



Essex County Council

People and Families Policy and Scrutiny Committee

10:15	Thursday, 10 October 2019	Committee Room 1, County Hall, Chelmsford, CM1 1QH
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For information about the meeting please ask for:

Graham Hughes, Senior Democratic Services Officer

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Pages

Private Pre-Meeting for PAF Members Only

Please note that there will be a private pre-meeting for committee members at 9.30am in Committee Room 6, County Hall.

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|----------|--|----------------|
| 1 | Membership, Apologies, Substitutions and Declarations of Interest | 4 - 4 |
| 2 | Questions from the Public
A period of up to 15 minutes will be allowed for members of the public to ask questions or make representations on any item on the agenda for this meeting.
On arrival, and before the start of the meeting, please register with the Senior Democratic Services Officer. | |
| 3 | Minutes
To approve as a correct record the minutes of the meeting held on 12 September 2019. | 5 - 13 |
| 4 | Respite Care
To consider report PAF/23/19 | 14 - 21 |

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| 5 | Essex Safeguarding Adults Board Update
To consider report PAF/24/19 | 22 - 31 |
| 6 | Work Programme
To consider report PAF/25/19 | 32 - 34 |
| 7 | Date of Next Meeting
To note that the next meeting is scheduled for Thursday 14 November 2019, which may be a private Committee session, public meeting, briefing, site visit etc. - to be confirmed nearer the time. | |
| 8 | Urgent Business
To consider any matter which in the opinion of the Chairman should be considered in public by reason of special circumstances (to be specified) as a matter of urgency. | |

Exempt Items

(During consideration of these items the meeting is not likely to be open to the press and public)

The following items of business have not been published on the grounds that they involve the likely disclosure of exempt information falling within Part I of Schedule 12A of the Local Government Act 1972. Members are asked to consider whether or not the press and public should be excluded during the consideration of these items. If so it will be necessary for the meeting to pass a formal resolution:

That the press and public are excluded from the meeting during the consideration of the remaining items of business on the grounds that they involve the likely disclosure of exempt information falling within Schedule 12A to the Local Government Act 1972, the specific paragraph(s) of Schedule 12A engaged being set out in the report or appendix relating to that item of business.

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| 9 | Urgent Exempt Business
To consider in private any other matter which in the opinion of the Chairman should be considered by reason of special circumstances (to be specified) as a matter of urgency. |
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Agenda item 1

Committee: People and Families Policy and Scrutiny Committee

Enquiries to: Graham Hughes, Senior Democratic Services Officer

Membership, Apologies, Substitutions and Declarations of Interest

Recommendations:

To note

1. Membership as shown below
2. Apologies and substitutions
3. Declarations of interest to be made by Members in accordance with the Members' Code of Conduct

Membership

(Quorum: 4)

Councillor J Chandler	Chairman
Councillor J Baker	Vice-Chairman
Councillor G Butland	
Councillor J Deakin	
Councillor B Egan	
Councillor C Guglielmi	
Councillor J Henry	Vice-Chairman
Councillor J Lumley	
Councillor P May	
Councillor M McEwen	
Councillor R Pratt	
Councillor P Reid	
Councillor C Souter	
Councillor C Weston	

Non-elected Members

Richard Carson
Lee Cromwell
Marian Uzzell

Minutes of the meeting of the People and Families Policy and Scrutiny Committee, held at 10.15am in Committee Room 1 County Hall, Chelmsford, CM1 1QH on Thursday, 12 September 2019

Present:

County Councillors:

J Chandler (Chairman)
J Baker (Vice Chairman)
G Butland (left after Item 4)
B Egan
C Guglielmi
J Henry (Vice Chairman)
J Lumley (left after Item 4)
P May
M McEwan
R Pratt
P Reid
C Souter (until 1pm)
C Weston

Sharon Westfield de Cortez from Healthwatch Essex and Graham Hughes, Senior Democratic Services Officer, were also present throughout.

1 Membership, Apologies, Substitutions and Declarations of Interest

The report on Membership, Apologies, Substitutions and Declarations was received and noted.

Apologies for absence had been received from Councillor Deakin.

Declarations of interest:

Councillor June Lumley declared a code interest as she was a Director/Chair of Trustees of SCAFT (Supporting Carers and Families Together) – a voluntary sector provider of YC Services in Rochford District mentioned in agenda item 5. She considered that public perception might be that it would prejudice her consideration of the public interest and therefore she would withdraw from the meeting for that agenda item.

2. Minutes

The draft minutes of the meeting held on 27 June 2019 were approved as a true record and signed by the Chairman.

3. Questions from the public

There was one question from the public at this point in the agenda specifically relating to agenda item 4 that followed (the question is reproduced in the Appendix to these minutes and it was indicated that the issue raised would be addressed during subsequent discussion).

4. Update on Essex Safeguarding Children Board (ESCB)

The Committee considered report PAF/20/19 providing an update on the work undertaken by the Board in the past year and future priorities. In addition, there was an update on new governance arrangements resulting from new statutory guidance.

The following joined the meeting to introduce the item and participate in discussion:

Phil Picton, Independent Chairman, ESCB.

Alison Cutler, Business Manager, ESCB.

Lisa Llewelyn, Director of Workforce, Suffolk & NE Essex Integrated Care System.

Paul Secker, Director, Safeguarding & Quality Assurance, Essex County Council.

Jo Barclay, School & Early Years Safeguarding Manager, Essex County Council.

Elliott Judge, Detective Superintendent, Essex Police

During discussion the following was acknowledged, highlighted and/or noted:

New statutory guidance

- New statutory guidance defined three partners (upper-tier authority, NHS and the Police) responsible for ensuring that an appropriate local structure was in place to co-ordinate and support safeguarding arrangements for children. The decision had been made to continue to use the 'Essex Safeguarding Children Board' brand.
- The statutory responsible Partners had decided to continue with having an independent chairman although this had not been specifically required under the new guidance. It was expected that a new chairman would be appointed at the end of the month. The new chairman would be expected to have a vision, be confident that they will take into account what they are hearing, and have confidence in driving agendas forward.
- Recognised that there were considerable structural changes for some partners (Health being cited as an example) which would make future partnership working more challenging.

Role of the safeguarding Board

- The role of the ESCB was not operational. It was to ensure effectiveness of safeguarding work undertaken by agencies, advising and challenging on the development of policies and procedures, service planning, raising the profile of the importance of

safeguarding arrangements, and facilitate inter-agency training and networking.

In response to the public question (and reproduced in the Appendix to these minutes) Broomfield Hospital CQC concerns:

- The safeguarding boards request particular providers to attend on a regular basis to ask how they are dealing with specific issues when concerns were raised.
- Separately, the Independent Chairman meets health officers (especially Directors of Nursing) on a regular basis.
- The Boards do ask health providers to advise if they were identifying themes and trends. Each provider would be expected to have a sub-committee or other forum for reviewing performance and training statistics.
- Providers would be expected to develop improvement plans in response to CQC concerns, overseen by commissioners.
- There are multiple levels of governance for assurance and to identify lessons learnt.

Home schooling

- Currently there was no power for local authorities to monitor the quality of home schooling or intervene unless specific safeguarding concerns were raised. There had been some expectation of legislative changes to give greater powers to local authorities but this had not yet happened.
- Approximately 2,100 children were home schooled in Essex and many parents and carers undertook their responsibilities very seriously. However, it was recognised that children being home schooled could be a particularly vulnerable group.
- Members questioned how the county council could deliver on children making a positive contribution as stated under 'Every Child Matters' guidance when there was so little oversight of home schooling standards? At the moment the county council cannot insist that home schooled children have to access any particular activity or organisation – the whole safeguarding environment relied on children being seen or heard - if they are not then they do not come to the attention of agencies until a concern is raised.
- The County Council was looking to restructure the support that currently managed elective education. It had worked with schools through Behaviours and Attendance Partnership forums to provide more guidance. Schools had a statutory duty to report when children were removed from the School Roll.

SEN pupils

- Members queried whether there was any evident trend of more SEN pupils being excluded from mainstream schools as they were a particularly vulnerable group. Agreed: further information to be provided on safeguarding arrangements for this group particularly in view of the imminent restructuring of the SEN team, and the support for SEN in mainstream schools.

Feedback

- It was acknowledged that perhaps the Board's approach had not focussed enough on actively hearing the voice of young people. There would be further discussion on this at the next meeting of the Board. It was highlighted that consideration of how partners had listened to the voice of the child would be part of any Serious Case Review. New chairman applicants will also be interviewed by some Young People who will give feedback on the proposed appointees.
- Essex Police had recognised importance of understanding and responding to feedback from young people and it now formed part of training for domestic abuse officers.
- Coldicott principles should be followed with the eighth principle making it clear if there was a conflict between patient/user confidentiality and safeguarding, that the latter should always take precedence.

Partnership working

- There were already examples of good co-ordinated partnership working but there would continue to be challenges for partners around limited resources and demand for services.
- There was a good relationship with district councils with many sitting on quadrant based 'stay safe' multi-agency groups and these relationships would continue to be built upon.

Conclusion

The Chairman thanked the witnesses for attending. Further consideration would be given to the format of future updates on the work of the Board and operational matters.

Thereafter, Councillors Butland and Lumley left the meeting.

5. Public Questions

The Chairman re-opened the Public Questions item for two questions to be asked specific to the following agenda item on Young Carers (the questions are reproduced in the Appendix to these minutes and it was

indicated that the issues raised would be addressed during subsequent discussion).

6. Young Carers service

The Committee considered report PAF/21/19 which provided an update on the first year of operation of a new in-house service supporting young carers.

The following joined the meeting to introduce the item and participate in discussion:

Councillor Ray Gooding, Cabinet Member – Education and Skills;
Tim Frances, Commissioner Youth Work.

The witnesses outlined the background to the procurement of the new service and key features.

During the introduction and subsequent discussion, the following were acknowledged, highlighted or noted:

Background

- A comprehensive review had been undertaken of the services commissioned by the County Council which had then prompted a re-design and re-procurement with future provision being brought in-house in 2018 as a result. In response to a public question, it was confirmed that a further review at this time was not considered necessary. The redesigned service had been framed around a five-year programme so it was acknowledged that a further review may be appropriate at the end of that period.
- There had been slight initial delays in recruitment for the new service, but it had been fully up and running from September 2018.
- There was still a role for a number of other agencies and voluntary sector providers in supplementing and complementing the County Council's service;

Reach of the service

- There had been 1300 referrals into the service with 13% from BAME groups. This was an increase from 6% in 2016/17.
- There were discussions with Virgin Care to see if they could assist in early identification of young carers as part of their 0-19 family support contract.
- There had been referrals from 148 schools although the service was actually working with 226 schools in total through ongoing casework.

The awareness of the service was being raised through presentations at various other local forums including colleges.

- There had also been referrals from 21 voluntary sector providers and it was considered that overall reach of the service had been extended in the past year. There had been 88 self or family referrals and 92 anonymous referrals, most of which looked like they might have come from schools.
- Members questioned the level of engagement with very young carers. In these instances, there were often referrals from nurseries, and from Virgin Care through their 0-19 family support contract provision. It remained an area for further development and focus.
- There had been issues with providing drop in centre provision in Braintree and Brentwood and there were discussions with providers in other areas to see if they could support those areas.

Education and transitions

- There were ongoing discussions about further support for transitioning young carers to adulthood and employment and further education.
- Two specific support workers now worked with Essex schools. There were ongoing discussions with OFSTED regarding improving the educational support care package for young carers and to not penalise non-attendance due to caring duties.

Evidence of outcomes/impact

- It was considered that outcomes had not been evidenced previously as they were now. There was now significant promotion of the service to raise awareness which had led to more referrals.
- 879 statutory assessments had been undertaken - double the number in any previous year.
- Greater support from the service had facilitated improved attendance and attainment at schools.

User feedback

The Committee had also requested information to evidence seeking and responding to user feedback. Healthwatch Essex had undertaken a random 'dip sample' of services to provide a taste of some lived experience and this had been circulated with the agenda papers for the meeting. In addition, Councillors Guglielmi and Henry had attended young carer events during the summer and reported orally their impressions of those sessions.

The HWE report had suggested that some families may be choosing to home educate their children in order to avoid fines for low school attendance. The Cabinet Member would investigate this issue further.

Conclusion

The Chairman and Committee were encouraged by the update on the redesigned service. It was noted that the service sought to further improve against their performance targets which the committee supported.

7. Work Programme

The Committee considered and noted report PAF/22/19.

Councillor Guglielmi updated the committee on the work of the Task and Finish Group established to look at the multi-agency arrangements in place for drug gangs, knife crime and county lines. The Group expected to report back in November or December.

8. Date of Next Meeting

The next meeting would be on Thursday 10 October 2019.

There being no further business the meeting closed at 12.20pm.

Chairman

APPENDIX

Text of Public Question asked at Agenda item 3: Paul Osman

How did the Essex Safeguarding Children Board react to the devastating January report on Broomfield Hospital by the Care Quality Commission which stated the legal obligation for change as follows?

“The Trust must ensure that there are effective safeguarding systems and processes in place and embedded across all areas. Regulation 134(1)(2)(3)”.

There was lack of safeguarding training in the key areas of A&E and Children and young people’s wards. The “Baby P” episode revealed the child was repeatedly taken to hospital but the hospital staff never highlighted that his injuries were not accidental so safeguarding training is essential in these and all other areas.

Text of Public Question asked at Agenda item 5: Paul Osman

Page 80 of the report on progress of the Young Carers’ service in the section “Evidence of Outcomes and Impact to September 2019” states that “Referrals have been received from 148 schools”. This suggest that the service is reactive rather than proactive. As there are at the very least 552 schools in Essex, how is the service reaching out to all potential young carers in all Essex schools?

Action for Family Carers regularly visits over 100 secondary schools in Essex in a proactive mode without waiting for referrals.”

Statement and Questions from James Clarke, Chief Executive Officer, Action for Family Carers asked at Agenda item 5

Questions to the Committee

1. Given that Young Carers in Essex achieve outcomes from a combination of local authority and voluntary sector provision can a comprehensive review of Young Carer support in Essex be undertaken to reflect this complexity?
2. What has been the impact on Young Adult Carers of the decision to cease the all-age service - which included a dedicated Young Adult Carer service - and instead to commission an Adult Carers provision and deliver a local authority Young Carers service separately?

Context

Details of Young Carers services provided by Action for Family Carers (and other voluntary sector providers including Crossroads, SCAFT etc.) and the outcomes achieved do not feature in the Young Carers Service Re-design Progress Report or the Insight report from Healthwatch Essex.

Action for Family Carers has provided support for unpaid Carers in Essex since 1990 and led the all-age countywide Supporting Carers in Essex provision 2015-18. It delivers targeted, specialist support services for Young Carers and Young Adult Carers funded by

Global's Makes Some Noise, Children in Need, Rotary Clubs and other funders. The Charity is a Carers Trust Centre of Excellence and one of only 4 charities in the UK to achieve the National Council for Voluntary Organisation's Quality Mark at Level 3.

We would welcome visits by Essex County Council and Healthwatch Essex to learn about the range of our work with Young Carers and Young Adult Carers in Essex, and to meet with and listen directly to Young Carers we support. Our provision in summary includes:

Young Carer Support in Schools

Since April 2018 we have supported 653 Young Carers in secondary and primary across Essex through one to one meetings and group work. Every Young Carer has a named support worker to coordinate family support, and to liaise between school, health and social care services independent of statutory authorities. We actively and directly support schools to achieve Carers Trust's Young Carers in Schools Award.

Young Carer Clubs

Action for Family Carers provides regular scheduled Young Carer club nights in 5 Districts: Maldon, Colchester, Harlow, Epping Forest and Uttlesford. 385 Young Carers between the ages of 7 and 18 years participated since 1 April 2018 engaging in a variety of activities including games, cooking, music, external speakers/visitors and themed evenings and with direct access to one-to-one support from their Support Worker.

Additional Respite Activities

Young Carers have participated in trips to Adventure Island in Southend, visits to Care Farms and to the theatre and enjoyed a Christmas party, all giving Young Carers different experiences which they otherwise might miss out on.

Young Carer Development Programme

A programme of targeted 6-week group sessions for Young Carers in different localities across Essex. The sessions are developed by and for Young Carers so they address the common issues experience such as self-confidence, self-esteem and social isolation. Sessions have included mindfulness, breathing exercises, and other stress reduction techniques and 86 Young Carers have participated to date.

Young Adult Carer Transition Support

Action for Family Carers supports 32 Young Adult Carers between the ages of 16 and 24 years living in Uttlesford. This work is 1 to 1 based on what Young Adult Carers want and funded by Uttlesford District Council; recognising the need to overcome the barriers of rural isolation, lack of transport and therefore a higher risk of social isolation.

	AGENDA ITEM 4
	PAF/23/19
Committee:	People and Families Policy and Scrutiny Committee
Date:	10 October 2019
Enquiries to:	Name: Graham Hughes Designation: Senior Democratic Services Officer Contact details: 033301 34574 Graham.hughes@essex.gov.uk

RESPIRE CARE IN ESSEX

Purpose and background:

This item is to be updated on follow-up/action points agreed as a result of a discussion on respite care on 27 June 2019. That agenda item had initially been prompted by issues raised in a petition received on the services provided at Lavender and Maples facilities and was expanded to include broader discussion about respite care in Essex. A link to the meeting papers for the above meeting in June is here - [PAF 27 June 2019 meeting papers](#). An extract of the minutes of the discussion is attached as **Appendix 1** to this report.

In particular, the Committee recommended that the Cabinet Member:

- (i) Undertake a review of the respite care assessment process to address issues raised in the meeting specifically around the transparency of the process and the eligibility criteria thresholds and to consider service user representation on the assessment panel;
- (ii) Review procedures to improve communications with families and carers particularly around the assessment process, appeals process;
- (iii) Investigate and check that social workers are providing all necessary advice on options and process to escalate dissatisfaction with assessment outcomes, including the formal complaints procedure;
- (iv) To report back on the review being undertaken to investigate further empowering some families through the Direct payments Scheme.
- (v) Provide further information on historical trends for overnight respite care demand with particular reference to the type of service provided at Lavender and Maples.

An update from the Cabinet Member and Lead Officers is attached as **Appendix 2**

Continued overleaf....

Attendees:

It is anticipated that the following will be in attendance on the day:

Russel Breyer, Director of Local Delivery (South), Essex County Council.

County Councillor Louise McKinlay, Cabinet Member for Children and Families.

Christina Pace, Head of Strategic Commissioning and Policy, Essex County Council.

Next steps

A wider/broader review of Respite Care is being undertaken and it is anticipated that the Committee will be updated on this early next year once the review has been completed.

In addition, Members may also wish to consider if any further information or further scrutiny work is needed as a result of the update today on the specific actions arising from the meeting on 27 June 2019.

Extract of the minutes of a meeting of the People and Families Policy and Scrutiny Committee held in Committee Room 1 at County Hall on Thursday 27 June 2019

5. Respite Care

The committee considered report PAF/14/19 incorporating details about a petition received regarding services provided at Lavender House and The Maples short break residential respite facilities in Colchester and Harlow respectively and further information on respite care provision in Essex. From April 2019, an operational short term decision had been taken at both homes to operate one flat (four beds) rather than two in response to reduced use of both homes over time.

The following petitioners were invited to address the committee, outline their concerns and respond to questions from members.

Gary Knowles – Lead Petitioner
Fay Knowles - Petitioner
Lorraine Who – Petitioner

During the subsequent discussion, the following was highlighted:

- (i) Children using the facilities were all individuals with unique needs and could not be easily categorised. It was also stressed that children needed respite as well as the parents;
- (ii) The facilities at lavender and Maples provided 24 hours a day support and it was questioned whether that was available for those needing it in all the alternative facilities;
- (iii) Lavender and Maples residents were supported in safe and secure surroundings and encouraged to develop life skills and taken on outings and it was questioned whether other care settings would be able to offer all this;
- (iv) There was a suspicion that qualifying for respite care had become more difficult and that there was little information about the eligibility criteria;
- (v) There was little information available about how the assessment panel was constituted and any appeals process.

Thereafter, the petitioners returned to the public gallery and the following joined the meeting:

Councillor Louise McKinlay, Cabinet Member – Children and Families,
Christina Pace, Head of Strategic Commissioning and Policy, Essex County Council,
Russell Breyer, Director Local Delivery (Children and Families).

The Chairman asked for a response to the concerns raised by petitioners and to be updated more generally on respite care provision in Essex. Councillor McKinlay advised that no final decision had yet been made on the proposal to confirm the continuation of the current short-term change to capacity at Lavender and Maples although she expected to make that decision soon. She acknowledged that respite care for each individual child was a complex and emotional issue.

The Cabinet Member and officers considered that the proposed confirmation of the reduction in capacity at both Lavender and Maples would not impact on availability due to a reducing demand for overnight stays at those homes. An array of options for overnight respite care were available in Essex ranging including short term- foster carers which, it was acknowledged, would only be suitable for some and not all children.

Reviews

- A review was looking at the range of options for the overall provision of overnight care, which included family-based care, short break foster care as well as some early discussions with schools. However, it was recognised that not all the options would be suitable for all children. The intention and opportunity afforded by the review was to expand choice.
- There would be a review of direct payments arrangements and whether, in some cases, they could further empower some families. It was acknowledged that this needed to be flexible as extra responsibility may overly burden some families and carers.

Assessment process

- There had been no recent changes to assessment criteria. However there had been a pause put in place in new referrals specifically to Maples and Lavender in December 2018 to facilitate the review of the service and range of support available.
- The assessment of need for respite care was a professional process instigated by the social worker, informed by both national and local criteria, which would then be brought before an assessment panel. The conduit for communications with parents and carers was through the social worker and it was acknowledged that that conduit may need further review. It was stressed that the social worker should explain to families the process for escalation and complaints process if they are dissatisfied with the assessment outcome.
- Since the temporary pause in new referrals to Lavender and Maples, there had been 17 cases identified for overnight respite care with some placements to still be found for the very recent ones. However, respite care had been provided for the remainder.

- The panel membership included two service managers to bring an element of peer challenge, as well as other professional practitioners. Whilst the managers of both the Lavender and Maples facilities were usually consulted as part of the assessment process, it was acknowledged that perhaps they could be used more.
- Members were keen to encourage greater transparency about the make-up of the assessment panel and to consider if families should be represented on the panel.
- Where a need for respite had been identified, a range of options within a reasonable travelling distance would be discussed with families and carers and might include some out of county options depending on circumstances.
- A recent OFSTED review had concluded that there were adequate social workers in place to undertake assessments and that caseloads were deemed to be manageable.

Trend data

Collection of further historical trend data for children requiring the type of overnight respite care accommodation available at Lavender and Maples was underway.

Transparency

Members stressed the importance of there being a robust assessment process, a clear and transparent decision-making process and clear guidance and transparency on dispute escalation and complaints options.

Respite care would be discussed at the Essex Family Forum and members encouraged working with petitioners to help formulate ideas about future service delivery and consider a more formal service user group.

Conclusion and actions

At the invitation of the Chairman, the Lead Petitioner responded to the discussion by emphasising his continuing frustration with the lack of consultation with families and carers on the respite needs for children and inadequate communication of a number of processes.

It was agreed that further updates were required to provide members with assurance about the robustness and transparency of the assessment and appeals process for respite care, that there was clear communications with families and carers, and that there would be opportunities for families and carers to help influence future service delivery and range of options. Specifically, the Committee recommended that the Cabinet Member and officers:

- (i) Undertake a review of the respite care assessment process to address issues raised in the meeting specifically around the transparency of the process and the eligibility criteria thresholds and to consider service user representation on the assessment panel;
- (ii) Review procedures to improve communications with families and carers particularly around the assessment process, appeals process;
- (iii) Investigate and check that social workers are providing all necessary advice on options and process to escalate dissatisfaction with assessment outcomes, including the formal complaints procedure;
- (iv) To report back on the review being undertaken to investigate further empowering some families through the Direct payments Scheme.
- (v) Provide further information on historical trends for overnight respite care demand with particular reference to the type of service provided at Lavender and Maples.

[During the Work Programme agenda item later in the meeting, some members suggested the Committee should be able to have further formal discussions and updates before a decision was made specifically about the facilities at Lavender and Maples. After further reflection after the meeting, those members agreed that this was not necessary as they had been re-assured that further discussions between Cabinet Member, officers and petitioners would now be established allaying many of the concerns about service providers being involved in future consideration of service improvements, options and delivery].

Overnight respite for children with disabilities: response to Scrutiny Committee recommendations

Background

This briefing sets out responses to recommendations made by the Scrutiny Committee in July 2019, following a session to discuss the options available for families assessed as needing overnight short breaks and to discuss the petition presented by Save our Respite.

Recommendation 1: Undertake a review of the respite care assessment process to address issues raised in the meeting specifically around the transparency of the process and the eligibility criteria thresholds and to consider service user representation on the assessment panel;

Essex County Council is developing a 3-year strategy around overnight respite. The parents of children using our facilities will be involved in that process alongside the professionals and we will seek to broaden the respite offer across Essex.

Initial ideas include improvements to transparency, as part of this we are in the process of developing a Respite Hub which will be launched shortly. This will create virtual hubs where respite requests/recommendations will be made to two experts who are independent of panel decisions and who will help social workers and families identify the best support solutions.

The lead member and responsible senior officers have met with the Essex Family Forum and 'Save our Respite' campaigners and agreed to include in assessments a profile of the child drawn up by parents, if they wish to add this, so that panel decision makers have parents' view of the child and situation, in the parents words.

Thresholds for social care specialist services are published on the ECC website: <http://www.essexlocaloffer.org.uk/wp-content/uploads/2015/04/Eligibility-for-Childrens-Social-Care.pdf>, in line with the windscreen of effective support.

A new CYPWD policy and guidance is currently in development and will be published soon. Our approach is not to state what the specific offer will be for a particular type/level of need, as all children are individuals, and each family situation is unique. A social work assessment looks at each child/family situation individually, and families' views are sought.

Recommendation 2: Review procedures to improve communications with families and carers particularly around the assessment process, appeals process.

The lead Cabinet Member and responsible officers have met with the Essex Family Forum and 'Save our Respite' campaigners. We have offered regular meetings to parents and are recruiting to a CWD development post who will set these up. A joint workshop will be held with parents early in the new year to better involve families in

service design. There will be an automatic offer of a meeting with the responsible manager in all cases where a family disagrees with the service offer.

Recommendation 3: Investigate and check that social workers are providing all necessary advice on options and processes to escalate dissatisfaction with assessment outcomes, including the formal complaints procedure.

The Respite Hub is being developed to ensure the best possible consideration is given to all support options. Social workers are instructed to provide all families with a copy of the ECC complaints procedure at the outset of any assessment. In future there will be an automatic offer of a meeting with the responsible manager in all cases where a family disagrees with the service offer.

Recommendation 4: To report back on the review being undertaken to investigate further empowering some families through the Direct Payments Scheme.

As mentioned ECC is undertaking a 3 years strategy around overnight respite which will be co-produced with the parents that use our services. We will develop a wider range of options for overnight short breaks, including use of direct payments where parents choose to do this will start from January 2020 onwards and parents will be involved in this review. In the meantime direct payments guidance has been refreshed as part of ongoing service development and social workers in each quadrant have been encouraged to be more flexible in supporting families to personalise direct payments, where this will achieve the outcomes in the child's plan and within the limits of statutory guidance. A small number of families have now been supported to use direct payments/ agency carers to source overnight care in their own home and we are working to expand this further.

Recommendation 5: Provide further information on historical trends for overnight respite care demand with particular reference to the type of service provided at Lavender and Maples.

An analysis of historical trends for overnight respite care is attached in Appendix A. Historically data on referrals to all types of overnight short breaks was not kept consistently, so this analysis is based on the data that is available on usage over time. Historically, almost all referrals to Maples and Lavender were accepted, unless there were specific reasons why the home could not accommodate a child's individual needs. Use will change as we seek to develop a wider offer for families in the respite field.

		AGENDA ITEM 5
		PAF/24 /19
Committee:	People and Families Policy and Scrutiny Committee	
Date:	10 October 2019	
Enquiries to:	Paul Bedwell Board Manager, Essex Safeguarding Adults Board Contact: paul.bedwell@essex.gov.uk	
<p>Update on the Essex Safeguarding Adults Board</p> <p>Key documents:</p> <ul style="list-style-type: none">• ESAB Structure Chart• Annual report 2018/19• Strategic Plan 2019/21 <p><u>The presentation at Scrutiny will cover the following:</u></p> <ol style="list-style-type: none">1. Introduction - Care Act responsibilities and ESAB's structure2. ESAB links to Operational Safeguarding3. Board plans for 2019/204. How ESAB Operates5. The Horizon Project <p>Introduction – Care Act Responsibilities and ESAB Structure</p> <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">• help and protect adults who have needs for care and support• and, who are experiencing or at risk of abuse or neglect. <p>ESAB has 3 core duties:</p> <ul style="list-style-type: none">• 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.• 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• it must conduct safeguarding adult reviews		

Key functions 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.

Annual report and effectiveness

The ESAB annual report covering work ESAB carried out in 2018–19 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
- 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. .

ESAB Strategic Priorities 2019-21

The summary at Appendix 1 sets out the ESAB strategic priorities for the next three years and a range of actions that form the Boards work plan for 2019/20.

Business as usual activity also continues outside of the plan including:

- Completion of Safeguarding Adult Reviews and implementation of subsequent recommendations and learning
- Continued development of ESAB's performance management activity including quarterly deep-dives to inform themed ESAB meetings
- Learning and Development activity including a thorough review of ESAB's training programme

The priorities and annual workplan are monitored by the ESAB Executive Committee and will continue to be reviewed each November at an annual Board development session.

How ESAB operates – Homelessness

ESAB revised the format of its meetings in January 2019 to be set around particular themes where it is felt that the Board needed to gain assurance around a particular issue.

ESAB's approach to homelessness provided a good example of the revised format. In response to a Safeguarding Adult Review concerning a homeless man who had died and previous discussions about temporary accommodation the Board's meeting in January focussed specifically on homelessness. The meeting received a series of short 10 minute presentations including:

HF Safeguarding Adults Review (SAR) Report - report commissioned by ESAB following the death on the 1st March 2018 of HF. It considers his contact and involvement with multiple professional agencies in the years before his death.	Peter Beazley – Independent Reviewer
Thematic Deepdive – Performance report looking specifically at homelessness in Essex	Sarah Willings – Senior Analyst ECC
Horizon Project - A report on a 12 month pilot service for offenders with complex needs run in Chelmsford from 1st December 2016. The pilot sought to work in a multi-disciplinary way to identify and work with a cohort of individuals who met the criteria of being homeless, offending, with substance misuse issues, with mental ill health and poverty also a common factor. The pilot worked with a cohort of 11 clients and was based on the Making Every Adult Matter (MEAM) approach,	Neale Thomas – ECC, Commissioning, Public Health and Wellbeing

Temporary Accommodation and Homelessness – report on progress of the group established by the Essex Chief Executives Group to oversee implementation of the Homelessness Reduction Act specifically in keeping adults with care and support needs safe.	<p>Dawn French – Chief Executive, Uttlesford District Council</p> <p>Rod Cullen - Housing Growth Lead, Housing Growth Team, ECC</p>
The Healthcare Experiences of Homeless People in Essex – Report looking at how homeless people experience the care they receive from mainstream NHS health care services in Essex, and whether being in contact with homelessness services affects the care they receive from mainstream NHS services	David Sollis – Chief Executive, Healthwatch Essex

Following the presentations the board discussed their content and considered whether they had received sufficient assurance around homelessness in Essex and identified additional actions to follow up some of the issues identified. The actions included seeking additional assurance from partners about the expansion of the Horizon project more widely across the county.

The Horizon Project

Horizons provides intensive support for individuals with multiple and complex disadvantages. The only criteria for accessing the service are that each individual has a history of offending, substance misuse and mental health issues but there are no other thresholds for entry. People for the service are selected by multi-disciplinary consensus and are generally well known to a range of services though ill-served by all. Each individual is intensively case managed and navigated through the web of social care, housing, health and other such support services. Additionally, leisure activities and peer support groups are an integral part of ensuring these individuals are able to manage their lives in a more effective way.

A more intense way of working with individuals provides improved outcomes for those people with undefined support needs who have been struggling for years to try to navigate the complexities of public and other services.

For these individuals, an approach that moves away from categorization and diagnosis is needed. This approach involves looking at each individual's circumstances and linking them in (in a managed way) to support services that exist in their area – a key part of this is peer support groups, leisure activities and other such activities.

Action

ESAB would be interested in views, comments and suggestions from members on the Boards current priorities for 2019/20

ESAB Annual Report Summary 2018/19

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 2018/19 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 as well as a wide range of other partners

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 2018/19, 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. The publication and promotion of updated [SET Adult Safeguarding Procedures](#) in April 2019 formed a key part of the partnership activity during the period.

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).

Through its meetings and a range of other activity, ESAB has been able to demonstrate challenge and impact in several areas including:

- Safe Discharge
- Homelessness,
- Mental health
- Deprivation of Liberty Safeguards

Further detail is set out in the full ESAB [Annual Report 2018/19](#)

STRATEGIC PLAN UPDATE

Strategic Priority 1 – Mental Health – ESAB received a range of input throughout the reporting period from both mental health providers and commissioners, particularly providing assurance around CQC inspection findings including actions to take forward areas of concern within the report..

Strategic Priority 2 – Temporary Accommodation and Homelessness – ESAB held a thematic meeting in January 2019 focussing on the issue and considered whether they had sufficient assurance around homelessness in Essex as well as identifying additional actions to follow up some of the issues identified.

Strategic Priority 3 – Local Safeguarding Multi-Agency working – ESAB worked with the City, District and Borough Council Sub-Committee to map local safeguarding partnership arrangements and creating a directory of the adult safeguarding leads for each district from the key agencies that will be updated every 6 months. Five quadrant based events were run during October/November 2018 by ESAB/ESCB Learning and Development sub-committee (in conjunction with the Essex Domestic Abuse Board) as part of current project looking at disseminating learning from statutory reviews.

Strategic Priority 4 – Vulnerable People – through a task and finish group ESAB explored how effective partnership arrangements are for managing difficult to categorise “vulnerable” people who do not fit into agencies eligibility criteria. The work culminated in a presentation to ESAB about a pilot project looking to address this area and further actions during 2019 to gain assurance about future commissioning arrangements for the project.

Strategic Priority 5 – Quality Assurance – ESAB received assurance from Adult Social Care that they have developed and implemented a quality assurance framework for its safeguarding arrangements. Additionally ESAB continued to work with Healthwatch Essex to pilot a system to receive feedback from users of safeguarding processes about their experiences in being involved in safeguarding enquiries

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:

- Considered seven referrals resulting in three SAR's, one desktop review and three waiting for Serious Incident report
- Finalised one review with the recommendations being taken forward and learning shared with practitioners
- The main themes arising from these reviews were;
 - Professional curiosity
 - Effective Inter-agency working
 - Effective safeguarding

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

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.

PERFORMANCE

Throughout 2018/19 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:

- Developed and revised the performance dashboard including developing links and collating data from partner agencies i.e. police and NHS
- Monitored the LeDeR (Learning Disability Mortality Reviews) programme
- Requested analysis of specific areas for a deep dive i.e. cuckooing, homelessness Agreed and started to develop the safeguarding audit format of a staff survey.

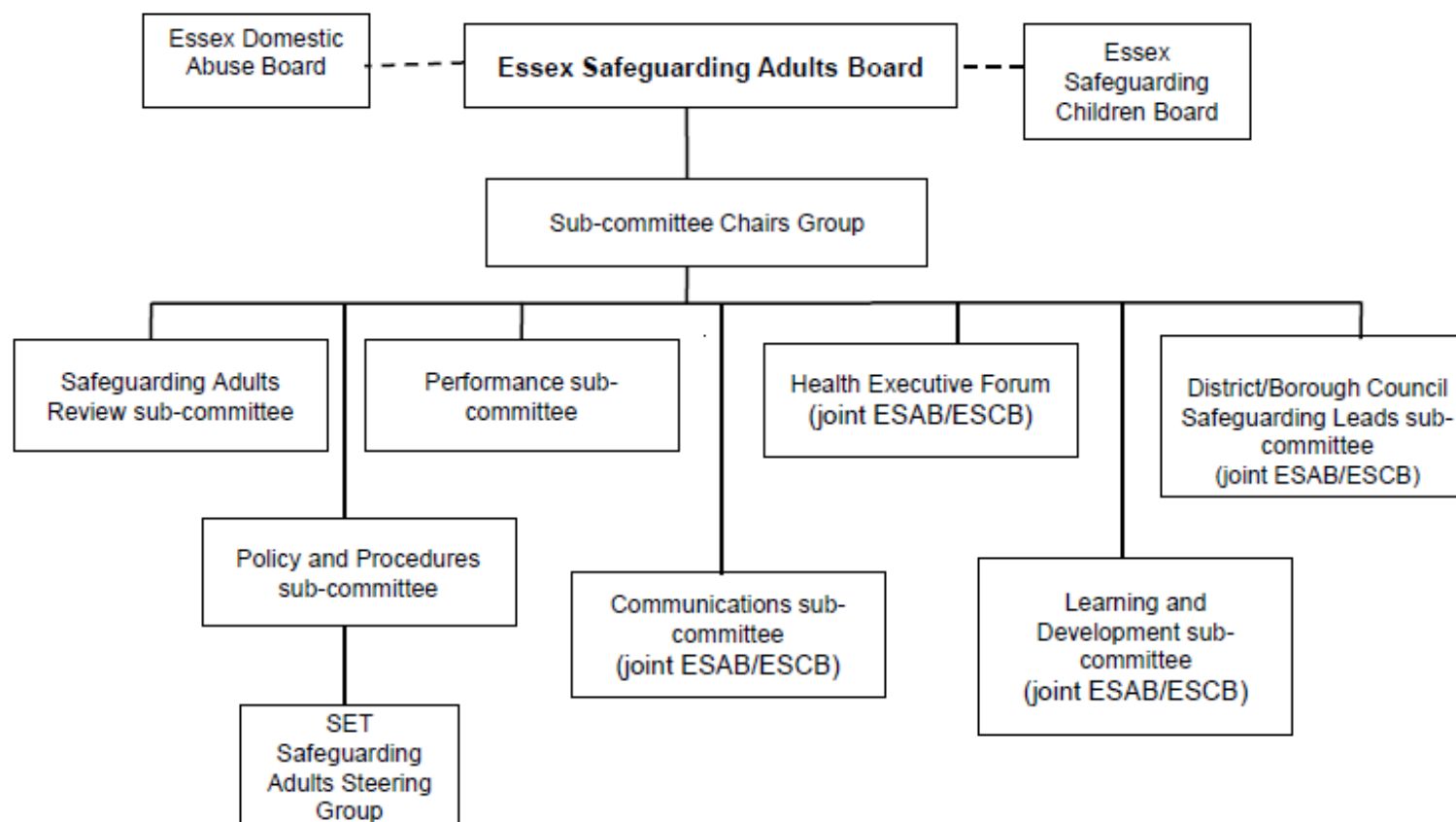
ESAB INCOME AND EXPENDITURE

ESAB's total income for 2018/19 was £278,228. The total expenditure for the same period was £257,514.

ESAB STRATEGIC PRIORITIES 2019/22 – PLAN ON A PAGE

Our Objective - To help and protect adults with needs for care and support who are experiencing, or at risk of, abuse or neglect, and are unable to protect themselves			
Strategic Priority 1 Prevention ESAB will develop a clear strategic approach to the prevention of abuse and neglect.	Strategic Priority 2 Engagement ESAB will develop and implement a strategy for engaging with users of safeguarding services and the public	Strategic Priority 3 Protection and Partnership ESAB will ensure that it has effective arrangements for gaining assurance about: <ul style="list-style-type: none">the effectiveness of operational safeguarding arrangementsthe robustness of agencies adult safeguarding systems	
Key Actions 2019/20			
1. Develop a multi-agency case audit system <i>Strategic Priority 3</i>	2. Work with partners to develop an approach that ensures children continue to be safeguarded as they become adults <i>Strategic Priority 1 + 3</i>	3. ESAB to receive assurance about LeDeR activity and learning in Essex <i>Strategic Priority 3</i>	4. Continue to develop ESAB's user engagement activity building on current work Healthwatch MSP project. Strategic Priority 2
5. Review how ESAB engages with the voluntary sector and particularly how it can help ESAB to understand the views of those who have used safeguarding services. <i>Strategic Priority 2</i>	6. Complete a safeguarding partnership staff survey <i>Strategic Priority 3</i>	7. Develop a strategic approach to the prevention of abuse and neglect within the context of the 6 safeguarding principles. <i>Strategic Priority 1</i>	8. Review and Refresh ESAB's Communications Strategy including the delivery of a safeguarding campaign to coincide with National Safeguarding Week <i>Strategic Priority 1 + 2</i>

ESAB Structure Chart



		AGENDA ITEM: 6
		PAF/25/19
Committee:	People and Families Policy and Scrutiny Committee	
Date:	10 October 2019	
Enquiries to:	Name: Graham Hughes Designation: Senior Democratic Services Officer Contact details: 033301 34574 Graham.hughes@essex.gov.uk	

WORK PROGRAMME

Briefings

Further briefings and discussion days will continue to be scheduled on an ongoing basis as identified and required.

Formal committee activity

Items programmed to come to Committee are listed in an updated Appendix A.

Task and Finish Group activity

A Task and Finish Group has been established to scrutinise drug gangs, knife crime and county lines. The Group has met three times so far with further scrutiny days planned during October. The Group intends to report to the full Committee in either November or December.

Chairman and Vice Chairmen meetings

The Chairman and Vice Chairmen meet monthly in between scheduled meetings of the Committee to discuss work planning and meet officers as part of preparation for future items. The Chairman and Vice Chairmen also meet the Cabinet Members for Education, Children & Families, and Health and Adult Social Care on a regular basis.

Action required by Members at this meeting:

To consider this report, discuss future work activity, and whether any changes are required to the work programme.

People and Families Policy and Scrutiny Committee: 2 October 2019
 2019 Work Programme (dates subject to change and some issues may be subject to further investigation, scoping and evaluation)

Date/timing	Issue/Topic	Focus/other comments	Approach
Items identified for formal scrutiny in full committee			
10 October 2019	Respite care- <i>follow up</i>	To be updated on actions arising from discussion at June 2019 meeting with petitioners, Cabinet Member and Lead Officers.	Cabinet Member and Lead Officers to attend.
10 October 2019	Safeguarding Adults	Report of the work of the Safeguarding Board to align with the timing of their annual report	Reflect on work in past year, priorities for current year and more detailed operational discussion about homelessness.
14 November 2019	Special Educational Needs – <i>further follow-up</i>	Scrutinise service changes arising from public consultation	Update on further discussion and service review ahead of implementation in new year
14 November 2019	Domiciliary care	Introduction to the issue – being scoped	TBC
14 November or 12 December 2019	Drug gangs, knife crime and county lines – <i>follow-up</i>	Referral from Full Council to oversee development of multi-agency strategy	To receive the report of the Group.
12 December 2019	Education portfolio update – <i>follow up</i>	Follow-up on actions arising from July meeting: (i) the work of a cross party group looking at children missing education; (ii) further defining the expectations of interventions by the Early Years' Sector; and (iii) ensuring wellbeing programmes operating in schools all link-up and how personal resilience is being promoted in schools.	Cabinet Member and Director – Education, to attend.
12 December 2019	Hospital discharge process	Review findings of recent review	Possible link with further work on domiciliary care (above)
March 2020	Respite Care – follow up	To be updated on the full service review conducted.	Cabinet Member and Lead Officers to attend.
Spring 2020	Adult Community Learning	Assessing and measuring the social investment side of it. An update to be prepared on the general wellbeing work being done.	Cabinet Member and Lead Officers to attend.
April 2020	Educational Attainment	Annual report	Cabinet Member and Director- Education to attend.

Date/timing	Issue/Topic	Focus/other comments	Approach
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Items identified for formal scrutiny in full committee - to be scheduled

Late 2019/early 2020	Provider relationships – <i>follow-up</i>	Refreshed Market Strategy.	Opportunity to review and comment on draft and revisit any issues from previous discussions.
Summer 2020	0-19 contract with Virgin Care – <i>further follow-up</i>	Continue review of contract performance, and the revised (more outcomes focussed) KPIs.	Cabinet Member, Virgin Care, and Barnardos to be invited.
TBC	Decision FP/102/03/18 – Essex Education Services – <i>follow up</i>	Review strategic objectives, financial payback period, maintaining strategic presence in Essex	Full committee session to be scheduled after call-in of Cabinet decision on contract placement.
	Portfolio updates (Children and Families, Education, Health and Adult Social Care)	To be updated on current issues and challenges.	To supplement other attendances by Cabinet Members for specific issues – to be arranged as and when the Committee think appropriate

Task and Finish Group reviews

Ongoing	Drug gangs, knife crime and county lines	Oversee the development of a multi-agency strategy (referral from Full Council)	Scoping document agreed by Full Committee. Detailed work underway
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Items identified for joint work with other committees – to be scheduled

November 2019	Autism	Diagnosis and referral waiting times, social care/ other support and level of awareness/training.	Briefing on service structures and responsibilities before defining follow up work
TBC	Sensory services	Currently being scoped	TBC

Further issues under consideration and/or for further evaluation

TBC	Children in Care/school leavers	Transitions. The support in schools. Discussed in previous work planning discussions	To be scoped.
TBC	Hip fractures and falls Prevention – <i>follow-up</i>	Follow up on Task & Finish Group recommendations that are relevant to PAF	To be picked up during work on domiciliary care.