

INTEGRATED CARE AND WELLBEING SCRUTINY PANEL

Day: Thursday
Date: 8 November 2018
Time: 6.00 pm
Place: Lesser Hall 2 - Dukinfield Town Hall

Item No.	AGENDA	Page No
1.	APOLOGIES FOR ABSENCE	
2.	MINUTES To approve as a correct record, the Minutes of the proceedings of the Integrated Care and Wellbeing Scrutiny Panel held on 13 September 2018.	1 - 4
3.	CHILDREN'S SERVICES IMPROVEMENT The Panel to meet Councillor Oliver Ryan, Executive Member (Children's and Families); and Richard Hancock, Director of Children's Service to receive a progress update on the recent Ofsted Monitoring Visit, future improvement priorities, governance and safeguarding arrangements.	5 - 22
4.	IMPACTS OF WELFARE REFORM Simon Brunet, Policy Manager; and Paul Radcliffe, Scrutiny Manager, to provide insight to a number of specific and concentrated impacts of Welfare Reform, to inform future lines of enquiry.	
5.	CHILDREN'S WORKING GROUP The Deputy Chair to present on the instruction of a Children's sub-group; for membership to be established and terms of reference to be agreed.	23- 24
6.	CHAIR'S UPDATE The Chair to provide a verbal update on recent activity and future priorities for the Panel.	
7.	DATE OF NEXT MEETING To note that the next meeting of the Integrated Care and Wellbeing Scrutiny Panel will take place on Thursday 10 January 2018.	
8.	URGENT ITEMS To consider any additional items the Chair is of the opinion shall be dealt with as a matter of urgency.	

From: Policy Performance & Communications Unit – any further information may be obtained from the reporting officer or from Paul Radcliffe, Scrutiny and Member Services Manager, to whom any apologies for absence should be notified.

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Integrated Care and Wellbeing Scrutiny Panel 13 September 2018

Commenced: 6.00pm

Terminated: 7.25pm

Present: Councillors Peet (Chair), T Smith (Deputy Chair), Billington, Boyle, Buglass, Cartey, Cooper, S Homer, Mills, Welsh, Wild.

Apologies for absence: Councillors Bowden, Gosling, Jackson, Taylor.

16. MINUTES

The minutes of the meeting of the Integrated Care and Wellbeing Scrutiny Panel held on 26 July 2018 were approved as a correct record.

17. QUALITY OF TAMESIDE CARE HOMES

The Panel welcomed Stephanie Butterworth, Director of Adult Services; Gill Gibson, Director of Quality and Safeguarding; and Tim Wilde, Team Manager, to receive an overview of residential and nursing care in Tameside and the work undertaken to drive improvement and quality.

The Care Quality Commission (CQC) registers and inspects every care home in England. All homes are inspected on a 'regular basis', with frequency determined by the current rating of each home. The inspection methodology focuses on five domains, to help inspectors answer questions on whether the provision is Safe, Effective, Caring, Responsive and Well-led. The lowest rating for a single or multiple domains will determine the homes overall rating.

It is only the CQC that holds regulatory powers to formally inspect care homes, however the Council does have some contractual powers to ensure people are receiving the right care to meet their needs. The Care Act does provide the authority with a statutory role in the event of market failure. Ms Butterworth advised that local policies are in place to safeguard residents by preventing placements to homes judged as inadequate and to work with existing residents and their families to provide alternative solutions and moves when appropriate.

The Panel heard that the Council and Clinical Commissioning Group work with individuals and their families to commission care home placements. The placement fee structure was discussed and it was confirmed that Tameside has a relatively low number of full fee payers when compared to other authority areas.

There are currently 38 care homes in Tameside, with a total of 1606 beds. This includes 27 residential homes with 1,038 beds and 11 nursing homes with 568 beds. At the 21 August 2018 the breakdown of CQC ratings was as follows:

- 0 homes rated Outstanding
- 20 homes rated Good
- 13 homes rated Requires Improvement
- 3 homes rated as Inadequate
- 2 homes are yet to be inspected

Ms Butterworth advised that further work is needed to encourage and support improvement within the sector. A new multi-agency Quality Improvement Team has been created to offer direct support to providers to improve the quality of service provision. The team's primary

focus will be placed on current homes rated Inadequate and Requires Improvement, with the ambition to move ratings to good and outstanding.

In order to inform future activity, panel members requested information and data for the CQC ratings for all care homes and for this to include a breakdown of each domain.

Resolved:

(1) That Ms Butterworth, Ms Gibson and Mr Wilde be thanked for attending the meeting.

(2) That a breakdown of CQC ratings by home be circulated by email to all panel members.

18. ESTABLISHMENT OF WORKING GROUP

The Chair invited panel members to express interest in joining the working group for the Quality of Tameside Care Homes. Interest was noted and it was confirmed that detail of future meeting dates and times are to be circulated by email in the coming weeks.

It was confirmed that efforts will be made, in the first instance, to meet the availability of all working group members. If difficulties do arise, and in order to prevent delay, meetings will be arranged based on the majority of members being available.

19. OVER THE COUNTER MEDICINE

The Panel signed off a letter that provided a collective and formal response for submission to the open consultation for Over the Counter Medicines. The Chair considered a response of the Scrutiny Panel to be something that can support the local decision making process in this area.

Resolved: That the response letter be submitted to the consultation and for it to be shared directly with the Care Together Director and Head of Medicines Management at the CCG.

20. CHAIR'S UPDATE

The Chair provided a verbal update on recent activity and future priorities for the Panel. This included the recent training for all scrutiny members and options for best practice examples to be incorporated into the future planning and scoping of scrutiny activity.

The Panel confirmed future work priorities to include:

- The Quality of Care Homes working group.
- The Chair to conclude past activity relating to Suicide Prevention.
- Impact of Welfare Reform – discussion on work programme priorities with information to be brought for consideration to the next meeting on 8 November 2018.

The Panel also heard that work has started to raise awareness of recent activity of the panel and to promote public participation. Messages are to be routinely posted on the Council's social media accounts with sign posts to the meeting dates, published papers and topics.

21. DATE OF NEXT MEETING

To note that the next meeting of the Integrated Care and Wellbeing Scrutiny Panel will take place on 8 November 2018.

22. URGENT ITEMS

The Chair reported that there were no urgent items for consideration at this meeting.

CHAIR

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Ofsted Monitoring visit August 2018 Looked After Children

Councillor Oliver Ryan
Executive Member (Children and Families)

Richard Hancock
Director of Children's Services

Overview

- Progress has been slow.
- We know ourselves and recognise the need to accelerate improvements and improve basic practice.
- Plans and practice guidelines are in place to address the improvements identified.
- Action has been taken to address the pace of improvement and strengthen the management of the service.
- In the short term this has resulted in a period of instability for the service, with a team manager, practice managers and a number of social workers leaving.
- The difficulty in trying to secure a stable workforce is our biggest challenge.

What we do well

- Our threshold for bringing children into care is appropriate
- Children are safeguarded effectively
- Recording in case notes is timely
- Statutory visits to children are taking place regularly
- Children are seen alone by their social workers
- The recordings of visits is thorough, and the voice of the child is evident
- Social workers know the children well

What we do well

- The majority of statutory reviews for children are held regularly
- Children are actively encouraged to attend and participate in their reviews
- Contact arrangements are well managed
- Quality assurance processes are improving
- There is a renewed drive and focus on corporate parenting
- The Children in Care Council is a vibrant and vocal group

Areas requiring improvement

- The quality of child and family assessments and plans is weak
- Written care plans are not routinely shared by social workers with carers, parents and professionals
- The case load range is too wide
- The role of the IRO is not as effective as it should be
- Management oversight by front-line managers lacks rigour and consistency

Areas requiring improvement

- The quality of supervision
- Permanence planning is not robust and is not considered soon enough
- Life story work is not being completed with all children looked after
- Concern expressed by children's and young people regarding changing social workers and management

Our ongoing improvement

A comprehensive action plan is now in place to address all areas identified from this visit as in need of improvement and a range of activity continues to further embed and improve current performance not only with regard to Looked After Children but more widely across Children's Social Care.

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Governance and Safeguarding Update

Councillor Oliver Ryan
Executive Member (Children and Families)

Richard Hancock
Director of Children's Services



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- The Executive Cabinet Report - Children's Governance Review 25th July 2018 laid out a range of proposals.
 - Those proposals which were referenced in that report as being “new” are the focus of this presentation.

A new Executive Children's Safeguarding Partnership

- The proposals for a revised approach to local safeguarding arrangements are now well under way.
- The three statutory partners (LA, Health, Police) are all actively engaged.
- A model has been developed and agreed.
- We have secured early adopter status and support.
- Initiation of a neighbourhood model of working and the first stage of rolling out our Team Around the School model has taken place and has been very well received.
- The new Executive Safeguarding Partnership Board arrangements are expected to come into place later this year.

A new Starting Well Board as Sub-group of the Health & Wellbeing Board

- Work is progressing under the direction of the SLT to develop this proposal more fully.
- It is anticipated that a more worked up and detailed proposal will be available for consideration and due governance later in 2018.

Report to:	EXECUTIVE CABINET
Date:	25 July 2018
Executive Member / Reporting Officer:	Councillor Leanne Feeley – Executive Member for Lifelong Learning Councillor Oliver Ryan – Executive Member for Children & Families James Thomas – Director of Children’s Services (DCS)
Subject:	CHILDREN’S GOVERNANCE REVIEW
Report Summary:	The report sets out a review of children’s governance arrangements and should be read in conjunction with the report to Board in respect of proposals for revised Local Safeguarding Children’s arrangements.
Recommendations:	Executive Cabinet is asked to note the content of the report and approve the recommendations: <ul style="list-style-type: none"> • To initiate a new Starting Well Board as a sub-group of the Health & Wellbeing Board • To initiate four new Children’s Partnership Workshops, one in each neighbourhood
Links to the Corporate Plan:	The Corporate Plan outlines the priorities for improving the borough of Tameside including the quality of life for children and families.
Financial Implications: (Authorised by Section 151 Officer)	There are no direct financial implications arising from this report.
Legal Implications: (Authorised by Borough Solicitor)	These arrangements need to go to Cabinet and Council so there is absolute clarity as to how decisions are made and assurance provided.
Risk Management:	Contained in the body of the report.
Access to Information :	The background papers relating to this report can be inspected by contacting the report writers James Thomas  Telephone: 0161 342 3354  e-mail: james.thomas@tameside.gov.uk

1 INTRODUCTION

- 1.1 The needs of children and families are complex, encompassing an enormous diversity of issues across the life course from pre-birth to 25, from those only needing the support of universal health and education services to those children with special needs and disabilities to those in need of protection from abuse and neglect, and necessarily including the needs of the parents and carers who are the key to children's development and their welfare.
- 1.2 Consequently, the range of services that meet those needs is necessarily a diverse and complex one. There are both statutory and voluntary services. There are services targeted at particular age groups and others which work with every age you could find within a family. There are those focused upon the whole of Tameside, whilst others work to a particular neighbourhood patch, or indeed to a wider footprint than our borough. There are those meeting one level of need and those which meet all levels of need.
- 1.3 So it is hardly a surprise that ensuring that effective governance arrangements are in place is so challenging. There will always be a risk of duplication – just as needs and services do not sit in neat separate boxes – so governance boards and groups will have overlapping areas of responsibility. There is of course also a risk that there are gaps and that some areas of need and service have no proper oversight. And there will always be a risk of ineffectiveness, where there may be a significant amount of activity but less evidence of added value or impact.
- 1.4 Whilst there have been a some specific triggers to carry out this review, which are outlined in the section below on context and developments, the inter-connected nature of all that we are dealing with means that it is not possible to have a narrow look at one part of our system without looking at the whole. This does not mean we need to think about changing things where they are working well, but does mean we need to look at the whole system.
- 1.5 Whilst we aim to ensure that our structures are the optimal ones to ensure the delivery of effective services, of course good structures alone are not sufficient, and we will need to pay just as much attention to the ways of working that are key to the delivery of effective leadership and governance. Ofsted's 2015 report on effective leadership and governance provides a useful summary:
- Open, honest and collaborative
 - Strong moral base informed by solid professional knowledge
 - Modelling behaviour, setting clear expectations
 - Leaders who are visible and credible
 - Culture of support and challenge
 - Effective lines of accountability – scrutiny of both soft and hard data for deeper understanding
 - Boards and partnerships – mature, strong relationships, mutual understanding of roles and responsibilities, differences dealt with appropriately, challenge seen as helpful and constructive, positive view of impact of collaboration; common language; shared data sets; escalation as positive step to resolution
 - Members – roles and responsibilities clearly understood, their understanding of the issues, passion and lead roles ensuring understanding by all members

2 CURRENT ARRANGEMENTS

- 2.1 This report will not detail the overarching political and corporate governance arrangements under which Children's governance sits within the Council and CCG, rather will focus upon those arrangements specific to children.

- Local Safeguarding Children Board (LSCB)**
- 2.2 The current statutory requirement is for a LSCB to be independently chaired and engage membership from a set of prescribed partner agencies. This will change as the Children & Social Work Act is enacted with revised statutory guidance expected by the end of June 2018. The current LSCB has been judged by Ofsted to Require Improvement, and the appointment of a new Independent Chair from February 2018 has re-energised the Board as we prepare to be an Early Adopter of new local safeguarding arrangements. A set of Sub-Groups reports into the LSCB. Work is underway to strengthen the co-ordination of children's safeguarding work with that of both adult safeguarding and community safety arrangements.
- Improvement Board**
- 2.3 This Board was initiated early in 2017 as a response to the Inadequate Ofsted judgement from late 2016. Independently chaired and with a membership including the Leader, Lead Member and Chief Executive, the Board provides both support and challenge to the work of the Children's Team in driving the agreed Improvement Plan, as well as a means to manage the external scrutiny of the DfE. The expectation is that this is a time limited Board to see Tameside through to its next full inspection and an improved judgement, although clearly the confidence with which the Board will then be wound up will also depend upon the robustness of the ongoing governance arrangements.
- Education Attainment Improvement Board (EIAB)**
- 2.4 The EAIB is an established member led council committee with a wide remit to support and challenge educational attainment in the borough. The EIAB has a direct reporting line from the SEND Strategic Steering Group, and a link to the statutory Schools Forum which provides financial governance over schools funding, and to Headteachers and their own organisation through TAPH and TASH.
- Health & Wellbeing Board & Strategic Commissioning Board**
- 2.5 The statutory member led partnership committee with a wide remit to support and challenge health and wellbeing for all ages across the borough. There is currently consideration to the potential benefits of the H&WB Board being strengthened through being positioned as the Tameside Reform Board. Children's issues currently form a sub-set of the overall agenda. The Strategic Commissioning Board provides the means for the Council and the CCG to take joint commissioning decisions, including where this related to children, and SCB has a direct reporting line from two sub-groups which also cover children's health services.
- Corporate Parenting Board**
- 2.6 The member led group with responsibility for driving the council's corporate parenting agenda and ensuring we all fulfil our corporate parenting responsibilities. A strong focus upon the Voice of Children in Care in particular through linking with the Children in Care Council.
- Youth Offending Management Board**
- 2.7 Statutory requirement to have clear partnership governance over the Youth Offending Team. Recently the Board membership and agenda has been re-energised and current engagement is positive.
- Youth Council and Children in Care Council**
- 2.8 The two primary groups where children and young people are able to give their views directly and as representatives of other young people. The Children in Care Council has a direct line to the Corporate Parenting Board.
- Integrated Care & Wellbeing Scrutiny Panel**
- 2.9 The effective delivery of children's services is a core focus of the Integrated Care & Wellbeing Scrutiny Panel, which will also be able to maintain a rigorous focus upon the

extent to which the Voice of the Child is at the heart of service delivery and service improvement.

3 KEY CONTEXTUAL DEVELOPMENTS

- 3.1 GM governance arrangements continue to evolve, with the recent formation of the GM Children's Board – led by the ten local authorities rather than the GMCA and the core membership is based upon the ten lead members and DCS's. The Board will pull together reporting lines from the specific children's focused GM boards, in particular the GM Education & Employability Board, the GM Children's Health & Wellbeing Board, and the GM Safeguarding Standards Board.
- 3.2 Safeguarding Reform – a separate paper sets out the proposed new local children's safeguarding arrangements.
- 3.3 Strategic Neighbourhood Forums and Integrated Neighbourhood Working
 - An opportunity to align the new local member forums with the developing neighbourhood model of partnership and service delivery for children and families
 - Proposals being developed for a neighbourhood model for Children & Families in Tameside to complement the Care Together neighbourhood model for health and adult social care, and the INS for policing and community safety.
 - Consultation with partners being conducted as a joint exercise along with local safeguarding arrangements.
 - Proposal is for four neighbourhoods which enable more effective partnership working on the ground.

4 KEY ISSUES TO ADDRESS

Gap in Governance

- 4.1 The absence of dedicated board for the wider children's agenda since the demise of the Children's Trust has left a gap which the existing governance arrangements are not covering entirely satisfactorily. Recent examples include that the drive for an Early Help Strategy and reporting of the Early Help Strategy Sub-group has come from the Improvement Board although this can only be a time limited solution; and that the drive for a Voice of the Child Strategy has come from the LSCB despite recognising that its safeguarding remit limits its ability to ensure the strategy is promoted across all services. There are other partnership groups which currently do not have any effective reporting line upwards, such as for Early Years and CAMHS Transformation.

Joining the Dots

- 4.2 There is a need to strengthen the join up of varying partnership and governance arrangements through the rigour of reporting arrangements and co-ordination of action. Examples would include the need to strengthen reporting of the Corporate Parenting Group to Cabinet; the need to co-ordinate strategic planning between the TSCB, Adult Safeguarding Board and Community Safety Partnership; the need to strengthen the proportionate links between GM and Tameside; and for clearer reporting lines for some groups currently operating without these (eg Early Help Strategy Sub-Group) and for some that will need to provide dual reporting (eg Domestic Abuse Strategy Group).

The Neighbourhood Opportunity

- 4.3 The widespread partner support for a neighbourhood model of working demonstrates the opportunity this presents for much stronger engagement with those partners at an operational level on the ground, to complement the work being done in strategic boards at the centre.

5 PROPOSALS

NEW - Executive Children's Safeguarding Partnership

- 5.1 The proposals for a revised approach to Local Safeguarding Arrangements are drafted in a separate paper.

Improvement Board

- 5.2 No change proposed following recent revision of the Board's TOR and membership.

Education Attainment Improvement Board

- 5.3 No change proposed.

NEW – Starting Well Board as Sub-group of the Health & Wellbeing Board

- 5.4 The Early Help Strategy Sub-Group should morph into a Children & Families Sub-Group of the H&WB Board, with terms of reference that specify the scope to provide partnership governance over the range of children's health issues and early help. This new Sub-Group would have direct reporting lines from: the Early Years Delivery Group, CAMHS Transformation Group, Family Nurse Partnership Board; would link to HCAG and the Youth Council; and would drive the Voice of the Child Strategy. To be chaired by the DCS.

Corporate Parenting Group

- 5.5 No change proposed. To strengthen the discipline of reporting to Cabinet and Council every six months, and the links with the refreshed Children in Care Council.

NEW – Partner Engagement through the Neighbourhood Model

- 5.6 Each of the four proposed neighbourhoods to convene a Children's Neighbourhood Partnership Workshop three times a year, as part of our new statutory local safeguarding arrangements as well as a focus on the wider Successful Families agenda. Dual reporting up to the Executive Children's Safeguarding Partnership and the Starting Well Board, as well as the opportunity to align and work closely with members at the local level through the new Strategic Neighbourhood Forums.

Strengthened Governance through more Systematic Ways of Working

- 5.7 The knowledge and experience brought to bear by officers, members and partners in each of these groups to be enhanced by a more systematic approach to the evidence upon which strategic decisions are made which always takes into account three core sources of information:
- Data – with the most accurate possible single version of the truth provided by the corporate performance team
 - Quality Assurance findings – from formal and systematic audit and other forms of QA
 - Voices of children, young people, parents and families – gathered on a systematic basis to inform our understanding of their experiences and what works – it will be good practice to start all key strategic discussions with a focus upon what our children and families are telling us.

6 RECOMMENDATIONS

- 6.1 As stated on the report cover

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CHILDREN'S WORKING GROUP – 2018/19

TERMS OF REFERENCE

RATIONALE

The Children's Working Group is instructed as a fixed sub-group of the Integrated Care and Wellbeing Scrutiny Panel for the remainder of the 2018/19 municipal year.

Seeking the lived experience and wishes of children and young people about the services they receive must be an active driver for decision-making and service development. The group will look to ensure that there are sufficient and adequate mechanisms in place to encourage participation, with the aim to inform service delivery.

The group will have a specific remit to consider matters relevant to Children's Services and Education. In addition to this, the group will monitor past actions and recommendations put forward by the Voice of the Child Overview Panel in 2017/18.

To do this the working group will meet with stakeholders, review existing documentation and assess a range of information and evidence. The group does not make decisions about service provision but will provide comment and recommendations to support services in capturing the views and experiences of children and young people.

SCOPE & OBJECTIVES

The scope and objectives of the Children's Working Group are to:

- Create a fixed membership to include elected members from the Integrated Care and Wellbeing Scrutiny Panel, co-opted young people and co-opted adults.
- Seek to identify and establish a working list of topics for consideration.
- Deliver statutory functions when educational matters are considered.
- Promote 'critical friend' challenge to the improvement process.
- Ensure young people and adults feel safe and able to voice any concerns.
- Encourage broader participation opportunities for young people.
- Review the variety of methods available for residents and young people to communicate their views.
- Ensure that Children's Services continue to use the findings from participation and engagement in strategic and operation improvement, as well as in individual case decisions.
- To encourage participation to a range of local and regional consultations.

OVERSIGHT AND REPORTING

The Chair of the Integrated Care and Wellbeing Scrutiny holds responsibility for the oversight and approval of activity undertaken by the Children's Working Group. The working group is to be chaired by the Deputy Chair of the Scrutiny Panel.

The Children's Working Group will establish a work pattern whereby every meeting will have set objectives and measured outcomes, in the form of a response paper or letter. Findings and actions from the meeting will be tabled and presented at the next available meeting of the Integrated Care and Wellbeing Scrutiny Panel, for information and sign off. To prevent any delay in reporting, all findings and papers will be shared directly with the Chair of the Integrated Care and Wellbeing Scrutiny Panel prior to submission.

STATUTORY ROLES

As part of the Children Act 1989 it is the duty of the authority in its care of children and young people, to listen to and base improvements on the wishes and feelings of children and young people on matters that affect them.

A further statutory requirement for the Integrated Care and Wellbeing Scrutiny Panel is to include co-opted representatives when dealing with educational matters. Local authorities must appoint:

- Parent Governors at maintained schools
- Representative of the Roman Catholic Church
- Representative of the Church of England

ACTIVITY

The Children's Working Group will:

- Ensure that designated groups and networks for children and young people are being listened to and adequately supported to have their voice heard on a strategic level. This includes testing whether individuals and groups are being listened to by the bodies responsible for implementing change.
- Ensure that the voice and lived experiences of young people are acted upon on an individual level. To include examination of how this is evidenced across Children's Services and Educational services.
- Include evidence from external challenge mechanisms and regulators, for example complaints; whistleblowing; Serious Case Reviews; examples of respectful challenge and judicial reviews.
- Benchmark new and innovative ideas for gathering the experience of residents and young people at strategic and operational levels.

MEMBERSHIP

The membership of the working group is:

- Cllr Teresa Smith (Chair)
- 4 x Councillors from the Integrated Care and Wellbeing Scrutiny Panel.
- 3 x co-opted young people
- 3 x co-opted adults (to include Roman Catholic and Church of England representatives as set out under the provisions of the Local Government Act 2000).

MEETINGS

The group will have four fixed meeting dates for the remainder of 2018/19 municipal year:

- Wednesday 14 November 2018 - 6.00pm
- Wednesday 16 January 2018 - 6.00pm
- Wednesday 27 February 2018 - 6.00pm
- Wednesday 3 April 2018 - 6.00pm

In addition to the dates above, the panel may hold additional meetings when deemed appropriate by the subject being considered.

The group will meet in private at Dukinfield Town Hall, as is standard for a scrutiny working group. Meetings will last no longer than 2 hours.