



Blackburn with Darwen Safeguarding Adults Board

Annual Report: 2022-23

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1. Foreword

Introduction

The annual report of the activities of the Blackburn with Darwen Safeguarding Board shows the safeguarding vulnerabilities and needs of local adults and the services provided by local partners to meet those needs and keep people safe. The report shows the on-going need for robust safeguarding services in the Borough and the need for the partnership to be flexible and responsive to the emerging pattern of demand. The local partnership remains strong and effective and is ready to meet the challenge of improving the quality of local safeguarding services and being accountable for its delivery.

This annual report of the Blackburn with Darwen Safeguarding Adult Board marks the last undertaken within the pan-Lancashire structure that has been in place over the past X years. In the future, for both adult and children's safeguarding arrangements, greater emphasis will be given to the voices of local people, local service partners and local accountability networks. The primary purpose of the change of emphasis is to ensure that there is an awareness of the distinctive safeguarding needs of the people of Blackburn with Darwen and with that the development of local services that meet local need. The aim is to ensure high quality safeguarding practice is put in place and with it growing public confidence in local services. Pan-Lancashire arrangements will be sustained, however, in those areas where shared learning across the region remains a priority, for example in cases of serious safeguarding incidents requiring a formal review.

Dr Henri Giller, Independent Chair of the Blackburn with Darwen Safeguarding Adult Board

2. The Board – Purpose & Structure

2.1 Purpose of the Board

The Care Act 2014 requires a local authority to establish a Safeguarding Adults Board (SAB), which aims to help and protect individuals who it believes to have care and support needs and who are at risk of neglect and abuse and are unable to protect themselves, and to promote their wellbeing.

Section 43 (3) sets out how the SAB should seek to achieve its objective, through the co-ordination of members' activities in relation to safeguarding and ensuring the effectiveness of what those members do for safeguarding purposes.

A SAB may undertake any lawful activity which may help it achieve its objective. Section 43 (4) sets out the functions which a SAB can exercise in pursuit of its objective are those of its members. Section 43 (5) Schedule 2 includes provision about the membership, funding and other resources, strategy, and annual report of a SAB. Section 43 (6) acknowledges that two or more local authorities may establish a SAB for their combined geographical area of responsibility. <https://www.legislation.gov.uk/ukpga/2014/23/section/43>.

Six principles are set out in the Care Act 2014:

Empowerment	Prevention	Proportionality
Protection	Partnership	Accountability

2.2 Core Duties

The Board has three core duties under the Care Act 2014:



2.3 What will we do?

Our vision is that as Partner organisations we will work together to protect people in our communities to promote wellbeing and rights being supported, safe from abuse and neglect.

2.4 Aims and Principles of Cooperation

Working together to ensure adults at risk are:

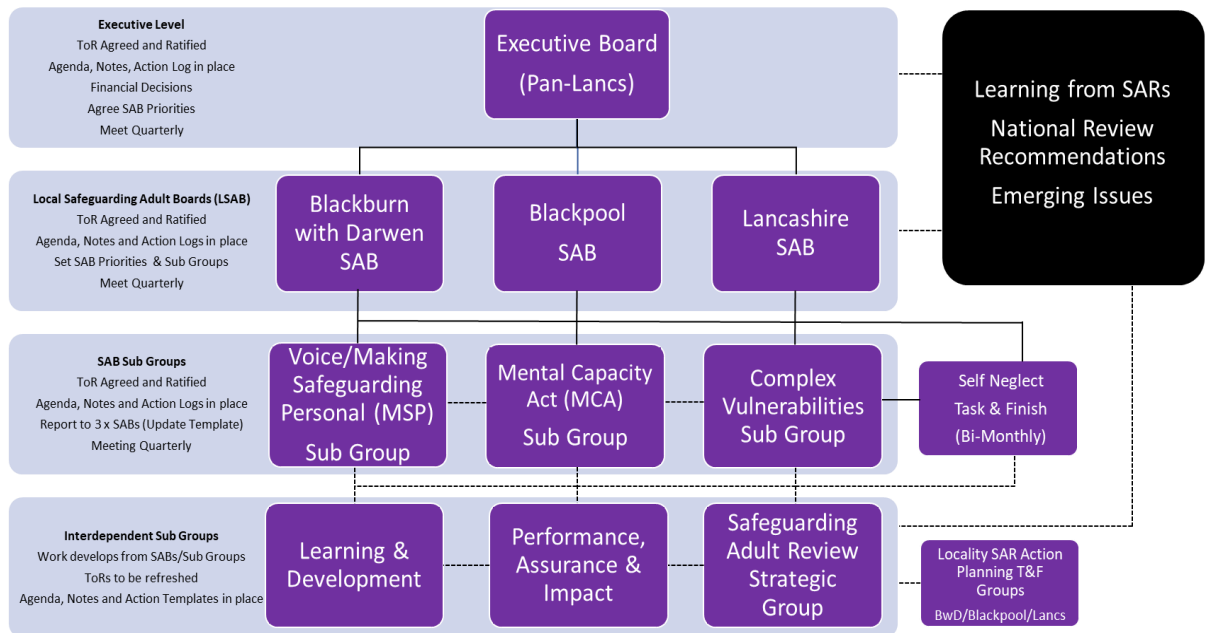
- safe and able to protect themselves.
- treated fairly and with dignity and respect protected.
- able to easily access support, protection, and services.

2.5 Partnership Structure (up until March 2023)

The Safeguarding Adults Board is supported by an Independent Chair to oversee the work of the Board, to provide leadership, offer constructive challenge, and ensure independence. The day-to-day work of the Board is undertaken by the Sub-Groups and the Joint Partnership Business Unit (JPBU).

The JPBU supports the operational running of these arrangements and manages the Board on behalf of the multi-agency partnership. The Board facilitates joint working, ensure effective safeguarding work across the region, and provide consistency for our partners who work across Pan Lancashire (Blackburn with Darwen, Blackpool and Lancashire).

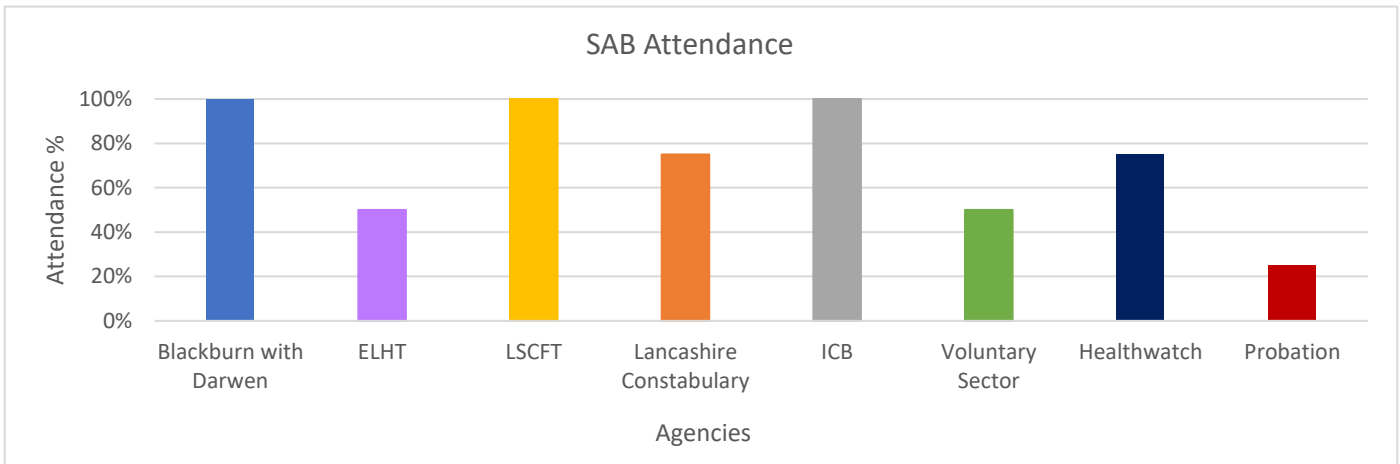
Safeguarding Adult Board Process



2.6 Members (relevant to Blackburn with Darwen)

- Blackburn with Darwen
- ELHT
- LSCFT
- Lancashire Constabulary
- ICB
- Voluntary Sector
- Healthwatch

- Probation



2.7 Subgroups

The Subgroups reported for 2022/23 are all pan-Lancashire, covering and Blackburn with Darwen, Blackpool and Lancashire and include:

- Complex Vulnerabilities (including self-neglect task and finish group)
- SAB Learning and Development
- Voice/Making Safeguarding Personal
- Mental Capacity Act (MCA)/Deprivation of Liberty (DOLS), Liberty Protection Safeguards (LPS)
- Strategic Safeguarding Adult Reviews (SAR)

2.8 Complex Vulnerabilities Subgroup

The subgroup met on four occasions in 2022/23 (09.06.2022, 15.09.2022, 08.12.2022 and 16.03.2023). Key objectives are:

- To ensure an effective mechanism is in place to tackle the complexities associated with safeguarding adults in line with the 'prevention' principle of the Care Act 2014.
- To develop a mechanism to support those individuals that do not meet the thresholds of statutory criteria to access support from statutory services.
- To provide oversight and direction to Partners to ensure appropriate approaches to complex safeguarding are embedded within practice and partner systems, policies, processes and identified training needs.

2.9 Self Neglect Task and Finish group

The Task and Finish group met on six occasions in 2022/23 (28.04.22, 13.06.22, 12.07.22, 13.09.22, 14.11.22 and 08.03.22).

Self-neglect nationally is a frequent theme in SARs where people are living at home. The purpose of this task and finish group is to review the LSAB Self-Neglect Framework launched in March 2019 with a view to a pan-Lancashire approach. This group reports into the SABs Complex Vulnerabilities sub-group.

2.10 SAB Learning and Development Subgroup

The subgroup met on three occasions in 2022/23 (11.04.2022, 28.06.2022 and 15.08.2022). The group was stood down due to a governance review late 2022.

Key objectives are:

- To facilitate an integrated approach to safeguarding learning and development across Blackburn with Darwen, Blackpool and Lancashire.
- Develop an annual safeguarding adult workforce development plan alongside an operational plan in line with the Boards priorities.
- Development of multi-agency training resources
- Quality assure and approve any learning being delivered.
- Drive forward the recommendations of safeguarding adult reviews, domestic homicide reviews and learning reviews across the partnership and seek assurance that learning is embedded within practice.

2.11 Voice/Making Safeguarding Personal Subgroup

The subgroup met on four occasions in 2022/23 (27.07.2022, 02.11.2022, 16.01.2023 and 24.02.2023). Key objectives are:

- To ensure an effective mechanism is in place to capture the 'voice' of the adult in line with requirements of The Care Act 2014.
- To provide oversight and direction to Partners to ensure person centred approaches to safeguarding are embedded within practice.

2.12 Mental Capacity Act (MCA)/Deprivation of Liberty (DOLS), Liberty Protection Safeguards (LPS) Subgroup

The subgroup met on four occasions in 2022/23 (11.04.2022, 16.06.22, 06.10.2022 and 08.12.2022) Key objectives are:

- To ensure an effective mechanism is in place to tackle the complexities associated with safeguarding adults in line with the 'prevention' principle of the Care Act 2014.
- To develop a mechanism to support those individuals that do not meet the thresholds of statutory criteria to access support from statutory services.

2.13 Strategic SAR Subgroup

The subgroup met once in 2022/23 on 08.06.2022. Key objectives are:

- To ensure an effective SAR process is in place and in line with the Pan-Lancashire Multi-agency Safeguarding Policy and compliant with requirements of The Care Act 2014.
- To provide oversight, direction and ensure quality control mechanisms for the SAR process, including but not limited to referrals and timelines.

3. What is Safeguarding?

3.1 Section 42 of the Care Act 2014 requires that each local authority must make enquiries (or cause others to do so) if it believes an adult is experiencing, or is at risk of, abuse or neglect.

This applies where a local authority has reasonable cause to suspect that an adult in its area (whether or not ordinarily resident there)

- has needs for care and support (whether or not the authority is meeting any of those needs),
- is experiencing, or is at risk of, abuse or neglect, and
- as a result of those needs is unable to protect himself or herself against the abuse or neglect or the risk of it (Care Act 2014, section 42)

When an allegation about abuse or neglect has been made, enquiries are led by a qualified social worker to find out what, if anything, has happened. The enquiry will seek to establish whether any action needs to be taken to prevent or stop abuse or neglect, and if so, by whom.

3.2 Who can raise a safeguarding concern?

Anyone can raise a concern about a vulnerable adult with care and support needs who is at risk of abuse or neglect.

This may be family or friend, a carer, a professional working with adults with care and support needs or somebody who thinks they have been abused. It may even be a tradesperson or a member of the public seeing something in a health/care setting or home.

Alternatively, if a person has contacted other professionals (such as the police, health services or voluntary organisations) and there is concern that abuse is taking place, those agencies will also raise a concern.

3.3 How to raise a safeguarding concern.



Whether you are a member of the public or a professional, you can contact the Blackburn with Darwen Safeguarding Adults Team on 01254 585 949 during office hours and Outside of these hours you can contact the Emergency Duty Team on 01254 587 547.



You can report your concerns you may have that an adult is experiencing or is at risk of abuse or neglect visit the website at [Get in touch | Blackburn with Darwen Borough Council](#) Here you will find information about Safeguarding including how to identify abuse and the types of abuse that can occur. There is also information on the Safeguarding process.

4. Activity and Performance Information

4.1 Local Context and Background

The ceremonial county of Lancashire is in the North West of England and consists of the shire county of Lancashire and the "2 unitary authority areas" of Blackburn with Darwen and Blackpool. The shire county [1] area is a "2-tier authority", meaning it is controlled by a county council (Lancashire County Council), and 12 local government district councils. In contrast Blackburn with Darwen and Blackpool, each have just "1 unitary tier" of local government, which provides all local services.

The following information intends to provide a brief overview of the local demographic context for Blackburn with Darwen

4.2 Population

The results of the 2021 Census estimate that Blackburn with Darwen had a total resident population of 154,739 as of March 2021, an increase of 7,250 since 2011 meaning the population grew by 4.9%. Smaller than both regional (5.2%) and national change (6.6%). Blackburn with Darwen has a much younger age profile than average. 28.3% of its population is aged under 20, which is the 6th highest proportion in England. The latest population projections from the Office for National Statistics (ONS) are still based on the population estimates for mid-2018 and look ahead to 2043. For Blackburn with Darwen overall, they predict a slow, almost imperceptible rise in population. However, the 65+ age group is expected to rise by approximately 6,600 over the period – i.e., by over 30%. The 85+ group in particular is projected to rise by over 60%, from approximately 2,300 to 3,800.

The 2021 Census is the most recent source of official statistics on the ethnic breakdown of the borough's population, and the relationship between ethnic groups and other social characteristics. The proportion of Blackburn with Darwen residents who described themselves as Indian (15.8%), was the largest amongst authorities in the North West and the proportion of residents who described themselves as Pakistani (17.8%), was the 5th highest amongst authorities in England.

The 2021 Census found that the age-standardised proportion of residents that have a long-term health condition or illness is 20.7%². This is a significant decrease from the 2011 equivalent figure, where 24.8% of the resident population reported having a long-term condition or illness.

4.3 Deprivation

The 2021 Census provides a more basic measure of deprivation, using variables within the four dimensions of education, employment, health, and housing. From this measure, 41.2% of households in the borough are not deprived on any of the four dimensions. However, 6.6% or 3,880 households in Blackburn with Darwen are deprived on three or four dimensions, the fourth highest percentage of the 310 English local authorities as of 2021.

In terms of deprivation the Department for Communities and Local Government published Index of Multiple Deprivation in 2019. This indicates that some areas of

Blackburn are in the top 10% most deprived in England but the variation in deprivation fluctuates as some communities, especially those within rural areas are amongst the least deprived.

4.4 Safeguarding Activity

Compared to the previous year, the number of adult safeguarding concerns received by the Local Authority has decreased by 27% of the previous year's total. The previous year the number of concerns received had increased by 10% from the year before; this increase was thought to be partly driven by the easing of Covid restrictions. In 22/23, there was a reduction of approximately 21% in the number of Safeguarding Concerns progressing to Section 42 enquiries. Again, this is in the context of an increase last year, where the number of enquiries had increased by approximately 25% relative to the previous year.

As such, there was an increase in Safeguarding Activity across 21/22 that seemed to be associated with coming out of restrictions linked to the pandemic, but this did not continue into 22/23. The number of concerns received in 22/23 dropped to a level lower than that of two years ago in 20/21. However, the number of section 42 enquiries is slightly higher than that for 20/21. As such, compared to two years ago, a greater proportion of concerns have progressed to Section 42 enquiry. This is in keeping with the information from the most recent ADASS dashboards, which categorised BwD as being 'low volume, high conversions' in terms of the number of SGA concerns recorded, and the number of concerns that progress to formal S42 enquiry.

Adult Social Care teams in Blackburn with Darwen are organised in line with the four Neighbourhoods of North, East, West and Darwen. As in previous years, the West Neighbourhood has received the largest proportion of Safeguarding referrals in the Borough. This neighbourhood includes Blackburn Town Centre and is thought to reflect the particular demographics in that area and the related forms of vulnerability; the majority of the local HMOs fall within this neighbourhood.

All categories of abuse for concluded Section 42 enquiries have shown a reduction from last year, with the exception of 'Domestic abuse' (which has increased by 53% from the previous year's figure) and 'Sexual Abuse' (which increased from 1 case to 4 cases). This increase may reflect the updated MARRAC processes locally. 'Neglect and Acts of Omission' remains the largest category of safeguarding concern and showed a reduction of 14% from the previous year's figures.

It remains the case that the spread of Safeguarding Concerns and Enquiries by ethnicity is not reflective of the population data for the Borough and seems to suggest significant under reporting for the 'Asian / Asian British' category in particular. This has not changed significantly from the previous year.

Currently available data sets do not capture information about the rates of people with protected characteristics who are the subject of safeguarding processes.

The data return for 22/23 shows a marked increase in the number of people recorded as lacking capacity and not receiving advocacy support. The figures for 21/22 suggested that 100% of service users lacking capacity were supported by an Advocate, family, or friend; the figure for 22/23 shows that only 62.5% had advocacy in place. This change is due primarily to a change in the way these figures are counted. In the returns for previous years, service users' lacking capacity were understood to have advocacy in place from the professionals supporting them. Section s68(4)b of the Care Act states that an advocate cannot be someone who is 'engaged in providing care or treatment for the adult in a professional capacity or for remuneration'; as such, we have changed the way in which we count who has received advocacy support, and now exclude situations where the only forms of advocacy in place are via people providing care or treatment in a professional capacity.

At the time of writing this report, the national data from the Safeguarding Adults Collection for 22/23 has not been published, so it is not possible to compare Safeguarding Activity with the national picture. The most recent data for regional comparison is the ADASS North West dashboard for Q3 22/23. Within this data, Blackburn with Darwen is an outlier for the low number of Organisational Concerns recorded (4 enquiries, with a regional average of 24); it is known that local processes for recording and reporting on Organisational Safeguarding processes are weaker than those for other forms of Safeguarding Enquiry, and as such it is unclear whether this figure reflects a true picture of organisational safeguarding in the Borough. Blackburn with Darwen had a very low return for enquiries linked to Modern Slavery concerns (1 for the quarter), but this seems to reflect the regional picture (average of 2 enquiries; only one LA with more than 4; seven LAs with 0 return for the quarter). Blackburn with Darwen was significantly lower than the average for Physical Abuse (101 enquiries with a regional average of 162), and slightly above the average for Financial or Material Abuse (155 enquiries with a regional average of 127). For all other forms of abuse, Blackburn with Darwen's number of enquiries was close to the regional average.

5. Safeguarding Adult Reviews

5.1 The findings from Safeguarding Adult Reviews in Local Authority are reported here, these include:

- the findings of the reviews arranged by it under section 44 (safeguarding adults reviews) which have concluded in that year (whether or not they began in that year),
- the reviews arranged by it under that section which are ongoing at the end of that year (whether or not they began in that year),
- what it has done during that year to implement the findings of reviews arranged by it under that section, and
- where it decides during that year not to implement a finding of a review arranged by it under that section, the reasons for its decision.

5.2 SAR Process

Any agency can request a Safeguarding Adult Review. Once a referral is made it will go through some key stages including initial scrutiny, consideration of meeting the SAR Criteria, and commissioning of an Independent Chair and Reviewer. Once the SAR process starts a number of panels will be held to understanding learning and involvement from relevant agencies and what could be done to support prevention. A report is then developed and published with a number of recommendations and actions for the Safeguarding Adult Board to take forward. Some recommendations may be for specific agencies, and some may be allocated to Sub Groups already managing improvements along particular themes e.g., Self-Neglect.

5.3 SAR Activity

There was only **one** referral that proceeded to a Safeguarding Adult Review during the previous reporting period. This SAR is ongoing and will be concluded by the next reporting period.

Adult U SAR learning will be included within the next year's annual report. The initial overview of early learning identified from the Adult U SAR recognised failure to have their basic needs met, there was a lack of multi-agency information sharing with poor communication and failure to escalate or act on concerns raised with supporting someone with complex needs. There are some lessons to be learned around Transition from children's services into adult services when children are on radar to adult services.

Once this report has been concluded the recommendations will be translated into an action plan.

5.4 Published SARs

There has been no published SARs in the Blackburn with Darwen SAB area during this reporting period.

6. Board Strategy/Priorities for 2022/23

6.1 Priorities and Achievements

The Care Act guidance advises that the Safeguarding Adult Board should report on:

- (a) what it has done during that year to achieve its objectives,
- (b) what it has done during that year to implement its strategy,
- (c) what each member has done during that year to implement the strategy,

As the country headed out of the pandemic changes in the LSAB leadership and membership meant a clear strategy was not in place for this year,

However, priorities around the following areas have been the areas of focus, delivering work through Sub Groups mentioned earlier in this report. These cover;

- Voice – Making Safeguarding Personal

- Complex Vulnerabilities on Domestic Abuse, Mental Health, and Self Neglect
- Mental Capacity Assessments/Deprivation of Liberty (MCA/DOLS)
- Resident to Resident Harm

Making Safeguarding Personal

In addition to these principles, it's also important that safeguarding partners take an approach to safeguarding that focuses on the person, not the process. It means that safeguarding should be person-led and outcome-focused, engaging the person in a conversation about how best to respond to their safeguarding situation in a way that enhances involvement, choice, and control, as well as improving quality of life, wellbeing, and safety.

Healthwatch 'Voices' Project Proposal

Healthwatch Together have proposed a commissioned Project to the Safeguarding Adults Boards to deliver a robust engagement project which will review the involvement of people within the safeguarding process. The Project will look to start in Summer 2023 into 2024. We know processes are more successful when they involve people as fully as possible; engaging with people to increase understanding, choice, and control so that we improve the quality of life, wellbeing, and safety of the individual. The project will explore:

- The experience of the individual
- The experience of the carer (where applicable)
- The experience of the professional

Scope

The number of people to engage with will be determined by the number of consenting individuals identified by each Council. Estimations have been made using safeguarding closure data gathered from Blackburn with Darwen, Blackpool and Lancashire County Council (in comparison with local authority population sizes).

The target is based on population figures and safeguarding data provided by Blackburn with Darwen, Blackpool and Lancashire County Council.

In Summary

Healthwatch Together will work with the Safeguarding Adults Boards to independently support them to review their safeguarding process. Healthwatch will provide expert advice on engaging with people, both members of the public and multi-agency professionals to gather their thoughts, experiences, and opinions. This feedback will be used to generate realistic recommendations which Healthwatch will report on following the project and will review 12 months post initial professional survey findings to monitor achievement and implementation.

7. Contribution from Statutory Partners

7.1 Blackburn with Darwen Adult Safeguarding Team

The Local Authority has statutory responsibilities to safeguard adults at risk of abuse or neglect, set out in Sections 42 to 47 of the Care Act 2014, and Chapter 14 of the Care and Support Statutory Guidance. These responsibilities include:

The duty under section 42 of the Act to complete Safeguarding Enquiries into suspected abuse or neglect of adults with care needs who are unable to protect themselves.

The duty under section 43 of the Act to establish a Safeguarding Adults Board (SAB) to provide assurance 'that local safeguarding arrangements and partners act to help and protect [vulnerable] adults in its area' (Statutory Guidance para 14.133).

Blackburn with Darwen Adults Safeguarding Team ensures that the local authority is compliant with its statutory responsibilities under section 42 and ensures that safeguarding enquires are case managed for those adults identified at risk.

What were your Adult Safeguarding successes in 2022/23?

The Safeguarding Adult service has participated in multiple reviews and transformation processes during 22/23.

An internal review of Safeguarding structures and processes was undertaken, which led to a piece of work with the Council's Transformation Team. This piece of work has resulted in a set of recommendations which are being considered as part of ongoing service redesign.

The team participated in an Independent Review of operational Safeguarding, and also a Peer Review of which Adult Safeguarding was considered. During which, the Team Manager completed an Audit of Safeguarding processes across 10 randomised cases, utilising the ADASS Safeguarding audit tool.

Arrangements for delegated Safeguarding Enquiries between the Council, East Lancashire Hospital Trust (ELHT) and Lancashire and South Cumbria Foundation Trust (LSCFT) were updated. A piece of work was undertaken between the Council and the Safeguarding team at ELHT to address a backlog of enquiries that had been delegated to the Trust, and to ensure clear shared oversight of all active enquiries.

What were your Adult Safeguarding themes/challenges in 2022/23?

During Q1 and Q2, the functions of the Safeguarding Adult Board continued to be managed under the Pan-Lancashire Safeguarding arrangements, with a Joint Partnership Business Unit supporting all three Local Authorities and a structure of sub-groups considering specific areas of Safeguarding policy and practice. During Q3 and Q4, these structures were reviewed, resulting in significant changes to the Safeguarding Adult Board and its Business Unit, in order to ensure compliance with all statutory obligations. As such, safeguarding activity over the year has taken place in a context of significant change and disruption to the structures for oversight and accountability.

As for previous years, the specialist Safeguarding Adults team has led statutory safeguarding processes for the Authority. In the majority of cases, the team itself has undertaken section 42. enquiries, though there is an ongoing arrangement for the local hospital Trusts to undertake enquiries where this is agreed as the most appropriate way forwards; there have also been a small number of enquiries undertaken by Social Workers in the wider Community teams.

There has continued to be a high level of demand on the Safeguarding Adults team, though the number of SGA concerns and SGA enquiries has reduced significantly from the rates for the previous year, with a reduction of roughly a fifth in both concerns and enquiries for the year.

There continue to be challenges with the accessibility of internal data on statutory Safeguarding processes, due to limitations of the current Mosaic client database. The department is in the process of moving to an updated version of the Mosaic system, which will enable a wider range of functions and reporting, including more detailed reporting and analysis of Safeguarding processes.

Most recent ADASS data for the North West (Q3 for 22/23) shows that Blackburn with Darwen was categorised as 'low volume, high conversions' in terms of the numbers of SGA concerns recorded, and the number of concerns that progress to formal S42 enquiry; this was also true for Q2 and Q1.

Blackburn with Darwen also had relatively high percentage of repeat concerns (21.3% of people with an open concern had more than one section 42 enquiry over a twelve-month period, relative to an average of just under 10%).

During 22/23, the Safeguarding team undertook Organisational Safeguarding Enquiries in relation to 20 Care Homes and 4 Domiciliary Care agencies.

Organisational Safeguarding enquiries are recorded outside the main Mosaic database, and as such the reporting and analysis available on this area of work is very limited at present. This is a significant concern, given the issues highlighted with CQC ratings for providers in the area. Moving Organisational Safeguarding onto Mosaic and developing appropriate reporting will be an area for development within Mosaic when the system is updated.

Retention and recruitment to dedicated Safeguarding roles has been one area of challenge across 22/23. A number of experienced staff left the operational SGA team; the subsequent recruitment processes have resulted in staff being appointed who are relatively early in their Social Care careers.

This reflects the picture across the wider workforce and wider recruitment processes, but has a particular impact on the SGA team, due to its focus on higher levels of risk / vulnerability and also its place in statutory safeguarding processes across the council. The new staffing structure proposed for Safeguarding will increase the number of staff and managers in the department who are able to conduct and oversee statutory safeguarding processes. This will reduce the risk that recruitment and retention challenges might undermine the quality of Safeguarding processes.

Across the wider department, a new progression structure is being introduced to ensure Social Workers have meaningful opportunities for professional development and to address some of our challenges around recruitment and retention.

What are your Adult Safeguarding priorities for 2023/24?

The BwD Adults and Health Business Plan set actions for 22/23, which continue to inform priorities into 23/24:

Review the current Safeguarding Adults arrangements with the specific purpose of:

- (i) Strengthening the local Board arrangements and reviewing portfolio responsibilities
- (ii) Completing the CQC audit toolkit
- (iii) ensuring that business priorities are refreshed and locally focussed.
- (iv) Aligning the DOLS and Safeguarding functions/management
- (v) Reviewing operational arrangements across the Department
- (vi) Respond to updated Channel guidance and recommendations.

Alongside these, the Authority will work to support the Board's six strategic priorities through active participation and leadership within Board and sub-group processes:

- (i) Providing leadership in safeguarding
- (ii) Prevention and early intervention
- (iii) Listening, learning, acting, and embedding
- (iv) Delivering safeguarding excellence
- (v) Information is effectively shared within the safeguarding partnership.
- (vi) The public feel confident that people are protected.

Within the department, we will implement a new structure for staffing of the operational Safeguarding team, with a shared management function for Safeguarding and DOLS, and increased leadership capacity to promote best practice in Safeguarding across the department.

The new structure will support Social Workers across the department to undertake Safeguarding enquiries, with oversight and assurance for these processes remaining the responsibility of the specialist team. Additional staffing has been approved, including Social Worker posts and Senior Social Worker posts to create additional capacity for statutory Safeguarding work.

It will be a high priority for the service to recruit to all posts in the structure and to attract the best candidates to the Safeguarding team.

Improved reporting and oversight of Safeguarding processes will be developed as part of the implementation of the updated Mosaic record system.

A review of referral processes into the Safeguarding team was undertaken by the council's Transformation Team in 22/23. This resulted in a number of recommendations to improve the management of referrals and safeguarding concerns. These recommendations will be implemented alongside the developments of the Mosaic system.

A regular audit cycle for Safeguarding processes will be introduced as part of the wider development of quality assurance and improvement in the department.

7.2 Lancashire Constabulary

The Constabulary's role is to collaborate with partners to uphold the 6 principles of safeguarding.

Our purpose is to prevent and detect crime and preserve the King's peace.

Our vision is simple: Preventing and fighting crime. Keeping our communities and people safe.

Our Strategy

To deliver on our vision there are five key areas we must focus on:

- Put victims at the heart of everything we do.
- Reduce crime, harm, and antisocial behaviour.
- Effectively respond to incidents and emergencies
- Investigate and solve crimes and deliver the best outcomes to all.
- Deliver an outstanding service to the public and build confidence.

What were your Adult Safeguarding successes in 2022/23?

- *"Right Care, Right Person"* has seen a reduction in deployments to "Concern for Welfare" thereby ensuring that the person is attended to by the right agency/professionals to address any concerns.
- Street Triage (Police & Mental Health Services working collaboratively) has been rolled out in East Lancashire in January 2022 to provide a collaborative response to individuals presenting to the Police in MH crisis, to ensure that they are assessed and supported appropriately at the point of contact.
- There has been a reduction in the number of individuals detained under s136 MHA.
- Op Signature is now adopted as our response to victims of fraud, which requires a uniformed response to anyone who is the victim of courier fraud or romance fraud who is aged over 70 years and/or presents as vulnerable.
- Think Victim campaign commenced in 2021 and seeks to raise awareness and improve quality of investigations. The focus has been heavily weighted towards identifying vulnerability in, for example, elderly persons.
- Efficiencies in MASH has seen processing of VA referrals without delay and, for periods, "live" time.

What were your Adult Safeguarding themes/challenges in 2022/23?

- Supporting and liaison with care settings for those young people aged 18-24 to assist with a trauma informed police approach once adulthood has been reached.
- Increased community liaison from the uplift in Community safety officers evidences the commitment to "Plan on a Page" priorities.

- Launch of Right Care Right Person and ensuring the model is working and that the impact of the changes can be measured.
- Continued multi-agency response to exploitation.
- Review of Force response to Domestic Abuse and Rape and creation of specialist rape teams
- Embedding the Force response to Violence against Women and Girls strategy through the National Police Chiefs Council and the College of Policing national framework for delivery.
- Delivering training to support the recruitment of hundreds of new police officers into Force.

What are your Adult Safeguarding priorities for 2023/24?

- Improving the Force response to rape and serious sexual assault through Op Soteria, a new national operating model for the investigation of rape and serious sexual assault
- Improving the quality of Domestic Abuse investigations
- Op Warrior is the Force response to tackling serious and organised crime. Operation Warrior targets the individuals and gangs involved in crime, as well as associated issues such as violence and intimidation, large scale drug supply, exploitation, and fraud, all of which can cause serious harm to local communities.
- The change programme known as the TOM (Target Operating Model) started in April this year and will look at how we can make our processes and functions more victim focused, more efficient and more effective.

7.3 Lancashire and South Cumbria Integrated Care Board (LSC ICB)

Health and Care Act 2022

This period of report saw significant change in view of ICB health and care act legislation 2022, moving 8 CCGs into on ICB organisation.

The ICB became the statutory partner of the Safeguarding Adult Board on 1st July 2022 being accountable for a wide range of safeguarding activity to support the whole population of Lancashire and South Cumbria.

The ICB is established with the expectation to: -

- Improve outcomes in population health and healthcare.
- Tackle inequalities in outcomes, experience, and access.
- Enhance productivity and value for money.
- Help the NHS support broader social and economic development.

A core contribution of improving outcomes in population health and healthcare is through assurance and scrutiny of the health services we commission to meet the needs of our population. This includes through the Board ensuring that organisations that provide health services have the right procedure in place to keep people safe from abuse and neglect and a workforce which is skilled and empowered to do so.

Additionally, that multiagency working is evident and leading to robust risk assessment and collaboration.

We ensure that where there are lessons to be learnt from Safeguarding Adult Reviews as a partnership, a health system or single agency, these are embedded and shared across health organisations where appropriate. We are connected to the governance arrangements within the NHS Trusts across Lancashire and South Cumbria to assure the organisations actions are embedded.

The ICB ensures that there are effective arrangements in place for sharing information between organisations and the health system where someone might be at risk of being harmed.

We employ specialist safeguarding expertise to support the whole health economy including 'Designated Professionals' and 'Named GP's' who specialise in safeguarding adults and the Mental Capacity Act.

The safeguarding team at the ICB are connected to regional and national workstreams to ensure the voice and representation of our communities is heard at every level.

What were your Adult Safeguarding successes in 2022/23

Learning

The ICB has held a number of learning and development sessions for safeguarding across the health economy to support the themes and trends from safeguarding activity. These have followed a Appreciate Enquiry model and included bring service user voices to the core of how we consider safeguarding challenges. The sessions have explored themes including self-neglect, suicide & trauma informed approaches, and the invisible male.

The ICB has improved the connectivity between all incidents which are reported by our NHS providers to ensure that there is robust safeguarding expertise applying scrutiny and support and ensure that any themes or trends which may impact on our ability to effectively safeguard our population are identified and considered across the whole health economy.

Assurance and Performance

The ICB has focussed on aligning reporting and our use of data in assurance across the previous 8 CCG footprints. This has supported us in developing a more robust dashboard of activity to improve how we respond to challenges and how we deploy our resources to respond to risk.

We have maintained place-based assurance meetings during first year of ICB and while safeguarding Delivery Model being developed to ensure there is a safe transition to the new ways of working.

Partnership collaboration

The ICB continues to lead on partnership work around how we respond to self-neglect within our communities. This work has brought a range of partner organisations

together to truly reflect on existing ways of working and consider how we agree a shared value set and approach to supporting complex individuals who self-neglect and place an emphasis on taking a more preventative and trauma informed approach to practice.

The ICB has led the relaunch of the Safeguarding Champions Model across the Regulated Care Sector. So far topics have included: Resilience Hub Support for Regulated Care Staff; Learning from Safeguarding Adult Reviews and Safe Recruitment Practices (incl. PIPOT, exploitation, case studies).

Two ICB wide 'Primary Care' safeguarding conferences were held in September 2022 with 96 GP practice staff in attendance. The sessions included learning from Domestic Homicide Reviews, importance of routine enquiry, coding of records and think family. Local GP Safeguarding forums have continued to improve safeguarding practice across all Primary Care which have included sessions on the '999 reunite' scheme and clinical responsibility for DHR/ SAR chronologies.

The ICB chairs and leads on a pan-Lancashire Mental Capacity workstream which has been actively working with partners to improve MCA practice. This has included re-launching guidance on how health and social care professionals prescribe and administer covert medication.

The ICB also presented a case study of excellent practice to the National Safeguarding Adult Network to showcase some of the best practice and strong multi-agency working across our system.

Duty to Co-operate

The ICB has established links with Violence Reduction Network (VRN) and VRN Partnership Board. The ICB, along with partners, has endorsed a pledge and committed to delivering a trauma informed workforce and is working with partners to ensure that this is rolled out across organisations. So far, over 4,500 staff have been trained across Lancashire and South Cumbria.

Emergency Department Navigators are commissioned via VRN from Acute Services across the system. ICB have worked in year to strengthen the future resilience of this recognised clinical model of delivery, additionally ensuring all Trust areas have access.

What were your Adult Safeguarding themes/challenges in 2022/23?

Workforce

Although we have not seen the same unique pressures on health services as there was during the pandemic, there remains significant work by all health services in both recovery and responding to the ever-growing demand on NHS services. This continues to be a challenge for NHS workforce to have the capacity to attend training and some partnership meetings. Although this reduced capacity has impacted on training and some development meetings, all key safeguarding protection meetings have remained a key focus and always prioritised by staff.

The safeguarding workforce across the ICB and health economy remains static and does not reflect the diversity of our communities. Work is ongoing in how we can attract a wider and more diverse range of professionals into the safeguarding agenda. An ICB set workforce plan has been agreed along with allocated funding and a plan is in development to support a move into a new delivery model.

Deprivation of Liberty delayed Applications.

The ICB has inherited a number of Court of Protection applications for Deprivation of Liberty which remain outstanding. Additional resources have been put in place to support this work and the ICB continue to closely monitor. In all cases there is a robust risk assessment applied to ensure any concerns or immediate actions are identified and resolved, and that there is a risk-based prioritisation model in place for any other work needed.

New ICB arrangements

There are historic safeguarding commissioning arrangements across Lancashire and South Cumbria based on the local arrangements which were historically established by Clinical Commissioning Groups. The ICB is driven to deliver an equitable offer and only have variance within the safeguarding offer when there is warranted reason to do so.

Analysis of Impact from Safeguarding Adult Reviews

There has been reduced assurance and audit undertaken on a multi-agency basis due to the lack of an effective quality assurance sub-group for the LSAB. Although there has been a focus on ensuring actions resulting from safeguarding adult reviews are monitored, there is a need to improve our assurance the learning is embedded and having a positive impact on our population.

What are your Adult Safeguarding priorities for 2023/24?

Statutory Deliverables

Safeguarding Delivery Model

Implementation and appraisal of the ICB safeguarding delivery model. This will be a move to a single team working at system across Lancashire and South Cumbria for economies at scale that are value added, plus Place based focus so we know our local community populations needs.

As part of our developing model and strengthening our connections across the Northwest, the ICB is leading work with Greater Manchester ICB and Cheshire and Mersey ICB in developing a peer supervision model and stronger cross working and co-development of best practice tools.

Learning

The ICB is aligning the outstanding actions from Safeguarding Adult Reviews to ensure the ICB has a single aligned approach to responding to actions. This includes being clear in our approach to learning communications, evolving how we learn from

reviews, embedding an open learning culture and different learning styles to support our workforce. Ensuring we are clear what learning is to support front line practice and for the system. The ICB will device a clear audit programme that will form part of its overall assurance and accountability framework.

We plan to introduce a research best practice forum with academic partners to ensure safeguarding professionals are appraised of latest research practice that benefit outcomes of our vulnerable communities and individuals.

Continuous Improvement

As we begin to work as a single health system across Lancashire and South Cumbria we are focused on ensuring that our data and key performance indicators are fully aligned and support a maturing the dashboard. Our Safeguarding Assurance Framework will be reviewed to reduce impact and bureaucratic demand on services and move to being more thematic basis and reflective of the learning from reviews and incidents.

As part of developing our local 'Place Based' offer we want to ensure we are consistent and equitable in how we support and local health services and our communities. Within this we must consider how we measure and record safeguarding activity so that it is more outcome focussed.

This continuous improvement work includes developing a health economy wide audit calendar, a proactive communication and campaign strategy and a refresh of governance and connectivity for local multiagency groups and networks.

Workforce

Focus on developing and widening the diversity and capability of the safeguarding workforce across the entire health economy and consider succession and workforce longevity for this cohort. This includes how we deploy the resources and skills available within the ICB to best deliver high impact and best value for our population. In order to achieve that we will be placing a strong focus on the training and knowledge of our workforce to ensure they can meet the ever-evolving safeguarding agenda.

The ICB is dedicated to adopting a more pro-active approach to safeguarding and working with partners through multi-agency working arrangements to consider how we can support transformational work which places stronger emphasis on preventative models of care. We need to ensure that the voice of adults with care and support needs are at the heart of our future commissioning strategy as an organisation and that safeguarding is a golden thread throughout everything we do.

7.4 Lancashire and South Cumbria NHS Foundation Trust (LSCFT)

LSCFT provide health and wellbeing services across Lancashire and South Cumbria including:

- Inpatient and Community mental health services
- Perinatal mental health services inclusive of inpatient perinatal Mental Health unit

- Forensic services including low and medium secure care.
- Physical health and wellbeing services
- Learning Disabilities and Autism
- Eating Disorders

Our strategic approach to safeguarding is linked to our agreed Safeguarding Strategy 2022-2025, which takes account of the updated priorities and business plans of the Safeguarding Boards and Partnerships, our commissioned safeguarding specifications and updated safeguarding multi-agency systems and processes across the County. Our Safeguarding Strategy aims to ensure our services protect and prevent harm, abuse or neglect for service users and their families. LSCFT takes a Think Family approach to safeguarding practice.

Our Trust Safeguarding Strategy aligns the national and key local priorities to improve safeguarding outcomes in LSCFT.

The Safeguarding team has led the implementation of the priorities within the Trust Safeguarding Strategy and through analysis of the impact of delivery of the nine core objectives, triangulating this with dissemination of learning from SARs and DHRs.

Delivery of our priorities is monitored and reviewed via the Safeguarding Team portfolio groups and our internal governance structures.

What were your Adult Safeguarding successes in 2022/23?

LSCFT continue to strengthen safeguarding practice & systems to sustain compliance with revised statutory Safeguarding, MCA and Prevent Guidance and responsibilities.

LSCFT continues to collaborate across Local Authority Safeguarding services to strengthen information sharing, support provider led enquiries and ensure clinical contribution in Section 42 referrals, with independent oversight is provided within this by LSCFT Safeguarding team.

We have continued to promote understanding and key messages in relation to domestic abuse via organisational communications, focused supervisions, and training initiatives.

We have carried out significant activity to raise awareness of the Think Family Agenda, connecting safeguarding adults with the safeguarding children agenda. We have trained over 1,000 practitioners in L3 Think Family safeguarding training during 2022/23.

We have continued to engage with multiagency partners to co deliver training, ensure a co-ordinated approach to domestic abuse, and actively strengthened internal processes for MARAC.

We have raised the profile of contextual safeguarding, trauma-informed care. We have worked with our adult facing services to further embed contextual safeguarding into practice.

Self-neglect together with neglect feature within Safeguarding Adult Reviews, we have issued briefings in regard to this issue to strengthen awareness and support complex case activity as required.

What were your Adult Safeguarding themes/challenges in 2022/23?

The Safeguarding Strategy has been developed and supports the Trusts vision, values, and quality priorities. We will strive to embed a “culture of vigilance” throughout the organisation where safeguarding is an important part of everyday care.

LSCFT aims to promote empowerment, autonomy, and human rights for adults, including those who lack mental capacity under the Mental Capacity Act 2005. Ensure services have effective safeguarding arrangements in place and are compliant with MCA.

Self-Neglect - Improve practice in relation to self-neglect including interface with MCA and Adult Risk Management process.

Domestic Abuse and MARAC redesign, including continued phased implementation of the new Domestic Abuse Act 2021, increasing awareness and recognition of domestic abuse.

Application of routine enquiry and DASH - LSCFT have a key role in supporting prevention activity aligned to the Domestic Abuse Act to fulfil core safeguarding responsibilities. This will require a review of training to promote understanding of Domestic abuse, its links to emotional well-being, mental health, and the impact.

Self-Neglect/Neglect - LSCFT Safeguarding Neglect portfolio group established to raise awareness of adult neglect across the trust, through increasing training opportunities utilising a variety of formats to increase accessibility.

Mandatory Safeguarding Level 3 training compliance

Mandatory training compliance is not where we would like it to be following the introduction of a new compliance monitoring system. We have worked hard to offer more accessible training for staff. Think Family is a theme we see in our SI's and safeguarding reviews, therefore we will continue to embed this approach across the Trust, staff will think about family rather than an individual. This approach will support LSCFT to meet both local and national requirements, competences, standards, and safeguarding responses.

What is your Adult Safeguarding priorities for 2023/24?

- We continue to aim to have routine enquiry embedded in practice & evidenced in clinical records that appropriate action has been taken to evaluate risks, safeguarding thresholds, use of recognised evaluation tools (SafeLives, DASH etc) and signposting to appropriate domestic abuse support agencies.
- We will continue to work with our partners to progress the effectiveness of the MARRAC model in place within BwD.

- We will aim to adopt a trauma informed approach to health interventions recognising the impact of childhood trauma on adults' mental health.
- We will take steps to improve practice in relation to self-neglect and neglect of adults. We will continue to work with the Safeguarding Adult Board in improving the self-neglect strategy.
- We will demonstrate a learning organisation by learning lessons from case reviews and embedding best practice across the Trust.
- We will continue to work on improving MCA compliance across the Trust, via ongoing audit activity, an updated training strategy, the provision of continued specialist MCA advice and supervision, and other mechanisms of quality improvement. We will enhance the quality of MCA activity to raise standards and achieve best practice, including celebrating good practices and identifying areas to strengthen. This work will continue whilst we await further updates from Government regarding the implementation of the Liberty Protection Safeguards and / or other changes to the substantive MCA 2005.

8. Looking Ahead to 2023/24

8.1 2023/24 Strategy

A Strategy for the Blackburn with Darwen Safeguarding Adult Board has been developed and will be set out with agreement of key partners, and focus on the learning from Safeguarding Adult Reviews and agreed priorities which will consider:

- Providing leadership in Safeguarding
- Prevention and early intervention
- Listening, learning acting and embedding
- Delivering safeguarding excellence
- Information is effectively shared within the Safeguarding partnership.
- The public feel confident that people are protected.

8.2 Business Plan

Having a clear Business Plan to review and report on progress will be a key area going forward to 2023/24, and include areas of focus on:

- Safeguarding leadership- champion adult safeguarding with clear strategies and priorities
- Raise awareness of safeguarding issues and develop a workforce skilled in safeguarding, prevention, and intervention.
- Use people's lived experience to develop solutions to safeguarding needs.
- Ensure that the Boards policies and strategies translated into effective operational practice.
- Information sharing protocol on Safeguarding in place locally-Partners to the Board actively contribute to the Boards dataset.

9. Board Finance & Resources

9.1 During 2022/23 Blackburn with Darwen has had a shared partnership responsibility which is supported through both financial investment and resourced through a Joint Partnership Business Unit (JPBU) to deliver the following:

- Secretariat management and support to the Adults Safeguarding Boards
- Support to Sub Group activity and associated task and finish groups
- Commissioning of Safeguarding Adult Reviews (SARs)
- Funding the role of Independent Chair
- Develop and Publish Annual Reports
- Learning and Development in relation to learning from case reviews on a pan-Lancashire/multi-agency level
- Development of a pan-Lancashire guidance in relation to key priorities
- Publicity and Communications