



Blackpool Safeguarding Adults Board (BSAB)

Annual Report 2012-13

“The Blackpool Safeguarding Adults Board aims to safeguard and promote the welfare of adults at risk of abuse, injury or harm through inter-agency collaboration and co-ordination. “

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Foreword

Ann Rodham, Independent Chair, Blackpool Safeguarding Adults Board

I am pleased to present the Blackpool Safeguarding Adults Board's Annual Report for 2012/13.

This has been a very difficult year as nationally we go through a period of austerity and major change which impacts locally on all of our member agencies on the Board.

We have experienced restructuring on a scale which I have never before known and this will no doubt be, an ongoing trend through 2013 and 2014. Of course this has affected the continuity of the Board as we have lost experienced people and it takes time for new representatives to familiarise themselves. We meet many targets and outcomes but it is then frustrating when we know what papers and reports have to be produced but don't have the manpower or resources to carry out this element of the work by the desired deadlines.

However this only raises my admiration and appreciation for the high standard of personal commitment by colleagues and staff who work with such determination.

2011 saw the tragic revelations of abuse in the Winterbourne View Hospital which sent shockwaves throughout the country. It is disturbing to realise that this is still prevalent despite the amount of time and resources expended in awareness-raising, highlighting the signs and symptoms of abuse and what to do if you suspect it is happening.

There is no room for complacency and Safeguarding Adult Boards must ensure that there are robust mechanisms not only for responding when abuse happens but to impact on early intervention and prevention.

It is a vital role of the Board to ensure a strong effective partnership approach to adult safeguarding to enable people to live their life free from the fear of abuse and neglect.

From this report, you will see that there have been positive achievements during this year and I would like to take this opportunity to thank my fellow Board members for their support and the members of the various sub-groups for their commitment and drive.

Ann Rodham, Independent Chair

Context

National Picture

The national policy context for safeguarding adults has been significantly influenced by the combination of changes to legislation proposed by the Government and revelations about unacceptable abuse and mistreatment in institutional settings.

The Independent Inquiry into Care Provided by Mid Staffordshire NHS Foundation Trust concluded that patients were routinely neglected by a Trust that was preoccupied with cost cutting, targets and processes and which lost sight of its fundamental responsibility to provide safe care. A chronic shortage of staff, particularly nursing staff, was said to be largely responsible for the substandard care.

The care of people in their own homes has also come under scrutiny and been found wanting in a report by the Equality and Human Rights Commission 2011, which concludes that these services often fail to meet people's basic rights and identified age discrimination as an important factor. Reported concerns including physical or financial abuse, disregarding people's need for privacy and dignity, failing to support them with eating or drinking, treating them as if they were invisible, and paying little attention to what they wanted. Such failings in the care, safeguarding and regulatory systems are commented upon by the Commission on Improving Dignity in Care which produced its final report in 2012.

The draft report sets out 10 key recommendations for hospitals and 10 for care homes which focus on staff and organisations having the right values, and taking responsibility for always putting the person receiving care first. In this context it is not surprising that the Law Commission has recommended that adult safeguarding boards should be placed on a statutory footing and that 'duties to cooperate' in adult protection should be required.

The terminology of vulnerable adults and safeguarding has been considered by the Law Commission, and government officials have said that when new legislation on safeguarding adults and accompanying guidance is published it will use terms such as Adults at Risk and Adults in Safeguarding Situations. The scope of legislation looks likely to remain 'people who may need care and support who are unable to safeguard themselves, have suffered or are at risk of significant harm from abuse or neglect by others'. It will be left to the discretion of individual Safeguarding Adults Boards to widen the scope of responsibilities if they wish to include other locally agreed priorities such as domestic abuse.

Whilst legislation is being considered the Government's most recent published Safeguarding Adults Policy 2011 aims to achieve the following objective:

“...prevent and reduce the risk of significant harm to vulnerable adults from abuse or other types of exploitation, whilst supporting individuals in maintaining control over their lives and in making informed choices without coercion.”

The policy highlights the importance of organisations working together and with communities to help achieve this objective and forms a crucial basis for the work of the Blackpool Safeguarding Adults Board. It identifies six principles for agencies to work to:

Empowerment

- Presumption of person-led decisions and informed consent.

Protection

- Support and representation for those in greatest need.

Prevention

- It is better to take action before harm occurs.

Proportionality

- Proportionate and least intrusive response appropriate to the risk presented.

Partnership

- Local solutions through services working with their communities.
- Communities have a part to play in preventing, detecting and reporting neglect and abuse.

Accountability

- Accountability and transparency in delivering safeguarding.

The Blackpool Safeguarding Adults Board should also implement a further principle in relation to “Response” to allegations of abuse with a partnership approach to sharing areas of excellent multi-agency practise in response to safeguarding and learning lessons from case reviews.

Other major legislative change which will impact locally on safeguarding arrangements is the Health and Social Care Act 2012 which abolishes Primary Care Trusts and Strategic Health Authorities and instead creates GP and clinician-led Clinical Commissioning Groups (CCGs), and Health and Wellbeing Boards (H&WBs). CCGs as health commissioners will take on the responsibilities that current health commissioners have under the Department of Health’s Guidance on Safeguarding Adults for Health Services 2011. H&WBs are a forum for key leaders from the health and care system to work together to improve the health and wellbeing of their local population and reduce health inequalities. H&WB members will collaborate to understand their local community’s needs, agree priorities and encourage commissioners to work in a joined up way. This should include supporting the work of Safeguarding Adults Boards in safeguarding adults who may be at risk of abuse or neglect.

Blackpool Picture

Blackpool is a large seaside town located in Lancashire County in North West England. Blackpool covers an area of 13.46 square miles within the urban area stretching along the Fylde Coast, and is one of the most densely populated authorities in the UK.

The population of Blackpool is estimated at 142,080, with a larger proportion of residents aged 60+ compared to national age structure – 78% of the population of Blackpool are Adults (over 18 years).

Blackpool has a large proportion of residents living in deprived areas and is currently ranked the 6th most deprived authority in England under the Indices of Deprivation 2010 – a higher rank than in 2007 (12th) and 2004 (24th) Additionally, in the 2010 Indices, Blackpool ranked 1st for the concentration of deprivation.

Around half of Blackpool's 94 Lower Super Output Areas (LSOA's)¹, are in the most deprived 20% of all LSOAs in England. Specific areas in the central wards of Talbot, Bloomfield, Brunswick, Claremont and the outer wards of Clifton and Park have the highest ranked levels of deprivation in Blackpool.

In relation to workforce; Blackpool has a low employment rate at 68.1% compared to a national (GB) rate of 70.3% and an estimated 17.8% of the working age population in Blackpool having no formal qualifications.

Blackpool has poor life expectancy, with life expectancy for males the poorest in England at 73.6 years compared to 78.5 years. Life expectancy for females is similarly poor, at 79.4 years, compared to 82.5 years for England -the 3rd poorest after Manchester and Liverpool. The biggest contributors for both men and women are circulatory diseases, digestive disease including cirrhosis, and respiratory disease. These three areas contribute over half of the overall life expectancy gap in Blackpool. Lung Cancer is also a significant contributor to Female Life Expectancy.

Substance and Alcohol misuse is considered high, with alcohol-related death the highest in England (cirrhosis being one of the major drivers of the life expectancy gap). Further estimates suggest that the prevalence of problematic heroin and/or crack cocaine use in Blackpool was 27.49 per 1,000 populations. Blackpool has the highest drug prevalence rate across the region, and is within the top ten nationally.

¹ An LSOA is a small area of approximately 1500 residents

Blackpool Safeguarding Adults Board

What is the Blackpool Safeguarding Adults?

The Blackpool Safeguarding Adults Board is a strategic partnership Board, responsible for the coordination and oversight of multi-agency safeguarding arrangements within Blackpool.

What is the purpose of the Blackpool Safeguarding Adults Board?

The purpose of the Safeguarding Adults Board is:

- To safeguard and promote the welfare of Adults at Risk in Blackpool through inter-agency collaboration.
- To co-ordinate the safeguarding activity undertaken by each organisation represented on the Board.
- To ensure the effectiveness of what is done by each organisation for that purpose.
- To promote public confidence in safeguarding systems within Blackpool and ensuring human rights are balanced with protecting the public from harm.
- To understand the nature of adult abuse and foster strategies that reduces incidence and effect.
- To give strategic direction to partner agencies and organisations across Blackpool in relation to safeguarding activity.

Who are the members?

- Independent Chair – Ann Rodham
- Blackpool Council – Adult Social Care
- Lancashire Constabulary
- Blackpool PCT (Clinical Commissioning Group, from April 2013)
- Blackpool Teaching Hospitals
- Lancashire Care Foundation Trust
- Blackpool Coastal Housing
- Lancashire Fire & Rescue Service
- GP representative

Governance Arrangements

The Safeguarding Adults Board is currently a voluntary partnership formed to improve inter-agency activity associated with protecting adults at risk.

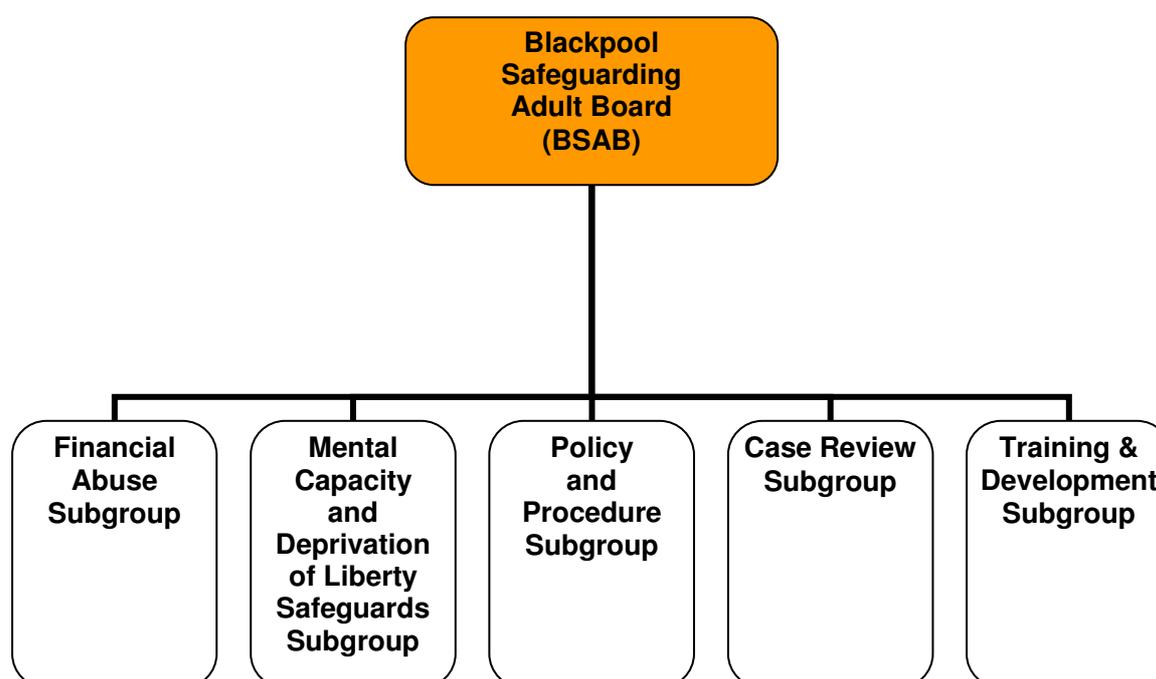
The Safeguarding Adults Board has a role in co-ordinating and ensuring the effectiveness of local individuals and organisations to work to safeguard adults at risk, but it is not accountable for their operational work.

Each member of the Board retains their own existing lines of accountability for safeguarding and promoting the welfare of adults at risk by their services. The Safeguarding Adults Board does not have power to direct other organisations.

This report will be shared with:

- Chief Executive & Leader of Local Authority
- Police
- Local Healthwatch
- Health & Wellbeing Board
- Blackpool Council Scrutiny Committee

What is the structure?



Financial Abuse Sub-Group

Financial abuse of adults is one of the ways in which those adults who may be vulnerable can be exploited. Work in this area is to be further re-invigorated by the Pan-Lancashire and Cumbria network during the coming year.

Mental Capacity & Deprivation of Liberty Safeguards Sub-Group

The purpose of this strategic group is to provide leadership for the ongoing implementation of the Mental Capacity Act (MCA) and Deprivation of Liberty Safeguards (DoLS), and to ensure good practice and a coherent approach is rooted across the local health and social care workforce and ensure that awareness is raised in the wider community. This sub-group is lead by Adult Social Care.

Policy & Procedure Sub-Group

At the Blackpool Safeguarding Adults Board meeting in April 2012, the work of the Policy & Procedures sub-group was formally concluded. Blackpool Safeguarding Adult's Board joined the Pan-Lancashire and Cumbria grouping which has commissioned TRI-X in their production of an online, multi-agency

manual. TRI-X are a private company who provide a service to a number of local authorities and Safeguarding Children and Adults Boards nationally in writing and updating online procedures.

Case Review Sub-Group

The purpose of this strategic group is to have responsibility for both developmental and operational practice in relation to the Serious Case Review process and its outcomes. This sub-group is lead by Adult Social Care.

Training & Development Sub-Group

The purpose of this strategic group is to provide leadership and be responsible for the planning, delivery and evaluation of inter-agency safeguarding children and adults training. The aim of this training is to equip staff to effectively safeguard and protect those who are at risk and to ensure good practice and a coherent approach is rooted across the children's and adults workforce. This sub-group is lead by Blackpool CCG.

Board Links

Blackpool Safeguarding Children's Board (BSCB)

There are a number of members shared between the Blackpool Safeguarding Adults Board and the Blackpool Safeguarding Children Board, which provides an opportunity to share and link discussions. The minutes from the BSCB are also shared with Board members for information and again, to allow opportunity to link discussions between the two Boards.

Pan-Lancashire Safeguarding Adult's Group

Blackpool Safeguarding Adults Board attends and contributes to the Pan-Lancashire Safeguarding Adults Group, which meets on a quarterly basis to attempt to unify approaches across the four Board areas (Blackburn with Darwen, Lancashire, Blackpool and Cumbria).

Health and Wellbeing Board

During 2012/13 the Health and Wellbeing Board has been operating in a shadow form and has met a number of times. Links with the Blackpool Safeguarding Adults Board are made through the shared membership of the Director of Adult Services and Cabinet Member for Adult Social Care.

Relationship of the Blackpool Safeguarding Adults Board with Political Structures

The Cabinet Member for Adult Social Care attends the Blackpool Safeguarding Adults Board

Board Support Resources

During 2012-13 supporting resources for the Blackpool Safeguarding Adults Board remained limited, and focused on ensuring that basic functions were carried out. The appointment of a Board Business Manager and Administrator in January 2013 have proven to be a valuable resource in ensuring that the work of the Board can be fully supported and driven forward into 2013/14. It is

anticipated that during 2014 the Care Bill will place the function of the Safeguarding Adults Board on a statutory footing. It is essential that Blackpool Safeguarding Adults Board retains the resources and commitment established during 2012-13.

Monitoring Activity

The Local Authority (Adult Social Care) has lead responsibility for responding to concerns and reports that a vulnerable person may be in circumstances where they have been harmed or are at risk of being harmed. A vulnerable person is entitled to protection from the Local Authority regardless of their eligibility for community care services using other criteria.

Following a preliminary review of the information received at the alert stage, a decision is made by the Safeguarding Lead as to whether this will become a safeguarding referral (safeguarding investigation is required), it will be logged as safeguarding incident only, or is deemed to be 'not safeguarding'.

Since April 1st 2012 up to 31st March 2013 there have been 393 Safeguarding Adults Alerts received by Adult Social Care across all disciplines. This figure may increase when the total number of those residing in care homes where there have been concerns are added. The recorded referral rate for adult safeguarding appears to have declined compared to last year when overall there were 452 safeguarding alerts.

In addition to the safeguarding alerts reported to Adult Social Care there have been 504 Safeguarding Reports made to the Safeguarding Adults Team by Lancashire Constabulary Western Division Public Protection Unit. The majority of these reports do not become adult protection investigations but do require some other form of response from Adult Social Care and Mental Health Services.

Of the 287 Safeguarding Alerts received up to January 10th 65.5 % proceeded to a further Safeguarding Investigation and Assessment. The other 35.5% of alerts were deemed to be either Not Safeguarding or a Safeguarding Incident only. These figures are proximate to the Threshold decisions taken for the whole year 2011 to 2012. The final quarter figures (January-March) are not yet reportable as the data is to be validated. Delays in this financial year have been exacerbated by changes to the National Abuse of Vulnerable Adults (AVA) return and changes to the Adult Social Care electronic recording system.

It is evident so far in this year's data that the Wilful Neglect or Mistreatment of a vulnerable adult is the single most prevalent type of abuse reported. This is the first time this abuse type has been most prevalent since records were first collated. This abuse type has overtaken financial abuse which has for the last two years been the most prevalent form of abuse. Moreover the location of the reported abuse has changed in terms of the highest figures. There are more safeguarding alerts reported concerning a care home or nursing home than in any other setting. Previously people were more likely to be at risk in their own homes. This is now second to the prevalence of abuse reports

concerning residential and nursing care. The evidence available to date when cross matched shows that the most prevalent form of vulnerable adult abuse is the neglect or mistreatment of vulnerable adults in residential and nursing care. This is often associated with both physical and psychological abuse. At the three quarter point of the reporting year there are already more reports or allegations of Institutional Abuse than there were for the whole of last year. Reports of Institutional Abuse concern Nursing and Residential care settings.

As in all previous years records the evidence is that the person posing the risk to the vulnerable adult is in a position of trust to the person at risk or vulnerable adult. Breach of trust remains central as the operating dynamic in adult abuse. Of all 287 safeguarding alerts this year less than 10 have involved strangers.

This information has been shared with the Blackpool Safeguarding Adults Board and will be monitored and responded to, via the Board's sub-groups.

Activity Sub-Group reports **Case Review Sub-Group**

The Case Review Sub-Group carries out the function of monitoring the implementation of action plans from each case review undertaken, disseminating lessons learned from reviews, considering referrals for Serious Case Review and monitoring ongoing case reviews.

A Serious Case Review should be considered when:

- An adult whose circumstances makes them vulnerable dies (including death by suicide or caused by self-neglect) **and** abuse or neglect is known or suspected to be a factor in their death.

 - An adult has sustained any of the following:
 - a potentially life-threatening injury through abuse or neglect,
 - serious sexual abuse,
 - serious and permanent impairment of health or development through abuse or neglect,
- or**
- where serious abuse occurred in an institutional setting
 - a culture of abuse was identified
 - multiple abusers were involved

and

- the case gives rise to concerns about the way in which local professionals and services work together to safeguard adults (See section 5 for commissioning guidance).

The purpose of conducting a case review is not to reinvestigate or to apportion blame, but to establish areas for development in order to learn lessons from the particular circumstance.

During 2013/13 the Case Review Sub-Group has overseen the implementation of one single agency action plan, a multi-agency action plan, the completion of one Serious Case Review and one Serious Case Review ongoing.

Mental Capacity Act & Deprivation of Liberty (MCA & DoLS) Sub-Group

This group has met on a quarterly basis between April 2012 and March 2013. Attendance has been good at the meetings and the group has been quorate. Initially there were attendees from the private sector in terms of residential and nursing homes, with this ceasing gradually over time.

Activities of the group during 2012/13 include:

The group have developed and enhanced the Common Assessment Record to include a dedicated section to allow the robust recording of best interest decisions, where persons lacking capacity have been removed from their homes. This form has been agreed for use across Blackpool including Blackpool Hospitals.

The sub-group discusses and monitors findings from Serious Case Reviews.

The sub-group has monitored and advised on the transfer of responsibility of DOLs authorisations. The CCG now have no supervisory responsibilities.

Training in relation to the Mental Capacity Act, its application and its relationship within the Safeguarding process has been commissioned and delivered for the past 2 years. This has been designed to meet a wide audience across the whole of Adult Social Care and all hospital trusts as well as 3rd sector partners.

The sub-group has been presented with data informing the group of DOLs activity, outcomes and lessons learned. This has enabled the sub-group to design training for multi-agency partners as required and evaluate Blackpool's DOLs activity against other areas and Local Authorities

Training & Development Sub-Group

In February 2012 the Blackpool Safeguarding Adults Board Training and Development sub-group amalgamated with the Blackpool Safeguarding Children Board (BSCB) Training sub-group in order to work more closely together and to undertake joint projects. This position was reviewed and from April 2013 the Blackpool Safeguarding Adults Board will once again have its own Training and Development sub-group.

The sub-group has met throughout the year on five occasions.

Training Strategy

A training strategy was developed which identified a number of core objectives:

- Objective 1:** To provide assurance to the Blackpool Safeguarding Adults Board that multi-agency training is having a positive impact on practice and outcomes for adults.
- Objective 2:** To ensure that the quality and effectiveness of safeguarding multi-agency training meets national and local standards
- Objective 3:** To develop and deliver a training programme that is responsive to local needs and equips staff to carry out their role and responsibilities in safeguarding adults
- Objective 4:** To ensure single and multi-agency training is consistent and that effective training is being delivered
- Objective 5:** To improve access to Blackpool Safeguarding Adults Board training and further develop Pan-Lancashire approaches to learning and development

The primary aim of the multi-agency training provided by the Blackpool Safeguarding Adults Board through the sub-group was to achieve better outcomes for adults by contributing to the training and development of staff who work with, care for and support them. It was planned to achieve this by developing a shared understanding across agencies of the tasks, processes, principles, roles and responsibilities outlined in national and local guidance to safeguard and promote the welfare of adults.

A number of priority areas were identified:

- Getting the basics right:** Raising awareness of 'what to do if you suspect an adult may be at risk of harm', how to make referrals and contribute to the safeguarding process
- Working Together** An advanced course for those working with other agencies to protect and safeguard adults
- Safer Recruitment/Safer workforce:** Provision of bespoke training to ensure those responsible for recruiting and selecting staff employ safer recruitment methods. This training will also cover handling allegations.
- Mental Capacity Act and Deprivation of Liberty Safeguards:** To raise the awareness of all staff and provide more advanced training for specific staff groups.
- Lessons from Serious** To ensure that lessons learnt are cascaded

Case Reviews and the Court of Protection: widely and become integral to safeguarding training

Other priorities included training around the issues of domestic abuse, forced marriage and honour based violence and female genital mutilation. However, assurances were gained that this training was being provided elsewhere through establishing close links with the Blackpool Interpersonal Violence Team/Strategic Board.

The strategy also included a competency framework for staff working with adults.

Training Programme

Training is delivered directly and through two E-Learning packages.

E-Learning Packages:

1. A basic awareness programme on safeguarding adults at risk
2. A foundation level package focusing on the Mental Capacity Act and the Deprivation of Liberty Safeguards.

Other training provided directly includes:

1. Basic Awareness of the implications of the Mental Capacity Act for practice
2. Advanced training focusing on the Mental Capacity Act
3. Advanced training on Deprivation of Liberty Safeguards

Work was commenced on scoping the options for a multi-agency 'Working Together' training course for staff working directly with adults at risk and inter-agency colleagues and developing a safer recruitment/safer working practice course to be delivered by a local training team.

Successes 2012-13

- Successfully appointed to the Board support team in January 2013, to drive forward the business of the Board and ensured that the Board operated in a shadow statutory form.
- Safeguarding Adults Board Event held in June 2012 – over 100 attendees from a wide spectrum of partner agencies for a half day conference. The event launched the safeguarding and personalisation principles and the training strategy. It provided an opportunity to find out more about the Board and local developments.
- Mental Capacity Act Training has been delivered to 256 people
- The process of developing complex multi-agency procedures on a Pan-Lancashire and Cumbria footprint has been commenced, with the first live version due in June 2013.

Looking Forward

2013/14 is shaping up to be an incredibly positive year for Blackpool Safeguarding Adults Board. With dedicated support resources now in place, we are looking forward to the implementation of the Care Bill and the Board's statutory footing as a result and anticipating the implementation of a multi-agency funded budget. The Board have an event planned in order to identify priorities for 2013/14. It will be considering the structure, membership and

reporting arrangements, ensuring planning cycles are established as a strong foundation to move forward in a positive way.