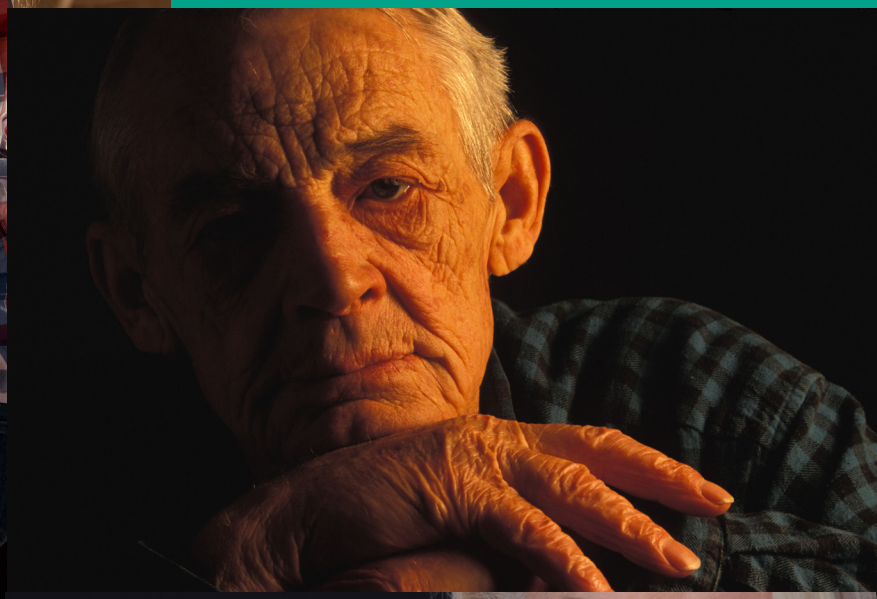
Safeguarding Adults
Annual Report
2019 / 20



West Berkshire
COUNCIL

Contents

Executive Summary

Safeguarding Adults is a strategic priority for West Berkshire Council and a core activity of Adult Social Care.

2019/20 has been another busy year for the Safeguarding Adult Service in West Berkshire Council. Delivery of the safeguarding function is shared between the operational social care teams, often referred to as Locality Teams, who complete the majority of investigations into allegations of abuse, a small safeguarding team that provide a triage and scrutiny function, signing off all investigations and leading on investigations into organisational abuse and out of county placements. They also coordinate the response in relation to Deprivation of Liberty Safeguards (DoLS).

The Service has had some significant personnel changes the latter part of 2019/20 including the transfer of the service manager to another management position within Adult Social Care and the resignation of the DoLS Officer. Other team members took on 'acting up' positions and recruitment for those vacant posts have now been successful.

During March 2020 the UK was subject to a number of restrictions due to the Covid-19 pandemic. This pandemic changed the way in which the safeguarding team were working and how we could interact with service users and providers. The wider social care team worked hard to ensure that those most vulnerable and at risk still received a safeguarding response and those who were likely to be at increased risk due to the restrictions could access support. The impact of the COVID pandemic will be further understood and seen to a greater degree in 2020/21.

During 2019/20 work progressed to review our safeguarding processes to ensure our recording is efficient and best suits the needs of the service user and teams. New recording forms were developed and launched at the beginning of April 2020. To support the implementation, staff consultation workshops and meetings were held during the 2019/20 reporting period. The feedback from those sessions was very positive. The new forms and potential impacts are referenced in the "The Future" section of this report.

Organisational Safeguarding has remained a pressure on the service over the past twelve months. The conclusion of an organisational investigation at a large care home has increased the numbers of concluded enquires for 2019/20. It should be noted that West Berkshire Council, when a large care provider presents with organisational concerns, opens a safeguarding enquiry for each individual potentially affected. This aligns with guidance for recording and reporting received from the Department of Health and Social Care (DHSC). The service also had one Berkshire wide provider who had been under a police investigation and serious provider concerns framework which West Berkshire Safeguarding Service led on because the head office for the provider is in our area.

Introduction

Safeguarding is a statutory responsibility for all Local Authorities and as such is a strategic priority for West Berkshire Council and core activity for Adult Social Care.

This annual report evidences the key measures and trends used to monitor activity for Safeguarding Adults in West Berkshire to ensure risks are being identified and managed appropriately. Utilising the set of indicators and statutory reporting requirements for 2019/20, analysis of performance has developed comprehensively across the year to produce this report.

This report also focuses on the activities of the safeguarding network in West Berkshire during the reporting year.

Networks

The Care Act 2014 required all Local Authorities to form a Safeguarding Adults Board (SAB) to provide the strategic overview and direction of safeguarding, provide governance and quality assurance to the process. This includes the commissioning of Safeguarding Adults Reviews when a person has died or been significantly harmed and the SAB knows, or suspects, that the death resulted from abuse or neglect.

West Berkshire Council is a member of the West of Berkshire Safeguarding Adults Board; a Tri-Authority Board in partnership with Reading Borough Council and Wokingham Borough Council alongside other key stakeholders including, but not exclusively, Thames Valley Police, Berkshire Healthcare Foundation Trust, Royal Berkshire Hospital Foundation Trust and the local Clinical Commissioning Group. The SAB has produced its own annual report which can be viewed on its website www.**sabberkshirewest**.co.uk

The SAB Business Strategy 2018-21 was updated in June 2019 and has now identified the following priorities:

Priority 1: We will provide the partnership with the tools and framework to work effectively with people who Self-Neglect.

Priority 2: The SAB will work collaboratively with Local Safeguarding Children Boards, Community Safety Partnerships and Health and Wellbeing Boards to provide the workforce with the frameworks and tools to work with Vulnerable Adults who are at risk of Domestic Abuse.

Priority 3: We will understand the main risks to our local population in regards to Targeted Exploitation and agree how best to equip the partnership to Safeguard vulnerable people against these risks.

Priority 4: The SAB will understand from key stakeholders, why there has been an increase in organisational safeguarding and seek assurance from commissioners, that there are adequate preventative measures in place that is consistent across the partnership where practical.

The 2019-20 Business Plan is published on the SAB website:
http://www.sabberkshirewest.co.uk/board-members/priorities-plans-and-reports/

The Safeguarding Adults Board are developing the business plan for 2020-21,which will detail the way in which partner agencies will contribute to delivering agreed priorities, this will be published on SAB website.

Volumes and Performance

Safeguarding activity

Concerns and S42 Enquiries

For 2019/20:

- 925 concerns were opened.

Whilst this is a significant increase (30%) in the number of concerns opened compared to 2018/19, the increase is attributed to a change in the way data is captured.

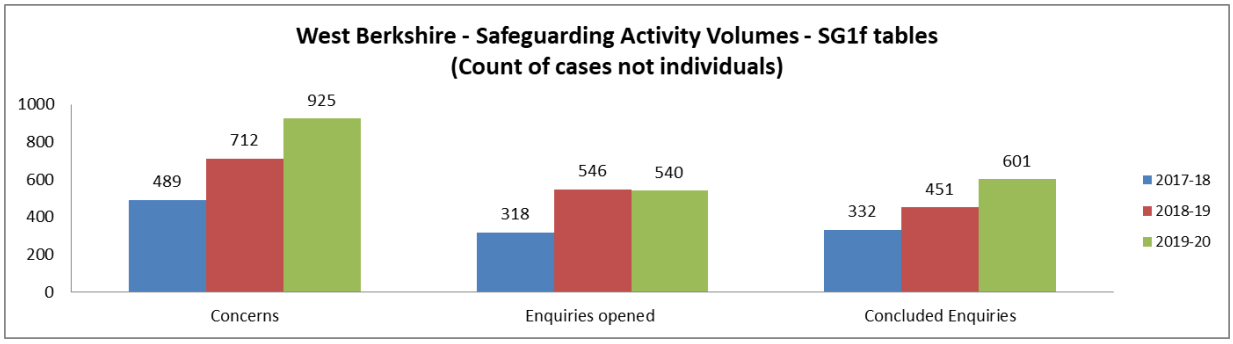
During 2019/20 West Berkshire reviewed the recording of safeguarding to improve processes and recording. Historically, some concern documents that ended at a 'triage' stage were not reported statutorily as they did not meet the threshold for safeguarding. However, as part of our review, we consider these should be included in the volumes we report on a statutory basis: for all of these concerns, there is some question as to whether thresholds are met (which is why the concern document is opened), so arguably should be included with the outcome of "S42 not required".

- 540 S42 enquiries opened, 1% decrease compared with 2018/19.

It should be noted that in addition to concerns reported statutorily the safeguarding team receive additional notifications where there is immediate clarity that safeguarding thresholds are not met (often social welfare concerns from providers). These notifications are referred on to the relevant Adult Social Care or Mental Health teams to review and take any appropriate action, but are not reported statutorily.

Table 1 – Safeguarding activity for the reporting period 2017/18 – 2019/20

	Concerns	Enquiries opened	Concluded Enquiries	Concern to Enquiry Rate
2017-18	**489**	**318**	**332**	**65%**
2018-19	**712**	**546**	**451**	**77%**
2019 -20	**925**	**540**	**601**	**58%**



Source – Safeguarding Adults Collection (SAC) statutory return SG1f tables relating to count of cases

The Care Act 2014 (**Section 42**) requires that each local authority must make enquiries, or cause others to do so, if it believes an adult is experiencing, or is at risk of, abuse or neglect. An enquiry into a concern should establish whether any action needs to be taken to prevent or stop abuse or neglect, and if so, by whom. These are known as, and reported as, S42 Enquiries.

We continue to receive a higher level of provider safeguarding concerns which has led to a continued increase in S42 Enquiries. West Berkshire Safeguarding Team and Care Quality are working with providers across the locality to drive up quality. It is also evidenced that more concerns are being received by providers which are appropriate for safeguarding. This is in part due to the amount of work that has been undertaken with providers across the locality to raise awareness of safeguarding.

We monitor the % of concerns that subsequently require a S42 enquiry. This is known as a conversion. During 2019/20 540 S42 enquiries were opened, dropping the conversion rate from concern to S42 enquiry to 58%. This drop is as a result of increased concerns being reported and is more in line with the national average at 40%.

Concluded Enquiries increased by 33%, this increase is primarily due to a number of organisational enquiries (one care home and a domiciliary provider) that were concluded this year.

Individuals with safeguarding enquiries

Age group and gender

Tables 2 and 3 display the breakdown by age group and gender for individuals who had a S42 safeguarding enquiry opened in the last three years. Please note this data relates to **individuals** only and not repeat enquiries. Therefore these totals will differ from the total number of s42 enquiries opened.

- The majority of enquiries continue to relate to older people - the 65 and over age group accounted for 63% of enquiries in 2019/20

- There has been a drop in the proportion of 85+ opened - this has been impacted by the organisational investigation at a specific nursing home last year which resulted in a higher number of 85+ cases opened in 2018/19.
- In line with the national average a greater proportion of safeguarding concerns are received for females. (60%)

Table 2 – Age group of individuals with safeguarding enquiries opened, 2017/18– 2019/20

Table SG1a Opened s42 Enquiries	Number of individuals by age				
Classification	18-64	65-74	75-84	85+	Total
2017/18 Total	109	41	66	84	300
2018/19 Total	138	57	115	186	496
2019/20 Total	163	57	94	128	442

Table 3 – Gender of individuals with safeguarding enquiries opened, 2017/18– 2019/20

Table SG1b Opened S42 Enquiries	Number of Individuals by gender		
Classification	Male	Female	Total
2017/18	133	167	300
2018/19	167	329	496
2019/20	178	264	442

Primary support reason

Table 4 shows a breakdown of individuals who had a safeguarding enquiry opened by Primary Support Reason (PSR).

Table 4 – Primary support reason for individuals with a safeguarding enquiry opened (SG1c)

Table SG1d Opened S42 Enquiries	Number of Individuals by PSR - Note individuals can have more than one PSR							
Classification	Physical Support	Sensory Support	Support with Memory & Cognition	Learning Disability Support	Mental Health Support	Social Support	No Support Reason	Not Known
2017/18	32%	1%	25%	20%	8%	3%	12%	5%
2018/19	43%	1%	11%	9%	3%	1%	32%	0%
2019/20	36%	1%	11%	11%	3%	1%	37%	0%

2019/20 - S42 enquiries opened for 'No support reason' continue to be relatively high. NHS Digital 'Guidance for completing the Safeguarding Adults Collection (SAC) 2019-20' confirms, *"We would expect PSR to be determined through a social care assessment or review and then recorded on the local system. We do not expect local authorities to assess PSRs as part of the safeguarding process and therefore would expect PSR data to be taken from existing information on the local care management system."*

Where an individual was not receiving, nor did they need, any social services support at the time of the safeguarding incident, the PSR will remain unknown. There appears to be a high number of S42 cases that have no support reason as the PSR, indicating a number of safeguarding enquiries opened for individuals not provided support by West Berkshire Council.

High WBC figure of No support reason, means that other PSR reasons have dropped.

Case details for concluded enquiries

Type of alleged abuse

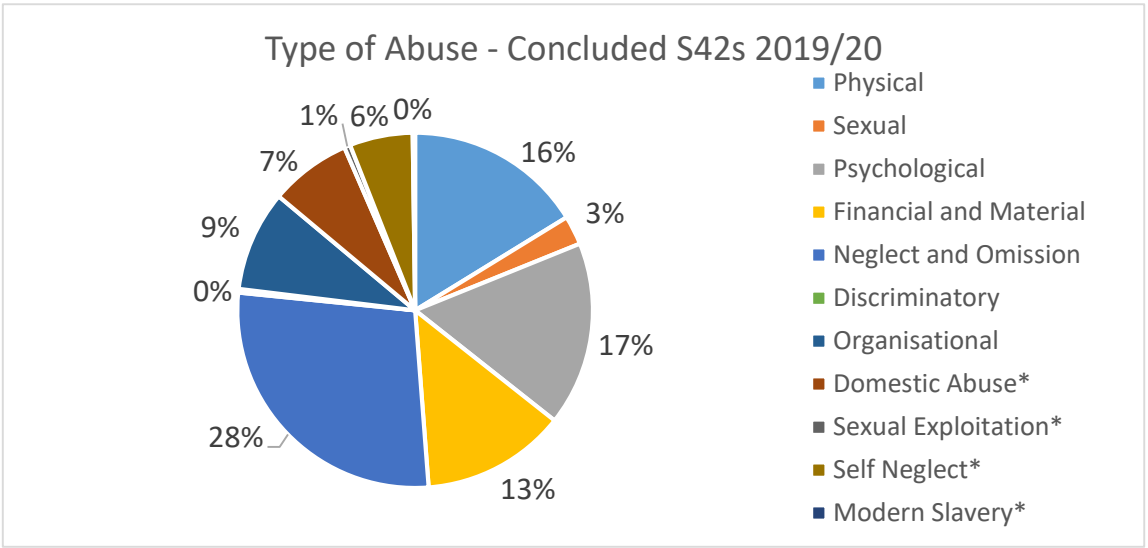
Table 5 shows concluded enquiries by type of alleged abuse in the last three years.

The most common types of abuse for 2019/20 remains neglect and acts of omission at 28%. Organisational abuse remains relatively high at 9% due to an organisational investigation at a large residential/nursing home concluding this year.

Table 5 – Concluded enquiries by type of abuse

Type of Abuse	2017/18		2018/19		2019/20	
Physical	92	19%	122	18%	147	16%
Sexual	15	3%	15	2%	24	3%
Psychological	82	16%	131	20%	152	17%
Financial and Material	108	22%	93	14%	119	13%
Neglect and Omission	120	24%	154	23%	252	28%
Discriminatory	3	1%	2	0%	3	0%
Organisational	14	3%	66	10%	83	9%
Domestic Abuse*	32	6%	37	6%	67	7%
Sexual Exploitation*	5	0%	1	0%	5	1%
Self Neglect*	26	5%	39	6%	52	6%
Modern Slavery*	0	0%	2	0%	2	0%

Type of abuse 2019-20 by concluded enquiries



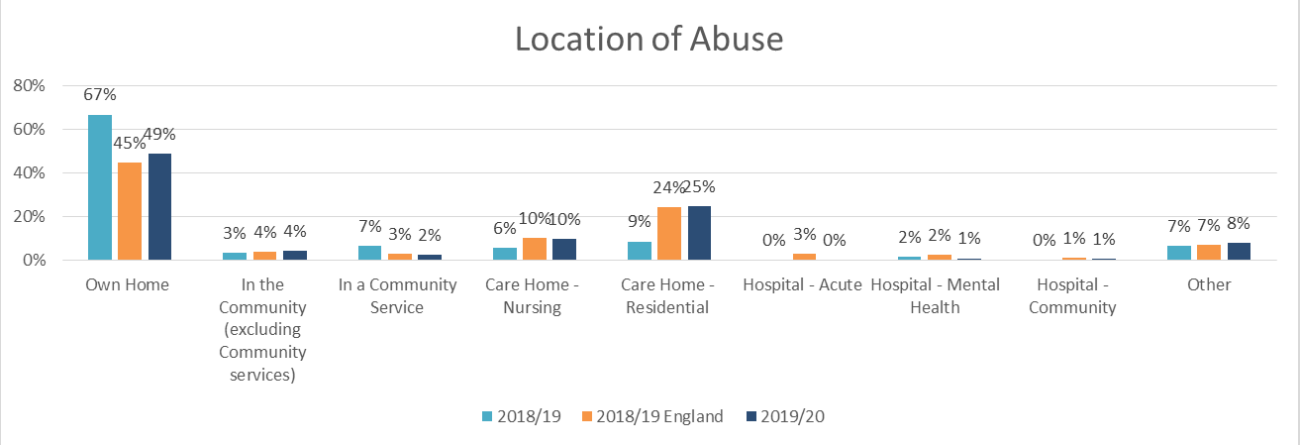
Location of alleged abuse

As with previous years, the most common locations where the alleged abuse took place were a person's own home at 49%. This is a decrease from last year but may be due to the conclusion of an organisational abuse investigation in a large care home which would have impacted on proportions. However, this brings us more aligned to the national average – see below.

Table 6 – Location of abuse by concluded enquiries

Location of Abuse	2017/18	2018/19	2018/19 England	2019/20
Own Home	57%	67%	45%	49%
In the Community (excluding Community services)	6%	3%	4%	4%
In a Community Service	5%	7%	3%	2%
Care Home - Nursing	9%	6%	10%	10%
Care Home - Residential	10%	9%	24%	25%
Hospital - Acute	1%	0%	3%	0%
Hospital - Mental Health	1%	2%	2%	1%
Hospital - Community	1%	0%	1%	1%
Other	10%	7%	7%	8%

Location of abuse 2019-20 by concluded enquiries



incidents.

Source of risk

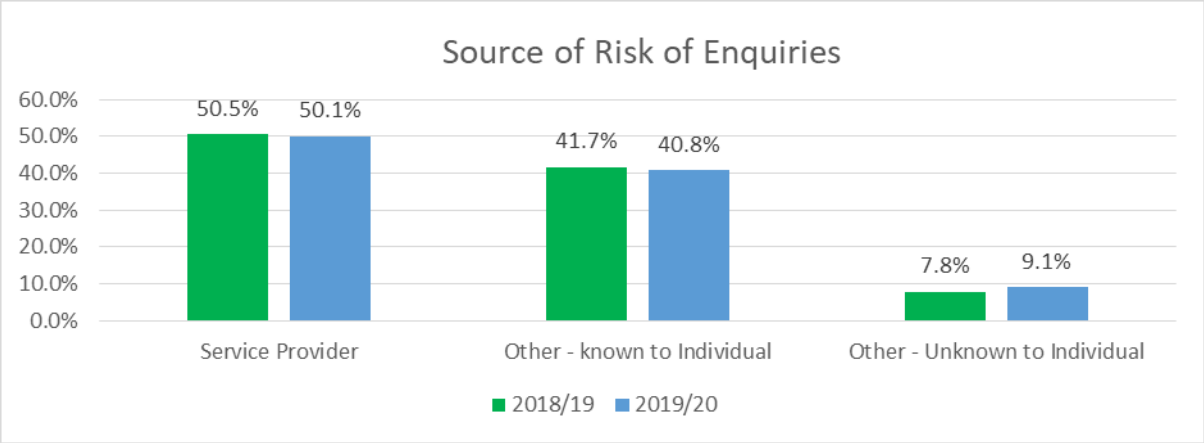
The graph below relates to the source of risk for concluded enquiries.

The majority of concluded Safeguarding enquiries involved a source of risk known to the individual, only 9% were 'unknown'.

In 50% of cases the source of risk was a service provider. The service provider support category refers to any individual or organisation paid, contracted or commissioned to provide social care. This above the England average of 31%.

In West Berkshire we have a high proportion of safeguarding referrals that are self-reported by the providers. This links into a wider intelligence matrix for the providers across our area and is directly linked to the training and working with providers around transparency and accountability. The higher than England average can also be attributed as above to the organisational safeguarding enquiries during this timeframe.

Concluded enquiries by source of risk



Risk Assessment Outcomes, Action taken and result

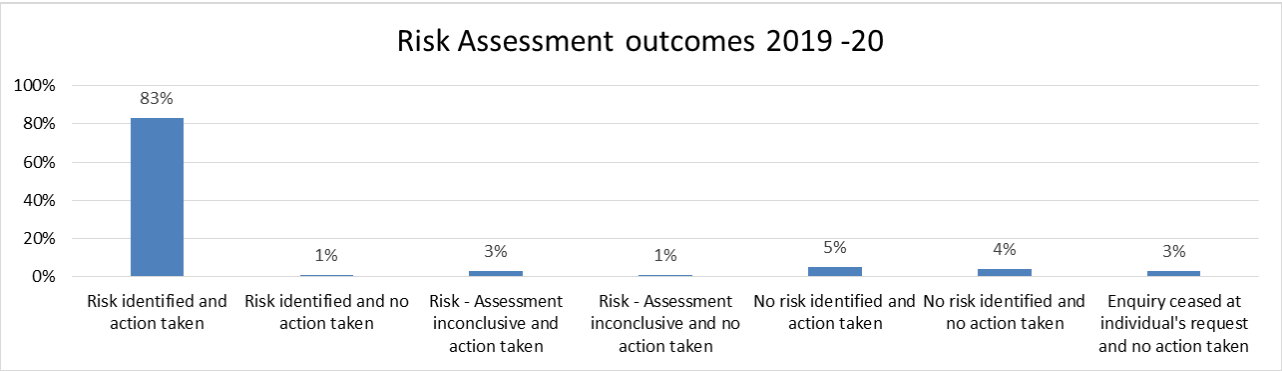
Management of risk data is drawn from the 601 concluded enquiries.

Positively, where a risk was identified, action was taken in the majority of cases (83%), this is higher than the England average 2018/19 at 69%.

Risk identified but no action taken accounts for just 3% of cases; there are times where an individual can refuse support / intervention and have the capacity to make such decisions.

For the remaining cases, the risk assessment was inconclusive, there was no risk identified or the enquiry ceased at the individuals request.

Concluded enquiries by risk outcomes

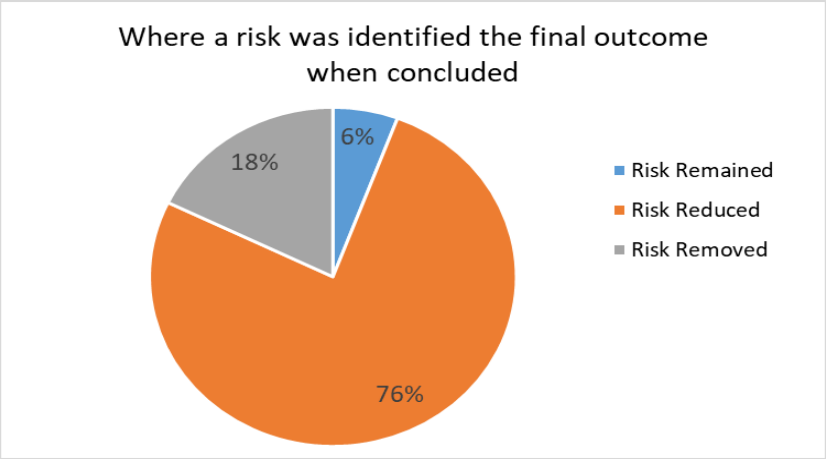


Outcome of concluded case where a risk was identified

The graph below shows the final outcome where a risk was identified. (Relates to 506 concluded enquiries)

Positively, risk was removed for 18% of cases and reduced for a further 76% of cases. Risk remains for only 6% of cases. It is acknowledged that there are some situations where an adult makes decisions that we don't necessarily agree with, but where they have capacity to make such decisions this needs to be respected. This is comparable with previous years.

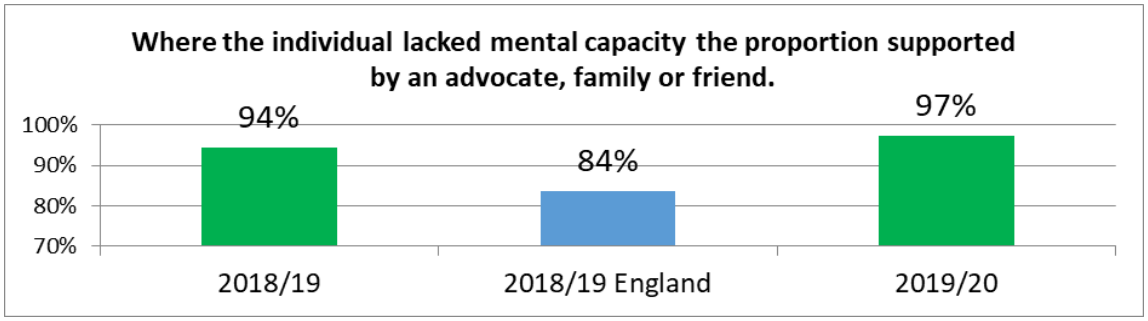
Concluded enquiries by result, 2019/20



Mental Capacity and Advocacy

In order to achieve good outcomes for individuals subject to a S42 enquiry, it is important to hear their voice. There is a statutory requirement to ensure all adults subject to a S42 safeguarding enquiry who lack capacity are provided support by an independent advocate or appropriate other (family or friend)

In 2019/20, where the individual lacked mental capacity, **97%** were supported by an advocate, family or friend. It should be noted the national average for providing advocates in England, recorded for 2018/19, was 84%.



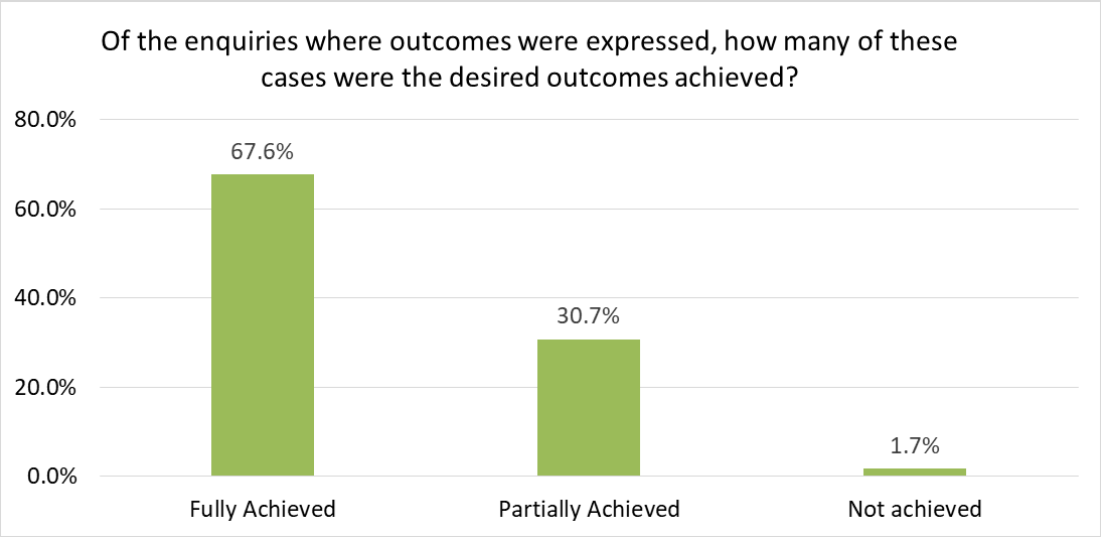
Making Safeguarding Personal

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

This initiative was adopted by the Government and enshrined in the Care Act 2014.
By definition, a personal response to a safeguarding incident will mean different things to different people. Therefore obtaining data for outcomes has presented challenges. In 2019/20, 79% of all clients for whom there was a concluded case were asked about the outcomes they desired (either directly or through an advocate).

Of those who were asked and expressed a desired outcome, 68% were able to achieve those outcomes fully, with a further 31% partially achieved.

Concluded enquiries by expressed outcomes achieved.



Deprivation of Liberty Safeguards

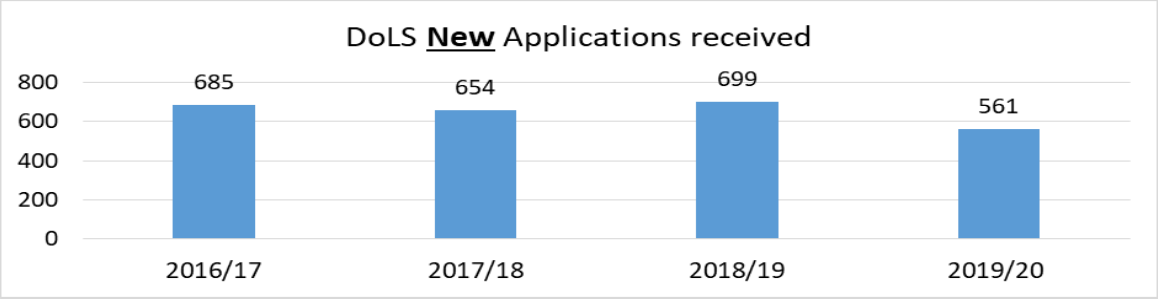
The Deprivation of Liberty Safeguards (DoLS) is an amendment to the Mental Capacity Act 2005 and applies in England and Wales only. The Mental Capacity Act allows restraint and restrictions to be used – but only if they are in a person's best interests.

Extra safeguards are needed if the restrictions and restraint used will deprive a person of their liberty. These are called the Deprivation of Liberty Safeguards.
DoLS authorisations must be applied for by care homes, nursing homes or hospitals (The Managing Authority) where they believe a person is living in circumstances that amount to a deprivation of liberty and that person lacks the capacity to consent to their care, treatment and accommodation, in order to prevent them from coming to harm. They apply to the Local Authority (The Supervisory Body) whose role is to arrange for the persons circumstances to be assessed in order to determine whether to grant or refuse an authorisation for those circumstances. Those living in other settings must have their deprivation considered by the Court of Protection.

The graph below shows volume of applications.

561 new applications in the 2019/20, a decrease of 20% (699 applications in 18/19)

Total number of new DoLS applications received in 2019/20



The number of 'pending' applications that we are reporting for 2019/20 is higher than in previous years. Of the 561 new applications at 31st March 2020

- 317 (56%) were pending a decision.
- 143 (25%) were not granted
- 101 (18%) were granted.

Alongside a number of other local authorities we continue to use an adapted version of the ADASS prioritization tool on receiving DoLS referrals, this does mean that some referrals which are not identified as high priority may be awaiting assessment when their circumstances change.

In March 2020, measures were being taken by homes and hospitals in relation to Covid-19 pandemic. Most homes were asking that any non-urgent visits by professionals were delayed. In response to this, cases were only allocated for assessment whereby the person is either actively objecting to their placement, subject to a safeguarding enquiry or subject to restrictions that appear excessive. This meant that we were unable to progress a number of planned assessments.

The Future

The Safeguarding Service is working closely our colleagues in the Locality teams and Care Quality team to meet the needs of the population and their safeguarding responsibilities.

We will continue to respond to the Covid-19 pandemic and work with our colleagues across the service and wider community to ensure we protect the most vulnerable and at risk of abuse.

Audits continue to be completed of at least 10% of S42 Enquiries and the feedback from these will continue to feed into the training and support provided to other Adult Social Care staff. It is hoped that standards of Enquiries will improve as a result of this alongside changes to the safeguarding forms on Care Director, the Council's electronic case management system, from April 2020 onwards.

The new online safeguarding forms due to be introduced at the beginning of April 2020 incorporate clarification on the safeguarding criteria[1], greater focus on our risk assessment approach at two stages, and highlights the need for the use of the Domestic Abuse, Stalking and Honour Based violence (DASH) risk assessment in domestic abuse cases. Making Safeguarding Personal (MSP) remains key and the forms gives the option for the safeguarding team to set a review date for the protection plan. The review will be used in certain cases whereby the risk is likely to continue beyond initial safeguarding intervention.

With the introduction of a formal approach to risk management with our partners and the members of the Safeguarding Adults Board we are striving to prevent safeguarding incidents from occurring, and to minimise the impact where they do.

Going forward the service is planning to work more closely with the Building Communities Together team, Public Protection, Trading Standards, Blue Light Service, MEAM, our new Thames Valley Police Safeguarding Adults Officer and other agencies to enable the service to concentrate on prevention as well as completing reactive work. This will include working alongside our Care Quality Team to support providers prior to them being found to be having safeguarding and care quality issues.

The safeguarding team have signed up to the 'Safe Places' scheme and will be launching this in 2020 with the assistance of the safeguarding service user forum. This scheme works with local businesses to ensure staff working there will be able to support someone who is feeling vulnerable or scared and the premises will be identifiable to a vulnerable adult by displaying the safe places logo.

[1] ADASS guidance Nov 19: Making decisions on the duty to carry out Safeguarding Adults enquiries - Suggested framework to support practice, reporting and recording