



# **Swindon Safeguarding Adults Board**

## **3-year Strategic Plan**

**2018-21**

**It is everyone's responsibility to know about and report  
Abuse of Vulnerable People**

**Approved 26.4.18**

# Swindon Safeguarding Adults Board

## 3-year Strategic Plan 2018-21

### 1. Introduction

1.1 Swindon Safeguarding Adults' Board produced its first 3-year strategy in 2015, in accordance with the Care Act 2014. The intention is for this to be a rolling 3-year plan with strategic priorities that emerge from available data and known patterns of practice, issues and areas for improvement. An annual Business Plan supports the delivery of the priorities and will be monitored by the Chairs group who will routinely report back to the Board. The Board will also monitor its risk register at each meeting. The Annual Report will report on the progress made with these priorities and available outcomes, so these two documents are strongly linked.

1.2 The initial strategy rightly focused on ensuring Care Act compliance and this was implemented during 2015-16. Since then, the Board has identified and focused on the following four priorities:

- effective governance
- performance and quality
- communication and engagement
- workforce development

This plan outlines specific issues within these priorities for the Board to work on over the next three years and the evidence base that informed them.

### 2. Strategic Priorities and Delivery of the Strategic Plan

2.1 The Swindon LSAB reviews its strategic priorities and linked actions annually. This takes into account performance data, agency experience and key issues that emerged during the previous year. Concerns and areas for improvement are agreed and included in the strategic plan. Overall there is a need to improve the effectiveness of Swindon's LSAB, and to identify progress and outcome measures. The tables below are the agreed strategic priorities, linked actions and measurable outcomes for the coming three years (the link with the Care Act principles are in bold after each action point)

2.2 The Board will draw up an annual business plan for 2018/21 that outlines how the strategic priorities and actions will be delivered and the outcomes required to measure progress are met. This will be monitored during the year and will inform the Annual Report.

2.3 The Board has also produced a strategic risk register to underpin this strategic plan, with the key risks that could potentially prevent its delivery. This will be updated during the year so the Board is constantly aware of any mitigating actions that need to be taken to ensure the delivery of the plan.

## *Strategic Priorities 2018-21*

### Strategic Priority 1 Effective Governance

#### ***Aim***

We will develop partnership working and the capacity of Swindon LSAB and its infrastructure to effectively deliver the core functions of the Board to help keep adults with care and support needs in Swindon safe

#### ***Achieved through:***

- Developing links with other key statutory partnerships (particularly the Health and Well-Being Board, the LSCB, and the Community Safety Partnership), and voluntary sector, identifying areas of commonality and governance arrangements, receiving reports from them focused on specific issues and themes. **(Partnership)**
- Ensuring the Board is sufficiently resourced by partner agencies to undertake its responsibilities including the appointment of a dedicated Board Manager and admin. support **(Partnership)**
- Introducing an induction programme for new Board members **(Partnership, Accountability)**
- Undertaking a self-assessment of Board development **(Accountability)**
- Implementing the outcome of the Board review including membership of the Board and its sub groups, and monitoring attendance at meetings **(Partnership, Accountability)**

#### ***Measurable outcomes*** (details on how these will be achieved are contained in the Business Plan for 2018/19)

- To have achieved the Strategic Plan actions
- Risks to have been managed through risk register monitoring
- Survey Board members to assess level of confidence and contribution
- Attendance rate - having the right level of attendance and seniority at Board and sub-group meetings
- Number of new members fully engaging with induction process
- Number of reports from other partnerships requested and received by the LSAB
- Demonstration of Board members having had training and how that has developed Board effectiveness

## Strategic Priority 2 Performance and Quality

### **Aim**

We will ensure that there are effective multi agency quality assurance and performance management processes in place which will promote the welfare of adults with care and support needs and will hold partners to account

### **Achieved through:**

- Implementing a multi-agency quality assurance process and schedule, and reporting system to the Board (**ALL priorities**)
- Holding agencies to account for a reduction in inappropriate referrals to ensure key risk cases are not missed (**Proportionality, Protection, Accountability**)
- Identifying from audits and available data trends and research, adults in need of care and support who are or have been experiencing abuse or neglect (increase in neglect, and abuse in people's own homes) (**Protection, Prevention, Proportionality**)
- In co-operation with relevant key partnership boards, explore the Swindon safeguarding risks relating to known vulnerability particularly learning disabilities, self-neglect, domestic abuse, radicalisation, hate crime, trafficking/modern slavery and financial exploitation (**Empowerment, Protection, Prevention, Proportionality**)
- Learning from Safeguarding Adult Reviews and Domestic Homicide Reviews, sharing lessons learnt with the Community Safety Partnership (**ALL priorities (depending upon the circumstances)**)
- Receiving a report from Healthwatch regarding service user experience, particularly in respect of making safeguarding personal (**Empowerment**), and using this to drive practice improvements (**Empowerment, Proportionality, Protection, Prevention**)
- Identifying ways to improve prevention - develop a prevention plan including areas of consistent messaging (Prevention)

**Measurable outcomes** (details on how these will be achieved are contained in the Business Plan for 2018/19)

- No more than 30% inappropriate referrals
- Taken action on findings from Healthwatch report (agree KPI with them re number of service user feedbacks received)
- Sharing and implementing actions from SARs and DHRs as appropriate
- Audit outcomes on key performance indicators and quality of referrals

## Strategic Priority 3 Communication and engagement

### **Aim**

We will ensure there is a consistent and co-ordinated approach to how the safeguarding message for adults is disseminated to all groups and communities in Swindon, and we will ensure that we engage adults and communities of all backgrounds and make up in the work of SSAB

### **Achieved through:**

- Ensuring the website meets the accessibility information standards and developing it further when the new platform is in place (**Empowerment, Protection, Prevention**)
- Developing an easy read one-page information sheet for service users
- Increasing community awareness including using available opportunities to increase public involvement, and to engage media interest (**Empowerment, Protection, Prevention, Partnership**)
- Implementing the new model to gain the voice of service users and carers, and act on suggestions linked to existing services and groups (**Empowerment**)
- Developing more effective use of the media

**Measurable outcomes** (details on how these will be achieved are contained in the Business Plan for 2018/19)

- Number of actions taken based on service user feedback
- Number of hits, length of time and outcome of "like" button data on the website

## Strategic Priority 4 Workforce development

### ***Aim***

We will ensure the workforce of all partner agencies has access to and has undergone robust training relevant to their role, and understand how to apply it to their role

### ***Achieved through:***

- Holding agencies to account for ensuring high staff training levels including GPs, dentists etc (NHS England) and Commissioners in respect of providers
- Ensuring all agencies either use the SAB training events or their own training packages that are consistent with this (**Protection, Prevention, Partnership, Proportionality, Accountability**)
- Developing a quality assurance process of safeguarding training provided by care providers that may not be in line with the LSAB policies and procedures
- Using feedback from referrals data with agencies to inform them of areas for improvement in understanding and safeguarding practice (**Protection, Partnership, Proportionality, Accountability**)
- Developing multi-agency training, using case studies, to change working practices including reflective practice, risk assessment and information sharing (Protection, Prevention, Partnership)
- Exploring the provision of a specific safeguarding career pathway

***Measurable outcomes*** (details on how these will be achieved are contained in the Business Plan for 2018/19)

- % of surveyed staff confidence and knowledge regarding safeguarding (baseline to be established)
- At least 80% of relevant staff trained in safeguarding at any one time
- Amount of refresher training completed by staff

### 3. Strategic Context

3.1 The Borough of Swindon is largely urban with small pockets of rural areas. Within Swindon there are some deprived areas which can also impact on levels of vulnerability for some of those living there. Crime volumes in Swindon and Wiltshire are low in comparison to other Police force areas although there has been an increase in the number of reported crimes. In Swindon during the period from 1st July 2016 until 30th June 2017, there were 40391 reported crimes, a 10.2% increase on the previous twelve-month period. There has also been an increase in the number of reported Hate Crimes.

3.2 The 2016 mid-year estimate of the population of Swindon puts the population of Swindon at 218,580. The largest increase in persons is projected to be in the 65 to 74 year age group, a total of 12,900 additional persons by 2031. However, The 85 years and over age group will have the largest growth rate at approximately 136%.

3.3 In 2016/17, 5,333 people were receiving services from adult social care broken down into client groups as follows:

Service User Group	Age Band 18-64		Age Band 65+	
	Female	Male	Female	Male
Learning Disability Support	279	366	36	43
Mental Health Support	40	68	53	41
Physical Support - Access & Mobility	312	171	730	351
Physical Support - Personal Care Support	206	200	1361	767
Sensory Support (Dual, hearing & Visual)	19	10	75	34
Support with Memory and Cognition	6	4	108	54
<b>Total of Clients</b>	<b>862</b>	<b>819</b>	<b>2362</b>	<b>1290</b>

#### *Role of the Safeguarding Adults Board*

3.5 The Care Act 2014 placed adult safeguarding on a statutory footing for the first time and required Local Safeguarding Adults' Boards (LSAB) to be in place. Swindon already had a Board so the legislation strengthened the partnership work already in existence and now has the authority to hold agencies to account.

3.6 As stipulated in the Care Act, Swindon's LSAB was set up with the primary purpose of protecting adults in need of care and support from abuse or neglect or the risk of it. The new definition of a vulnerable adult is *"An Adult who has needs for care and support (whether or not the authority is meeting any of those needs), is experiencing, or is at risk of, abuse or neglect, and as a result of those needs is unable to protect himself or herself against the abuse or neglect or the risk of it."* This means that the Board needs to ensure that its remit does not become so wide that it is unsuccessful in meeting its duties.

3.7 The role of an LSAB therefore includes:

- Co-ordinating and ensuring the effectiveness of work undertaken by local individuals and organisations in relation to safeguarding and promoting the welfare of adults. The Board is not accountable for their operational work as each Board partner has their own existing lines of accountability for safeguarding. The Board does not have the power to direct other organisations so must work to identify and challenge areas of concern
- Ensuring that policies and procedures are in place and working
- Ensuring that where abuse or neglect is suspected (or where an adult in need of care support is at risk of abuse or neglect), local authorities make (or cause to be made) whatever enquiries it thinks necessary to enable it to decide whether any action should be taken in the adult's case if so, what and by whom (section 42). The Board must be satisfied that enquiries take place in a proportionate way
- Ensuring that arrangements are in place to carry out Safeguarding Adult Reviews when (for example) an adult in need for care and support dies in its area, and *"there is reasonable cause for concern about how the LSAB, members of it or other persons with relevant functions worked together to safeguard the adult"*
- Publishing a Strategic Plan and an Annual Report

## 4. Principles

The Government set out six core principles in their Policy on Adult Safeguarding by which to measure existing adult safeguarding arrangements and future improvements. Swindon LSAB has adopted these as their own principles as follows:

**4.1 Empowerment** - Presumption of person led decisions and informed consent.

*Swindon's approach:*

4.1.1 In everyday life, all adults should be able to make informed decisions for themselves and where required, be supported in doing so. When there is a concern about an individual that requires an enquiry to be instigated, the views of the adult in need of care and support are paramount and there is a requirement for services involved in the management of such enquiries to ascertain the desired outcomes of the adult at risk and ensure these views will inform what happens. Where an individual has substantial difficulties in being able to express their views, they may be supported in doing so by an appropriate suitable person, for example a family member, and where an appropriate person is not available, an advocate is engaged through the relevant services.

4.1.2 Individuals should also be provided with the means to recognise abuse and take action to prevent future harm or be able to report abuse or neglect themselves but be able to obtain support if needed. As there is a clearer emphasis that safeguarding enquiries may need to be instigated when there is a concern that someone is at risk of abuse (not just experiencing it), consideration needs to be given to someone's life choices and informed decisions made. As well as taking into account the level of harm any perceived risk may present, how someone may react to risk could have an effect on their well-being and require help and support to

manage their risk so as not to impact on their independence (for example). This culture, which is reinforced by the Board's adoption of Making Safeguarding Personal, must be at the heart of the Board's decision making.

#### **4.2 Protection** - Support and representation for those in greatest need

*Swindon's approach:*

4.2.1 Processes need to be in place to manage risk and help people to manage their own risks. Local safeguarding procedures need to be accessible and people need to understand how key agencies work and know how to make contact with them. When there is a safeguarding concern, the alleged victim needs to be protected from abuse or if there is a concern that they may be at risk of it, action is taken to minimise the possibility of harm or further harm.

4.2.2 It is acknowledged that there may be times when it is necessary to take action to protect individuals that may be at odds with their views. This could be because of wider public interest or a crime has been committed or because the person is believed to be under duress and not able to make informed choices. Strategies need to be in place to act appropriately on these occasions, ensuring the individual is involved, informed or supported at the earliest opportunity.

#### **4.3 Prevention** - It is better to take action before harm occurs

*Swindon's approach:*

4.3.1 Key agencies and Board members need to take action that prevents harm from occurring in the first place. Staff working with adults in need of care and support receive training in the signs of abuse and know how to take action to prevent it from occurring. Public awareness needs to be increased to inform members of the community about how to report signs of abuse and criminal activity.

4.3.2 Care services need to be delivered in such a way that standards of care prevent harm and there is a culture of openness within services meaning poor practice can be challenged and changed. Agencies that commission services need to have procedures in place that can check the quality of the services they have procured and ensure action is taken to prevent abuse and neglect from occurring.

4.3.3 The Board and its members need to know about the initiatives that are in place in Swindon that support adults in need of care and support particularly where these needs do not require a particular service but could still present some risks to individuals. For example, someone who may have limited mobility but is fully self-caring, could be isolated. The Swindon Circles of Support scheme which links volunteers with older people living in the community may be able to provide help. Or, where someone with a learning disability who is quite independent, experiences difficulties whilst using the community, can get immediate help by using The Safe Places Scheme where shops and businesses display a window sticker that indicates available support in these circumstances.

#### **4.4 Proportionality** - Proportionate and least intrusive response appropriate to the risk presented

*Swindon's approach:*

4.4.1 Where abuse or neglect is suspected or there is a risk of it, action is taken that is proportionate to the circumstances. Any intervention must (unless in exceptional circumstances where it would be unsafe to do so) ensure that the alleged victim is engaged throughout the process and as far as possible work to achieve that person's desired outcome(s). Any response should not be at such a level that the individual feels at a greater disadvantage following the safeguarding process than they did before the concern was raised. *What good is it making someone safer if it merely makes them miserable?* (Lord Justice Munby).

4.4.2 The Policy for Safeguarding Adults at risk has been revised to include requirements in the Care Act and its guidance. It also highlights the requirement to determine the most appropriate people from the most appropriate agencies to carry out an enquiry. This does not always mean the police, or the local authority (or AWP), as it may be a more proportionate response for an enquiry to be carried out by an employer, the risk team in a hospital or a registered professional.

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

*Swindon's approach:*

4.5.1 Agencies, Board members and partners need to work together to prevent abuse or neglect, protect adults from harm and respond proportionately. They also have a part to play in ensuring adults in need for care and support are able to take informed risks and are enabled to make decisions for themselves; and local communities in preventing abuse and neglect - members of the community need to be aware of what they should do to report concerns to enable a timely response.

4.5.2 Information needs to be supplied by all agencies in the interests of safeguarding adults and to ensure the LSAB is able to fulfil its responsibility. This is a requirement to enable enquiries to take place unhindered or to enable an accurate safeguarding adult's review or to assist in the management of risks to minimise harm and help to empower people. Agencies, particularly Board members will need to adopt an information sharing protocol and promote its use to their staff.

4.5.3 Whilst there has been considerable activity in investigating incidents of alleged abuse, further work is required to prevent abuse or neglect from taking place. Other formal partnership working will contribute to this particularly when it relates to matters outside the direct remit of adult social care services – for example the Community Safety Partnership.

4.5.4 Some of the issues to consider include:

- *Domestic Abuse* In appropriate cases, domestic abuse may require a safeguarding response, so it is important that the Board is sighted on the work of the Domestic Abuse & Violence Against Women and Girls Board which remains the accountable body, overseen by the Community Safety Partnership. Safeguarding concerns relating to abuse in domestic settings may be best dealt with under the Domestic Abuse Framework.

- *Hate Crime/Anti-Social Behaviour(ASB)* Are safeguarding concerns being recorded as hate crimes where appropriate? Are ASB teams being consulted when anti-social behaviour is impacting on adults in need of care and support? Where this is identified, a wider range of agencies may need to respond to reduce and remove incidents of harassment/bullying within (for example) specific communities, and prevent incidents impacting on other vulnerable people who may become victims in the future. The Wiltshire and Swindon Hate Crime Group is the accountable body for this and the Safeguarding Board will receive relevant data from them via the Community Safety Partnership
- *Human trafficking / modern slavery / sexual exploitation* Although abuse relating to these matters may well have been dealt with under the established categories of abuse, Care Act guidance includes *Modern Slavery* as a specific abuse type. Awareness is increasing with regards to this and it is recognised that it is a complex area that requires input from the National Crime Agency. Nationally some of the concerns that have been raised include forced labour and vulnerable people being forced into domestic servitude. There is an assumption that the main victims of modern slavery are likely to be immigrants or refugees in the UK. Whilst this is a concern, often people targeted may be adults in need for care and support and there have been incidents (not locally) where victims have been “trafficked” from within the same community
- *Bogus callers, financial scams, distraction burglaries, dangerous drugs gangs* Criminals responsible for such areas of concern often target vulnerable people who may require support of the safeguarding process. Agencies outside adult services already engaged in these issues need to be available to support safeguarding procedures but also provide advice, guidance and training to social care staff who need awareness of this and will be able to help with prevention. Recent Care Act Guidance has reinforced the need to consider on line (or electronic) fraud and exploitation. The Board has received a financial exploitation presentation and is aware of the extent of this in respect of older people who can be vulnerable because of their isolation and loneliness. The Police and Trading Standards are to provide the Board with regular data about this.

#### **4.6 Accountability** - Accountability and transparency in delivering safeguarding. *Swindon's approach:*

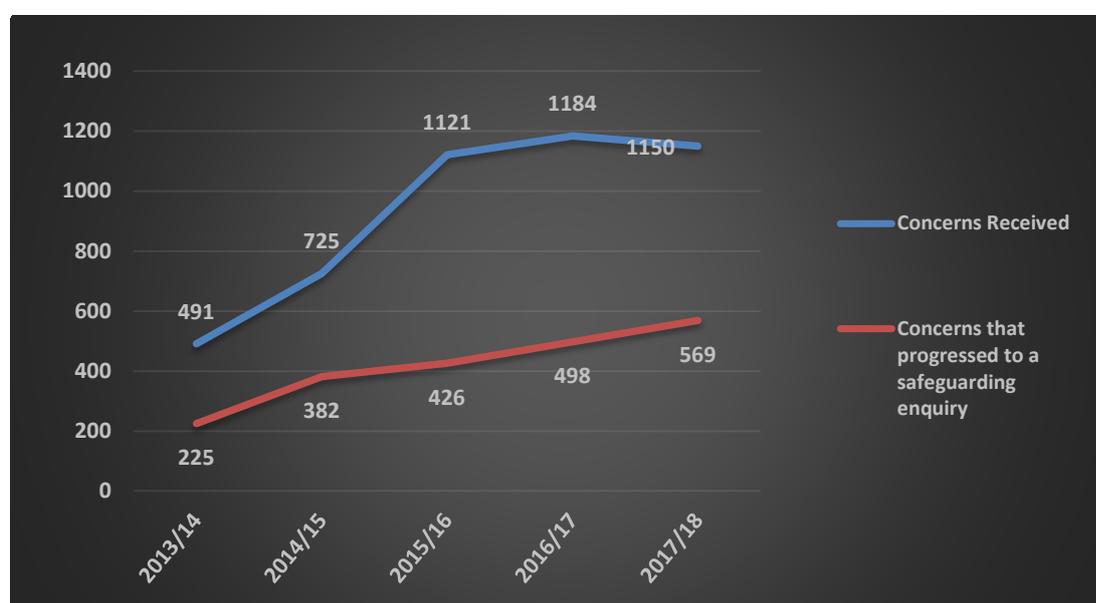
4.6.1 One of the criticisms of safeguarding procedures in many local authority areas is the secrecy of the process, excluding the adult and at times (as reinforced by recent judgements) making unlawful decisions with the intention of making someone safe. Making Safeguarding Personal helps to alleviate this perception and teams managing safeguarding cases need to be able to account for their actions, ensure that information is shared within a legal framework and that nothing should take place that is not in the best interests of the adult. Everyone involved in the safeguarding process needs to be clear about their specific roles and duties.

## **5. Evidence Base**

5.1 During the 2017/18 the Swindon Safeguarding Team received 1150 concerns about adults where abuse or neglect (or the risk of it) was suspected. This shows a slight decrease (3%) than reported in 2016/17. However, there has been a 12% increase in the number of cases that required a full enquiry (Section 42 enquiry).

5.2 Of the 1150 cases, 569 required an enquiry. There is still work required to reduce the number of inappropriate safeguarding alerts. The Board has also expressed concerns as to whether unnecessary referrals could lead to serious concerns being missed or the seriousness of other concerns being underestimated.

5.3 The gap between the number of concerns raised and those needing an enquiry could signify an improvement in the quality of referrals received or could be due to some cautiousness on the part of the safeguarding team possibly in relation to the recent case review. Below is a graph that shows the gap between alerts or concerns and the number of enquiries needed.



5.4 Of the 1150 concerns raised, 304 were in relation to neglect and places this as the most reported type of abuse with an increase of 18%. This is in keeping with national trends. Of these 152 progressed to an enquiry.

## 6. Current Position

6.1 The Care Act has been in force for 3 years now and its main requirements have been implemented. *Making Safeguarding Personal*, where the person who is the subject of the alleged abuse or neglect needs to be central to the safeguarding procedures, continues to be reflected in practice. Following reviews of the service this is an area for development. Part of this work will be an increase in the number of Enquiry Officers available to support procedures.

6.2 There is a requirement to ensure that an *advocate* is allocated to individuals who are the subject of a safeguarding concern where they have a substantial difficulty in engaging with the process and have no one else to help them such as a relative or a friend. It has become apparent that some alleged victims of abuse may

initially have been assessed as not requiring advocacy but later have been found to have engagement difficulties. Procedures are updated to guide managers to continually assess the need for advocacy as the case progresses. Swindon Advocacy Movement provides advocacy in the Local Authority area. They have joined the LSAB and are able to provide updates to the Board on take up and address any operational difficulties. They also liaise with the safeguarding team to discuss cases and referrals to their service.

6.3 The revised national guidance removed the requirement for agencies to have a Designated Adult Safeguarding Manager but requires member agencies of the Board to have a *lead officer for safeguarding* and key agencies to have a *designated professional lead*.

6.4 The Swindon LSAB remains committed to working to their strategic priorities and to ensuring the delivery of the actions in the Business Plan.