversee strategic direction of multi-agency safeguarding arrangements;
- determine equitable and proportionate funding on a yearly basis;
- hold local arrangements to account;
- scrutinise the effectiveness of multi-agency safeguarding arrangements;
- have oversight of multi-agency workforce development
- facilitate and drive action beyond usual institutional and agency constraints and boundaries and ensure the effective protective of children is founded on practitioners developing lasting and trusting relationships with children and their families.

- 6.2 To enable the PTJSSP to fulfil this role, and their terms of reference, it shall have the ability to co-opt at their discretion key relevant agencies and/or their representatives into their strategic meetings to discuss recurrent themes in the safeguarding and promotion of welfare, or the need to identify and action improvements. This discretionary ability will support a dynamic, proportionate and flexible approach to the safeguarding arrangements.

Local Safeguarding Partnerships

- 6.3 It is proposed that the role and terms of reference of the respective Local Safeguarding Partnerships in Plymouth and Torbay shall be based upon the following:

- ensure children are safeguarded and their welfare protected;
- deliver the strategic direction set by the PTJSSP;
- be the Leadership Group which supports and engages relevant agencies;
- co-ordinate and oversee local safeguarding arrangements and responses;
- determine appropriate local safeguarding response groups (as necessary).

Joint Quality Assurance

- 6.4 The PTJSSP will create and be responsible for a joint Quality Assurance Board and will appoint an Independent Quality Assurance Chair. This Board will work upon, and be subject to terms of reference, which will be based upon the following:-

- set and evaluate the single quality assurance framework;
- undertake multi-agency auditing/thematic reviews;
- scrutinise respective performance data;
- provide line of sight into practice and the lived experience of the child.

Joint CDOP/Learning Reviews

- 6.5 The PTJSSP will create and be responsible for a joint CDOP/Learning Review Board and will be overseen by the Independent Quality Assurance Chair. This Board will work upon, and be subject to terms of reference, which will be based upon the following:

- deliver the statutory duties relating to South West Peninsula child death review arrangements and direct implementation of recommendations arising;
- oversee, commission and deliver local child safeguarding practice reviews and make recommendations to the joint Quality Assurance and Workforce Development Boards.

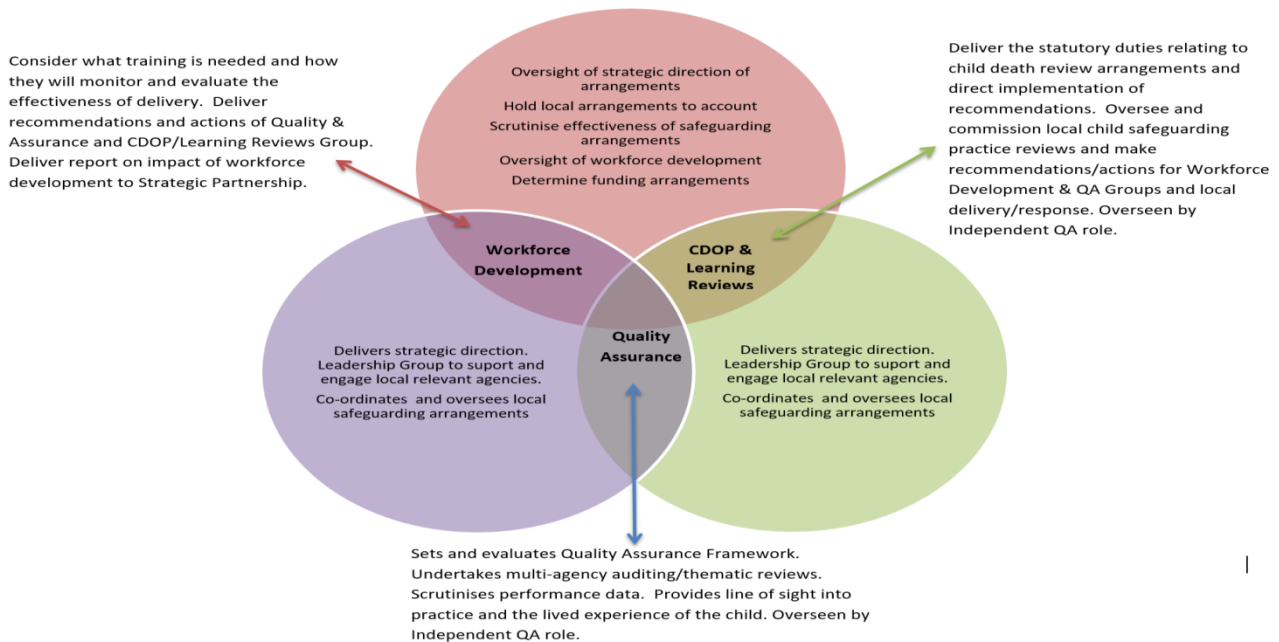
Joint Multi-Agency Workforce Development

- 6.6 The PTJSSP will create and be responsible for a joint Workforce Development Board which shall work upon, and be subject to terms of reference, based upon the following:

- consider what multi-agency training is needed across the PTJSSP and how they monitor and evaluate the effectiveness of delivery;
- commission and deliver the required multi-agency training in innovative and efficient methods which satisfies the requirement and continuing improvement of multi-agency safeguarding arrangements;

- deliver recommendations and learning of Quality Assurance Board and CDOP/Learning Review Board;
- deliver quantitative reports on impact of workforce development to PJSSP.

6.7 Set out below is a visual representation of the roles and responsibilities of the arrangements moving forward:



7. Future Funding Arrangements

7.1 The proposal is for the PTJSSP to agree the level of funding (direct and in-kind) secured from each partner, which shall be equitable and proportionate, together with any contributions (direct or in-kind) from relevant agencies. Determination remains subject to ongoing discussion between the partners.

8. Relevant Agencies

8.1 Attached as an Appendix is a list of the current proposal for the relevant agencies whose involvement is required to safeguard and promote the welfare of local children, and shall work within the proposed multi-agency safeguarding arrangements. Whilst the legislation and statutory guidance draws a distinction between safeguarding partners and relevant agencies to ensure clarity around accountability, it is clear that all members of the proposed partnerships have a shared responsibility to work collaboratively to provide targeted support to children and families. Relevant agencies shall engage and participate within the local safeguarding partnerships as appropriate.

8.2 The Lead Member for Children & Young People, whilst not a Relevant Agency, shall be a participating observer of the local safeguarding arrangements. In practice this means routinely attending meetings as an observer and receiving all its written reports. For clarity, the Lead

Member shall be non-voting. Details of participation and attendance of the Lead Member remain subject to on-going discussions, with the aim of securing proportionate and added-value engagement within the multi-agency arrangements.

9. Voice of the Child, Young People and Families

- 9.1 Engaging the voice, activity and co-design of children, young people and families shall remain integral to the new proposal. The PTJSSP shall build upon the effective arrangements in place within Plymouth and shall enhance and extend into Torbay. The ambition will be to engage with all children and young people, and not solely upon those who have experienced services. The PTJSSP shall commit to and engage with children, young people and families at an individual, service and strategic level. Various systems, forums and existing networks/groups shall be used to gather views and seek independent voices and experiences. It is recommended that at least one lay member shall be appointed into the Joint Quality Assurance Group. It is proposed that this lay member shall be a care leaver whose experience of the care system and the transition from child to adult services will be an invaluable perspective to inform the work of the strategic safeguarding partnership.

10. Next Steps

- 10.1 The 3 safeguarding partners have developed a transition plan to be led by the Business Units of Plymouth and Torbay with the support of the relevant agencies using key themes of:
- cost analysis
 - planning
 - continued consultation
 - development
 - publication
 - implementation.

Appendix I

Proposed Relevant Agencies

The three safeguarding partner must set out how they will work together with any Relevant Agencies. Relevant Agencies are those organisations and agencies whose involvement the safeguarding partners consider may be required to safeguard and promote the welfare of children with regard to local need.

The list of relevant agencies is set out in the Child Safeguarding Practice Review and Relevant Agency (England) Regulations 2018. Many agencies and organisations play a crucial role in safeguarding children. Safeguarding partners may include any local or national organisation or agency in their arrangements, regardless of whether they are named in relevant agency regulations.

The following remains subject to ongoing discussion and consultation. The below is an indication only at present.

Educational and Childcare

All early year settings
 All children centres
 All primary education settings
 All secondary education settings
 All special education settings
 Pupil referral unit
 All independent education settings
 Universities
 Further Education colleges
 Private training providers
 Careers South West
 Language schools.

Health and Social Care

NHS England
 NHS Hospital Trusts
 Public Health
 Livewell South West
 South West Ambulance NHS Foundation Trust
 Regional Adoption Agency
 Registered providers of fostering agencies
 Providers of private children's homes
 Providers of residential holiday schemes for disabled children.

Criminal Justice

CAFCASS
 HM Prison and Probation Service

Community Rehabilitation Company⁸
Youth Offending Teams
Office of Police & Crime Commissioner

Police and Immigration

British Transport Police
Port Police Force
Local Border Force/Customs & Excise

Miscellaneous

Action 4 Children
NSPCC
Barnardo's
Children's Society
British Red Cross
Lay member
Children & Young People member
Drug and alcohol support services
Domestic abuse services
Community and Social Housing providers
Sexual Assault Referral Centres
Local Authority Commissioning
Devon & Somerset Fire and Rescue Service

Sports & Leisure

To be determined – subject to further guidance and advice sought from DfE.

Community and Voluntary

Plymouth Octopus Plus (POP+)
Community Development Trust
Asylum Seeker/Refugee support services
Religious and faith groups

⁸ Subject to new ownership