

## ***PERFORMANCE OVERVIEW AND SCRUTINY COMMITTEE Agenda***

Date Thursday 24<sup>th</sup> November 2022

Time 6.00 pm

Venue Council Chamber, Civic Centre, West Street, Oldham, OL1 1NL

Notes 1. DECLARATIONS OF INTEREST- If a Member requires advice on any item involving a possible declaration of interest which could affect his/her ability to speak and/or vote he/she is advised to contact Paul Entwistle or Peter Thompson at least 24 hours in advance of the meeting.

2. CONTACT OFFICER for this agenda is Peter Thompson Tel. 0161 770 5151 or email [peter.thompson@oldham.gov.uk](mailto:peter.thompson@oldham.gov.uk)

3. PUBLIC QUESTIONS - Any Member of the public wishing to ask a question at the above meeting can do so only if a written copy of the question is submitted to the contact officer by 12 noon on Monday, 21 November 2022.

4. FILMING - The Council, members of the public and the press may record / film / photograph or broadcast this meeting when the public and the press are not lawfully excluded. Any member of the public who attends a meeting and objects to being filmed should advise the Constitutional Services Officer who will instruct that they are not included in the filming.

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Please also note the Public attendance Protocol on the Council's Website

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**MEMBERSHIP OF THE PERFORMANCE OVERVIEW AND SCRUTINY COMMITTEE**

Councillors Ahmad (Chair), M Bashforth, Byrne, S Hussain, Islam, Kenyon, Rea and Shuttleworth

Item No

- 1 Apologies For Absence
- 2 Declarations of Interest  

To Receive Declarations of Interest in any Contract or matter to be discussed at the meeting.
- 3 Urgent Business  

Urgent business, if any, introduced by the Chair
- 4 Public Question Time  

To receive Questions from the Public, in accordance with the Council's Constitution.
- 5 Minutes (Pages 1 - 4)  

The Minutes of the meeting of the Performance Overview and Scrutiny Committee held on 6<sup>th</sup> October 2022 are attached for approval.
- 6 Oldham Safeguarding Partnership 2021/2022 Annual Reports (Pages 5 - 44)
  - a. Oldham Safeguarding Children's Partnership 2021/22 Annual Report
  - b. Oldham safeguarding Adults Board 2021/22 Annual Report
- 7 Update on support and provision for Children and Young People who have Special Education Needs and/or Disabilities (SEND) (Pages 45 - 56)
- 8 Local Government Ombudsman Annual Review of Complaints 2021/2022 (Pages 57 - 66)
- 9 Performance and Overview Scrutiny Committee Work Programme 2022/23 (Pages 67 - 76)
- 10 Key Decision Document (Pages 77 - 92)  

Key Decisions scheduled to be taken by the Council/Cabinet from 11<sup>th</sup> November 2022
- 11 Exclusion of the Press and Public  

That, in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following item of business on the grounds that it contains exempt information under paragraph(s) 3 of Part 1 of Schedule 12A of the Act, and it would not, on balance, be in the public interest to disclose the report.
- 12 Potential Risks to the Council Linked into Northern Roots (Oldham) Limited (Pages 93 - 102)



**Present:** Councillor Ahmad (Chair)  
Councillors M Bashforth, Byrne, S Hussain, Islam, Kenyon and Shuttleworth

Also in Attendance:

Mark Stenson – Assistant Director of Corporate Governance and Strategic Financial Management

Peter Thompson – Constitutional Services

1 **APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor Rea.

2 **DECLARATIONS OF INTEREST**

There were no declarations of interest received.

3 **URGENT BUSINESS**

There were no items of urgent business received.

4 **PUBLIC QUESTION TIME**

There were no public questions for this meeting of the Committee to consider.

5 **MINUTES**

Resolved:

That the Minutes of the meeting of the Performance Overview and Scrutiny Committee, held 1<sup>st</sup> September 2022, be approved as a correct record.

6 **COUNCIL PERFORMANCE REPORT JUNE 2022**

The Committee scrutinised a report which presented a review of the Council performance for the first quarter of 2022/23 (April – June 2022). The Committee was invited to examine areas of under-performance and where appropriate recommend appropriate remedial action. The Committee was also asked to note areas of good performance.

The Council's Corporate Performance Report (CPR) monitored the delivery of business plan actions, risks and measures against the current Corporate Priorities. The CPR provided a breakdown by each corporate priority area and included further details on any exceptions. The Council continued to monitor and to plan for, the impact of both internal influences (such as staffing capacity due to Covid-19 related absences) and external factors (such as increased demand due to increased costs of living) on all its services.

During the study period, the report revealed that 95% of actions were on track, or had been, successfully completed and 5% were behind schedule. 72% (that was 104 actions out of a reported 145) of reported risks were deemed to be either 'low' or

'very low'. 69% (that was 35 out of 51 reported actions) of targeted measures were on course to achieve their end of year target. 92% (that was 47 out of 51 actions) of targeted measures were on track to achieve their end of year target. These figures were as expected for the first quarter of a 'reporting year'.

A Member referred to action M498 (C) 'Street Lighting – Percentage of issues resolved within target time', noting that the street lighting contract for the Oldham Borough (and which also covered Rochdale Metropolitan Borough) had been outsourced to EON, who, since November 2021, had reported that they were meeting their contractual targets. The Member queried this and requested that a report be submitted, to a future meeting of the Committee, detailing operational and strategic matters relating to the Joint PFI Contract.

A Member noted that the submitted report detailed the number of resignations of employees from the Council, totalling 47 during the first quarter of 2022/23 and 217 during 2021/22. The Member commented that these figures seemed to be unusually high and requested that a report be submitted to a future meeting of the Committee detailing employee related issues including any underlying reasons for the relatively high number of staff resignations and turnover.

A Member referred to action M410a (C) 'Number of new affordable homes that have been completed in Oldham', requesting that a report, outlining this in more detail be submitted to a future meeting of the Committee.

Resolved:

1. That the report be noted.
2. That the Executive Director for Place and Economic Growth/Joint Authority PFI Project Manager be requested to submit a report to a future meeting of the Committee, detailing operational and strategic matters relating to the Joint PFI Contract.
3. The Assistant Chief Executive be requested to submit a report to a future meeting of the Committee detailing employee related issues including any underlying reasons for the relatively high number of staff resignations and turnover.
4. That the Head of Strategic Housing and Property Partnerships be requested to submit a report to a future meeting of the Committee regarding the number of new affordable homes that have been completed in the Borough of Oldham, further to action 410a (C), detailed in the Council Performance Report.

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## **PERFORMANCE AND OVERVIEW SCRUTINY COMMITTEE WORK PROGRAMME 2022/23**

The Committee received a report detailing the Committee's Work Programme for 2022/23.

A Member requested that a report regarding Contract Monitoring be included in the Committee's Work Programme.

Resolved:

1. That the Performance Overview and Scrutiny Committee's Work Programme 2022/23 be noted.
2. That a report regarding Contract Monitoring be added to the Committee's Work Programme.

8

### **KEY DECISION DOCUMENT**

The Committee considered the latest Key Decision Document, which set out the Authority's Key Decisions scheduled to be made from 1<sup>st</sup> October 2022.

Resolved:

That the Key Decision Document be noted.

The meeting started at 6.00pm and finished at 6.20pm.

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## Report to OVERVIEW AND SCRUTINY BOARD

# Oldham Safeguarding Partnership: 2021/22 Annual Reports

### Portfolio Holders:

Councillor Brownridge, Cabinet Member for Health and Social Care and Councillor Eddie Moores, Cabinet Member for Children and Young People.

**Contact:** Dr. Henri Giller, Independent Chair, Oldham Safeguarding Children's Partnership and Oldham Safeguarding Adult Board.

### Report Authors:

Julie Farley, Business Manager, Oldham Safeguarding Adult Board.

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**Date: 24<sup>th</sup> November 2022**

### Purpose of the Report

The Safeguarding Partnership brings together both the Oldham Safeguarding Children's Partnership (OSCP) and the Oldham Safeguarding Adult Board (OSAB).

The Partnership and Board are responsible for leading the safeguarding arrangements in Oldham. They do this by bringing together the three Statutory Safeguarding Partners (the Police, Integrated Care Partnership and Local Authority) to work in close collaboration with relevant agencies to ensure that children, young people and adults are safeguarded and supported to live free from harm and abuse.

As part of the OSAB's statutory duties and the annual business cycle for the Safeguarding Partnership, the OSCP and OSAB each produce an Annual Report setting out the safeguarding concerns it has dealt with over the last year, along with the actions it has

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taken to help keep children, young people and adults safe in Oldham. The reports are designed to ensure that the local safeguarding arrangements and actions are transparent, open to public scrutiny and fit for purpose. The Annual Reports are also designed to capture the views and experiences of children, young people and adults in Oldham and highlight how learning from serious safeguarding incidents are changing and improving the way services work to safeguards families and adults at risk in Oldham.

The OSCP and OSAB 2021/22 Annual Reports are attached for consideration and comment by the Overview and Scrutiny Board.

### **Recommendations**

The Overview and Scrutiny Board are asked to note the OSAB 2021/22 Annual Reports.

### **Appendices**

1. The Oldham Safeguarding Children's Partnership 2021/22 Annual Report
2. The Oldham safeguarding Adults Board 2021/22 Annual Report





**OLDHAM  
SAFEGUARDING  
CHILDREN PARTNERSHIP  
ANNUAL REPORT  
1 April 2021 – 31 March 2022**



This report is a public document.

It can be accessed on the website of Oldham Safeguarding Children Partnership:

<https://www.olscb.org/about/publications/>

Approved by Oldham Safeguarding Children Partners on

**Independent Chair:** Dr Henri Giller

**Report compiled and written by** Lisa Morris (OSCP Business Manager)

**Date of publication:**

**Contact details:**

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Oldham Safeguarding Children Partnership Business Manager  
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**Availability and accessibility:** if you would like to receive this report in any other format please contact  
OSCP.group@oldham.gov.uk

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## Message from the Independent Chair

The business year 2021-22 continued to be a challenging one for the Oldham Safeguarding Children Partnership in the light of the continuation of the Covid-19 pandemic. As with the previous year the impact of Covid on children and families in Oldham has been disproportionate due to the levels of poverty and inequality that affect the borough. The Partnership, mindful of its need to develop more responsive strategies for safeguarding children and young people in the borough, engaged in:

Improving the offer to children and families facing domestic abuse

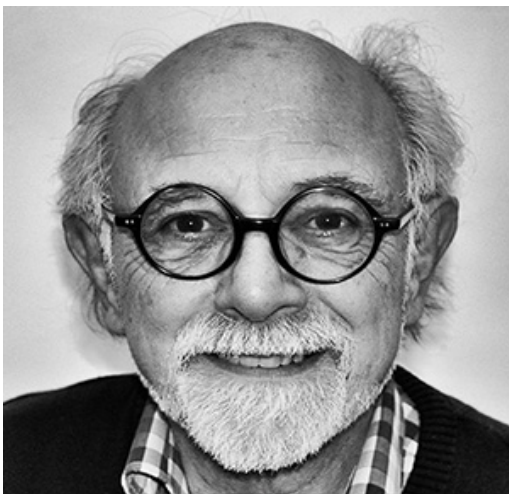
Prioritising the identification and response to abuse caused by parental neglect

Improving agency responses to complex and contextual safeguarding, including criminal and sexual exploitation

Seeking the views of young people on access to and the effectiveness of current mental health services and how they might be improved

The Partnership is committed to change and improvement in safeguarding in the light of the lessons of the past two years.

Aside from the legacy of the pandemic, the Partnership also commissioned in this period an independent review into historic allegations of sexual abuse in the borough and learning from this will be picked up once the report has been produced in the forthcoming year.



A handwritten signature in black ink, appearing to read 'H. Giller'.

**Dr Henri Giller, Independent Chair of the Oldham Safeguarding Children Partnership**

## Reflections from our Statutory Partners

The year 2021/22 saw us through a period when the pandemic hit our community in Oldham hardest through to the transition back to something approximating 'normality' as children returned to school and many restrictions on movement and contact came to an end. It would be incredibly hard to really explain the impact of the pandemic to anyone who didn't live and work through this time. Health provision, education and care and support to families was disrupted in so many ways. We do not know the long-term impact of the experience on all of us but particularly upon the education, welfare and development of children. What we do know is that the immediate legacy of the COVID Pandemic was a significant increase in the need for support for vulnerable children, particularly those subject to safeguarding concerns. I am very proud at how the Safeguarding Partners worked together through this challenging year. I am particularly proud of the outcome of our OFSTED Focus Visit which recognised that as a partnership not only had we kept children safe, and families supported through the height of the pandemic but had also improved the effectiveness of our work to safeguard children from harm. It is in the darkest nights that the brightest lights shine. Thank you, colleagues.

**Gerard Jones, Managing Director, Children's Services**



During 2021-2022 the Covid-19 pandemic has continued to affect business as usual. Despite this the Safeguarding Children Partnership have continued to deliver statutory duties and have worked tirelessly to ensure that the most vulnerable young people in our community are protected, safe and well.

This year has seen a strong focus on early intervention, developing the strategy to strengthen preventative measures and reduce inequalities for children and young people in the borough. However there has, in parallel, been a significant focus on existing priorities – in particular, the work done in response to complex and contextual safeguarding on both a case by case and a strategic level has been key to progressing the work of the partnership and continues into the coming year.

For NHS services in particular, 2021-2022 has been a time of change and uncertainty. The service redesign following the publication of the White Paper *Working Together to improve Health & Social Care for all* has brought about significant change particularly for the Designated Professionals and those working in the Clinical Commissioning Group. This has not, however, affected business as usual for the teams and they continue to deliver on the NHS statutory safeguarding duties and support NHS commissioned services across the borough.

**Claire Smith – Director of Nursing and Quality, GM Integrated Care**



During 2021/22 COVID continued to impact on the service provided to the communities of Oldham, this period was further complicated the urgent service improvements required by GMP having been put into 'Enhanced Scrutiny/Special Measures' by the HMICFRS. Whilst the majority of improvements required within GMP were not linked directly to Safeguarding, general improvements around how we investigated crimes and the service we provided to our communities pan all areas of business.

Under the new Chief Constable Greater Manchester Police invested heavily in additional re-focussed leadership and a 'Back to Basics' approach which was detailed in the 'Plan on a Page', this meant that the whole Senior Leadership Team in Oldham District changed during this period. The new Senior Leadership invested a significant amount of time and energy engaging with the partnership, to build a strong foundation to drive forward with partnership working and ensure that Safeguarding was at the heart of everything we do.

The Team have prioritised the Violence Against Women and Girls (VAWG) agenda and re-introducing regular use of civil orders such as Domestic Violence Protection Orders (DVPO) during this period. By this pro-active approach and officers increasing the use of their powers of arrest, we have been able to create the time and space to build relationships with victims, in order to protect them and their children. The job is far from complete, the Oldham Partnership is a priority for me and my team, and I very much look forward to further enhancing our multi-agency offer over the coming months.

**Chris Bowen, Chief Superintendent, Oldham Police** Page 11



# Introduction

## Safeguarding Partnership

The Oldham Strategic Safeguarding Partnership has been developed by Oldham Council, Greater Manchester Police, and the Oldham Clinical Commissioning Group to ensure that all children and young people in the area get the safeguarding and protection they need in order to help them to thrive.

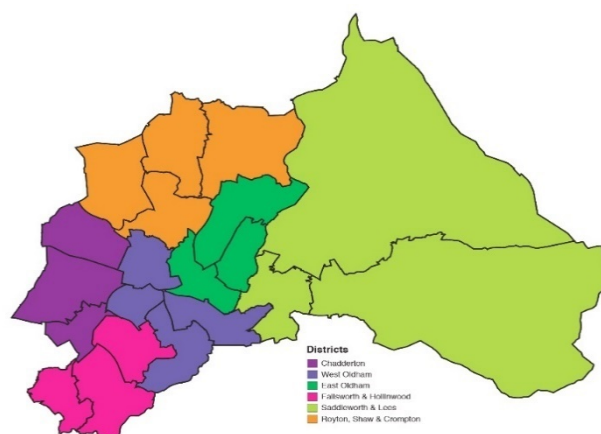
The Partnership provides leadership and accountability for the promotion of children and young peoples' well-being and the prevention and protection from harm.

Partners work together to promote a child-centred approach to safeguarding, listening to children, empowering families and, where needed, providing services that are professional, evidenced-based, and effective. The partners will continuously strive to improve and challenge each other to learn the lessons from daily practice.

Safeguarding is everyone's business, and the Oldham Safeguarding Partnership will provide lead responsibility in demonstrating what this means for all people and professionals living and working in the local community.

### Our strategic aims include:

- Excellent practice is the norm across all practitioners in Oldham
- Partner agencies hold one another to account effectively
- There is early identification of new safeguarding issues
- Learning is promoted and embedded
- Information is shared effectively
- The public feel confident that children are protected



Oldham has a population of 224,900 people making it the 6<sup>th</sup> largest borough in Greater Manchester.

There is a high proportion of Oldham residents under the age of 16 years (22.5%) compared with 15.7% over the age of 65 years.

Oldham has a diverse population with 22.5% of residents and 46% of school pupils from Black and Minority Ethnic (BAME) backgrounds.

38% of children in Oldham are living in poverty – this is the highest figure in the UK

Oldham is ranked 19<sup>th</sup> worst out of 317 local authority areas on the indices of deprivation. Five areas within Oldham are ranked amongst the top 1% of the nation's most deprived areas.

# Profile of Safeguarding in Oldham

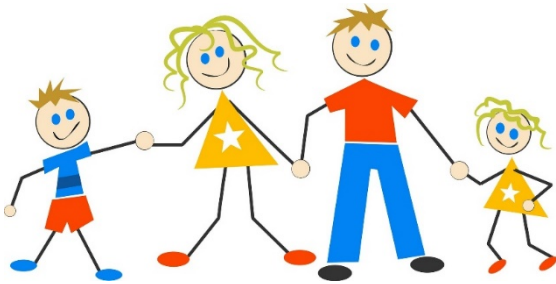
Quarterly performance continues to be monitored and scrutinised by the Partnership's Performance Management Group, before being presented by exception to the Strategic Safeguarding Partnership.

Contacts to MASH

20,290

Contacts converted to Referrals

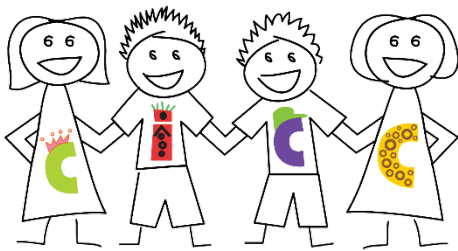
4,278



3,825 referrals made to Targeted Early Help



1502 S47 enquiries initiated



540 children looked after as of March 2022



430 children on child protection plans as of March 2022



238 children electively home educated



4,024 children or young people receiving a level of intervention above universal health level

# Safeguarding Priorities for 2021-2022

## Partnership Development Session – January 2021

### Reflection on the previous 12 months

Partners reflected throughout the session on the significant amount of work that had been undertaken across the Partnership in the last 12 months, in the face of unprecedented pressures and how this strongly evidenced the way in which the Partnership had pulled together and supported each other in very difficult circumstances.

Progress in areas such as complex safeguarding were particularly highlighted as an achievement during this period with Partners acknowledging a collective drive from the Partnership in moving this area of business forwards and this had been reflected in recent audits.

Concerns remained regarding the levels of domestic violence and abuse affecting families in Oldham and Partners agreed that a full review of the current offer was required in order to ensure families are able to access the right support at the right time.

Partners agreed that retaining the same priorities for 2021-2022 was right but that this also needed to be done in the context of Covid recovery.

### Learning Hub Model

Following the pilot of the Learning Hub model throughout 2021 the Partnership reflected on the effectiveness of the model to date.

Feedback from members of the Partnership told us that the new model:

- Ensures a focus on learning utilising positive examples
- Gives professionals the ability to have honest conversations and healthy challenge
- Has better focus on practice rather than bureaucracy
- Provides access to shared learning across all stakeholders
- Provides clearer governance and supports

sharing of accountability between key partners.

There are ways in which the new model could be improved further. These include:

- Ensuring connectivity with single agency quality assurance activity
- Greater connection with the community and voluntary sector
- Continue to focus on a limited number of crucial issues for the Partnership and avoid mission creep.

### Feedback from children and young people

Three representatives from Oldham Youth Voice Family attended the development session to feedback on the work they'd been doing over the last 12 months.

This work included:

- The first Oldham Youth Summit held in February 2020.
- Engagement and consultations with professionals on mental health, weapon related crime, bullying, complex and contextual safeguarding, and early help.
- Involvement with the commissioning of Oldham's integrated sexual health and substance misuse service.
- Delivered Make Your Mark.

The priorities of Oldham Youth Voice Family for 2021-2022 include:

- Over to YOUth Summit focusing on priorities issues arising from Make Your Mark.
- Working with the OSCP on tackling domestic violence and abuse via consultation, development of resources and mapping support for children and young people.
- Working with professionals and services to ensure young people are helping to shape how we recover from the Covid Pandemic.





## A Hive of Activity – I-Thrive Bees

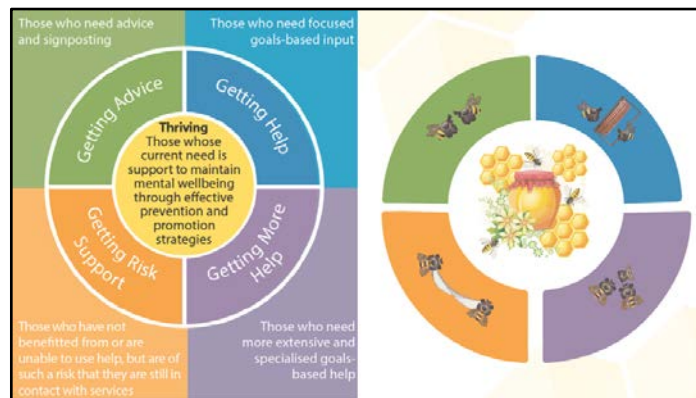
On 23<sup>rd</sup> June 2021 Oldham Safeguarding Partnership held a launch event for our I-Thrive Bees resources. Aligned to the I-Thrive framework for children and young people's mental health, key professionals from the Safeguarding Partnership, CAMHS and Oldham Youth Service came together with children and young people to design a young person friendly way to navigate mental health services.

Divided into two categories between tweens and teens, I Thrive Bees as a concept was born.

### Tween Bees:



### Teen Bees:



#### Bella/Bertie Bee (poem for Tweens):

Once upon a buzzy time, Bella Bee did not feel fine  
Her wings were droopy, she felt heavy inside  
She couldn't feel better, no matter how hard she tried  
It started with a worry, something quite small  
but the more she worried, her worries did sprawl.

Bella talked to her dad, she talked to her mum  
About the worries, thoughts, and feelings, in her head and her tum  
Mum and dad tried their best, But Bella's head and tummy they could not rest  
Feeling unhappy was so much like riding a broken-down wobbly bike

I think we need more help, a helping hand  
Someone else who will understand?  
So off they went to see what help they could find  
They met new worker bees and bugs, who were helpful and kind

Bella wanted help, she had important things to say  
So, the workers bees got buzzy to help her find her way  
Sometimes Bella needed lots of help and sometimes she just needed hugs  
But it was good for her and mum and dad to know about the workers bees and the bugs

Her worries might have got the best of her, your worried might get the best of you  
But worries find it very hard, to get the best of two Or three or four .....

Written by Catherine Lawler, OSCP Training Page 16  
Consultant

#### I-Thrive Rap (for Teens):

I want to be involved in decision making  
in the options for my mental health and well-being  
You can give me all of your advice  
Or signposting to others will suffice  
maybe one-off contacts for support  
maybe self-management with the ball in my court  
just don't leave me to try and survive  
but do all we can to make sure that I...Thrive

Or maybe I am someone who needs focused goals  
Someone with a specific intervention role  
Getting help to be transformed  
but only interventions, evidence informed  
It doesn't even have to be a nurse  
any trained professional can help reverse  
My mental health and well-being will revive  
if we do all we can to make sure that I...Thrive

Maybe I need more help than first thought  
extensive treatment so I'm not distraught  
Professional help from local services  
people in the know with specific purposes  
I have needs that require particular attention  
it just needs a little local co-ordination  
All I need is an intensive session or five  
and we can work together making sure that I...Thrive

Everyone working to manage a risk  
Any crisis response will need to be brisk  
Maybe the help isn't working  
Or I maybe I'm still searching  
We might even have to resort  
to keeping me safe with multi-agency support  
Working together not just to keep me alive  
but me, you, them, and us making sure that I...Thrive

Written by Oldham Youth Council

## National I-Thrive community of practice webinar

On 10<sup>th</sup> June 2021 OSCP Training Consultant and Operational Manager from CAMHS were invited by the Tavistock Clinic to present the I-Thrive Bees model as a showcase of best practice. The feedback from participants was incredibly positive with the work being described as “Inspiring”.



### Questionnaires for young people

As part of the OSCP schools offer the Training Consultant created a questionnaire for young people to enable them to inform us what subjects/issues they would like to receive additional lessons/information. This was piloted with 600 students from Oldham College who told us that healthy relationships, body image and the effects of pornography were their top three priority topics.

## Safer Streets – Oldham College

As part of the Greater Manchester Safer Streets campaign students from Oldham College received an input from OSCP training consultant and training officer on sexual violence and harassment, gender-based violence and public sexual harassment. The students were then given the challenge of developing a poster, with the winning poster being displayed across the local transport network.



The winning poster was designed by Sinmi Alli-Balogun and challenges inappropriate behaviour, which can include cat calling, staring and looks, or getting too close, and how these behaviours make women and girls feel unsafe when out and about.





## Complex & Contextual Safeguarding

### Youth Now

Youth Now project was a two-year pilot



project using contextual approaches to improve responses to increasing levels of youth violence in Oldham. The project was based within the Youth Justice team at Positive Steps and undertaken in partnership with Greater Manchester Police and Oldham Council.

The project was evaluated by the University of Bedfordshire, who are the founders and leading academics in the field of Contextual Safeguarding. The project has now been rolled out as best practice for other areas to replicate: [The Oldham Youth Now Project Toolkit | Contextual Safeguarding](#)



### Gang Response and Early Collaborative Intervention Project (GRIP)

The GRIP project was launched in January 2022.

Underpinned by a clear contextualised safeguarding approach, the GRIP project has worked tirelessly to carry out extensive mapping in the area using a variety of methods. This has enabled the project to identify opportunities to support the development sustainable provisions and cement key partnerships working within the community.

Key interventions include:

- Direct work
- Failsworth Friday Night Project
- Limeside Wednesday evening youth provision
- Oasis targeted intervention project: Limeside
- AVRO and Limeside Boxing club targeted youth provision
- Newton Heath afterschool gaming club
- Operation AVRO community engagement day



### Oldham's Strategy for Children and Young People who go Missing from Home or Care 2022 – 2025

The strategy was launched in March 2022 and was informed by the outcome of the Children's Society benchmarking tool. Oldham was one of the areas that took part in the pilot of the tool to identify ways to improve our response to children who go missing from home or care.

Our Strategic priorities include:

- Reducing the number of children and young people who go missing from home or care
- Reducing the risk of harm for children and young people who go missing from home or care
- Providing the right support at the right time for children, young people, and their families.

### Independent Review of non-recent CSE

The review was requested by Oldham Council and the Oldham Safeguarding Children Partnership following concerns that had been highlighted from members of the public.

The review was commissioned by Greater Manchester Combined Authority and led by experts Malcolm Newsam, a former commissioner for social care in Rotherham and Gary Ridgway, a former Detective Superintendent of Cambridgeshire Police.

At the time of this annual report the review is still underway, and it is anticipated that the report will be published in the Summer 2022.

## Neglect

### Neglect Toolkit

Learning from reviews and recent audits has indicated that the neglect toolkit is not being used by professionals to support and inform assessment and decision making.

In order to understand the barriers, the Partnership undertook some consultation with partners which told us that whilst 76% of respondents were aware of the toolkit, only 36% had attended training on how to use the toolkit and only 33% used it when working with families.

Barriers to using the toolkit included its length, time for practitioners to complete it, the feeling that word neglect in the title immediately creates a barrier for parents and that the toolkit takes away from professional judgement.

With this in mind the Partnership has agreed to commission Graded Care Profile 2 and work is due to begin with NSPCC to embed this within the area.

### Educational Neglect

Considering the links between children not in education and vulnerability to exploitation, the Partnership introduced an educational neglect pathway in 2020.

Feedback from the pilot work highlighted:

- Lockdowns over Covid period has hampered progress and the implementation of the protocol.
- Good examples of application of the protocol through dialogue between the LA inclusion Team and MASH i.e., hard to reach parents of primary age children electively home educated
- Use of daily risk management meetings to raise cases
- Positive contact from children's social workers who are discussing the protocol with parents
- Further engagement with schools required regarding their understanding of the protocol

## Domestic Abuse

### Safe Lives Review – January 2022

The review undertaken by Safe Lives considered the whole system approach in Oldham to addressing Domestic Abuse. The findings from the review include:

#### Strengths:

- The IDVA service is central to the response, visible and well respected across the partnership
- There is a vibrant voluntary and community sector in Oldham adding value to the service offer for victims
- There is a robust and clear offer within early help to work with families including the step down from the IDVA service
- Operation encompass is in place and effective
- There is a positive healthy relationships programme offered in schools and Further Education settings
- Talk Listen Change are now offering a programme for perpetrators of domestic abuse

#### Areas for Improvement:

- The IDVA service cannot be considered truly independent as it is provided through the Local Authority
- The IDVA service capacity is too stretched leading to only Marac high risk cases being heard
- Victims describe being held accountable for keeping themselves and children safe rather than perpetrators being held accountable
- There is no formal commissioned offer for victims at standard and medium risk of harm
- The service offer for young people experiencing abuse within their own relationships is minimal
- There is little knowledge, awareness or provision for children and young people using harmful behaviour (e.g., adolescent to parent violence)
- There is a lack of confidence amongst professionals around identification and pathways for perpetrators

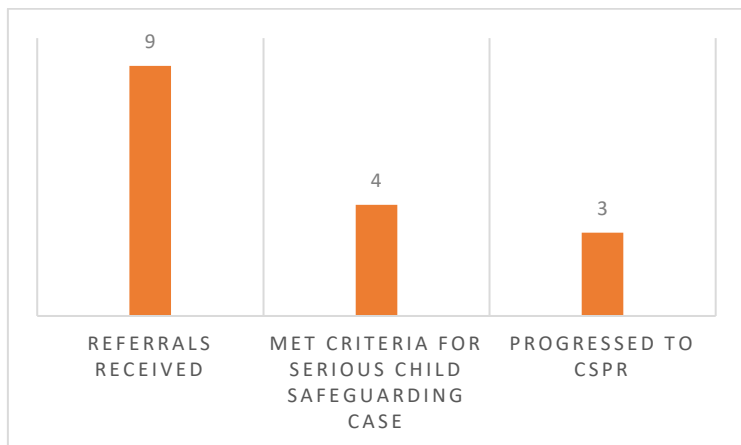
The findings from the review will inform the Domestic Abuse strategy moving forwards.

## Case Reviews

The Safeguarding Partnership has a statutory duty to review serious child safeguarding cases with the aim of identifying learning, improvements in practice and protecting children from harm.

A serious child safeguarding case is one in which,

“abuse or neglect of a child is known or suspected, **and** the child has died or been seriously harmed.” (WT 2018)



During the 2021-22 period the Partnership received nine referrals of cases for consideration by the Child Safeguarding Review Panel. Of these, four met the criteria for serious child safeguarding case and three progressed to a further Child Safeguarding Practice Review. One progressed to a Domestic Homicide Review but with specific terms of reference relating to the young person.

Of the cases that didn't progress to a Child Safeguarding Review the learning identified in the Rapid Review was shared across the Partnership to support practice development.

In two of the cases where the criteria for serious child safeguarding case had not been met the Partnership agreed that the learning could be captured through ongoing work relating to Contextual Safeguarding and Youth Violence.

In a third case the criteria weren't met however the Partnership agreed to undertake a Local Learning Review.

## Child Safeguarding Practice Reviews

Two Child Safeguarding Practice Reviews were concluded within the period of this report.

### Child G 2020

Child G is a teenager who has autism and a learning disability. He is non-verbal and communicates through his behaviour. He is the only child of his parents who work alternative shifts so they can care for him at home.

Child G developed Bathmophobia which is a fear of stairs. This phobia prevented him from accessing education and medical care. He suffered from infected ingrowing toenails, there were concerns about his weight and he became socially isolated. His life experiences were severely limited.

The review found:

- Good practice identified in relation to the Learning Disability Nurse and their information sharing with other professionals.
- Evidence of joint working across health and education
- Escalation processes were not resulting in improved outcomes for children.
- There is a lack of connectivity/interaction between frameworks and processes in Oldham. As a result, management of the case was disjointed.
- The CIN forum should have been the right forum in this case. Development and actioning of a CIN plan built on the EHCP and CETR should have been sufficient to bring about change.
- Parents of non-verbal children, and those 16-18 who lack mental capacity, are usually best placed to articulate the needs and likely reactions of their children to any planned intervention. This case has demonstrated that parents' views are not being taken into sufficient account when planning interventions
- Records demonstrate that practitioners were cognisant of the risks however, the risks in this case were not sufficiently explored, articulated, or incorporated into achievable multi-agency plans.

## Thematic Review of Harmful Sexual Behaviours

The review considered two separate cases where young people had suffered significant harm, and which had involved Harmful Sexual Behaviour (HSB).

The review aimed to consider a more coherent and evidence-informed approach for work with children and young people displaying signs of HSB, and to better understand how to improve outcomes for them.

The review explored a range of factors that were similar in each case and reached five key findings against which recommendations were made.

### Findings:

- The review considered HSB but also found that basic safeguarding practice was challenged due to the complex factors in both cases
- Where there is HSB there is likely a wider set of complexities and vulnerabilities, this was true of both cases and highlights the need for a coordinated approach
- Changing sexual behaviour and effective risk management and support requires the services of more than one agency, and a coherent and coordinated offer is essential
- There is not a common understanding of the role of "Lead Professional"
- There is a lack of confidence across the workforce in Oldham about pathways for HSB. It was identified that this was in part due to frameworks and pathways not being clear but also an area for development in terms of knowledge and understanding of HSB.
- It is essential for effective communication strategies to be embedded into practice from an early point in case management.
- There is not a sound understanding of the multi-agency response that is commissioned in Oldham, what outcomes this focuses on and

## Quality Assurance

### Observations

Representatives from the Partnership observed Initial Child Protection Conferences and reviewed them in line with the Partnership's practice standards.

### Strengths:

- Good Partnership representation
- Persistent attempts to use interpreter services to support understanding
- Wider issues were considered
- Clear analysis of risk
- Good reflections of the child's lived experience

### Areas for improvement:

- Not all agency reports were shared with the family in advance
- The length of the conference was too long
- Too much focus on case management

### School Audits

A total of 118 audits were requested from schools, academies, and colleges. The audit tool is a bespoke for schools and based around on the expectations on education establishments of DfE Keeping Children Safe in Education 2020, plus some local questions regarding safeguarding practice.

### Main findings:

- Emotional Health & Wellbeing – vast majority of schools have a champion on their leadership team.
- Supervision for Designated Safeguarding Leads is much improved suggesting that most schools have a supervisory arrangement in place or have plans for this.
- Staff awareness of key safeguarding issues such as Private Fostering and Honour Based Abuse have scored higher showing a better understand of the issues.
- Improved evidence of processes to identify and manage incidents of peer-on-peer abuse. Further work is needed on surveys with pupil's experience of bullying outside the school gates.
- Governor Responsibilities – submissions indicate that not all governors are receiving foundation level safeguarding training and the training offer needs to be more flexible to capture all.



## Training Opportunities

There have been 38 training opportunities made available with 1031 attendees from across the Partnership. Feedback from participants during the covid period echoed the preference for face-to-face training. We have returned to face to face in the main but continue to offer briefings, webinars, and information highways online to maximise access.

## Training Frameworks

In partnership with the complex safeguarding team, we have developed a [training framework](#) work on complex and contextual safeguarding to equip and support professionals across the Partnership to develop and enhance their skills in this area of work.

We have also updated our Domestic Abuse [Training Framework](#) in recognition of the changes arising from the Domestic Abuse Act and to ensure we continue to support staff in developing and cementing skills, knowledge, attitudes, values and behaviours when working with this issue.

## GM trauma training

In August 2021 Greater Manchester Resilience Hub secured funding for the delivery of trauma training across agencies in GM. The Partnership supported with the identification and co-ordination of this training across Oldham ensuring that the widest multi-agency audience was able to access the different levels of training in a way that supports a longer-term strategic to embed trauma informed practice across the Partnership. In total 167 professionals from a range of agencies across Oldham were able to access levels of trauma training to support their practice.

As a Partnership we are currently updated our mapping activity to help us understand what training our partners have undertaken and what training needs to take place to fill identified gaps. OSCP training calendar continues to offer a variety of training on trauma, children's mental health and Making Every Contact Count.

## Cut it Out

This campaign aims to skill up hairdressers and beauty staff to spot the signs of domestic abuse/coercive control and have simple conversations with clients about this. The OSCP Training Consultant has devised and delivered training on domestic abuse and coercive control

in partnership with Oldham College to salons and apprentices.

## Homicide timeline training

The domestic homicide timeline is a model which transforms the way we think about domestic homicide, coercive control and stalking and the risks in these situations. This is the first time these behaviours have been organised in this way. Funding was secured that enabled 302 licences to be allocated to staff from across the Partnership. Oldham is the first Safeguarding Children Partnership to offer this training to partners.

## Training in Schools

During the period April 21 to March 22 the Safeguarding Advisor for Education delivered:

- Whole school foundation training sessions to 25 primary school and academies, 3 secondary school (including one independent faith School) and one bespoke session on peer-on-peer abuse.
- Four training sessions to school governors on their specific responsibilities as strategic responsibility for safeguarding in education establishments as part of the governor support programme.
- Additional safeguarding training sessions delivered to trustees at two primary academies.
- A small number of sessions to schools and to governors were delivered remotely because of Covid restrictions.
- Three Designated Safeguarding Lead network session with topics including the work of the Youth Justice Service, Project Choice, Early Break Service, IDVA Service and domestic abuse resources, the Principal Social Worker role, and the Safeguarding Unit on best practice at child protection conferences.

The OSCP Training Officer for schools has delivered sessions on Healthy Relationships, Consent and Online Safety to:

- 1440 primary school pupils
- 6860 secondary school pupils
- 1105 further education students

The Training Officer and Police colleagues have also been piloting the Alice Ruggles Trust Relationship Safety Resource curriculum at a local high school. It's a package of quality assured teaching materials and lesson plans on stalking and coercive control. Evaluation is due to take place in 2022-2023.

## SCRUTINIZING THE SAFEGUARDING CHILDREN PARTNERSHIP IN OLDHAM (APRIL 2021 TO MARCH 2022) – Dr Henri Giller, Independent Chair of the Oldham Safeguarding Children Partnership

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The new safeguarding arrangements, introduced by the Children and Social Work Act 2017 and Working Together to Safeguard Children 2018, require that they include provision for the scrutiny by an independent person of the effectiveness of the arrangements. This section of the report provides the scrutiny of the Independent Chair of the Oldham Partnership of the third working year of the new partnership arrangements. The criteria for scrutiny is that contained in the report “Six Steps for Independent Scrutiny” as updated by the national survey of what is currently being scrutinised, by who and how (Pearce, Stratton, Parker & Thorpe, 2022).

### LSCP Leadership

LSCP Partner Leads are clearly identified and accountable for LSCP activities safeguarding children. In addition to their participation in the Partnership Executive meetings, the Partner leads meet as a leadership group with the Independent Chair and the Partnership business manager, to consider on-going strategic safeguarding priorities and operational matters arising that may impact upon those priorities. While in the original partnership initiation document this was scheduled as a monthly meeting since the commencement of the Covid pandemic it has moved to a fortnightly schedule. The leadership group also oversees the development of the agenda for quarterly Executive meetings. The Partnership leads are represented at allied partnerships (the safeguarding adult board, community safety partnership and the health and wellbeing board) and attend quarterly accountability meetings with the local authority chief executive and key elected members. Delegated representatives of the three statutory partners participate in relevant sub-groups and working groups of the Partnership.

### Engagement of Relevant Agencies

All relevant agencies are engaged with the safeguarding children partnership, are aware of local information sharing protocols and training initiatives and participate in partnership development events and reviews of strategic priorities. New members to the partnership are provided with induction materials by the business manager and a safeguarding newsletter is regularly circulated to representatives of relevant agencies informing them of local and national reviews and research and training and workforce development opportunities.

The level of engagement of agency staff during this period was critically affected by the on-going Covid 19 pandemic. This had significant impact with respect to staffing levels in the police and with NHS providers and impacted on the quorum of safeguarding meetings, the timeliness of reviews and the delivery of appointments for safeguarding services. The statutory partners continued to meet fortnightly (as they had since the start of the pandemic) to oversee the pattern of disruption caused by the pandemic in safeguarding agencies and to initiate preventive or remedial actions as appropriate. As lockdown restrictions eased so the evolving local patterns of pressure on safeguarding demand were responded to with increasing agility (eg supporting vulnerable children back into schools).

In two instances major reviews of the existing engagement arrangements of agencies were on-going in the period. With respect to NHS staff, the impending introduction of the integrated care system (ICS) initiated a review of the roles and responsibilities of health staff with a safeguarding responsibility in the clinical commissioning group (CCG). This review continued into 2021-22. With respect to the police, a critical review of the GMP's functioning by HMICFRS led to a review of the deployment of safeguarding officers across the force. As a consequence, an increase in the number of designated police officers with safeguarding responsibilities deployed in Oldham was commenced in this period.

### Outcomes for Children and Young People

Significant consultation events involving children and young people were undertaken during the course of this year providing substantial opportunities for their views to influence the development of service priorities. Safeguarding concerns around mental health, weapon crimes, bullying, complex safeguarding and early help were identified, and proposals developed for service enhancements. Presentation of the findings from this work by young people are scheduled to be shared with the partnership executive later in 2022. Work on enhancing the experience of young people transitioning from children's services to adult services has commenced.

### **Quality Assurance & Information Sharing**

Performance data on safeguarding activity continues to be gathered and shared across the partnership with initiatives ongoing to ensure a better representation of data from a wider range of relevant agencies. This year has been one in which the learning hub model has been used to improve the engagement of partners in quality assurance and accountability initiatives. A notable example was the deep dive in the reasons for the increase in safeguarding referrals for those of two years or younger and resulting strategy to impact on the risks to such children in vulnerable families. The model has had positive buy in from those it has engaged and will continue to be used in 2021-22. It is proposed that the model be adopted by the adult safeguarding board.

### **Learning from Local & National Reviews & Research**

Local reviews of critical cases were undertaken in the period, both on an individual case-specific basis and thematically. Significant findings on the need for improved cross-agency case management, information sharing and case co-ordination were identified by both methods. These

findings would be taken forward into 2021-22 to undertake further work on these requirements for effective inter-agency working in complex cases.

The period also saw the initiation of the independent review of cases of non-recent child sexual exploitation (CSE). The initiation of that review facilitated a reflection on current practice in CSE and the approach to complex safeguarding emergent in the borough.

National research findings continue to be circulated and promoted through the partnership news letter and inform the content of the partnership training programme.

### **Multi-Agency Safeguarding Training & Workforce Development**

The commitment to a multi-agency training strategy continues to be a strength of the Oldham partnership. A substantial number of staff from across relevant agencies have engaged with the training opportunities available in the period and, as the pandemic eased, so the take up of face-to-face training increased. The availability of a variety of training delivery mechanisms was sustained in the period and is planned to continue into 2021-22.

The training programme is very closely linked to the priority safeguarding concerns identified in the partnership annual

business plan. This year the programme reflects the themes of complex safeguarding, trauma training, the assessment of neglect and the exercising of professional curiosity

The challenge of having an adequate workforce to undertake safeguarding activities continues across all relevant agencies, and Oldham inevitably competes with the nine other GM boroughs to fill staffing vacancies. Consideration of how to “grow one’s own” skilled workforce increasingly comes to the fore.

The engagement of local schools in safeguarding training initiatives continues to be a hallmark of the Oldham partnership with substantial numbers of pupils and students being engaged by dedicated staff from the partnership business unit.

Dr Henri Giller – Independent Chair

# Our plan for 2022-2023

Domestic Abuse	Complex and Contextual Safeguarding	Transitions	Children's Mental Health and the impact of trauma	Neglect
<p><b>Strategic Objectives</b></p> <p>A clear and robust offer of support will be available in the local area for all victims and children who are experiencing or at risk of domestic abuse</p> <p>A confident and competent workforce who are able to recognise and respond to domestic abuse.</p>	<p><b>Strategic Objectives</b></p> <p>Children and young people at risk of or experiencing all forms of exploitation will receive the right support at the right time in order to keep them safe.</p> <p>A confident and competent workforce who are able to recognise and respond to exploitation at the earliest opportunity.</p>	<p><b>Strategic Objective</b></p> <p>Young people will have clear and robust and timely transition plans across all areas of safeguarding need to ensure appropriate support as they move into adulthood.</p> <p>Specific pathways for transitions in relation to complex safeguarding and mental health.</p>	<p><b>Strategic Objectives</b></p> <p>Children and young people living with mental ill health and/or the impact of trauma are able to access the right level of support at the right time.</p> <p>A confident and competent workforce who are able to work with children and families in a trauma informed way.</p>	<p><b>Strategic Objectives</b></p> <p>A clear and robust offer of support will be available to families at the earliest possible point, reducing the risks of children experiencing neglect.</p> <p>A confident and competent workforce who are able to recognise and respond to neglect at the earliest opportunity.</p>
<p><b>Actions</b></p> <ul style="list-style-type: none"> <li>• Support the Domestic Abuse Partnership to develop a multi-agency response to standard and medium risk domestic abuse and children experiencing domestic abuse.</li> <li>• Develop an understanding of support and intervention across the Continuum of Need</li> <li>• Provide training on domestic abuse across the Partnership.</li> </ul>	<p><b>Actions</b></p> <ul style="list-style-type: none"> <li>• Develop a clear Partnership response to cases where there are concerns of exploitation.</li> <li>• Develop a Partnership focus on a prevention and early intervention response.</li> <li>• Progress the actions identified within the Missing from Home and Care strategy to improve the multi-agency response to children who go missing.</li> </ul>	<p><b>Actions</b></p> <ul style="list-style-type: none"> <li>• Establish a clear pathway and response for children with complex needs including autism and mental health concerns.</li> <li>• Ensure the Transitions group has wide Partnership representation and is linked to other relevant areas of work including mental health and complex safeguarding.</li> </ul>	<p><b>Actions</b></p> <ul style="list-style-type: none"> <li>• Identify a clear response for children and young people in crisis, engaging with GM work to adapt local pathways.</li> <li>• Develop clear guidance and pathways for professionals and families to enable navigation of support from early intervention to crisis.</li> <li>• Support the work of the early year partnership to support the response to infant mental health.</li> </ul>	<p><b>Actions</b></p> <ul style="list-style-type: none"> <li>• Implement Graded Care Profile 2 across the Partnership.</li> <li>• Work with Poverty Steering Group to understand the impact of poverty on the ability of Oldham families to meet the needs of children.</li> <li>• Develop data profile and needs assessment related to universal and universal plus levels of need and intervention.</li> </ul>

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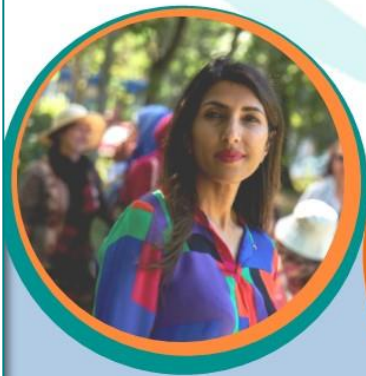


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# OLDHAM SAFEGUARDING ADULTS BOARD



## ANNUAL REPORT 2021-2022

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# Helping people live safely in Oldham

## What is Safeguarding?

“Safeguarding means protecting an adult’s right to live in safety, free from abuse and neglect. It is about people and organisations working together to prevent and stop both the risks and experience of abuse or neglect.” Care Act 2014

Safeguarding is also about respecting an individual’s views, wishes, feelings and beliefs when acting in the interests of their wellbeing.

Oldham’s Safeguarding Adults Board is responsible for leading adult safeguarding arrangements in the borough. It does this by bringing together a huge number of teams and organisation to ensure services work together effectively; helping people to live free from harm and protecting their human rights.

## Who are we?

By law, the Board’s membership must include Oldham Council, Greater Manchester Police and Oldham Integrated Care Partnership (formerly NHS Oldham Clinical Commissioning Group).

Working as a collaborative, the Board brings together representatives from the following sectors and services:

- Voluntary sector organisations
- Healthwatch Oldham
- Probation Service
- Greater Manchester Police
- Pennine Care NHS Foundation Trust
- Northern Care Alliance NHS Foundation Trust
- Public Health
- Oldham Housing organisations
- Greater Manchester Fire and Rescue Service
- Oldham Council
- Oldham Integrated Care Partnership

The Board is managed by an Independent Chair who is responsible for providing safeguarding leadership and oversight. Through the work of the Board, the Chair seeks assurance from partner agencies that they are working together effectively to help keep people safe.

## Safeguarding is everyone’s business

There are many different types of abuse and neglect such as financial and sexual abuse, domestic violence, elder abuse, modern day slavery and even self-neglect; all of which can happen at home, in the community or within a care setting.

The safeguarding responsibilities of the Board are just part of the solution. Our greatest resource for identifying and reporting safeguarding concerns are families, friends, and members of the public. So, our mission for 2022/23 is to ensure that safeguarding is everyone’s business by encouraging people to be curious, highlighting the signs to look for and making it easy to report a concern.

### The Board has three core duties:

1. Conduct a Safeguarding Adult Review where there is evidence to suggest that someone has experienced harm as a result of abuse or neglect.
2. Produce a Strategic Plan setting out the changes the Board wants to achieve and how organisations will work together to help keep people safe.
3. Publish an Annual Report setting out information on safeguarding trends locally, the actions of the Board over the last year, and partners priorities for the coming year.

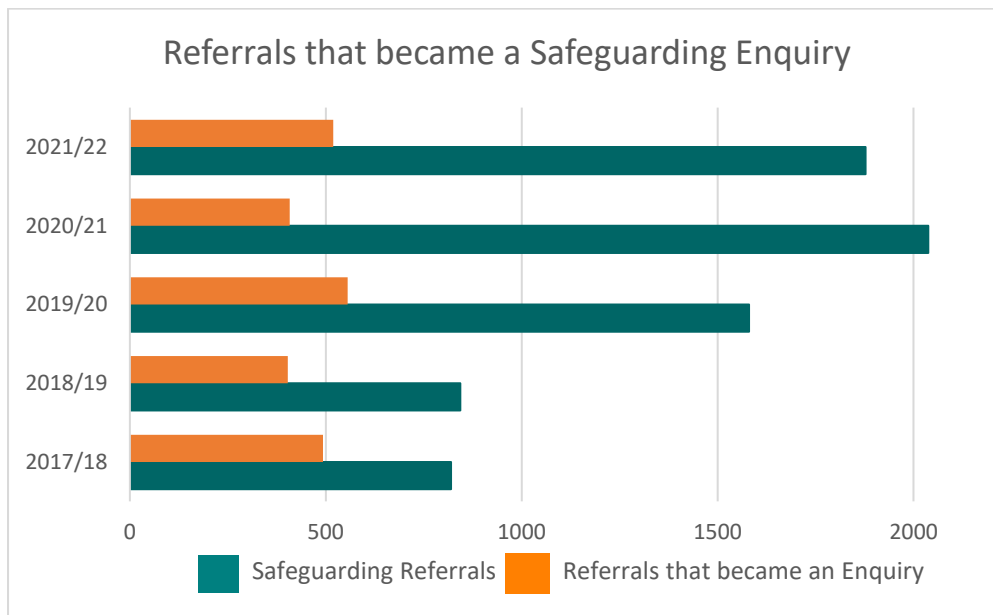
This Annual Report provides an overview of safeguarding trends in Oldham during 2021/22. It also provides information on the Safeguarding Adult Reviews commissioned by the Board and how the learning from these reviews has shaped and improved the way services work in Oldham.

# Profile of abuse and neglect in Oldham

The following information shows the numbers and types of safeguarding abuse recorded for Oldham residents in 2021/22. This data has been compared to the numbers and types of safeguarding abuse from previous years to help us understand any changes or new types of safeguarding concerns that need to be addressed.

## Safeguarding referrals that became a formal safeguarding enquiry

Each safeguarding referral is investigated and if we believe that someone is at risk of serious abuse or neglect the referral becomes the subject of a formal safeguarding enquiry. The chart below shows the number of safeguarding referrals that have gone on to become formal safeguarding enquiries over the last five years.



During 2021/22, a total of 1,878 safeguarding referrals were received and of these, 519 (28%) became the subject of a formal safeguarding enquiry.

Whilst the number of safeguarding referrals in 2021/22 is lower than 2020/21, the number of safeguarding enquiries being investigated has increased by 22% compared to the previous year.

## Sex, age and ethnic group of safeguarding referrals

Of the 1878 safeguarding referrals in 2021/22, 58% related to women and 42% related to men.

This is the same proportion as previous years and, as women make up 51% of the total adult population in Oldham, this means that the percentage of safeguarding cases per head of population in 2021/22 were slightly higher for women than for men.



1087  
safeguarding referrals were about women in 2021/22



788  
safeguarding referrals were about men in 2021/22



Of the 1878 safeguarding referrals in 2021/22:

- 873 (47%) were 18-64 years old
- 226 (12%) were 65-74 years old
- 399 (21%) were 75-84 years old
- 380 (20%) were 85 years old or older

The breakdown by age group shows that over 50% of safeguarding referrals related to someone aged 65 or over. Whilst the percentage of people aged 85 years and over has increased slightly from 17% to 20% the breakdown by age group has remained consistent over the last three years, despite the impact of the Covid-19 pandemic.



Of the 1878 safeguarding referrals in 2021/22:

- 80% were White British
- 7% were Asian/Asian British
- 2% were Black/African/Caribbean
- 3% were Mixed/Other Ethnicity
- 11% were Unknown/refused information

Overall these figures suggest that White British people aged 65 and over were more likely to be the subject of a safeguarding concern in 2021/22, compared to any other group.

## Number of closed safeguarding referrals and enquiries



2253 safeguarding referrals and enquiries were closed in 2021/22

2531 safeguarding referrals and enquiries were closed in 2020/21

During 2021/22, a total of 2253 safeguarding referrals and enquiries were closed which is more than the 1878 safeguarding referrals received in the year. This is due to a push by the Strategic Safeguarding Service to increase the number of timely closure of referrals and enquiries and includes the closure of outstanding cases from 2020/21.

Also, the 2021/22 figures include a higher proportion of complex safeguarding cases compared to 2020/21 with **40%** of the 2253 closed enquiries involving people who lacked capacity to make their own decisions.

## Safeguarding – what does good look like?

When we report on safeguarding data we often focus on safeguarding enquiries, because this is a statutory responsibility for Adult Social Care. But this is only part of the picture. In 2021/22 Oldham's Safeguarding Hub (MASH) dealt with a further 1,359 safeguarding concerns that did not meet the criteria, but still involved a great deal of work to keep people safe and well.

In Norma's case a concern was raised about her wellbeing. Norma, who is in her 90s is very independent and had declined several previous offers of support from Adult Social Care. Instead, she organised her own support but staff were concerned that she wasn't taking her medication and were worried about her mental wellbeing. The MASH team were able to use the safeguarding process to strike up a different type of conversation. Through gentle persistence the worker was able to build a relationship by getting to know Norma, rather than offering to assess her needs, and found out that Norma had experienced a lot of close personal loss and was going through a difficult time reflecting on her experiences.

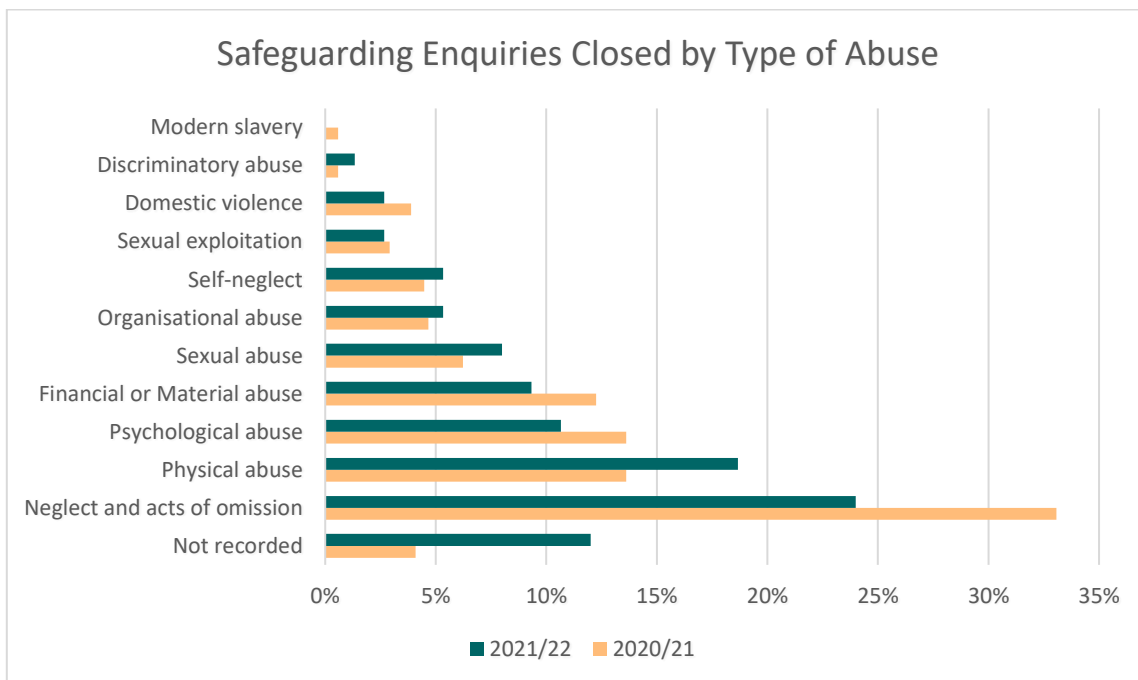
It was important for Norma to remain in control and feel independent. So, whilst she recognised that some extra help would be useful, she once again refused any social care or mental health support. Norma did however continue to accept support from the MASH worker who helped her think about the support she wanted and how to commission this herself - keeping her in control. By gradually building trust, Norma also agreed to the idea of talking about her past and experiences through life story work offered by Age UK Oldham.

*"Normally we would close a case if someone refused support, but with safeguarding we can be more creative. In this case, it meant Norma could manage her own wellbeing without going through a formal assessment. Our hope is that this connection is just the start and will open up even more opportunities."* MASH worker

## Types of safeguarding abuse

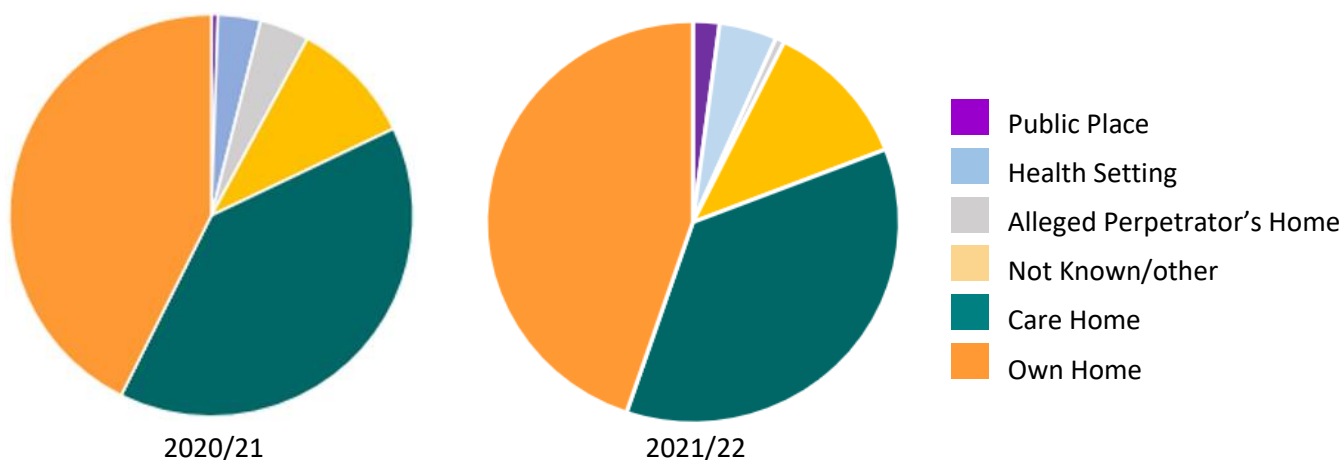
The chart below shows a breakdown of the **types of safeguarding** abuse investigated in 2021/22 compared to 2020/21. The most common form of abuse in 2021/22 relates to neglect and acts of omission. These are cases where a person who is responsible for the support of an adult at risk has failed to provide adequate care or essentials such as medicines, nutrition, heating etc. Despite this being the most common form of abuse, levels have come down from 33% in 2020/21 to 24% of cases investigated in 2021/22. Conversely there has been a slight increase in the percentage of physical and sexual abuse cases investigated in the last year.

Some safeguarding investigations can involve the recording of more than one category of abuse for the same person and these are the cases that often involve multiple agencies working together to ensure those involved are safe. As part of Oldham’s safeguarding processes, new requirements have been introduced for 2021/22 to ensure the recording of the category of abuse is a mandatory part of the recording process.



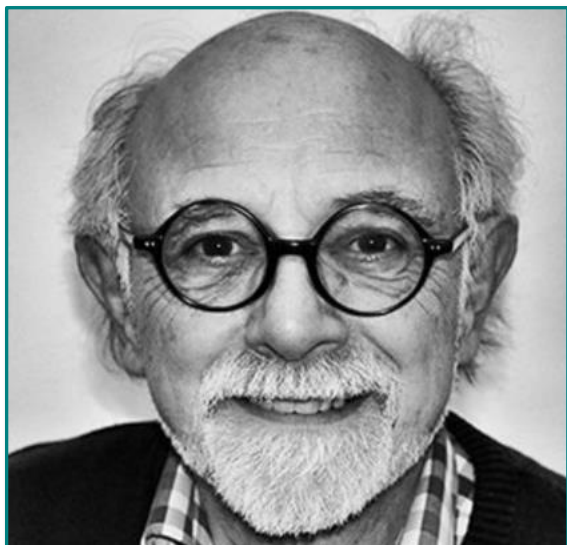
## Where the abuse took place

The charts below show that for both 2020/21 and 2021/22 the most common places where the reported abuse or neglect took place was within the person’s own home or within a care home/residential setting.



Safeguarding data is reviewed monthly by the Board’s Statutory Leadership Group. In 2020/21, the Board oversaw the development of the first phase of a more detailed data ‘dashboard’. The insights from this are used by the Board and Statutory Leadership Group to review safeguarding resources and where appropriate, adjust the way services work together to keep people safe in Oldham.

# Message from the Independent Chair



“ In the foreword to last year’s annual report from the Oldham Safeguarding Adult Board I wrote about the challenges facing the Board in Oldham and how the local partners will need to review their working practices to meet new and emergent needs. I asked, “How relevant are traditional working practices to meet these emergent trends? How can we more effectively work together to make an impact on safeguarding need? How can we incorporate the perspectives of service users and their carers in safeguarding plans and outcomes?” The report for the year 2021-22 illustrates that significant developments have been made by the local partnership to meet the continuing challenges of safeguarding and adapt working practices to the meet the complexity of current safeguarding need.

The evidence of significant safeguarding challenge can be seen throughout the report – social isolation, compromised mental capacity, dual diagnosis of mental and physical vulnerability, living conditions threatened by violence (such as with domestic abuse) and homelessness. Moreover, this evidence has been recurrent both in our safeguarding adult reviews and in our learning reviews.

The response to these messages from our partners has been clear and decisive – we must listen to people’s experiences of the challenge of safeguarding, we must challenge traditional working practice, we must innovate, we must work more closely and interchangeably to ensure that services are responsive and seamless. The Tiered Risk Assessment and Management (TRAM) Protocol, the progress of the Board’s training programme and the closer collaborative working with people with a dual diagnosis are all good examples of this willingness of partners to creatively change.

The year ahead in 2022-23 is likely to prove more of the same sorts of challenge. The shadow of Covid continues to be cast over vulnerable people and those seeking to provide them with support. The changed governance landscape of the NHS will need to settle in the period and demonstrate that it will continue to champion safeguarding issues. The publication of the review of historic sexual abuse in Oldham will cause people to seek assurance that services have changed over the past 20 years and are now more responsive and inclusive. The partners are aware of these challenges and will use the safeguarding adults partnership constructively to ensure that they are met.”

A handwritten signature in black ink, appearing to read 'H. Giller'.

Henri Giller  
Independent Chair  
Oldham Safeguarding Adults Board

# Safeguarding Adult Reviews

The Board has a legal duty to carry out a **Safeguarding Adult Review (SAR)** if it believes that someone has died of, or experienced, serious abuse or neglect. The aim of a SAR is to review the way agencies worked together to safeguard an individual or family. Learning from the review is shared across agencies and used by the Board to review the way services operate in order to prevent a similar situation.

Central to the process is the involvement of the family or the individual, if they are still alive. This ensures that we capture the experiences of people who use services and use this insight to inform any changes.

Where cases do not meet the legal requirements for a mandatory SAR, but the Board feels there are lessons to be learnt, it can carry out a **Learning Review**. The following information shows the number of reviews commissioned by the Board in 2020/21 and 2021/22.

2020/21

4 Safeguarding Adult Reviews

5 Learning Reviews



2021/22

2 Safeguarding Adult Reviews



A common theme emerging from both the Learning Reviews and SARs involves dual diagnosis, where an adult has a mental health condition combined with an alcohol or substance misuse disorder. This can be further complicated when the adult also has a diagnosis of autism or Attention Deficit / Hyperactivity Disorder (ADHD). The following findings come from two learning reviews commissioned in 2020/22.

## Anna and Maya

**Anna** was in her early 20's when she was taken to hospital with serious wounds following an alleged assault. She had a history of self-harm, mental health issues and alcohol use and as a child was diagnosed with ADHD and Emotionally unstable personality disorder (EUPD).

Anna was known to, and well supported by children's mental health services but on reaching 18 she was not eligible for adult's mental health services. Her family said that she used alcohol to manage the effects of both her social anxiety and ADHD symptoms, but her use of alcohol made it hard for services to assess her mental health needs. As a young adult, she was regularly missing from home and often found drinking with strangers, which left her open to abuse.

Anna's parents really struggled to keep their daughter safe, especially when she turned 16, as services saw her an adult, able to make decisions that others may feel are unwise.

**Maya** was brought up by her adoptive parents until the age of 14 years old. She had a medical diagnosis of Asperger's Syndrome, Oppositional Defiant Disorder, Emerging Borderline Personality Disorder and Anorexia Nervosa; she had a history of alcohol misuse, domestic abuse, self-neglect, and attempted suicide.

Over a two-year period, Maya repeatedly drank to excess, called out emergency services due to physical health problems or attempted suicide, but would then refuse to attend A and E. At its height she called out emergency services more than 25 times in two days. Maya also refused help from mental health and alcohol support services despite her family's belief that she drank alcohol to manage her anxiety and mental health symptoms.

Maya was diagnosed with chronic liver disease and told that if she continued to drink at her current levels she would die. At one point she told ambulance services that she felt very lonely. Maya was assessed under the Mental Capacity Act and professionals judged that she had the capacity to make decisions that others may feel are unwise. Maya died aged 24 from liver disease and after discharging herself from hospital.

# Listening to lived experience

The Board carried out a Learning Review to explore the events leading up to the death of Maya and spoke to Anna's family about their experiences of accessing services.

The findings were shared through two multi-agency Learning Hub events in June and November 2021. The Learning Hub events identified the following Issues which have been used to change the way services are provided:

- **Transitions** – As children, both Anna and Maya were supported by Mental Health and Learning Disability Teams. However, the different criteria for adults' services meant that this support did not continue when they transitioned from Children's to Adults services between the ages of 16 and 18.
- **Dual Diagnosis** – In each case, it was reported that Anna and Maya used alcohol to manage both their mental health conditions and ADHD or Asperger's symptoms. However, the combination of alcohol dependency and ADHD/Asperger's made it hard to assess any mental health needs. As a result, they did not access services that could have supported their mental wellbeing.
- **Executive Functioning** – Services felt that both Anna and Maya had the capacity to make their own decisions. However, it was not clear if professionals considered the potential impact that their ADHD/ Asperger's and mental health issues might have had on their understanding of risk and how this might affect the decisions they made.
- **Known to Multiple Services** – Anna and Maya were known to multiple services and whilst services did work well together at some points, this was not sufficient to manage the risks.
- **Social Isolation** – Both Anna and Maya experienced social isolation and social anxiety. These were key factors that contributed to their use of alcohol, which in turn increased Anna's vulnerability and for Maya, often resulted in violent and aggressive behaviour, even to the professionals she called out to help her. As a result, the GP stopped home visits, ambulance call outs were stopped, and the police were frequently called to attend. Agencies focused on managing distressed behaviour rather than working collectively to understand their needs and wishes.

## Anna: the family's experience

"Anna is really intelligent, meeting her you would assume she doesn't have autism...it is only when you start talking to her and see the difficulties she has in social situations. [When she was young] she received a lot of support so when she was 16 it was like falling off a cliff, from having a service once or twice a week...very intensive, thorough, and helpful then hit at sixteen with nothing.

Her condition became gradually worse as she became involved in the adult world. There would be an incident and firefighting and then another incident, rather than having any sort of pre-emptive intervention. It felt that we were passed on, each time they would say "that isn't our problem". I would go to appointments and have to repeat and repeat, say what is going on over and over again, going over all the bad things, it was pure torture. There are things that happen in life so for you to cope while waiting for the right mental health services to kick, this other problem starts to grow because you cope with your mental health by drinking. She has so many complex issues it isn't just autism there is an eating disorder, mental health issues, alcohol. They are all kind of interrelated and impact on each other. I sent email after email saying can't you get someone to manage her case and bring all these services in?

We got a call from [a community mental health worker], she introduced herself and what she did. I can only describe it as the clouds parting and the sun shone down, the relief of knowing that you were finally going to have this person to support Anna, and by God she is brilliant. We have gone from being in the wilderness to having all this support pulled together...we have a social worker who acts as the central hub and brings police, mental health, social work, drink support people. They meet regularly, updating each other, they are all on the ball.

The support has totally changed in terms of managing and coming up with a plan to pre-empt situations. Since being involved with [a Turning Point worker], he is just fantastic, he connects with Anna. She connects in return, so you get somewhere with her. The key to the improvement is getting them together so they can reflect and discuss what they are each doing to help ...it's a much more cohesive arrangement. I would like to see more people with complex needs having someone who project manages their case rather than it just being mental health or passed to your GP, it's more of a coordinated approach."

# Working in Partnership in 2021/22

The role of Oldham Safeguarding Adults Board is to ensure that organisations across Oldham work together to help adults live safely. Each year the Board produces a business plan which translates its three-year ambitions into an annual programme of work. The work of the Board is also shaped by learning from Safeguarding Adult Reviews (SARs) and people's feedback about their experiences of accessing services. The Board's achievements in 2021/22 include:

- **Multi-Agency Team Around the Adult Arrangements** – in response to learning from SARs and feedback from families such as Anna's, agencies have adopted a new Tiered Risk Assessment and Management (TRAM) Protocol. For cases involving complex issues and risk, the Protocol helps agencies to identify a lead professional and coordinate support effectively through regular Team Around the Adult meetings. This approach brings together relevant statutory, voluntary, and independent services and works by sharing insight and resources and working with the individual and family to come up with solutions.



- **Dual Diagnosis** – Oldham SARs have seen an increase in cases involving adults living with a 'dual diagnosis'. This means that the adult has a diagnosed mental illness combined with substance or alcohol misuse. Many adults with a dual diagnosis also experience homelessness. In response to the increase in cases and SAR learning, Oldham Housing Options, Turning Point and Pennine Care mental health services have joined forces to recruit a dual diagnosis worker as part of a new Homeless Addiction Treatment Support Service (HATSS), for those sleeping rough or at risk of homelessness. The post will be co-located with Turning Point and adults will be supported through mental health assertive outreach workers.
- **Training and Awareness** – As a result of the Board's new Workforce Development Strategy launched in 2021/22, a total of 366 professionals from 23 different services have received training in a range of topics including Self-Neglect, Hoarding,

Trauma Informed Practice, and the Mental Capacity Act. The Board has also been part of six public campaigns to raise awareness of safeguarding issues, including information on how to raise a safeguarding concern being sent to all residents in Oldham via the free local newspaper.

- **Listening to people's experiences** – In partnership with Age UK Oldham, Healthwatch and Oldham's Domestic Abuse Partnership, the Board has carried out research to understand the domestic abuse experiences of people aged 55 and over. Through a mix of in-depth one to one interviews and focus group discussions, 26 adults shared their stories; with experiences ranging from long standing abuse by an intimate partner to abuse from wider family members. Our research found that abuse can be triggered by life changing situations such as retirement, disability or taking on an informal caring role. Feedback will be used to highlight the different forms of abuse experienced by people in later life as well as the barriers they face accessing help and support. It will also be used to review the appropriateness of current domestic abuse assessments and support options for older survivors.

- **Hoarding Taskforce** – In 2020, the Board published a range of multi-agency hoarding and self-neglect resources. As a result, there has been a growing recognition and awareness of cases in Oldham and calls from practitioners to set up a Hoarding Taskforce to provide a practical forum to bring services together to discuss complex cases and identify solutions. Set up as a joint initiative between Royton District Centre Partnership and the Board, the Taskforce has been instrumental in the production of a new training resource and guidance on the use of standard 'clutter ratings' to help assess risk.

Each year, partner agencies provide a summary of their own safeguarding work for publication in the Board's **2021/22 Single-Agency Reports**. The following pages provide summaries from Oldham Council, NHS Oldham CCG and Greater Manchester Police as the three lead agencies on the Board.



# Partner Contributions: Oldham Council

Oldham Council is responsible for providing a range of public services to support local communities. One of the main services it provides is Adult Social Care which has a statutory duty to prevent, delay, assess and meet the care and support needs of adults under the Care Act 2014. Adult Social Care is also responsible for assessing and authorising deprivations of liberty for adults where it is deemed to be in an individual's best interests. Social Care delivers these statutory responsibilities as part of Oldham and sits within the Adult Community Health and Social Care Service.

## Where does safeguarding fit?

Safeguarding is the top priority in Adult Community Health and Social Care. The service provides the first point of contact to report safeguarding concerns and works with individuals and advocates to ensure individual's outcomes are at the centre of this process and protect those who are unable to protect themselves from abuse and neglect.

We work with other agencies to help people identify and manage risks and have a duty to work with our care providers, reviewing the quality of services to ensure the delivery of high quality and safe care.

## Safeguarding themes in 2021/22

The Covid-19 pandemic continues to impact through increased demand on services and reduced capacity due to staff sickness. Other key challenges have been:

- **Increase in reports of abuse to Adult Social Care.** We have responded to the significant increase in reported safeguarding concerns by reconfiguring the ASC access point designed to speed up the screening of new referrals.
- **Increase levels of complexity.** We have responded to the increase in complexity of cases, particularly involving exploitation, domestic abuse, hoarding and self-neglect, through the creation of the Complex and High Risk Panel which brings together safeguarding leads to help problem solve cases involving multiple issues.
- **Increase in requests for Deprivation of Liberty Safeguards.** We responded to the increase in demand by increasing the pool of people authorised as Best Interest Assessors. In addition, appointing a dedicated manager has resulted in streamlining processes and strengthened the operating model for the service.

Our major successes include:

- **National Recognition** – Oldham Council was recognised nationally in the Insight Report for outstanding Safeguarding Adult responses during the Covid-19 pandemic.
- **Safeguarding Data Collection** – Adult Social Care has traditionally provided data on how it responds to safeguarding enquiries. Last year, this was expanded through a new Partnership Data Dashboard to collect data on who is reporting safeguarding concerns so we can identify gaps and target our information campaigns and training.
- **Complex Safeguarding** – We have provided a lead role on behalf of the Association of Directors of Adult Social Services (ADASS), working with partners across Greater Manchester to understand what constitutes and causes complex safeguarding and how we respond effectively to adults experiencing exploitation.

## Our Priorities for 2022/23

Key challenges for the coming year will be the ongoing impact of the Covid-19 pandemic combined with cost-of-living increases. Both are expected to disproportionately impact on Oldham's poorer communities and adults at risk of abuse and neglect. Our priorities will be:

- **Capacity and Demand:** We will continue to balance the increasing demand from safeguarding referrals with reduced staffing capacity. Key to this will be a focus on the recruitment and retention of staff within Oldham.
- **Place Based Working:** We will focus resources on working at the local level with communities both to promote people's understanding and awareness of safeguarding and build on local networks of support to help keep people safe.
- **Safeguarding Prevention Strategy:** Priority will be given to the production of a safeguarding prevention strategy aimed at refocusing resources on the early identification and intervention to prevent abuse or neglect. This will be developed in partnership with local communities and service user groups.

# Partner Contributions: NHS Oldham CCG

**NHS Oldham Clinical Commissioning Group (CCG)** is a member led organisation and every family doctor in Oldham is a member. The vision of NHS Oldham CCG is to improve health and healthcare for the people of Oldham by commissioning the highest quality healthcare services, provided near to the patient and that represent best value for money. As we move into the Greater Manchester Integrated Care System, we are committed to reducing health inequalities and improving outcomes for those in need.

## Where does safeguarding fit?

Safeguarding is fundamental to every aspect of the organisation as we ensure that all our NHS Commissioned Providers such as the GP practices, hospital, community services and Mental Health services are fulfilling their responsibilities to safeguard those using their services.

They are responsible for the provision of effective clinical, professional, and strategic leadership in regard to safeguarding adults, including the quality assurance of safeguarding through contracts with all provider organisations and agencies, including independent providers.

## Safeguarding themes in 2021/22

Throughout 2021/22, Oldham CCG has worked with providers and partners to respond to new and emerging safeguarding concerns. Key challenges have included:

- **TRAM Protocol** – We have supported the development of multi-agency safeguarding policies, particularly the development of the Tiered Risk Assessment and Management (TRAM) Protocol, Allegation Management Protocol and Domestic Abuse Policy.
- **Safeguarding Assurance** – we have reintroduced the safeguarding Assurance Processes for Nursing Homes and reviewed safeguarding audits with GP Practices.
- **Covid Response** – we have continued to contend with the effects of the Covid Pandemic and support partnership working as we have moved into the next phase, with Covid becoming ‘business as usual’. The impact of the last few years on our workforce across health and care is phenomenal and we continue to support staff through difficult challenges and emotive situations.

Our major successes include:

- **Managing Professional Allegations** - the Designated Nurse for Safeguarding Adults has worked to embed policies supporting staff to raise a safeguarding allegation about a person in a position of trust. Actions include ensuring compliance is included in Provider Contracts and including information in training resources.
- **Greater Manchester ICS** – Leading the development of an Integrated Care System model of safeguarding on behalf of partners across Greater Manchester. The changing landscape of health and social care means that, more than ever, it is essential that Oldham people have a voice and that we continue to work directly with the local community to improve outcomes and keep people safe. We have worked with safeguarding partners to review existing structures in Oldham to ensure robust governance processes for safeguarding remain central to any changes.

## Our Priorities for 2022/23

Changes across health and care will provide challenges over the coming year but this also brings opportunities to work with Oldham partners to ensure that safeguarding remains a core component of our new governance arrangements. Our priorities will be:

- **Place Based Working** - Primary Care is at the core of our place-based approach and over the coming year we will support the growing maturity of primary care networks to solidify their contribution to safeguarding practice and embed the learning from Safeguarding Adult Reviews to improve outcomes for residents in Oldham.
- **Integrated Care System** – ensure the smooth transition to the new Greater Manchester structures including the transition of complex safeguarding and MASH Specialist Nurses to the Northern Care Alliance.
- **Compliance** – ensure the ICS is compliant with the new **Domestic Abuse Act 2021** assurance framework duties for health services and continue preparations for the implementation of the Liberty Protection Safeguards.

# Partner Contributions: Greater Manchester Police

**Greater Manchester Police (GMP)** are responsible for providing a first line response to the needs of the community. This includes fighting crime, keeping people safe and safeguarding vulnerable people.

## Where does safeguarding fit?

Vulnerability remains the number one priority within GMP and we work in partnership to protect vulnerable adults living in and visiting our communities. As a force, it is essential that our officers and staff are equipped to safeguard and protect vulnerable victims of crime, through early identification of risk and a robust response to identified criminality.

All GMP staff work internally and externally with partnership agencies to safeguard against all forms of abuse including domestic, financial, psychological, neglect and sexual abuse, as well as adults at risk of abuse or exploitation. We work to ensure that we achieve the best possible outcomes for all individuals whilst also considering the wider threat posed by perpetrators.

## Safeguarding themes in 2021/22

Key issues for GMP in 2021/22:

- **Month on month increase in Domestic Abuse** – This year has seen an increase in Domestic Abuse incidents which have included an increase in stalking, harassment, and domestic related sexual abuse. Possible reasons for this include an increase in public confidence to report as well as the drive around National Crime Recording Standards.

Our major successes include:

- **Investigative Safeguarding Review (ISR2)** - Implemented stage one of the ISR2, which moved officers into the specialist Child Protection Units. The Force is now preparing for stage two which will develop Adult Safeguarding Units, providing specialist officers dedicated to tackling Domestic Abuse and safeguarding vulnerable adults.
- **Domestic Abuse Learning Circles** – Learning from an audit carried out by The Public Protection Governance Unit has resulted in the creation of Domestic Abuse Learning Circles. This new initiative has been trialled in Oldham and is designed to encourage reflective practice as well as the chance for officers to comment on

organisational barriers when dealing with Domestic incidents. The District also takes part in daily governance meeting where incidents from the previous 24 hours are reviewed and any concerns are swiftly addressed.

- A **Stalking, Harassment and Domestic Abuse Panel** took place in October 2021 made up of the Police, Crown Prosecution Service (CPS) and Victim Service Coordinators. The exercise found that the CPS were receiving more stalking cases from the Police compared to the previous year. The exercise also found some strong investigations and tenacity of officers and good evidence of joint working between the CPS and Police.

## Our Priorities for 2022/23

Changes across health and care will provide challenges over the coming year but this also brings opportunities to work with Oldham partners to ensure that safeguarding remains a core component of work. Our priorities will be:

- **IRS2** - implementation of the Investigative Safeguarding Review unit (ISR2), improving our response to Adults with Complex Needs and reshaping the governance of Domestic Abuse Multi-Agency Risk Assessment Conferences (MARAC).
- **Adult Safeguarding Unit (ASU)** – implementation of the new ASU, providing an enhanced response to Adult Protection by triaging Adult Protection incidents to identify adults who are in need of support. Working closely with Adult Social Care, Mental Health services, drug and alcohol services and neighbourhood police officers, to ensure concerns are problem solved quickly, and by the most appropriate agency.
- We will continue to prioritise the emerging trends of complex safeguarding, Domestic Abuse, and neglect. We will explore options to contribute to the creation of a new all age Complex Safeguarding Team with partners moving forward.

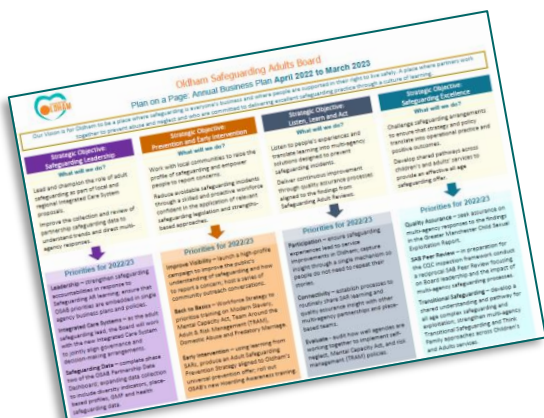
# Our Plans for 2022/23

The Oldham Safeguarding Adults Board has made significant progress over the last twelve to eighteen months, producing clear multi-agency safeguarding procedures, policies and training resources designed to translate the learning from serious safeguarding incidents into practice. The Board has also aligned its processes with those across Greater Manchester and is working as part of a national network of Safeguarding Adult Boards, sharing ideas and best practice.

Despite this, the Board has a challenging year ahead. Our priority is to explore the findings set out in the Independent Greater Manchester Child Sexual Exploitation and Safeguarding Report to ensure that nothing like this can happen again. Through weekly multi-agency response meetings and a planned Learning Hub event in September 2022, partners will develop a forward plan for Oldham. This will provide assurance that systems and processes are changing, and that professionals across children's and adults' services are equipped with the skills and knowledge to respond effectively.

2022/23 will also see far reaching structural changes being developed in response to new legislation set out in the Health and Care Bill and the Mental Health Act White Paper. These changes include the introduction of the Liberty Protection Safeguards, designed to protect adults aged 16 and over who lack the capacity to consent to care or treatment, and a new Care Quality Commission inspection framework. The Inspection Framework will focus on how the Local Authority is delivering its Care Act functions, including its duty to support multi-agency safeguarding arrangements, impacting across the partnership. Responding to these challenges will require effective safeguarding leadership and accountability at the most senior levels in Oldham.

The Board's priorities for 2022/23:



In addition to the ongoing work to embed learning from Safeguarding Adult Reviews, the Board sets out its wider priorities in the annual Plan on a Page (available on the Board website or please click on the image).

The Key highlights for 2022/23 are to:

- Improve the way services work together:** Working in partnership with the Association of Directors of Adult Social Services, the Board will continue to take a lead role in the development of an all-age Complex Safeguarding and Exploitation Strategy. This work will also be shaped by findings from the Greater Manchester Child Sexual Exploitation Report and developed in partnership with Oldham's Children's Safeguarding Partnership and Oldham's Community Safety and Cohesion Partnership.
- Safeguarding Data:** Working as part of a Greater Manchester initiative, our priority is to complete phase 2 of the Data Dashboard designed to improve the collection and interrogation of partnership safeguarding data. This will help us to understand trends, direct multi-agency support and seek assurance from agencies on their safeguarding responses.
- Quality Assurance:** Over the last eighteen months, the Board has focused on developing safeguarding procedures, policies and a programme of multi-agency training based on the learning from Safeguarding Adult Reviews. The focus for 2022/23 is to look at how well the learning and policy changes have been embedded into safeguarding practice. The Board will prioritise a programme of multi-agency audits and quality assurance reviews focusing on risk management, application of the Mental Capacity Act and Making Safeguarding Personal principles.
- Be led by people's experiences:** We will continue to build on our existing work to capture the first-hand experiences of people using services. This insight will be used to produce a new safeguarding strategy designed to prevent future incidents. We recognise that local people are often contacted by multiple services to share their views so the Board is teaming up with Action Together, Oldham's voluntary sector umbrella organisation, to capture people's insight through a single mechanism. This will create a shared space to listen to, and learn from, local people and prevent agencies from asking people to repeat their stories.

# Useful Contacts

## What to do if you are worried about an adult

Abuse and neglect can happen anywhere, be carried out by anyone and it can take many different forms.

If you are experiencing abuse, or you think someone you know is experiencing or is at risk of being abused or neglected, and they are not able to protect themselves then please report it.

The Oldham Multi-Agency Safeguarding Hub (MASH) has been set up to help people who want to report a safeguarding concern:



**0161 770 7777**  
or  
**Adult.Mash@oldham.gov.uk**

## Stay in touch

The work of the Board is supported by the Board Business Unit who help the Board to carry out its legal roles and signpost residents and professionals to information, advice, and training resources. If you would like to keep in touch and find out more about our work through our bulletins, please contact us at:



**Oldham Safeguarding AdultsBoard @oldham.gov.uk**

Or visit our website:  
**www.OSAB.org.uk**

## Support Our Work

Please follow us on Twitter and share our content to raise awareness of safeguarding and what people can do to keep them and their families and friends safe in Oldham:



### Thank You from the Team



**GREATER MANCHESTER FIRE AND RESCUE SERVICE**



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## Report to Performance Overview & Scrutiny Committee: Update on support and provision for children and young people who have special education needs and/or disabilities (SEND)

November 2022

<b>Report author/s</b>	Amber Burton, Assistant Director, SEND & Inclusion
<b>Approved by</b>	Richard Lynch, Director of Early Years, Education & Skills
<b>Portfolio Holder</b>	Cllr Mohon Ali
<b>Officer Contact</b>	Amber Burton, Assistant Director, SEND & Inclusion

### 1. Reason for report

- 1.1. To provide an update for the Performance Overview and Scrutiny Committee (POSC) on support and provision for children and young people who have special education needs and/or disabilities (SEND) and inclusion in the local area.
- 1.2. This report provides performance headlines related to SEND and inclusion, showing how the local area compares to national, regional and statistical neighbours for performance related to statutory processes.

### 2. Key highlights and challenges

- 2.1. Statutory performance related to the timeliness of EHCPs remains significantly higher than the national average. The challenge now is to sustain this in the context of increasing demand. Capacity of the SEND Team is being monitored and will need to be addressed to maintain performance.
- 2.2. There has been a reduction in high cost independent and non-maintained special schools (INMSS), which means that more children and young people are educated within their local community.
- 2.3. There are a higher-than-average number of children and young people in the local area who have an EHCP (Oldham: 4.7% and national: 4.0%), whilst the percentage at SEN support level is lower than average (Oldham: 11.5% and national: 12.6%). This indicates that there are issues around early identification and intervention and the graduated response being implemented consistently.
- 2.4. At 55%, there is a higher number of statutory school aged children and young people who have an EHCP educated in specialist settings in Oldham (mean for all metropolitan boroughs is 9.9% and the national average is 34%). The reasons for this needs to be more fully understood. Recommendations can then be made to address this, under the sufficiency aspect of the next phase of SEND strategy 2023-2027, which will also align with the council's strategy (appendix I).

#### 4. National context

- 4.1. In March 2022, the Department for Education (DfE) published the SEND and alternative provision (AP) green paper. This follows on from the national review of the SEND system, Right Support, Right Place, Right Time<sup>1</sup>, which identified three key challenges facing the SEND and alternative provision system:
- 4.1.1. Navigating the SEND system, and alternative provision is not a positive experience for too many children, young people and their families.
  - 4.1.2. Outcomes for children and young people with SEND or in alternative provision are consistently worse than their peers across every measure.
  - 4.1.3. Despite the continuing and unprecedented investment, the system is not financially sustainable.
- 4.2. The green paper sets out proposals for a system that offers children and young people the opportunity to thrive, with access to the right support, in the right place, and at the right time, so they can fulfil their potential and lead happy, healthy and productive adult lives. In short, the government are proposing to do this by:
- 4.2.1. Creating a single, national SEND and alternative provision system.
  - 4.2.2. Providing excellent provision from early years to adulthood.
  - 4.2.3. Introducing a reformed and integrated role for alternative provision, for children who can't attend mainstream school, whether for behavioural, health or other needs.
  - 4.2.4. Reforming system roles, funding and accountability.
- 4.3. The DfE are also seeking views on proposed changes to the way Ofsted and the Care Quality Commission (CQC) jointly inspect local area partnerships to assess how they work together to improve the experiences and outcomes of children and young people who have special educational needs and/or disabilities (SEND) and/or who access alternative provision.
- 4.4. Despite changes to Government, the DfE are still proposing to publish consultation responses to the green paper (due spring 2023), the local area inspection framework, and processes related to annual reviews, and this may have an impact on how specialist support and provision is shaped in the local area<sup>2</sup>.

#### 5. Local context

##### 5.1. Rising demand for EHCPs:

- 5.1.1. EHCP's have increased but at a slightly lower rate in comparison to increases nationally, regionally and for our statistical neighbours.
- 5.1.2. Oldham LA still have a higher rate of children and young people with EHCPs than nationally, regionally and statistical neighbours.

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<sup>1</sup> <https://www.gov.uk/government/publications/send-and-ap-green-paper-responding-to-the-consultation/summary-of-the-send-review-right-support-right-place-right-time>

<sup>2</sup> Whilst local areas are made up of a range of partners and stakeholders, including schools/settings, the voluntary sector and other providers, the statutory partners consist of the council and the integrated care system (previously clinical commissioning group).



- 5.1.4. At the time of the SEN2 return (January 2022) the local area maintained 2661 EHCPs. This is a 9.6% increase in comparison to the 2427 EHCPs maintained at the time of the 2021 SEN2 return. However, this has now increased exponentially to 2886 EHCPs, an increase of 18.9% and forecasted to be much higher than national and regional averages in SEN2 2022.
- 5.1.5. Nationally, there was a 9.9% increase, 10.4% regionally and 13.6% increase for our statistical neighbours.

## 5.2. Primary needs

- 5.2.1. Latest national data, published in June 2022 by the DfE, shows that the most common type of need for children and young people who have an EHCP is autism and for those who are identified as requiring SEN support is speech, language and communication needs<sup>3</sup> (SLCN). This is also reflected in Oldham (see appendix II).
- 5.2.2. Despite the identified number of children and young people in Oldham schools who have an EHCP with a primary need of SLCN, this may not account for the true level of need, however. This is because many children and young people will have been identified as having needs related to social, emotional and mental health (SEMH), when they move from primary to secondary school. This indicates that their SLCN has been under identified or mis-categorised.

## 5.3. Comparison to national, regional and statistical neighbours

- 5.4. In comparison to all other statistical neighbours and the national average, Oldham continues to have a higher percentage of children and young people who have an EHCP and a lower percentage of those who require SEN support.

	Oldham	*Stat' neighbours	National
<b>N° of school age pupils</b>	47169	530311	9000031
<b>No of pupils with SEND</b>	7662	89820	1485409
<b>% Who have an EHCP</b>	4.7%	3.9%	4.0%
<b>% At SEN support level</b>	11.5%	12.9%	12.6%
<b>% Total who have SEND</b>	16.2%	16.8%	16.6%

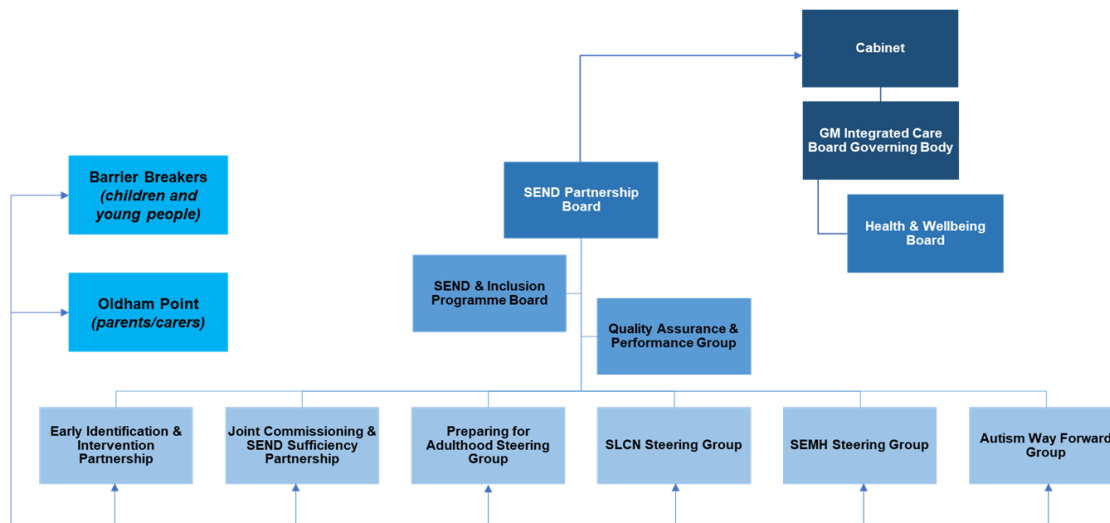
*Table 1: EHCPs and SEN support comparisons based on latest published census data.*

## 6. Governance and accountability

- 6.1. New groups include the Preparation for Adulthood Steering Group, Quality Assurance and Performance Group and SEND & Inclusion Programme Board. In addition, some existing workstreams, rather than coming to a natural end through the project nature of delivery to date, have evolved into more permanent strategic groups, e.g. SLCN Steering Group and Early Identification, Intervention Partnership.

<sup>3</sup> <https://explore-education-statistics.service.gov.uk/find-statistics/special-educational-needs-in-england>

6.2. The governance structure below shows how the governance system is proposed to ensure strong oversight based on key areas that we know require a high-level focus:



### 6.3. Progress since the last local area SEND revisit

6.3.1. Following the Ofsted/CQC local area SEND inspection in 2017, which resulted in a written statement of action (WSOA) and the subsequent revisit in 2019, which resulted in an accelerated progress plan (APP), significant improvements have been made to the quality and timeliness of EHC needs assessments and EHCPs, as well as system improvements, including:

6.3.1.1. Quality of EHCP's continues to improve: October 2022 audit indicates 95.5% good.

6.3.1.2. Timeliness is consistently and significantly above the national average: 95% for 2022.

6.3.1.3. Annual Review Recovery Plan: 95% of all EHCPs needing to be rewritten are complete.

6.3.1.4. Workforce development: all staff have completed IPSEA legal training and are progressing to the NASEN Case Worker Award.

6.3.1.5. All schools participated in Whole School SEND training and SEND in a Nutshell. Work continues to ensure SEND and inclusion is high on the primary and secondary heads agenda.

6.3.1.6. Inclusion Frameworks have been developed and implemented.

6.3.1.7. The Graduated Response Toolkit is in place and accessible online.

6.3.1.8. The Autism in Schools and Early Identification of Need Projects have been implemented and work is being done to continue with the good practice that these have enabled.

6.3.2. Since the implementation of the WSOA and subsequent APP, practice in SEND has improved significantly and systems and processes remain more robust. There is also good partnership working across education health and care, 0-25.

- 6.3.3. The SEND Team and wider partnership have worked tirelessly, and this has resulted in Oldham having one of the highest timeliness percentages nationally; currently working at 90%+ of EHCPs being issued within the statutory deadline of 20 weeks (nationally, 59.9% in 2021 and a decline to 53% to date in 2022).
- 6.3.4. In parallel to this, quality of EHCPs is improving, showing that 90% of these are being rated as good or outstanding in terms of quality through our internal audit system, with none in the 'inadequate' category.
- 6.3.5. The improvements described, have occurred due to committed leadership, staff performance and a focus on the key issues and challenges. This has ensured compliance with the SEND Code of Practice and related SEND regulations/legislation.
- 6.3.6. Despite strong performance, requests for EHC needs assessments have increased by 58% in the above period against a national average of 69%. This means that, despite the progress described, services remain under increasing pressure with an average 12% yearly increase in requests for EHC needs assessments since the reforms of 2014.
- 6.3.7. Even more concerning, nationally, is that the current position shows a 23% increase in EHC needs assessment requests over the period of the pandemic, whilst this rises to a 100% increase in Oldham over the same period. This means that the current high performance of the SEND statutory processes is at risk and is not sustainable with the current resources allocated.

#### 6.4. Strengths

- 6.4.1. Despite growing demand, quality and timeliness of EHCP processes remains exceptionally high.
- 6.4.2. Oldham has seen a reduction in out of borough (OoB) INMSS by 40% over the past few years. This means that more children and young people are being included in their local community, along with their peers. The social benefit of this will be felt into adulthood.
- 6.4.3. Permanent exclusion (PEX) has reduced for all groups, including for children and young people who have SEND at all levels (EHCP and SENS) by 40% in 21/22 compared to the last full comparable year.
- 6.4.4. Good relationships with SENCOs through, networks, drop-ins and development days are maintained and supported by SEND and Inclusion Service leads.
- 6.4.5. Recruitment and induction of SEND Officers has been successful over summer 2022 and all are to undertake the NASEN case worker award.
- 6.4.6. The successful independent travel training offer has been expanded to introduce social travel training which will enhance independence.
- 6.4.7. SEND & Inclusion remains high on the agenda at all levels across local area partners and stakeholders.
- 6.4.8. There is an excellent and productive relationship with Oldham POINT and Oldham Parent Carer Forum (PCF), who are equal partners in strategic developments.

- 6.4.9. The quality and effectiveness of specialist provision remains high, with most of Oldham's special schools being rated good or outstanding (appendix III).

## 6.5. Challenges and areas for development

- 6.5.1. Higher than NA for EHCPs (Oldham: 4.7% and national: 4.0%) but lower for SEN Support (Oldham: 11.5% and national: 12.6%) means that there needs to be a focus on early identification. This needs to include a more robust offer in the early years and at all ages, as early as possible when difficulties have been recognised. The SEND & Inclusion Service is currently reviewing the offer that will best support schools/settings in this area.
- 6.5.2. Access to speech and language therapy (S&LT) remains inconsistent as waiting times for support are still lengthy (over eighteen months). Universal SLCN support also requires developing, including in secondary schools, where SLCN is often un-identified.
- 6.5.3. A project is underway to implementing an online system for managing EHCPs. This consists of the IDOX EHCP Hub, which will offer more transparency for parents/carers and more accessibility for partners to provide reports and information.
- 6.5.4. Suspensions, including for those with SEND, have increased since the last comparable year by 10%. This is an area of focus, along with attendance.
- 6.5.5. Under new requirements, there is more robust monitoring of attendance and additional duties around this for schools and LAs<sup>4</sup>. Support and challenge for this area is already built into the system and includes attendance leads meeting and supporting strategic planning for those with SEND who are persistently absent (PA) or have severe absence. New processes and guidance are in place for all schools and settings regarding attendance and the Attendance Team are offering all statutory services as described in the new guidance including Targeted Support Meetings.
- 6.5.6. To focus further on access to education, currently Oldham is in year one of a RSA Reducing Exclusions Programme, focusing on suspensions. This is being delivered by school leaders and practitioners, in collaboration with LA officers.

## 6.6. SEND sufficiency

- 6.7. The continuing work on SEND sufficiency has clearly identified a gap in educational provision for children and young people with communication and interaction needs (autism and SLCN) and/or severe learning difficulties (SLD) and SEMH, whose needs are not currently being met in mainstream schools, resourced provision or local special schools. Although greatly reduced in number, this can still result in children and young people being placed in independent non-maintained special school (INMSS) provision, which is typically out of borough, or in Oldham's case in in-borough independent settings.

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[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1073619/Summary\\_table\\_of\\_responsibilities\\_for\\_school\\_attendance.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1073619/Summary_table_of_responsibilities_for_school_attendance.pdf)

- 6.8. Oldham does have an autism specific special school; however this is for children and young people who are able to follow a GCSE pathway and curriculum. There is currently no specialist provision for children and young people with autism and who present moderate to severe learning difficulties.
- 6.9. To address sufficiency needs, progress has already been made on sufficiency projects including Medlock Valley (6 places) and Newman R C (6 places) plus Kingsland School scheduled for January 2023 (12 places). This will provide a further 24 places for the 22/23 academic year and a further 12 the following year.
- 6.10. In addition, an expression of interest went out in the Spring Term 2022 to all schools and settings, asking if they wish to provide mainstream plus provision, e.g. resourced bases or satellite provision. From this initial expression of interest, some schools have requested to be considered for mainstream plus provision.
- 6.11. It is planned that a further 6 mainstream plus provisions will open prior to 2025, giving an additional 108 places in total (36 in 2023, 2024 and 2025).

#### **6.12. Resources and capacity**

- 6.12.1. The high needs block (HNB) is on track for addressing the current deficit and to support with this, we are included in the DfE, Delivering Better Value programme.
  - 6.12.2. The SEND Transport budget remains under pressure. A review of the policy around this will be carried out early in 2023, to identify areas that can be done differently, and which may provide efficiencies.
  - 6.12.3. The increasing demand for EHC needs assessment (EHCNA) and EHCPs are forecast to continue. However, work will be prioritised at the early identification and intervention level to target improvements in this area. This will also enable the best support and provision to be put in place for children and young people at an earlier stage. The support offer for schools/settings at the early identification and intervention stage is currently under review with a view to strengthening this and enabling more targeted work by the Educational Psychology and Specialist Teacher Teams.
  - 6.12.4. The post Covid surge in EHCNA and subsequent EHCPs means that Oldham is now responsible for 2,908 EHCPs, which equates to 364 per Officer.
- 6.13. Oldham continues to receive support and challenge from our DfE and NHS England SEND Advisors who will assure themselves that we are sustaining the progress we have made. The DfE and NHS England may, should the need arise, request updates on strands of activity in the APP or reinstate more regular and formal reviews.

#### **7. SEND & Inclusion Strategy 2023-2027**

- 7.1. Across the local area, there is a commitment to deliver high quality support and provision for all children and young people, including those who have special educational needs and disabilities (SEND) and those who are vulnerable.
- 7.2. Our SEND & Inclusion Strategy is currently being developed with children, young people and parents/carers. The strategy will clearly set out the local area's commitment to delivering high support and provision across all our schools and educational settings, enabling the best outcomes for every child and young person over six key priorities and five key areas of infrastructure that need to be in place to secure progress:

Priorities	Infrastructure
1. Early identification and SEN support 2. Health and wellbeing 3. Community inclusion 4. Joint commissioning for sufficiency of specialist support and provision 5. Securing better outcomes 6. Communication and interaction (Autism (ASC) & SLCN)	1. Engagement, participation and coproduction: working in partnership with children, young people, parent/carers and partners, stakeholders. 2. Local offer: ensuring that what we say about the local area is of high quality, easy to navigate and performs well 3. Sustainability: assuring value for money to achieve financial balance and enable the best use of resources to meet need in the local area. 4. Workforce development: creating an inclusive local area through a highly skilled workforce

7.3. The strategy will be underpinned by a SEND & Inclusion Improvement Programme, which is currently being developed.

## 8. Recommendations

8.1. Note the indicators in which the local area is an outlier in comparison to available benchmarks and to consider the impact of this on future needs, provision and performance.

8.2. Consider the increasing percentage of children and young people who have an EHCP, attend special schools and are educated in independent and non-maintained special schools (INMSS). The recommendation is to more closely track the resources allocated to these aspects of the system.

8.3. Note that the indicators in this report are closely monitored through monthly performance reporting throughout the year. Action is taken, as and when required, whenever the direction of travel raises cause for concern, and this will be included in the SEND & Inclusion Improvement Programme.

8.4. Note, and comment on, the proposals for developing the SEND & Inclusion Strategy, 2023- 2027, which will be in line with the corporate council plan.

8.5. Support and promote local area partnership working to further develop the joint ownership model through other strategic meetings across education, health and care, 0-25.

## 9. Appendix

Appendix I: Priorities and infrastructure

Appendix II: Primary need at EHCP and SEN support levels.

Appendix III: Specialist provision Ofsted ratings.

## 10. Glossary

AP	Alternative Provision
APP	Accelerated Progress Plan
C&FA	Children & Families Act, 2014
CAMHS	Child & Adolescent Mental Health Service
CCG	Clinical commissioning group
CQC	Care Quality Commission
DfE	Department for Education

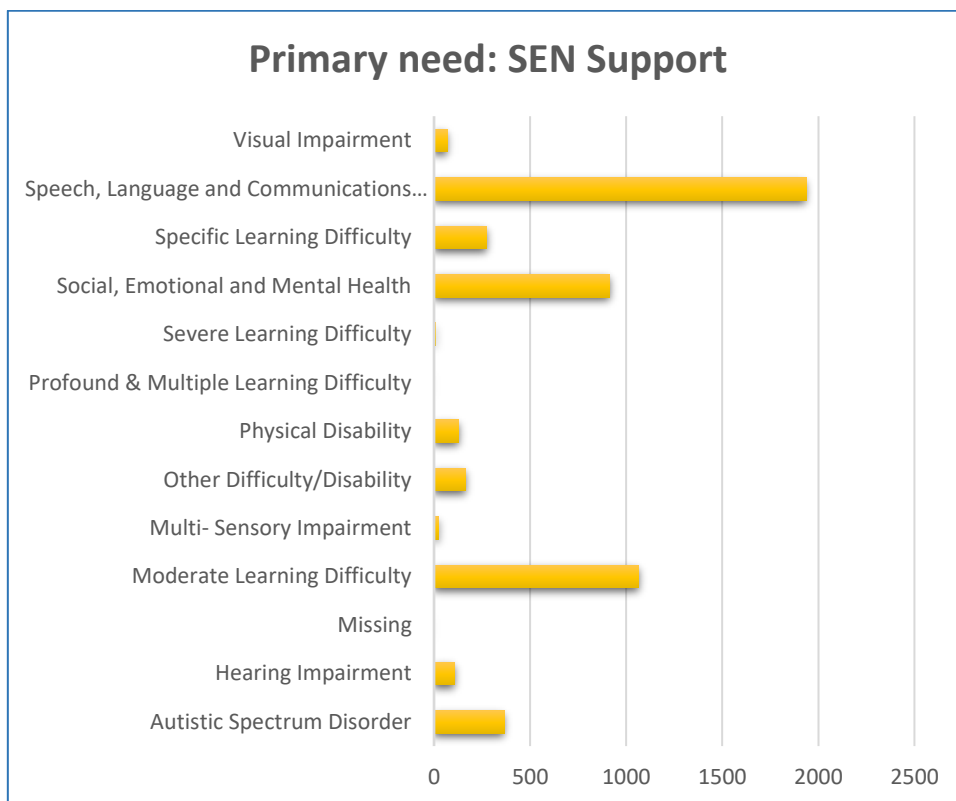
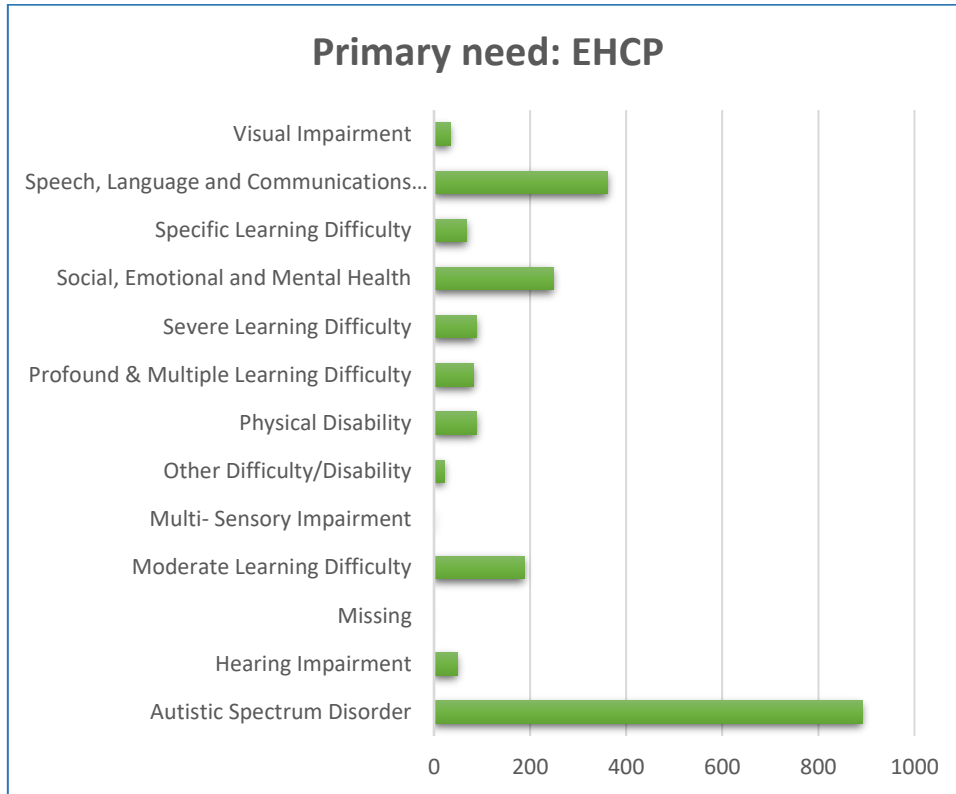
EHCNA	Education, health and care needs assessment
EHCP	Education, Health and Care Plan
EPS	Educational Psychology Service
INMSS	Independent and Non-Maintained Special Schools
LA	Local Authority
OMBC	Oldham Metropolitan Borough Council
OoB	Out of Borough
PA	Persistently Absent
PfA	Preparation for Adulthood
POSC	Performance Overview & Scrutiny Committee
S&LT	Speech and Language Therapy/Therapist
SENCo	Special Educational Needs Coordinator
SEND	Special Education Needs and/or Disabilities
SEND CoP	SEND Code of Practice, 2015
WSoA	Written Statement of Action
YTD	Year-to-Date

**Appendix I: SEND & Inclusion Strategy proposed priorities and infrastructure:** Priority areas have been shaped, so far, as follows, linking key local priorities, as identified by partners and stakeholders:

		<b>Council priorities</b>	<b>Young people's priorities</b>	<b>Parents/carers priorities</b>
<b>Priority 1:</b>	Early identification and SEN support	A great start and skills for life		Early years SEN support including the graduated response
<b>Priority 2:</b>	Health and wellbeing	Healthy, safe and well supported residents	Good health	Mental health and wellbeing Health services
<b>Priority 3:</b>	Community inclusion	A clean and green future	Friends, relationships and community	Accessing your community Short breaks and social activities
<b>Priority 4:</b>	Joint commissioning for sufficiency of specialist support and provision	Quality homes for everyone	Independent living	Independent Living EHCPs and annual reviews Social care
<b>Priority 5:</b>	Preparing for adulthood	Better jobs and dynamic businesses	Employment	Employment and training Transitions including post-16 Home to school transport
<b>Priority 6a:</b>	Communication and interaction: autism	Cross cutting themes	Cross cutting themes	Cross cutting themes
<b>Priority 6b:</b>	Communication and interaction: speech, language and communication needs (SLCN)	Cross cutting themes	Cross cutting themes	Cross cutting themes
<b>Infrastructure 1</b>	Engagement, participation and coproduction: working in partnership with children, young people, parent/carers and partners, stakeholders			
<b>Infrastructure 2</b>	Quality assurance: keeping support and provision under review, including services, settings and individual provision made via EHCPs			
<b>Infrastructure 3</b>	Local offer: ensuring that what we say about the local area is of high quality, easy to navigate and performs well			
<b>Infrastructure 4</b>	Sustainability: assuring value for money to achieve financial balance and enable the best use of resources to meet need in the local area			
<b>Infrastructure 5</b>	Workforce development: creating an inclusive local area through a highly skilled workforce			



**Appendix II: Primary need at EHCP and SEN support levels**



**Appendix III: Quality of specialist provision**

	Ofsted rating	Inspected
<b>Specialist provision</b>		
Halcyon Way Special School	Not available	Not available
Hollinwood Academy	Outstanding	04 July 2018
Kingfisher Special School	Outstanding	11 June 2019
New Bridge School	Outstanding	04 December 2019
Spring Brook Academy	Requires Improvement	19 June 2019
The Springboard Project	Not available	Not available
<b>Non specialist key providers</b>		
Oldham College	Good	07 December 2018



## Report to Performance Overview and Scrutiny Committee

# Local Government Ombudsman Annual Review of Complaints 2021/2022

### Portfolio Holder:

Councillor Abdul Jabbar MBE, Deputy Leader and Cabinet Member for Finance and Low Carbon

**Officer Contact:** Anne Ryans, Director of Finance

**Report Author:** Kirsty Adderley, Complaints Manager  
**Ext.** 0161 676 2865

**24 November 2022**

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### Purpose of the Report

To update the Performance Overview and Scrutiny Committee about Council performance in relation to enquiries received from the Local Government and Social Care Ombudsman (LGSCO) in the financial year 2021/22.

### Executive Summary

The LGSCO received 55 complaints/ enquiries relating to Oldham Council in 2021/22, a slight reduction from the previous year; this is a relatively low number when compared to other GM authorities.

Along with the majority of GM authorities, the Council has seen an increase in the number of cases upheld and the overall upheld rate. In total, 69 final decisions were issued by the LGSCO in relation to Oldham Council. The majority of cases were not taken forward for detailed investigation but of the 17 cases that were taken forward for investigation, fault was found in 13 cases, giving an upheld rate of 76%.

Going forward, the Complaints Team aims to reduce the percentage of complaints that are upheld by the LGSCO and will continue to work with services to provide good quality responses to residents at the earliest opportunity.

### Recommendations

It is recommended that Members consider the report and comment as appropriate.

**Local Government Ombudsman Annual Review of Complaints 2021/22**

**1 Background**

1.1 The Council deals with complaints about the services it provides according to the requirements of five different sets of legislation:

- The Local Government Act 1974 - Corporate complaints
- The Children Act 1989 - Children's Social Care complaints
- The Local Authority Social Services and NHS Complaints Regulations 2009 - Adult Social Care complaints
- The Housing Act 1996 - Housing complaints
- The Localism Act 2011 - Housing complaints

1.2 Corporate complaints and both Adults and Children's Social Care complaints have the Local Government and Social Care Ombudsman (LGSCO) as the last stage in the process. The Ombudsman's role is to enquire into cases where the Council and the complainant still do not agree after the Local Authority's complaints procedure has been exhausted and the complainant still wants the case to be reviewed.

**2 National Perspective**

2.1 In July 2022, the LGSCO published the Annual Review of Complaints for 2021/22. The review highlighted that nationally, the number of complaints the LGSCO received had returned to pre-pandemic levels, increasing from 11,820 in 2020/21 to 15,826 in 2021/22. Of the complaints investigated, 6,427 contacts were resolved at the initial stage and 4,048 required a detailed investigation of which 2,678 were ultimately upheld.

2.2 The report showed that in 2021/22, the upheld rate remained similar across the majority of complaint categories. However, notable changes could be seen in an increase in the upheld rate for complaints relating to Environmental Services and Protection (increase from 58% in 2020/21 to 68% in 2021/22) and a decrease in the upheld rate for complaints relating to Benefits and Taxation (70% in 2020/21 to 59% in 2021/22).

2.3 The LGSCO continued to uphold the highest proportion of complaints in relation to Education and Children's Services (77%).

2.4 The LGSCO issued 43 public interest reports, 75% of these reports related to Adult Social Care and Education and Children's Services. The types of cases that result in such reports are usually where the impact on an individual is significant or where there have been many complaints about the same issue. An example of such a case was where a Council took so long to complete adaptations to a family home to support a child with disabilities, the adaptations were no longer suitable.

2.5 The LGSCO advises that compliance with recommendations remains high and commends Local Authorities for their commitment to significant service changes and reviews that ensure others will not be similarly affected by the faults identified.

2.6 The LGSCO continues to raise concerns about the capacity of complaints teams to deliver responsive, high-quality services and announced they will be working with the Housing Ombudsman to develop a joint Complaint Handling Code for Local Authorities against which to measure their complaints handling functions.

- 2.7 In terms of the impact of COVID-19, the LGSCO found that Local Authorities had adapted well to the challenging circumstances that were presented.
- 2.8 In addition to the Annual Review of Complaints, the LGSCO writes to each Local Authority's Chief Executive every year to set out the Council's annual performance on complaints. This can be a useful starting point for Members to scrutinise performance. An interactive map setting out each Council's performance is also available on the LGSCO website. The letter sent to Oldham's Chief Executive is attached at Appendix 1. In addition, annual letters to the Chief Executive and details of the Council's performance can be found on the LGSCO website at <https://www.lgo.org.uk/your-councils-performance>.
- 2.9 The LGSCO is clear that the number of complaints and enquiries received should not be taken in isolation when reviewing a Local Authority's performance as this number can be affected by factors such as demographics, local conditions, the expectations of residents and the quality of signposting.
- 2.10 The number of complaints that are upheld by the LGSCO and the upheld rate (i.e. how often fault is found when a complaint is investigated), as well as the Council's willingness to accept fault and put things right are other factors to be considered.

### 3 Regional Perspective

- 3.1 Table 1 compares the number of complaints and enquiries received by the LGSCO relating to Oldham Council to that of the other Greater Manchester (GM) authorities in 2020/21 and 2021/22.

**Table 1 – GM Authorities 2020/21 and 2021/22 - Total Complaints and Enquiries Received by the LGSCO**

Authority	Complaints/ Enquiries 2020/21	Complaints/ Enquiries 2021/22
Rochdale	39	30
<b>Oldham</b>	<b>58</b>	<b>55</b>
Wigan	38	62
Salford	51	63
Bolton	38	66
Bury	38	68
Tameside	43	74
Trafford	53	75
Stockport	38	97
Manchester	102	134
<b>Total</b>	<b>498</b>	<b>724</b>
<b>Average</b>	<b>49</b>	<b>72</b>

- 3.2 The total number of complaints and enquiries received by the LGSCO increased nationally, and with the exception of Oldham and Rochdale Councils, other GM Authorities saw an increase in the number of complaints and enquiries received by the LGSCO.

- 3.3 The LGSCO receives and decides some cases in different business years; as such, the decisions issued in 2021/22 will relate to some complaints the LGSCO received in 2022/21 and some it received in previous years.
- 3.4 In 2021/22, the number of decisions issued by the LGSCO increased for all GM Authorities, with 69 decisions issued in relation to Oldham Council, compared to 55 the previous year.
- 3.5 All GM Authorities saw an increase in the number of cases upheld in 2021/22, with the exception of Trafford Council. Oldham Council received 13 upheld decisions, 6<sup>th</sup> highest out of the GM Authorities.
- 3.6 Most GM Authorities saw an increase in the percentage of cases being upheld following investigation by the LGSCO. With the exception of Salford, Bolton and Stockport Councils, GM Authorities had an upheld rate above the average rate for Metropolitan Borough Councils (68%).

**Table 2 – GM Authorities - Upheld Cases 2021/22**

Authority	No. of cases investigated	No. of cases not upheld	No. of cases upheld	Upheld rate (%)
Salford	21	11	10	48%
Bolton	22	8	14	64%
Stockport	14	5	9	64%
Manchester	47	14	33	70%
Trafford	14	4	10	71%
Wigan	7	2	5	71%
Rochdale	18	5	13	72%
Bury	15	4	11	73%
<b>Oldham</b>	<b>17</b>	<b>4</b>	<b>13</b>	<b>76%</b>
Tameside	21	4	17	81%
<b>Total</b>	<b>196</b>	<b>61</b>	<b>135</b>	<b>N/A</b>
<b>Average</b>	<b>20</b>	<b>6</b>	<b>14</b>	<b>69%</b>

#### 4 Local Perspective

- 4.1 The Council works hard to resolve complaints at an early stage in the complaints process to avoid the need for residents to pursue issues further. The lower percentage of complaints that go onto be investigated and upheld by the LGSCO, when compared to the number of complaints received by the Council, suggests that the Oldham Council is willing to take responsibility when things go wrong and work with residents to resolve the issue appropriately.
- 4.2 Unfortunately, the LGSCO found there was fault in 13 of the complaints that progressed to the detailed investigation stage, which gives an upheld rate of 76%. Whilst 2021/22 was unusual because of the increase in the number of decisions issued by the LGSCO, the Council is keen to improve on this figure in the coming year.
- 4.3 In 2 of the cases upheld by the LGSCO, the Council had already identified suitable remedies to put things right for the complainant, and the Ombudsman did not make further recommendations. This means that out of the 69 decisions made by the LGSCO, it was found the Council was not at fault or had already identified suitable outcomes and remedies in 84% of cases.

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4.4 Table 3 below shows the services against which upheld decisions were issued.

**Table 3 – Oldham Council Upheld Cases 2021/22**

<b>Service</b>	<b>Number of Cases upheld</b>	<b>Number of Cases not upheld</b>
Adult Social Care	5	1
Registrars	2	0
Highways	1	0
Parking	1	0
Planning	1	1
Complaints	1	0
Education	1	1
Environmental Health	1	0
Revenues	0	1
<b>Total</b>	<b>13</b>	<b>4</b>

4.5 Of the upheld decisions, 8 related to complaints that were initially made to the Council in 2020-21, 4 from 2019-20 and 1 from 2018-19.

4.6 The LGSCO is satisfied that the Council has implemented recommendations it made in 100% of cases.

4.7 As well as the LGSCO making recommendations in respect of complaints that were upheld, the Complaints Team and involved services have worked together to identify additional service improvements. The improvements have included:

- Informing staff from the Planning Service of the importance of ensuring notification processes are followed correctly
- Informing staff from the Registrars Service that advice should not be provided to informants regarding the inclusion of formerly known as names on birth certificates
- Reminding staff within the Parking Service that discretion should be applied where late representations are submitted and where it is deemed appropriate, further correspondence to clarify matters should be sent
- Updating the template letter sent by the Complaints Team in which complainants are advised that a complaint cannot progress whilst legal proceedings are ongoing
- Sending the process for recording/ retaining information to staff from the Registrars service
- Instructing Discretionary Housing Payment (DHP) assessors to check bank details provided by phone and email against council tax records to ensure there are no discrepancies

4.8 Table 4 sets out the total number of complaints received by Oldham Council and the number of complaints and enquiries that were received by the LGSCO in 2021-22. It should be noted that not all complaints and enquiries received by the LGSCO will have progressed to formal investigation stage.

**Table 4 - The Number of LGSCO Enquiries and Oldham Council Complaints 2021/22**

<b>Oldham Council Complaints</b>	<b>2021/22 Caseload</b>	<b>Complaints/enquiries received by the LGSCO</b>
Number	743	55
Percentage	100%	7%

4.9 A snapshot of the overall position for the Council is set out at Table 5. The percentage of cases upheld has increased from 67% in 2020/21 to 76% in 2021/22. However, it should be noted that the upheld rate has increased nationally for Metropolitan Borough Councils.

**Table 5 - LGSCO Decisions made concerning Oldham Council**

<b>Invalid or incomplete</b>	<b>Advice given</b>	<b>Referred back for local resolution</b>	<b>Closed after initial enquiries</b>	<b>Not upheld</b>	<b>Upheld</b>	<b>Total</b>	<b>Upheld rate (%)</b>	<b>Average upheld rate (%) of similar Authorities</b>
0	2	22	28	4	13	69	76%	68%

4.10 All customer feedback is important to the Council. In addition to 743 complaints, the Council's Complaints Team also recorded 133 compliments.

4.11 The Complaints Team also recorded 1,379 service requests, 366 concerns and 37 comments; the Complaints Team works with services to help resolve such contacts to customers' satisfaction at the earliest opportunity to prevent escalation.

## **5 Improving the Complaints Service**

5.1 The Complaints Team is constantly striving to improve its performance and has taken a range of actions in order to demonstrate progress. These actions are set out below:

- The Complaints Team arranged for the LGSCO to provide a training session to staff members that regularly deal with complaints; it is intended to arrange this training session again in Q4 of 2022-23
- Templates for complaint responses have been reviewed and issued to staff that investigate complaints
- A guide to investigations and responses has been devised and issued to staff that investigate complaints
- Quality checks of responses drafted by services and by the Complaints Team continue to be undertaken and feedback provided
- Representatives from the Complaints Team attend the North West Complaints Forum where good practice is shared
- Representatives from the Complaints Team continue to attend workshops/conferences organised by the LGSCO
- A review of upheld LGSCO cases has been completed by the Complaints Team and meetings will be arranged with involved services to see if any further learning can be taken forward
- The Complaints Team is reviewing its reporting alongside the Performance Improvement Team to help ensure complaints information, including key trends and service improvements, is readily available



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- The Complaints Team attends quality improvement meetings and customer experience meetings with Children's Social Care and Adult Social Care services and shares information regarding complaints
  - The Complaints Team has been working with the Executive Director for Place and Economic Growth to improve responsiveness to complaints received about the directorate

## **6.0. Further information**

- 6.1 The LGSCO has moved away from a focus on the volume of complaints and pays more attention to the lessons that can be learned from complaints and the wider improvements that can be achieved for residents and this is now more widely publicised.
- 6.2 The LGSCO is keen that scrutiny Members play an active role in holding their Local Authority to account on complaints and has created a wide range of information to support scrutiny Members to carry out the scrutiny function for complaints handling. This can be found at <https://www.lgo.org.uk/for-advisors/scrutiny>.

## **7.0 Conclusion**

- 7.1 Although the figure should not be treated in isolation, a relatively low number of complaints and enquiries were received by the LGSCO in relation to Oldham Council in 2021/22; the Council's complaint responses readily include information regarding the LGSCO and as such, the Complaints Team is satisfied that complainants are aware of their rights to escalate their concerns to the LGSCO should they remain dissatisfied with the Council's response.
- 7.2 Along with the majority of other GM Authorities, Oldham Council has seen an increase in the number of upheld decisions and the upheld rate in 2021-22. The Complaints Team aims to reduce the percentage of complaints that are upheld by the LGSCO and will continue to work with services to provide good quality responses to residents at the earliest opportunity.

## **8.0 Recommendation**

- 8.1 It is recommended that Performance Overview and Scrutiny Committee consider the report and comments as appropriate.

## **9 Appendices**

- 9.1 Appendix 1 - Oldham Council Annual Review Letter 2022

20 July 2022

*By email*

Ms Wilkins  
Chief Executive  
Oldham Metropolitan Borough Council

Dear Ms Wilkins

**Annual Review letter 2022**

I write to you with your annual summary of complaint statistics from the Local Government and Social Care Ombudsman for the year ending 31 March 2022. The information offers valuable insight about your organisation's approach to complaints. As such, I have sought to share this letter with the Leader of your Council and Chair of the appropriate Scrutiny Committee, to encourage effective ownership and oversight of complaint outcomes, which offer such valuable opportunities to learn and improve.

**Complaint statistics**

Our statistics focus on three key areas that help to assess your organisation's commitment to putting things right when they go wrong:

**Complaints upheld** - We uphold complaints when we find fault in an organisation's actions, including where the organisation accepted fault before we investigated. We include the total number of investigations completed to provide important context for the statistic.

**Compliance with recommendations** - We recommend ways for organisations to put things right when faults have caused injustice and monitor their compliance with our recommendations. Failure to comply is rare and a compliance rate below 100% is a cause for concern.

**Satisfactory remedy provided by the authority** - In these cases, the organisation upheld the complaint and we agreed with how it offered to put things right. We encourage the early resolution of complaints and credit organisations that accept fault and find appropriate ways to put things right.

Finally, we compare the three key annual statistics for your organisation with similar authorities to provide an average marker of performance. We do this for County Councils, District Councils, Metropolitan Boroughs, Unitary Councils, and London Boroughs.

Your annual data, and a copy of this letter, will be uploaded to our interactive map, [Your council's performance](#), on 27 July 2022. This useful tool places all our data and information about councils in one place. You can find the detail of the decisions we have made about your

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Council, read the public reports we have issued, and view the service improvements your Council has agreed to make as a result of our investigations, as well as previous annual review letters.

#### **Supporting complaint and service improvement**

I know your organisation, like ours, will have been through a period of adaptation as the restrictions imposed by the pandemic lifted. While some pre-pandemic practices returned, many new ways of working are here to stay. It is my continued view that complaint functions have been under-resourced in recent years, a trend only exacerbated by the challenges of the pandemic. Through the lens of this recent upheaval and adjustment, I urge you to consider how your organisation prioritises complaints, particularly in terms of capacity and visibility. Properly resourced complaint functions that are well-connected and valued by service areas, management teams and elected members are capable of providing valuable insight about an organisation's performance, detecting early warning signs of problems and offering opportunities to improve service delivery.

I want to support your organisation to harness the value of complaints and we continue to develop our programme of support. Significantly, we are working in partnership with the Housing Ombudsman Service to develop a joint complaint handling code. We are aiming to consolidate our approaches and therefore simplify guidance to enable organisations to provide an effective, quality response to each and every complaint. We will keep you informed as this work develops, and expect that, once launched, we will assess your compliance with the code during our investigations and report your performance via this letter.

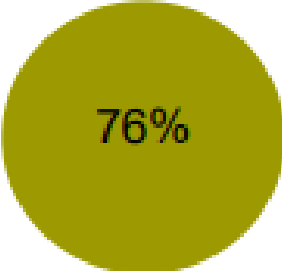
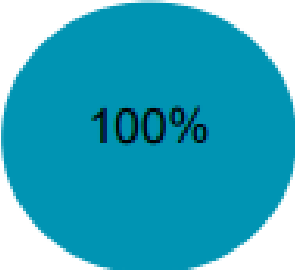
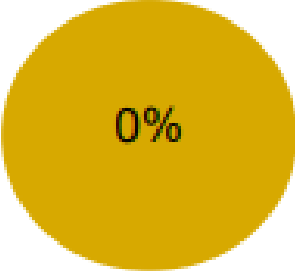
An already established tool we have for supporting improvements in local complaint handling is our successful training programme. We adapted our courses during the Covid-19 pandemic to an online format and successfully delivered 122 online workshops during the year, reaching more than 1,600 people. To find out more visit [www.lgo.org.uk/training](http://www.lgo.org.uk/training).

We were pleased to deliver three online complaint handling courses to your staff during the year. I welcome your Council's investment in good complaint handling training and trust the courses were useful to you.

Yours sincerely,



Michael King  
Local Government and Social Care Ombudsman  
Chair, Commission for Local Administration in England

Complaints upheld		
	<p><b>76%</b> of complaints we investigated were upheld.</p> <p>This compares to an average of <b>68%</b> in similar organisations.</p>	<p><b>13</b> upheld decisions</p> <p>Statistics are based on a total of <b>17</b> investigations for the period between 1 April 2021 to 31 March 2022</p>
Compliance with Ombudsman recommendations		
	<p>In <b>100%</b> of cases we were satisfied the organisation had successfully implemented our recommendations.</p> <p>This compares to an average of <b>100%</b> in similar organisations.</p>	<p>Statistics are based on a total of <b>12</b> compliance outcomes for the period between 1 April 2021 to 31 March 2022</p>
<ul style="list-style-type: none"><li>Failure to comply with our recommendations is rare. An organisation with a compliance rate below 100% should scrutinise those complaints where it failed to comply and identify any learning.</li></ul>		
Satisfactory remedy provided by the organisation		
	<p>In <b>0%</b> of upheld cases we found the organisation had provided a satisfactory remedy before the complaint reached the Ombudsman.</p> <p>This compares to an average of <b>11%</b> in similar organisations.</p>	<p><b>0</b> satisfactory remedy decisions</p> <p>Statistics are based on a total of <b>13</b> upheld decisions for the period between 1 April 2021 to 31 March 2022</p>



## PERFORMANCE OVERVIEW AND SCRUTINY COMMITTEE

# Performance Overview and Scrutiny Committee Work Programme 2022/23

**Chair:** Councillor Riaz Ahmad

**Lead Officer:** Elizabeth Drogan, Statutory Scrutiny Officer

**Report Author:** Constitutional Service

**24<sup>th</sup> November 2022**

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### **Purpose of the Report**

For the Performance Overview and Scrutiny Committee to review the Committee's Work Programme for 2022/23.

### **Recommendations**

The Performance Overview and Scrutiny Committee is asked to note and comment on the attached Performance Overview and Scrutiny Committee Work Programme 2022/23.

## 1. Background

- 1.1 Overview and Scrutiny Procedure Rule 4.1 requires each Overview and Scrutiny Committee to prepare and maintain a Committee Work Programme.
- 1.2 The Performance Overview and Scrutiny Committee Work Programme presents the issues that the Committee will be considering and scrutinising during the 2022/23 Municipal Year. The Performance Overview and Scrutiny Committee works to the following terms of reference as agreed by the Council in June 2020 -
  - a) To monitor and hold to account the performance of service delivery within Oldham Council and of strategic partners such as Oldham Community Leisure Limited (OCLL), Oldham Partnership etc with particular reference to the Corporate Plan and all other strategic plans.
  - b) In reviewing the performance of Council and other services, to scrutinise plans for improvement where performance is weak and to maintain oversight until performance improves.
  - c) To scrutinise the financial performance of the Council against the approved budget and efficiency savings identified therein.
  - d) To scrutinise issues identified as requiring improvement by external assessors (with the exception of social care matters) ensuring that there is appropriate statutory representation of co-opted members in respect of education matters.
  - e) To establish Task and Finish groups, Inquiries etc to give in depth consideration to issues within the purview of the Committee.
  - f) To consider relevant matters referred from Council in accordance with Council Procedure Rule 10.11(g).
  - g) To monitor the implementation of scrutiny recommendations that have been accepted by the Cabinet.
  - h) To make recommendations to the Cabinet or to any partner organisation on issues scrutinised relevant to those bodies.
- 1.3 In drafting the Committee Work Programme, the work programme and outcomes from the 2021/22 Municipal Year have been reviewed to ensure continuation of business where appropriate. The business likely to come forward through the year has been considered and, where possible, scheduled in the programme. Such items particularly relate to the quarterly corporate performance and budgetary updates, identified areas of ongoing scrutiny, and annual reporting arrangements.
- 1.4 Overview and scrutiny should be regarded as a 'dynamic' process in that issues should be expected to pass from one Committee to another at appropriate times: for example, activities and services following from approval of a Policy would in many cases be expected to be monitored by the Performance Overview and Scrutiny Committee. The Policy Overview and Scrutiny Committee may, on occasion, determine that a matter which might otherwise come before this Committee is a 'strategic' item and reserve consideration of that matter to itself. In addition, any issue that falls within the terms of reference of the Health Scrutiny Committee would, in the first instance, be assumed to be the responsibility of the Health Scrutiny Committee. In all cases, the flow of business across Committees will be managed by the Statutory Scrutiny Officer in consultation with the Chairs and Vice Chairs of the Overview and Scrutiny Committees.
- 1.5 The Performance Overview and Scrutiny Committee Work Programme at this stage only notes business scheduled for meetings of the Committee and those items where there is a

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realistic prospect of consideration within the year. However, the use of workshops or of task and finish groups are a tool of the overview and scrutiny function, enabling longer and more in-depth consideration of issues than is possible in a Committee setting. Such events will be recorded in the Work Programme as they are called for, scheduled and held.

- 1.6 The Performance Overview and Scrutiny Committee Work Programme 2022/23 is attached as an Appendix to this report. The Work Programme will be updated and re-submitted to each meeting of the Committee (excluding dedicated budget meetings) as the year progresses.

## **2 Options/Alternatives**

- 2.1 Option 1 – To receive and consider the Committee Work Programme for 2022/23.  
Option 2 – Not to consider the Work Programme.

## **3 Preferred Option**

- 3.1 Option 1 is the preferred option as there is a Constitutional requirement for the Committee to have a Work Programme.

## **4 Consultation**

- 4.1 Consultation has taken place with lead Officers around scheduling and consideration of business relevant to the Committee. Initial consultation has been undertaken with the Chair and will continue with the Chair and the Committee through the Municipal Year.

## **5 Financial Implications**

- 5.1 N/A

## **6 Legal Services Comments**

- 6.1 N/A

## **7. Co-operative Agenda**

- 7.1 N/A

## **8. Human Resources Comments**

- 8.1 N/A

## **9 Risk Assessments**

- 9.1 N/A

## **10 IT Implications**

- 10.1 N/A

## **11 Property Implications**

- 11.1 N/A

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**12 Procurement Implications**

12.1 N/A

**13 Environmental and Health & Safety Implications**

13.1 N/A

**14 Equality, community cohesion and crime implications**

14.1 N/A

**15 Equality Impact Assessment Completed?**

15.1 No

**16 Key Decision**

16.1 No

**17 Key Decision Reference**

17.1 N/A

**18 Background Papers**

18.1 None.

**19 Appendices**

19.1 Appendix 1 – Draft Performance Overview and Scrutiny Committee Work Programme 2022/23.



## PERFORMANCE OVERVIEW AND SCRUTINY COMMITTEE

### WORK PROGRAMME 2022/23

Thursday 23 <sup>rd</sup> June 2022	Performance Report – Quarter 4, 2021/22	To scrutinise Council performance against agreed performance measures	Portfolio – Leader of the Council. Assistant Chief Executive. Matt Drogan, Head of Strategy and Performance.	Service performance reporting
	Update on Implementation of the Housing Strategy	Updates on delivery of the Strategy, including Brownfield Sites, Provision against demand, Affordable Housing, Land retention and Performance of External Providers	Portfolio – Regeneration and Housing. Executive Director Place and Economic Growth Bryn Cooke, Head of Housing	Service performance reporting
	Miocare Group – Annual report	To scrutinise the performance of the MioCare Group	Portfolio – Health and Social Care Deputy Chief Executive. Karl Dean, Managing Director, MioCare Group	Annual Report consideration/service performance reporting
Thursday 1 <sup>st</sup> September 2022				
	Annual Accounts/ Financial Outturn for 2021/22	To scrutinise the Council's financial performance against the agreed Budget.	Portfolio – Finance and Low Carbon. Anne Ryans, Director of Finance.	Budget performance reporting
	Revenue Monitor and Capital Investment	To scrutinise the Council's financial performance against the agreed Budget.	Portfolio – Finance and Low Carbon. Anne Ryans, Director of Finance.	Budget performance reporting

	Programme 2022/23 Quarter 1			
	Update on Additional School Places and Admissions	Update Report	Portfolio – Education and Skills Managing Director – Children and Young People Andy Collinge, Head of School Support Services	Service performance reporting – annual report.
Thursday, 6 <sup>th</sup> October 2022	Performance report – Quarter 1, 2022/23	To scrutinise Council performance against agreed performance measures.	Portfolio – Leader of the Council. Assistant Chief Executive. Matt Drogan, Head of Strategy and Performance.	Service performance reporting
Thursday 17 <sup>th</sup> November 2022	Oldham Safeguarding Adults Board Annual Report 2021/22	To receive and consider the Board's Annual Report and Three-Year Strategy.	Dr Henri Giller, Chair of the Board. Portfolio - Health and Social Care Julie Farley, Business Manager, Oldham Safeguarding Adults Board.	Annual Report consideration.
	Oldham Safeguarding Children Board Annual Report 2020/21	To receive and consider the Board's Annual Report and Three-Year Strategy.	Dr Henri Giller, Chair of the Board. Portfolio - Children and Young People. Lisa Morris, Business Manager, Oldham Safeguarding Children Partnership.	Annual Report consideration.
	SEND Review Update	To review and monitor progress to provide assurance of sustained improvement.	Portfolio – Education and Skills Managing Director – Children and Young People Assistant Director SEND.	Annual update report required By Committee, October 2021

	Local Government Ombudsman – Annual Report	To scrutinise the Council’s position regarding complaints and complaints pursued through to the Ombudsman.	Portfolio – Finance and Low Carbon. Anne Ryans, Director of Finance.	Annual Report consideration.
Thursday 15 <sup>th</sup> December 2022	Performance Report Quarter 2, 2022/23	To scrutinise Council performance against agreed performance measures.	Portfolio – Leader of the Council. Assistant Chief Executive. Matt Drogan, Head of Strategy and Performance.	Service performance reporting
	Revenue Monitor and Capital Investment Programme 2022/23 Quarter 2	To scrutinise the Council’s financial performance against the agreed Budget.	Portfolio – Finance and Low Carbon. Anne Ryans, Director of Finance.	Budget performance reporting
	Partnership Risk Dashboard	To assess the overall risk on partnerships to the Council.	Portfolio – Finance and Low Carbon. Anne Ryans, Director of Finance. Mark Stenson, Assistant Director Corporate Governance and Strategic Financial Management.	Budget performance reporting
	Review of Oldham Community Leisure and the operation of the Leisure Contract - Update report to show a full year recovery, from Covid-19.	Report requested for autumn 2022 by Committee, 10 <sup>th</sup> February 2022.	Portfolio – Culture and Leisure Deputy Chief Executive. Neil Consterdine, Assistant Director Youth, Leisure and Communities	Service performance reporting

Thursday 9 <sup>th</sup> February 2023	Review of Oldham Community Leisure and the operation of the Leisure Contract	Annual Report	Portfolio – Culture and Leisure. Deputy Chief Executive. Neil Consterdine, Assistant Director Youth, Leisure and Communities	Financial and Performance Report
	Children’s Services - update on financial performance and Improvement Plan	To receive updates in respect of financial performance in Children’s Services and delivery of the Improvement Plan	Portfolio – Education and Skills. Managing Director – Children and Young People.	Periodic performance update report; previous report January 2021 (deferred from December 2020).
	Repeat Referrals in Children’s Social Care	To receive an update on re-referral performance, an overview of the five key themes relating to the re-referral rate and actions to ensure close management of this key performance indicator.	Portfolio – Education and Skills. Managing Director – Children and Young People. Elaine Devaney, Director of Children’s Social Care/ Gemma Gerrish, Assistant Director Social Work Services.	Periodic performance update report; previous report January 2021 (deferred from December 2020).
Thursday 23 <sup>rd</sup> March 2022	Performance report Quarter 3, 2022/23	To scrutinise Council performance against agreed performance measures	Portfolio – Leader of the Council. Assistant Chief Executive. Matt Drogan, Head of Strategy and Performance.	Service performance reporting.
	MioCare Group – Performance Report	To scrutinise the performance of the MioCare Group	Portfolio - Health and Social Care. Karl Dean, Managing Director, Miocare Group	Annual Report consideration/ Service performance reporting.
	Revenue Monitor and Capital Investment Programme 2021/22 Quarter 3	To scrutinise the Council’s financial performance against the agreed Budget.	Portfolio – Finance and Low Carbon. Anne Ryans, Director of Finance.	Budget performance reporting

	SACRE 2022 annual report	To scrutinise the Annual Report	Portfolio – Education and Skills Richard Lynch, Director of Education, Skills and Early Years/Tony Shepherd, Head of Learning.	Annual Report consideration/ Service performance reporting
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## PENDING ISSUES

Primary and Secondary School Performance	Portfolio – Children and Young People. Managing Director – Children and Young People. Richard Lynch, Director of Education, Skills and Early Years/Tony Shepherd, Head of Learning.	Consideration subject to consultation with the Chair, Portfolio Holder and Officers.
The impact of the proposed health integration on the Council and its future operations.	To be confirmed	Budget and Performance Monitoring.
Unity Partnership – monitoring arrangements following decision to bring services in-house.	To be confirmed	Budget and Performance Monitoring. Item may be incorporated into future corporate Performance reports.
A report be submitted that analyses the absence trends in the authority and outlining any remedial action that was being taken to address these issues.	Portfolio – Corporate Services Councillor Shaid Mushtaq Assistant Chief Executive. Vikki Morris Head of Human Resources and Organisational Development	Report requested by the Committee at its meeting on 23 <sup>rd</sup> June 2022
Regional Adoption Agency – update: to scrutinise delivery and financing of adoption services in the Borough.	Portfolio – Children and Young People. Managing Director – Children and Young People. Elaine Devaney, Director of Children’s Social Care/Karen Brannick, Head of Adoption Now;	Periodic performance update report; previous report March 2021.

A report on 'grant giving' organisations, both on those based within the Borough and regionally, be submitted to a future meeting of the Committee.	Portfolio – Finance and Low Carbon. Anne Ryans, Director of Finance.	Annual Report consideration/ Service performance reporting.
A report, on the activities of Northern Roots be submitted to a future meeting of the Committee.	Portfolio – Finance and Low Carbon. Anne Ryans, Director of Finance.	Annual Report consideration/ Service performance reporting.
Update on contract monitoring within the Council for a selected operational area	Appropriate Portfolio Holder and Director responsible for the Service.	Issues and scheduling to be determined by the Committee



## **Report to PERFORMANCE OVERVIEW AND SCRUTINY COMMITTEE**

### **Key Decision Document**

**Portfolio Holder: Various**

**Report Author: Constitutional Services**

**24<sup>th</sup> November 2022**

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#### **Purpose of the Report**

For the Performance Overview and Scrutiny Committee to review and note the latest published Key Decision Document.

#### **Executive Summary**

Overview and Scrutiny has access to the Key Decision Document and the timetable for decisions and intentions for consultation. For the Performance Overview and Scrutiny Committee, the Key Decision Notice provides an opportunity for the Committee to identify those decisions it considers as having particular significance and priority over which it would wish to maintain an overview of the implementation.

#### **Recommendations**

The Performance Overview and Scrutiny Committee is asked to note the Key Decision Document and to provide any comments.

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**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
	Report of the Director of Finance - Tender for Enforcement Services	Director of Finance – Anne Ryans	December 2022	Cabinet
<p>Description: To detail the tender for enforcement services provision.                      Document(s) to be considered in public or private: Proposed Report Title: Tender for Enforcement Services</p> <p>Background Documents: Various appendices</p> <p>Report to be considered in Private due to it containing confidential, commercial information.</p>				
	Northern Roots- Visitor Centre & External Works; Bike Hub	Director of Economy – Paul Clifford	November 2022	Cabinet
<p>Description:                      Document(s) to be considered in public or private:</p>				
	Report of the Director of Finance and Director of Education, Skills and Early Years – Schools Funding Formula	Director of Education, Skills & Early Years - Richard Lynch, Director of Finance – Anne Ryans	December 2022	Cabinet
<p>Description: Schools funding formula for 2023/24 in relation to the National Funding Formula.                      Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance and Director of Education, Skills and Early Years – Schools Funding Formula                      Background Documents: Appendices</p> <p>Report to be considered in public.</p>				

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

<b>Key Decision Reference</b>	<b>Subject Area For Decision</b>	<b>Led By</b>	<b>Decision Date</b>	<b>Decision Taker</b>
	Award of contract for the provision of School Swimming Transport services		November 2022	Cabinet
Description: Document(s) to be considered in public or private:				
	Backlog Maintenance 2022/2025	Executive Director for Place & Economic Growth - Emma Barton	Before November 2022	Cabinet
Description: Backlog Maintenance Priorities for the Council Corporate Property Portfolio Document(s) to be considered in public or private: Private - NOT FOR PUBLICATION by virtue of Paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972 and it is not in the public interest to disclose the information because it relates to the financial or business affairs of the Council.				
	Wrigley Head Solar Farm	Executive Director for Place & Economic Growth - Emma Barton		Cabinet
Description: Update report on the Wrigley Head Solar Farm project and options for taking the project forward. Document(s) to be considered in public or private:				
	Performance Space	Executive Director for Place & Economic Growth - Emma Barton	Before November 2022	Cabinet
Description: Approval of Outline Business Case Document(s) to be considered in public or private: Cabinet Report (Part A only)				

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
	Report of the Director of Finance – Forecast Budget Reduction Requirement 2023/24 to 2027/28	Director of Finance – Anne Ryans	November 2022	Cabinet
<p>Description: To present the outcome of a review of the forecast Budget Reduction Requirement for 2023/24 and future years over the revised Medium Term Financial Strategy period for a further four years to 2027/28. This includes a review of estimates and assumptions underpinning the previous forecasts reported at full Council on 2 March 2022.</p> <p>Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance – Forecast Budget Reduction Requirement 2023/24 to 2027/28</p> <p>Background Documents: Various appendices</p> <p>Report to be considered in Public</p>				
	Brownfield Register	Executive Director for Place & Economic Growth - Emma Barton	December 2022	Executive Director - Economy, Skills and Neighbourhoods
<p>Description: Document(s) to be considered in public or private:</p>				
	Strategic Housing Land Availability Assessment	Executive Director for Place & Economic Growth - Emma Barton	December 2022	Executive Director - Economy, Skills and Neighbourhoods

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
<p>Description: To seek approval for the publication of Oldham Council's Strategic Housing Land Availability Assessment (SHLAA) as of 1 April 2022. Document(s) to be considered in public or private:</p>				
	Local Development Scheme	Executive Director for Place & Economic Growth - Emma Barton	September 2022	Executive Director - Economy, Skills and Neighbourhoods
<p>Description: The Local Development Scheme is the project plan for the Local Plan. It sets out details and timetables about the planning documents that will be prepared. Document(s) to be considered in public or private:</p>				
	Report of the Director of Finance – Treasury Management Strategy Statement 2023/24	Director of Finance – Anne Ryans	February 2023	Cabinet
<p>Description: To consider the Council's Treasury Management Strategy for 2023/24 - including Minimum Revenue Provision Policy Statement, Annual Investment Strategy and Prudential Indicators Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance – Treasury Management Strategy Statement 2023/24  Background Documents: Appendices  –Report to be considered in Public</p>				
	Report of the Director of Finance – Revenue Budget 2023/24	Director of Finance – Anne Ryans	February 2023	Cabinet

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
	<p>Description: To consider the Administration’s detailed revenue budget for 2023/24 and budget reduction proposals incorporating the current policy landscape and Local Government Finance Settlement. Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance – Revenue Budget 2023/24</p> <p>Background Documents: Various appendices</p> <p>Report to be considered in Public</p>			
D 2023	Report of the Director of Finance – Medium Term Financial Strategy 2023/24 to 2027/28	Director of Finance – Anne Ryans	February 2023	Cabinet
	<p>Description: The presentation of the Medium Term Financial Strategy for the Council 2023/24 to 2027/28 incorporating the current policy landscape and Local Government Finance Settlement. Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance – Medium Term Financial Strategy 2023/24 to 2027/28</p> <p>Background Documents: Appendices –Various</p> <p>Report to be considered in Public</p>			

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
	Joint Report of the Executive Director Place and Economic Growth and Director of Finance – Housing Revenue Account Estimates for 2023/24 to 2027/28 and Projected Outturn for 2022/23	Director of Finance – Anne Ryans, Executive Director for Place & Economic Growth - Emma Barton	February 2023	Cabinet
<p>2023/24</p> <p>2024</p>	<p>Description: The Housing Revenue Account (HRA) Outturn Estimates for 2022/23, the detailed budget for 2023/24 and the Strategic HRA Estimates for the four years 2024/25 to 2027/28.</p> <p>Document(s) to be considered in public or private: Proposed Report Title: Housing Revenue Account Estimates for 2023/24 to 2027/28 and Projected Outturn for 2022/23</p> <p>Background Documents: Appendices</p> <p>–Report to be considered in Public</p>			
	Statement of the Chief Financial Officer on Reserves, Robustness of Estimates and Affordability and Prudence of Capital Investments in the 2023/24 budget setting process	Director of Finance – Anne Ryans	February 2023	Cabinet

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
	<p>Description: To consider the statement of the robustness of estimates and adequacy of the reserves in the 2023/24 budget setting process.</p> <p>Document(s) to be considered in public or private: Proposed Report Title: Statement of the Chief Financial Officer on Reserves, Robustness of Estimates and Affordability and Prudence of Capital Investments in the 2023/24 budget setting process</p> <p>Report to be considered in Public</p>			
P 2022/23	Report of the Director of Finance – Capital Programme & Capital Strategy for 2023/24 to 2027/28	Director of Finance – Anne Ryans	February 2023	Cabinet
	<p>Description: To consider the Council’s Capital programme and capital strategy.</p> <p>Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance – Capital Programme &amp; Capital Strategy for 2023/24 to 2027/28</p> <p>Background Documents: Appendices</p> <p>–Report to be considered in Public</p>			
	Report of the Director of Finance – Council Tax Reduction Scheme 2023/24	Director of Finance – Anne Ryans	February 2023	Cabinet

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
	<p>Description: To determine the Council Tax Reduction Scheme for 2023/24  Document(s) to be considered in public or private: Proposed Report Title:  Report of the Director of Finance – Council Tax Reduction Scheme 2023/24</p> <p>Background Documents: Appendices – Various</p> <p>Report to be considered in Public</p>			
Page 86	Report of the Director of Finance Budget 2023/24 – Determination of the Tax Bases for Council Tax Setting and for Business Rates Income Purposes	Director of Finance – Anne Ryans	January 2023	Cabinet
	<p>Description: The Determination of the Tax Bases for Council Tax Setting and for Business Rates Income for use in 2023/24 budget deliberations.  Document(s) to be considered in public or private: Proposed Report Title:  Report of the Director of Finance  Budget 2023/24 – Determination of the Tax Bases for Council Tax Setting and for Business Rates Income Purposes</p> <p>Background Documents: Appendices - Various</p> <p>–Report to be considered in Public</p>			
	Report of the Director of Finance – Treasury Management Strategy Mid-Year Review 2022/23	Director of Finance – Anne Ryans	November 2022	Cabinet



**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
	<p>Description: Review of the performance for the first half of the financial year in relation to the Treasury Management Strategy for 2022/23.                      Document(s) to be considered in public or private: Proposed Report Title:                      Report of the Director of Finance – Treasury Management Strategy Mid-Year Review 2022/23.</p> <p>Background Documents: Appendices</p> <p>–Report to be considered in Public</p>			
Page 87	Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2022/23 Quarter 3	Director of Finance – Anne Ryans	March 2023	Cabinet
	<p>Description: The report provides an update on the Council’s 2022/23 forecast revenue budget position and the financial position of the capital programme as at the period ending 31 December 2022 (Quarter 3)                      Document(s) to be considered in public or private: Proposed Report Title:</p> <p>Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2022/23 Quarter 3</p> <p>Background Documents: Appendices – Various</p> <p>Report to be considered in Public</p>			
	Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2022/23 Month 8	Director of Finance – Anne Ryans	February 2023	Cabinet

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Page 88	<p>Description: The report provides an update on the Council’s 2022/23 forecast revenue budget position and the financial position of the capital programme as at the period ending 30 November 2022 (Month 8)                      Document(s) to be considered in public or private: Proposed Report Title:</p> <p>Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2022/23 Month 8</p> <p>Background Documents: Appendices – Various</p> <p>Report to be considered in Public</p>			
	<p>Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2022/23 Quarter 2</p>	<p>Director of Finance – Anne Ryans</p>	<p>November 2022</p>	<p>Cabinet</p>
	<p>Description: The report provides an update on the Council’s 2022/23 forecast revenue budget position and the financial position of the capital programme as at the period ending 30 September 2022 (Quarter 2)                      Document(s) to be considered in public or private: Proposed Report Title:</p> <p>Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2022/23 Quarter 2</p> <p>Background Documents: Appendices – Various</p> <p>Report to be considered in Public</p>			
<p>TBC</p>	<p>Care Home Contracting Tender Proposals</p>	<p>Director of Adult Social Care (DASS) – Jayne Ratcliffe</p>	<p>October 2022</p>	<p>Cabinet</p>

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Description: To update the contract arrangements for residential and nursing home provision in the borough and seeks approval to conduct an open tendering exercise.				
Document(s) to be considered in public or private: Public				
	National Careers Service Contract- Get Oldham Working		September 2022	Cabinet
Description: Document(s) to be considered in public or private:				
Page 69	Bulky Collections & LWP Contract Report	Director of Environment - Nasir Dad	December 2022	Cabinet
Description: The report seeks approval to award a new contract for the collection of bulky waste and provision of goods within the Council's local welfare provision scheme.				
Document(s) to be considered in public or private: Private.				
	Update on Sites of Biological Importance	Executive Director for Place & Economic Growth - Emma Barton	October 2022	
Description: This report outlines changes to SBIs from site surveys carried out by the Greater Manchester Ecology Unit (GMEU).				
Document(s) to be considered in public or private: Report on update to sites of biological importance				
	Vehicle Replacement Programme	Director of Environment - Nasir Dad	November 2022	Cabinet

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
<p>Description: To seek approval for the purchase of new and replacement Council vehicle fleet for financial years 2022/23, 2023/24 and 2024/25.</p> <p>Document(s) to be considered in public or private: Private. It is not in the public interest to disclose the information because it relates to the commercial affairs of the Council and its contractors.</p>				
Page 90	Oldham's Monitoring Report 2021-22	Executive Director for Place & Economic Growth - Emma Barton	December 2022	Cabinet Member - Regeneration and Housing (Leader - Councillor Amanda Chadderton)
<p>Description: Under Regulation 34 and 35 of The Town and Country (Local Planning) (England) Regulations 2012 local planning authorities must make monitoring information available for inspection as soon as possible after the information becomes available. The Monitoring Report covers the previous financial year that is 1 April 2021 to 31 March 2022.</p> <p>In line with the Regulations the Monitoring Report provides details on whether the council is meeting the milestones set out in the Local Development Scheme (LDS) for preparing the various Local Plan documents. Performance is monitored against the LDS that was in place at the start of the monitoring period. The Monitoring Report also monitors a range of planning indicators, such as housing, employment and biodiversity, which seek to assess the effectiveness of the council's land-use planning policies, and whether they are achieving their objectives and delivering sustainable development. This is our 18th Monitoring Report.</p> <p>Document(s) to be considered in public or private: Oldham's Monitoring Report 2021 - 2022</p>				
	Wrigley Head Solar Farm – delivery options	Director of Economy – Paul Clifford	December 2022	Cabinet

## KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 11 NOVEMBER 2022

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Description: To provide a decision on the recommended delivery option for Wrigley Head Solar Farm Document(s) to be considered in public or private: Public				
	PSDS3a grant acceptance – energy works at Spindles	Director of Economy – Paul Clifford	December 2022	Cabinet
Description: To accept a Public Sector Decarbonisation Scheme grant for energy works at the Spindles Document(s) to be considered in public or private: Public				

### Key:

**New!** - indicates an item that has been added this month

### Notes:

1. The procedure for requesting details of documents listed to be submitted to decision takers for consideration is to contact the relevant Contact Officer contained within the Key Decision Sheet for that item. The contact address for documents is Oldham Council, Civic Centre, West Street, Oldham, OL1 1UH. Other documents relevant to those matters may be submitted to the decision maker.
2. Where on a Key Decision Sheet the Decision Taker is Cabinet, the list of Members are as follows: Councillors Chadderton (Leader), Abdul Jabbar MBE (Deputy Leader), Elaine Taylor (second Deputy Leader), Shaid Mushtaq, Mohon Ali, Eddie Moores, Shoab Akhtar and Barbara Brownridge.
3. Full Key Decision details (including documents to be submitted to the decision maker for consideration, specific contact officer details and notification on if a report is likely to be considered in private) can be found via the online published plan at: <http://committees.oldham.gov.uk/mgListPlans.aspx?RPId=144&RD=0>

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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