

Leeds Safeguarding Adults Partnership



Annual Report 2007 – 2008

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1. The Leeds Safeguarding Adults Committee

The Leeds Safeguarding Adults Committee was formed as the Adult Protection Committee in 2002. Safeguarding adults is a shared responsibility and a high priority for all Leeds agencies working in partnership to ensure vulnerable adults in Leeds are safeguarded against abuse.

This report highlights the work that the Safeguarding Adults Committee has undertaken during 2007- 2008.

Membership of the Committee includes representatives from:

Leeds Adult Social Care
Leeds PCT
West Yorkshire Police
Leeds Teaching Hospitals Trust
Leeds Partnership Foundation Trust
Leeds Alliance of Users and Carers
West Yorkshire Fire Service
Age Concern Leeds
Leeds Care Association
Leeds Advocacy Network
Leeds Leisure and Learning
Leeds Jewish Welfare Board
Commission for Social Care Inspection

The Committee was chaired through the year by Mike Evans,, Chief Officer, Adult Social Care. He was supported by the Deputy Chair, Pam Wisnia of the Leeds Jewish Welfare Board.

The Committee meets on a quarterly basis and during the period 2007 – 2008 met on the following dates:

13th June 2007
19th September 2007
12th December 2007
15th March 2008

The Training Sub-Group met on the following occasions:

4th July 2007
3rd October 2007
10th January 2008
20th February 2008
20th March 2008.

2. Budget

Leeds Safeguarding Adult Unit Staffing costs (total costs including superannuation etc.)

Training and Development Officer	£37,476
Coordinator 37 hours	£ 45,067
Coordinator 30 hours	£ 35,147
Administrative Officer 18.5 hours	£ 13,673
Total	£ 131,363
Other Costs: (i.e. room hire, publications etc.)	£ 5825.98
Total Leeds Safeguarding Unit costs	£ 137,188.98

NB – Other costs associated with the Safeguarding function (in relation to enquiries – publicity – internal staff communications etc) are subsumed under a variety of other Adult Social Care budget headings.



3. Established links and key activities 2007 – 2008

In November 2005, the Association of Directors of Social Services published a set of minimum standards and guidance for those working to safeguard adults, 'National Framework of Standards for Good Practice and Outcomes in Adult Protection work'. This document supports the guidance provided by the Department of Health in 'No Secrets', (2000). It also signalled change of focus from protecting vulnerable adults from abuse, to safeguarding them. The Leeds Safeguarding Committee welcomed this change in approach and to reflect this change in emphasis partners agreed that the partnership body be retitled from the Leeds Adult Protection Committee to the Leeds Safeguarding Committee, the change became effective in 2007.

Key statutory agencies represented on the Committee have experienced a period of significant structural change and this has impacted on the ability of the Committee's to achieve as much as it might have wished in advancing the strategic approach to managing safeguarding activity across the City. Within a much more stable organisational environment developing cohesive and comprehensive Safeguarding infrastructures is a key aim for the coming year and is detailed in the action plan at the conclusion of this report.

Notwithstanding organisational and personnel changes, the Committee has achieved a number of key objectives:

- The agreement of a multi-agency serious case review procedure;
- The expansion of the partnership to include membership of the Committee from West Yorkshire Fire Service and the City Council's Learning and Leisure and Neighbourhoods and Housing Departments. The Committee also welcomed a member of the Committee who also sits of the Children's Safeguarding Board and is able to help the Committee strengthen its links with those seeking to safeguard children;
- The initiation of work to refresh the current multi-agency safeguarding policy and accompanying procedures;
- The dissemination of information about national developments in safeguarding work, including research findings and legislative updates;
- The continued establishment of a committed multi-agency training sub-group that has developed a focussed training strategy that has enabled the delivery of safeguarding training for 1065 staff across Leeds;
- Initiation and sponsorship of a major conference was held in Leeds on 8th January 2008 to examine ways of ensuring vulnerable adults, including older people, are protected from abuse without compromising their dignity or right to make their own choices. Organised by Leeds Adult Social Care Employee Development Unit, the conference was attended by 160 practitioners from macros the partnership..

The Committee, via the Adult Safeguarding co-ordinators has made links to the Coroner's office and that of the prison service and it is anticipated that these important partners will be invited to participate formally in the strategic work of the committee in the future.. The Committee also welcomed the Commission for Social Care Inspection's protocol for safeguarding work, 'Safeguarding Adults, Protocol and Guidance'.

As part of it's work programme in 2007, the Committee initiated a programme to examine the quality of Safeguarding work being carried out in Leeds.

This took the form of:

- An audit of safeguarding referrals;

- An audit to examine effectively the partnership is meeting the standards set out in *No Secrets* and *Safeguarding Adults*;
- An audit of training;
- A review of safeguarding policy and procedures;
- An audit of the quality of safeguarding arrangements in the independent and voluntary sector.

The information provided by these audits and reviews has informed the action plan set out at Appendix one.

In recognition of the rising profile of Safeguarding work and the need for greater strategic co-ordination,, the Committee supported the secondment of an additional full time co-ordinator into the Safeguarding unit, it is anticipated that this will be a long term secondment. The longer term implications for the Safeguarding Unit infrastructure form part of the work program for the Unit next year , this is reflected in the action plan appended to this report.

4. Key roles for safeguarding services in Leeds

Leeds City Council Adult Social Care Department is the lead agency for coordinating safeguarding work. The Director of Adult Social Services, Sandie Keene, has a statutory role in providing leadership and ensuring the partnership safeguards vulnerable adults in Leeds.

All services providing services to vulnerable adults in Leeds have the following roles and responsibilities:

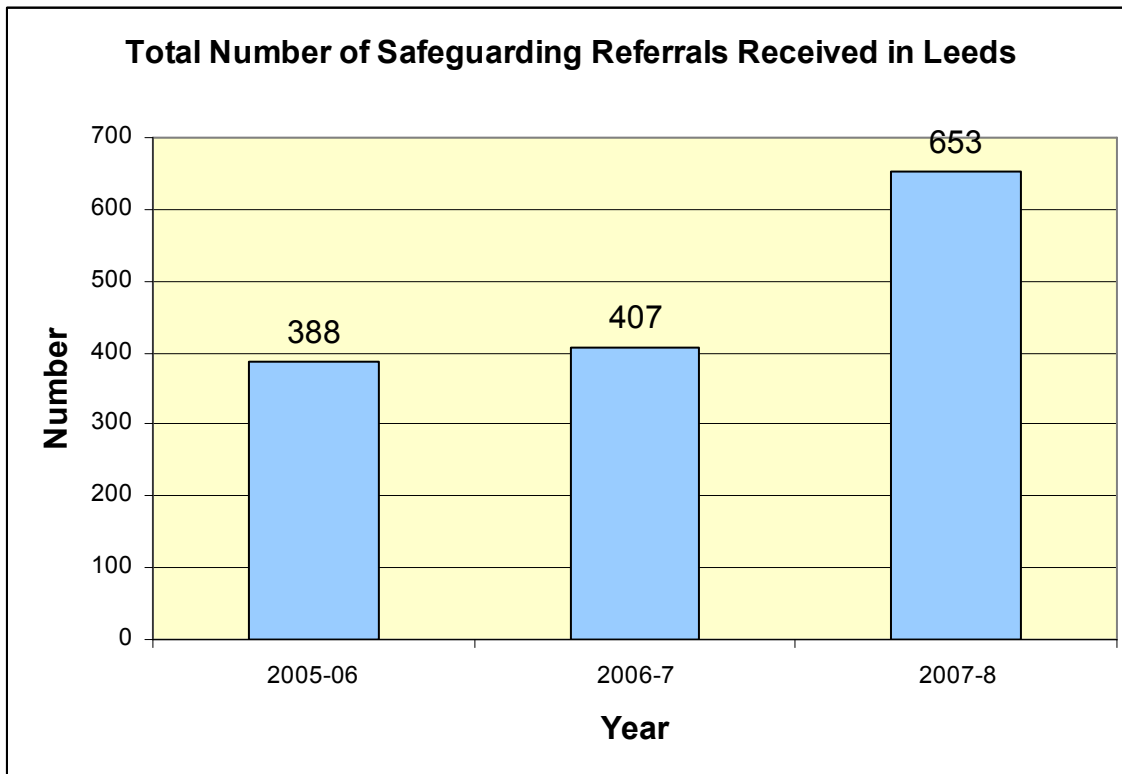
- To establish, monitor, review and evaluate the multi-agency policy and staff guidance to safeguard vulnerable people from abuse.
- To promote and disseminate robust inter-agency working methods and practices which recognise and minimise risk to vulnerable adults.
- To maintain an awareness of national developments and ensure these inform local initiatives.
- To develop, deliver or commission safeguarding training.
- To collate statistical information about safeguarding activity and share this with the lead agency, Leeds Adult Social Care in order that trends can be mapped and lessons learned.



5. Safeguarding Referrals Received

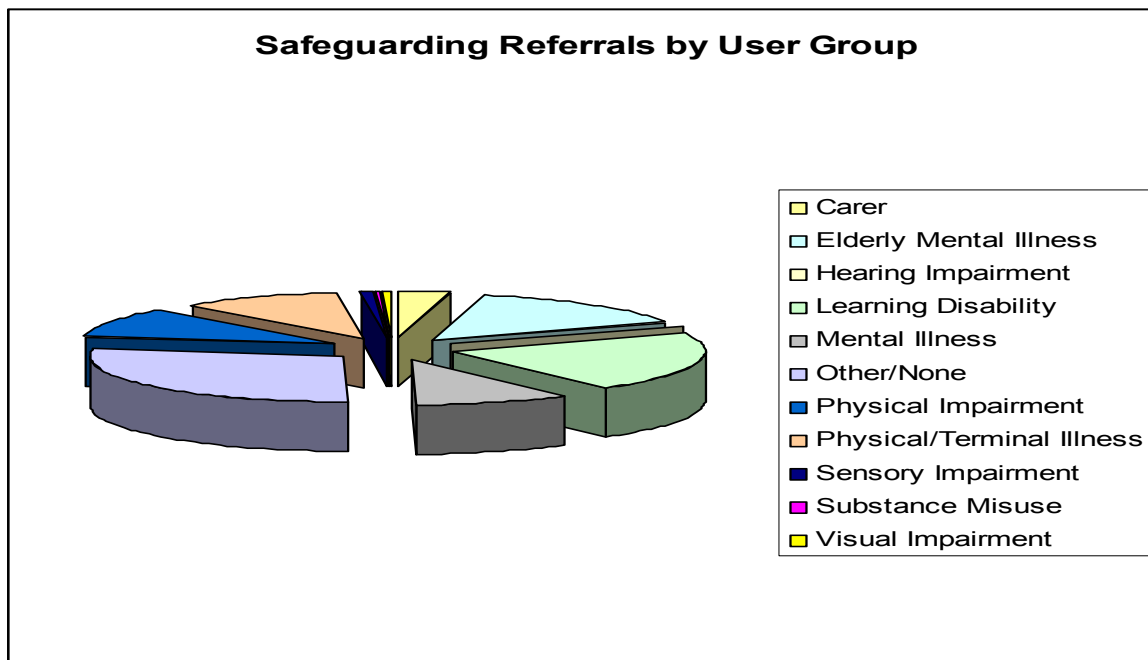
Leeds City Council Adult Social Care coordinates all referrals of safeguarding adults concerns. These referrals are made through Contact Leeds (the City Council referral collation centre) and are recorded on the Adult Social Care recording system, ESCR.

In 2006 – 2007, a total of 407 referrals were recorded, which represents a marginal increase on the 388 received in 2005/06. However, in the past year, 2007 – 2008, 653 referrals were recorded. This is an increase of approximately 60%.

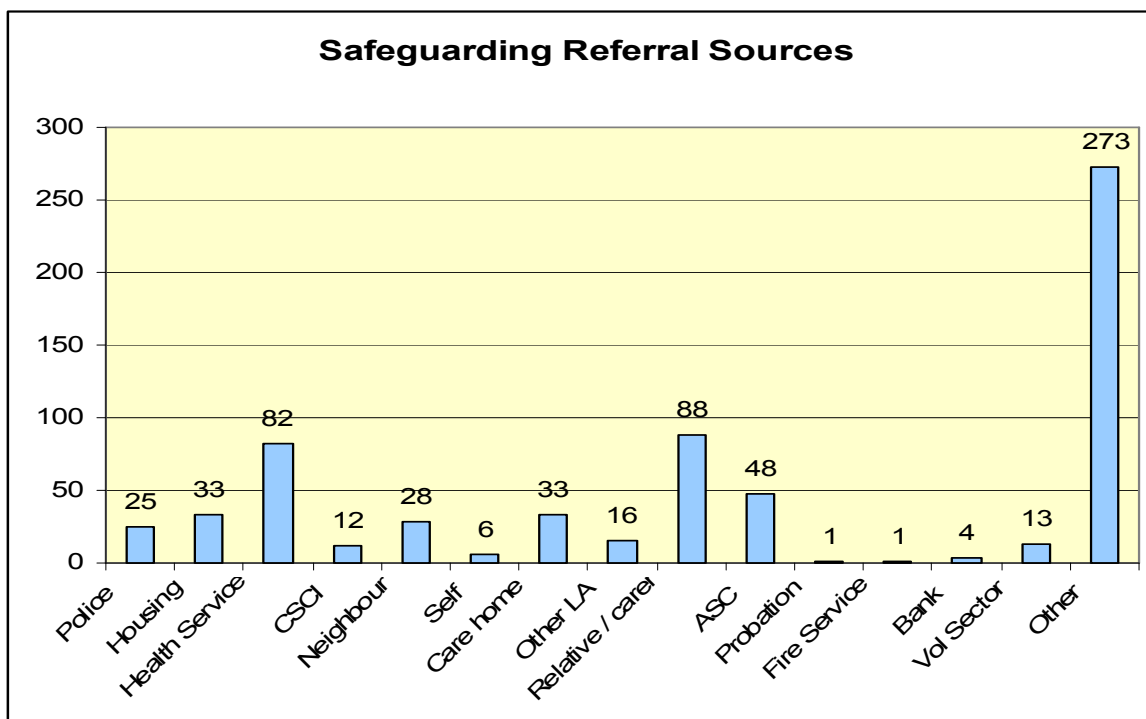


This significant increase in the total number of referrals received can be explained by a number of factors;

- Improved recording on ESCR, providing better statistical data;
- Greater awareness of safeguarding leading to a higher number of referrals;
- Training provided by the safeguarding unit and the City Council's Employee Development Unit resulting in greater awareness among staff of safeguarding matters.



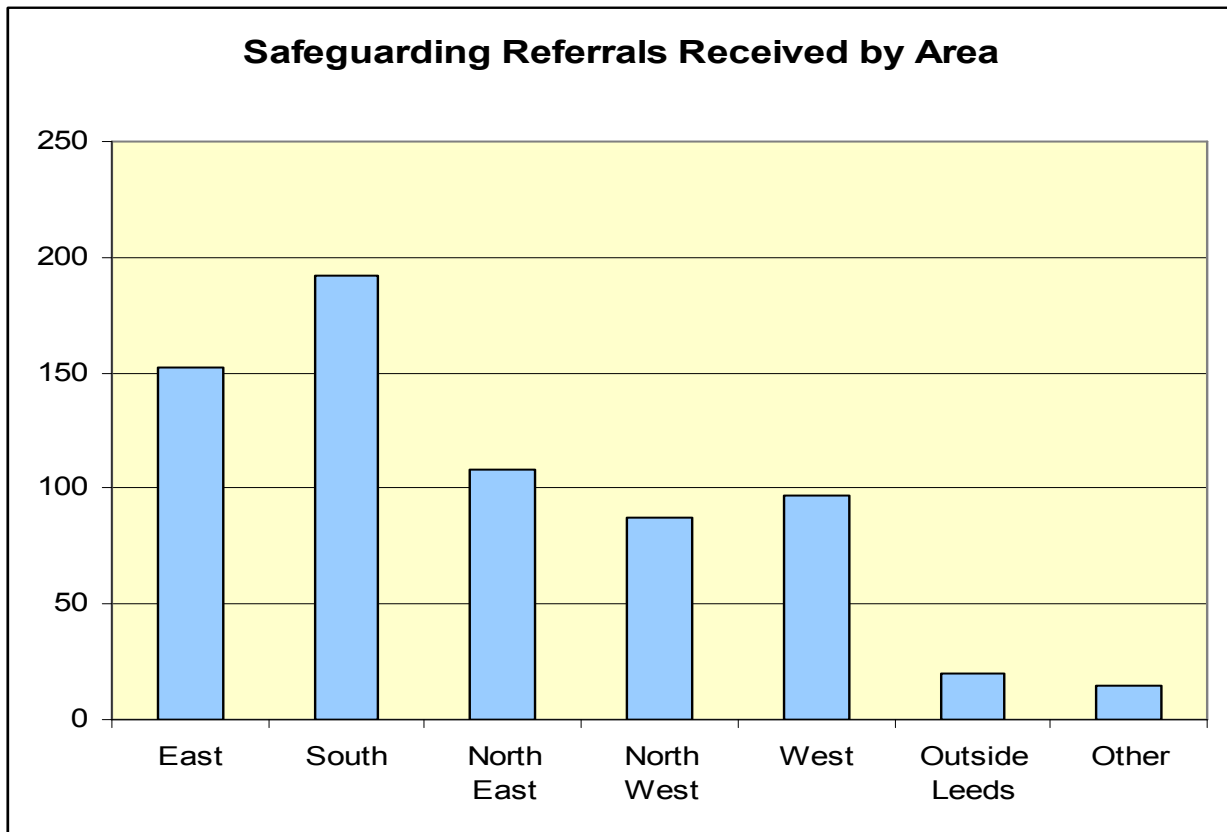
In 2007 – 2008, the greatest number of referrals received related to older people, (350). Of the referrals received, 141 related to those adults with a learning disability, 21% of referrals), to those with dementia, (15%) and those with a physical impairment constituted 11% of referrals received. The referral rates do seem to be reflective of the relative vulnerability of different user groups rather than reflective of the proportion of the general population.



It is useful to consider who refers people about whom there is a concern that they have been abused. The data collected in the period 2007 – 2008 highlights that by far the largest referral source is “other”. This reflects some difficulties in capturing the appropriate referral agent at source, our audit suggests that the category includes under-reporting from sources such as the voluntary sector, from domiciliary care providers and from agencies such as the Benefits Agency.

Where the referral source is more accurately captured, the data provides other useful insights into the volume of referrals made by relatives, friends and carers who are the next significant source, (88) with a range of professionals from the Health Service referring a further 82 people. 12 people in long term care settings were referred by the Commission for Social Care Inspection.

As data is currently captured, relatively few referrals were recorded from within the Local Authority provided services and other key agencies such as West Yorkshire Police and the West Yorkshire Fire Service. Notwithstanding the need for better and more accurate recording, this may also indicate a need for the partnership to consider the information it provides to key people in all agencies about how to refer people and safeguard them against abuse. This forms a key part of the action plan for the coming year in addition to the continued refinement of a database to include the nature of the referred abuse and outcomes of investigations.



In Leeds, the City is divided into five areas for reporting and management purposes; East, South, North East, North West and West. The greatest number of referrals were received by the South area in 2007 – 2008, (192) with the smallest number being received by the North West area, (87). East area received 152, North East, 108 and West received 97. The chart also shows the number relating to addresses outside Leeds, (18) and this figure will represent referrals concerning people placed in other local authority area.

Recording improvements planned for 2008-09

It is clear that there are flaws in the way in which information about safeguarding referrals is recorded and that they system could be improved. Extensive work has therefore taken place to adapt the Adult Social Care ESCR system to allow it to also record the type of safeguarding concern, referral outcomes and timescales. It will also be possible to gain far greater insight into the decisions made about safeguarding cases after they have been referred, for example to report on how many strategy meetings were held, how many protection plans were made and how many users were involved in the those key meetings. This revised recording system is being initially piloted in one area of Leeds (North West and Learning Disability Care Management)

and is being accompanied by training mechanism and support programme. The project is anticipated to be concluded and the entire City using the revised system by the end of October 2008.

6. Training

Training by the Safeguarding Adults Unit began in September 2004. Since then a total of 3,262 people have been trained by the Training and Development Officer, 105 of which were co-trained with the PCT. In addition to this, at least 330 staff have been trained in the Independent and Voluntary Sector by people trained by the Safeguarding Adults Unit. Some partner agencies have trained another 109 staff. This takes the total staff trained, of which the Safeguarding Adults Unit is aware, to 3,700.

The training has comprised a mix of Briefing sessions (e.g. to large numbers of staff in Leeds Teaching Hospital Trust or the Police) Awareness level training, Awareness review courses, Intermediate level training (e.g. for Senior Care Officers, Home Managers, Clinical staff in the PCT, and Leeds Partnership Foundation Trust staff), Advanced training (e.g. 'Institutional abuse - Causes and Prevention' course) and Enquiry Co-ordinator Training.

Training has been provided in response to requests as a result of particular demands from various sectors, in addition to the targeted and planned annual training programmes.

The Training for Trainers course has addressed strategic elements demand in the Independent Sector and in relation to the Sheltered Accommodation provided by Leeds City Council.

Although the Safeguarding Adults Unit does not have lead responsibility in the Mental Capacity Act implementation, courses incorporated the principles and specific areas of relevance for safeguarding prior to the Act receiving royal assent. This content has been updated appropriately as the legislation progressed through Parliament and will continue to be revised as necessary.

As part of the Mental Capacity Act implementation, an e-learning package was purchased which included a module on Safeguarding Adults. This will be assessed for customisation prior to implementation and will form part of the resources for future training and development.

Multi- Agency Training Strategy

A multi-agency strategy has been developed within a multi-agency partnership agreement to training. The main aims of the strategy are to:

- support the Leeds Adult Safeguarding Adults Partnership and its partner agencies in meeting the requirements of national guidance,
- support the development of good practice in responding to and addressing adult safeguarding adults issues in partner agencies,
- provide a structured approach to the training required to meet these aims,
- promote and encourage the development of awareness amongst all relevant staff,
- promote and encourage the development of relevant skills amongst those involved in dealing with allegations of abuse, and
- promote a consistent approach to adult protection/safeguarding adults in Leeds.

The training model uses four levels of training (see below), some of which may have additional 'sub-levels', e.g. to allow Awareness training to be either 'initial' or 'review' and to acknowledge that there may be different Advanced courses.

	Recipients
Level 1 Awareness	All staff and volunteers in health and care settings, service users, carers
Level 2 Intermediate	Senior nurses / practitioners, Managers, Social Workers, Clinicians, Voluntary Scheme co-ordinators
Level 3 Investigating Abuse	Senior nurses / practitioners, registered managers, those involved in investigating allegations
Level 3 Advanced	Senior nurses / practitioners, Managers, Social Workers, Clinicians, Voluntary Scheme co-ordinators
Level 3 Training for Trainers	Those with a responsibility for training staff within an organisation or establishment
Level 4 APEC Training	APECs or those responsible for multi-agency liaison

Various approaches are employed in to achieve the aims identified, these have included the training provided in NVQs and other national training schemes, e-learning, “training the trainers” and directly provided training. In addition to these methods, commissioning of additional specific training is considered.

The continuing implementation of this strategy involves increasingly moving towards more structured, programmed and managed approach replacing more reactive models which have tended to predominate. As part of this approach it is seen as essential that wherever possible the move is made away from single-agency training towards a multi-agency training programme, enabling easier access to training by all staff.

The Training Action Plan for the strategy with the current position of progress is included in the overall action plan.

7. National Minimum Standards for Safeguarding

Standard 1

Each local authority has established a multi-agency partnership to lead Safeguarding Adults work.

Standard 2

Accountability for and ownership of Safeguarding Adults work is recognised by each partner organisation's executive body.

Standard 3

The Safeguarding Adults policy includes a clear statement of every person's right to live a life free from abuse and neglect, and this message is actively promoted to the public by the Local Strategic Partnership, the Safeguarding Adults partnership, and its member organisations.

Standard 4

Each partner agency has a clear, well-publicised policy of Zero-Tolerance of abuse within the organisation.

Standard 5

The Safeguarding Adults partnership oversees a multi-agency workforce development/training sub-group. The partnership has a workforce development/training strategy and ensures that it is appropriately resourced.

Standard 6

All citizens can access information about how to gain safety from abuse and violence, including information about the local Safeguarding Adults procedures.

Standard 7

There is a local multi-agency Safeguarding Adults policy and procedure describing the framework for responding to all adults "who is or may be eligible for community care services" and who may be at risk of abuse or neglect.

Standard 8

Each partner agency has a set of internal guidelines, consistent with the local multi-agency Safeguarding Adults policy and procedures, which set out the responsibilities of all workers to operate within it.

Standard 9

The multi-agency Safeguarding Adults procedures detail the following stages:
Alert, Referral, Decision, Safeguarding assessment strategy, Safeguarding assessment, Safeguarding plan, Review, Recording and Monitoring.

Standard 10

The safeguarding procedures are accessible to all adults covered by the policy.

Standard 11

The partnership explicitly includes service users as key partners in all aspects of the work. This includes building service-user participation into its: membership; monitoring, development and implementation of its work; training strategy; and planning and implementation of their individual safeguarding assessment and plans.

Appendix 1

Adult Safeguarding Plan

2008/09

Action Areas	Start Date	Responsible Agency/ies	Status/Comments	Target Completion Date
1. Partnership Arrangements				
a.	30/04/08	Leeds Director of Adult Services (LDAS) and Leeds PCT Chief Executive(LPCTCE) Plus partnership	All agencies to agree to development of a Safeguarding Adults Executive. (SAE) For the function role of the Executive to be established.	28/04/08 (Completed)
b.	30/07/08	Leeds Director of Adult Services (LDAS) and Leeds PCT Chief Executive(LPCTCE) Plus partnership	Terms of reference for the Executive to be developed and agreed.	30/07/08
c.	18/06/08	Safeguarding Coordinators Plus partnership.	Terms of reference, nominations and meeting arrangements to be agreed for new Board to support the Executive. Board to include a range of user groups.	18/06/08
d.	30/07/08	Leeds Director of Adult Services (LDAS) and Leeds PCT Chief Executive(LPCTCE)	Establishment of date of first Executive meeting and supporting Board meeting.	31/08/08

Action Areas	Start Date	Responsible Agency/ies	Status/Comments	Target Completion Date
2. Performance Management/ Assurance				
a.	31/09/08	Each agency.	Where necessary, development of performance assurance systems within each individual agency.	31/03/09
b.	31/09/08	Partnership, via Committee	Agreed partnership-wide safeguarding standards and a joint safeguarding quality assurance system that involves a range of different performance management tools and processes and ensures a level of scrutiny by users and carers.	31/03/09
c.	31/09/08	Safeguarding Coordinators	Briefings for all managers in Adult Social Care.	31/10/08
d.	01/01/09	LASC	Independent Quality Assurance File audit to be undertaken.	31/01/09
3. Safeguarding thresholds / frameworks / procedures				
a.	01/06/08	LASC – Safeguarding Coordinators	Refreshed multi-agency safeguarding procedures drafted, encompassing the five level safeguarding response framework.	31/07/08

Action Areas	Start Date	Responsible Agency/ies	Status/Comments	Target Completion Date
b.	31/07/08	LASC – Safeguarding Coordinators	Procedures consulted upon within the partnership and with user groups and refined as necessary.	30/09/08
c.	15/10/08	LASC – Safeguarding Coordinators	Procedures amended in light of consultation (if required) and published.	31/10/08
4. Safeguarding Unit Infrastructure review				
a.	01/06/08	LASC - Safeguarding Coordinators	Consultation regarding the most appropriate future structure of the Unit conducted within LASC with all key stakeholders	31/10/08
b.	01/11/08	LASC - Safeguarding Coordinators	Development of proposals in the light of consultation incorporating clarity of role and division of responsibilities between the Safeguarding Unit and the care management function.	01/01/09
c.	01/01/09	LASC – Safeguarding Coordinators	Agreement of an implementation plan involving key stakeholders – including user and carer representatives.	15/01/09
d.	16/01/09	LASC – DMT	Resourcing recommendations to ASC DMT	16/01/09
e.	16/01/09	LASC – Safeguarding Coordinators	Assessment of administration resources required to support the	16/01/09

Action Areas	Start Date	Responsible Agency/ies	Status/Comments	Target Completion Date
			proposed restructured Unit and proposals delivered for identifying those resources.	
5. Monitoring & Recording				
	31/04/08	LASC	Pilot project using an updated version of ESCR with improved safeguarding reporting ability underway.	Pilot underway 01/05/08
a.	31/07/08	LASC	ESCR pilot project review and roll out programme planned.	01/08/08
b.	31/08/08	Partnership – via Committee	Agreed recording standards and reporting processes for sharing management information. Agreed format for recording both qualitative and quantitative information.	01/09/08
c.	30/06/08	LASC and partnership via Committee	Refreshed Information Sharing Agreement – formally agreed.	31/08/08
6. Strategy				
a.	31/05/08	LASC – Chief Officer Social Care Commissioning	Ensure Safeguarding frameworks and infrastructures provide strong strategic alignment between Dignity in Care, Mental Capacity Act implementation and preparations for the Mental Health Act requirements (2009)	30/10/08

Action Areas	Start Date	Responsible Agency/ies	Status/Comments	Target Completion Date
b.	30/06/08	LASC – Chief Officer Social Care Commissioning	Ensure Safeguarding frameworks and infrastructures are included within the work programme of the Safer Leeds partnership	31/03/09
7. Training				
7.1 Scoping of task	30/11/07	LASC Training Subgroup – Training and Development Officer	Staff requiring training at the different levels in the Training Strategy have been quantified and the volume of training to be provided identified. Different training approaches are being developed to meet the demand.	06/03/08
Integrate Training courses with individual agencies strategies	31/03/08	LASC Partner Agencies via Training Subgroup	Agencies are to ensure that the Multi-agency training strategy and courses are incorporated into their own training strategies and plans	30/09/08
Develop training capacity in agencies	31/03/08	LASC Partner Agencies via Training Subgroup	The “Training the Trainer” course is to be redeveloped into a two-day course (in progress) to ensure that staff from agencies are competent to deliver Awareness level training within their own agencies. There will also be the opportunity for agencies to support staff to provide the multi-agency training for the LASC multi-agency training strategy. The contract and criteria for these trainers have been developed.	31/03/09

Action Areas	Start Date	Responsible Agency/ies	Status/Comments	Target Completion Date
Develop competency requirements for levels of staff against national / occupational standards	31/03/09	All agencies	Currently deferred pending other workload items	31/03/10
Develop evaluation for delivery and post-training impact	31/03/09		Currently deferred pending other workload items	31/03/10
Develop and implement E-learning materials	31/03/09	All agencies with LSAU taking lead	Originally deferred pending other workload items but acquired via MCA purchase. Evaluation of the package is to be the basis of a Customisation specification and implementation via the internet is to be completed later this year.	30/09/08
Secure accreditation of all training courses	Ongoing	LSAU	Currently deferred pending other workload items – initial discussions have been held but progressed.	31/03/10