

		AGENDA ITEM: 4
Update on the Essex Safeguarding Adults Board		PAF/21/18
Committee:	People and Families Policy and Scrutiny Committee	
Date:	11 October 2018	
Enquiries to:	Paul Bedwell Board Manager, Essex Safeguarding Adults Board Contact: <a href="mailto:paul.bedwell@essex.gov.uk">paul.bedwell@essex.gov.uk</a>	
Key documents:		
<ul style="list-style-type: none"><li>• <a href="#">ESAB Structure Chart</a></li><li>• <a href="#">Annual report 2017/18</a></li><li>• <a href="#">Strategic Plan 2018/19</a></li></ul>		
The presentation at Scrutiny will cover the following:		
<ol style="list-style-type: none"><li>1. <a href="#">Introduction - Care Act responsibilities and ESAB's structure</a></li><li>2. <a href="#">ESAB links to Operational Safeguarding</a></li><li>3. <a href="#">Board plans for 2018/19</a></li><li>4. <a href="#">Specific work since last Scrutiny Committee</a></li></ol>		
Introduction – Care Act Responsibilities and ESAB Structure		
<p>The Essex Safeguarding Adults Board (ESAB) exists as a statutory body established by the Care Act 2014 and has a statutory objective to:</p> <ul style="list-style-type: none"><li>• help and protect adults who have needs for care and support</li><li>• and, who are experiencing or at risk of abuse or neglect.</li></ul>		
<p>ESAB has 3 core duties:</p> <ul style="list-style-type: none"><li>• 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.</li><li>• 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</li><li>• it must conduct safeguarding adult reviews</li></ul>		
<p>Key function of the Board include:</p> <ul style="list-style-type: none"><li>• Communicating to partner agencies and raising awareness of the need to safeguarding and promote the welfare of adults with care and support needs.</li><li>• Monitoring and evaluating the effectiveness of what is done by partner agencies, individually and collectively, to safeguard and promote the welfare of adults</li><li>• Undertaking reviews and advising partners on lessons to be learned</li><li>• Developing Safeguarding Policy and procedures</li></ul>		
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 attached) 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

### **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
- Attendance at Health Executive Forum meetings of health safeguarding leads

Whilst the board has a strategic oversight of Safeguarding activity and practice across the care system in Essex by engaging the partnership arrangements, the ECC Adult Social Care 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. .

### **Summary of current ESAB work**

The ESAB strategic plan 2018/19 includes the following areas of work, progress on taking forward these priorities will be reported in the ESAB 2018/19 annual report in July 2019:

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

1. ESAB will receive assurance that the voice of the adults using mental health services is being heard by commissioners and care providers
2. ESAB will receive assurance that safe services are being provided in independent residential hospitals in Essex, including:
  - Robust monitoring of commissioning and compliance arrangements
  - Multi-agency working between Essex partners and non-Essex commissioners
  - Clarity in funding arrangements and governance responsibilities

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

ESAB will consider current work underway to tackle 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.
- 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

And take a view about whether additional assurance is necessary by ESAB or other strategic boards in Essex about the safeguarding work around these groups.

### **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 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 safeguarding adults in their areas

ESAB is assured that there are community crisis systems in place in local areas to enable agencies to join together to manage urgent crisis cases when they occur.

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

ESAB is assured that effective partnership arrangements are in place to managing “vulnerable” people who do not fit into agencies individual 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.
3. Is clear about how it includes adults with care and support needs in its strategic considerations
4. Is assured that partner agencies are hearing the voice of adults with care and support needs and feeding them into strategic safeguarding decisions
5. Is assured that preventative strategies have been developed that aim to reduce instances of abuse and neglect in its area

## **Specific work since last Scrutiny Meeting**

### **Making Safeguarding Personal**

The ESAB Strategic Plan includes a specific action within the quality assurance priority to seek assurance 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. To take forward this project ESAB is working collaboratively with Healthwatch Essex to try to test the Essex approach to safeguarding by talking to those people who have direct experience of safeguarding arrangements in Essex or are relatives or friends of those who have done so. As Healthwatch are independent to ECC it is hoped that this will be a true representation of adult's views of going through the safeguarding process.

Specifically the project will:

1. Get a snapshot of adults (and their families) experiences of safeguarding systems in Essex.
2. Understand what is working/what is not working in terms of current safeguarding practice, from the perspective of the 'service user', their carers and family members.
3. Test the safeguarding principles set out in the SET Safeguarding Guidelines.
4. Identify gaps, strengths and deficiencies in current safeguarding practice, by adopting a bottom-up perspective.
5. Shape and influence professional practice (where necessary), and to ensure that safeguarding is (wherever possible) truly 'personal'.
6. Better understand people's perception and experience of risks, in order to orient

safeguarding practice and interventions more closely around people's needs and everyday experiences.

7. Capture people's experiences of safeguarding at the 'cusp' (i.e. where a situation arises that may or may not be designated as 'safeguarding'), and understand the implications and outcomes for people whose situation is designated either way.
8. To identify further areas for research or evaluation.

### **Methodology**

Essex Safeguarding Adults Board (ESAB) as part of Essex County Council (ECC) is contacting 100 adults with care and support needs who have been through the safeguarding process within the last year. ESAB will ensure this is cleared with information governance prior to receiving any information.

100 adults will be chosen at random, based on the following:

- They have capacity to consent to participate in the project
- Different areas of the county
- Different age groups
- Have been through the safeguarding process in the last year

The chosen adults have been checked by the ESAB support team to ensure that it is safe to make contact and whether there are any Lasting Power of Attourney (LPA) issues re family members.

A letter has been sent out by ESAB asking people with care and support needs to 'Opt in' to the project. Once opted in Healthwatch will conduct structured interviews with individuals who have been through a safeguarding process within the last year to understand their experiences.

A minimum sample size of 25 is required. If the minimum requirements are not reached it may be necessary to contact more adults who have been through the safeguarding process.

### **Key deliverables**

- Summary finding to be presented to project group highlighting key areas/risks
- Healthwatch to produce an initial report to be sent to the ESAB independent chair, Board Manager and ECC Director of Adult Safeguarding
- Healthwatch will report to the Board on the findings at ESAB's January meeting

### **Progress**

Information Governance processes have been agreed and a cohort of 100 adults who have experienced safeguarding enquiries have been contacted to seek their agreement to participate in the project. Those that have agreed are currently being contacted by Healthwatch to arrange interviews.

### **Performance**

Performance reports to ESAB have identified that only 30% of safeguarding concerns that are being sent through to adult social care are becoming safeguarding enquiries. Although the reasons that concerns do not go on to become safeguarding concerns are wide and varied ECC and ESAB have completed a number of actions

to begin to understand the issue for Essex including:

- Additional measures are being included in the ESAB performance dashboard to provide a better understanding of the sources of safeguarding concerns to allow additional work to be completed with partner agencies that will help to clarify understand appropriate pathways for concerns
- Existing decision support guidance is being refreshed and will be circulated widely to partners to provide additional clarity about what circumstances should be referred as safeguarding concerns
- The ESAB support team have been working with Essex County Fire and Rescue Service (ECFRS) to analyse safeguarding concerns they have submitted to get a better understanding about the issues that are being reported and how the cases are being managed. The support team reviewed the cases on the ECC adult social care recording system and then met with ECFRS to discuss the findings and identify system changes that will:
  - Ensure safeguarding concerns from ECFRS that aren't on a SETSAF form follow a safeguarding pathway when they are received by adult social care
  - Ensure that ECFRS differentiate between safeguarding and non-safeguarding information when sending through to ECC
  - Ensure that all communication with ECFRS is channelled through their safeguarding team and acknowledged appropriately by ECC
- Safeguarding "Lite Bite" sessions are being delivered to social care staff to confirm their understanding about when a safeguarding concern should be escalated to become a safeguarding (S42) enquiry. The ASC Organisational Safeguarding Teams are running the sessions that have been programmed and arranged through the Essex Social Care Academy as a new way of working.

**Action**

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

## ESAB Annual Report Summary 2017/18

**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.**

The 2017/18 annual 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           | ▪ The Police and Crime Commissioners Office |
| ▪ National Probation Service              | ▪ City, District and Borough Councils       |
| ▪ Essex Community Rehabilitation Company  | • NHS Commissioners and Providers           |
| • Independent Care Provider Organisations | • 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.

ESAB has been involved in extensive partnership activity throughout 2017/18, including continued work with the safeguarding boards in Southend and Thurrock to ensure a consistent approach is taken to adult safeguarding across the three local authority areas. Specific projects during 2017/18 have included:

- Updated awareness posters which raise awareness of abuse and neglect (published September 2017)

- Revised Mental Capacity Act and Deprivation of Liberty Policy and Guidance (published March 2018)
- Template Safeguarding Adults Policy (published May 2017)
- Missing Person Protocol (published June 2017)

## 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. The Board’s City, District and Borough Council Sub-Committee brings together the 12 councils in Essex to focus on safeguarding adults and children as well as sharing good practice. It has been looking at the issue of temporary accommodation involving people with care and support needs and vulnerable families. It raised a series of issues such as not receiving notifications when homeless families move into Essex, these were taken forward by the Sub-Committee but reported into numerous other groups including the Essex Housing Officers Group and the Essex Chief Executive’s Group. The Sub-Committee will keep a focus on this issue.
2. Essex Police highlighted to ESAB that it may not be possible for Essex agencies to be compliant with the new legal requirements in relation to the availability of places of safety outside of police custody suites for people in mental health crisis who the police encounter. ESAB added the issue to its risk register and a project involving 17 partners, has significantly reduced S136 detentions in police cells so that they now only occur in extreme cases and a major upgrade to S136 suites across Essex has taken place.
3. **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.

Further examples are set out in the full ESAB [Annual Report 2017/18](#)

## STRATEGIC PLAN UPDATE

The priorities in the [ESAB Strategic Plan 2017/18](#) are set out below with a summary of activity that has enabled the Board to demonstrate progress in these areas.

<b>Priority 1: Mental Health</b>	
<p>ESAB to be assured that adults in Essex are experiencing safe, high quality mental health services.</p> <p>Assurance to be provided to ESAB that service users are safe during periods of inpatient mental healthcare.</p>	<p>ESAB has:</p> <p>The Board and its Health Executive Forum have monitored progress on mental health services by discussing reports and presentations from Essex Partnership University Foundation NHS Trust. These have given assurance about the quality of mental health services.</p> <p>Essex Police highlighted to ESAB that it may not be possible for Essex agencies to be compliant with the new legal requirements in relation to the availability of places of safety outside of police custody suites for people in mental health crisis who the police encounter. ESAB added the issue to its risk register and a project involving 17 partners, has significantly reduced S136 detentions in police cells so that they now only occur in extreme cases and a major upgrade to S136 suites across Essex has taken place.</p>
<b>Priority 2: Learning and Development</b>	
<p>Professionals are putting into practice findings from relevant case reviews.</p> <p>Addiction and substance misuse is understood more clearly by non specialist practitioners.</p>	<p>ESAB has:</p> <p>Developed a partnership action plan to deliver learning from its own case reviews. Delivery of the plan is monitored by the Boards Safeguarding Adult Review Sub-Committee which also manages the review of serious case of neglect and abuse.</p>

	Worked with Essex County Council (ECC) Commissioners to establish addiction awareness training for non-specialist practitioners during 2018/19.
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### **Priority 3: Audit and Performance**

<p>ESAB to be assured that the Making Safeguarding Personal approach is fully embedded in Essex and that it has a clear approach to the prevention of abuse and safeguarding issues.</p> <p>Raising awareness among carers about safeguarding and where to access early help.</p>	<p>ESAB has:</p> <p>Ensured that ESAB (through its Performance Quality &amp; Audit Sub-Committee) continues to be sighted about trends in care provider incidents and activity by ECC to support providers.</p> <p>Worked with Healthwatch Essex to learn more about the experience of adult safeguarding from the perspective of the service user, their families/carers and staff involved in the process.</p> <p>Worked with carers and Healthwatch Essex on the coproduction of materials to raise awareness among carers about safeguarding and where to access early help.</p>
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### **Priority 4: Operational Safeguarding**

<p>This includes for ESAB to be assured that "vulnerable people" who do not fit into traditional eligibility criteria and services are safeguarded and that referrers of safeguarding concerns receive timely and appropriate feedback about the safeguarding concerns they raise.</p>	<p>ESAB has:</p> <p>Researched nationally to identify other models that are being used to tackle similar issues.</p> <p>Reviewed a local pilot project as a potential model for wider implementation.</p> <p>Sought data from partners to widen knowledge about the scale and breadth of the issue in Essex.</p> <p>Kept abreast of emerging developments including</p> <ul style="list-style-type: none"> <li>• Learning Disability Mortality Reviews</li> <li>• Autism and Learning Disability project work</li> <li>• Work underway around victims of exploitation who are over 18</li> <li>• The work of Essex Fire and Rescue Service Community Builders.</li> </ul>
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	Building on progress made during 2017/18, this work will continue with a stronger focus on the Essex approach to victims of exploitation who are aged over 18.
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<b>Priority 5: Board Development</b>	
<b>Essex operates as an effective safeguarding board fulfilling its Statutory requirements.</b>	<p>ESAB has:</p> <p>Met 4 times throughout the year with a wide range of partners attending each meeting. In addition to the Board meeting, 2 development sessions took place to look at emerging risks, more effective links with partner organisations across Southend and Thurrock and how the Board could be improved.</p> <p>Developed and delivered a strategic plan that sets out how ESAB will deliver its strategic objective to help and protect adults in its area with care and support needs. The actions within the strategic plan were taken forward by the various Sub-Committees.</p> <p>Continued to consider referrals for Safeguarding Adult Reviews (SARs) and complete reviews where they meet the statutory criteria.</p>

## **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 four SAR referrals to consider, none of which reached the legal threshold for a SAR. For two of the cases however further assurances were sought from partner agencies around specific issues and opportunities for learning including the triaging of safeguarding concerns in Essex and engagement with services outside of Essex used by adults from the county.
- Completed a joint review with Colchester Community Safety Partnership that met the requirements of SAR and Domestic Homicide Review legislation. The report and action plan were accepted by ESAB in March 2018 and are currently with the

Home Office awaiting approval. In the meantime the action plan's implementation is being monitored and will be reported in the 2018/19 ESAB Annual Report.

Areas of learning from the review include actions to:

- Revise the SET Adult Safeguarding procedures to be more explicit around responsibilities for convening safeguarding meetings
  - Further raise awareness on the potential misuse of prescription drugs particularly Pregabalin and Gabapentin with GP practices and prescribers across Essex
  - revise the referral form for the domestic abuse risk assessment panels (also known as MARAC) to require all members of the household to be named, to ensure panel members can include them in their considerations
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- SAR activity continues into the current financial year with a further SAR commissioned in July 18. This will be completed as a light touch review and it is planned that it will be brought to January 2019 ESAB meeting for discussion/ approval as part of a themed meeting looking at homelessness and adults with care and support needs

## **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 the Essex Safeguarding Children Board)**

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. The training is available to all partners, including councillors, free of charge.

### **ESAB Training**

ESAB commissioned the following courses during 2017/18:

- |   |                                       |
|---|---------------------------------------|
| • Deprivation of Liberty Safeguards Basic Awareness | • Safeguarding Adults Basic Awareness |
| • Designated Safeguarding Adult                     | • Safeguarding Adults Refresher       |

Leads

- Mental Capacity Act Basic Awareness
- Hoarding
- Provider Manager
- Safeguarding and the Law
- Safeguarding Adults Training For Trainers (including Refresher)

Courses are attended by a broad range of organisations including independent, voluntary and statutory organisations. They all:

- Encouraged participants to make more links to the workplace and to adopt a “Making Safeguarding Personal” approach to safeguarding
- Used case studies to highlight learning and transfer information into real life.
- Used assessment to measure and store feedback from courses:

### **Feedback and Evaluation**

ESAB commissioned courses have received positive scores in terms of content, delivery and administration. Attendees demonstrated an increase in confidence levels relating to the learning outcomes as a result of the courses. All delegates who completed post-course evaluations have demonstrated continued improvements in their confidence around the learning outcomes. Additionally, specific comments made about individual courses have been fed back to trainers to revise courses accordingly. These findings, alongside a review of all commissioned courses, have been incorporated into our training plan for 2018/19, including actions to continue to ensure current standards are maintained and including new courses on unwise decisions and informal carers and safeguarding.

## **PERFORMANCE**

Throughout 2017/18, ESAB continued to develop its performance management function, including further development of its performance dashboard and focusing on specific areas where assurance was required. The following highlights key events from the past year including areas of achievement:

### **Deprivation of Liberty Safeguards (DoLS)**

Throughout the year ESAB and Essex County Council (ECC) have worked cooperatively to ensure that ECC met statutory DoLS requirements. Regular reporting of performance and activities allowed the Council to meet demands, reduce backlogs and develop a best practice approach to handling high priority cases.

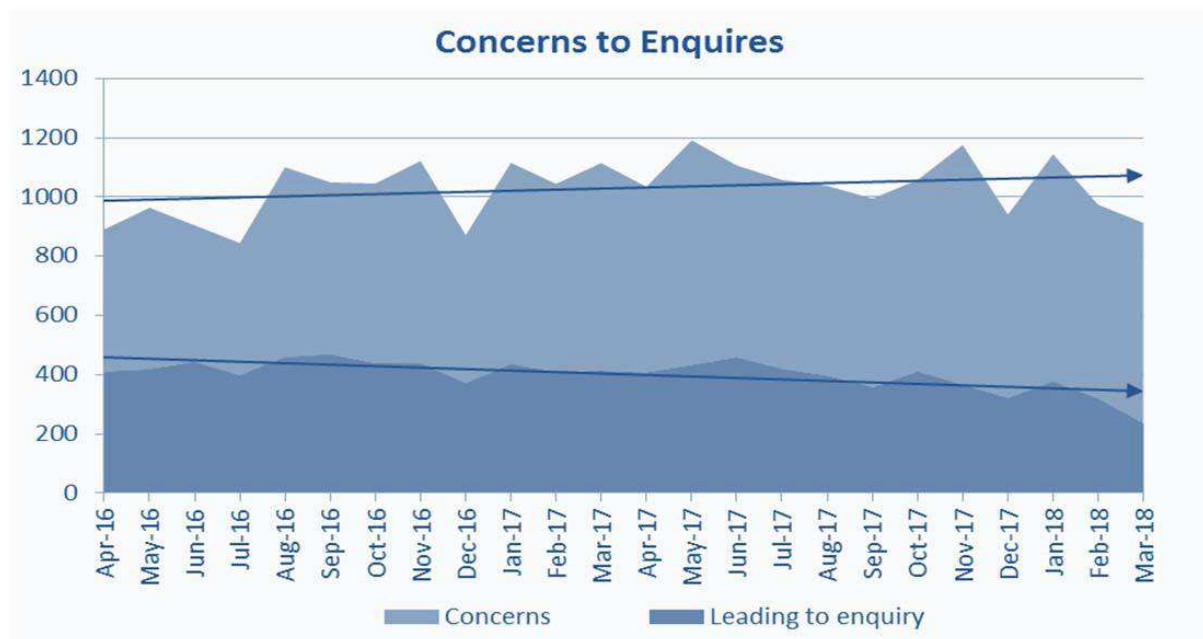
These achievements provided ECC opportunities to make better use of data, benchmark against comparators and better understanding of the nature, scale and risks associated with safeguarding in Essex.

Discussion at ESAB led to a decision that future monitoring should focus on high priority DoLS cases as these are the ones which might include a safeguarding risk. Regular reporting of this data has highlighted that all priority DoLS cases are now being assessed within statutory timescales.

### **Safeguarding Concerns and Enquiries**

Safeguarding concerns are raised when abuse or neglect is suspected; where after triage, further information is gathered and action is taken to stop or prevent abuse or neglect this is known as an enquiry.

The graph below shows how the second half of the 2017/18 year saw a decrease in the number of Safeguarding Concerns reported to ECC. A greater proportion of concerns remained at the “concern stage”, rather than progressing to enquiry. This is attributed to changes in Safeguarding adult triage processes. Overall Safeguarding Concerns progressing to Enquiry reduced by 5% to Q3. Referral improvements from partnership agency Essex Police have also been positive. The number of referrals from Essex Police has decreased however referrals that have been received are found to be more relevant, timely and necessary.



## ESAB INCOME AND EXPENDITURE

ESAB's total income for 2017/18 was £274,622. The total expenditure for the same period was £262,490

# ESAB Structure Chart

