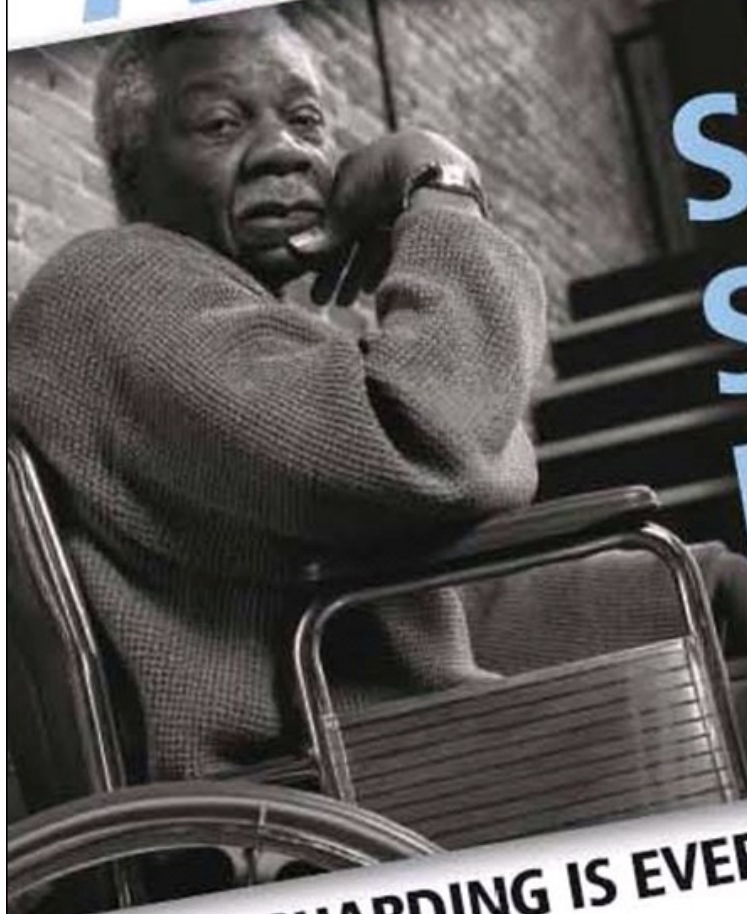




Luton Safeguarding
Adults Board
Working in partnership
to protect adults at risk



ADULT ABUSE



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SUSPECT?
REPORT!**

ANNUAL REPORT 2015-16

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1. Forward from the Chair



Luton Safeguarding
Adults Board
Working in partnership
to protect adults at risk

I have welcomed the opportunity to take over as Chair for the Board and have very much enjoyed working with all partner organisations to ensure that safeguarding adults is embedded across Luton. I have been impressed by the excellent attendance of all Partners and the full participation in Board meetings. The agenda items have been varied and challenging including learning from serious case reviews and ensuring that such learning is embedded into practice and not “one off events” as well as focussing on the review of the sub groups which support the effective working of the Board. Closer links with the Children’s Safeguarding Board remains a priority recognising that adult safeguarding will often involve working with families and we need to ensure that, given the challenges that all organisations face in respect of finance, we learn from each other, share good practice and avoid duplication.

The Board is very mindful that all efforts going into making adults more safe needs to be reflected on adults’ experience who may have been subject to a safeguarding enquiry. Making Safeguarding Personal, an initiative led by the Directors of Adults Social Services, has proven to be a helpful reminder to all Board members of the need to take stock of all documents, literature and services available to the public to highlight the importance of adult safeguarding and where to go to seek further information.

The Board is not complacent about its effectiveness and knows there is more to achieve. We have streamlined the annual report in an attempt to explain more succinctly what the Board has been set up to achieve as well as progress made over the year. I would welcome your views as to whether or not we have managed to achieve this aim.

I would like to extend my thanks to all Partners who have attended Board meetings who have invested time, energy and professional commitment to adult safeguarding across Luton and I look forward to an excellent working relationship over the forthcoming year.



Brian Martin Walsh

Independent Chair

September 2016

2. Our Vision for Safeguard Adults in Luton

To ensure that all the citizens of Luton, irrespective of age, race, gender, culture, religion, disability or sexual orientation live with their rights protected, in safety, free from abuse and the fear of abuse:

The Luton Safeguarding Adults Board is a statutory partnership of local public sector organisations who work together to safeguard people from harm or who are at risk of harm. The vision of the Board is for Luton to be a town where no-one should have to tolerate or be exposed to abuse, neglect or exploitation. We will achieve this by working with local communities to:

1. Prevent abuse from happening
2. Identify and report abuse
3. End any abuse that is occurring
4. Support people who have suffered abuse to recover and to regain trust in those around them

The Care Act 2014, places an emphasis on Making Safeguarding Personal (MSP), a person-centred and outcomes focussed approach to safeguarding.

In view of the development of recent case law such as Cheshire West, the emphasis on MSP is even more critical than in the area of work involving individuals who lack the mental capacity to make particular decisions about their own safety, health or wellbeing ([Making Safeguarding Personal Executive Summary 2014-15](#)).

This Board is committed to mainstreaming MSP practice and policy across its partner organisations and ensuring that people have the knowledge, understanding and use of the Mental Capacity Act, Independent Mental Capacity Advocates (IMCAs) and Deprivation of Liberty Safeguards (DoLS) that protect the rights and interests of all the people the Board serves. This vision for Luton is reflected in the Board's Strategic aims and through the work of its Strategic Work Streams.

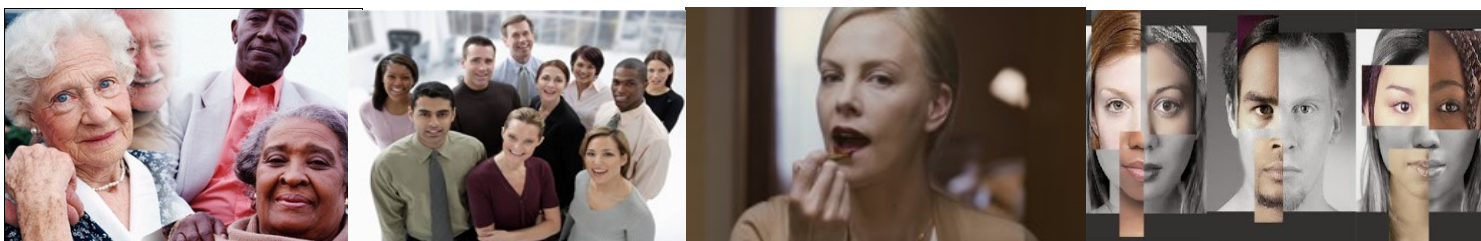
3. Who We Are

Luton Safeguarding Adults Board is made up of a contingency of Statutory and non-statutory Members as specified in Section 43(1)(2)(3)(4)(5) of the Care Act 2014, representing the various organisations that work with vulnerable adults across the local community, working together for the protection and wellbeing of adults in harm or at risk of harm:

- Independent Chair
- Bedfordshire Fire & Rescue Service
- Bedfordshire Local Pharmaceutical Committee
- Bedfordshire Police
- Cambridge Community Services NHS Trust
- East London NHS Foundation Trust
- East of England Ambulance Service
- GP Surgery Representation
- Healthwatch
- *Luton Borough Council
- Luton Children's Safeguarding Board
- Luton & Dunstable University Hospital NHS Foundation Trust
- National Probation Service
- Luton Clinical Commissioning Group (CCG)
- POHWER



**People Directorate (Children & Adult Services), Public Health, Legal, Corporate Learning & Development*



4. Our Mission

The mission of Luton Safeguarding Adults Board is to ensure that commitments both across partner organisations and through its work streams as well as its duties under the Care Act 2014 are met as outlined in the Board's vision and strategic plan:

The Board's mission is reflected through the work of 7 strategic Work Streams, each of which is chaired by a Member of the Board tasked with ensuring the Board is supported in spearheading the transformation of Safeguarding services in Luton through collaboration:

Governance Leadership and Partnership: Overseen by the Chair of the Board, to ensure that the Board has appropriate representation, membership, links, systems of accountability and coordinated working of member organisation. A new Independent Chair was appointed in December 2015, with a view to carrying the vision forward, driving our undertaking for new and improved partnerships and integrated working and strategic governance:

- Embedding Making Safeguarding Personal in all aspects of safeguarding adults work across partner organisations.
- The integration of Adult Social Care into the Multi-Agency Safeguarding Hub (MASH).
- Ensuring appropriate representation, and strategic links to wider networks/Boards such as the PAN Beds group and opportunities explored.

Policies Protocols and

Procedures: Chaired by Luton Borough Council to ensure that the Strategic Aims and Objectives of the Board are promoted through multi-agency safeguarding adult policies, procedures and associated guidance.

- Ensuring a full range of policy, procedures and guidance in place that meets the requirements of the Care Act 2014 and provides a framework within which organisations can work together effectively to respond to abuse and neglect in a way that reflects developments in national guidance and legislation.

Emerging Issues: Chaired by Bedfordshire Police, to ensure that emerging issues of local or national importance are quickly identified by the Board and incorporated into work streams.

- Awareness raising
- Ensuring effective transition arrangements between Children's and Adult Services
- Ensuring connection with Community Safety Partnership and Bedfordshire Police on Hate Crime.
- Early identification of cases of sexual exploitation.
- Raising awareness of Modern Slavery and ensuring that cases are quickly identified and victims supported.



Performance, Audit and Quality Assurance: Chaired by CCG to ensure the Vision, Strategic Aims and Objectives of the Board are assured through the performance, audit and quality assurance framework.

- Ensuring measures and processes effectively capture the outcomes of safeguarding adults work in Luton.
- Ensuring consistent recording and reporting of safeguarding information across partner organisations in Luton, enabling sharing of intelligence at both a strategic and operational level.

Training and Workforce Development: Chaired by Luton Borough Council is tasked with ensuring the Vision, Strategic Aims and Objectives of the Board are promoted through the development and provision of the training and Workforce Development Framework.

Communication & Community Engagement:

Chaired by Cambridge Community Services to ensure that the Vision, Strategic Aims and Objectives of the Board are promoted and realised.

- Ensuring systems and resources have been developed that raise public awareness and understanding of safeguarding adults work
- Adults who have experienced, or are at risk of abuse and neglect shape and influence the development of safeguarding practice
- Engagement with all stakeholders and clients who experience the safeguarding process to ensure they have opportunities to inform and influence the development and improvement of that process

Safeguarding Adults Reviews & Professional Practice:

Chaired by Luton Borough Council to ensure that the Board's Vision, Strategic Aims and Objectives are promoted through the Safeguarding Adults Reviews and Professional Practice process.

- Safeguarding Adults Review procedures reflect best practice as established through local/regional and national learning as well as any relevant legislation.
- Ensuring Effective systems have been developed and maintained to share the learning within Luton from Safeguarding Adults Reviews occurring both locally and nationally.

Governance Leadership and Partnership:

The Board has executive level commitment and engagement from partner organisation, both at meetings and in Safeguarding Adult Work.

Most of the sub-group of the Board has continued to progress Safeguarding Service development work.

5. What We Do - Highlights from the 2015/16 Business Plan

Policies Protocols and Procedures

The following governance documents were drafted and approved by the Board for implementation across Member organisations:

- Safeguarding Adults Policy
- Multiagency Practice Guidance
- Board and Sub-Group Terms of Reference
- Board Memorandum of Understanding
- Information Sharing Protocol
- Safeguarding Adults Review Policy

Emerging Issues

Bedfordshire Police have led on raising awareness of the Hate Crime strategy through the Community Cohesion Team:

- A Hate Crime week of Action, took place. This resulted in 7 organisations signing up to be a part of the Hate Crime work and third party recording. 10 further organisations are interested. The Citizens Advice Bureaus have signed up throughout Bedfordshire. Third sector organisations in Luton e.g., Penrose are looking to give awareness training around this to over 400 people. A review was completed of Bedfordshire Police Hate Crime Action Plan to identify opportunities for multi-agency working and improvements were made to an existing Hate Crime Activities log, which is populated with all work undertaken by the dedicated Hate Crime Sergeant from the Community Cohesion Team.
- LBC Public Health and Bedfordshire Police, have been in consultation and are proposing a Countywide Sexual Abuse Strategic Group, incorporating serious sexual offences and sexual exploitation.

Performance, Audit and Quality Assurance:

- The Quality and Safeguarding teams from the CCG will undertake a schedule of visits to seek assurance regarding Providers Adult Safeguarding Practice.
- NHS England Adult Safeguarding Assurance framework currently being devised by Midlands and East Safeguarding Sub group.

All Safeguarding organisations reports are reviewed at the quarterly workstream meeting for consistency of recording and reporting.

Training and Workforce Development:

All organisations have continued to ensure that their staff groups receive up to date training on safeguarding. Training in 2015/16 included:

- Making Safeguarding Personal training is being provided across the various partner organisations.
- Luton Borough Council continues to facilitate various Safeguarding Workshops across LBC and Health, examples of which are; Raise Awareness of PREVENT for Children and Learning Services and Adult Social Care; Sexual Exploitation, Modern Day Slavery and Trafficking of Human Beings, across LBC and Adults at Risk of Self Harm training and 'Self Neglect' workshops. A full programme is available to LBC and Health Workers throughout each year.
- Bedfordshire Police committed to funding the training of a critical mass of "first responders" and DA Matters, training that is recognised to be capable of changing the mind-set of a workforce, endorsed by the College of Policing. Coming January 2017.
- Luton and Dunstable University Hospital NHS Foundation Trust', training compliance for Adult Safeguarding is currently at 86%.
- Cambridge Community Services, delivered PREVENT Basic Awareness training to all staff as part of a proactive initiative and incorporated into in the Corporate Induction Programme since August 2014. The target for compliance for staff attending adult safeguarding training is 95%.
- NHS Luton Clinical Commissioning Group provided joint training for GP's and Hospital Clinicians with Bedfordshire CCG; facilitated by various Adult Social Care leads across both CCG' and MCA/DoLS, with a focus on Adult Safeguarding, CQC outcome 7 requirements, MCA/DoLS, PREVENT and changes in the Care Act. Champions courses for Adult Safeguarding in conjunction with the Acute Trust are also being provided as ongoing work.

Communication & Community Engagement:

- We will continue to undertake public awareness campaigns and by engaging local community through collaborative work with partner organisations.

Safeguarding Adults Reviews & Professional Practice:

- No Reviews were undertaken in 2015/16.
- Emphasis has been placed on learning & development from previous SARs.

6. How We have Made a Difference (Extracts from Partner Reports)

See Appendix item IV. for 2015/16 Statutory Partner Reports.

Single Agency Achievements

East London Foundation Trust (ELFT): Worked on the development of named Safeguarding Adults Champion roles per team. The Trust Safeguarding Adults team will now be screening more incidents to ensure the safeguarding alerts are done appropriately and to ensure that training is targeted to the right audience. ELFT is in the process of ratifying the protocol for Inpatient units to carry out Safeguarding Enquiry. The ELFT Safeguarding team is planning to run extra sessions to offer Level 3 investigators training for the Inpatient Manager's and staff to equip them to undertake Safeguarding enquiry and has also reintroduced the Safeguarding Audit for the closed Safeguarding Enquiries. The audit would help the Safeguarding team to offer targeted training for staff in areas of practice that needs further development.

Cambridgeshire Community Services (CCS): The Trust has a full time Named Nurses for Adult Safeguarding and a full time Head of Safeguarding, showing its commitment to the Safeguarding agenda. Senior Trust representatives are members of the multi-agency Safeguarding Adult Boards in Cambridge, Peterborough, Norfolk and Luton and as such are an integral decision maker in the development and implementation of the local safeguarding agendas.

Safeguarding Champions: A second cohort of staff within Luton has recently completed a University of Bedfordshire run course sponsored by Luton CCG and Luton and Dunstable University Hospital.

Luton & Dunstable University Hospital (L&D): The Care Quality Commission, visited the Trust in January 2016, to assess its compliance against required standards. The final report has been released and the Trust was given an overall rating of good with some areas of practice deemed outstanding. Training compliance for Adult Safeguarding is currently at 86% and full implementation of the Care Act 2014 has taken place. Ongoing work to ensure Making Safeguarding Personal is established as a good practice which included updating internal systems/ databases to capture this information.

Bedfordshire Police: Due to go live, with the roll out of 'Technical SOS' (TeCsos), mobile phones, to support high-risk victims of Domestic Abuse by providing high-risk vulnerable people with enhanced access to the police in an emergency.

Lead on raising awareness on Hate Crime, through the Community Cohesion Team. Their work has led to the recruitment of the first 3rd party reporting centres for hate crime, there are now 5 spread across the County.

Clinical Commissioning Group: A key component of the Performance Audit and Quality Assurance work stream chaired by the CCG was ensuring that the key elements of the Care Act are embedded in their practice. Regarding PREVENT work, in 2015 Luton was moved into the London region by NHS England as it was considered to be a Tier One area—high risk of vulnerable people being radicalised. There is a significantly increasing number of referrals to the Channel Panel from various sectors of Health and social Care. The Channel Panel was recently praised for its effectiveness on a recent ministerial visit for its contribution to the PREVENT and Government's Counter Terrorism Strategy.

Partnership Achievements

- Work was undertaken with Bedfordshire Police on a campaign with taxi drivers in Luton to raise awareness of sexual exploitation and action needed to identify and report this. A Victim Support Domestic Abuse Triage Service has been set up in Luton with resources working alongside DAISU staff with a view to reducing risk and harm to victims of domestic abuse. Bedfordshire Police have been working with partners throughout this year to deliver actions set out in the Bedfordshire Mental Health Crisis care Concordat resulting in a year on year decrease in the number of vulnerable adults detained in police cells under the Mental Health Act.
- Bedfordshire Police, Public Protection Team will see an increase in resources and teams will be bolstered to increase their resilience. Missing persons and CSE teams will see a significant increase in their numbers. Funding has been secured to train all frontline officers in the College of Policing's Domestic Abuse Matters training package.
- An increased awareness and activity in terms of joint working with Children's Safeguarding.
- A new provider led Section 42 enquiry form was produced embedding the principle of Making Safeguarding Personal
- Through Partner Organisations Luton Safeguarding Adults Board has representation on a number of key Boards and forums such as the East Anglia and Essex Adult Safeguarding Forum, which recently published Adult Safeguarding Best Practice Guidance for NHS Services in East Anglia, Channel Panels and attendance at NHS England conference on PREVENT and the Counter Terrorism Summit at the University of Salford.
- Continued the work of embedding Making Safeguarding Personal across all partner organisations.

7. Key Challenges, Strengths and Areas for Development

Challenges

- Although we have had an overall decrease in safeguarding referrals & subsequent enquiries, the number of cases of neglect among older (64+yrs) people remain high.
- In line with revised statutory guidance, we have seen fewer cases being taken to enquiry level. However this will only work to protect adults if we strengthen our multi-disciplinary complex case management arrangements.
- We continue to embed making safeguarding personal across the partnership to ensure that our services meet service users' expectations.
- The single biggest challenge faced by all partner organisations is staff recruitment and retention, which we continue to address.
- Complex safeguarding relating to housing, homelessness, mental health and people in transition between Children and Adult Services continue to present challenges.

Strengths

- Comprehensive safeguarding policies are in place

within all partner organisations.

- Designated safeguarding leads.
- Senior management representation at Safeguarding Board.
- Safeguarding policies and processes understood and embedded across all agencies.
- Partners have established action plans for safeguarding.
- Partners are able to respond to changes in processes.
- Awareness raising carried out by all partners.

Areas for Development

- Improve and strengthen the links with the Local Safeguarding Children's Board.
- Domestic Abuse awareness raising and greater understanding of relationship to safeguarding adults.
- Expand methods used to support adults at risk to keep themselves safe.
- Improvement in use of advocacy support for adults at risk.

8. Next Year We Will

Governance, Leadership & Partnership Working: A Multi Agency Safeguarding Hub is under development to be established by mid Oct 2016. Continued to work in collaboration with other partnerships in Luton and across Bedfordshire to ensure safeguarding operational practice and developments are joined up and coherent. A review of Business Planning and the work of the Sub-groups will also be undertaken.

Policies, Protocols & Procedures: All partner organisation have a live safeguarding policy that guide the operational safeguarding practice. We have reviewed and are looking to reinstate a protocol for accessing secondary mental health care services particularly for service users in crisis. We are working on a guidance for all partner organisations undertaking Section 42 Enquiries.

Emerging Issues: Bedfordshire Police will continue to lead on actions relating to hate crime. A county wide Sexual Exploitation / Abuse strategy is under consideration & development in collaboration with Bedfordshire Police and Public Health.

Training and Workforce Development

As in previous years, various training is planned in line with recognised training needs across the local authority, to include:

- Child & Adult Sexual Exploitation
- Deprivation of Liberties—Putting it into Practice

- Mental Capacity Act—Putting it into Practice
- Safeguarding Adults at Risk (responding to reports & concerns of Abuse) & Investigation Skills for Enquiries
- MARAC Masterclass

Safeguarding Adults Reviews (SARs) &

Professional Practice: To undertake a Review of recent SARs and draw out the lessons learnt for the whole partnership and establish a community forum for safeguarding staff to share good practice.

Auditing & Competency Framework: A quality assurance framework is being reviewed. A draft schedule for auditing providers is in development. The group has continued to scrutinise partner performance reports and provide highlight to the Board.

Communication & Community Engagement: We will be running public information campaigns on; Sexual Exploitation, Self-Neglect and Modern Day Slavery.

Making Safeguarding Personal: We will work towards identifying measures to assess the impact of safeguarding activities on service users.

Partnership Working: Ensuring effective transition arrangements between Children's and Adult Services. Increased joint working with Children Safeguarding across all partner organisations as well as undertake a Peer Review of partnership working, governance and accountability for Adult Safeguarding.

9 Appendices

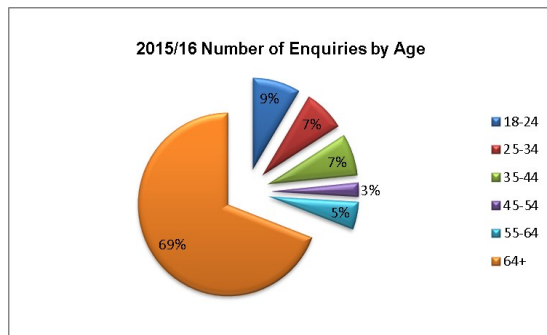
I. How Well Did We Do?

A total 2164 Safeguarding Adult Concerns were raised in 2015-16, a 6% reduction on 2014/15 (2303). These concerns were for 1596 individual persons. Of these, 12% escalated to an enquiry which may reflect the need for further training and development at the point of referral across partner organisations.

Adult Safeguarding:

Graph 1 Enquiry by Age

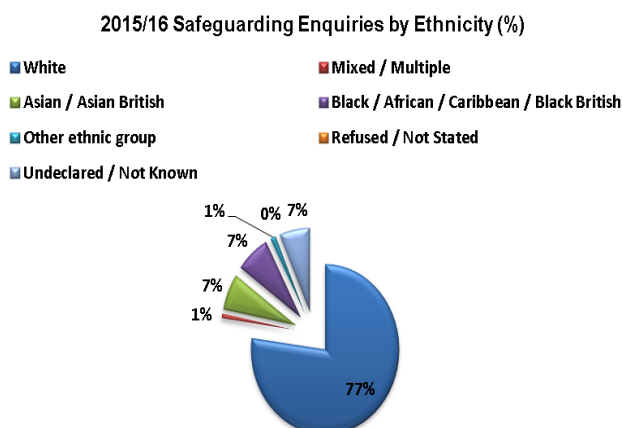
12% (259) of concerns in 2015/16, were escalated to an enquiry stage compared to 24% in the previous year. The highest area of recorded enquiries is amongst the 64+ age group, within this group the key areas of reported abuse have been as follows.



- Neglect and Omissions: Accounting for 75% (94 cases) of all enquiries
- Financial and Material: Accounting for 82% (36 cases) of all enquiries
- Physical: Accounting for 65% (31 cases) of all reported enquiries
- Emotional: Accounting for 46% (18 cases) of all reported enquiries

Graph 3 Enquiry by Ethnicity

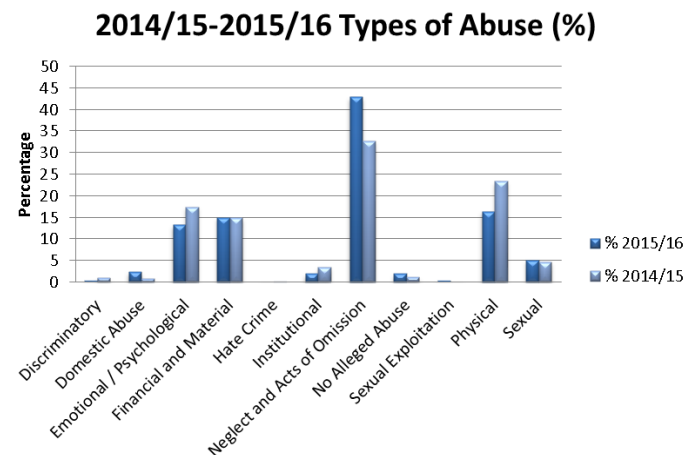
As in 2014/15, enquiries relating to abuse amongst the White ethnic group is high compared to the rest of the population.



- White ethnicity makes up 61% of the Luton population; abuse enquiries accounting for 77%
- Asian ethnicity makes up 26% of the Luton population; abuse enquiries accounting for 7%; Black African/Caribbean/Black British ethnicity makes up 8% of the Luton population; reports of abuse accounting for 7%

Graph 2 Enquiry by Type of Abuse

Neglect and Acts of Omission remain the highest area of enquiry, predominantly taking place amongst the 64+ age group as previously noted and account-

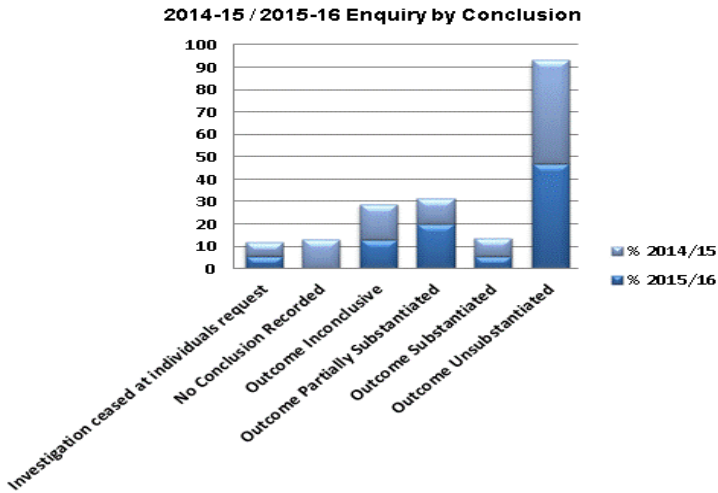


ing for 43% (126 cases), a 10% increase on 2014/15.

- There is an overall reduction in cases leading to enquires with the exception of Neglect and Acts of Omission which has risen.
- Enquiries relating to Sexual Abuse and Exploitation is highest amongst the 25-34 age group albeit numbers of enquiries are low.
- Emotional and Psychological abuse enquires recorded across all age groups, accounting for 17% of enquiries; physical abuse accounting for 23% of enquiries.
- 7% decrease in reports of physical abuse on the previous year, 4% decrease on reports of emotional/psychological abuse on the previous year, 2% decrease on reports of institutional abuse on the previous year.

Graph 4 Safeguarding Enquiry by Conclusion

6% of enquiries were substantiated in 2015/16 compared with 2014/15 (8%):

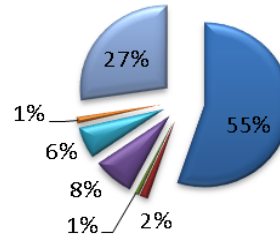


- 20% of enquiries partially substantiated in 2015/16 compared with 11% in 2014/15.
- 46% of enquiries were unsubstantiated in 2015/16, similar figures to 2014/15

Graph 5 Enquiry by Primary Support Reason

2015/16 Abuse by Primary Support Reason

- Physical Support
- Memory & Cognition
- Mental Health Support
- No Support Reason
- Sensory Support
- Learning Disability Support
- Social Support

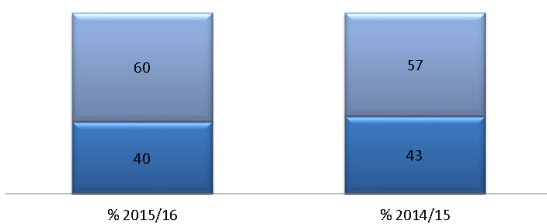


- Physical Support is the highest category, mainly consisting of older people who are most at risk of abuse
- Over a quarter of enquiries relate to people who have no specific support reason.

Graph 6 Enquiry by Gender

2014/15 - 2015/16 Enquiries by Gender

Male Female

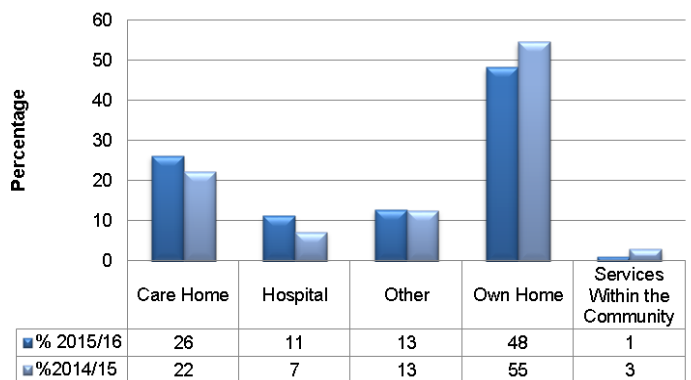


- A slight increase amongst women rather than men from last year

Graph 7 Enquiry by Setting

Own Homes remains the highest setting for reports of abuse followed by Care homes:

2014/15 - 2015/16 Enquiries by Setting (%)



- There is a slight increase in enquiries in both settings.

Deprivation of Liberty Safeguards:

increase from 2013/14 with only 29 recorded applications.

With greater awareness of the risk of DoLS since Cheshire West (2014), we have continued to receive a increasing volume of DoLS applications from care providers:

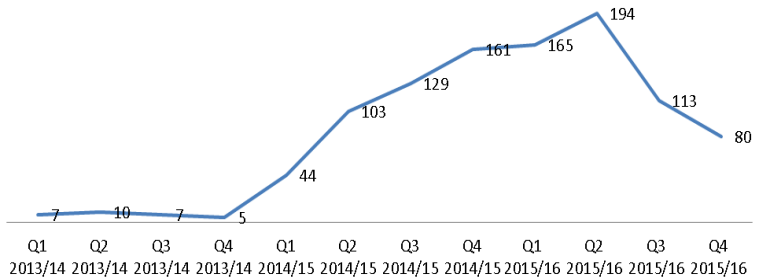
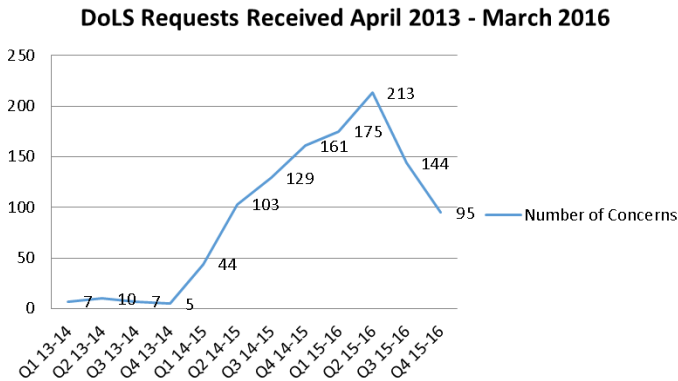
Graph 9 DoLS Assessments

We continued to assess a larger volume of applications than previous years. The number of assessments over the last quarter has declined for a variety of reasons and we are working through the backlog.

Graph 8 DoLS Applications

LBC as a Supervisory Body under the MCA 2005, continues to receive a larger volume of applications. From April 2015 to March 2016, there was a total of 627 applications compared to 437 in the previous year.

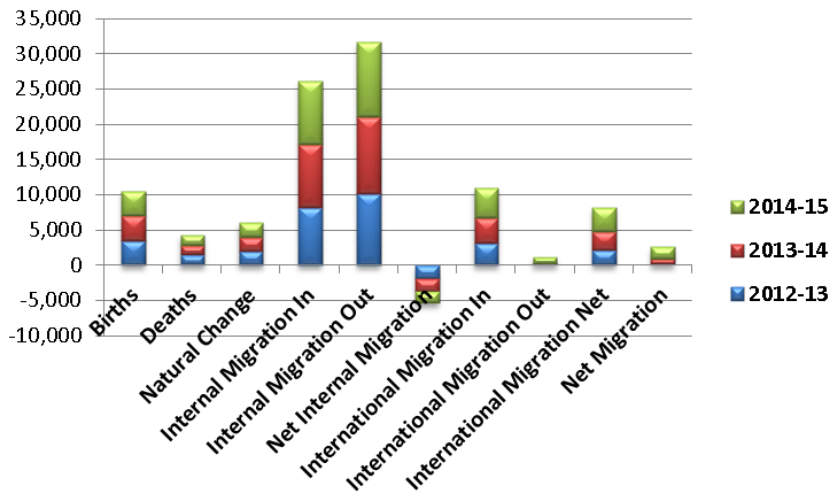
DoLS Assessment by Quarter April 2013 - March 2016



- DoLS applications increased by 26% (627 applications) compared to 2014/15 (437 applications). Significant

II. Who We Help (Demographics)

Graph 10 Migration and Natural Change of the population 2011-2041, five year migration trend



- Luton’s population is now 214,700, an increase of 3,700 between 2014 and 2015 which is a growth rate of 1.8%. This is faster than the national growth rate of 0.8%.
- The population has risen by 8,900 since 2012, an increase of 4% in 3 years
- The population of Luton is projected to increase from 203,650 in 2011 to 254,050 in 2031 and to 274,250 in 2041 an increase of 35% in 30 years. The older population groups are projected to have the highest

- population percentage increase but all age groups population are projected to increase (extracted from the following website https://www.luton.gov.uk/Community_and_living/Luton%20observatory%20census%20statistics%20)
- Luton has a younger population than the national average.
- Both natural change and international migration are contributing to the increasing population in Luton.

III. 2015/16 (Statutory) Partner Reports



Bedfordshire Police
2015/16



Cambridge
Community Services 201



Clinical
Commissioning Group 20



Cambridgeshire Community Services **NHS**
NHS Trust



Luton Clinical Commissioning Group



East London
Foundation Trust 2015




Luton & Dunstable
Hospital 2015/16



Bedfordshire Fire &
Rescue 2015/16

East London **NHS**
NHS Foundation Trust



 **Bedfordshire**
Fire and Rescue Service



East of England
Ambulance 2015-16



POhWER 2015-16



Healthwatch
2015-16

East of England Ambulance Service **NHS**
NHS Trust

POhWER
advocacy, making your voice heard

healthwatch



Luton Safeguarding
Adults Board
Working in partnership
to protect adults at risk