



Darlington Safeguarding Adults Partnership Board

Annual Report 2016-2017

Issued: 2017

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Independent Chair's Executive Summary

I am very pleased to present the 2016/17 Annual Report of the Darlington Safeguarding Vulnerable Adults Board in my first year as statutory chair.

The Annual Report looks back at performance and outcomes throughout 2016/17 and looks forward to those challenges and risks ahead.

This has been a significant year for the Board and for safeguarding adults across Darlington. The underpinning legislation, the Care Act 2014, is now fully implemented and we have revised the Board's strategic plan. This sets out our future priorities, and requires all partners to undertake a safeguarding health check. This will provide the Board with an overview of safeguarding practice and give assurance on how well partners are working together.

This year we have slightly changed the format of the report which opens with the narrative of what the Board has achieved and evidence of effective partnership working and concludes with details of the governance arrangements, financial and demographic information. This allows the reader to easily access the most important information in the report which outlines the progress which the partnership has made in the past twelve months against the strategic priorities.

I wish to thank colleagues from all organisations who work hard every day to protect the most vulnerable people in our community. By working together, sharing information and practice, providing early help and protection and strengthening the safeguarding network they make Darlington a safer place for everyone.



Ann Baxter
Independent Chair

Introduction

Darlington Safeguarding Adults Partnership Board (DSAPB) promotes what is meant by safeguarding and seeks assurance that local safeguarding arrangements are effective in protecting and supporting the welfare of adults at risk.

“Safeguarding means protecting an adult’s right to live in safety, free from abuse and neglect. It is about people and organisations working together to prevent and stop both the risks and experience of abuse or neglect, while at the same time making sure that the adult’s wellbeing is promoted including where appropriate having regard to their views, wishes, feelings and beliefs in deciding on any action. This must recognise that adults sometimes have complex interpersonal relationships and may be ambivalent, unclear or unrealistic about their personal circumstances. Professionals should work with the adult to establish what being safe means to them and how that can be best achieved.” (Care Act 2014)

The DSAPB has adapted the six key principles that support good inter agency Adult Safeguarding as outlined in the Care Act (2014):

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

The Board’s work in 2016/2017 has focussed on:

- Reviewing the Communications and Engagement Strategy and developing a programme of active marketing to raise the profile of the DSAPB and safeguarding and share messages from the Board
- Developing a multi-agency data set which enables Board to have an understanding of how the multi-agency safeguarding arrangements are working for adults at risks
- Promoting and improving practice with a focus on Making Safeguarding Personal and Mental Capacity Assessments
- Improving understanding of the adults at risk’s perception of the safeguarding experience
- Embedding learning from all the Board’s activity to drive improvements in practice
- Evaluating the multi-agency safeguarding policies and procedures
- Developing an audit plan which is informed by quality assurance and performance management
- Developing the joint Training Strategy 2016-19 to support continued professional development throughout the partnership and raising awareness of safeguarding in the wider community
- Improving co-ordination between the Chairs of the Strategic Partnerships including Darlington Safeguarding Children Board (DSCB) and aligning the strategic priorities
- Strengthening partnership working and collaboration and ensuring appropriate strategic representation at Board



How effective has the DSAPB partnership been in the past year and how do we know this?

The DSAPB linked the six Safeguarding principles to the priorities for 2015/2018:

- **Empowerment** – people being supported and encouraged to make their own decisions and give informed consent
- **Prevention** – it is better to take action before harm occurs
- **Proportionality** – the least intrusive response appropriate to the risk presented
- **Protection** – support and representation for those in greatest need
- **Partnership** – local solutions through services working with their communities; communities have a part to play in preventing, detecting and reporting neglect and abuse
- **Accountability** and transparency in safeguarding practice.

The four sub-groups are the delivery mechanism of the Board's priorities. During 2016-2017 the DSAPB made the following progress against its priorities as follows:

EMPOWERMENT – 'I am asked what I want as the outcomes from the safeguarding process and these directly inform what happens'¹.

Throughout 2016 the Board continued to drive change promoting and improving practice with a focus on Making Safeguarding Personal (MSP) and the Mental Capacity Act 2005 (MCA) by developing multi-agency policies and procedures (including toolkits) which place the principles of MSP at the centre of practice. The Board undertook a multi-agency thematic audit to seek assurance of how effectively MSP was embedded across the partnership. The findings of this audit indicated that most agencies understood MSP but its application varied in strength from one agency to another. The learning point is that all agencies should work to embed MSP principles within their organisation and ensure their policies and procedures reflect the MSP principles. It was noted that MSP is challenging for police specifically relating to the principle of individual choice balanced against protecting the public from harm which takes precedence. However a learning point was recognised that Police Neighbourhood teams were to be trained in Adult Safeguarding Level 1 which included MSP principles of seeking what their desired outcomes could be but to be realistic about what can happen. The audit also found that understanding of the Mental Capacity Act varied which had a direct bearing on a sample of cases. The findings from this audit informed a practitioner event titled 'Promoting Best Practice in Safeguarding' which emphasised the importance of MCA and MSP. The event also included a focus on the post Care Act 2014 category of abuse 'self-neglect' and the role of an advocate to develop practice further. Feedback from the events was positive and the Board will undertake an impact evaluation to establish if the event has informed and developed individual practice including a follow up audit to assess the degree to which practice had improved as a result.

To support practitioners to access multi-agency policies, procedures and toolkits the Board invested in a joint Safeguarding Boards' website. The site went live in October 2016 and initial feedback has been positive. A challenge for the Board is the lack of baseline data to assess whether the site has been used more or less, but the Board will monitor this on an annual basis and a learning point is for the Boards to undertake a survey to establish how well known the Boards' website is, if practitioners have accessed it and whether it has supported them in their role.

¹ DoH Statement of Government Policy on Adult Safeguarding, May 2013

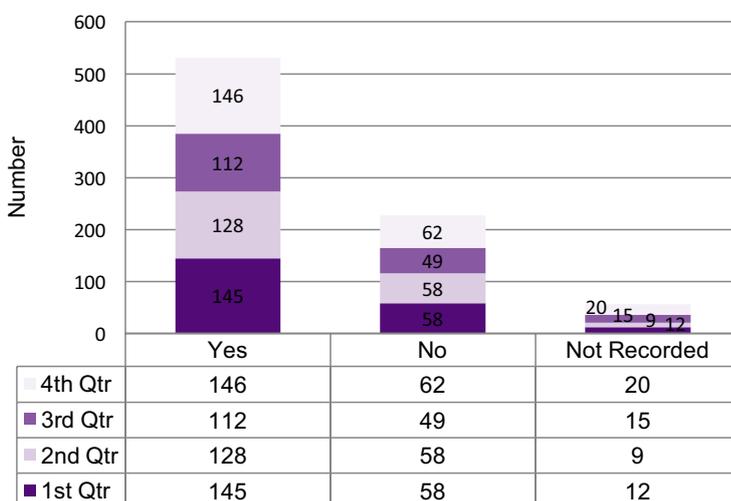


The Quality and Performance sub-group reviews multi-agency data and undertakes quality assurance activity such as thematic audits, 'deep dive' audits and case file audits. The group monitors the safeguarding process which includes monitoring the application of MSP principles. Local data is indicating the following:

- 65% of the adults at risk who were the subject of safeguarding concerns in 2016/17 were fully involved in the discussions, 28% were not fully involved in the discussions and for 7% of cases (table 1), this was not recorded on the relevant IT system. Reasons why an adult may not be fully involved may include not having capacity for the specific decision. However the analysis of the data has shown the main reason to be recording issues and an organisation and/or individual referring the concern without involving the adult at risk.
- The individual views of the adults at risk experience of the safeguarding process is summarised as follows:
 - Did you feel listened to in conversations/meetings?** 72% stated that they fully or partly felt listened to with 2% stating they did not. 26% had either declined to participate, died or the team were unable to contact them to ask the questions.
 - Were you kept informed through the process?** 70% stated they did or partly felt they were kept informed throughout the process, 4% stated they did not and 26% had either declined to answer, had died since the time of the referral or could not be contacted.
 - Were you able to understand the information given?** 69% they were able to understand the information or partly understood it, with 5% stated they did not and 26% had declined to answer, had died since the time of the referral or could not be contacted.
 - Were you satisfied with the end result?** 63% stated they were satisfied or partly satisfied with the end result, with 11% stating they were not and 26% had declined to answer, had died since the time of the referral or could not be contacted.
 - Were you satisfied with how people dealt with the concern throughout?** 70% stated they were fully satisfied with or partly satisfied how people dealt with the concern throughout, with 4% stating they weren't satisfied and 26% had declined to answer, had died since the time of the referral or could not be contacted.
 - Do you feel safer now because of the support you received?** 65% stated that they fully or partly felt safer because of the support they received, with 9% stating they did not feel safer and 26% had declined to answer, had died since the time of the referral or could not be contacted.
 - Did you achieve what you said you wanted at the beginning?** 62% stated they did achieve what they wanted at the beginning with 11% stating they did not and 26% had declined to answer, had died since the time of the referral or could not be contacted. Reasons why they did not or partly felt safe was because they believed that the relevant agency did not act appropriately and due to personal reasons relevant to their circumstances.

A learning point for Board is to reinforce the importance to ensure the adult at risk is fully involved and the lead agency is to ensure the records are accurately recording the information.

Table 1 represents the 814 safeguarding concerns which were raised in 2016/17 in terms of fully involving the adults at risk or their representative or advocate in discussions regarding the reported concern.



Following the multi-agency thematic audit into the implementation of MSP in 2015/2016 the Quality and Performance sub-group and the Safeguarding Adults Team (Darlington Borough Council) conducted a review of practice in relation to MSP and the application of the set of seven questions which are used to assist practitioners to capture the views of service users. Analysis by the Safeguarding Adults Manager of the responses to the seven questions identified a number of recurrent themes which can be summarised as:

'Service users feeling that they were overwhelmed by information and that sometimes language was used which was difficult to understand and not fully explained.'

Practitioners felt that whilst the seven questions posed to service users to evaluate their opinions of the safeguarding process were useful the feedback which had been received once the questions were put to the adult at risk (or their advocate or representative) at the end of the safeguarding enquiry was inconsistent and not always forthcoming. As a result of the review it was decided that the seven questions designed to evaluate the application of MSP would be put to the service user (or their advocate or representative) at the outset of the safeguarding process as opposed to asking the series of questions at the conclusion of the enquiry. This allows the views of the individual to be assessed at all stages of the enquiry making the process easier to evaluate and allowing for more accurate feedback to be obtained and allowing practitioners to deliver better outcomes for service users. The analysis of the responses to the seven questions is ongoing and will be developed throughout 2017/18 to inform and further improve safeguarding practice.

In November 2016 the Quality and Performance sub-group conducted a multi-agency thematic audit to seek assurance in respect of the application of the Mental Capacity Act 2005 within adult safeguarding that capacity is assumed, consent is sought from an individual believed to be at risk and where capacity is in doubt that a capacity assessment is undertaken. The audit identified good practice but also examples of where people had not followed the principles of the Mental Capacity Act. Main areas identified for improvement were around consent, recording and ensuring capacity assessments and best interest decisions were carried out when appropriate. In addition it highlighted the importance of not only recording actions taken but also reasons for not taking actions and finally to ensure advocates are involved when necessary and their contribution reflected in recordings. The Board hosted practitioner events with financial support from NHS England which had a focus on the Mental Capacity Act which included the learning from the audit. The event was well attended by 140 practitioners from across the multi-agency partnership and excellent feedback was received with 91% of respondents stating the event fulfilled their reason for attending. The Board will undertake an audit in 2017/2018 to assess the degree to which practice has improved as a result of the previous audit and the practitioner event.

What we are doing in 2017/2018

- Surveying practitioners to establish how well known the Safeguarding Boards' website is and if this is supporting practice.
- Reviewing and updating the multi-agency policies and procedures to reflect learning from lessons learned reviews.
- Actively seeking feedback from practitioners on the multi-agency procedures.
- Developing a programme of audit activity to assess if practice has improved in respect of training and audit activity undertaken in 2016/2017 in MCA and MSP.
- Actively seeking feedback from adults at risk who have been involved in the safeguarding process and to be assured practice reflects making safeguarding personal.



PREVENTION: *'I receive clear and simple information about what abuse is, how to recognise the signs and what I can do to seek help².'*

Training

The DSAPB ensures that practitioners effectively identify and appropriately respond to signs of abuse, neglect and suspected criminal offences and thereby make communities safer. This is achieved through provision of appropriate training and guidance of how to recognise signs and take any appropriate action to prevent abuse from occurring. The Board has a joint strategy with the Darlington Safeguarding Children Board (DSCB), which is informed through the training needs analysis and feedback from training delivered. Details of the training offered are accessible from the [Boards' website](#). In addition, the Board will update and review its training to reflect policy change and learning from local case reviews. DSAPB has updated its training to reflect the [professional challenge procedure](#) and promoting the principles of making safeguarding personal.

There has been a year on year increase in attendance on the multi-agency training. In 2016-2017 there were 3580 attendances, which is an 11% increase from the previous year (3175). In addition, the satisfaction rate of all training delivered by the multi-agency trainer is 100% with 99% learners rating their knowledge as either good or outstanding after completing the post course evaluation. The multi-agency training remains consistent and is of a good standard. The challenge to date has been to seek effectiveness of the single agency safeguarding training across the Board's partners and where there is safeguarding training offered to undertake a peer review to ensure the training messages are being delivered consistently. Further information can be accessed from the training annual report which is available from the [Boards' website](#).

What we are doing in 2017/2018

- Developing an approach to capture the effectiveness of single agency training and to report this to DSAPB
- Developing an approach to peer review both multi-agency and single agency training to ensure consistency of good quality safeguarding training

Communication and engagement

The Board reviewed and implemented the [Joint Communication and Safeguarding Strategy 2016-19](#). This strategy sets out the approach of the two Boards to improving communication with adults with care and support needs, practitioners and the wider community and will develop a programme of active marketing. This will improve understanding of safeguarding within communities outlining where advice and support can be accessed, how to report safeguarding issues and offering advice as to how adults at risk and their friends/families can keep themselves safe. The objective is to encourage early intervention and reduce the risk of abuse and neglect. To strengthen the engagement work, the Board co-opted representation from charitable organisations such as Healthwatch, AGE UK and Darlington Advice on Disability (DAD) to capture key messages from engagement activity undertaken with the wider community to inform the Board's work but this has proved challenging with regards to messages to share with DSAPB in respect of safeguarding due to a lack of engagement. However, the Board was assured that there is a large network within the voluntary sector where they directly engage with adults in Darlington (adults with and without care and support needs).

The Board was pleased to launch the [Safeguarding Boards' website](#) in October 2016 and this work was supported by a student from Darlington College and the Communications team within Darlington Borough Council. The Boards' website had been in need of development as it was the general consensus that information about the Board was not easily accessible. The website has significantly improved communication with the wider community and includes a range of information aimed at adults at risk, their carers and professionals working with adults at risk.

In 2017/18 the Board needs to assess the impact of the website in raising awareness throughout the wider community of adult safeguarding and whether this has resulted in an increase in the number of referrals to Adult Safeguarding Teams which allow early intervention to prevent problems escalating.

² DoH Statement of Government Policy on Adult Safeguarding, May 2013

Board has recognised the need to engage more creatively with the general public about important safeguarding messages. The Board agreed to develop a task and finish group with communications representatives across the partnership to deliver a coordinated approach to this. Once again, due to a lack of engagement, this work has proved more difficult than envisaged and it is a priority for 2017/2018 to develop a multi-agency approach to deliver on the communications section of the joint communications and engagement strategy.

What we are doing in 2017/2018

- Considering how agencies engage with service users and share information regarding safeguarding issues to inform the Board's work.
- Board will assess the impact of the new website on practitioners and the wider community e.g. if it has supported practice and supported adults at risk with their questions/queries.
- Developing a work plan with communications representatives from across the partnership to agree a coordinated approach on communicating important safeguarding messages.

Policy Developments relating to the priority of 'Prevention'

The Board must ensure there are multi-agency policies, practice guidance and procedures to support professionals to protect an adult's right to live in safety, free from abuse and neglect and to ensure that agencies work together to prevent and reduce the risk and incidence of abuse at the same time promoting their well-being whilst having regard to their views and wishes, feelings and beliefs. Detailed below are the achievements made by the Board in respect of policy developments in 2016/2017:

Herbert Protocol

In November 2016 Durham Constabulary in conjunction with the Darlington Safeguarding Adults Partnership Board, Co Durham and Darlington Fire and Rescue Service and Co Durham Safeguarding Adults Interagency Partnership launched the [Herbert Protocol](#). This is an initiative which protects vulnerable adults whilst respecting and understanding their need for independence. The scheme, which has been adopted nationally, encourages care providers, family and friends to work together to improve responses to locating vulnerable people if they go missing. Whilst the Herbert Protocol has been adopted nationally, Durham Constabulary extended the scope to include initiatives to prevent vulnerable adults going missing by proactively visiting the families of those being identified at risk and offering advice. The initiative has seen success nationally and has the potential to prevent adults with care and support needs from coming to harm as a result of being missing from home.



Managing allegations against 'people in a position of trust': working with adults with care and support needs

The Board approved a new policy titled [Managing Allegations Against 'People in a Position of Trust' working with adults with care and support needs](#). This policy is to ensure that all allegations of abuse made against staff or volunteers working with adults are dealt with in a fair, consistent and timely manner.

PREVENT: Practice Guidance and CHANNEL process

In January 2017 the DSAPB jointly with the DSCB reviewed and ratified the joint [PREVENT Practice Guidance and CHANNEL process](#). The Counter Terrorism Act and Security Act 2015 places a duty on specific authorities to 'have due regard to the need to prevent people being drawn into terrorism'. The purpose of 'Prevent' is to enable Darlington Borough Council, Durham Constabulary and the wider partnership to ensure that children, young people and adults are protected from harm and being drawn into terrorism. The 'Channel' process identifies those most at risk of radicalisation and refers them via the police for assessment by a multi-agency panel which considers how to safeguard the individual by ensuring support from mainstream services, specialist mentoring or faith guidance. The guidance has been incorporated in the Multi-Agency Safeguarding Training programme to increase awareness. In addition, members of the Board attended a development day which involved role playing and approaching CHANNEL from a local perspective to ensure that any future referrals which are made are met with a timely, effective and coordinated response.

Information Sharing Protocol

In December 2016 the joint [Information Sharing Protocol](#) was approved by Board and supports collaborative working and information sharing between professionals to protect children and vulnerable adults. The protocol ensures that responses to safeguarding enquiries and the information shared between agencies are proportionate to the circumstances and that risk assessments are carried out before information is shared. Recent reviews undertaken by the Board and national serious case reviews have highlighted that information sharing could have been improved. The joint protocol with DSCB should further promote this and Board will monitor if information sharing has improved through its quality assurance activity.

Safeguarding Adult Review Procedures

The Board reviewed and updated the Safeguarding Adult Review procedures [Safeguarding Adult Review \(SAR\) Protocol](#) in June 2016, which has strengthened the Board's approach to assessing and determining all cases referred meet the criteria as set out in Section 44 of the Care Act 2014.



Prevention data to inform the multi-agency data set

County Durham and Darlington Fire and Rescue Service makes a significant contribution to the prevention of abuse and neglect in Darlington. The Fire and Rescue Service is ideally placed to identify adults who may be at risk of abuse and neglect, including self-neglect and has developed strategies to engage adults at risk and support them in making changes to their environment and lifestyle to reduce risk. This includes the completion of 'Safe and Wellbeing' assessments which as well as identifying fire risk also addresses lifestyle risk such as 'hoarding' and health issues such as dementia and immobility and lifestyle issues such as isolation and mental health issues and making the appropriate referrals to partner agencies. The Board has recognised the importance of this work and Co Durham and Darlington Fire and Rescue Service have contributed to the development of the multi-agency data set in 2016/2017 and play an active part within the subgroup work. In addition in 2017/2018 a strategic representative from County Durham and Darlington Fire and Rescue Service will be invited to be a Board representative.

Learning from strategy meetings and national safeguarding reviews

In June 2016 the Adult Learning and Improvement sub-group (ALIG) devised a tool to capture information and learning from strategy meetings and national safeguarding adult reviews. The tool is designed to capture recurring themes in safeguarding and enable steps to be taken to prevent the issues arising in the future. The Board has developed this tool and embed the use of the tool across the subgroup and its partnerships in 2017/2018 with the aim to demonstrate impact of this tool in safeguarding practice.

What we are doing in 2017/2018

- Formally invite strategic representative to be a Board Member from Co Durham and Darlington Fire and Rescue Service
- To embed the multi-agency learning from the strategy tool and demonstrate the impact of this learning has made on safeguarding practice.
- To ensure information sharing is a feature in all quality assurance activity and case reviews for Board to seek assurances that information sharing in Darlington is improving.



PROPORTIONALITY *'I am sure that the professionals will work for my best interests, as I see them and will only get involved as much as needed³.'*

The DSAPB seeks assurance from the partnership that safeguarding responses are proportionate to the risk of significant harm and that safeguarding arrangements support the use of professional judgement and the management of risk to ensure that the least intrusive response appropriate to risk is delivered. Assurance was sought following the 2015/16 multi-agency thematic audit into the implementation of Making Safeguarding Personal (MSP); a review of practice was conducted in relation to MSP and the response to the set of seven questions which are used to assist practitioners to capture the views of service users.

Throughout 2016/17 the DSAPB focussed on promoting and improving practice to embed the principles of Making Safeguarding Personal (MSP), this included changing the approach to when the 'seven questions' (see page 7) which are designed to evaluate the application of MSP from the service users perspective (or their advocate or representative) at the outset of the safeguarding process as opposed to asking the series of questions at the conclusion of the enquiry. This allows the views of the individual to be assessed at all stages of the enquiry making the process easier to evaluate and allowing for more accurate feedback to be obtained and focussing on improved outcomes for the service user. The Board in 2017/2018 need to consolidate any themes identified from the service user/advocates responses to the questions and to consider changes to practice as a result.

The Board has a duty to conduct Safeguarding Adult Reviews (SARs) which are reviews that examine the way agencies and individuals that have been involved with an adult at risk have acted in cases where an adult with care and support needs has suffered significant harm as a result of abuse or neglect. The purpose of the SAR is to identify learning that will bring about improvements so that the likelihood of future harm to adults at risk is minimised. The Board may also arrange a review of any other case involving an adult in its area with needs for care and support with a view to identify lessons to be learned from the adult's case and to apply the learning to future cases. In addition, cases where there is good practice can also be considered to identify learning that can be applied to future cases. In 2016/2017 the Board undertook one SAR which is available on the [safeguarding boards' website](#). (See page 21 for the learning from the SAR). During 2017/2018 the Board will ensure that learning from this review is disseminated and will seek assurance that the learning identified has improved practice. Two further cases were referred which did not meet the criteria for a SAR as there were no concerns in respect of how agencies worked together or that the individuals had died as a result of abuse or neglect. There was however learning identified for individual agencies and the Board via the Adult Learning and Improvement sub-group sought assurances from agencies involved in the two cases to establish what lessons could be learned and this information is included in the learning briefing which will be disseminated to adult workforces to inform their practice.

What we are doing in 2017/2018

- Consolidating the themes from the responses given to the 'seven questions' and consider changes to practice as required.



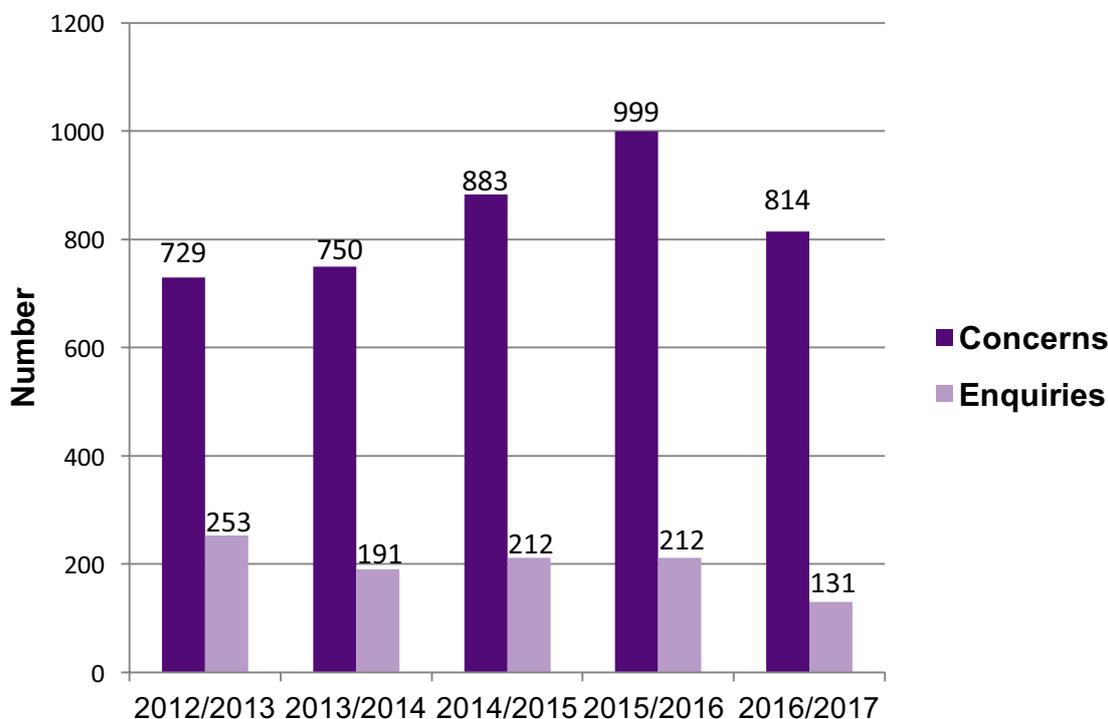
³ DoH Statement of Government Policy on Adult Safeguarding, May 2013

PROTECTION *'I get help and support to report abuse. I get help to take part in the safeguarding process to the extent to which I want and to which I am able⁴.'*

The DSAPB monitors local safeguarding arrangements for reporting abuse and neglect through the performance data. The Quality and Performance sub-group routinely analyses data to identify emerging patterns or trends within adult safeguarding that need to be explored. During 2016/2017 the data set has evolved and now includes data from the following agencies: County Durham and Darlington Fire and Rescue Service, County Durham and Darlington NHS Foundation Trust (CDDFT), Darlington Clinical Commissioning Group (CCG), Tees Esk and Wear Valley NHS Foundation Trust (TEVV) and Durham Constabulary. There have been challenges in obtaining the required data due to the limitation of IT systems within partner agencies and in providing the required analysis of the data to inform a meaningful interpretation. The Board recognises the need to further develop and integrate the multi-agency data throughout 2017/18 and align this with the strategic priorities. In addition the analysis of the data from agencies is to be improved to enable the Board to understand the important issues for Darlington in respects of safeguarding and to seek its necessary assurances through this work. Integrated data and robust analysis should provide the Board with a clearer understanding of Adult Safeguarding in Darlington and enable the Board to identify and focus on those aspects of Safeguarding practice which need to be developed.

Detailed in table 4 is the concerns⁵ and enquiries⁶ year on year. This data shows the number of concerns received in 2016/2017 is lower than in the previous two years. The percentage of concerns progressed to a safeguarding strategy meeting has also decreased significantly in comparison to the previous four years and is down by 7% on 2015/2016. The downward trend is thought to have been in part due to work that the Safeguarding Adults Team has carried out within care home settings and other providers to ensure that the concerns submitted are appropriate and require a safeguarding response. The reduction in the numbers of concerns which progress to a strategy meeting is thought to be due to the introduction of the five day timescale to complete initial enquiries and indicates that the response to safeguarding referrals is proportionate.

Table 4: Comparison of concerns and enquiries year on year



⁴ DoH Statement of Government Policy on Adult Safeguarding, May 2013

⁵ Concern is the first contact between a person concerned about abuse or neglect and the Local Authority when there is a concern that an adult at risk is or may be a victim of abuse or neglect.

⁶ Enquiries are when a concern is received about an adult experiencing or at risk abuse an initial enquiry is undertaken

Table 5 Concerns progressed to enquiry/investigation 2016/17

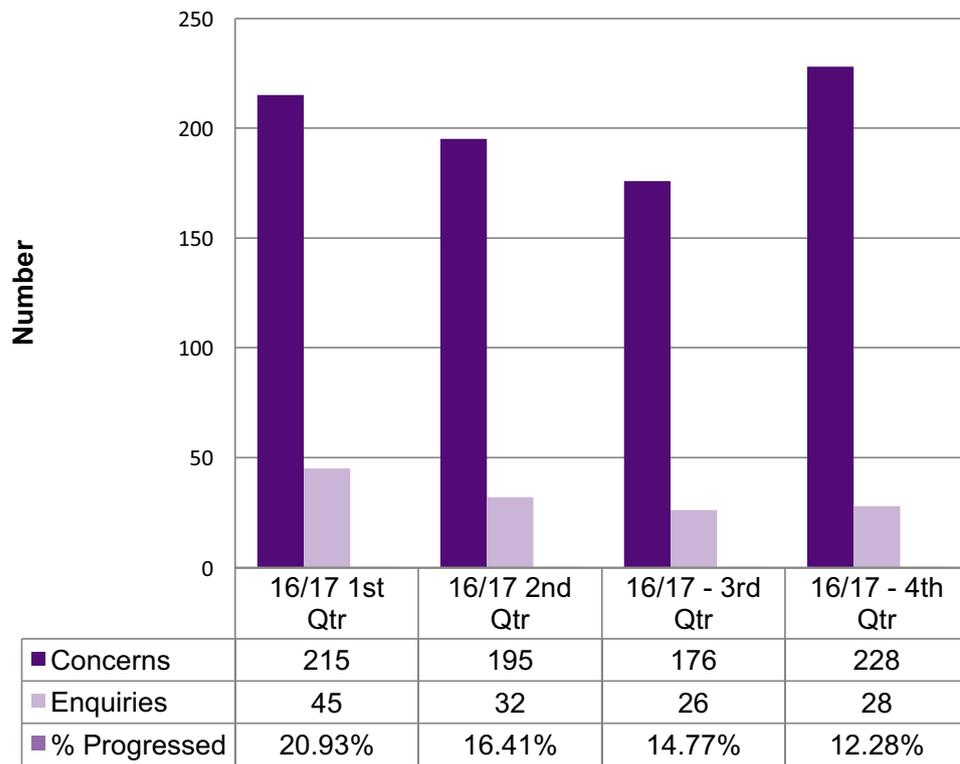


Table 5 outlines the reported concerns which progressed to enquiry or investigation in 2016/17.



Policy development relating to the priority of 'Protection'

Executive Strategy Meeting Guidance

The [Executive Strategy Meeting Guidance](#) clarifies the roles and responsibilities of agencies involved in the investigation of suspected organised or institutional abuse or neglect ensuring effective communication and collaboration between partner agencies at a strategic level. These procedures have been developed and approved by Board in April 2017. In 2016/2017 there have been fewer than five Executive Strategy meetings for organisations contracted by Darlington Borough Council.

Multi-Agency Safeguarding Policy and Procedures

The Policy and Implementation sub-group started a review of the Multi-Agency Safeguarding Policy and Procedures which reflects the requirements of the Care Act 2014 but must also reflect feedback from practitioners and learning from the recent multi-agency thematic audits, recommendations from the local SAR titled '[Gladys](#)', learning from national Safeguarding Adults Reviews (SARs) and learning Lessons Reviews (LLR). It is anticipated that the updated procedures will be ratified in 2017 and will be readily accessible on the Safeguarding Boards website on the Professionals pages. The Training, Communication and Voice of the User sub-group will ensure that the updated procedures are reflected in the Multi-Agency Safeguarding Training programme.

Safeguarding audit

Since January 2017 the Board has worked in collaboration with Darlington Safeguarding Children's Board (DSCB) and its multi-agency partners to develop a robust self-assessment audit, based on the similar principles of section 11 of the Children Act 2004 within Working Together, 2015⁷ to safeguard and promote the welfare of children. The framework has been adapted for use in adult safeguarding to enable the Board to seek assurances through scrutinising local arrangements and assessing whether partners are fulfilling their statutory obligations with due regard to the need to safeguard and promote the welfare of adults with care and support needs. The process will be through a moderation panel and the findings of the [safeguarding audit](#) will be reported to Board in November 2017 and to the [Health and Wellbeing Board](#) in January 2018. The audit will extend beyond the statutory partners and for the first time include charitable and voluntary organisations, faith settings and GPs to allow the Board to assess the effectiveness of adult safeguarding within Darlington and support agencies to develop action plans where necessary.

What we are doing in 2017/2018

- To ratify the updated procedures and to evaluate the effectiveness and accessibility of these procedures.
- To conclude the safeguarding audit and seek assurances that agencies are delivering on their development plans born out of the audit. Including sharing the findings with the Health and Wellbeing Board.
- To further develop the multi-agency data set and data analysis to identify aspects of single and multi-agency safeguarding practice which needs to be improved and inform the strategic priorities.

⁷ www.gov.uk/government/publications/working-together-to-safeguard-children--2

PARTNERSHIP *'I know that staff treat any personal and sensitive information in confidence, only sharing what is helpful and necessary. I am confident that professionals will work together to get the best result for me⁸.'*

Partnership working underpins all aspects of safeguarding and the Board must be assured that effective multi-agency partnership arrangements are in place and that agencies foster a 'one team' approach that places the welfare of individuals above organisational boundaries. The Board recognises the importance of its [multi-agency safeguarding policies and procedures](#) to support the work with adults at risk and have clear [information sharing](#) arrangements in place to inform the overall safeguarding strategy through the sharing of data, soft intelligence and learning through safeguarding enquiries, audits and case reviews. The Board ensures it has an understanding of emergent risks and there is a commitment from the partnership to ensure that the Board is sufficiently resourced through monitoring the strategic risk register.

DSAPB works with other strategic partnerships to develop strong joint working arrangements to coordinate the vision, aims and priorities for Darlington. During 2016/2017 DSAPB has been involved in joint work with the Health and Wellbeing Board to share key messages from the 2015/2016 annual report and contributed to a multi-agency engagement event which considered priority areas to refresh the Joint Area Strategic Needs Assessment to ensure Safeguarding has a golden thread throughout. The Independent Chair of DSAPB also meets with the Independent Chair of Darlington Safeguarding Children Board (DSCB) frequently on common agendas. During 2016/2017 the Chairs have worked together to gain assurance on:

- Strategic approach to access services for Gypsy, Roma and Traveller Communities through hosting an engagement session with practitioner working with this community. The learning from the engagement session was that services are not strategically coordinated and there is a need to work more collaboratively with the Community Safety Partnership on the wider community safety agenda and to ensure safeguarding is considered within this work.
- Both DSAPB and DSCB have worked collaboratively on a joint Information Sharing protocol and joint practice guidance on Prevent.

In December 2016 the DSAPB and DSCB held the first joint safeguarding development day to consider what was required to strengthen the Boards' partnership working arrangements. It was identified through the development day that the Boards need to review membership to ensure that the right people with strategic influence within their respective organisations are appointed to Board and that an updated induction pack should be provided for Board members which clarifies their role and responsibilities. The induction pack will be finalised in 2017/2018.

In 2016/17 the Independent Chair scheduled a series of practitioner forums whereby frontline practitioners across the partnership share their views with the Chair about safeguarding practice in Darlington which includes what is working well and what needs to change. The meetings will continue throughout 2017/18 and should provide clarity on how effective the partnership working together to safeguard and promote the welfare of adults at risk in Darlington. No key themes have been highlighted to date and Board will monitor these on a quarterly basis.

The Independent Chair has met with Darlington Borough Council's Adult and Housing Scrutiny Committee to seek assurance on the work of the Board but also to consider how both groups can work together. In 2016/2017, work was undertaken to seek assurances that Making Safeguarding Personal is embedded across all organisations and members of the Council visited agencies using a toolkit to further seek assurance in respect of adults at risk with dementia. The Committee's report to Council, indicated that they were assured by the work of DSAPB through the multi-agency Making Safeguarding Personal audit that the principles of MSP were embedded. This assurance was further reinforced through their contact with agencies that the principles of Making Safeguarding Personal were being adopted throughout the pathway to enable patients with dementia to feel in control and to support them in making difficult decisions.

⁸ DoH Statement of Government Policy on Adult Safeguarding, May 2013

What we are doing in 2017/2018

- Meeting with the Community Safety Partnership to include safeguarding and to provide DSAPB and DSCB with assurances that services are coordinated and accessible for Gypsy Roma Traveller (GRT) children and families in Darlington.
- Finalising the joint Boards' induction pack which clearly outlines the roles and responsibilities of Board members, Lay Members and Subgroup Chair members
- Developing further joint practice guidance in respect of sexual exploitation, modern day slavery and female genital mutilation.
- Continuing to support the practitioner forums as an avenue to better understand safeguarding practice in Darlington and to consider any key common themes highlighted from these forums.
- Continuing to provide Adult and Housing Scrutiny Committee with assurance by attending meetings where required.



ACCOUNTABILITY AND TRANSPARENCY IN SAFEGUARDING PRACTICE

'I understand the role of everyone involved in my life⁹.'

DSAPB seeks assurance that the roles of all agencies are clear, together with lines of accountability, including ensuring practitioners understand what is expected of them and others and that agencies recognise their responsibilities to each other and accept collective responsibility for safeguarding arrangements and the need to challenge each other where necessary. In September 2016 the Board reviewed and ratified the [DSAPB Terms of Reference \(TOR\) and Governance Arrangements](#) which outlines the governance arrangements, the purpose and strategic role and responsibilities of the Board and the relationship with the wider strategic partnership. In addition the Board approved the [Professional Challenge Procedure](#) in February, 2017 to support practitioners to challenge each other where appropriate.

The Board also recognised it was necessary to develop a procedure to enable adults at risk, their advocate or representative to challenge the decision of a strategy meeting based on the information which was presented at the meeting. In February 2017 the Policy and Implementation sub-group approved an [Appeals Process: Challenging the Decision of a Strategy Meeting](#) to enable the adult at risk/their advocate or representative to challenge a decision of a strategy meeting.

In 2016/17 the DSAPB introduced a bi-monthly messages bulletin which highlights key messages and communicates the work carried out by the Board. This has improved communication with practitioners throughout the partnership and highlights the purpose of the Board and the work that is carried out by the partnership. Since October 2016 the bulletin has been available on the Safeguarding Boards website where it is now accessible to the wider community as well as partner agencies and practitioners.

In March 2017 the findings of a [Safeguarding Adults Review¹⁰ \(SAR\)](#) in respect of a lady named Gladys were presented to Board. Gladys was an adult with care and support needs who was admitted to hospital following a series of falls sustained whilst she resided in a care home. On admission to hospital she was found to have life threatening injuries sustained as a result of the falls but which had not previously been diagnosed despite the fact that she was showing signs of distress. Sadly Gladys died several days after admission to hospital. A Coroner's inquest was held and ruled that Gladys had died of natural causes. The SAR was conducted by an independent review team which found that information sharing between professionals and processes for the assessment of adults with care and support needs on admission to care home settings in emergency situations need to be more robust. There has been significant learning from this review for all organisations involved. Eight recommendations were made and the Board will monitor the subsequent action plan to ensure that changes are implemented. The report and the findings of the review will be published in April 2017. The learning from the review will be shared locally and nationally and will be embedded in the multi-agency training programme.

The Board also conducted a discretionary Lessons Learned Review (LLR) which has not been published. The learning from the review has been shared with Board and its sub-groups and will be disseminated to practitioners within all agencies to inform, improve and develop practice. The learning in respect of Adult 2 (LLR) highlighted a potential lack of knowledge amongst some practitioners in respect of the issues of self-neglect, and consideration of the Mental Capacity Act 2005 with regards to consent and Best Interest Decisions. The review included the importance of recording, information sharing, effective supervision and to consider a whole family approach. The review produced a number of multi-agency and single agency recommendations which are being addressed and the learning has been incorporated in the multi-agency training modules and will be disseminated to provider groups and practitioners within the multi-agency partnership via a briefing document and briefing sessions.

It is important to note that once the LLR for Adult 2 had concluded it was felt appropriate to refer further safeguarding concerns in respect of children. The outcome of this will be reported within the DSCB annual report in 2017/2018.

Both the LLR and SAR were undertaken through engagement with managers, front line staff and the service users (or their family). Both reviews were completed within the required timescales and feedback from practitioners who participated in the reviews was positive in terms of the culture of professional support and learning. It was noted by the review team that the learning events were well attended and the partnership had engaged well in the process. Practitioners demonstrated a spirit of openness and transparency allowing the review to effectively probe the decision making, highlight the learning and make a number of recommendations to inform future practice. Again, the review process highlighted the commitment of partner agencies within Darlington to develop a collective learning culture by working together to develop organisational and individual practice. The family of the lady at the centre of the SAR also

expressed satisfaction with the review process and the consultation.

In 2017/18 the Board will seek to establish whether the dissemination of the learning has been effective and whether the recommendations from the SAR and LLR have been embedded in practice throughout the partnership.

During 2016/17 no new referrals were made to the ALIG for consideration for a Safeguarding Adult Review.

What we are doing in 2017/2018

- Disseminating the learning from the SAR and LLR and to undertake assurance work to establish whether learning has been effective from the SAR/LLR



Working Together in Darlington – Darlington Safeguarding Adults Partnership Board Structure, Membership and Revenue

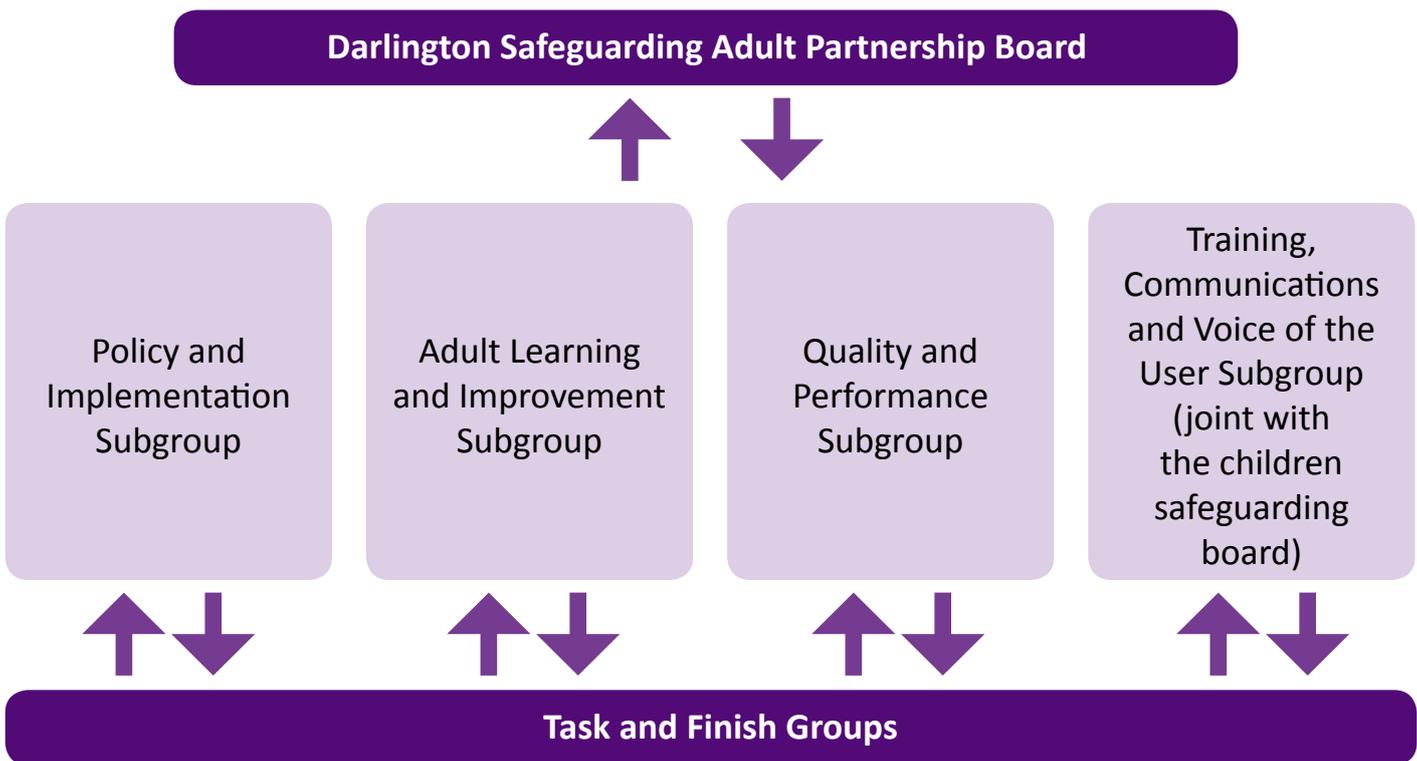
The [Terms of Reference](#) are set out the governance arrangements and standards for the Board members. The Board is a two tier structure (see diagram 1) and is supported by the joint Safeguarding Boards' Business Unit. The Board members are made up of strategic partners from across the key agencies that work with adults at risk and their families in Darlington and have a role in Safeguarding. The Board meetings are held on a bi-monthly basis.

There are four sub-groups that report to the Board and their purpose is to deliver on the key responsibilities and priority areas which have been agreed by the Board. In addition the sub-groups may initiate time-limited task and finish groups to focus on specific pieces of work which is required to enable the Board to successfully meet its strategic objectives. The DSAPB sub-groups are as follows:

- **Policy and Implementation sub-group:** with the focus to develop and publicise multi-agency safeguarding policies and procedures across the partner agencies working within Darlington.
- **Adult Learning and Improvement sub-group:** with the focus to consider any cases referred for a SAR and to manage the process where a SAR or alternative review is required. To also consider local and national learning to improve practice.
- **Quality and Performance sub-group:** with the focus to develop and monitor the multi-agency safeguarding data and to highlight issues to Board where these may occur. To undertake quality assurance activity to enable Board to seek assurances of safeguarding practice in Darlington.
- **Training and Communication sub-group (joint sub-group with Darlington Safeguarding Children's Board):** with the focus to develop a training, communications and engagement strategy that enables promotion of important safeguarding messages and to ensure training is updated in a timely manner of local and national learning. To actively seek and understanding of service users of their safeguarding experience to understand their experience to enable Board to seek its assurances.



Diagram 1 – The Structure to support the work of the DSAPB Strategic Plan



The Membership

The DSAPB is independently chaired. The Independent Chair is Ann Baxter and she has chaired the DSAPB since September 2016. The Vice Chair is Detective Chief Inspector Lynn Peart.

Board Members include lay members who represent the community and individuals who are able to speak for their organisation with authority and are of sufficient seniority to hold their organisation to account.

For details of Board membership see Appendix 1.

Revenue Arrangements

The Care Act (2014) Care and Support Statutory Guidance states:

‘Members of the SAPB are expected to consider what assistance they can provide in supporting the Board in its work. This might be through payment to the Local Authority or to a joint fund established by the local authority to provide, for example, secretariat functions for the Board. Members might also support the work of the SAB by providing administrative help, premises for meetings or holding training sessions. It is in all core partners’ interests to have an effective SAB that is resourced adequately to carry out its functions.’

The contributions are to ensure the DSAPB can deliver the duties and functions under Schedule 2 of the Care Act 2014 and make a positive impact on safeguarding practice in Darlington.

It is a challenge each financial year for the DSAPB to ensure there are sufficient resources to meet its statutory responsibilities. This is proving more challenging as agencies undertake savings programmes to meet reductions in budgets from central government. The Board is aware that increasing demands and high expectations will continue to be challenging and this remains an important area to monitor closely, but also an area Board members are considering how to work differently to ensure high standards of safeguarding are delivered across Darlington.

Board members contributed actively to a joint development day held with members in December 2016 with Darlington Safeguarding Children Board (DSCB) to consider different and creative ways of working which appreciates the challenging financial landscape including joint meetings where possible and more joint approaches to areas of work. In additional strategic leads from Durham Constabulary, Darlington Borough Council, Darlington Clinical Commissioning Group and County Durham and Darlington NHS Foundation Trust met to consider the future position

Table 1 below evidences how members have met the budgetary requirements in 2016-2017. The table summarises the direct monetary contributions from partners but does not take into account members time or the use of rooms (provided free of charge). It is important to recognise the many other ways members and their staff contribute to the Board, for example attendance at sub-groups, participating in audit and quality assurance work, access to additional resources and designated roles. It should be noted that the cost of safeguarding adults at risk is significant and the DSAPB is therefore grateful to all of the partners who have fulfilled their commitment to fund and contribute to the work of the partnership.

The information below shows the revenue for 2016/2017.

Partner Contributions	2016/2017
Darlington Borough Council	£14,663.00
Durham Constabulary	£12,731.05
Darlington Clinical Commissioning Group	£14,305.00
County Durham and Darlington NHS Foundation Trust	£14,448.00
NHS England (this was a one off contribution)	£10,900.00
Training and course fees (see charging policy)	£3,762.00
Total Revenue received in 2016/2017	£70,809.05



About Darlington

Darlington is a Unitary Authority which covers an area of approximately 200km. The Joint Strategic Needs Assessment 2016 estimates the population of Darlington to be 105,396¹¹ of which the 2011 census reports 96.2% as white and 3.8% from Black and Minority Ethnic Groups (BME) which is defined as anyone who is not white British. This is an increase from 2.1% in the in the 2001 census however these populations remain a lower proportion of the population than the North East at 4.7% and England at 14.6% The total population is a rise of over 6% since 2001 and the population is predicted to rise to 105,900 in 2017 and 107,600 in 2027. By 2034, more than one quarter of the Darlington population will be aged over 65 years old. The number of people aged over 85 years old in Darlington is estimated to more than double by 2034, to 5,600 individuals representing 5.5% of the total population.

This increase in the number of older people combined with a trend of decreasing healthy life expectancy for Darlington is likely to result in an increasing demand on health and social care over the next decades and present new challenges to providing local Health and Social Care service in the Borough.

Darlington also has the largest Gypsy, Roma Traveller (GRT) community in the area as reported in the 2011 Census. This minority group is three times higher than the national average but equates to 0.3% of the population. The Census return shows 350 individuals declaring as Gypsy or Irish Traveller locally. A health needs assessment undertaken in 2010 has estimated the GRT population size to be much higher based on an audit undertaken for both Durham and Darlington by Durham County Council's Housing Strategy Service, whereby the estimated population is in the range of 1540 to 2060 for Darlington.

The Health of Adults in Darlington

The health of people in Darlington is varied and is influenced by a broad range of factors, including the environment, economy, culture and ethnicity, lifestyle and behavioural choices and their genetic predisposition. The influence and impact of these factors is not equally distributed across the population with many communities having worse experiences and poorer outcomes when compared to England, the Borough or other neighbouring communities within Darlington. This results in health inequalities which result in differences in morbidity and mortality, for example the differences in life expectancy between the most and least economically deprived areas in the Borough, the differences in prevalence and early deaths from common diseases between local communities as well as how some health related behaviours, such as smoking, are concentrated in some specific communities or geographical areas in the Borough. It has been estimated that impact of health care services on reducing these inequalities is marginal. The majority of factors which influence health inequalities are social, cultural environmental, economic and lifestyle factors; known as the wider determinants of health these factors are the hardest factors to influence or change. Detailed analysis of the health of adults in Darlington is available in the Health and Wellbeing Plan 2017-2022 (See DBC website).

¹¹ Source: ONS Mid-year population estimates 2014

Appendix One

Membership of Darlington Safeguarding Adults Partnership Boards

Darlington Safeguarding Adult Partnership Board	Role	Membership
Safeguarding Board	Independent Chair	Independent
	Lay Member	Member
	Lay Member	Member
Statutory Partners		
Darlington Borough Council (DBC)	Director of Children and Adult Services	Member
	Assistant Director- Adult Social Care	Member
	Assistant Director Commissioning, Performance and Transformation	Member
	Assistant Director Housing and Building Services	Member
	Principal Lawyer	Advisory
	Director of Public Health	Advisory
	DBC Member	Member
	DBC Member	Member
Clinical Commissioning Group (CCG)	Chief Nurse	Member
	Designated Nurse Safeguarding Adults	Member
	Safeguarding Adult Lead	Member
Durham Constabulary	Detective Chief Inspector	Member and Vice Chair
Board Partners		
County Durham and Darlington NHS Foundation Trust (CDDFT)	Associate Director of Nursing, Patient Experience and Safeguarding	Member
	Safeguarding Lead Nurse	Member
Tees Esk and Wear Valley NHS Foundation Trust (TEWV)	Associate Director of Nursing (Safeguarding)	Member
National Probation Service (NPS)	Head of Durham and Darlington NPS	Member
Community Rehabilitation Company (CRC)	Director of Operations	Member
Healthwatch Darlington	Development Manager	Member
Care Quality Commission (CQC)	Inspection Manager	Member
North East Ambulance Service (NEAS)	Named Professional for Safeguarding Vulnerable groups	MOU
NHS England	Director of Nursing	MOU
British Transport Police (BTP)		MOU
Business Support		
	Business Manager	Support
	LADO/Development Officer	Support
	Board's Administrator	Support

In addition to the membership there is a Memorandum of Understanding (MOU) with the North East Ambulance Service, NHS England and the British Transport Police which establishes their commitment and official partnership with the DSAPB. These organisations are supportive of the work of the Board but it is not realistic for these organisations to have representation on all the Boards within the geographical areas they serve.



Glossary of Terms

ALIG	Adult Learning and Improvement Group	PCVC	Police and Crime Commissioner
BME	Black and Minority Ethnic	QA	Quality Assurance
BTP	British Transport Police	RA	Restorative Approaches
CCG	Clinical Commissioning Group	RCA	Root Cause Analysis
CDDFT	County Durham and Darlington NHS Foundation Trust	SAB	Safeguarding Adults Board
CQC	Care Quality Commission	SAPB	Safeguarding Adults Partnership Board
CRC	Community Rehabilitation Company	SAR	Safeguarding Adults Review
CSE	Child Sexual Exploitation	SCR	Serious Case Review
CSP	Community Safety Partnership	TOR	Terms of Reference
DAD	Darlington Advice on Disability	TEWV	Tees Esk and Wear Valley NHS Foundation Trust
DBC	Darlington Borough Council		
DBS	Disclosure and Barring Service		
LADO	Local Authority Designated Officer		
DoLS	Deprivation of Liberty		
DSAPB	Safeguarding Adults Partnership Board		
DSCB	Darlington Safeguarding Children Board		
ESM	Executive Strategy Meeting		
GRT	Gypsy Roma and Travelling Community		
HWB	Health and Wellbeing Board		
HWD	Healthwatch Darlington		
IMD	Indices of Multiple Deprivation		
LA	Local Authority		
LLR	Learning Lessons Review		
LSCB	Local Safeguarding Children Board		
MARAC	Multi-agency Risk Assessment Conference		
MASH	Multi-agency Safeguarding Hub		
MCA	Mental Capacity Act		
MSP	Making Safeguarding Personal		
NEAS	North East Ambulance Service		
NHSE	National Health Service England		
NICE	National Institute for Health and Care Excellence		
NPS	National Probation Service		

We have incorporated hyperlinks where possible to take you to additional information and/or further details. If you are not able to access this then please contact us to arrange for the information to be made available. In addition, if you require this report in an alternative format, please contact the Joint Safeguarding Boards' Business Unit as above.

We would welcome feedback and this can be made to either the DSAPB Independent Chair or by contacting the Joint Safeguarding Boards Business Unit on 01325 406450, address as above or by [e-mail](#)

This Annual Report will be shared with the following partner agencies:

- The CEO and Leader of the Local Authority
- Police , Crime and Victims Commissioner (PCVC) and the Chief Constable of Durham Constabulary
- Healthwatch Darlington
- The Chair of the Health and Wellbeing Board
- County Durham and Darlington Foundation Trust (CDDFT)
- Clinical Commissioning Group (CCG)
- Tees Esk and Wear Valley Foundation Trust (TEWV)

The 2016/17 Annual Report will be presented to the Adults and Housing Scrutiny Committee to give an opportunity for wider engagement and scrutiny by Councillors.

Partner agencies are encouraged to have a link to the DSAPB Annual Report via their websites to improve accessibility.

The report is published on the DSAPB website: darlingtonsafeguardingboards.co.uk



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