

Supporting our futures *for* Reading
Adult Social Care
& Wellbeing



Reading Borough Council Safeguarding Report 2019-2020



Reading
Borough Council
Working better with you



Safeguarding Report 2019-2020

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Reading Annual Performance Report 2019/20

The 2019-20 Safeguarding Adults Collection (SAC) records details about safeguarding activity for adults aged 18 and over in England. It includes demographic information about the adults at risk and the details of the incidents that have been alleged.

The Safeguarding Adults Collection (SAC) has been collected since 2015/16 and is an updated version of the Safeguarding Adults Return (SAR) which collected safeguarding data for the 2013/14 and 2014/15 reporting periods.

Section 1 - Safeguarding Activity

Concerns and Enquiries

Table 1 shows the Safeguarding activity within Reading over the previous 3 years in terms of Concerns raised, s42 Enquiries opened and the conversion rates over the same period.

There were 960 Safeguarding Concerns received in 2019/20. The number of Concerns has once again decreased considerably since last year (down 149 over the previous year).

543 s42 Enquiries were opened this year, with a conversion rate from Concern to s42 Enquiry of 57% which is higher than the national average was for 2018/19 (Approx. 39%). This continues the upward trajectory of this indicator for Reading as compared to previous years, although it does bring us more into line with other West Berkshire authorities and is also expected to fall next year.

There were 462 individuals who had an s42 Enquiry opened during 2019/20 which is only an increase of 4 over the year and shows that whilst Concerns received were falling the number of individuals starting a s42 Enquiry has remained quite stable over the previous 2 years.

Table 1 - Safeguarding Activity for the past 3 Years since 2017/18

Year	Safeguarding Concerns received	Safeguarding s42 Enquiries Started	Individuals who had Safeguarding s42 Enquiry Started	Conversion rate of Concern to s42 Enquiry
2017/18	1542	542	457	35%
2018/19	1109	549	458	50%
2019/29	960	543	462	57%

Section 2 - Source of Safeguarding Concerns

As Figure 1 shows the largest percentage of safeguarding concerns for 2019/20 were referred from both 'Social Care staff' (32.3%) and by 'Health' staff (29.9%) with 'Family Members' also providing a larger than average proportion (12.0%). The 'Police' have also been responsible for referring 8.8% of all 542 enquiries over the past year.

The 'Social Care' category encompasses both local authority staff such as Social Workers and Care Managers as well as independent sector workers such as Residential / Nursing Care and Day Care staff. The 'Health' category relates to both Primary and Secondary Health staff as well as Mental Health workers.

Figure 1 - Safeguarding Concerns by Referral Source - 2019/20

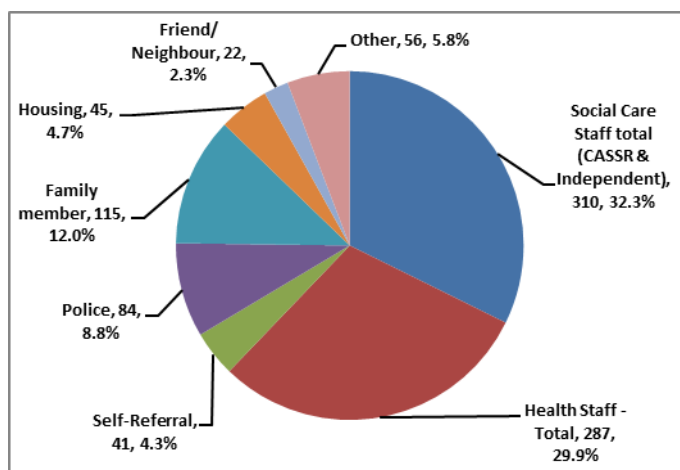


Table 2 shows the breakdown of the number of safeguarding concerns by Referral Source over the past 3 years since 2017/18.

For 'Social Care' actual numbers coming in have decreased over the year by 75 which proportionately makes this group 32.3% of the overall total (down from 34.7% in 2018/19). The biggest decrease in numbers can be found in 'Residential / Nursing staff' which has seen a drop of 3% down to 21.9% of the Social Care total. Referrals coming from 'Domiciliary Care Staff' meanwhile have risen by 2.2% up to 26.1% of the Social Care total.

The numbers of referrals coming in from 'Health Staff' have decreased from 371 to 287 since 2018/19. Proportionately it now makes up 29.9% of the overall total (down from 33.5% in 2018/19). The numbers coming from 'Secondary Health staff' have fallen by 7.7% and those coming from 'Mental Health staff' have also fallen by 5.1% of the Health Total. 'Primary / Community Health' referrals however have risen over the year by 12.7% when looking at the 'Health Staff' proportion overall.

'Other Sources of Referral' over the year have increased by 6% this year and now make up 37.8% of the overall total. As a proportion of those in this category; there

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has been an increase in those coming in from 'Housing' (up 4.5%) and 'Friends/Neighbours' (up 1.5%). We have also seen a decrease as a proportion of the 'Other Sources of Referral' total for those coming via 'Self-Referral' (down 2%), 'Family Members' (down 2.3%) and the 'Police' (down 2.1%).

Table 2 - Safeguarding Concerns by Referral Source over past 2 Years since 2018/19

	Referrals	2018/19	2019/20
Social Care Staff	Social Care Staff total (CASSR & Independent)	385	310
	Domiciliary Staff	92	81
	Residential/ Nursing Care Staff	96	68
	Day Care Staff	22	0
	Social Worker/ Care Manager	110	84
	Self-Directed Care Staff	6	0
	Other	59	77
Health Staff	Health Staff - Total	371	287
	Primary/ Community Health Staff	60	83
	Secondary Health Staff	234	159
	Mental Health Staff	77	45
Other sources of referral	Other Sources of Referral - Total	353	363
	Self-Referral	47	41
	Family member	120	115
	Friend/ Neighbour	16	22
	Other service user	0	0
	Care Quality Commission	7	3
	Housing	28	45
	Education/ Training/ Workplace Establishment	4	3
	Police	89	84
	Other	42	50
	Total	1109	960

Section 3 - Individuals with Safeguarding Enquiries

Age Group and Gender

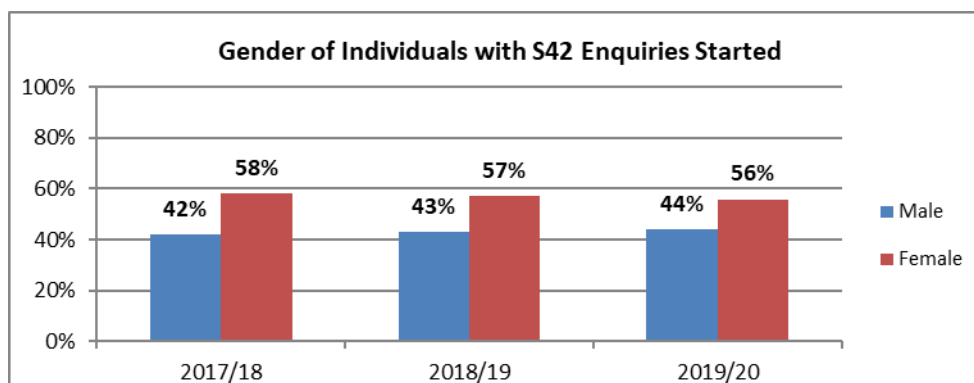
Table 3 displays the breakdown by age group for individuals who had a safeguarding enquiry started in the last 3 years. Most enquiries continue to relate to the 65 and over age group which accounted for 58% of enquiries in 2019/20 which is the same as last year. Between the ages of 65 and 84 the older the individual becomes the more enquiries are raised. Overall most age groups have stayed consistent over the past year.

Table 3 - Age Group of Individuals with Safeguarding s42 Enquiries over past 3 Years since 2017/18

Age band	2017-18	% of total	2018-19	% of total	2019-20	% of total
18-64	192	42%	191	42%	194	42%
65-74	65	14%	66	14%	67	15%
75-84	95	21%	91	20%	99	21%
85-94	90	20%	93	20%	86	19%
95+	15	3%	17	4%	16	3%
Age unknown	0	0%	0	0%	0	0%
Grand total	457		458		462	

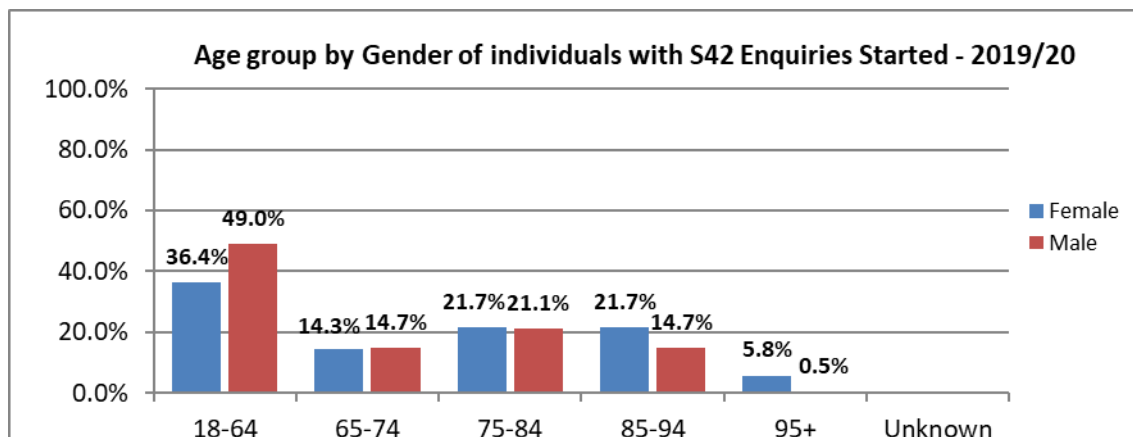
In terms of the gender breakdown there are still more Females with enquiries than Males (56% compared to 44% for 2019/20). The gap between the two has started to fall slowly over the past 3 years by 1% each time. This is shown in Figure 2 below (*See Table A in Appendix A for actual data*).

Figure 2 - Gender of Individuals with Safeguarding s42 Enquiries over past 3 Years since 2017/18



When looking at Age and Gender together for 2019/20 the number of Females with enquiries is larger and increases in comparison to Males in every age group over the age of 75. It is especially high comparatively in the 85-94 (Females - 21.7% and Males - 14.7%) and the 95+ age groups (Females - 5.8% and Males - 0.5%). For Males there is a larger proportion in the 18-64 group which makes up 49% of that total whereas the proportion is only 36.4% for the Females in that group. This is shown below in Figure 3 (*See Table B in Appendix A for actual data*).

Figure 3 - Age Group and Gender of Individuals with Safeguarding s42 Enquiries - 2019/20



Ethnicity

82.5% of individuals involved in s42 enquiries for 2019/20 were of a 'White' ethnicity with the next biggest groups being 'Black or Black British' (6.9%) and 'Asian or Asian British' (4.5%). The 'White' group has risen this year by 2.5% (82.7% in 2017/18) whereas the 'Mixed / Multiple' and 'Asian or Asian British' groups have fallen by 1.1% and 2.1% respectively. The 'Black British' and 'Other Ethnic' groups have risen slightly by 0.4% and 0.3% over the past year. This is shown in Figure 4 below.

Figure 4 - Ethnicity of Individuals involved in Started Safeguarding s42 Enquiries - 2019/20

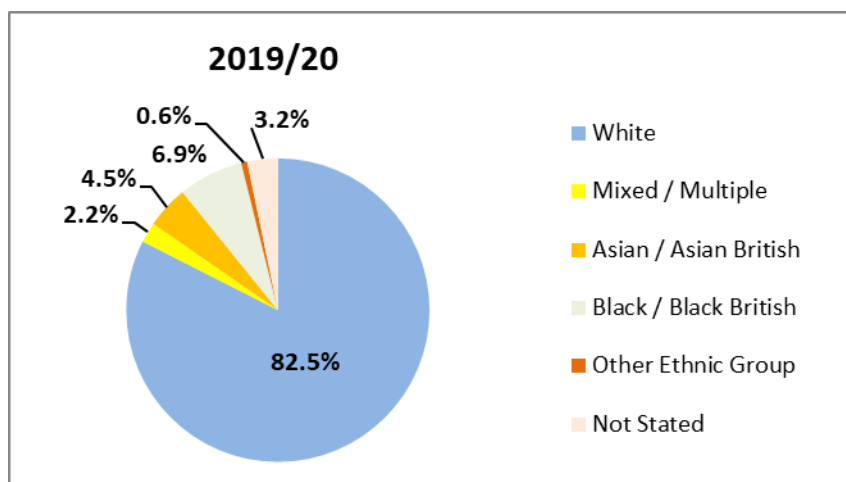


Table 4 shows the ethnicity split for the whole population of Reading compared to England based on the ONS Census 2011 data along with the % of s42 Enquiries for 2019/20 compared to 2018/19. Any Enquiries where the ethnicity was not stated have been excluded from this data in order to be able to compare all the breakdowns accurately.

Table 4 - Ethnicity of Reading Population / Safeguarding s42 Enquiries over 2 Years since 2018/19

Ethnic group	% of whole Reading population (ONS Census 2011 data) *	% of whole England population (ONS Census 2011 data) *	% of Safeguarding s42 Enquiries 2018/19	% of Safeguarding s42 Enquiries 2019/20
White	74.5%	85.6%	82.7%	85.2%
Mixed	3.7%	2.3%	3.3%	2.2%
Asian or Asian	12.6%	7.7%	6.8%	4.7%
Black or Black	7.3%	3.4%	6.8%	7.2%
Other Ethnic group	1.9%	1.0%	0.4%	0.7%

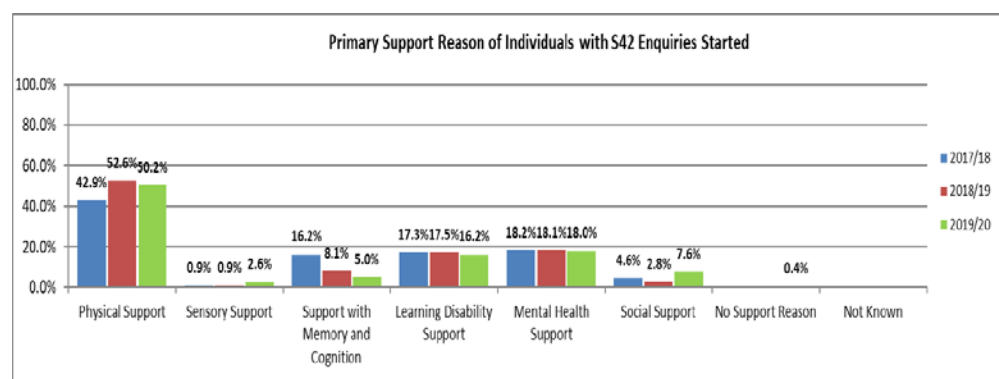
The numbers above suggest individuals with a 'White' ethnicity are more likely to be referred to safeguarding. Their proportions are much higher than for the whole Reading population although are now on a par with the England Population from the 2011 Census data.

It also especially shows that those individuals of an 'Asian or Asian British' ethnicity are less likely to be engaged in the process especially at a local level. Once again, the 'Black or Black British' ethnic group is more comparable to the local picture and is higher than that at a national level.

Primary Support Reason

Figure 5 shows the breakdown of individuals who had a safeguarding enquiry started by Primary Support Reason (PSR). The largest number of individuals in 2019/20 had a PSR of 'Physical Support' (50.2%) which has seen a decrease in its proportion of 2.4% over the year. The 'Support with Memory and Cognition' one has fallen again this year (from 8.1% in 2018/19 to 5.0% in 2019/20). Both 'Sensory Support' (up 1.7%) and 'Social Support' clients (up 4.8%) have seen increases for the first time (See Table C in Appendix A for actual data).

Figure 5 - Primary Support Reason for Individuals with Safeguarding s42 Enquiry over past 3 years



Section 4 - Case details for Concluded s42 Enquiries

Type of Alleged Abuse

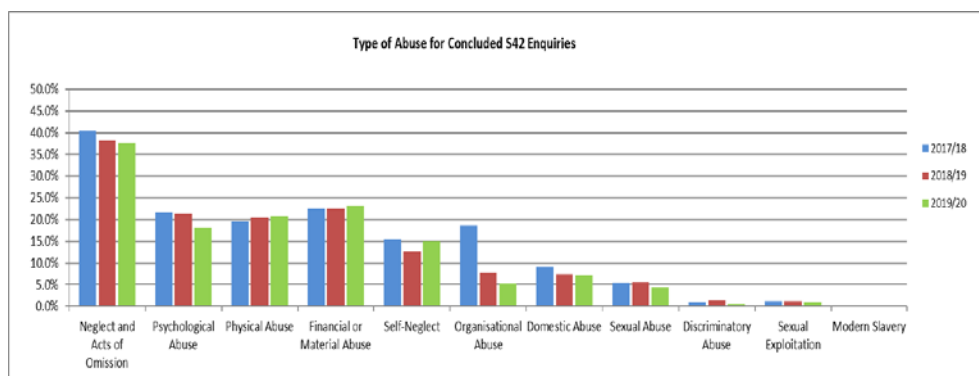
Table 5 and Figure 6 show concluded enquiries by type of alleged abuse over the last three years. An additional 4 abuse types (*) were added in the 2015/16 return.

The most common types of abuse for 2019/20 were for 'Neglect and Acts of Omission' (37.6%), 'Financial or Material Abuse' (23.1%) and 'Physical Abuse' (20.9%). The main types of abuse that saw a decrease since last year are for 'Psychological Abuse' (down 3.2%) and 'Organisational Abuse' (down 2.6%). 'Self-Neglect' was one of the newer abuse types added in 2015/16 and has seen a rise this year (up 2.2% to 14.9% of all concluded enquiries).

Table 5 - Concluded Safeguarding s42 Enquiries by Type of Abuse over past 3 Years since 2017/18

Concluded enquiries	2017/18	%	2018/19	%	2019/20	%
Neglect and Acts of Omission	233	40.5%	236	38.3%	202	37.6%
Psychological Abuse	125	21.7%	131	21.3%	97	18.1%
Physical Abuse	113	19.6%	126	20.5%	112	20.9%
Financial or Material Abuse	130	22.6%	139	22.6%	124	23.1%
Self-Neglect *	89	15.5%	78	12.7%	80	14.9%
Organisational Abuse	107	18.6%	48	7.8%	28	5.2%
Domestic Abuse *	52	9.0%	46	7.5%	39	7.3%
Sexual Abuse	31	5.4%	34	5.5%	24	4.5%
Discriminatory Abuse	6	1.0%	9	1.5%	3	0.6%
Sexual Exploitation *	7	1.2%	7	1.1%	6	1.1%
Modern Slavery *	1	0.2%	0	0%	1	0.2%

Figure 6 - Type of Alleged Abuse over past 3 Years since 2017/18



Location of Alleged Abuse

Table 6 shows concluded enquiries by location of alleged abuse over the last two years only.

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Still by far the most common location where the alleged abuse took place for Reading clients has been the individuals 'Own Home' (67.6% in 2019/20) which has seen a 2.7% increase proportionately compared to last year. Those in 'Care Homes' have seen a fall by 2.7% overall (2.1% of which has been in the 'Care Home - Nursing' location). Those in a 'Hospital' location have also fallen 1.3% over the year although there was a small rise in the 'Mental Health Hospital' location (up 0.8%).

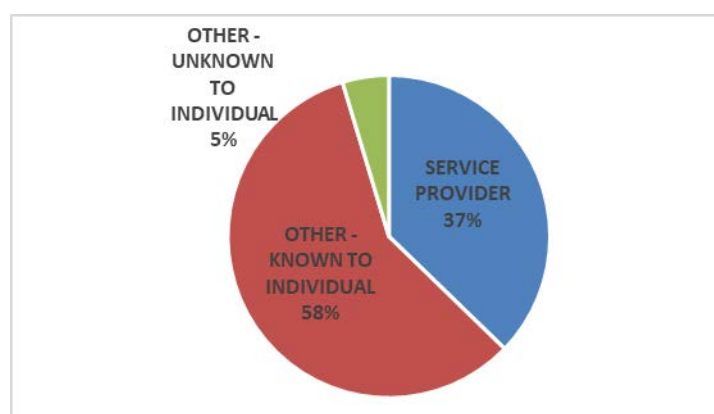
Table 6 - Concluded S42 Enquiries by Abuse Location Type over past 2 Years since 2018/19

Location of abuse	2018-19	% of total	2019-20	% of total
Care Home - Nursing	42	6.8%	25	4.7%
Care Home - Residential	52	8.4%	42	7.8%
Own Home	400	64.9%	363	67.6%
Hospital - Acute	36	5.8%	21	3.9%
Hospital - Mental Health	16	2.6%	18	3.4%
Hospital - Community	4	0.6%	2	0.4%
In a Community Service	4	0.6%	12	2.2%
In Community (exc Comm Svs)	43	7.0%	40	7.4%
Other	19	3.1%	14	2.6%

Source of Risk

58% of concluded enquiries (up 2.6% on 2018/19) involved a source of risk 'Known to the Individual' whereas those that were 'Unknown to the Individual' only make up 5.0% (down 1.5% on 2018/19). The 'Service Provider' category which was formerly known as 'Social Care Support' refers to any individual or organisation paid, contracted or commissioned to provide social care. This makes up 37% of the total (down 1.1% on 2018/19). This is shown below in Figure 7.

Figure 7 - Concluded Enquiries by Source of Risk 2019/20



Action Taken and Result

Table 7 below shows concluded enquiries by action taken and the results for the last three years whereas Figure 8 compares the last 2 years directly in terms of the concluded enquiry outcomes.

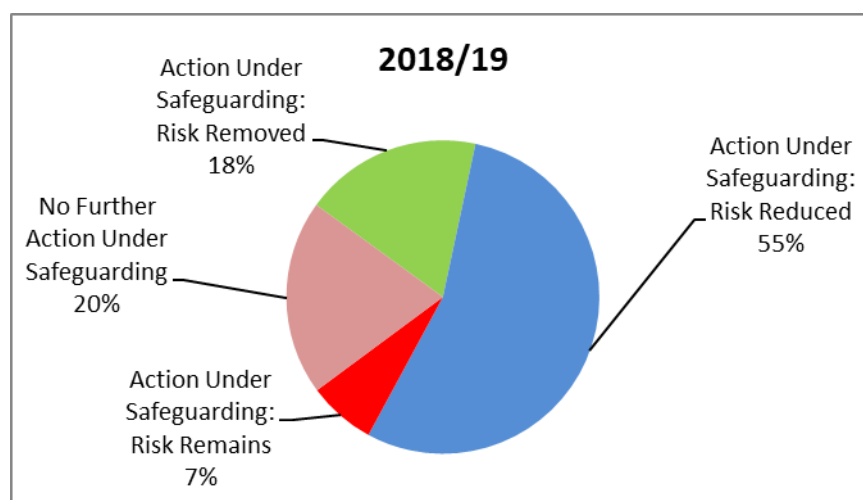
In 2018/19 the data has changed significantly again due to the outcomes of concluded enquiries being looked at closely for the current year. As a result, those with 'No Further Action Under Safeguarding' have reduced for the second year running to 14% of all concluded enquiries (was 20% of the total in 2018/19).

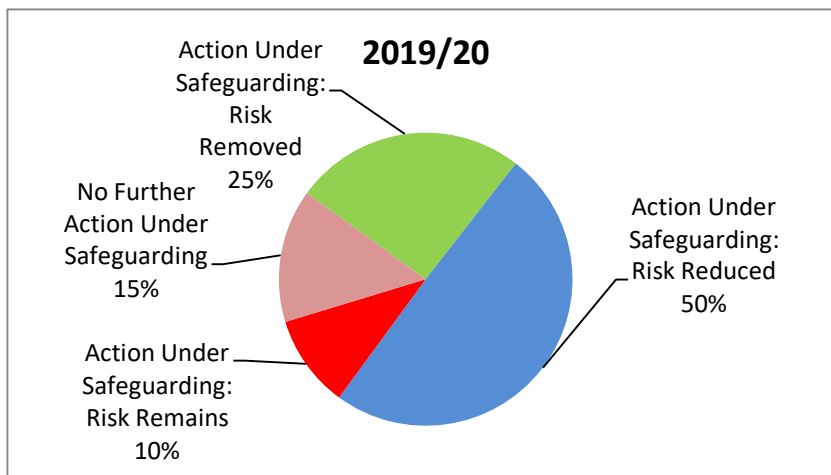
The risk was 'Reduced' or 'Removed' in 73% of concluded enquiries in 2018/19 whereas this has increased to 76% of the total in 2019/20. Of those there was an 8% rise in those where a 'Risk Removed' outcome was recorded.

Table 7 - Concluded Enquiries by Action Taken and Result over past 3 Years since 2017/18

Result	2017-18	% of total	2018-19	% of total	2019-20	% of total
Action Under Safeguarding: Risk Removed	45	8%	113	18%	137	26%
Action Under Safeguarding: Risk Reduced	173	30%	336	55%	266	50%
Action Under Safeguarding: Risk Remains	43	7%	43	7%	55	10%
No Further Action Under Safeguarding	315	55%	124	20%	79	14%
Total Concluded Enquiries	576	100%	616	100%	537	100%

Figure 8 - Concluded Enquiries by Result, 2018/19 and 2019/20



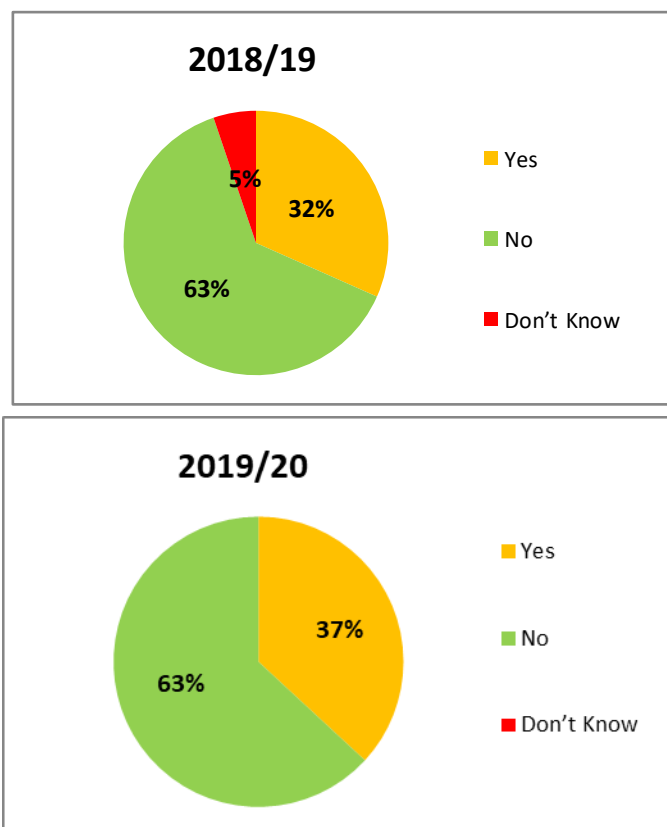


Section 5 - Mental Capacity

Figure 9 shows the breakdown of mental capacity for concluded enquiries over the past 2 years since 2018/19 and shows if they lacked capacity at the time of the enquiry.

The data shows that over time those that lacked capacity has increased slowly year on year with a 5% increase since 2018/19. These figures are in some part due to the reduction in those concluded enquiries where the Mental Capacity was not fully identified. In 2018/19 approximately 5% of cases still had an unknown level of Mental Capacity whereas by 2019/20 this figure had fallen to 0%.

Figure 9 - Concluded S42 Enquiries by Mental Capacity over past 2 Years since 2018/19



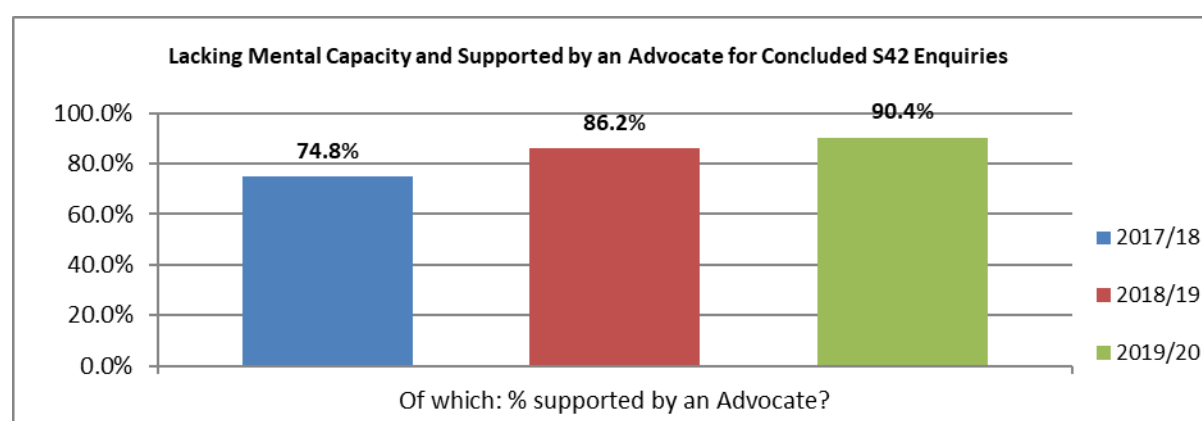
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Of those 198 concluded enquiries where the person involved was identified as lacking capacity during 2019/20 a larger proportion (90.4%) are being supported by an advocate, family or friend than in the previous years (up 4.2% for the current year and up 15.6% in total since 2017/18). Table 8 and Figure 10 show how the numbers and proportion have continued to rise over the previous 3 years due to a focus on this area locally.

Table 8 - Concluded S42 Enquiries by Mental Capacity over past 3 Years since 2017/18

Lacking Capacity to make Decisions?	2017-18	2018-19	2019-20
Yes	147	195	198
<i>Of which: how many supported by an Advocate?</i>	110	168	179
<i>Of which: % supported by an Advocate?</i>	74.8%	86.2%	90.4%

Figure 10 - Concluded S42 Enquiries by Mental Capacity over past 3 Years since 2017/18



Section 6 - Making Safeguarding Personal

Making Safeguarding Personal (MSP) was a national led initiative to improve the experiences and outcomes for adults involved in a safeguarding enquiry.

As at year end, 86% of all clients for whom there was a concluded case were asked about the outcomes they desired (either directly or through a representative) although 10% of those did not express an opinion on what they wanted their outcome to be (in 2018/19 this figure was 84% of which 9% did not express what they wanted their outcomes to be). This is shown below in Figure 11.

Figure 11 - Concluded Enquiries by Expression of Outcome over past 3 Years since 2017/18

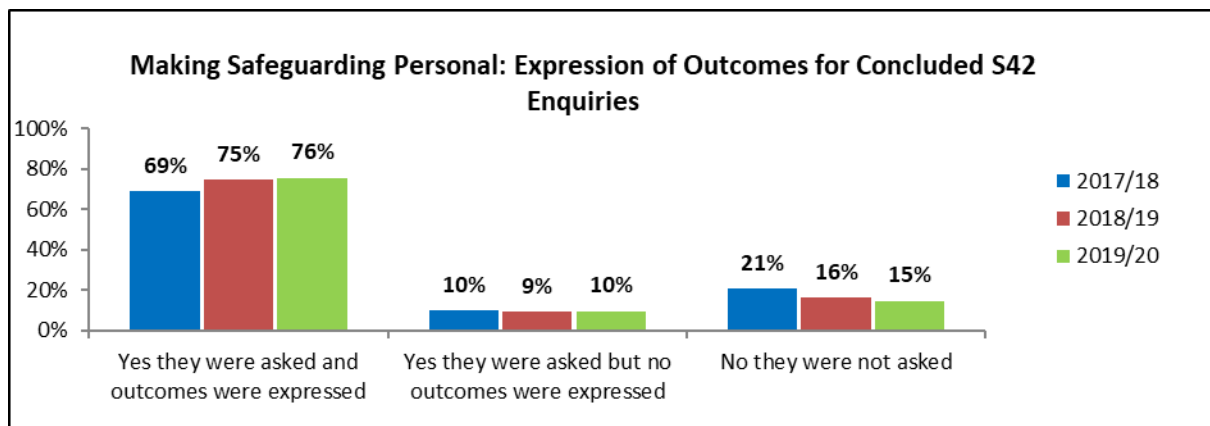
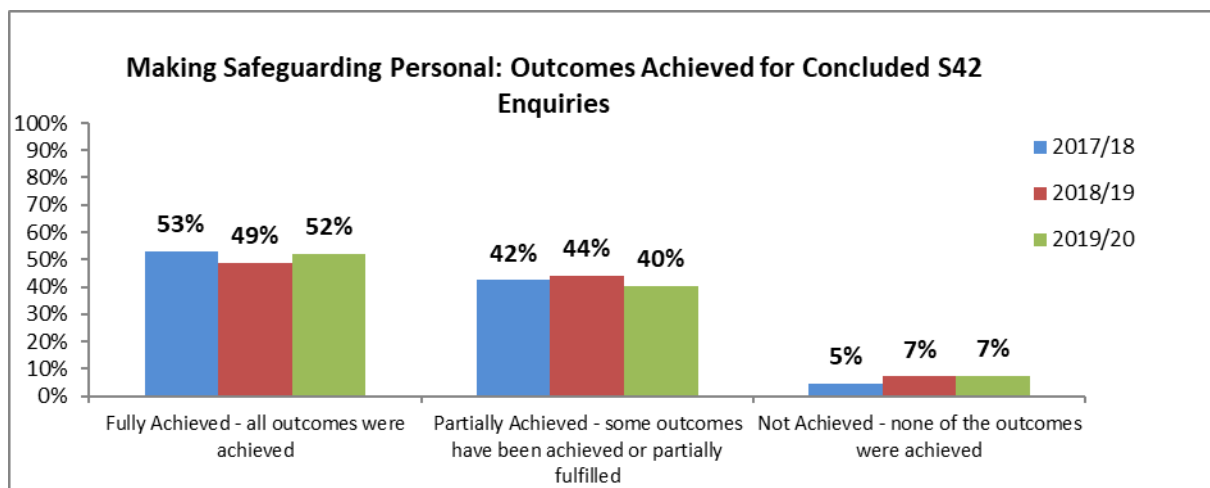


Figure 12 - Concluded Enquiries by Expressed Outcomes Achieved over past 3 Years since 2017/18



Of those who were asked and expressed a desired outcome, there has been an increase of 3% (from 49% in 2018/19 to 52% in 2019/20) for those who were able to achieve those outcomes fully, as a result of intervention by safeguarding workers.

However, a further 40% in 2019/20 (down 4% since 2018/19) managed to partially achieve their stated outcomes meaning 7% did not achieve their outcomes during the previous year which was on a par with the figure in 2018/19. This is shown above in Figure 12.

Appendix A**Table A - Gender of Individuals with Safeguarding s42 Enquiries over past 3 Years since 2017/18**

Gender	2017-18	% of total	2018-19	% of total	2019-20	% of total
Male	192	42%	196	43%	204	44%
Female	265	58%	262	57%	258	56%
Total	457	100%	458	100%	462	100%

Table B - Age Group and Gender of Individuals with Safeguarding s42 Enquiries - 2019/20

Age group	Female	Female %	Male	Male %
18-64	94	36.4%	100	49.0%
65-74	37	14.3%	30	14.7%
75-84	56	21.7%	43	21.1%
85-94	56	21.7%	30	14.7%
95+	15	5.8%	1	0.5%
Unknown	0	0.0%	0	0.0%
Total	258	100.0%	204	100.0%
	56%		44%	

Table C - Primary Support Reason for Individuals with a Safeguarding s42 Enquiry over past 3 Years since 2017/18

Primary support reason	2017/18	% of total	2018/19	% of total	2019/20	% of total
Physical Support	196	42.9%	241	52.6%	232	50.2%
Sensory Support	4	0.9%	4	0.9%	12	2.6%
Support with Memory and Cognition	74	16.2%	37	8.1%	23	5.0%
Learning Disability Support	79	17.3%	80	17.5%	75	16.2%
Mental Health Support	83	18.2%	83	18.1%	83	18.0%
Social Support	21	4.6%	13	2.8%	35	7.6%
No Support Reason	0	0%	0	0%	2	0.4%
Total	457	100%	458	100%	462	100%



Achievements by Reading Borough Council 2019-20

Operational Teams

The Adult Safeguarding Team continue to undertake the screening process for all the safeguarding concerns for Reading Borough Council and the Locality Teams undertake most of the section 42 enquiries.

Organisational abuse safeguarding concerns has been a pressure on the service over the past twelve months. This has put a great deal of pressure on not only the Adult Safeguarding Team but also the locality teams who have assisted in the process to ensure that service users who receive services from these providers are safe. We have worked closely with the CQC and our partner local authorities to undertake relevant S42 enquiries and adhere to the Quality Assurance Provider framework process.

Safeguarding Adult Reviews

Reading Borough Council actively participated and engaged in Safeguarding Adult Reviews (SARs) commissioned by the Safeguarding Adult Board. We have participated in bite-size learning events agreed via the Learning and Development subgroup and various internal workshops were held to disseminate learning from SARs.

Adult Social Care reviewed safeguarding training plans to ensure mandatory training encompassed priorities of the SAB and was responsive to emerging findings from SARs.

Multi Agency Panels

A consistent named professional from the Adult Safeguarding Team was provided for the Multi Agency Risk Assessment Conference (MARAC) and Multi Agency Public Protection Arrangements (MAPPA) to support interagency networking and interfaces.

A consistent named Senior Manager has attended the Channel panel to represent Adult Social care and advise on safeguarding matters.

Service Improvements Serious Concerns Framework

In April 2019 the Serious Concerns (SC) and Standards of Care (SOC) provider framework was implemented in Reading Borough Council by the Commissioning Service.

Serious concerns process

The serious concerns process exists to manage serious concerns within the provider organisation. These are severe concerns with high levels of risk. The process supplements but does not replace investigations such as those relating to safeguarding, fraud and health and safety. The Quality Officers in conjunction with the Safeguarding Manager will analyse the evidence and, where the information identifies high levels of risk linked to the level of concern matrix those providers will enter a Serious Concerns framework. This process will remain in force until providers have demonstrated and evidenced the necessary changes to ensure that their residents are safe from harm. There will be occasions when providers move into a Standards of Care framework until all the identified quality assurance work has been completed to a satisfactory standard.

The Serious Concerns and Standards of Care process is supported by best practice guidance and legislation. It also considers providers' infrastructure, policies and procedures to ensure that these are in place to support the delivery of good quality services. The Quality Officers, where possible, will be aware of national standards and requirements such as Care Quality Commission (CQC) regulations and National Institute of Health and Care Excellence (NICE) guidance. This information will feed into the quality monitoring work undertaken with providers.

If the organisation is placed in a Serious Concerns framework, they are to participate in regular meetings with Reading Borough Council and all stakeholders are involved. These meetings are to track the progress of the providers against an improvement action plan. A red flag is placed against a provider that will prevent admissions to the service.

Triggers for a Serious concerns Process

- A disproportionate number of Safeguarding concerns
- Multiple safeguarding concerns
- A CQC inspection report of 'Inadequate'
- A report of serious crime
- Multiple whistle blowing reports
- Injury or unexplainable death
- Multiple Complaints

Standards of Care

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The SOC process sits beneath the Serious Concerns process and exists to monitor less severe concerns within the organisation. These are medium/ to low risk. If the organisation is placed in a SOC framework they are to participate in regular meetings with Reading Borough Council and all stakeholders involved. These meetings are to track the progress of the providers against an improvement action plan.

Triggers for a Standard of Care Process

- CQC Inspection report
- Repeated poor practice
- Multiple medication errors
- Multiple whistle blowers
- Complaints about the provider
- A Safeguarding Strategy meeting which identifies several issues
- Several Safeguarding concern

Conversation Counts Model

The Conversation Counts Model that was implemented in 2018 has been continually evaluated and strengthened as a result of the initial feedback from service users, staff and external professionals. In March 2019 phase two of the model was introduced and the focus of the work involves working with people whose circumstances mean they are in crisis and who may be at risk. Staff aim to understand what is causing the crisis, what needs to change urgently and then work with the person to make those changes happen and create stability in their life. The final phase of the Conversation Counts Model is to support people to “look at what good looks like”, what resources, support, connections a person needs to live the life they choose to live. This has created a greater emphasis on the broader safeguarding agenda and has enabled staff working alongside people to help them look at how they keep themselves safe.

Direct Payments

A key priority for the Council in 2019 was to increase the use of Direct Payments (DPs) as an alternative to traditional models of care and for DPs to be offered to service users for purchasing support packages. An area of concern had been supporting service users to make the right choices in respect of employing carers, the potential for an increase in safeguarding concerns and the general well-being and safety of the service user undertaking this process.

Therefore, from April 2019 to March 2020 a Direct Payments Development Officer was recruited to support the project. Guidance for service users and staff was updated and the number of DP users in Reading has increased. This has been successful and there has not been an increase in safeguarding concerns and offers

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assurances to those managing their own DP that they are not exposing themselves to risk or harm.

Personal Assistants

A further project was implemented to develop Reading's Personal Assistant (PA) market which would address the safeguarding agenda in general. One way of receiving DPs is via a PA who works directly with one or more service users, to support them with various aspects of their daily life. This could be in their own home, in the community, at leisure or at work. PAs are usually employed directly by a person who needs care and support and who manages and pays for this through their Personal Budget or with their own money. The individual employing a PA can choose exactly how they are supported to ensure their needs are met.

Employing PAs supports our aims for service users to:

- receive services that prevent their care needs from becoming more serious or delay the impact of their needs.
- get the information and advice they need to make good decisions about care and support.
- have a range of provision of high quality, appropriate services to choose from.

The future is for a sustainable, diverse and robust PA Market in Reading that will:

- deliver quality care through trained PAs and raising service users' awareness of safeguarding and standards.
- increase choice and control for individuals over the care and support they receive.

Technology Enabled Care (TEC)

In 2018 a project was initiated to understand how Technology Enabled Care (TEC) can promote wellbeing, support prevention, maximise independence and self-care, enhance quality of life and reduce the need for a safeguarding intervention. In May 2019 the Reading Borough TEC Lead presented the findings of a six-month review of the provision of TEC in Reading. A range of activities were used to develop an understanding of the current and future potential for increasing the adoption and uptake of TEC. Improvements to our TEC service have been underway since then and we recently launched our end-to-end Turnkey TEC service. A new TEC Lead has been recruited and we will be monitoring service users' outcomes over the coming months to identify how TEC has impacted on their lives.