

Central Bedfordshire Council

SOCIAL CARE, HEALTH & HOUSING OVERVIEW & SCRUTINY COMMITTEE 24th OCTOBER 2016

Bedford Borough and Central Bedfordshire Safeguarding Adults Board Annual Report 2015-2016

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Purpose of this report

1. For the Social Care Health and Housing Overview and Scrutiny Committee to receive the 2015-2016 Annual Report of the Safeguarding Adults Board

RECOMMENDATIONS

The Committee is asked to:

1. Consider and comment on the annual report of the Safeguarding Adults Board, with a particular focus on how awareness raising and knowledge of adult safeguarding could be improved for the public and within the wider community.

Summary

2. Under the Care Act 2014 the Safeguarding Adults Board (SAB) must publish an annual report detailing what the SAB has done during the year to achieve its main objective and implement its strategic plan, and what each member has done to implement the strategy as well as detailing the findings of any safeguarding adults reviews and subsequent action. The statutory guidance states that the report should be shared with the relevant scrutiny committees so that they can fully consider the contents of the report and how they can improve their contributions to safeguarding adults through the joint work of the Board.
3. The SAB is a statutory Board covering the areas of Bedford Borough and Central Bedfordshire. The core objective of the SAB is to seek assurance that local safeguarding arrangements and partners act to help and protect adults in its area who are unable to protect themselves from abuse or neglect due to their care and support needs. The SAB oversees and leads adult safeguarding across the locality

and is interested in a range of matters that contribute to the prevention of abuse and neglect. These include the safety of patients in its local health services, quality of local care and support services, effectiveness of prisons and approved premises in safeguarding offenders and awareness and responsiveness of further education services. The SAB has three core statutory duties:

- Produce a strategic plan
- Publish an annual report
- Conduct any safeguarding adults review in accordance with Section 44 of the Care Act

4. The 2015-2016 annual report of the SAB considers:
 - The developing context of Safeguarding
 - The work of the Safeguarding Adults Board in 2015-2016
 - Safeguarding activity 2015-2016
 - Mental Capacity Act (2005) and Deprivation of Liberty Safeguards
 - Learning from Safeguarding activity
 - Strategic objectives for 2015-2016
 - Partnership contributions to adult Safeguarding 2015-2016
5. The developing context for safeguarding adults in 2015-2016 was marked by four key themes:
 - The Care Act and implementing statutory changes to the focus of safeguarding
 - Making Safeguarding Personal, meaning a renewed focus on safeguarding being less about substantiating an investigation and more about being person-led and outcome-focused. Safeguarding work engages the person in a conversation about how best to respond to their safeguarding situation in a way that enhances involvement, choice and control as well as improving quality of life, wellbeing and safety. It may not always reduce or remove the risk.
 - Exploitation and Modern Slavery; through work with the Local Safeguarding Children's Boards and the Community Safety Partnership, a more detailed understanding of these areas and how people with care and support needs might be affected is beginning to be understood.
 - Working with Vulnerability; increasing reports into safeguarding services about people in vulnerable or high risk situations, and the focus on "well being" of the Care Act, has prompted a focus on people whose care and support needs are not easily identifiable but who may need access to support and guidance
6. The annual report outlines progress made from April 2015 to March 2016 and is provided to inform individuals, their families and carers who use social care and health services, elected members, those who work in social and health care, all partner agencies, and residents.

Background

7. During the past 12 months the Board focussed on
 - Embedding the well being principles of the Care Act, including “making safeguarding personal” which ensures that we have a focus on the outcome that the person we are seeking to support is at the fore.
 - Increasing awareness of sexual exploitation, modern slavery and self neglect.
 - Improving our working arrangements with the Local Safeguarding Children Boards and Community Safety Partnerships
 - Responding to and monitoring the ongoing impact of the Supreme Court ruling on Deprivation of Liberty Safeguards (known as “Cheshire West”)
8. The Board also moved to recruit its first Independent Chair and who came into post in March 2016. During the year the SAB has continued with strong strategic leadership and operational arrangements which has enabled the SAB member organisations to improve standards, evidence robust safeguarding arrangements and delivered sustained professional improvement. The Board has particularly focused on:
9. Senior level participation from partner agencies has been sustained this year and the annual report includes detailed reports of safeguarding activity by partner agencies.
10. During the year, the Council’s serious concerns process was initiated in respect of one nursing care home, following 19 safeguarding concerns reported to the Council; four in April, nine in May, and four in June. Following CQC enforcement action to remove the registration, this care home was closed on 7th August 2015. Following an appeal the home’s registration has been reinstated by tribunal and the home has since reopened under a new name. The serious concerns process continues to monitor progress following the court order.
11. The SAB commissioned two Safeguarding Adults Reviews SARs during the year. One related to a suspected case of domestic servitude in Bedford and the other related to the quality of care received by a Central Bedfordshire resident. Both of these SARs concluded after the end of the reporting year; both have an action plan which is being monitored by the SAB Safeguarding Adults Review sub group.
12. In February 2016 the two local authorities commissioned an external case file audit of safeguarding work. The findings showed a high degree of understanding of the need to ensure immediate safety; a proportionate response to safeguarding concerns and subsequent enquiry; holistic and robust risk assessment; concern for quality of life issues in addition to the safeguarding concern; a personal approach, appreciation of well-being and appropriately reflected desired

outcomes; and an understanding of Mental Capacity Act issues, advocacy provision and Deprivation of Liberty Safeguards (DoLS).

13. Areas for development included accurate recording; consistency of approach to risk enablement and assessment; use of the safeguarding recording framework to evidence making safeguarding personal; ensuring close collaboration with Police; consistently recording reasons for delay; management oversight; managing complex meetings so minutes are taken accurately; and developing a feedback process.
14. Each partner agency has reported on its progress with its safeguarding action plan, specific safeguarding risks and issues managed over the year, outcomes of audit, and priorities for the forthcoming year.
15. The Council has identified the following priorities for 2016-2017:
 - Address the significant increase in volume of reports via the safeguarding team that are not of a safeguarding nature or relate to people with care and support needs. The number of safeguarding enquiries has increased by 39% but is a much smaller proportion of total reports compared to the previous year (11%). The total number of reports was 2,935, with 330 progressing to a safeguarding enquiry.
 - A review of the safeguarding training offer and the related competency frameworks
 - Ongoing development work is required with care providers who undertake delegated safeguarding enquiries under the Care Act, to move the standard from “adequate” to “good”.
16. Strategic aims for 2016-2017 will echo those outlined above in 2015 – 2016 and in addition all Board Members must be able to:
 - Influence and direct their organisations in ensuring adults are and feel safe and are supported to challenge and change abusive situations
 - Lead and support the development and implementation of safeguarding practice and procedures within their own organisations
 - Take forward any agreed action plans which prevent and minimise abuse, protect individuals and support the delivery of justice and fairness to all.
 - Support the development of wider public protection and prevention initiatives as part of embedding the quality and safety agenda.
 - Ensure safeguarding activities are monitored and audited.
17. From April 2015 the Care Act 2014 put the Safeguarding Adults Board on a statutory footing. Revised statutory guidance was implemented in March 2016 and the multi agency safeguarding policies and procedures have been amended accordingly. Significant changes include a revision to the requirement to initiate safeguarding enquiries in cases of self neglect, removal of the statutory role of the designated adult safeguarding manager, and highlighting the crucial role of the

principal social worker in promoting good practice in safeguarding work.

Learning and action for 2016-2017

18. The overall learning from the SAB annual report is as follows:
 - Increased volumes of reporting that identify risk but are not of a safeguarding nature and that could be managed through other routes. A priority for 2016-2017 will be to work closely with partners to ensure that safeguarding reports are proportionate and clearly identify whether a person is experiencing abuse or neglect, and to identify where there are opportunities for alternative referral routes
 - Pressure on advocacy services resources to respond to the requirements of the Deprivation of Liberty Safeguards (DoLS). A priority for 2016-2017 will be consideration of alternative models of provision; ensuring DoLS data is included in contract reviews
 - The Law Commission draft Bill on DoLS is expected December 2016. A priority for 2016-2017 will be to keep abreast of legislative changes for DoLS and planning for the response.
 - An ongoing focus on “making safeguarding personal” is required. A priority for 2016-2017 will be to review practice development and quality improvement opportunities that promote a more person centred approach in safeguarding
 - An ongoing focus on agencies other than the local authorities undertaking S42 enquiries is required. A priority for 2016-2017 will be to continue to audit and review the outcomes and quality of all enquiries.

19. During the coming year the Board will be focusing its activities around four broad themes:
 - Improving Board resilience – ensuring all Board members understand and deliver their roles and responsibilities as Board members;
 - System Assurance – ensuring the Board is confident that arrangements for safeguarding are effective, well managed and performing well and staff have the skills and knowledge required;
 - Challenge – the Board identifies areas where agencies need to improve their service or performance and is assured that action is taking place;
 - Awareness – the Board is confident that partners are aware of the strengths and challenges within the local community and that agencies are effectively identifying and responding to emerging risks.

20. The SAB has a Business Plan for the year 2016-2017 that reflects the findings of the annual report.

Council Priorities

21. The work of the Safeguarding Adults Boards supports the work of the following Council priority through prevention of abuse and neglect and improving inter-agency responses to abuse and neglect:

- promote health and well being and protect the vulnerable

Corporate Implications

Legal Implications

22. The Care Act 2014 sets out the statutory framework for safeguarding adults and requires that the Council:

- leads a multi-agency local adult safeguarding system that seeks to prevent abuse and neglect and stop it quickly when it happens
- makes enquiries, or request others to make them, when they think an adult with care and support needs may be at risk of abuse or neglect and they need to find out what action may be needed
- establishes a Safeguarding Adults Board, including the Council, NHS and police, which will develop, share and implement a joint safeguarding strategy
- carries out Safeguarding Adults Reviews when someone with care and support needs dies as a result of neglect or abuse and there is a concern that the local authority or its partners could have done more to protect them
- arranges for an independent advocate to represent and support a person who is the subject of a safeguarding enquiry or review, if required.

Financial Implications

23. A specialist safeguarding team operates within available resources to undertake the work of the Council and Safeguarding Adults Board.

Equalities Implications

24. The PSED requires public bodies to consider all individuals when carrying out their day to day work – in shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have due regard to the need to eliminate discrimination, harassment and victimisation, advance equality of opportunity, and foster good relations between in respect of nine protected characteristics; age disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

25. Abuse is a violation of an individual's human and civil rights by another person or persons. The council's duty is to the safeguarding of all vulnerable citizens from all forms of abuse.
26. Abuse of adults with care and support needs can include discriminatory abuse, including racist, sexist, that based on a person's disability, and other forms of harassment, hate crime or similar treatment
27. Organisations safeguarding functions play a very positive role in terms of promoting equality by working with vulnerable groups and being proactive in tackling issues such as domestic abuse, hate crime, modern day slavery and hate crime
28. The low level of reporting from ethnic groups referenced in the annual report will be considered further by safeguarding board partners in the work around awareness raising

Appendices

29. The Appendix is provided alongside this document.

Background Papers

30. The following background papers, not previously available to the public, were taken into account and are available on the Council's website: None