		AGENDA ITEM 5			
<b>Update</b> on	the Essex				
Safeguarding Adults Board		PAF/07/18			
Committee:	People and Families Policy and Scrutiny Committee				
Date:	15 March 2018				
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#### **Key documents:**

- ESAB Structure Chart
- Annual report 2016/17
- Strategic Plan 2017 18

#### The presentation at scrutiny will cover the following:

- 1. Introduction Care Act responsibilities and ESAB's structure
- 2. Summary of key areas of work of the Board in 2017
- 3. Links between ESAB and Operational Safeguarding
- 4. Board plans for 2018/19
- 5. Key Theme Safeguarding Vulnerable People

#### 1. <u>Introduction – Care Act Responsibilities and ESAB Structure</u>

The Essex Safeguarding Adults Board (ESAB) exists as a statutory body established by the Care Act 2014 and has a statutory objective to help and protect adults who have needs for care and support, who are experiencing or at risk of abuse or neglect.

#### ESAB has 3 core duties:

- it must publish a strategic plan for each financial year that sets how it will
  meet its main objective and what the members will do to achieve this. The
  plan must be developed with local community involvement, and the SAB must
  consult the local Healthwatch organisation. The plan should be evidence
  based and make use of all available evidence and intelligence from partners
  to form and develop its plan.
- it 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
- it must conduct any safeguarding adults review in accordance with Section 44 of the Act.

#### Key function of the Board include:

- Communicating to partner agencies and raising awareness of the need to safeguarding and promote the welfare of adults with care and support needs.
- Monitoring and evaluating the effectiveness of what is done by partner agencies, individually and collectively, to safeguard and promote the welfare of adults

- Undertaking reviews and advising partners on lessons to be learned
- Developing Safeguarding Policy and procedures

The role of the Safeguarding Adult Board is to have an independent coordinating and challenge role around safeguarding practice across its partner agencies. This is carried out by the Sub-committees (structure chart <u>attached</u>) of the ESAB, which focus on:

- Safeguarding Adult Review
- Learning and Development (joint with the Children Board)
- Communications (joint with the Children Board)
- Performance, Audit and Quality Assurance
- Policies, Procedures & Practice Development (working closely with Southend and Thurrock)
- Health Executive Forum (joint with the Children Board)
- District, City and Borough Councils Group (Joint with the Children Board

#### Annual report and effectiveness

The ESAB annual report covering work ESAB carried out in 2016–17 is summarised at Appendix 1. The full report is available on the ESAB website

#### 2. ESAB links to Operational Safeguarding

ECC is primarily represented at ESAB by the Director for Adult Social Care (Nick Presmeg) and the Director for Adult Safeguarding (Fiona Davis). Cllr John Spence is also a member of the Board as Cabinet Member for Health and Adult Social Care and is regularly represented by Councillor Whitbread (deputy lead member).

ESAB links into operational safeguarding in a number of ways including:

- Safeguarding Adult Review activity
- Performance and quality assurance information considered by ESAB's Performance and Quality sub-committee
- Quarterly meetings with Operational Safeguarding leads across partner organisations
- Quarterly meetings with Independent Care providers

Whilst the board has a strategic oversight of Safeguarding activity and practice across the care system in Essex by engaging the partnership arrangements, the operational teams ensure that individuals or organisations referred due to specific concerns are safeguarded by completing Section 42 enquiries wherever this is appropriate and necessary. Concerns come into the department via Adult Social Care Connects. These are then passed to Quadrant Locality Teams to triage and manage if the matter relates to an individual or to our two countywide Organisational Safeguarding teams if the concern relates to a potential organisational failure.

#### 3. Summary of ESAB work 2017/18

The work of the Board is set out in its 2017/18 <u>Strategic Plan</u> and summarised below. The effectiveness of this will be reviewed in its annual report that will be published later in 2018.

#### Strategic Priority 1 - Mental Health

ESAB to be assured that adults in Essex are experiencing safe high quality mental health services

#### Actions taken to realise this priority include:

- ESAB received assurance in October 2017 about performance of adult mental health services including timeliness of mental health assessments and as well as the availability of tier 3 and 4 beds and their location
- ESAB received a presentation in October 2017 providing assurance that robust Section 136 arrangements are in place providing a safe service meeting legislative requirements. (Section 136 of the Mental Health Act empowers police officers to detain people who appear to be at risk to themselves or others.)

#### Strategic Priority 2 – Learning and Development

- Professionals are putting into practice findings from relevant case reviews
- Addiction and substance misuse is understood more clearly by non-specialist practitioners

#### Actions taken to realise this priority include:

- Report on progress by partner agencies with the implementation of action plans from Safeguarding Adult Reviews.
- Action plan from SAR Thematic review discussed at ESAB 5<sup>th</sup> July 2017. Revised plan developed with actions forwarded to agencies for implementation (September 2017). SAR sub-committee continues to monitor to ensure implementation.
- Plan developed to Improve the understanding of addiction and substance misuse among non-specialist practitioners/professionals. Training pilot to commence in early 2018

#### Strategic Priority 3 – Audit and Performance

- For ESAB to be sighted on specific strategic risks arising from serious incidents among care providers in Essex
- ESAB to be assured that Making Safeguarding Personal is fully embedded in Essex and as a result that adults with care and support needs, their families and carers (where appropriate) are fully engaged in safeguarding enquiries.
- ESAB are assured that there are robust arrangements in place for the discharge of vulnerable patients from hospital and that these are operating effectively.
- ESAB is assured that there are safe arrangements in place for the transition of services for young people as they move to adulthood (including those who have been sexually exploited) and that these are operating effectively
- ESAB has a clear approach to the prevention of abuse and safeguarding issues, raising awareness among carers of safeguarding and providers of early help
- ESAB is able to gain assurance that the support being provided to carers by its partner agencies is effective and sufficient to enable families to live safely.

#### Actions taken to realise this priority include:

- Report on trends in care provider incidents are being reviewed by ESAB's Performance and Quality sub-committee.
- ESAB are working with Healthwatch Essex to seek the views of those who have been involved in safeguarding cases. Report to be presented to ESAB in May 2017. Launch event being held on 28<sup>th</sup> May with senior managers and practitioners to consider next steps
- ESAB to receive presentation in May 2018 to consider the Essex Carers strategy and the support provided to carers by partner agencies
- ESAB support team are working with Healthwatch Carers champions to coproduce materials for raising awareness about adult safeguarding in Essex for informal carers
- Report to be brought to May 2018 ESAB meeting to consider effectiveness of current hospital discharge arrangements

#### Strategic Priority 4 - Operational Safeguarding

- ESAB to be assured that "Vulnerable People" who do not fit into traditional eligibility criteria and services are safeguarded
- Referrers of safeguarding concerns receive timely and appropriate feedback about the outcome of the safeguarding concerns that they raise.
- ESAB are assured that partner agencies are managing drugs gang related issues effectively including cuckooing

#### Actions taken to realise this priority include

- Partnership Task and Finish group established to bring together approaches
  to managing difficult to categorise "vulnerable" people who do not fit into
  traditional criteria and services. Project brief developed with existing work
  locally and nationally reviewed. Update proposal developed and
  commissioning activity commencing with intention of extending the priority
  through 2018/19.
- Adult Social Care have been reviewing the standard letters that are part of the
  individual's electronic care record to ensure the structure and content of the
  letter are fit for purpose. This is work in progress with the plan being that the
  letters will be available on the practice library and relaunched with staff so
  they are better used.
- Essex Police to provide ESAB with assurance that partner agencies are managing drugs gang related issues including cuckooing at May Board meeting

#### **Strategic Priority 5**

ESAB operates as an effective safeguarding board fulfilling its statutory requirements

#### Actions taken to achieve this priority include:

Develop the structure, governance and approach of the board to ensure it remains effective

Develop the role of quadrant working in how the boards delivers its functions

#### 4. ESAB Plans for 2018/19

The ESAB strategic plan 2018/19 will be agreed at the board's next meeting and will include the following areas of work:

#### **Strategic Priority 1: Mental Health**

ESAB will receive assurance that the voice of the adults using mental health services is being heard by commissioners and care providers and is being effectively shared with other agencies.

- ESAB will receive assurance that safe services are being provided to all adults using the range of provider services in Essex.
- Robust monitoring of commissioning and compliance arrangements
- Multi-agency working between Essex partners and non-Essex commissioners
- Detailed look at the safeguarding arrangements for adults in private mental health hospitals in Essex

#### Strategic Priority 2: Temporary Accommodation and Homelessness

ESAB will receive assurance about current work underway to tackle safeguarding related issues around temporary accommodation and homelessness in Essex for adults with needs for care and support including:

- The placement of vulnerable and/or high risk people in Essex with no notification received from London boroughs.
- Increasing numbers of homeless people in Essex presenting with Alcohol and or Mental health issues
- People presenting in crisis as a result of difficulties and delays in obtaining benefits
- Growing role of housing teams in preventing housing issues
- Growing ageing problems of people in sheltered accommodation
- Risks associated with a number of vulnerable adults with differing needs being placed in the same temporary accommodation including secondary impact of homelessness for vulnerable adults leaving prison

#### Strategic Priority 3: Local Safeguarding Multi-Agency Working

ESAB is assured that governance around operational safeguarding arrangements at a local authority level (City, District and Borough Council) are effective including:

- Mapping the partnership arrangements in each of the local authority areas (Community Safety Partnerships, Community Hubs, Stay Safe groups etc) and particularly how they link and work to safeguard adults in their area
- Assuring ESAB that there are effective multi-agency community crisis

systems in place in local areas to enable agencies to jointly manage urgent crisis cases when they occur.

#### **Strategic Priority 4: Vulnerable People**

ESAB is assured that effective partnership arrangements are in place to manage "vulnerable" people who do not fit into single agencies eligibility criteria. Outcomes will include:

- Better outcomes for those falling within the group
- Reduction in the number of agencies that vulnerable people need to approach to access coordinated support
- Reduction in the frequency of agency contact
- Effective prevention strategies to reduce the number of "vulnerable" people falling into crisis

#### **Strategic Priority 5 Board Development**

ESAB to ensure that it:

- 1. Receives assurance that ECC Adult Social Care have established effective Quality Assurance (QA) arrangements for its safeguarding systems including their interface with partner agencies
- 2. Is fully sighted about actions and learning identified from QA arrangements and assured that it is being implemented and communicated across the partnership.
- Is assured that partner agencies and ESAB are hearing the voice of adults with care and support needs and feeding them into strategic safeguarding decisions
- 4. Is assured that preventative strategies have been developed that aim to reduce instances of abuse and neglect in its area

#### 5. Theme: Safeguarding Vulnerable People

Developing partnership approaches to managing difficult to categorise "vulnerable" people who do not fit into agencies eligibility criteria has been identified by ESAB as a key priority area.

Although not a definitive or exhaustive list "vulnerability" characteristics in the context of this project could include (it is likely that people will have more than one of these characteristic)::

- Homelessness
- Drugs or Alcohol addiction issues
- Learning difficulties/mild learning disabilities
- Autism
- Asperger's
- Frequent agency contact
- Mental health

#### **Project outcomes**

Working with partners the outcomes the project will aim to achieve will include:

- Better outcomes for those falling within the project group
- Reduction in the number of agencies that vulnerable people need to approach to

access coordinated support

- Reduction in the frequency of agency contact
- Prevention strategy to reduce the number of "vulnerable" people falling into crisis

#### Methodology

The project intends to build on and bring together existing development work, including:

- Making Every Adult Matter project looking at adults facing severe multiple disadvantages
- Autism Project looking at how people with autism are falling between current service gaps or finding that traditional services are not geared to meet their specific needs
- Victims of CSE moving into adulthood

along with additional information collection to propose a partnership approach to managing vulnerable people.

#### **Progress**

Much of the work to date has been:

- Establishing a task and finish group of key partners and production of a project brief
- Collating information from partners about the scale and the specific concerns for their organisations,
- Considering existing projects underway in Essex that fall within the scope of the project
- Identifying models being used nationally to address the issue.

ESAB has agreed that the project will continue to be a priority for 2018/19 to allow the project to continue to maintain an oversight of projects in Essex addressing this area including monitoring emerging outcomes from pilot work in specific parts of Essex.

#### Action

ESAB would be interested in views, comments and suggestions from members on the Boards proposed priorities for 2018/19

## ESAB Annual Report Summary 2016/17

One of ESAB's statutory duties is to produce an annual report, setting out how it has met its statutory responsibilities and objectives as well as how it has progressed in delivering its strategic plan.

This report meets those requirements as well as:

- Providing a summary of the Board's activities
- Evidencing its effectiveness in assessing and challenging safeguarding proactively across partner agencies
- Setting out some of the challenges that the Board has provided, what it
  has done to gain assurance in these areas and what further needs to be
  done

## **ESAB** and Strategic Partnerships

ESAB has developed strong strategic partnerships with its key statutory partners, i.e. Essex County Council, Essex Police and the Essex Clinical Commissioning Groups.

Additionally, it also has membership from:

Essex Fire and Rescue Service	<ul> <li>The Police and Crime Commissioners Office</li> </ul>		
<ul> <li>National Probation Service</li> </ul>	<ul><li>City, District and Borough Councils</li></ul>		
<ul><li>Essex Community Rehabilitation Company</li></ul>	NHS Commissioners and Providers		
<ul> <li>Independent Care Provider Organisations</li> </ul>	Healthwatch Essex		
Advocacy Organisations			

Working through its partners, in collaboration with a support team, the Board has delivered on its **Strategic Priorities** to ensure that it meets its statutory objective; to help and protect adults with care and support needs from neglect and abuse, by coordinating and ensuring the effectiveness of what each of its members does.

- ➤ The Board fulfils its duties through a number of different <u>Sub-Committees</u> and forums.
- ➤ Details of partnership activity completed through Sub-Committees and particularly, how it has met its Strategic Priorities are set out in this report.
- ➤ Partners jointly fund ESAB to a total amount of £284,149. A budget summary can be found in the full ESAB <u>Annual Report</u>.

ESAB has been involved in extensive partnership activity throughout 2016 / 17, including specific activity to fulfil our statutory functions i.e. ESAB is currently working with Colchester Community Safety Partnership, to complete a combined Domestic Homicide Review / Safeguarding Adult Review for a case that met the criteria for both types of statutory reviews.

ESAB are also collaborating with Tendring Community Safety Partnership on a Domestic Homicide Review that, although not meeting the criteria for the Safeguarding Adults Review, nevertheless had a clear adult safeguarding focus.

## **ESAB Impact and Challenge**

"It is important that SAB partners feel able to challenge each other and other organisations where it believes that their actions or inactions are increasing the risk of abuse or neglect. This will include commissioners, as well as providers of services."

(Care and Support Statutory Guidance 2016 section 14.134).

ESAB continued to work to assure itself that local safeguarding arrangements, and partners, act to help and safeguard adults in its area. A fundamental part of the Board's role is to provide sufficient challenge between its members around their safeguarding arrangements. ESAB, through its meetings and a range of other activity, has been able to demonstrate challenge and impact in a number of areas including:

- 1. Essex Police highlighted to ESAB the potential risk that it may not be possible for Essex to be compliant with the requirements of the Police and Crime Bill in relation to the availability of places of safety outside of police custody suites. ESAB added the issue to its risk register and subsequently gained assurance from Mental Health commissioners that plans were in place to ensure compliance in time for the Bill to be implemented in April 2017.
- 2. Deprivation of Liberty Safeguards (DoLS) ESAB have continued to challenge Essex County Council (ECC) on how it is meeting its statutory DoLS requirements. ECC have made regular reports to the Board about how it is working to meet the demands, measures they have put in place to reduce the backlog and how they are dealing with the urgent authorisations. The Health Executive Forum and Performance, Audit and Quality Sub-Committees have continued to review and escalate to the Board where necessary, particularly around the quality of performance data. This escalation and challenge has led to improvements in performance reporting throughout 2016-17.

3. In response to a significant increase in the number of safeguarding concerns being raised in Essex that have not gone on to become Section 42 enquiries, ESAB's Performance and Quality Sub-Committee have challenged both Essex Police and the East of England Ambulance Service to consider if action can be taken to reduce this trend. During 2016, Essex Police commenced a triage pilot project with Essex Adult Social Care that is beginning to have a positive impact on the issue. The East of England Ambulance Service are also working closely with Essex Social Care and other Eastern region local authorities to make changes to their referral systems and it is expected that the impact of the changes will be seen during 2017/18.

Further examples are set out in the full ESAB Annual Report 2016/17

### STRATEGIC PLAN UPDATE

The priorities in the <u>ESAB Strategic Plan 2015-17</u> are set out below with a summary of activity that has enabled the Board to demonstrate progress in these areas.

# <u>Priority 1</u>: ESAB can gain assurance that adults in Essex are experiencing safe, high quality social care provision

- Data provided for the safeguarding board performance report provides information for the Board to regularly scrutinise and challenge safeguarding systems in Essex
- Presentations and information provided by County Council commissioners is enabling the Board to gain assurance and the opportunity to challenge around safeguarding risks in the care market in Essex
- Feedback from the ESAB Care Provider Forum has provided the Board with an operational insight into the delivery of social care provision in residential settings and people's homes

# <u>Priority 2</u>: Adults in Essex have access to safe, high quality health service provision in Essex

- ESAB received assurance from partners about plans being established to ensure Essex would be compliant with the requirements of the Police and Crime Bill from April 2017 in relation to the availability of places of safety for people detained by the Police under the Mental Health Act
- The Health Executive Forum monitors an adult safeguarding dataset for all health
- Mental Health Crisis Care Concordat action plans continued to be reviewed and implemented throughout 2017. ESAB also continues to be sighted on the Mental Health Street Triage pilot and the development of the Mental Health Care Commissioning Strategy.

organisations in Southend, Essex and Thurrock

# <u>Priority 3</u>: Minimise impact of Deprivation of Liberty changes resulting from the Cheshire West Supreme Court judgement

- ESAB has continued to challenge Essex County Council (ECC) on how it is meeting its statutory DoLS requirements. ECC have made regular reports to the Board about how it is meeting the demands, measures put in place to reduce the backlog and how they are dealing with the high priority cases.
- Review and update completed of the Southend, Essex and Thurrock MCA / DoLS policy and guidance
- Continued development of Deprivation of Liberty data to better measure the size, scale and risks associated with the current system challenges in this area.

# <u>Priority 4</u>: ESAB is assured that areas of hidden harm in Essex is being given sufficient priority within its partner agencies and that there are adequate systems in place to measure risk around Honour Based Abuse, Forced Marriage, Female Genital Mutilation, preventing radicalisation of adults and Modern Slavery in Essex

- Clear governance arrangements agreed for Honour Based Abuse, Forced Marriage and Female Genital Mutilation, as well as Stalking in January 2017. The Southend, Essex and Thurrock (SET) Domestic Abuse Board agreed to extend the scope of its work to include the wider Government definition of domestic abuse that covers these areas.
- The Health Executive Forum raised awareness within health organisations of the changes in legislation and data reporting requirements for Female Genital Mutilation (FGM) which support the protection of those at risk and improve service provision.
- ESAB have continued to commission training on Honour Based Abuse and Forced Marriage.

# <u>Priority 5</u>: ESAB is able to assure itself that safeguarding information sharing procedures are established and being used effectively at an operational level

- Information sharing protocol updated within the revised SET guidelines
- Overarching Safeguarding Information Sharing Protocol covering adults and children signed off by all ESAB partners
- The adult safeguarding audit included a specific section on information sharing. Audit responses demonstrated a 95% compliance rate in this area, up 4% from the previous audit in 2014 / 15 enabling ESAB to gain assurance that safeguarding information sharing procedures are established and being used effectively at an operational level

**Priority 6**: ESAB is able to assure itself that safeguarding information sharing

#### procedures are established and being used effectively at an operational level

- Continuing work to build on the Local Government Association (LGA) Peer Review in the previous year and subsequent action planning has provided assurance that ESAB continues to fulfil its statutory functions
- SET safeguarding guidelines revised, published and communicated through partner agencies in January 2017
- Performance reports have been developed allowing the Board to be better sighted on safeguarding themes, trends and risks across the county

## **SAFEGUARDING ADULT REVIEWS (SARs)**

The Care Act 2014 requires Safeguarding Adult Boards to conduct Safeguarding Adult Reviews (SARs) when an adult in its area dies or is seriously harmed as a result of abuse or neglect, whether known or suspected, and there is concern that partner agencies could have worked more effectively to protect the adult. Boards may also carry out SARs in other cases.

During the year, ESAB received eight SAR referrals to consider, resulting in two SARs being commissioned:

ESAB completed a thematic review during the year of the four reviews reporting in 2016-17 (that had been commissioned in previous years), two of which met the statutory criteria and a further two cases that were considered by the Board to provide significant opportunities for learning and improvement but without requiring a SAR.

#### The report aimed to:

- Summarise the four reviews that have been completed by ESAB since April 2014
- Identify strategic themes and recommendations to be delivered by ESAB and its partner agencies
- Make recommendations for future reviews about the approach to reviewing cases

Findings from these reviews are being incorporated into the 2017-18 learning plans of the Board.

#### **THEMES**

Although the four cases have been very different, six clear overarching themes were identified that stretched across them:

Working with Family and Relatives

Information Sharing between Professionals

Mental Capacity and Deprivation of Liberty Safeguards processes

Risk Assessment and Management of the Case

Management of Commissioning and Care Placements Safeguarding
Investigations and Care
Assessments

The review report brings together a partnership action plan for delivering the actions from all four reviews. The was accepted by the Board in July 2017; its progress will be monitored over the coming months and reported in the 2017-18 ESAB Annual Report.

## LEARNING AND DEVELOPMENT

ESAB has a strong focus on learning and development through both the training it commissions to support partner agencies as well as the activity it undertakes to ensure it is able to identify the impact and effectiveness of learning and development activity.

#### TRAINING COMMISSIONED BY ESAB (OR WITH ESCB)

To support its partner agencies, ESAB commissions a number of training courses covering safeguarding- related subjects that are generally not widely available for agencies to commission for a relatively small number of staff. Further details can be found on the ESAB website. ESAB's training programme is entirely self-financing.

#### **Safeguarding E-learning**

ESAB offers an online basic awareness training package consisting of approximately two hours of core study material.

#### **ESAB TRAINING**

ESAB commissioned the following courses during 2016/17:

- Deprivation of Liberty
   Safeguards Basic Awareness
- Designated Safeguarding Adult Leads
- Mental Capacity Act Basic Awareness
- Safeguarding Adults Basic Awareness
- Safeguarding Adults Refresher
- Safeguarding and the Law

- Hoarding
- Provider Manager

 Safeguarding Adults Training For Trainers (including Refresher)

#### **EVALUATION**

ESAB uses summative assessment to measure and store feedback from each course that it commissions. Findings from this evaluation include:

- All of the courses commissioned by ESAB have received positive feedback scores in terms of their content, delivery and administration
- All attendees have been able to demonstrate an increase in their level of confidence around the learning outcomes as a result of the course
- All delegates who completed postcourse evaluations have demonstrated continued improvements in their confidence around the learning outcomes as a result of the course
- Courses are attended by a broad range of organisations including independent, voluntary and statutory organisations

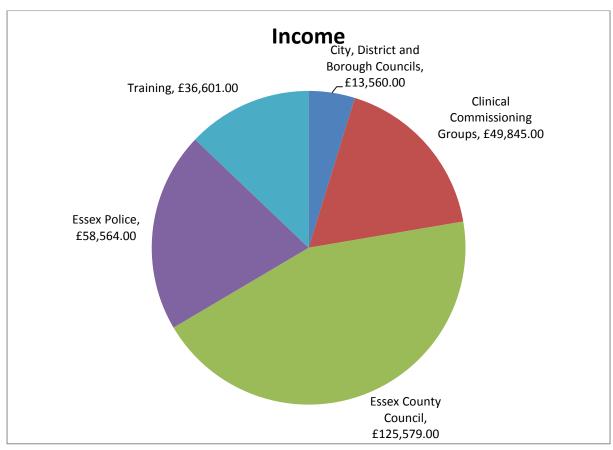
These findings have been incorporated into ESAB's training plan for 2017-18, including actions to continue to ensure current standards are maintained.

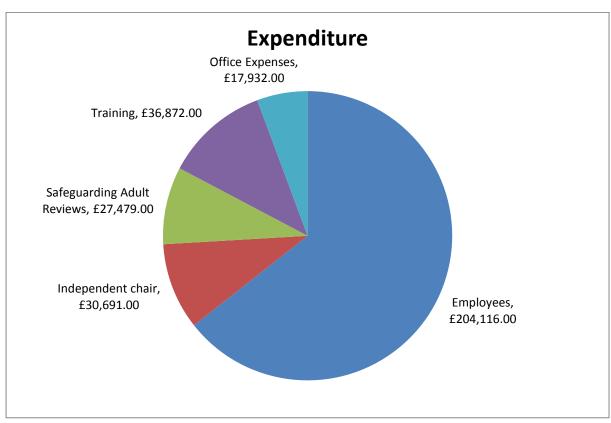
#### ESAB AND ESCB SAFEGUARDING LEARNING & DEVELOPMENT SELF-ASSESSMENT 2016

A safeguarding learning & development self-assessment survey was sent out by ESCB and ESAB in September 2016 to its partner organisations. This is an annual self-assessment conducted jointly by the two safeguarding boards, which feed into the joint Learning & Development Sub-Committee.

Key findings are set out in ESAB's full **Annual Report**.

#### **ESAB INCOME AND EXPENDITURE**





# **ESAB Structure Chart**

