



Annual Report

2017—2018

Our vision

“To ensure Newcastle is a safer city for adults at risk of abuse and neglect”

Our principles

- Empowerment
- Proportionality
- Protection
- Partnership
- Prevention
- Accountability

Chair's introduction

I am delighted to introduce the 2017-2018 Newcastle Safeguarding Adults Board (NSAB) Annual Report. This report provides us with an opportunity to reflect upon the Board's achievements and challenges over the past year, to identify Board priorities for the year ahead.

This is my fifth year as the Independent Chair and it continues to be a privilege to see the Board strengthen and improve during this time. I would like to recognise the commitment of NSAB partners in driving forward Board priorities to ensure that Newcastle is a safer city for adults at risk of abuse and neglect. Partners dedication to multi agency working and the willingness to challenge and be challenged has been key to ensuring the effectiveness of the Board in safeguarding adults in Newcastle.

This year has seen the publication of the Joint Serious Case Review into the sexual exploitation of children and young adults in Newcastle. The work undertaken by agencies has attracted national recognition in a number of areas and the Board continues to implement the learning and share good practice locally, regionally and nationally. The award winning multi-agency Sexual Exploitation Hub was the first of its kind nationally and works hard to support children and adults at risk of sexual exploitation. Further information regarding the Hub is outlined later in the report.

Work has continued to embed the principles of "Making Safeguarding Personal", to ensure individuals are at the heart of the safeguarding process. From their feedback and learning from their experiences the Board has been able to improve practice in this important area.



I appreciate and acknowledge individuals who have given their time in helping us understand what the process has meant to them personally.

"Making Safeguarding Personal" will continue to be an important priority for the Board going forward into next year.

More recently the Board has reviewed and relaunched the multi agency policy and procedures to ensure they remain fit for purpose in an ever changing environment.

During 2017-18 safeguarding referrals have continued to rise, with a 36% increase on the previous year. It is important to stress that rather than this being an indication that more abuse is happening, it reflects that agencies and members of the public have a greater awareness of safeguarding and as a result are more confident to refer concerns. However this creates pressure for all partner agencies to ensure that their response to concerns continues to be both timely and effective.

Contextually for Newcastle the changing demographics, both locally and nationally, as well as continued budgetary pressures make this challenge even more difficult. However I am confident the Board will continue to provide robust responses to any concerns highlighted.

Chair's introduction

When the death or serious injury of a child or adult occurs as a result of abuse or neglect, the impact on families, carers and the professionals involved cannot be under-estimated. In June 2017, the Board published a Safeguarding Adults Review into the death of Lee Irving. The Board continues to implement the learning from this review and remain indebted to Lee's family who shared their views so openly and constructively.

In this review I acknowledge the work from frontline practitioners to consider and identify what could have worked better or been done differently. This important learning has been progressed in the form of an action plan and the Board has carefully monitored the action plan progress.

Effective safeguarding must be underpinned by a collaborative multi agency approach by all partner agencies. Safeguarding continues to be everyone's responsibility.

Safeguarding continues to be both a challenging and complex area. However, in Newcastle, the commitment and drive witnessed through Newcastle Safeguarding Adults Board will help to meet these challenges head on.

You can find out more information about the work of the Board by visiting our website at <https://www.newcastle.gov.uk/social-care-and-health/safeguarding-and-abuse/safeguarding-information-professionals/newcastle-safeguarding-adults-board>

Foreword by Councillor Kilgour, Cabinet member for Health and Social Care

As a City, we want to make sure that people are able to live healthy, fulfilling lives and to have the right health and care support when they need it. As part of that ambition, we must ensure that we protect the vulnerable and respond to their needs.



I have witnessed the fantastic and challenging work that the Board does to meet this ambition. It is evident from this year's Annual Report that multi agency partners have worked hard to safeguard adults at risk of harm.

But there is still more to do. As a fairly new member of the NSAB, I am committed to help drive forward our priorities for 2018-19. As Newcastle's population continues to grow, with greater numbers of older people, more people with complex needs and greater numbers of people with recognised learning and physical disabilities, it is vital that we work together to ensure Newcastle is a healthy, caring City.

The last year...



June 2017

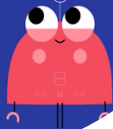
SAFE Week—a week of events to raise awareness of safeguarding adults.

April 2017

Making Safeguarding Personal Project launched to gather feedback from adults and their representatives about the safeguarding adults process (see page 14).



WHAT DO WE MEAN BY
SAFEGUARDING?



April 2017

NSAB Strategic Annual Plan 2017-18 published following public consultation.



June 2017

[Lee Irving Safeguarding Adults Review](#) published (see page 16).



November 2017

Sexual Exploitation Hub win two National Awards: [Children and Young People Now Safeguarding Award](#) and [Adult Social Work Team of the Year](#).

...in summary



December 2017

NSAB Self-Assessment Session, evaluating the work of the Board and partner agencies.

February 2018

Joint Serious Case Review, Sexual Exploitation published (see page 17)



January 2018

Joint Board with Safe Newcastle and Newcastle Safeguarding Children Board about Modern Slavery, Joined by Independent Anti-Slavery Commissioner's Office (see page 13).

March 2018

NSAB multi-agency safeguarding adults policy and procedures revised and re-launched.



Newcastle Safeguarding Adults Board

Visit the [NSAB webpages](#) to find out more...



Multi-Agency Safeguarding Adults Policy

Revised March 2018

Consultation on our priorities

We asked...

- What three priorities do you think the NSAB should be concentrating on next year?
- What are your main concerns about safeguarding adults in Newcastle?
- Is there anything else you would like to tell us about keeping adults at risk safe in Newcastle?

You said...

“Raising awareness in general public. Raising awareness in organisations. Sign posting of how to report concerns ”. (Member of the public)

“Recognise that there are pressures on the safeguarding system and the potential for risk this might cause e.g. people might not want to report for fear of further overwhelming the system.” (Community and voluntary sector)

“Get involved in countering loneliness. ” (Member of the public)

“Work with adults with a learning disability around safe relationships and managing money.” (Community and voluntary sector)

“We feel there may be safeguarding risks is amongst vulnerable adults who are rough sleepers and/or living in very insecure accommodation. We have spoken to between 60 – 70 people, many of whom would be deemed to be vulnerable (multiple and complex needs). Through our conversations it has become clear that people who are homeless or who live in insecure accommodation can face major barriers when trying to access health and social care services and that the consequent limited support can result in them facing increased safeguarding risks.” (Healthwatch Newcastle)

“Train informal/family carers about safeguarding.” (Member of the public)

“Getting more volunteer befrienders.” (Community and voluntary sector)

“The difficulty in keeping adults safe who use substances/ alcohol.” (Member of the public)

Above is a sample of the comments and suggestions received via various different consultation exercises.

Looking ahead to next year

The Board began to think about their priorities for 2018-19 in December 2017 at their annual self-assessment session. Each partner agency completed a self-assessment of their safeguarding adults arrangements and identified areas of good practice and areas for improvement.

A draft strategic annual plan was developed in January 2018, based on:

- Findings from the self-assessment session;
- Local data about safeguarding adults; and
- Learning from cases.

In February 2018, consultation on the strategic annual plan commenced (see opposite). This included:

- An online survey;
- Social media posts;
- Voluntary and community sector consultation (jointly with Gateshead Safeguarding Adults Board) at the Wellbeing and Health Open Forum;
- Direct consultation with Healthwatch Newcastle.

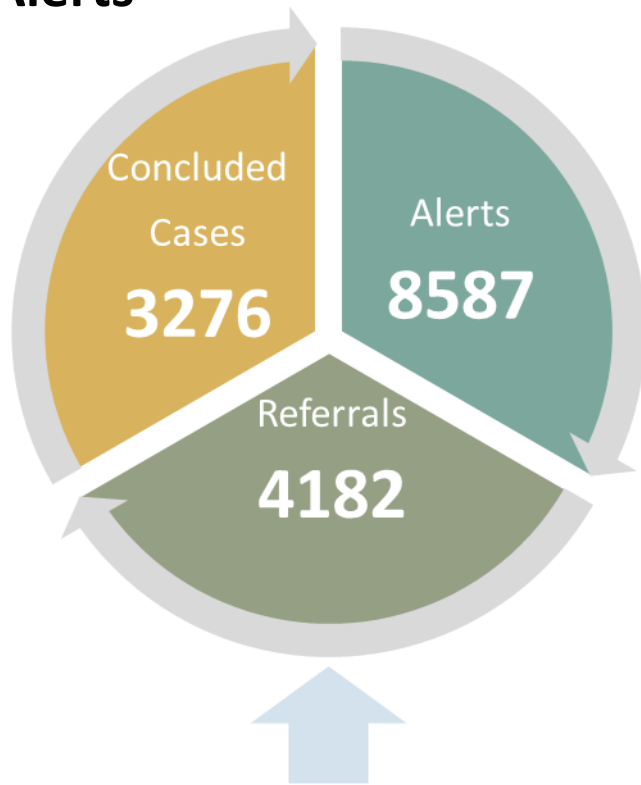
The NSAB Strategic Annual Plan 2018-19 includes the following priorities:

- Implementation of an Adult Multi-Agency Safeguarding Adults Hub (Adult MASH);
- Address the recommendations from the Joint Serious Case Review into Sexual Exploitation;
- Collate and analyse feedback from adults and their representatives about their experience of the safeguarding adults process;
- Explore the opportunities for the NSAB to contribute to lowering the risks associated with social isolation/loneliness.
- Receive assurance around the support available to front-line practitioners in managing “complex cases”, particularly those involving adults who misuse substances.
- Work together with the Newcastle Safeguarding Children Board, Safe Newcastle and Youth Offending Board to identify what actions can be taken to prevent the abuse or neglect of adults with care and support needs as a result of “gang” activity.
- Analyse the implications of the new General Data Protection Regulations (GDPR) for safeguarding adults policies and procedures and provide advice and support to partner agencies where required.
- Continue to implement the NSAB Communications Strategy.



What our local data tells us

1. Alerts



Alerts – An alert means any expression of concern raised by any person or agency where they believe an adult has been abused or neglected.

Referrals – A referral means any alert which has been raised which meets the statutory conditions for initiating safeguarding adult's procedures (Section 42 Enquiries).

Concluded Cases – This is the number of Section 42 Enquiries which have been concluded within the year. This number will never equal the number of referrals as some cases will remain ongoing, meaning that safeguarding agencies are still involved and working with the individuals in these cases to help keep them safe.

- In 2017-2018 there was a 36% increase in the number of alerts received. This increase follows on from a 18% increase received in 2016-2017.
- Whilst increases in the volume of safeguarding adults concerns have taken place across the country, Newcastle remains in the upper 10th percentile for the number of concerns raised per 100,000 of the adult population.
- It is important to remember that an increase in referrals does not necessarily mean an increase in the prevalence of abuse and could also be indicative of improved awareness and confidence in reporting.

2016-2017

- Female 60% (2,170 people)
- Male 40% (1,473 people)

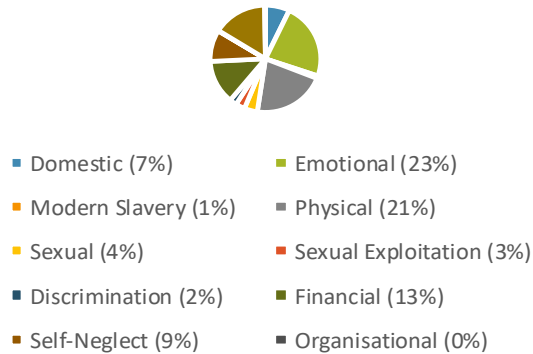
2017-2018

- Female 58% (2,434 people)
- Male 42% (1,679 people)

What our local data tells us

2. Types of Abuse, Patterns and Locations of Abuse

2017-2018 Reported Abuse Types (7,278 recordings)

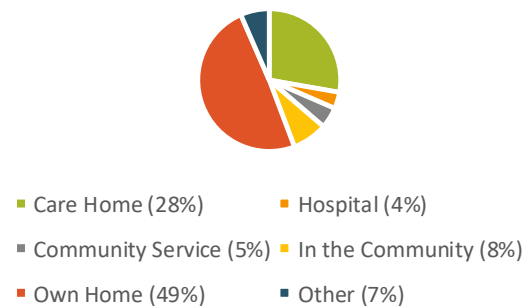


In 2017-18, multiple categories of abuse were recorded for each concern raised. This reflects the fact that it is often difficult to identify a primary form of abuse or neglect.

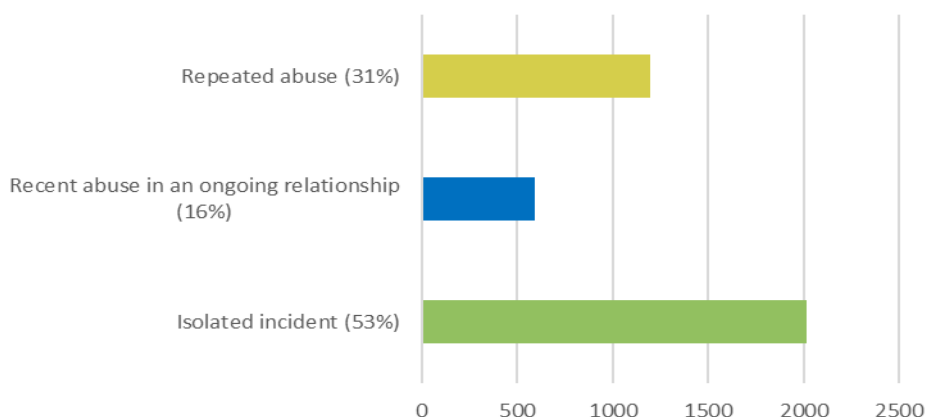
It is unsurprising that emotional abuse is the most commonly reported form of abuse, with most forms of harm having an emotional impact.

The most common place that abuse or neglect took place was a person's own home.

2017-2018 Location of Abuse (4,182 recordings)



2017-2018 Pattern of Abuse

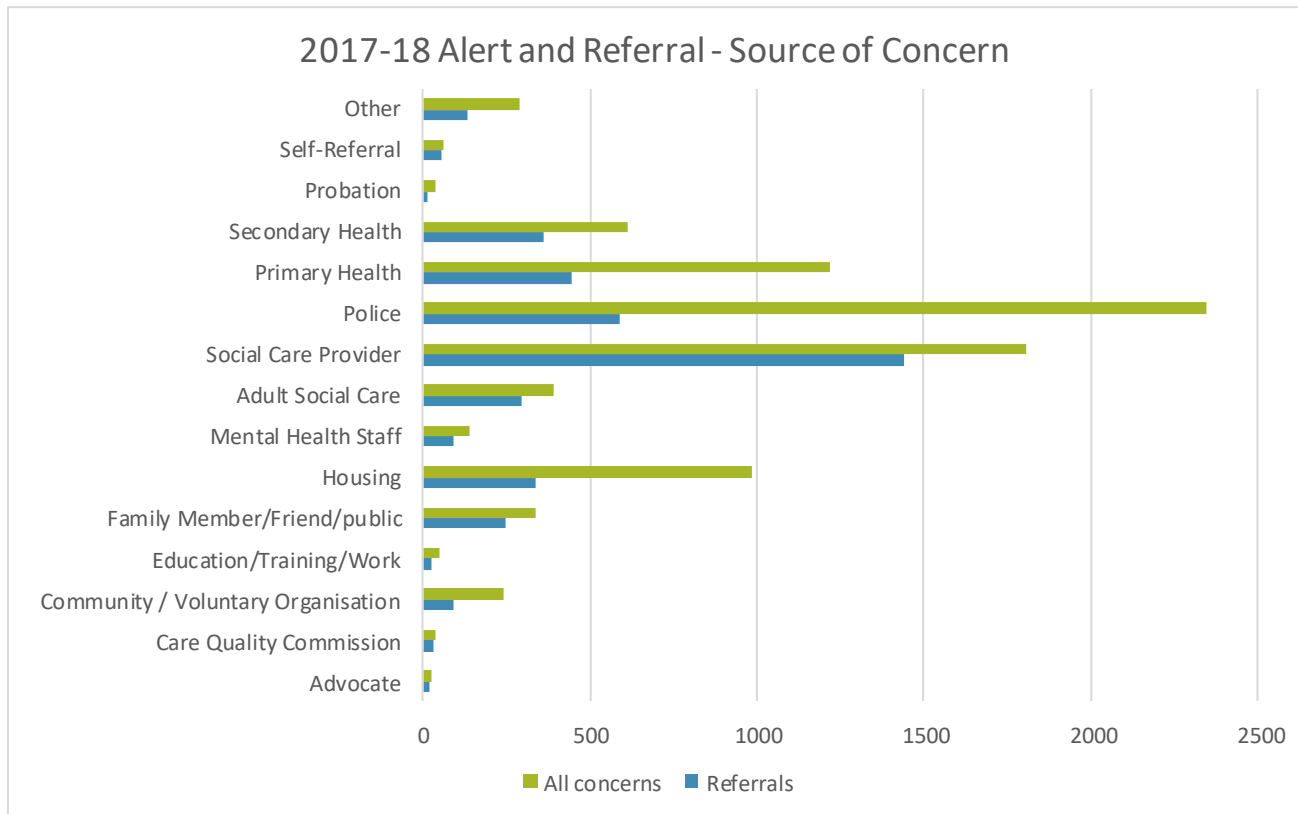


Over half (53%) of all referrals related to isolated incidents of abuse.

Where repeated abuse or recent abuse in an ongoing relationship was occurring, this was more likely to be deliberate/targeted (58% of all referrals)

What our local data tells us

3. Source of Concern



- In 2017-2018 the largest single-agency referrer into safeguarding adults procedures was Northumbria Police, acting as the referring agency in 27% of all concerns. Only 25% of concerns raised by Northumbria Police progressed to a safeguarding adults referral (because the concern related to an adult at risk and the risk of harm was deemed to be significant). The remaining 75% of these concerns related to the general welfare of the person. Concerns relating to general welfare are dealt with via alternative routes including referrals for an assessment of the persons need or sign-posting for help and support.
- Where the criteria for a referral was met the largest referring group were Social Care Providers, referring over 1,800 concerns into safeguarding procedures, of which 80% led to a Section 42 Enquiry. This referrer group encompasses Residential and Nursing Care Homes as well as Domiciliary Care agencies.
- Overall, 51% of the concerns raised via the safeguarding pathway related to the general welfare of the person rather than the risk of abuse or neglect. This figure marks a 10% increase from 2016-2017.
- We would like to see more self referrals raised by the adult themselves or by family members, friends or members of the public, as we have seen a slight reduction in the number of these referrals compared with the previous year.

What our local data tells us

4. What difference have we made?

In 2017 -2018 the person or their representative was asked what they wanted to happen in

61.75%

of concluded enquiries, an increase of nearly 10% on 2016-2017 figures. This is positive progress but it is a figure that should increase as Making Safeguarding Personal continues to be embedded in practice.

Result of Action Taken

Risk either reduced or removed completely in **82%** of cases.

Outcomes Fully or Partially Achieved

94%

Outcomes Not Achieved

6%

It is recognised that it is not always possible to achieve a person's desired outcomes. This may be because the outcomes were unrealistic or were not possible within legal powers or duties available.

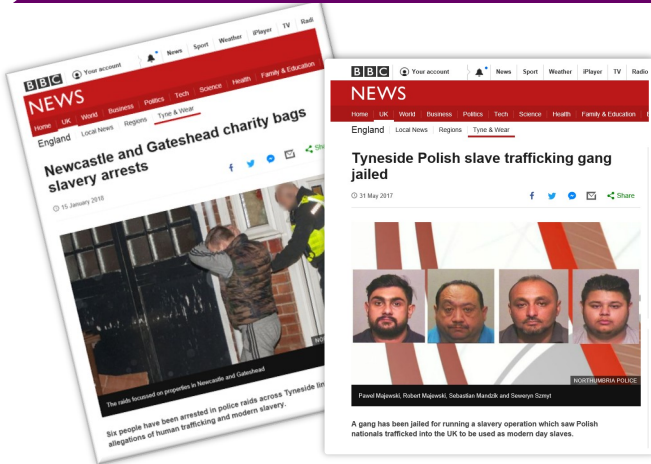
Declined to be interviewed by Police or press charges

Wishes to move and this will be achieved in conjunction with on-going work with Your Homes Newcastle

Has been given appropriate advice around risk and keeping herself safe

Multi agency support provided to assist carer to continue with his caring role

Modern Slavery



The NSAB and partner agencies continue to respond to the emerging risks around modern slavery.

In June 2017, Northumbria Police and Newcastle City Council co-hosted a regional conference about local experiences and challenges of responding to modern slavery.



This followed on from a number of successful operations to safeguard victims and arrest perpetrators. The success was dependent upon the effective multi-agency working between various partners including: police, social care, health, housing, emergency planning team, and the community and voluntary sector.

In January 2018, Newcastle was the venue for the launch of the Local Government Association's [“Tackling Modern Slavery: A Council Guide”](#). The Independent Anti-Slavery Commissioner, Kevin Hyland, visited and met with key staff involved in modern slavery work.

A joint Board meeting between the NSAB, NSCB and Safe Newcastle was also held. This was an opportunity for Board members to consider the multi-agency response to modern slavery—exploring good practice and identifying challenges in the future. The Boards acknowledged that a lot of the good work to date had been done on the goodwill and commitment of the people and agencies involved. There are challenges due to a lack of national funding provided for this work and loopholes in legislation which mean that some victims of modern slavery could be left without support.

Going forwards, it was agreed that Safe Newcastle would lead on this area of work on behalf of the three Boards, but with cooperation and support from the NSAB and NSCB.



**safeguarding adults
referrals** raised in
Newcastle in 2017-18
which involved a
concern about **modern
slavery**.

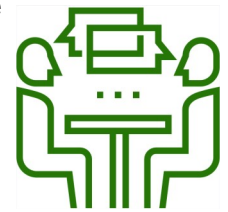
Making Safeguarding Personal

The Making Safeguarding Personal Project commenced in April 2017. The aim of the project is to gather feedback from adults at risk (and/or their representatives) about their experience of the safeguarding adults process.

To date, ten referrals have been made to Skills for People who make contact with the adult or their representative. Of the ten referrals, it has only been possible to make contact with four individuals. Four are still to be completed and there were two refusals. Refusals are a common feature in projects of this nature as people may initially consent but then decide at a later date that it is not something which they wish to participate in.

A range of different methods have been used to get people's feedback. This has included face-to-face contact, email and text message.

Everyone said that they were asked what their desired outcomes were and felt that their requests had been acted upon.



One person said that they were very happy with the end result, three people said they were quite happy. Everyone said they were very happy with how their concern had been dealt with

One person said that they feel a lot safer now, three people said that they feel quite a bit safer now.



What people have said



Three people said they were always listened to, one person said that they were listened to quite a bit.

Three people said that they got quite a lot of information, one person said they did not get very much information.



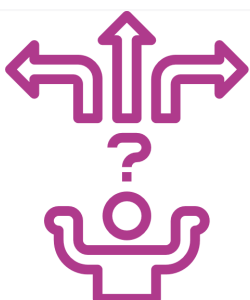
"It was good, I was listened to rather than taking my sister's side"

"I found everyone very supportive to me, and acted on my wishes"

"To be honest I didn't know much about safeguarding before this, but it was explained fully and they were very supportive to my situation."

Whilst the feedback is only based on four cases, they are a valuable account of how safeguarding is perceived from the adult/representative's point of view.

All the comments are positive and suggest that a person-centred approach was taken to safeguarding in these cases. Some individuals have reflected an initial wariness or lack of awareness of safeguarding adults procedures but ultimately have been pleased with the end result. The Project will continue in 2018-19.



Two people said they were able to understand most of the information given to them, two people said they were not able to understand much of the information.

Safeguarding Adults Review Committee

This year saw the Safeguarding Adults Review (SAR) Committee publish two safeguarding adults reviews on behalf of the NSAB. These reviews are vital in ensuring that we reflect on safeguarding cases and identify what we can learn from these cases which will improve the way in which agencies work together to try and make somebody safe. More information about these reviews can be found on pages **16** and **17**.

The focus for the committee throughout the past year has been to make sure that these reviews contain meaningful recommendations which can be successfully embedded in practice. The Committee has also been working with colleagues and partners from across the region to identify overlapping themes that have been highlighted as part of case reviews across the local area. By working together with colleagues from across the region, we can share good practice and identify areas for joint working.

Looking ahead to 2018-2019, a key priority for the committee will be to oversee the action plans which have been produced in relation to the two case reviews, reporting progress to the NSAB and ensuring that each of the individual recommendations have been acted upon in full.

The committee will also continue to work hard to ensure that the key messages which have emerged from cases reach the people that really need to know about them.

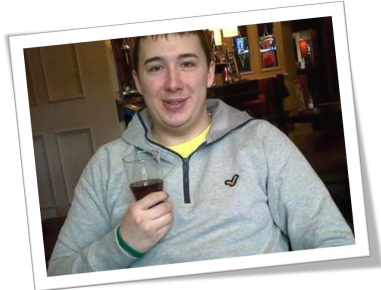


The Committee have also been undertaking work to make sure that the principles of learning are firmly embedded in all of the learning reviews that we conduct. In February 2018 the committee commissioned Appreciating People to deliver some training with a pool of representatives from across the multi-agency partnership. The focus of the training was on making sure that case reviews adopt a strength based approach, identifying areas of good practice rather than focussing on weaknesses. In doing so, reviews should create more sustainable long term change to services and improve the culture around safeguarding practice.



Lee Irving

Safeguarding Adults Review



The NSAB commissioned a Safeguarding Adults Review (SAR) into Lee's death in August 2015. The full report was published in June 2017.

Key Learning Points

- Agencies tried hard to deliver services in difficult circumstances;
- Agencies recognised the need to work on a multi-agency basis to support Lee.

What could have been done better?

- There were missed opportunities to consider Lee's vulnerability and risks to him in a multi-agency forum;
- There was insufficient challenge and support between agencies;
- Some agencies failed to share information or make safeguarding adults referrals;
- The Mental Capacity Act (MCA) (2005) was not always adhered to;
- Some legal options for safeguarding Lee were not considered and no legal advice was sought;
- Lee's criminal behaviour was not always considered as a symptom of his disability, increasing vulnerability or exploitation he was subject to.

What have we done as a result of Lee's case?

- Reviewed child to adult transition arrangements;
- Re-launched best practice guidance for chairs of safeguarding adults meetings;
- Audited use of the NSAB Threshold Tool;
- Appointed MCA Champions within NSAB partner agencies;
- Promoted MCA training;
- Revised learning and development opportunities to reflect Lee's case;
- Produced engagement principles;
- Begun to identify best practice around use of social media in safeguarding adults work nationally;
- Shared learning regionally and nationally, including participating in a regional conference in January 2018 and film about mate crime.



Joint Serious Case Review, Sexual Exploitation

In February 2018 the NSAB and NSCB published a Joint Serious Case Review to consider and learn from sexual exploitation involving children and young adults in Newcastle. The Joint Serious Case Review fulfilled the NSAB's duty under the Care Act (2014) to undertake Safeguarding Adults Reviews.

Key Learning Points

- Sexual exploitation is not restricted to child victims, vulnerability is not restricted by age and it is likely that extensive abuse of adults is taking place across the country unrecognised;
- Until early 2014, the prevalence and extent of sexual exploitation was not fully understood;
- Information available about likely profiles of perpetrators and what drives their activities is very limited;
- Sexual exploitation of boys and men is complex and hidden with different models to those identified with female victims. The low incidence of identified cases is likely to be a significant under-representation of the abuse occurring;
- Decisions about taking action were not influenced by lack of concern or interest, misplaced fears about political correctness or fear of being seen as racist;
- Understanding the prevalence of sexual exploitation requires assuming it is taking place and adopting a pro-active approach to look for it.
- A particular feature of a number of victims was an early history of bereavement or loss which had not been addressed effectively;
- Despite comprehensive arrangements to provide support, appearing as a witness in a

criminal trial continues to be an abusive and destructive experience for victims.

- Sexual exploitation is a traumatic event and therefore the use of a trauma-informed approaches to recognise and address the impact on victims and their families is critical.

What have we done/are we doing as a result of the Joint Serious Case Review?

The report contains 18 local and 15 national recommendations. A multi-agency Joint Serious Case Review Panel will continue to meet to oversee an action plan in relation to the recommendations.

Many of the key learning points have been carefully considered and acted upon throughout the period of review by the NSAB and NSCB. These have been commended by David Spicer, Independent Author of the review and in many areas received national recognition.

- Established a multi-agency Sexual Exploitation Hub supporting child and adult victims;
- Developed tools and guidance for practitioners working with victims or those at risk of sexual exploitation;
- Developed and provided training on sexual exploitation of children and adults;
- Produced and delivered on a Sexual Exploitation Strategy;
- Embedded a Victim Strategy and trauma-informed approaches;
- Shared learning nationally via conferences and networks;
- Continued to work with victims to hear their views about how we can improve our services.

Improving Practice Committee

As a sub-committee of the Newcastle Safeguarding Adults Board the role of this committee is to work in partnership to improve the way in which adults are safeguarded across the city. Members of the committee include representatives from all the key safeguarding adults' partners, e.g. social care, health, housing, the police and third sector organisations. Our work is in line with the Safeguarding Adults Board six priorities of: **empowerment, protection, prevention, proportionality, partnership and accountability.**

Each year we have a work plan that is based on things we are asked to do by the Safeguarding Adults Board and other projects / improvements that the group highlight as necessary to improve safeguarding practice.



During 2017/18 we have done the following:

- Established a new service called 'Making Safeguarding Personal' which seeks feedback from people about their experience of the safeguarding adults process, identifying how things might be improved (see page 14 for more information);
- Continued to oversee the work of the multi-agency audit group which has looked specifically at self-neglect cases and the use of our threshold for referral risk assessment tool (see page 21 for more details);
- Finalised a new document entitled Care to Care that updates Newcastle's best practice standards for when a person is transferred from one care setting to another;
- Reviewed and updated Newcastle's Guidance on Service User on Service User Abuse;
- Reviewed and agreed new guidance on Organisational Abuse which have been developed for North of Tyne;
- Continued to review the findings of regular audits of attendance at safeguarding meetings, which has included suggesting how the quality and effectiveness of these meetings might be audited, in addition to more measurable aspects of the meetings i.e. who attends;
- Updated Terms of Reference including group membership and nominated a new Vice Chair, Mr David Forster, Newcastle City Council.

Learning & Development Committee

During 2017/2018, the Learning and Development Committee agenda has continued to be full. New challenges for staff has required training in the safeguarding arena to be responsive to and encompass new areas of concern. As such our training programme has been extended and developed to incorporate new areas of training for staff who work with individuals who are or maybe at risk of abuse. The Committee has introduced additional training in relation to the legal framework for adult safeguarding and the options it provides for staff and agencies to protect 'individuals at risk'. In addition, access to Mental Capacity Act (2005) training for all partner agencies has been promoted across key staff groups. The Committee had also maintained an oversight of training challenges faced by all partner agencies.

Work has been undertaken with partner agencies to identify opportunities for joint training events and incorporation of training into the joint training plan e.g. Domestic Violence and Female Genital Mutilation training. Safeguarding training at all levels have been reviewed and updated to incorporate legal and policy developments. Learning from local and national case reviews has been examined by the Committee and incorporated into training where appropriate.

For the future, new areas of concern are to be considered. These include, mate crime, social isolation loneliness and substance misuse. Some of these areas may need to be incorporated into the Learning and Development Work Plan and options considered for their inclusion into the training program. This may be achieved by incorporation into existing training or development of bespoke training/workshops.

Both the Adults and Children's Learning and Development Committees continue their strong links to identify joint training. This year will include developing a multi-agency approach to Modern Slavery and Adolescent to Parent Violence & Abuse, (APVA), training.

The uptake of training by staff across agencies demonstrates the need to maintain its provision to meet the learning needs of all those involved in safeguarding vulnerable people. The Learning and Development Committee is keen to maintain its vital role coordinating this provision enabling agencies and staff to continue to undertake their roles and responsibilities across the community.

A further key role of the committee has been to liaise with Newcastle City Council Commissioning & Procurement department and Independent / Voluntary Organisations to invite them to participate in quality assuring the content of any training that is purchased/ delivered outside of the multi-agency programme.

The Committee also has responsibility to ensure that the joint training program for adults and children reflects changes in the way safeguarding services operate. The Committee will, in the coming months ensure that training is updated to reflect changes, including the introduction of the Multi-Agency Safeguarding Hub (MASH). A further priority is to continue reinforcing the need to keep the person who needs protection and support at the center of the safeguarding process. All levels of safeguarding training are to be adjusted to include more emphasis on Making Safeguarding Personal giving the 'victims of abuse' an even more central position within safeguarding training.

Missing Sexually Exploited Trafficked (M-SET) Group

The joint NSCB and Safeguarding Adult Board Missing, Sexually Exploited and Trafficked Group (M-SET) has strategic management and oversight of the arrangements in Newcastle; the group is chaired by a DCI from Northumbria Police.

For those young people whose behaviour is of a serious concern e.g. regularly going missing, use of drugs and alcohol etc. the Risk Management Group (RMG) oversees and scrutinises the multi-agency plans that are in place to safeguard these young people. A representative from Adult Safeguarding attends the RMG meeting to ensure

appropriate transition pathways are in place.

In 2018/2019 the NSAB in collaboration with the NSCB, will continue to strengthen how they use data and intelligence through the joint M-SET Group to inform both the strategic and operational response to sexual exploitation and will continue to scrutinise the quality of practice through audit.

Community Engagement Group

The Community Engagement Group was set up this year across the NSAB, NSCB and Safe Newcastle. Its aim is to involve local people in initiatives and developments relating to safeguarding children and adults.

A variety of different methods of engagement and involvement will be used, ranging from providing people with information and asking their views through to giving communities a direct say in decisions and future developments. This will build on existing successful engagement strategies undertaken by individual organisations and the Boards.

The Group is chaired by Pam Jobbins, Newcastle Council for Voluntary Service and includes representatives from: Newcastle City

Council, Northumbria Police, NHS Newcastle Gateshead CCG and representatives from the community and voluntary sector.

The Group is currently developing a work plan of action based on key priorities and key groups within the Newcastle communities.



Themes from practice

A multi-agency audit group was established in 2017-18 to look at key themes and issues. To date, the group have looked at two areas.

Self-neglect

The remit of this audit was to understand how effectively the NSAB's guidance on self-neglect had been embedded in practice.

The main findings were:

- Good evidence of multi-agency working, including cross-boundary;
- Not clear that the hoarding risk assessment tool (included in the self-neglect guidance) had been used in a hoarding case;
- self-neglect cases are complex and often involve multiple concerns and multiple risks requiring robust safeguarding plans;
- Safeguarding plans relating to self-neglect need to address how non-engagement will be managed;
- Recognition of the important role that housing organisations can plan in monitoring and addressing concerns about self-neglect;
- Referrers often not seeking consent from the adult at risk prior to referral.
- Mental health crisis cases being referred through safeguarding adults procedures as self-neglect cases.

As a result of the findings:

- Self-neglect guidance has been re-promoted via the NSAB newsletter;
- Self-neglect training updated;
- Improving Practice Committee to gain further understanding of Street Triage service and link to safeguarding adults procedures;
- Audit on consent to be undertaken.

Thresholds

The remit of this audit was to consider how effectively the NSAB Risk Threshold Tool has been embedded in practice.

The main findings were:

- High percentage of referrals that did not meet the significant harm threshold;
- Decision making within the local authority was appropriate and in-line with threshold guidance however threshold questions on the form were not always completed;
- Safeguarding process being used to share information in relation to general welfare as opposed to abuse or neglect;
- NEAS referral form does not reflect local policy and procedures in relation to thresholds;
- Apparent lack of awareness of threshold guidance and medication incident protocol.

As a result of the findings:

- Local authority safeguarding recording forms will be reviewed in relation to thresholds;
- Questions relating to thresholds will be added to the safeguarding adults referral form;
- Liaison with NEAS about findings from the audit;
- Liaison with the Care Quality Commission about the guidance they provide to providers about referral of medication errors to safeguarding adults procedures;
- Embed the Medication Error Protocol in the Risk Threshold Tool.

Patricia's Story



Patricia is a 90 year old woman whose physical and mental health is deteriorating. She has lived alone in her **YHN** (Your Homes Newcastle) tenancy until recently when her daughter's ex-partner (Steve) moved in and signed a joint tenancy with her.

The **Police** make a safeguarding adults referral following attending a domestic incident at Patricia's property involving her son and Steve. The **Police** are concerned about the fact that Patricia appears to be sleeping on the sofa and that Steve is intimidating. When information is gathered by **Adult Social Care** in relation to the Police referral, Patricia's **GP** advises they have visited recently and had similar concerns about the living arrangements.

It is established that Patricia has other **family** members who are involved in her care and who appear to be acting in her best interests. They express concern about Steve **financially exploiting** Patricia. They believe he coerced Patricia into signing the joint tenancy so that he would be in a position to buy the property at a later date. They also feel that Steve is financially exploiting Patricia by not contributing sufficiently to the household finances. He also removed all of Patricia's possessions from the property.

Patricia's **mental capacity** was assessed and it

was discovered that she did not have the capacity to make a decision about buying her property. However, she did have capacity to decide where she wanted to live and who she wanted to live with.

Patricia was seen by professionals alone to coincide with visits to her **GP**. The **GP** and **Community Nurses** monitored Patricia's physical health as there was a concern that the stress and upset was stopping her from eating. There were continued concerns that Patricia was having to sleep on the sofa.

Legal options were explored, including whether **domestic abuse powers** could be used to remove Steve from the property.

Housing staff worked closely with Patricia to establish her wishes—she wanted to remain in the home she had lived in for many years and was not interested in buying it but often changed her mind about whether she wanted Steve to continue living with her. He was company and she was worried about who might help her if she was living alone.

When it became apparent that Steve would not be able to buy the property he left of his own accord and it was not necessary to take any civil or criminal action. This allowed professionals to then focus on ensuring Patricia's **care and support needs** were being met appropriately once the safeguarding risks had been removed.

Patricia, her children and grandchildren were **fully involved in the safeguarding adults process**. Two of her children attended the four safeguarding adults meetings. They, along with the Social Worker, kept Patricia updated and ensured her **wishes were central to the safeguarding adults enquiry**.

Partner agency...

As part of the 2017-2018 annual report, each partner agency of the NSAB were asked to complete submissions detailing any significant developments in and/or contributions to safeguarding adults in the past year. The following pages of the report contain the responses from each of the different agencies. Some case examples are also included to demonstrate front-line practice in specific areas.

Your Homes Newcastle

In 2017/18 Your Homes Newcastle (YHN) reviewed its approach to safeguarding through commissioning two significant pieces of work:

- a detailed internal review of all action plans made in relation to safeguarding;
- an external gap analysis.

Our safeguarding actions were consolidated into one plan to track progress and support the completion of the recommendations. Board were updated on progress and will continue to receive progress updates.

We continued to roll-out our Cause for Concern referral service to new service areas. The initiative was developed in response to concern about low referral rates in a number of services where staff go into customers' homes. Experienced safeguarding practitioners, identified in each service, act as internal triage.

We rolled out 'Our Safeguarding is Everybody's business' training to managers and customer services staff. The training was in response to concerns that 3 yearly refresher training was not frequent enough to capture new developments such as sexual exploitation, Operation Sanctuary and modern-day slavery. An MD's blog and internal poster campaign

also highlighted the importance, to staff, of raising concerns.

Northumbria Community Rehabilitation Company

Since January 2018, Northumbria CRC has conducted monthly case audits on approximately 10% of the caseload. This audit includes specific questions and key lines of enquiry that address how risks to adults have been assessed and plans to manage these risks.

Learning points and areas of good practice are shared with officers and managers. A composite Management Accountability Report is competed and evaluated every month at senior management team. The Reviewing and Quality Assurance Manager has liaised with Adult Safeguarding regarding the MASH to progress communication arrangements and how the CRC can contribute to the successful establishment of the MASH. Briefings have taken place across the teams focusing on 'mate crime' and how the CRC can work most effectively to identify and support both victims and perpetrators.

NCRC continues to promote early identification of any risk issues drawing upon information from a variety of sources including partnership agencies, police, CPS, social services and interviews with the service user. Interventions are identified and delivered specific to the risks the service user presents.

...perspectives

Tyne and Wear Fire and Rescue Service

During 2017/18, TWFRS with Public Health in Newcastle have had a focus on the Slips, Trips and Falls agenda during Home Safety Checks (HSC).

There is a clear overlap in both fire and health priorities as the factors that make this cohort vulnerable to health issues make up one of the key target groups for fire. Therefore, collaborating and ensuring all organisations actually 'make every contact count' is essential for making the most vulnerable safer in their own home. This includes advice, signposting and referral pathways on the key risk factors that increase vulnerability to fire.

A pilot scheme ran in Newcastle Local Authority area from August 2016 – July 2017.

The scheme was aimed at primary prevention before a person has had a first fall and includes advice, intervention and signposting to the most appropriate agencies for support.

During Home Safety Checks, Fire Service personnel also assessed other needs and referred to partners, and issued further safety equipment where appropriate eg. non-slip bathmats, cable tidies, taping of loose carpets and helping hands for picking items up.

The overall objective is to reduce the numbers of people aged over 65 who fall and as a result can feel more vulnerable in their home. A number of case studies also highlighted the positive impact on the individuals enabling them to be able to live more safely, independently and with more confidence in their own home.

Newcastle City Council

This year we launched our Council values which are; **Proud, Fair** and **Ambitious**. These values aim to underpin all of the work that we do as a council and are reflected within Adult Social Care and our approach to safeguarding adults. In 2017-2018 we were extremely **proud** of our staff who received the national award for Adult Social Work Team of the Year for their work within the Sexual Exploitation Hub. The award is testament the difficult yet innovative work that staff have undertaken when supporting victims of sexual exploitation.

In September 2017 we launched a Legal Options course as a mandatory training course for staff in Adult Social Care. The course explores the complex legislative framework around safeguarding adults, ensuring that through the process of a safeguarding adults enquiry, victims of abuse are treated with **fairness** and that all available legal options are deployed to try and make the person safe. Our Corporate Safeguarding Group has welcomed a new chair, Christine Herriot, Chief Operational Officer. The group meets regularly and is responsible for ensuring that safeguarding is embedded across at all levels of the council workforce.

Looking forward, in 2018-2019 we will welcome partner agencies into the Multi-Agency Safeguarding Hub (MASH) for adults. This **ambitious** co-location of teams will facilitate even closer working relationships across the multi-agency partnership, ensuring that people get the help and support they need in a timely manner and in doing so, delivering improved outcomes for adults at risk.

...perspectives

NHS Newcastle and Gateshead CCG

Newcastle Gateshead CCG Safeguarding Adults Team has strong leadership at executive level and continues to be an active member of the SAB and its sub groups. Supported by the Designated Nurse, Named GP and Safeguarding Adults Officers, the CCG works with healthcare partners to be assured that Safeguarding Adults is integral to the activity of all commissioned services. With the named GP having joined the team in late 2017, extensive work is ongoing to support Newcastle GP Practices in having the knowledge and resources to enhance the care of the vulnerable people they work with. The CCG is working closely with local partner organisations, as well as regionally with NHSE, to ensure that there is a high quality offer of healthcare support for individuals who have experienced abuse in the form of Modern Day Slavery. Furthermore, the CCG has undertaken some specialist work, in partnership with Safe Newcastle, Newcastle City Council and the office of the Police and Crime Commissioner, which has seen a dedicated services put in place to support General Practice in recognising and responding to the needs of patients experiencing Domestic Abuse.

Northumbria Police

With a primarily responsive function, calls for service to Northumbria Police are subject to full THRIVE risk assessment and early operational identification of vulnerability (as per the NPCC definition). This assists in the grading for the call for service and the process also identifies early safeguarding interventions and opportunities.

Both Northern and Southern communications centres adopt this process and officers are dispatched accordingly.

Based on the early assessment, communications centres also identify the need for an adult concern notification which are submitted even if the adult in question/the person about which the referral is made does not meet the thresholds for adult services intervention. This assists in the early identification of adults at risk of abuse and neglect who may not meet the relevant Safeguarding threshold and also would not necessitate the allocation of specialist investigators. This would include calls for service around ASB, Hate crime, fraud etc. Communications centres chase up the attending officer to ensure the ACN is submitted prior to end of tour of duty to ensure timely referrals

Attending officers are encouraged to respectfully and professionally challenge situations (Think Family) and ensure the referrals include the right information.

There has been significant involvement in the Early intervention process in Newcastle with a police staff contribution to the team to provide early help and diversion for the cases which do not meet the statutory thresholds. This includes for safeguarding adults as well as children in the Think Family context.

Work remains ongoing between police and other partners to develop and strengthen existing MASH arrangements and partnerships, in particular adult social care, we are hoping to be co located within both adult and child social care colleagues by September 2018.

...perspectives

Northumbria Police continued...

A large number of referrals (Adult concern notifications) continue to be submitted by Northumbria Police that do not meet Care Act criteria of an adult at risk. There is a wider piece of work ongoing in order for Northumbria Police to understand the categories and reasons behind the ACNs as current ICT system does not break it down to this level.

Informed consent is not sought before an ACN is submitted by the attending officer, this needs to be revisited under the Care Act principles. However, this is considered in the MASH in terms of further sharing.

The force has adopted the NPCC definition of Vulnerability as outlined above.

Northumberland Tyne and Wear NHS Foundation Trust

From January 2017 the new SAPP triage “front door” became operational. There has been an increase in reported safeguarding and public protection concerns over 17/18 which was anticipated following a review of the previous triage system which indicated the telephone calls into the SAPP team did not equate to the activity and concerns raised.

Domestic Abuse and Coercive Control workshop at trust Nursing Conference.

Trust Board development sessions; Adolescent to Parent Violence/Domestic Homicide Reviews. Domestic Abuse and Coercive Control

Attended Self-assessment assurance sessions as part of the SAB’s annual cycle of audit, reflection and improvement.

Development of 7 minute briefings to cascade

learning trustwide.

Over the last year several Local Authorities have developed/are developing Multi Agency Safeguarding Hubs (MASH) for multi-agency safeguarding decision making at the point of referral, the SAPP team are providing virtual support/information to assist decision making/outcomes required to safeguard.

Development of a mental health referral pathway into the trust for Channel Panels in response to NHS Guidance to Mental Health services in exercising duties to safeguard people from the risk of radicalisation November 2017. This pathway enables multi-agency Channel Panels to request directly a timely mental health assessment for people who are not active to trust services.

Local Safeguarding Children and Adult Performance group meeting attendance and reports provided by the Locality Care Group by the Heads of Commissioning and Quality Assurance.

Continued support and leadership to Safeguarding Boards during a period of change and restructuring.

Strengthened safeguarding dashboard reporting to CCG Designated Safeguarding Leads and where required present at Safeguarding Assurance Meetings.

Submission of National Unify 2 Prevent data returns detailing training figures, referrals and policy compliance. Previously this was a requirement only for Trusts in high priority areas which did not include the North East. Progress continues to be monitored by CCG’s and reported directly to NHSE.

...perspectives

The Newcastle upon Tyne Hospitals NHS Foundation Trust

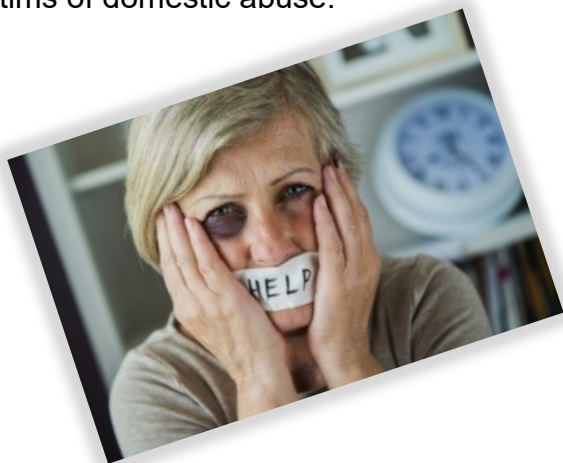
Safeguarding adults continues to become more complex; the introduction of the category of self-neglect highlighted the multifaceted world individuals are faced with and the constant need for resilience and tenacity for teams providing care. Work continues to underline the need for multi-agency partnership and collaboration. The safeguarding adults team aim to demystify safeguarding by supporting staff and highlighting the positive outcomes that can result from the safeguarding process for individuals and their families. A primary goal of the safeguarding team is to reduce risk and promote safety whilst embedding the principles of prevention, proportionality, protection, partnership working, empowerment and accountability. The team embraces the “*Think Family*” approach to identify others who may be at risk.

During 2017 / 2018 the team supported care and treatment for 438 adults who are at high risk of harm through self-neglect. They also contributed to over 250 multi-agency adult safeguarding meetings and provided input to over 20 MARAC meetings to support high risk victims of domestic abuse.

311 queries were raised in relation to domestic abuse which also includes support to Trust staff affected by domestic abuse. The team facilitated 55 referrals for victims at risk of homicide or significant harm to MARAC within the region. There have been 384 concerns in relation to neglect and organisational abuse and 34 concerns were raised in respect of modern slavery.

Additional achievements over the last year have included development of adult safeguarding supervision across the Trust including the Emergency Department and District Nursing. ‘Legal Literacy’ meetings have been developed with Trust solicitors to promote learning from complex safeguarding cases and identify themes including mental capacity and consent.

Going forward NuTH safeguarding adults team will broaden opportunities for safeguarding supervision across a wider range of Trust services. Audit and assurance frameworks will be strengthened further and the team will contribute to the development of an adult multi-agency safeguarding hub (MASH) in Newcastle.



...perspectives

Community and Voluntary sector

The Community and Voluntary sector (CVS) are represented by **three** organisations on the NSAB. The CVS plays an active part in the work of the Board, ensuring that effective arrangements are in place to support CVS organisations with their safeguarding duties.

In May 2017, the CVS held a market place event on safeguarding adults in Newcastle, which included a number of guest speaker presentations on topics such as domestic abuse, co-ercion and control, modern day slavery and human trafficking, self neglect and hoarding.



A market place with over 30 stalls offered the opportunity for networking and information sharing and the afternoon was completed with a performance and interactive workshop by [The Lawnmowers Independent Theatre Company](#) about hate crime, mate crime.



In February 2018, over 90 people from voluntary and community organisations and public sector teams came to a major conference at the Discovery Museum to hear about Conversation not Confrontation. Developed by Newcastle CVS, with funding from the Home Office Building a Stronger Britain Together fund, Conversation not Confrontation provides volunteers and voluntary sector staff with tools and techniques to challenge hate speech and prejudice in the local community.

National Probation Service

The National Probation Service (NPS) works with some of the most vulnerable adults in our communities and we have a genuine commitment to ensuring that the vulnerable people that we come into contact with and who may be at risk are protected. Over the past year, within the North of Tyne LDU Cluster we have identified domestic abuse, modern day slavery and human trafficking, neglect, learning difficulties, poverty, homelessness and mate and hate crime as key priorities and these will

...perspectives

National Probation Service continued...

be our priorities again in the coming year. Perhaps our most significant development has been our work raising awareness about Modern Day Slavery and Human Trafficking. Although as an organization we are often asked “what has it got to do with you” our staff both in court and during the course of supervision in the community come into contact with perpetrators but perhaps even more often victims of MDS some of whom have been forced into criminality by those who control them and others who become victims because of the nature the lives that they lead and their vulnerabilities. We have worked hard to educate staff across all of our areas of operation about the signs and symptoms of MDS and how to respond when they identify victims. A greater awareness of the how to spot the signs has led to the identification of a number of victims, most commonly in court but also in the course of supervision. Investment in training events and briefings from both within and outside of the organization has improved the knowledge of our staff and a constant reminder of the importance of the issue and its relevance to us is the presence of prominent displays of awareness raising material and case studies in our places of work. So in answer to the question “what has it got to do with you”, it has everything to do with us both as members of an organization and as individuals and we will continue to educate, inform and intervene to help eradicate what has become for us “core business”.



Case Study

A Probation Services Officer (PSO) working in one of the Newcastle courts was requested to interview and write a report on a young Vietnamese man who had pleaded guilty to what is colloquially known as “cannabis farming”. He spoke little English and seemed to have only a basic understanding of the proceedings, what he has pleaded guilty to and what the likely consequences for him were. In the course of the interview he explained how he had been confined to a house in an area that he could neither locate nor describe, his identity documents had been removed from him and he was required to tend cannabis plants for what was effectively 24 hours a day. He was unclear as to whether he received any payment for this or what the future might hold for him. He was also unable to account for how he came to be in the North East of England when his home was in Vietnam. The PSO was sufficiently concerned about him and his story to take the unusual and bold step of going to address the judge to explain her unease and her suspicions that this young man had been trafficked and held in slavery. As a result of her intervention the conviction was overturned and the young man released. The ending was not entirely satisfactory as it is not known what happened to him when he was released from prison where he had been held on remand pending sentence but at very least he was given an opportunity to tell his story and avoid conviction and what might have been a significant prison sentence for a crime it seems he had been forced to commit by those who had trafficked and exploited him.

Mary's Story

NuTH Case Study

Mary has a learning disability (LD) and is an insulin dependent diabetic; she lives at home with support of friends and family. It began to emerge that community staff were struggling to gain access to support Mary with her diabetes. Her home became more cluttered and hazardous with concerns for her safety and the safety of staff. Mary subsequently required acute hospital care during which two further safeguarding adult alerts were raised to social services in relation to the risks of self-neglect. Mary's situation highlighted the need to explore questions such as:

- 1) Does Mary understand the risks of having high blood sugar levels?
- 2) Is Mary making unwise but capacitated decisions?
- 3) If Mary doesn't have the mental capacity to understand risks, what steps could staff take under the Mental Capacity Act and safeguarding procedures to provide treatment and care?

Mary's case was discussed at "Legal Literacy" sessions with Trust Solicitors. Solutions are not always easy and case discussions enable staff to consider additional steps to reduce risk and consider alternative opportunities including legal options. In this case, discussions highlighted that community staff should:

- 1) Document all reasonable adjustments and plan an MDT with GP, Social Services and safeguarding to fully review risks
- 2) Re-assess mental capacity and link with the Community Learning Disability Team.
- 3) If Mary lacks capacity to manage her diabetes and all steps are in place to manage risks; a further discussion with legal services is critical if she wishes to remain at home with family support.



NSAB Budget

Newcastle City Council is the lead agency for safeguarding adults in the city, providing staff that support and coordinate the Newcastle Safeguarding Adults Board in areas such as;

- The safeguarding adults process;
- Multi-Agency Learning and Development Programme;
- Advice service for all agencies;
- Service development activity;
- Communication and awareness raising.

Newcastle City Council provides the majority of the NSAB budget, however all partner agencies have designated staff who contribute to the work of the multi-agency partnership.

In the current economic climate it is essential that the resources available to the Board are used in the most effective way possible. Some examples of this include the NSAB working together with Safeguarding Adults Boards (SABs) from across the region to share training and practice guidance resource.

In 2017-18 the NSAB did not incur any costs associated with the Chair with Independence as this role is fulfilled by an employee from one of its partner agencies.

NSAB Members

In 2017-18, the NSAB was chaired by Vida Morris (Chair, with independence). The following people were members:

Advocacy Centre North (representing the community and voluntary sector)	Jacqui Jobson
Changing Lives (representing the community and voluntary sector)	Laura Seebohm (until March 2018)
National Probation Service, North of Tyne	Paul Weatherstone
Newcastle City Council	Ewen Weir Alison McDowell Linda Gray
NHS Newcastle Gateshead Clinical Commissioning Group	Chris Piercy
Northumberland Tyne and Wear NHS Foundation Trust	Jonathan Richardson (until September 2017) David Muir (from October 2017)
Northumbria Police	Peter Storey (until September 2017) Mick Paterson/Scott Hall (from October 2017)
Northumbria Community Rehabilitation Company	Lindsay Blackmore
Newcastle upon Tyne Hospitals NHS Foundation Trust	Helen Lamont (until March 2018)
Skills for People (representing the community and voluntary sector)	Liz Wright (until March 2018)
Tyne and Wear Fire and Rescue Service	Peter Iveson
Your Homes Newcastle	Lisa Philliskirk (until August 2017) Matthew Foreman (from September 2017)
Newcastle Safeguarding Children Board	Sue Kirkley
Chair of Improving Practice Committee	Clare Abley
Chair of Learning and Development Committee	Carole Southall

The NSAB Coordinators for 2017-18 were James Steward and Claire Nixon and the NSAB Administrator was Andrea Semple. Legal support for the Board was provided by Rosemary Muffitt.

No excuse for adult abuse.

Report it.



To report abuse please contact:

Community Health and Social Care
Direct

Telephone: 0191 278 8377

Textphone: 0191 278 8359

Email: scd@newcastle.gov.uk

In an emergency always call 999

All agencies in Newcastle work
together to protect adults from abuse.

If you want to tell somebody else that
you trust, like a GP, nurse, police
officer or care worker then they will
pass on your concerns.