

# WE ARE PROTECTING.



**WE ARE  
NEWHAM.**

## SAFEGUARDING ADULTS BOARD

ANNUAL REPORT 2020 – 2021

# CONTENTS

FORWARD FROM THE CHAIR	1
WHAT SHOULD AN ANNUAL REPORT INCLUDE?	3
THE PARTNERSHIP	4
OUR PRINCIPLES	5
NEWHAM AT A GLANCE	6
GOVERNANCE	7
SAFEGUARDING ADULTS DATA	9
STRATEGIC PRIORITIES & ACHIEVEMENTS	13
SAFEGUARDING ADULTS REVIEWS	21
STRATEGIC PRIORITIES – LOOKING AHEAD	28
HOW TO REPORT ADULT SAFEGUARDING CONCERNS	29

Visit [www.newham.gov.uk](http://www.newham.gov.uk) to find out more information.

# FORWARD FROM THE CHAIR



## UNIQUE CONTEXT

The context for this report is unique and has had profound consequences for adult safeguarding and the role of the Safeguarding Adults Board. The Covid 19 pandemic started in the year covered by the 2019-2020

Annual Report for the Board and I wrote about the early effects of the pandemic in that Annual Report. It impacted on everything the partner organisations of Newham SAB did for the whole of 2021-2022. Partnerships and local communities lived and worked through a year of high, often unpredictable demand and unprecedented situations. Serious incidents generally happen over a few days. As I write, our partners have been planning for, or responding to, the effects of the pandemic for eighteen months.

Early in the pandemic, it became clear that communities within Newham were disproportionately affected by the pandemic and that existing and known inequalities were making the impact of the Covid 19 virus worse. On 25th May 2020, George Floyd, an unarmed African-American man, was killed by a white police officer in Minneapolis. The Black Lives Matter movement gained huge momentum following the international outcry around this murder. In November 2020 Newham Council published a Covid Recovery Strategy. The Mayor of Newham's introduction reflected the context, which is the same context for the adult safeguarding year. [Covid 19] has exposed the increased vulnerability of those most socially and economically deprived. The disproportionate impact of the virus in places scarred by deprivation and in communities enriched by diversity, has hurt our people. We know clearly, if we ever needed a reminder, that poverty and race inequality lowers your life chances.

## ASSURANCE OF STRONG PARTNERSHIP

Partnership working has been strong during the pandemic. The government allowed some aspects of local councils' Care Act responsibilities to be 'eased' during a period in 2020. Newham Council did not need to enact these easements despite the very difficult context. One of my tasks as independent chair is to seek assurance on the robustness of safeguarding arrangements. One layer of my assurance came from weekly safeguarding meetings from the outset of the pandemic, with the person who holds statutory responsibility for safeguarding – Newham Council's Executive Director Corporate Director of Adults and Health. I anyway meet monthly with the senior leaders responsible for safeguarding in the two other organisations who are under the statute of the 2014 Care Act. These are the local command of the Metropolitan Police and the NHS Clinical Commissioning Group for Tower Hamlets, Newham and Waltham Forest. They are equally responsible

with the local authority director for the safeguarding arrangements. In addition, I meet monthly with the elected member of Newham Council who has adult social care in his portfolio. I meet monthly with the borough director for East London Foundation Trust and the two GPs who carry out a defined role supporting adult safeguarding, funded by the NHS Clinical Commissioning Group. My impartial role is to consider the contribution and effectiveness of the board and getting this range of opinion and perspective, in addition to scrutiny by all of the board members and measuring progress with our 2020-2023 objectives, led me to the conclusion I set out at the beginning, that partnership working was strong.

## OPEN-NESS AND STRONG WORK WITH OTHER STRATEGIC PARTNERSHIPS

During the year, the Safeguarding Adults Board met every six weeks with a particular focus for each of our sessions. This agility came out of the pandemic but what it enabled was honesty, transparency and shared approaches to complex problems. This open-ness will be important in the year ahead, as sadly, I think I anticipate as do all members of the Safeguarding Adults Board that harm – often unintentional - and neglect that happened during the pandemic, will emerge and our task will be to learn from it and prevent future occurrences wherever possible. The statutory partners, have met together with myself regularly, and steered and owned the work of the Board. This leadership has extended to include regular joint sessions and priority setting with the Children's Safeguarding Partnership, which is improving coordinated work and innovation for families and communities. In our priorities, you will see that joint work was agreed in February 2020, with safeguarding transition pathways into adulthood for children and young people, and exploitation of all types, across all ages, being the areas of work.

## ACKNOWLEDGING LOSS AND GRIEF

I would like to thank everyone involved in all aspects of adult safeguarding over the last year. I would also want to recognise that it has been a time of loss and sadness and to offer condolences and best wishes to all those around our board and in the communities of Newham, as well as colleagues within organisations who deliver safeguarding, who have been affected

**Fran Pearson**

Independent Chair  
Newham Safeguarding Adults Board

# WHAT SHOULD AN ANNUAL REPORT INCLUDE

Chapter 14 of the Care and Support Statutory Guidance sets out what is required

After the end of each financial year, the SAB must publish an annual report that must clearly state what both the SAB and its members have done to carry out and deliver the objectives and other content of its strategic plan. The reports should have prominence on each core member's website and be made available to other agencies.

Specifically, the annual report must provide information about any safeguarding adults reviews (SARs) that the SAB has arranged which are ongoing or have reported in the year (regardless whether they commenced in that year). The report must state what the SAB has done to act on the findings of completed SARs or, where it has decided not to act on a finding, why not.

The annual report must set out how the SAB is monitoring progress against its policies and intentions to deliver its strategic plan. The SAB should consider the following in coming to its conclusions:

- evidence of community awareness of adult abuse and neglect and how to respond
- analysis of safeguarding data to better understand the reasons that lie behind local data returns and use the information to improve the strategic plan and operational arrangements

- what adults who have experienced the process say and the extent to which the outcomes they wanted (their wishes) have been realised
- what front line practitioners say about outcomes for adults and about their ability to work in a personalised way with those adults
- better reporting of abuse and neglect
- evidence of success of strategies to prevent abuse or neglect
- feedback from local Healthwatch, adults who use care and support services and carers, community groups, advocates, service providers and other partners
- how successful adult safeguarding is at linking with other parts of the system, for example children's safeguarding, domestic violence, community safety
- the impact of training carried out in this area and analysis of future need; and
- how well agencies are co-operating and collaborating



# THE PARTNERSHIP

Newham Safeguarding Adults Board (NSAB) is a partnership of statutory and non-statutory organisations, representing health, care and support providers and the people who use those services across the borough. Membership comprises of the senior leaders across these organisations, who under the leadership of the independent Chair, work collaboratively to improve safeguarding across the borough.

The partnership includes:

- Newham Council (adult social care, housing and commissioning)
- Barts Health NHS Trust
- Healthwatch Newham
- London Fire Brigade
- Metropolitan Police Service
- National Probation Service London
- East London NHS Foundation Trust (Community Health and Mental Health)
- NHS Newham Clinical Commissioning Group (CCG)
- GP Clinical Lead for Safeguarding Adults
- Age UK East London
- Voiceability Advocacy Services
- Care Quality Commission

## OUR RESOURCES AND FUNDING

The work programme for the Board, subcommittees and that of the Chair are part funded through SAB contributions. A well-resourced Board is essential to enable it to deliver its statutory duties. Funding contributions from our partners supports the board to fund Safeguarding Adult Reviews and learning events and other Board activities.

# OUR PRINCIPLES

Our safeguarding principles mirror those listed in the Care Act and underpin all adult safeguarding work:

**Empowerment:** People being supported and encouraged to make their own decisions and informed consent.

“I am asked what outcomes I want from the safeguarding process and this directly informs what happens.”

**Prevention:** It is better to take action before harm occurs.

“I receive clear and simple information about what abuse is, how to recognise the signs and what I can do to seek help.”

**Proportionality:** The least intrusive response appropriate to the risk presented.

“I am sure that the professionals will work in my interest, as I see them, and they will only get involved as much as needed.”

**Protection:** Support and representation for those in greatest need.

“I get help and support if I need to report abuse and neglect. I get help so that I am able to take part in the safeguarding process to the extent I want.”

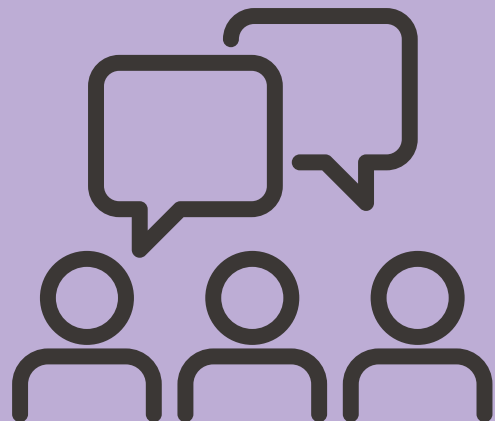
**Partnership:** Local solutions through services working with their communities.

Communities have a part to play in preventing, detecting and reporting neglect and abuse.

“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 and with me to get the best result for me.”






**Accountability:** Accountability and transparency in delivering safeguarding.

“I understand the role of everyone involved in my life and so do they.”



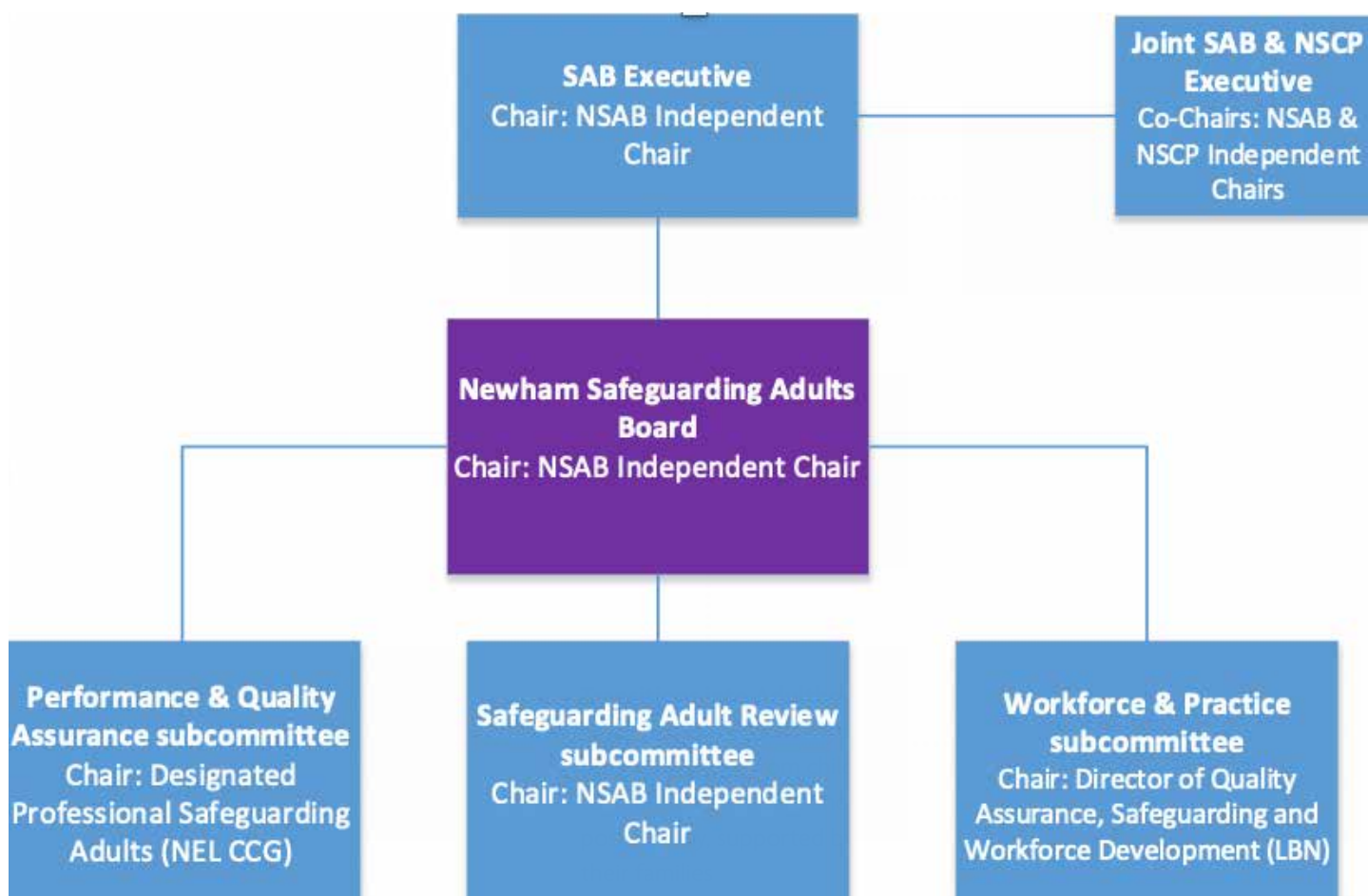
<sup>4</sup> Source: BEIS LA CO2, 2019

# NEWHAM AT A GLANCE

<p><b>Population</b></p> 	<p>Newham is home to 364000 people, with the population projected to rise to over half a million by 2050.</p> <p>70.3% of the population is aged 16 to 64</p> <p>7.6% of the population is aged 65 and over</p> <p>Although Newham is a largely residential borough with many long-term residents, the proportion of people moving in and out of the borough is high.</p>										
<p><b>Diversity</b></p> 	<p>Newham reflects the world, with over a hundred different languages spoken on our streets and a vibrant mix of ethnic groups, with 72% of our residents are from Black, Asian and Ethnic Minority communities</p> <table data-bbox="371 842 625 999"> <tr> <td>Bangladeshi</td> <td>12.4%</td> </tr> <tr> <td>Black African</td> <td>11.1%</td> </tr> <tr> <td>Indian</td> <td>14.8%</td> </tr> <tr> <td>Other White</td> <td>13.7%</td> </tr> <tr> <td>White British</td> <td>13.2%</td> </tr> </table>	Bangladeshi	12.4%	Black African	11.1%	Indian	14.8%	Other White	13.7%	White British	13.2%
Bangladeshi	12.4%										
Black African	11.1%										
Indian	14.8%										
Other White	13.7%										
White British	13.2%										
<p><b>Economy</b></p> 	<p>The scale of planned development in Newham is one of the largest in London</p> <table data-bbox="371 1106 823 1263"> <tr> <td>Economic activity rate (16-64)</td> <td>81.5%</td> </tr> <tr> <td>Employment rate (16 – 64)</td> <td>76.9%</td> </tr> <tr> <td>Economically inactive (16 – 64)</td> <td>18.5%</td> </tr> <tr> <td>Employment rate</td> <td>5.6%</td> </tr> <tr> <td>Claimant count</td> <td>9.7%</td> </tr> </table>	Economic activity rate (16-64)	81.5%	Employment rate (16 – 64)	76.9%	Economically inactive (16 – 64)	18.5%	Employment rate	5.6%	Claimant count	9.7%
Economic activity rate (16-64)	81.5%										
Employment rate (16 – 64)	76.9%										
Economically inactive (16 – 64)	18.5%										
Employment rate	5.6%										
Claimant count	9.7%										
<p><b>Housing</b></p> 	<p>There are 123,270 properties in Newham</p> <p>Average house price £400,000</p> <p>34% of households are in the private rented sector</p> <p>Homeless and in priority need 1,143 (9.4%) The highest in London (per 1,000 households)</p>										
<p><b>Life Expectancy</b></p>	<p>Life expectancy in Newham is similar to the London average – 80.2 years for men and 83.3 years for women</p>										
<p><b>Deprivation</b></p> 	<p>Newham is a borough with serious inequalities.</p> <p>Newham has made progress in tackling deprivation since 2015, however it is still ranked amongst the most deprived in England.</p> <p>Over a quarter of our neighbourhoods are in the 20% of most deprived neighbourhoods in the country.</p> <p>Newham has the highest overall level of homelessness in England.</p>										

# GOVERNANCE

The work of Newham Safeguarding Adults Board is steered by an executive group of senior leaders from the three statutory agencies, London Borough of Newham, NHS Newham Clinical Commissioning Group and the Metropolitan Police. Last year we began joint Adults and Childrens executive meetings to foster collaborative working between the two partnerships. This year we have moved to strengthen this working relationship, in order to improve the effectiveness of partnership working, through the development of a set of key principles to be upheld. These principles focus on providing accountability across the partnerships for shared priorities and their outcomes and ensuring that at the forefront of all decision making, the voice of children, young people and adults' and their carers are centred.





# SAFEGUARDING ADULTS DATA

## SAFEGUARDING DURING THE PANDEMIC

An Insight Project was developed by the Local Government Association (LGA) and Association of Directors of Adult Social Services (ADASS) to create a national picture regarding safeguarding adults' activity during the COVID-19 pandemic. Newham Council submitted to the project safeguarding data and qualitative insights about our safeguarding activity.

In 2020/21, there were 1,205 individual people who were the subject of a Safeguarding Concern.

Fig 1 Safeguarding Concerns by Age

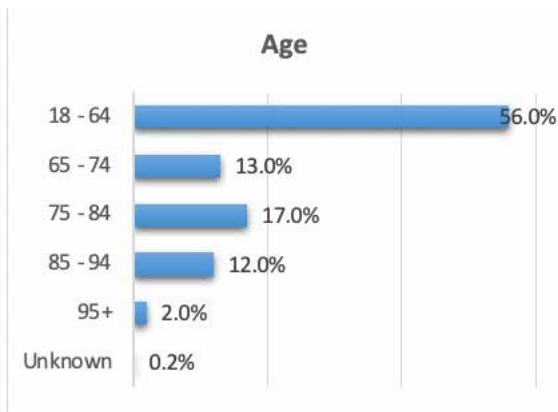


Fig 2 Safeguarding Concerns by Gender

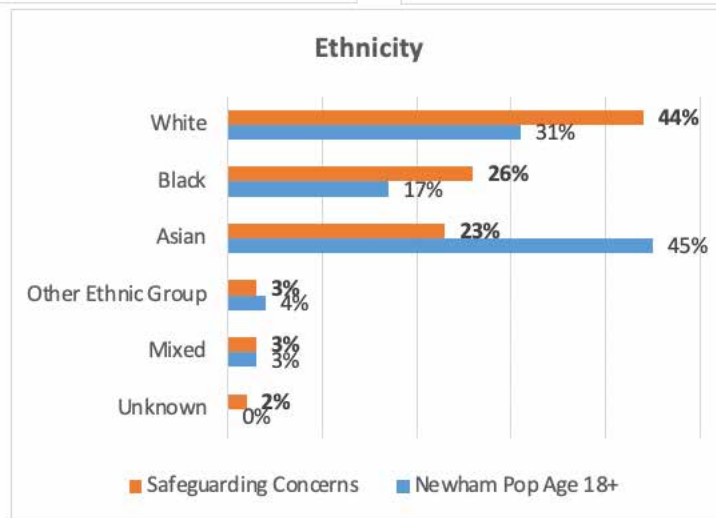
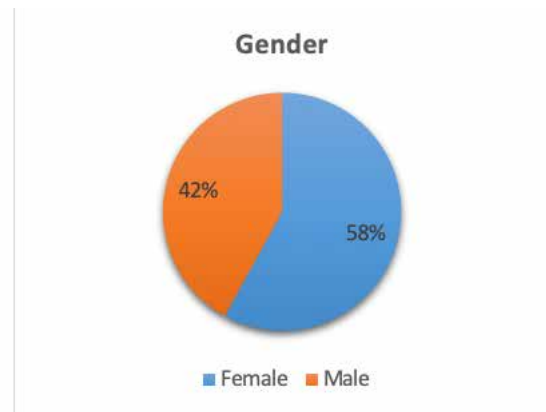


Fig 3 Safeguarding Concerns by Ethnicity

A safeguarding concern is any issue raised with Adult Social Services which is identified as being about an adult safeguarding matter. Concerns are reviewed, risk assessed and resolved, or when deemed to not relate to a safeguarding issue – dealt with through another route. If assessed to meet the criteria for an adult safeguarding, a Section 42 Enquiry is raised, which involves fuller investigation and formal intervention.

### Safeguarding concerns and Section 42 enquiries

There were 1,502 safeguarding concerns were received in 2020-21, relating to 1,205 individual people. This is a decrease of -24% compared with 1,964 received in 2019-20.

# SAFEGUARDING ADULTS DATA

The reduction in concerns is in part due to different factors. The lockdown measures arising from the Covid-19 pandemic resulted in practitioners making less visits to residents' homes, which is the location where the majority of abuse and neglect occurs. Coupled with this, the creation of the MASH (Multi-Agency Safeguarding Hub) has led to more robust initial screening at the concern stage. Newham council's Covid-19 arrangements included a robust action plan in which all high and moderate risk customers were contacted as part of wide scale welfare checks. This proactive approach led to the early identification and prevention of potential safeguarding issues, such as neglect, before they potentially became a concern.

27% of the 1,502 safeguarding concerns raised progressed to a completed enquiry. The conversion rate of concerns to enquiries decreased compared with the 29% rate reported last year.

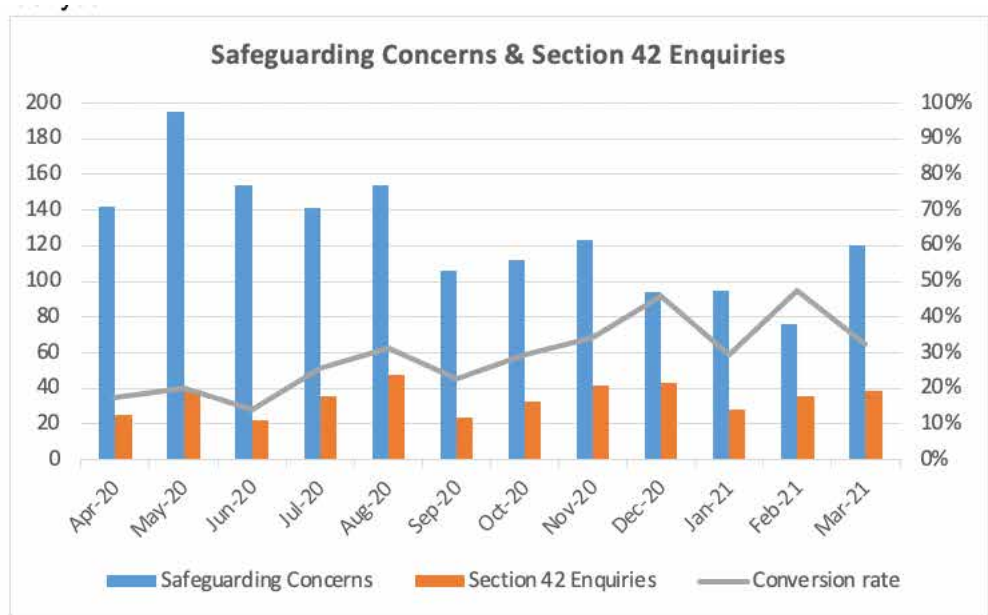


Fig 4 Safeguarding Concerns and Section 42 Enquiries

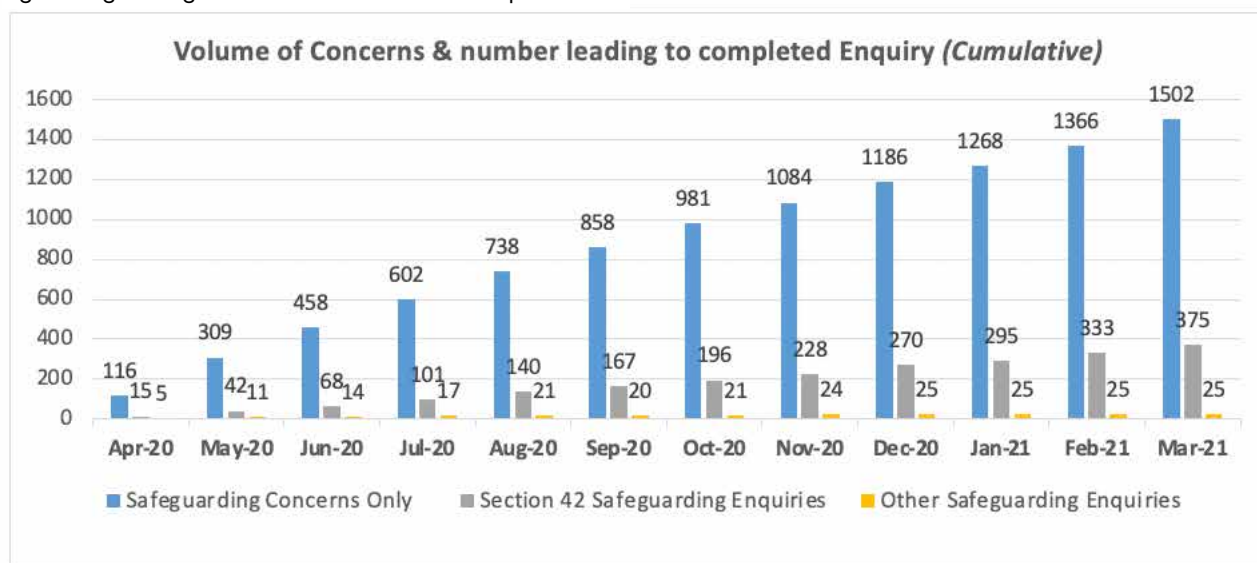


Fig 5 volume of Safeguarding Concerns and Enquiries

# SAFEGUARDING ADULTS DATA

## COMPLETED SAFEGUARDING ENQUIRIES

There were 349 completed safeguarding enquiries in 2020/21. Over a quarter (47%) and the most prevalent type of abuse were related to neglect and acts of omission. Psychological abuse was the next most common type of abuse and was a factor in 37% of enquires. 67% of enquiries related to abuse in the person’s own home (the most common location) and 15% related to abuse in care homes.

## TYPES OF ABUSE

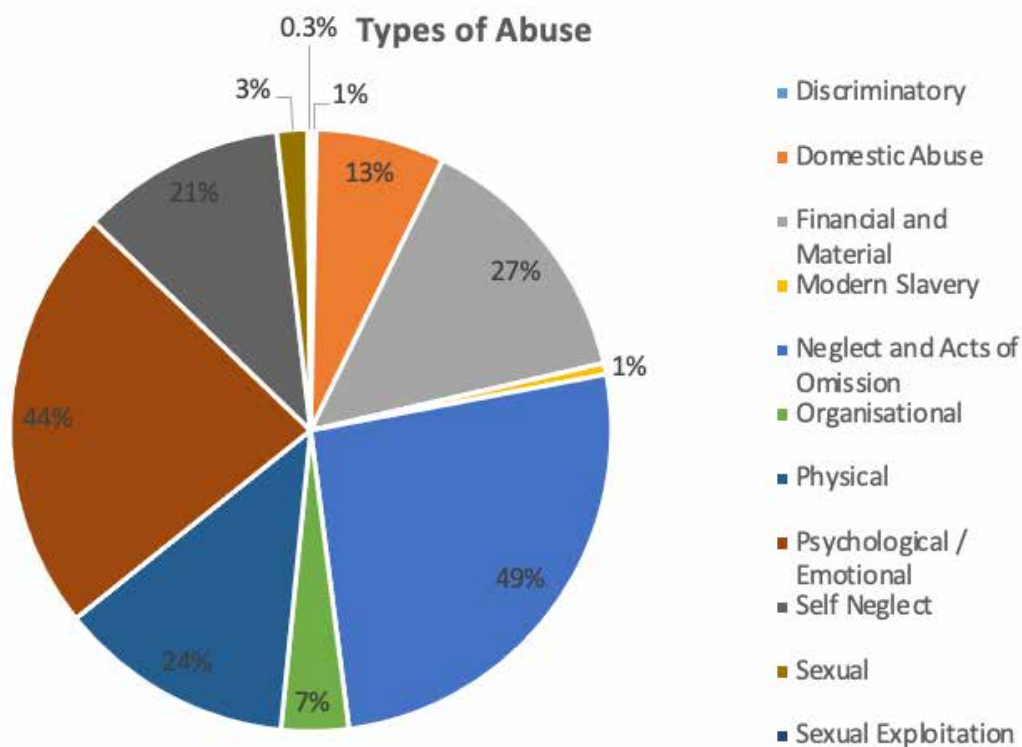
The most prevalent types of abuse in Newham were:

- Neglect – 49% (172 cases), a decrease from last year when it was 51%.
- Financial abuse – 27% (94 cases), a decrease from last year when it was 30%.
- Psychological abuse – 44% (152 cases), an increase from last year when it was 26%.

More than one type of abuse can be prevalent in each safeguarding enquiry.

**Figure 6 Types of abuse based on 349 completed enquiries**

The SAB has been meeting on a 6 weekly cycle throughout the Covid-19 pandemic to provide the Board with the agility to effectively respond to the challenges of the pandemic. The Board reviewed real-time performance data and whilst there was an expectation that the cases of Domestic Abuse would increase, this wasn’t evidenced through the data where the figure has remained consistent across the last 3 years. The Insight Project highlighted that the picture was complicated in that some councils saw increased levels of Domestic Abuse, while others saw no change.

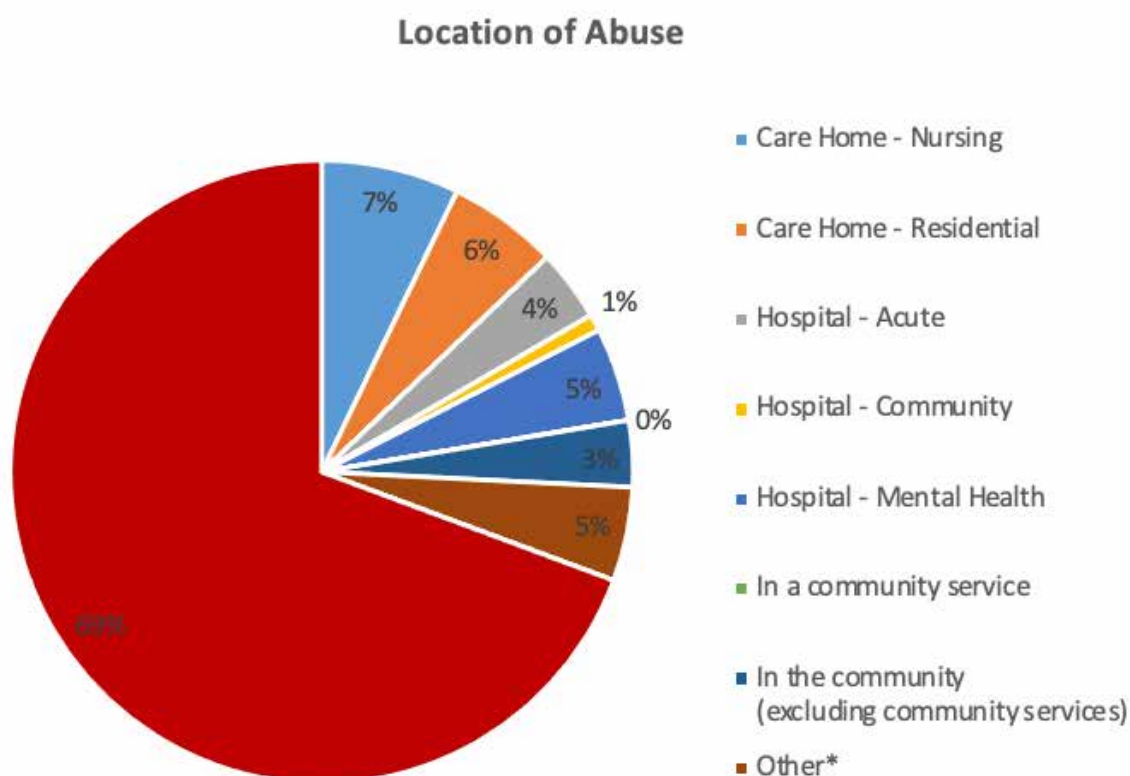


# SAFEGUARDING ADULTS DATA

## LOCATION OF ABUSE

The main location of abuse is reported within residents own home which is consistent with previous years with the percentage figure remaining broadly the same. During the pandemic there were concerns about how the impact of lockdowns would impact on access by family members and professionals to care homes, potentially leading to a reduced number of concerns and the potential rise in referrals when care homes opened up. Abuse in residential care settings decreased slightly in 2020/21 to 6% (20) from 8% (43) in 2019/20. In both Acute and Mental Health Hospital settings over the last 3 years, figures have been between 1% and 5%. Even though there was a 38% drop in concluded safeguarding enquiries compared to the previous year, there has been a slight increase in the numbers of abuse recorded in these two settings. The national picture as evidenced by the latest findings from the LGA Insight project which covers the period up to December 2020, highlights an overall decrease in safeguarding enquiries in both nursing and residential home settings during the pandemic period which mirrors the picture in Newham.

**Figure 7 Location of Abuse – Concluded Enquiries**



# STRATEGIC PRIORITIES & ACHIEVEMENTS

## STRATEGIC PRIORITIES

In 2020/21 the Board took the decision to focus on the two joint priorities it had developed in partnership with the Childrens Safeguarding Partnership.

### ALL-AGE EXPLOITATION

The aim of this priority is to co-ordinate and drive forward multi-agency programmes and interventions in Newham which combat exploitation in all its forms e.g. financial abuse, modern slavery, sexual exploitation, criminal exploitation, and radicalisation.

A task and finish group has been established, jointly chaired by the Met Police and Newham Council with representation across a range of services that have a role in supporting this agenda.

### KEY DELIVERABLES

- Better understanding ways of working and the impact of work on tackling exploitation in the wake of COVID-19, with a view to:
  - Quality assure the stocktake of current services, programmes and interventions operating in Newham (measured against local regional and national benchmarks of “outstanding” impact and outcomes)
  - Rebuilding capacity and resilience in the system
- Ensuring the structure, systems and personnel in the key safeguarding agencies in Newham are sufficiently knowledgeable about exploitation in all of its forms and sufficiently focussed to work well together and to ensure that structures like the MASH\* respond competently to referrals.
- Include all age exploitation in the workforce training programme for the Newham Adults and Childrens Partnership Boards.
- To advise the two Safeguarding Boards about the services that need to be commissioned or developed to best support individuals or groups at risk of exploitation and to establish lead commissioning arrangements across agencies so that any necessary changes can be put into commissioning intentions as soon as possible.
- Drive and oversee the 0 - 25 Adolescent Exploitation Strategy and resulting work programme on behalf of the two partnerships with a focus on progress and impact.

\*Multi-agency Safeguarding Hub

# STRATEGIC PRIORITIES & ACHIEVEMENTS

## DELIVERY TO DATE

- The strategic direction and work focused on tackling all-age exploitation has been strengthened across the year. The group's work has covered vulnerable adults, particularly the elderly and those with Special Educational Needs & Disabilities (SEND). All agencies have shared how they are combatting and tackling exploitation across the board, and a stock take of services tackling exploitation across all ages completed.
- The Youth Offending Service conducted an audit on exploitation. The findings has shown areas of strong practice across the system and areas for development. Work on a draft multi-agency dataset for exploitation was brought to the end of this year. This will enable us to better test the system of multi-agency working. It will also give us deeper knowledge of the issues, interventions, locations and cohorts of young people. There is a multi-agency case audit scheduled for Q1 2021/22 of which we will select different cases involving both adults and children for instance, cuckooing. We will be capturing how the partnership safeguards elderly people with a focus on good and replicable practice.
- There are a number of pieces of work around youth safety and exclusions which are providing good evidence of the types of services / provisions / interventions which could be commissioned. Some of these are already active, with 'mentoring for success' and support for the youth safety data and information sharing having recently been commissioned.
- The Adolescent Exploitation Strategy was launched in 2020/21 and the work programme is progressing with pace. The development of the Prevention of Child Exploitation and Harm Hub (PCEHH) and single pathway for identifying, assessing and tackling exploitation is being built and will rely on a strong collaborative effort to ensure it is fit for purpose. The screening tool and contextual safeguarding tool is currently being piloted in Children's Social Care.
- From 2021/22 emerging issues the group will look at include wider financial scamming and abuse that is currently under reported nationally as well as locally. Developing a closer strategic relationship between Newham ASC (Adult Social Care), the Police, banks, Trading Standards and the Voluntary Sector are being built to ensure that this issue is tackled speedily. Areas of future work identified include an assessment of local fraud risk and the development of an action plan and; the development of Newham ASC and Trading Standards local joint working protocol to better safeguard older Newham residents from scams.

- A Learning Event was held to afford the partnership an opportunity to come together to review a specific case. The aim was to ensure that the voice of young people and adults are at the core of this work and to check whether the young adult received the right support at the right time within the context of our Adolescent Safeguarding Strategy. The learning from this exercise highlighted that there were a number of issues with the pathway and the support provided to this young adult, which we will take into account in terms of next steps of the strategy.

## IN PROGRESS

- Multi-Agency dataset for Exploitation in preparation
- Development of a single pathway to tackle exploitation, screening tool (for identification and referral of vulnerabilities around exploitation) and protocols (operational governance for professionals to navigate the pathway)
- Multi-agency audit planned focusing on testing the system to see how it has responded to exploitation (all-age focus)

## TRANSITIONAL SAFEGUARDING

The aim of this priority is to empower vulnerable young people to move from child to adulthood in a safe and positive way, supported by their families.

A task and finish group has been established, jointly chaired by Newham Clinical Commissioning Group and Newham Council with representation across a range of services that have a role in supporting this agenda.

The safeguarding children through transitions into adulthood focused on SEND in the first instance, which was a decision made by a multi – agency stakeholders. In order to reduce duplication and maximise impact, the safeguarding priority is feeding into the SEND improvement work stream: preparation for independence and adulthood.

The purpose of the work stream, with safeguarding as a golden thread throughout our approach, is to develop and deliver the preparation for adulthood and independence section of the SEND improvement plan, leading on work to support:

# STRATEGIC PRIORITIES & ACHIEVEMENTS

## KEY DELIVERABLES

- Seamless transitions between children's and adult services, particularly for children known to statutory partners
- Earlier identification of children and young people with SEND at risk of exploitation
- Stronger pathways and holistic offer to children and young people going from primary to secondary school to further education/ work
- Building young people's life skills and resilience
- Creating more local Post-16 education and employment opportunities for young people with SEND
- Maximising opportunities for independent living for young people with SEND

## DELIVERY TO DATE

- A working group has been established, this work takes place in the SEND preparation for adulthood space to avoid duplication. Parents and carers are key members of the working group, as well as a multi-agency team of professionals.
- The working group have highlighted a lack of information about young adults who were previously subject to an Education Health Care Plan. However, the CCG adult designates have developed a risk stratification tool in preparation for the implementation of Liberty Protection Safeguards. This tool will highlight, as a safeguarding risk, any adults with a learning disability who are not being supported to reach their full potential.
- A training session was delivered in June in order to increase the understanding of safeguarding through transitions within the preparation for independence and adulthood group.
- Transitional safeguarding is being incorporated into the Special Educational Needs and Disability Local Offer, with links to the children and adult safeguarding partnerships.

- The mental health offer has been mapped for 14-25 year olds, highlighting areas for development, such as the following:
  - o Adult mental health services in ELFT do not receive any SEND training.
  - o There is little/no overlap between secondary care mental health services and SEND.
  - o The adult LD service is currently restricted to moderate-severe LD in all but exceptional cases.
  - o A new young adult ELFT group has formed, with funding. There is an opportunity to influence for a SEND focus in order to strengthen safeguarding.

## EMERGING ISSUES

- The local offer highlights "18" as a key age for transition, whereas schools should help pupils to start planning for their future adult life as early as possible, and by Year 9 at the latest. This should go beyond thinking simply about the transition to post-16 education and training.
- There is a clear need to maintain a focus on co-production and engagement with children, young people and families within this work stream.
- There is a need for data analysis around the outcomes for 18-25 year olds who were previously subject to an Education Health Care Plan. The Newham adult designate will be able to assist with some of this thanks to the risk stratification tool that is being implemented in preparation for the implementation of Liberty Protection Safeguards. This tool will highlight, as a safeguarding risk, any adults with a learning disability who are not being supported to reach their full potential.
- Parents and carers are active members of the preparation for independence and adulthood working group. The group will ensure that children and young people's voices are loud and clear in this work.

# STRATEGIC PRIORITIES & ACHIEVEMENTS

## ACHIEVEMENTS

### SAB and Newham Healthwatch Community Engagement Project

Engagement is vital to ensure that people feel connected to their local communities, and have civic pride in the places they live but also trust their public institutions and the decisions they make. A community engagement task and finish group has been established with representation from the partnership and residents with lived experience of adult safeguarding.

The purpose of the group is to help to improve engagement with Newham communities, ensuring there is a clear focus on prevention & early intervention – Making Safeguarding Personal. The principles we work with are to ensure that the voice of the service user informs everything we do and to improve the quality of engagement with all partners and sections of the community to strengthen adult safeguarding in Newham.

An engagement programme has been established to run between April and October 2021. We have been working to engage with a diverse range of community groups and residents. The engagement will allow us to gather more feedback from participants on what they think the concerns are and what can be done to address the issues.

The findings will be presented at a SAB meeting in 2021/22 and at a public event in Newham during National Safeguarding Adults Awareness Week 2021.

## NEWHAM HIGH RISK PANEL

A complete refresh of Newham's High Risk Panel (NHRP) was carried out in order to ensure wider safeguarding partner involvement across the spectrum of services with an incorporation of Blue Light Change Resistant Drinker referrals now also being heard at panel, after a successful partnership set up between Newham Adult Social Care, Alcohol Change UK and the local substance use service Change Grow Live (CGL).

Over the last year Newham has been working with Alcohol Change UK, Professor Michael Preston-Shoot and a network of local authorities across England and Wales to develop a national briefing on Safeguarding Vulnerable Dependent Drinkers.

## INFECTION PREVENTION PREPAREDNESS TOOL LAUNCHED IN NEWHAM

The Department of Health and Social Care recognised the innovative best practice of Newham Adult Social Care and partners in their work during the COVID-19 pandemic on infection control and prevention. This work was highlighted in the Social Care Sector COVID-19 Support Taskforce: final report, advice and recommendations

The Social Care Sector COVID-19 Support Taskforce was commissioned in June 2020. The taskforce was set up to oversee the delivery of 2 packages of support that the government had put in place for the care sector: the Social Care Action Plan and the Care Home Support Plan. The Association of Directors of Adult Social Services led a piece of work for the taskforce to identify appropriate levels of cohorting and zoning (isolating people within care homes who have tested positive for COVID-19 and the staff who support them and the facilities that are needed). This work has helped to enable local assessment of the safety and effectiveness, as well as suitability of particular care homes. Newham Council's commissioning, public health and safeguarding governance teams and Newham CCG worked together to develop an infection prevention and control (IPC) preparedness tool. This allows the council and providers to identify when it is safe for them to receive residents being discharged from hospital. The tool considers the size and layout of the home, number of residents, how many have a high level of need, current IPC practice, and staffing capacity. Each home is reviewed on a regular basis using the tool to ensure their preparedness status is up-to-date, and that action is taken where necessary to increase safety.

## PARTNERSHIP STRATEGIES

### Newham Adolescent Exploitation Strategy

This Childrens and Adults partnership strategy aims to prevent exploitation of children, young people and young adults in Newham. The strategy includes transitional safeguarding and support for young adults up to the age 25. It aims to join up efforts across our partnership to prevent and tackle issues impacting children and young people from exploitation to extremism and radicalisation.

## END MODERN DAY SLAVERY STRATEGY 2021-23

The strategy builds upon Modern Day Slavery initiatives already underway including those led by Newham Adult Social Care. The strategy sets out a commitment to work together across services and partner agencies to best support victims by raising awareness and empowering staff to take action. The ambition is for Modern Day Slavery to be ended in Newham through a community and multi-agency coordinated response. An action plan (2021-23) will be developed to align with the commitments in the strategy.



# STRATEGIC PRIORITIES & ACHIEVEMENTS

## INTEGRATED DISCHARGE HUB

East London Foundation Trust (ELFT) Community Services in conjunction with Barts Health NHS Trust and Newham Council have developed the Integrated Discharge Hub in Newham University Hospital. The COVID-19 pandemic has led to people being discharged from hospital at an earlier stage than might previously have been the case, this has led to a greater level of integration.

Once a person is medically optimised the Discharge Co-ordinator in the hospital refers the patient to the Discharge Hub, which is located in the hospital. The patients follow on care is organised by a member of the ELFT community staff (Nurse or Therapist) or a social worker from LBN depending on who is the most appropriate professional. The Hub also includes staff from Age UK and Enabled Living. This ensures that people receive the appropriate equipment, adaptations and practical support to facilitate discharge. Following discharge, the patient should receive a follow-up in their homes from health or social care to continue with assessments and ensure their needs are met in accordance with the Discharge to Assess model.

In addition to activity data Barts Health and ELFT are developing quality measures including a patient experience survey to be undertaken quarterly and a feedback mechanism whereby alerts are raised with the hospital for patients whose discharge has not been managed appropriately. The feedback mechanisms and methods to disseminate learning within the hospital are part of the ongoing work to develop the Hub and it is envisaged that this work will accelerate once permanent staffing are in post.

Funding for the Discharge Hub is now mandated by central government as part of the response to the COVID-19 pandemic.

Developments and next steps include:

- Integration of ELFT and LBN in Discharge Hub
- Further review of discharge pathways – ensuring model is sustainable (homelessness pathways)
- Increased social care on discharge, Integration of community therapies and re-enablement, Integrated therapy across Bart's & ELFT

## TRANSFORMING ROUGH SLEEPING IN NEWHAM

The Council has approached the rough sleeping and homelessness challenges with care and compassion, ensuring the new approach centres the needs of residents. There has been collaborative work between the London Borough of Newham (LBN), CCG, East London Foundation Trust (ELFT) and Barts Health to develop a new approach to tackling extreme, entrenched and costly inequalities within the Rough Sleeper community. The council's intelligence led public health approach has had significant impact in reducing rough sleepers in the borough down to single figures.

In 2020, the borough was commended by the then-Secretary of State for Housing, Communities and Local Government for achieving the highest proportionate reduction in rough sleeping in the UK.

- Accommodating over 620 rough sleepers in response to Covid-19;
- In September 2018 there were 105 Rough Sleepers in the borough. Annual Street count down from 64 (Nov 2019) to 6 (Nov 2020) achieving the highest proportionate reduction in rough sleeping of any single borough in London.
- Overseeing the rapid procurement of emergency accommodation and additional specialist support services for use during the pandemic, and the delivery of female-only accommodation;
- The overnight closure of the significant rough sleeping hotspot in the Stratford Mall
- A new vision for rough sleeping following an intelligence led public health approach;
- 91% of the rough sleepers currently being supported by the Council have now registered with a GP;
- 78 rough sleepers have been through the substance misuse pathway;
- 122 rough sleepers have been supported to regularise their immigration status since March 2020.

# SAFEGUARDING ADULTS REVIEWS

Section 44 of the Care Act describes the statutory duties placed upon the Local Authority and its partners to review safeguarding cases where death or serious injury has occurred and where there may be multi-agency learning to be gained from the review of action taken.

In 2020-2021 the board

- Published 1 Safeguarding Adults' Review
- Progressed 2 Safeguarding Adults' Reviews
- Re-started our Performance and Quality Assurance Subcommittee with an agreed and purposely new focus: on impact of Safeguarding Adults Reviews
- Commissioned a report from the Subcommittee on what impact the Board's partners have made to improve hospital discharge following findings and recommendations from Safeguarding Adults Reviews. This report was presented to the January 2021 SAB meeting and our approach to focusing on and beginning to try and measure the impact of reviews, was commended by the author of the first National Analysis of Safeguarding Adults Reviews
- In addition we did substantial work checking our local procedures and standards for commissioning SARs against the national report, and providing assurance to the Board AND
- We were the first Board to use and publish a report using an innovative new methodology called "Safeguarding Adults Review in Rapid Time" under a pilot scheme funded by the Department for Health and Social Care and with the review carried out by a national organisation, the Social Care Institute for Excellence.

## 'PEGGY'

Peggy was a young woman in her early 40s, very well known to the rough sleeping community and professionals. The day before Government specification to house everyone rough sleeping (COVID-19 pandemic), she was murdered. Peggy had quite a chaotic lifestyle and fluctuated between having and lacking capacity, with a history of mental health issues and being sectioned for inpatient treatment. Accommodation had always been available for Peggy but she refused to accept it.

There were 9 safeguarding concerns/enquires raised for Peggy from 2010 – 2019. She was well known to all statutory services and there were frequent reports from the homeless teams, police and members of the public who were becoming increasingly concerned about her health and wellbeing. In the months leading up to her death, Peggy's behaviour was increasingly described as becoming more agitated, erratic and thought disordered. Despite a diagnosis of paranoid schizophrenia, emotionally unstable personality disorder EUPD and poly substance misuse, Peggy was never formally assessed under the Care Act 2014 and no mental capacity assessments were completed.



# SAFEGUARDING ADULTS REVIEWS

The Peggy SAR detailed five system findings which are underlying issues that helped or hindered in the case. Newham SAB and its partners set out the progress that has been made in response to these findings.

## FINDING 1:

### Pathways to Newham's Multi-agency "High Risk Panel" for individuals facing multiple exclusion homelessness

Questions for the SAB and partners

1. What can be done to better popularise the High Risk Panel to enable those who need it to access it?
2. Has the High Risk Panel continued to function through the pandemic when, it can be argued, it is most needed?
3. Who would need to lead on work about how the different panels fit together?
4. Does the High Risk Panel's current remit allow it to effectively 'case-hold' for those that do not currently meet criteria for safeguarding/ s.42 processes, but are likely to in the future if needs remain unmet?

## RESPONSE

- The terms of reference for Newham's High Risk Panel (HRP) were agreed in November 2020. Since the first Covid-19 lockdown in March 2020, there has been a concerted effort to ensure the workforce in Newham Adult Social Care (ASC) are aware of the process. The HRP continued to function throughout lockdown and held two meetings and received six cases between October and November 2020.
- A local multi-agency Task & Care Planning group (TCP) was set up to manage complex high risk rough sleeper cases and safeguard them from further health and social care related harms. TCP membership includes representatives from a wide range of agencies that support Rough Sleepers, including local authority, health, and commissioned and voluntary provider partners. When cases have exhausted all safeguarding processes, there is an escalation route into the HRP for complex cases where resolution cannot be found.
- Newham ASC has in place a mechanism to support customers that do not meet the Care Act section 42 requirements. Services are being reorganised based on vulnerability and there is a very clear preventative offer in Newham for people who don't meet particular thresholds. Customers who do not meet s42 thresholds are allocated a practitioner to look at ways they can safeguard themselves.

- The Newham SAB Chair will undertake two sessions with the Board's Named GPs in early 2021 regarding the findings from SARs and some work will also be taking place with primary care.

## FINDING 2:

### Benefiting from small neighbourhood organisations

Questions for SAB and partners:

1. In relation to young people at risk of exploitation and involvement in gang violence, there have been corporate developments to drive engagement with affected communities. The Mayor Chairs and champions the Youth Safety Board for example. In relation to multiple-exclusion homelessness, another big issue in the area, are there tactics and attitudes that could be usefully mirrored to bring some prominence to the issue and respect to small neighbourhood organisations playing vital roles?
2. Is there a risk that the strengths of established providers of outreach services, comes with a risk of excluding the diversity of smaller neighbourhood organisations? Is there flexibility within the current commissioning arrangements between ASC and Thames Reach, to integrate small neighbourhood organisations into care planning and potentially advocate roles?
3. How might statutory providers such as Newham Centre for Mental Health be helped to know of the existence of local neighbourhood organisations?

## RESPONSE

- Newham works closely with many voluntary organisations, with a lot of work done recently on our vision for transforming supported accommodation and tangible commissioning intentions.
- Newham Cabinet agreed the proposal for the Newham Rough Sleeping Integrated Support Services and Vision on 1st December 2020. The proposals build on the recognition of the value that voluntary organisations have brought to Newham, and the need to ensure that small and specialist organisations can continue to play a vital role whilst balancing the need to procure services in line with legislation. The report specifically sets out how the commissioning strategy will support the Council's commitment to maximising the existing community infrastructure and voluntary resource.

# SAFEGUARDING ADULTS REVIEWS

- We are proposing a model where one lead provider will form a consortia or similar type of vehicle with smaller local providers, who will then provide distinct work packages to meet our needs as a borough. We recognise the value of local community organisations and this proactive approach is aimed at ensuring such voluntary organisations are fully involved in our work.
- The Homelessness and Rough Sleepy Strategy (Dec 2019) and associated Action Plan (June 2020), specifically identify targets for developing and increasing full and effective engagement of the voluntary and faith based sectors to tackle homelessness.
- The SAB commissioned a reflective practice session on the lessons to be learned from this SAR in January 2021. This session presented Peggy's case in the form of reflective supervision sessions, inviting participants to put themselves in the shoes of frontline workers and supervisors involved. The session was attended by 41 social care practitioners, who explored social work practice with homeless customers and the challenges this can present. This session will help to embed key learnings from the SAR in future practice. Following this session, we are organising a wider reflective session in collaboration with other stakeholders in the first quarter of 2021/22, to take forward the learning from this SAR.

## FINDING 3:

### **Sustaining Covid-19 innovations that reduce assessment demands on people**

Questions for SAB and partners

1. What are the plans for assessing which of the new ways of working developed in response to Covid-19 that are to become standard?
2. How can opportunities to innovate be sustained?
3. Is there adequate scrutiny of assessment demands?
4. Is there scope for further innovation and creativity to streamline or combine respective agencies' assessment requirements and support a collective understanding of the interplay of a person's needs and issues?

### **RESPONSE**

- Newham now uses advanced IT devices and software including 'Smarter Newham'. This enables officers to undertake assessments virtually and, if the customer agrees, removes the need to book appointments for home visits, which has reduced waiting times.

- Primary care mental health community transformation have a clinical video assessment system that all GP surgeries in Newham are utilising, 'AccuRx'. This has created the ability to see people more flexibly in ways that are most meaningful and useful to them. Patients are given a range of options for assessment, including face- to-face. This diversity of options, enables health practitioners to better engage with people and will continue to be offered where clinically appropriate and where service users wish to use it beyond the pandemic.

## FINDING 4:

### **Lack of "low key" housing options**

Questions for SAB and partners

1. Do local strategic needs assessments provide any further understanding of this need?
2. How might voluntary sector and neighbourhood organisations be engaged to better understand the size and scale of this need and adequacy of current provision?

### **RESPONSE**

- The Council's Adult Social Care vision is to improve the quality of life of adults with support needs, to promote independence and to treat vulnerable and socially excluded residents of the borough with respect, care and compassion. Care and support should be outcome focussed, person-centred, planned, proactive and coordinated. There should be an early intervention and preventative support offer based on the needs of the local population. From this ASC vision, we have also developed a specific Rough Sleeping Strategy that takes a compassionate approach to supporting Rough Sleepers in order to rebuild trust with those who have fallen through societal gaps and often experienced significant trauma. This is set out in the Cabinet report agreed in December 2020.
- Newham Council has set out its for Supported Accommodation, with a plan to transform the service offer before April 2022, with an estimated cost of over £20million. This includes:
  - A new multi-disciplinary team (already established), chaired by the Assistant Director of Commissioning, to oversee the Council's response to market instability, safety and risk during the transformation period.
  - The transformation of Supported Living and Housing Related Support, including the development of a long-term strategic commissioning plan.
  - This will ensure that specialist accommodation based services are delivered to meet the needs of people with complex needs. This complements our approach to meeting the

# SAFEGUARDING ADULTS REVIEWS

individual care and support needs of the person rather than their homelessness. For example, their needs could be met in a specialist support accommodation service for people with mental health issues rather than a generic hostel-type service

- Newham housed rough sleepers during the Ministry of Housing, Communities and Local Government's (MHCLG) Covid-19 'Everyone In' directive, which provided a unique opportunity for people to engage with us who wouldn't normally. 195 Rough Sleepers were rapidly accommodated from the street, with a further 40 moved from shared accommodation, no evictions and an offer for all those who remain on the street.
- Since 'Everyone In', 132 people have been supported to move onto more suitable longer-term accommodation. Currently there are 178 people in this accommodation. The commissioning team are developing a number of longer-term accommodation-based options designed to be flexible in response to future funding opportunities.
- In July 2020, we completed the development of the Minimum Data Set (MDS) with Thames Reach, which captures a range of information to enable professionals to monitor the needs of an individual and their progression towards independence. To inform the MDS, individuals are now assessed using the "CHAOS" Index, which is a bespoke tool for assessing the complexity of an individual's need and the Outcome Star, which enables us to better understand both the support need and the aspirations of a person to provide of personalised service. This information has helped us to identify which of the repurposed accommodation best suits the needs of the individual and to support them onto a sustainable accommodation pathway. The accommodation offer will be based on an individual's mental health and support needs etc. and to date c. 500 people have engaged in this process. Capturing this data, will also help us to better design services for individual need in the future.
- Newham's Health and Wellbeing Strategy (2020-2022) focuses on tackling the determinants of health and addressing Newham's major health challenges, with a specific priority on building health promoting housing, including a commitment to reducing homelessness and rough sleeping in Newham.

## FINDING 5:

### **Working with a person when they do have capacity, to understand how they would like to be treated when they are sectioned under the Mental Health Act 1983**

Questions for SAB and partners:

1. Does this happen routinely for people who are able to engage more readily?
2. What are the options for engaging with small neighbourhood organisations in this regard?

## RESPONSE

- East London Foundation Trust (ELFT) Mental Health have steps in place to address this issue, such as Advanced Directives that are particularly useful for people who are care co-ordinated and receiving a lot of input. Part of that care planning is a review of how someone would like to be treated if and when they lose capacity due to an acute mental illness.
- In cases like Peggy's, it can be difficult for the NHS alone to capture how people would like to be treated when detained under the Act because of the brief amount of time they are with ELFT and the coercive circumstances they find themselves in at the time. Through voluntary sector partnerships and greater links with people in primary care, we will be better able to capture expressed wishes for how people would like care to be given when detained.
- In the medium to long-term through our partnerships with the voluntary sector in Newham and through our Primary Care Networks, a major part of that transformation will involve sub-contracts to the voluntary sector. By building those partnerships we make it much more likely that we'll know who these neighbourhood organisations are and establish relationships with them to ensure they can be embedded in our standard care processes. In addition to us knowing who they are, we'll be able to better understand the integral role they play in supporting vulnerable people.
- Dedicated 'Navigators' work intensively with clients who have complex needs, offering a continued single point of contact and support through the pathway system to settled accommodation. Navigators adopt a Make Every Adult Matter (MEAM) approach to deliver better coordinated services to the vulnerable cohort who may display or have undiagnosed trauma. They were created to work with clients with complex cases who

# SAFEGUARDING ADULTS REVIEWS

need more intensive work. There are seven Navigators in place, taking on complex cases where conventional support from the outreach team alone is not sufficient. Navigators have a small caseload of 10 -12 cases to enable them to work intensively with clients to find solutions to the multitude of problems they may be facing. Navigators concentrate on four key elements of: Engagement, Complexity, Vulnerability and Available Options and work closely with each other to coordinate and ensure a seamless service for the client. Navigators will escalate cases to the tasking and Care Planning meeting for further multi-agency support as and when necessary. Navigator support is not a substitute for personal care.

## PROGRESSING TWO SAFEGUARDING ADULTS REVIEWS

### 1. FLUCTUATING MENTAL CAPACITY

Our Board is committed to commissioning SARs with clear focus that have impact on either systems issues or complex areas of safeguarding practice that we know professionals struggle with precisely because they are so complex. As a result we paused on doing further reviews around rough sleepers until we knew exactly where we needed to focus. The Peggy SAR gave us the steer to do more work on fluctuating mental capacity and we used two historic cases of rough sleepers with multiple vulnerabilities to do this. The findings will be used to create training and practice guides in 2021/2022 after a practitioner workshop.

### 2. CARE HOME IMPROVEMENTS

A SAR around two care homes run by the same provider was progressed despite the pandemic. Improvement work began before the SAR started and will be covered in the 2021-2022 Annual Report.

# STRATEGIC PRIORITIES – LOOKING AHEAD

Looking ahead to 2021/22 work, the Board will continue the focus on its existing priorities including those shared jointly with the Childrens partnership strategic priorities. The following are the 2020 – 2023 priorities for the Board and partners.

## NSAB Priorities

### Mental Capacity

Innovate in work around Mental Capacity and drive up standards in the process

### Neglect

Use data to target care settings where safeguarding concerns about neglect are rising; use the data to improve standards and prevent future cases

## Shared priorities with Newham Safeguarding Children's Partnership

### All Age Exploitation

We will co-ordinate and drive forward multi-agency programmes and interventions in Newham which combat exploitation in all its forms e.g. financial abuse, modern slavery, sexual exploitation, criminal exploitation, radicalisation.  
By raising awareness and making the borough a safer place to live.

### Transitions into Adulthood

Empowering vulnerable young people to move from child to adulthood in a safe and positive way, supported by their families

# HOW TO REPORT ADULT SAFEGUARDING CONCERNS

## HOW TO REPORT ADULT SAFEGUARDING CONCERNS

To report abuse, raise a concern about a vulnerable person or to find out more information about safeguarding adults in Newham, visit [www.newham.gov.uk/safeguardingadults](http://www.newham.gov.uk/safeguardingadults) or call the 24 hour safeguarding helpline on **020 3373 0440**.





[www.newham.gov.uk](http://www.newham.gov.uk)