

ISLE OF ANGLESEY COUNTY COUNCIL

Report to	Executive Committee
Date	09/09/2013
Subject	Safeguarding Arrangements for Vulnerable Adults
Portfolio Holder(s)	Cynghorydd Kenneth P Hughes
Lead Officer(s)	Anwen Davies, Head of Adults' Services
Contact Officer	Anwen Davies, Head of Adults' Services
Nature and reason for reporting <ol style="list-style-type: none">1. Report on 2012/13 Adult Safeguarding Activity2. Endorse the 2013/14 local improvement priorities	

A – Introduction / Background / Issues

SEE CH- SUMMARY

B - Considerations

SEE CH - SUMMARY

C – Implications and Impacts

1	Finance / Section 151	-
2	Legal / Monitoring Officer	-
3	Human Resources	-
4	Property Services (see notes – separate document)	-
5	Information and Communications Technology (ICT)	-

C – Implications and Impacts		
6	Equality (see notes – separate document)	-
7	Anti-poverty and Social (see notes – separate document)	-
8	Communication (see notes – separate document)	-
9	Consultation (see notes – separate document)	-
10	Economic	-
11	Environmental (see notes – separate document)	-
12	Crime and Disorder (see notes – separate document)	-
13	Outcome Agreements	-

CH - Summary
<p>Safety of our most vulnerable adults is of utmost importance to us. The Welsh Government’s approach aims to ensure the maintenance of an appropriate balance between the:</p> <ul style="list-style-type: none"> • Promotion of independence; and • Safeguarding of vulnerable adults. <p>Tackling adult abuse is not just a matter for statutory authorities – it should be everybody’s business. Service providers, regulatory bodies, police and indeed all citizens and organisations continue to have a key role in protecting vulnerable adults from abuse wherever and whenever it occurs.</p>

We have a duty to work with partners and others to protect our most vulnerable individuals. Protecting our most vulnerable individuals is the core business of Social Services. It is paramount that we have effective structures and systems in place to protect the most vulnerable. We are committed to ensuring that these structures and systems are sustainable and place safeguarding at the heart of a partnership approach across the public sector and indeed the care sector in general.

Adult Safeguarding is one of the primary domains in my Annual Report on Adult Social Care during 2012/13. Members will be aware that this is a statutory process underpinned by a self-analysis and appraisal of the Service. Cited below is my overall judgement of safeguarding during 2012/13:-

"I am encouraged by the significant progress we have made over the past 12 months in developing both local protection practice and safeguarding as well as our strategic sub-regional developments. We are well positioned to play a full part in the evolving regional safeguarding framework as well as prepare for a step change in the legal framework underpinning adult safeguarding and protection. The initial outcomes in light of these changes confirm that this has been the right route to take to service improvement.

*We have developed a strong safeguarding culture which is evidenced in our performance. This area of our business is emerging as an area of strength for us. In order to further strengthen, we will need to prioritise quality assurance as mainstream activity in safeguarding during 2013."*¹

(Annual Report of the Head of Adults' Services)

My full appraisal and judgment of adult safeguarding is attached to this report (**Appendix 1**)

D - Recommendation

The Executive Committee is requested to:-

- R1 Endorse adult safeguarding progress during 2012/13;**
- R2 Support the 2013/14 local improvement priorities identified in respect of adult safeguarding;**
- R3 Endorse the intention of the North West Wales Adult Safeguarding Board to publish its first annual report in July, 2014 covering activity across both Ynys Môn and Gwynedd.**
- R4 Support priority being given to developing Elected Member scrutiny of safeguarding.**

¹ ACRF – Annual Council Reporting Framework

Name of author of report: Anwen Davies
Job Title: Head of Adults' Services
Date: 30/07/2013

Appendices:
1. Extract from the Head of Service's Annual Report - Safeguarding

1. Extract from the Head of Service's Annual Report - Safeguarding

Background papers

ISLE OF ANGLESEY COUNTY COUNCIL	
REPORT TO:	Executive Committee
DATE:	09/09/2013
TITLE OF REPORT:	Safeguarding Arrangements for Vulnerable Adults
PURPOSE OF THE REPORT:	1. Report on 2012/13 Adult Safeguarding Activity 2. Endorse the 2013/14 local improvement priorities
REPORT BY:	Anwen Davies, Head of Adults' Services
CORPORATE DIRECTOR:	Corporate Director of Community

1.0 BACKGROUND / CONTEXT

1.1 PROTECTION OF VULNERABLE ADULTS – NATIONAL POLICY CONTEXT

1.1.1 Safety of our most vulnerable adults is of utmost importance to us. The Welsh Government's approach aims to ensure the maintenance of an appropriate balance between the:

- Promotion of independence;
- and
- Safeguarding of vulnerable adults.

1.1.2 Tackling adult abuse is not just a matter for statutory authorities – it should be everybody's business. Service providers, regulatory bodies, police and indeed all citizens and organisations continue to have a key role in protecting vulnerable adults from abuse wherever and whenever it occurs.

1.1.3 In Safe Hands

- In the year 2000, statutory guidance was issued (by the then National Assembly for Wales) to Local Authorities in Wales entitled *In Safe Hands*². This established the national framework for the development of local policies, procedures and guidance for the protection of vulnerable adults.
- *In Safe Hands* provided for Social Services Departments to take a co-ordinating lead role with a range of other local partners including the NHS

² *In Safe Hands*, National Assembly for Wales, 2000

and Police. Our duty continues to be around developing and implementing local arrangements to identify, respond to and prevent abuse of vulnerable adults in all settings and to take appropriate action against perpetrators of abuse. The Local Authority therefore has a statutory responsibility to co-ordinate investigations into the alleged or confirmed abuse of a vulnerable adult.

- All statutory and independent agencies have a responsibility to work together to protect vulnerable adults from all forms of neglect, abuse and/or exploitation.
- Effective communication, co-operation and liaison between agencies and disciplines are essential ingredients to effective protection of our most vulnerable adults.

1.1.4 Welsh Government commissioned an independent review of the *In Safe Hands* Guidance in 2009 – looking specifically at adult protection with a view to recommending the need for new legislation.

1.1.5 A revised All Wales Interim Policy³ was introduced effective as of April, 2011 and will remain current until such a time as the Welsh Government have considered its response to the review of the *In Safe Hands* Guidance (referred to above and undertaken during 2009). We have latterly been advised that the proposed provisions of the Social Services and Wellbeing (Wales) Bill 2013 will constitute Welsh Government's response to this review.

2.0 LOCAL ADULT PROTECTION PRACTICE: 2012 / 13

2.1 HOW DID WE DO?

2.1.1 The Department continues to be guided in its adult safeguarding practice and interventions by the All Wales definition of a vulnerable adult which is cited below:

“A Vulnerable Adult is defined as a person over 18 years of age who is or may be in need of community care services by reason of mental or other disability, age or illness and who is or may be unable to take care of him or herself, or unable to protect him or herself against significant harm or serious exploitation...”⁴

Furthermore, the Service continues to practice around adult protection as a process of protecting all vulnerable adult service user groups from abuse and providing support in the event that they have been abused. We work to the following definition of abuse:

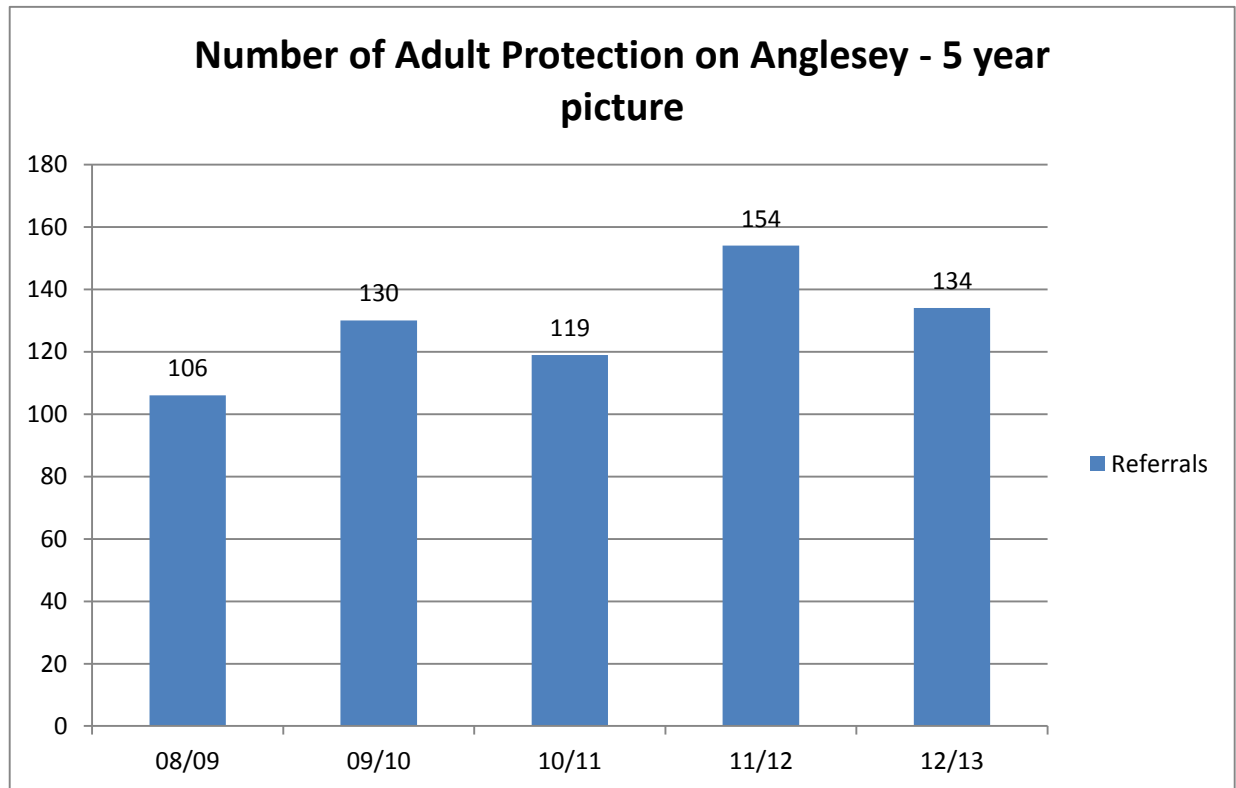
³ Wales Interim Policy and Procedures for the Protection of Vulnerable Adults from Abuse (January 2013)

⁴ In Safe Hands, National Assembly for Wales, 2000

“.. A violation of an individual’s human and civil rights by any other person or persons...”⁵

2.1.2 POVA (Protection of Vulnerable Adults) referrals dipped slightly during the period 01/04/13 – 31/03/13 totalling 134. This was 20 less than the previous year. The historical picture is illustrated below:

**ILLUSTRATION 1
ADULT PROTECTION REFERRALS: HISTORICAL DATA**



This slight dip in the total referral numbers is not a simple concept to evaluate. We are however of the view that there is increasing awareness and appreciation by partner organisations of safeguarding thresholds.

There are some contributing factors to an overall increasing trend in referrals over the 5 year period which are based on the findings of national academic research over recent years:-

- Greater refinement and cleansing of data recording, capturing and collection/reporting;
- Evolving adult protection arrangements spanning a decade (instigated by the implementation of *In Safe Hands*, 2000) which has resulted in more clarity around mainstream case management and adult protection work;

⁵ *In Safe Hands*, National Assembly for Wales, 2000

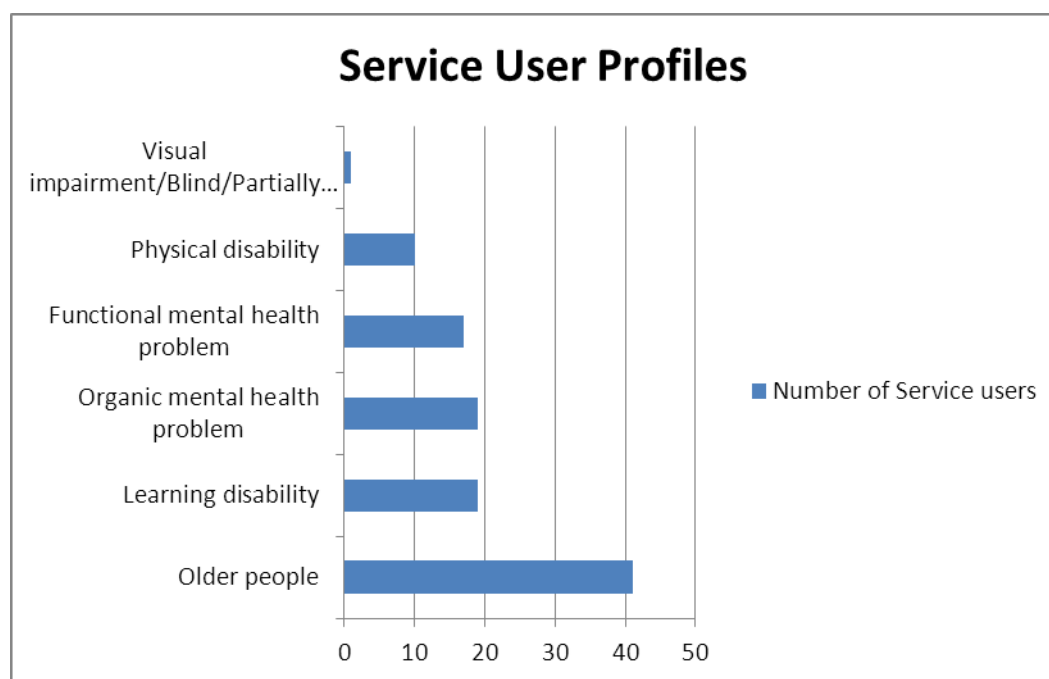
- Systematic approach and maturing adult protection procedures identify many more cases than previously estimated;
- Increased awareness and action by regulators and care providers;
- Impact of basic awareness raising and training inputs across all stakeholder groups coupled with more in-depth training inputs targeted appropriately for practitioners;
- Media exposure to abuse of adults and adults at risk of abuse as well as when issues of abuse receive media coverage (newspaper, radio, television);
- Increased awareness amongst the general public - through heightened published information, campaigns etc.

In analysing our local data in respect of 2012/13, there would appear to be need to further discuss practice by Health Colleagues in referring concerns and alleged abuse on to Social Services. This mirrors national trends and messages.

The Service User profile, outcomes and status of allegations post investigation of the POVA referrals during 2012/13 are illustrated below (Illustration 2, 3 and 4)

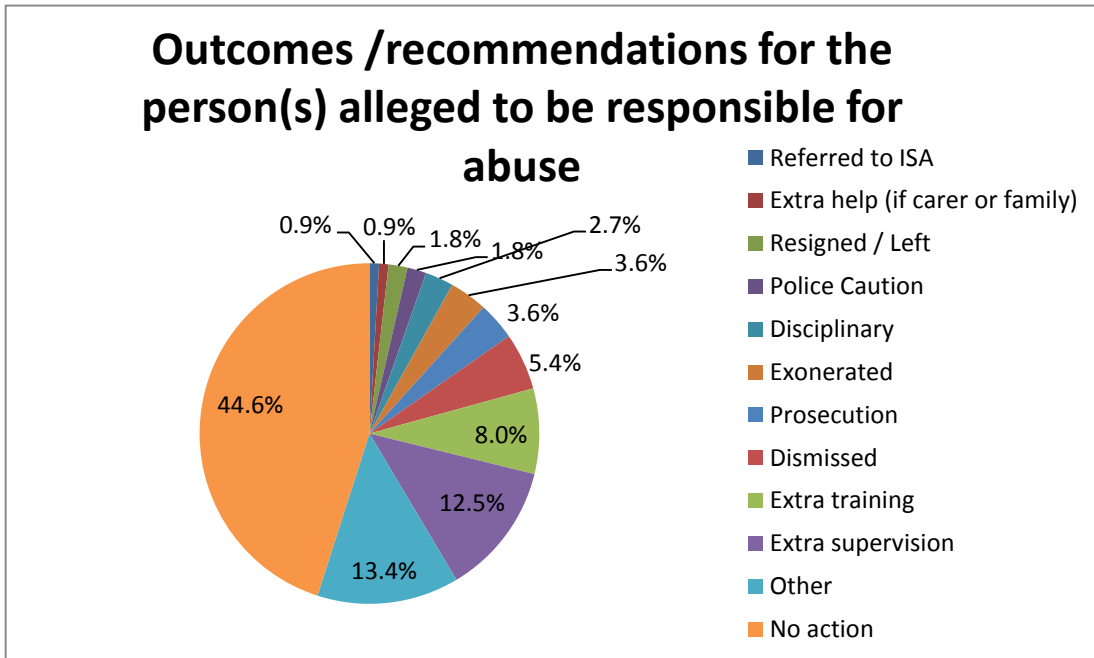
ILLUSTRATION 2

SERVICE USER PROFILE AND OUTCOMES: 2012/13 POVA REFERRALS

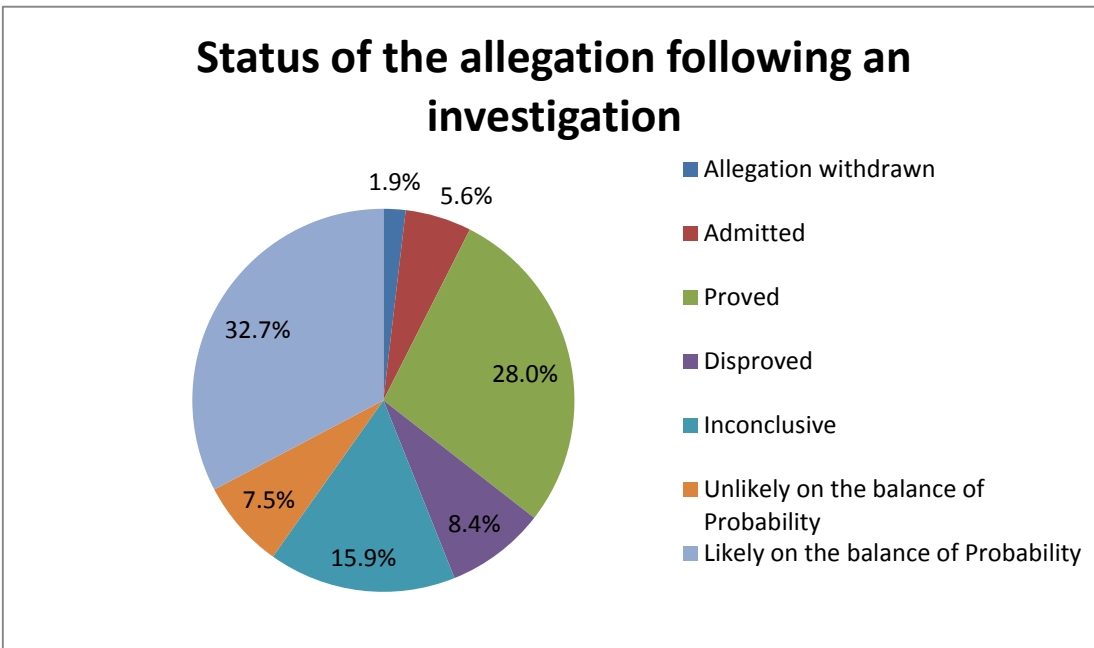


A total of 95 cases (of the 134 received) were either an open/ active/ on review/ or closed to the Department. The cases were therefore already known to one of our adult teams. 5 of the cases were service users residing on Anglesey, but are known to another Local Authority and 7 referrals in respect of individuals that are “not previously known” to the Department.

**ILLUSTRATION 3
REFERRAL OUTCOMES: 2012/13**



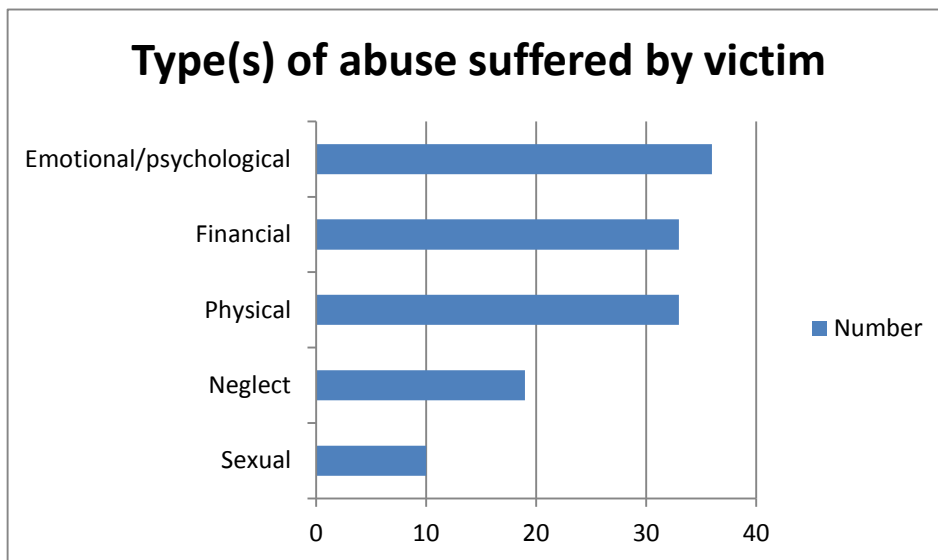
**ILLUSTRATION 4
2012/13 REFERRALS – STATUS OF ALLEGATION POST INVESTIGATION**



What does this data tell us?

- The main category of vulnerability remains within Older People and Learning Disability groups which mirrors national trends.
- The alleged perpetrator more often than not is known to the victim, a high percentage of alleged perpetrators are family members or friends. The main category of abuse is Emotional/Psychological.

**ILLUSTRATION 5
CATEGORIES OF ABUSE**



- The number of referrals in respect of younger adults with mental health needs are less than other user groups. Again, as previously, one can only speculate as to the attributing factors in the absence of any local research. There may very well be a combination of different factors:-
 - It may reflect different thresholds within Mental Health for recognising and reporting abuse and raising an alert.
 - Different ways of managing adult protection issues.
 - Different tolerances amongst people with mental health issues towards the behaviours of others.
 - Adults may also decide not to take matters further and continue in unsafe situations.
- The volume of POVA cases not resulting in prosecution is a theme that has been actively pursued during 2012/13 in terms of further awareness raising and more specific training inputs for practitioners around “best evidence”. This training and development thrust has

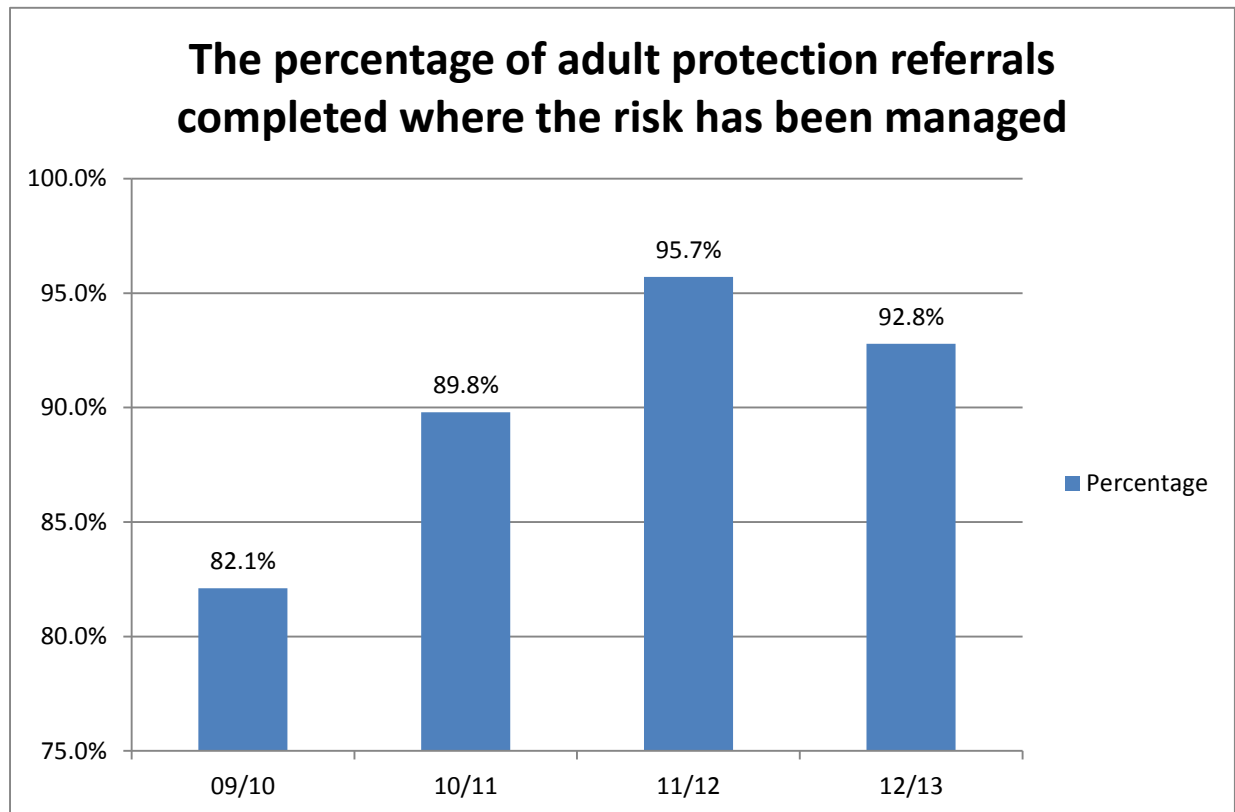
been driven regionally and we will revisit this theme next year when we report on the 2013/14 adult protection activity.

2.1.3 Elected Members will also be aware that the policy area of Adult Protection is subject to the national performance management framework of the Welsh Government. The table below illustrates local performance against this KPI within both a historical and national perspective:

Performance Indicator Comparisons

92.78% of all completed adult protection referrals we received during 2012/13 evidenced that risk had been managed. This is slightly less than the previous year's performance. This has been due to a small number of vulnerable people (equating to 6 adults) choosing not to pursue their situation along a legal framework.

**ILLUSTRATION 6
ADULT PROTECTION KPI: HISTORICAL PERFORMANCE/ NATIONAL CONTEXT**



2.2 OVERALL JUDGEMENT – ADULT SAFEGUARDING

We have a duty to work with partners and others to protect our most vulnerable individuals. Protecting our most vulnerable individuals is the core business of Social Services. It is paramount that we have effective structures and systems in place to protect the most vulnerable. We are committed to ensuring that these structures and systems are sustainable and place safeguarding at the heart of a partnership approach across the public sector and indeed the care sector in general.

Adult Safeguarding is one of the primary domains in my Annual Report on Adult Social Care during 2012/13. Members will be aware that this is a statutory process underpinned by a self-analysis and appraisal of the Service. Cited below is my overall judgement of safeguarding during 2012/13:-

“I am encouraged by the significant progress we have made over the past 12 months in developing both local protection practice and safeguarding as well as our strategic sub-regional developments. We are well positioned to play a full part in the evolving regional safeguarding framework as well as prepare for a step change in the legal framework underpinning adult safeguarding and protection. The initial outcomes in light of these changes confirm that this has been the right route to take to service improvement.

We have developed a strong safeguarding culture which is evidenced in our performance. This area of our business is emerging as an area of strength for us. In order to further strengthen, we will need to prioritise quality assurance as mainstream activity in safeguarding during 2013.”⁶

(Annual Report of the Head of Adults’ Services)

My full appraisal and judgment of adult safeguarding is attached to this report (**Appendix 1**)

3.0 WHERE NEXT?

3.1 Members will be aware that the Welsh Government have been paving the way for significant legislative change in Wales in order to support the full implementation of Sustainable Social Services⁷. The Social Services and Wellbeing (Wales) Bill 2013 includes a raft of recommendations around Adult Safeguarding. It is envisaged that the change in legislation will include:

- Social Services proposed to be the **key co-ordinating agency** for adult protection referrals and investigations with other agencies having legal duties upon them to report harm or abuse, co-operate and investigate;
- Replacing regional and local Safeguarding Forums with **Safeguarding**

⁶ ACRF – Annual Council Reporting Framework

⁷ Sustainable Social Services for Wales: A Framework for Action: Welsh Assembly Government
<http://wales.gov.uk/topics/health/publications/socialcare/guidance1/services/?lang=en>

Boards and also creating Safeguarding Boards straddling across children and adults services;

- Greater focus on **outcome** based practice;
- Bringing the **legislative framework** around adult protection closer to that of safeguarding children and young people;
- Changes to the identification and classification of adults in need of protection.

3.2 Our local improvement journey around adult safeguarding continues at pace.

Key priorities for action will include the following areas during 2013/14

- Further strengthen local safeguarding practice within an improvement plan framework – to include risk assessments, protection plans, user experiences and links to Community Safety (These areas of safeguarding practice form part of a Service wide Improvement Programme which are monitored quarterly);
- Improve focus on outcomes in safeguarding work by adopting the national set of outcome measures for safeguarding (when published);
- Consider opportunities available to strengthen strategic capacity in safeguarding (Safeguarding is to form part of the Quality Assurance function in Adult Social Care)
- Continue to fully comply with the Corporate Safeguarding policy/procedure as the Corporate Framework develops and evolves;
- Fully embed case file audits of safeguarding practice within our evolving Service quality assurance framework. This will be underpinned by an audit tool to undertake a monthly programme of case file reviews/audits. Audit findings and recommendations will inform change in practice;
- Continue to develop the North West Wales Safeguarding Board with our partners;
- Through the North West Wales Safeguarding Board, prioritise work with the Health Board (BCUHB) to analyse referral patterns and trends – in order to identify any areas of under-reporting.
- Consider options for improved regional working (regional Adult Safeguarding Board and the proposed north wales safeguarding referral hub);
- Review our current local Escalating Concerns protocol (to ensure it remains contemporary + fit for purpose)

3.3 Progress has been reported separately to committee on the sub-regional Safeguarding Framework. The newly formed North West Wales Adults' Safeguarding Board has a responsibility for:-

- Responsibility for **providing a strategic lead** in protecting vulnerable adults;
- **Aggregating information** about adult protection referrals in the
- Local Authorities catchment areas;
- **Auditing specific cases** so that lessons can be learned and care practice improves;
- **Collaboration** with adjacent Area Adult Protection Committees across North Wales (Conwy/Flint/Denbighshire/Wrexham);

- **Monitoring** training and policy development.

To that end, this will be the last Ynys Môn annual report that we will publish- with the activity appertaining to the 2013/14 year forming part of a North West Wales report.

4.0 ELECTED MEMBER ROLE IN SAFEGUARDING ADULTS

4.1.1 All Elected Members share responsibility for safeguarding those adults whose circumstances make them vulnerable or at risk. It is thus important, if improvements are to be made and sustained, that local arrangements for Safeguarding are subject to scrutiny and challenge which is focused upon:-

- Ensuring adults are properly safeguarded;
- That individuals' life chances are improved.

The role of Elected Members involved in scrutiny is crucial within this context.

4.1.2 The Scrutiny Committee plays a key role in strengthening the way in which the views and concerns of local communities are represented⁸. Indeed, Scrutiny can and should contribute to better safeguarding. This workstream needs to be a priority over the next period.

4.1.3 A series of awareness raising / training sessions on our local safeguarding arrangements for both children and adults will be convened for Elected Members of the new Council over the coming period. The purpose of these sessions will be to commence a journey of raising awareness around safeguarding and supporting Elected Members to begin to fully appreciate their roles and responsibilities.

4.1.4 It can be confirmed that the Lead Member for Adult Safeguarding is Councillor Kenneth Hughes, Portfolio Holder (Social Services and Housing).

OBSERVATIONS FROM SCRUTINY

The report was submitted to the Corporate Scrutiny Committee on 29th July, 2013 for information only. The Chairman has decided this item should be 'for information only' as the Committee agenda was very full, but mainly because the Report was looking back over 2012-13 and thus the Committee would not be able to effect any real change by any comments it might make. The Chairman suggested, and Committee supported his suggestion, to ask the next year's 2013-14 report be brought to Committee earlier to enable a more useful and timely contribution.

(B. Symonds, Scrutiny Manager)

⁸ Adult Safeguarding Scrutiny Guide, The Centre for Public Scrutiny (CFPS) + Improvement and Development Agency (IDEA) April, 2010

5.0 RECOMMENDATIONS

The Executive Committee is requested to:-

- R1 Endorse adult safeguarding progress during 2012/13;**
- R2 Support the 2013/14 local improvement priorities identified in respect of adult safeguarding;**
- R3 Endorse the intention of the North West Wales Adult Safeguarding Board to publish its first annual report in July, 2014 covering activity across both Ynys Môn and Gwynedd.**
- R4 Support priority being given to developing Elected Member scrutiny of safeguarding.**

Anwen Davies,
Head of Adults' Services
10 July, 2013
(amended 29/07/13 + 15/08/13)

APPENDIX
1. Extract from the Head of Service's Annual Report - Safeguarding

Extract from the Head of Service’s Annual Report - Safeguarding

Safeguarding

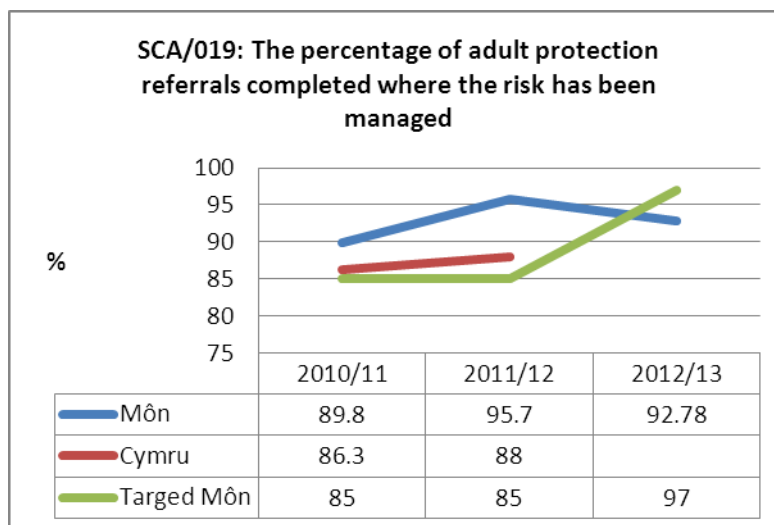
This section of the Annual Report describes how we have performed in our duty to work with partners and others to protect our most vulnerable individuals. Protecting our most vulnerable individuals is the core business of Social Services. It is paramount that we have effective structures and systems in place to protect the most vulnerable. We are committed to ensuring that these structures and systems are sustainable and place safeguarding at the heart of a partnership approach across the public sector and indeed the care sector in general.

What we said we would do?

- Continue to provide an effective response to allegations of abuse or neglect;
- Continue our efforts to raise awareness of Protection of Vulnerable Adults (POVA) and the preventative agenda;
- Interventions underpinned by good quality assurance mechanisms;
- Realise the recommendations of an independent audit of local POVA arrangements (undertaken in March, 2012);
- Undertake strategic work with Gwynedd Council to develop a sub-regional safeguarding framework compliant with the Social Services and Wellbeing (Wales) Bill 2013.

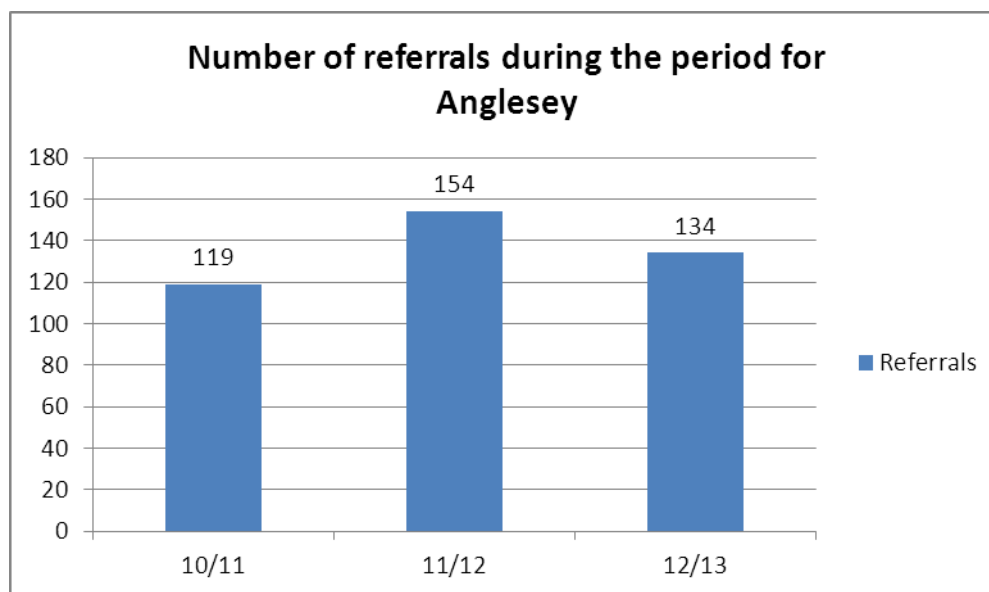
What have we done?

Safety of our most vulnerable adults is of utmost importance to us. 92.78% of all completed adult protection referrals we received during 2012/13 evidenced that risk is being managed. Our performance data paints the following 3 year picture:



The slight drop in this year's performance is due to a small number of service users opting to withdraw from the adult protection process.

We have fully implemented the All Wales Interim Adult Protection Procedures. The referral rates for adult protection have dipped during the last year (134 referrals having been received in 2012/13, 154 in 2011/12) – the graph below illustrates the pattern of referrals over the past 3 years. Training was delivered to 407 professionals at Level 2 and 30 at Level 3/4 workers during the past year covering the spectrum of the adult social care workforce and health service.



The Protection of Vulnerable Adults (POVA) activity continues to build upon a solid foundation evidenced by the Care and Social Services Inspectorate for Wales (CSSIW) inspection report published back in March, 2010. We commissioned an independent audit (via the Social Services Improvement Agency) of our local adult protection arrangements towards the latter part of 2011/12 as a quality assurance check that our arrangements:

- Comply with national expectations;
- Remain focused;
- Put us in a strong position to respond to the Social Services and Wellbeing (Wales) Bill 2013.

“The Service has successfully embedded a positive culture of safeguarding adults and has created a co-operative “can do” approach to responding to alerts and referrals. Staff are committed to safeguarding and managers provide a supportive environment within which to work”

Independent Audit Report, March 2012

Our local improvement journey during the past year in response to the recommendations of this independent audit has been within a national framework of evolving expectations, responsibilities and accountabilities. I can report that significant progress has been made against our Improvement Plan over the past 9 months with 75% of our targets having been accomplished:

Key Action 1	Appropriate and timely response to alerts and referrals for adult safeguarding.
Key Action 2	Further develop our practice in screening and evaluating the quality of referrals.
Key Action 3	Ensure purposeful and focused strategy discussion and well structured & convened strategy meetings.
Key Action 4	Work within current All Wales Interim Adult Protection Procedures to further strengthen our local response and practice when allegations reach the investigation stage.
Key Action 5	Further embed full implementation of the All Wales Interim Adult Protection Procedures to underpin safeguarding practice locally.
Key Action 6	Develop local framework & practice to ensure people's experiences and outcomes of safeguarding are integral to every stage of the process.
Key Action 7	Work within the current Gwynedd & Môn Adult Protection Forum to develop a sub-regional safeguarding framework.
Key Action 8	Ensure that staff at all levels have regular opportunities to keep abreast of developments.

In terms of seeking assurances concerning Safeguarding practice, an audit tool has been developed and piloted across the Service during 2012 and is now evolving as mainstream quality assurance practice. These case file audits are completed by our POVA Co-ordinator and as one whom is once removed from frontline practice provides a degree of impartiality to the audit process. This case file auditing is to be consolidated and fully embedded in the Service during 2013.

I am pleased to report that significant progress has also been evidenced in developing the strategic framework underpinning adult safeguarding which was one of our key priorities for 2012/13. The Môn/ Gwynedd Area Adult Protection Forum has been replaced by a North West Wales Shadow Adult Safeguarding Board. This is a development we are particularly proud of and have been instrumental in its inception. The Shadow Board is supported by a jointly agreed self-assessment tool and implementation plan. This development has also been a catalyst for regional consideration in developing a North Wales Adult Safeguarding Board.

A Member adult safeguarding Lead has been appointed to steer political responsibilities and accountabilities for safeguarding. A programme of safeguarding training has also been provided for Elected Members as a mechanism to raise awareness of responsibilities. This programme was well attended and received.

Adults' Services has also contributed to the development of a Corporate Safeguarding policy and underpinning arrangements for self-regulation of its safeguarding functions. This framework has been implemented across all Teams within the Service.

Finally, our work around Escalating Concerns has continued during 2012 underpinned by our Escalating Concerns Protocol which was adopted in August, 2011 as a multi-disciplinary framework. We have during 2012 commissioned an independent Management Review under the auspices of the All Wales Interim Adult Protection Guidelines – which was in response to implementation of the Escalating Concerns Protocol resulting in a home closure. We have very recently received the findings of the Management Review which will form the basis of a multi-disciplinary learning event we will be convening in May, 2013. It is also timely that we review our Escalating Concerns Protocol with our partners and this will be prioritised to be completed in 2013.

Judgement

I am encouraged by the significant progress we have made over the past 12 months in developing both local protection practice and safeguarding as well as our strategic sub-regional developments. We are well positioned to play a full part in the evolving regional safeguarding framework as well as prepare for a step change in the legal framework underpinning adult safeguarding and protection. The initial outcomes in light of these changes confirm that this has been the right route to take to service improvement.

We have developed a strong safeguarding culture which is evidenced in our performance. This area of our business is emerging as an area of strength for us. In order to further strengthen, we will need to prioritise quality assurance as mainstream activity in safeguarding during 2013

Key Priorities for Action

- Further strengthen local safeguarding practice within an improvement plan framework – to include risk assessments, protection plans, user experiences and links to Community Safety;
- Improve focus on outcomes in safeguarding work by adopting the national set of outcome measures for safeguarding (when published);
- Consider opportunities available to strengthen strategic capacity in safeguarding;
- Continue to fully comply with the Corporate Safeguarding policy/procedure;
- Fully embed case file audits of safeguarding practice within our evolving Service quality assurance framework;
- Continue to develop the North West Wales Shadow Safeguarding Board with our partners;
- Consider options for improved regional working (regional Adult Safeguarding Board and the proposed north wales safeguarding referral hub);
- Review our current local Escalating Concerns protocol.