

Minutes of the meeting of Adults and wellbeing scrutiny committee held at Committee Room 1, Shire Hall, St. Peter's Square, Hereford, HR1 2HX on Tuesday 29 January 2019 at 10.00 am

Present: Councillor PA Andrews (chairperson)
Councillor J Stone (vice-chairperson)

Councillors: MJK Cooper, CA Gandy, J Hardwick and D Summers

In attendance: Councillors WLS Bowen, FM Norman and P Rone (Cabinet Member)

Officers: Ewen Archibald, Ben Baugh, Anne Bonney, John Coleman, Kate Coughtrie, Rebecca Howell-Jones, Danielle Mussell and Stephen Vickers

33. APOLOGIES FOR ABSENCE

Apologies for absence had been received from Councillors PE Crockett and JA Hyde.

34. NAMED SUBSTITUTES

Councillor J Hardwick was a substitute member for Councillor PE Crockett.

35. DECLARATIONS OF INTEREST

There were no declarations of interest.

36. MINUTES

RESOLVED:

That the minutes of the meeting held on 27 November 2018 be confirmed as a correct record and be signed by the chairperson.

37. QUESTIONS FROM MEMBERS OF THE PUBLIC

It was reported that one question had been received; the accepted question and response are attached as an appendix to these minutes.

The chairperson thanked Paul Symonds, a Ross-on-Wye Town Councillor, for his question and advised that the question would be considered during the committee work programme item (minute 41 refers).

38. QUESTIONS FROM COUNCILLORS

It was reported that no written questions had been received from members of the council who were not members of the committee.

39. HEREFORDSHIRE SAFEGUARDING ADULTS BOARD ANNUAL REPORT 2017/2018

The chairperson invited Ivan Powell, the Independent Chair of the Herefordshire Safeguarding Adults Board (HSAB), to present the annual report 2017/2018.

Mr. Powell introduced the report, drawing attention to the following:

- i. The function of HSAB was to oversee multi-agency safeguarding arrangements across the county.
- ii. The opportunity to speak to the committee was welcomed, especially in view of the need to raise the profile of adults safeguarding with the public.
- iii. The annual report focused on how HSAB had delivered against the following strategic priorities: partnership working; prevention and protection; communications and engagement; and operational effectiveness.
- iv. Informed by board development days, the annual business plan formed the foundation for the work of sub-groups to deliver outcomes.
- v. Emerging issues included modern slavery and drugs activity and exploitation known as 'county lines'.
- vi. There were issues with consistent attendance at HSAB meetings, especially by the National Probation Service, and Warwickshire and West Mercia Community Rehabilitation Company. It was anticipated that bespoke agenda items would encourage participation at specific meetings going forward.
- vii. Although performance information from the council and health partners was timely and accurate, the police remained unable to provide meaningful data but work was ongoing to address this situation.
- viii. Although noting limitations with the national data set, the 'proportion of people who use services who feel safe' and the 'proportion of people who use services who say that those services have made them feel safe and secure' performance was considered very good.
- ix. There had been a steady reduction in the 'number of concerns raised' but there was still too big a gap between the number of concerns raised and the number progressing to enquiry stage, reflecting over referral by some agencies.
- x. More work was needed to embed 'making safeguarding personal'; HSAB had disseminated Local Government Association toolkits to partner agencies.
- xi. Another area of work would be to triangulate the type of risk, the location of risk, and the person presenting the risk.

Mr. Powell responded to questions from committee members, the principal points of the discussion included:

- a. The chairperson sought clarification about the following paragraph in the foreword to the annual report 'We also have more to do to secure the engagement and feedback from adults who have been involved in safeguarding so that we can learn from their experiences. Healthwatch are leading on this work locally and I am determined that we will build on what has been a slow start for this piece of work.' Mr. Powell advised the committee that, informed by the exemplary work of Cheshire East Safeguarding Adults Board, HSAB had tried to secure engagement

and feedback in previous years but this had not been effective; it was challenging to obtain experiences without retraumatising the individuals concerned. Healthwatch Herefordshire had offered to support this process and a short survey had been developed to prompt appropriate conversations. The number of respondents remained low but represented an improvement on the previous approaches.

Mr. Stead added that Healthwatch Herefordshire would continue to support this initiative and hoped that the independence of the organisation would encourage more people to come forward.

- b. It was suggested that 'good neighbour schemes' could be utilised to help support people in their communities. Mr. Powell, referring to the community broker scheme and the principles of social prescribing, said that there was commitment to engage with good neighbour schemes but there had to be appropriate checks and balances. He added that HSAB was engaging with parish councils and encouraging them to include safeguarding information within their publications.
- c. It was questioned why, in the case study 'demonstrating the benefits of a safe and well check', Cadent had not been contacted initially. Mr. Powell explained that the safe and well visits were operated by Hereford and Worcester Fire and Rescue Service along the principles of proportionality and empowerment. The system was being evaluated by Worcester University and observations would be fed back.
- d. Mr. Powell advised that he did not have specific details of the Practice Learning Review referred to in the report (page 36 of the agenda pack) but any learning would be reported in next year's annual report.
- e. It was explained that over referral resulted from a lack of understanding of when certain circumstances met the adult safeguarding threshold or some other activity might be required. Reference was made to the work by the independent chair with the national police lead on adults safeguarding, and to a new police service policy on adults safeguarding.

The director of adults and communities emphasised that over referral was a sector wide issue and it remained a significant challenge for the system which HSAB should continue to focus on.

- f. Mr. Powell said that non-attendance at HSAB meetings was not necessarily an issue, as long as the agencies were contributing to adults safeguarding work through sub-groups and other conversations. He added that the structure and arrangements for meetings would be kept under review.
- g. Mr. Powell commented on the value of the multi-agency approach and engagement by the partner organisations which had resulted in improved performance, good attendance at Joint Safeguarding Practitioner Forum, and a workforce that was increasingly working cohesively.
- h. HSAB did not have training offer itself but did set out a competency framework which partner agencies were required to meet.
- i. Referring to the strategic priority on communications and engagement, the chairperson questioned the extent to which HSAB had 'engaged with councillors with regard to both their responsibilities to their communities and their councils with regard to safeguarding'. Mr. Powell advised that a suite of resources had been developed and he would welcome any opportunity to raise the profile of safeguarding.

- j. It was noted that the police had conducted a substantial investigation into county lines activity during the year and assurances that had been sought that vulnerable adults were being treated appropriately. Mr. Powell said that he was due to meet with the Superintendent for Herefordshire to go through the cases.
- k. In terms of publicity, Mr. Powell made reference to the websites for the Herefordshire safeguarding boards and for Wellbeing Information and Signposting for Herefordshire, and information disseminated by the local authority and parish councils. The director of adults and communities said that the council's website prominently displayed 'protect someone' information, including 'protect an adult'. It was noted that more could be done to raise awareness collectively going forward.
- l. In terms of the future, Mr. Powell commented on the need for: consistent understanding of what constituted safeguarding; resilient communities to help people to stay independent for as long as possible; a national approach to modern slavery; and awareness of the impact of abuse and neglect on people's lives. In response to a question, Mr. Powell outlined the complexities of incidents of modern slavery and acknowledged that this could be explained in future reports.

In response to a suggestion from the chairperson, the democratic services manager and statutory scrutiny officer advised that there would be mandatory training in the next council term on safeguarding for children and young people and for adults, and this could include an overview of the work of HSAB. The committee was advised that an induction timetable for new councillors had been developed and would be published on the council's website.

The committee thanked Mr. Powell for the comprehensive annual report and, in particular, welcomed the inclusion of case studies.

RESOLVED: That an overview of the work of the Herefordshire Safeguarding Adults Board be included in the mandatory training for councillors on safeguarding during the next council term.

40. DOMESTIC ABUSE STRATEGY 2019-2022

The chairperson welcomed the involvement of members, from the adults and wellbeing scrutiny committee and the children and young people scrutiny committee, in workshops to inform the development of this updated strategy.

It was reported that, as strategic delivery and leadership would be provided by the Community Safety Partnership, it would be for general scrutiny committee to monitor implementation going forward; statutory community safety and policing scrutiny powers were delegated to that committee. In view of the recently formed adults and communities directorate, the chairperson considered that the scrutiny committee remit should be reviewed. The chairpersons of the general scrutiny committee and of the children and young people scrutiny committee concurred that safeguarding matters should be delegated to the most appropriate scrutiny committee.

The senior commissioning officer gave a presentation, updated to reflect recent feedback, and drew attention to the following:

- I. The work had been led by adults and communities but had been developed in conjunction with other teams and partner organisations.
- II. This was a complex issue and, with no single place that a person might disclose domestic abuse, a shared approach to identifying and responding to domestic

abuse was of vital importance. It was a high priority across the public sector and emergency services but no additional resources were available for implementing the strategy.

- III. An overview was provided of the research and engagement activity undertaken; details of the discussions with stakeholders were included in an appendix to the strategy and would inform the development of the action plan.
- IV. It was reported that significant progress had been made to achieve the outcomes in the 2014-17 strategy and outstanding actions had been incorporated into the 2019-22 strategy.
- V. It was recognised that many incidents were not reported to the police. In the year ending March 2017, West Mercia Police recorded 3,071 victims but it was estimated that, applying national self-reported prevalence rates, there were approximately 5,900 victims aged 16-59 in the county. In England and Wales, 16 to 19-year-olds were most likely to say that they had experienced domestic abuse in the last year but it was anticipated that, due to Herefordshire's demographics, there could be an older age profile of potential victims in the county.
- VI. Following feedback from the Community Safety Partnership, a revised shared vision was suggested as follows: 'Our shared vision is that domestic abuse *is unacceptable to people and communities in Herefordshire* and the harm it causes will be prevented as people and communities: understand and have the skills to establish healthy relationships; recognise and reject all forms of domestic abuse; and seek, are offered and receive effective help and support early.'
- VII. An overview was provided of the priorities of prevention, provision of service, and partnership working. It was noted that the published presentation referred to the fourth priority as 'criminal justice' but this should read 'pursuing perpetrators'.

There was a brief discussion about the complexities of managing risks to individuals, especially where victims chose to remain in relationships, and the cultural differences that could exist between some urban and rural environments.

- VIII. The Community Safety Partnership would retain strategic oversight and would task the multi-agency Domestic Abuse Delivery Group to develop and implement annual action plans.

The principal points raised during the discussion included:

- A. In view of the increased level of risk and potential implications for children's mental health, the level of support provided to pregnant women and new mothers was questioned. It was confirmed that midwives and health visitors were expected to ask questions in relation to domestic abuse.
- B. The director of adults and communities commented on the strategic direction of mainstream services to equip professionals to identify issues and respond appropriately, not only to keep people safe but also to ensure that services were accessible to all and to narrow health inequalities.
- C. It was noted that there had been engagement with families attending groups at children's centres in Hereford, Ross and Leominster but the extent of engagement with people in more rural communities was questioned. The senior commissioning officer confirmed that service users of the local domestic abuse support service had provided insight into their experiences but acknowledged ongoing challenges around engagement.

- D. A committee member commented on the pressure on some young people, possibly exacerbated by social media, to remain in potentially abusive and controlling relationships. The senior commissioning officer commented on national guidance on relationships and health education in schools but recognised that a better understanding was needed of the offer provided by schools.
- E. The vice-chairperson of the children and young people scrutiny committee commented that, with reductions in youth services, there were perhaps fewer opportunities to address inappropriate behaviours. In response to a question, the senior commissioning officer explained that the action planning process to be undertaken by the Domestic Abuse Delivery Group would consider issues relating to hard to reach groups and people with additional vulnerabilities.
- F. In response to a question from the chairperson, the senior commissioning officer advised that the responses of registered social landlords in terms of providing appropriate housing solutions needed to be explored in more detail. It was noted that emergency refuge accommodation could be accessed but there were challenges for such provision in more rural areas, especially around security and anonymity; arrangements for out-of-county placements were outlined.
- G. In terms of encouraging people to disclose, the senior commissioning officer reiterated the importance upskilling of a wide range of professionals to identify and respond to domestic abuse.
- H. The chairperson invited the chair of Healthwatch Herefordshire to consider using the regular article in the Hereford Times to raise the issue of domestic abuse in the print media, as access to online resources might be denied to some victims. Mr. Stead said that he would be happy to do this in principle.
- I. There was a brief discussion about the complexities of post-traumatic stress disorder, the periodical reposting of families, cultural barriers to disclosure, and how the strategy could be implemented within the local context.
- J. In response to a question, the senior commissioning officer outlined some of the pathways available to address domestic abuse and noted that solutions were very much individualised to take account of factors such as the resilience of victims and receptiveness of perpetrators to change their behaviours.
- K. It was anticipated that the strategy and the delivery group would help to align the partner agencies and representatives would be responsible for driving change within their own organisations.
- L. A committee member suggested that more could be done to promote the domestic abuse support service in rural areas, such as posters in public houses and community facilities. The senior commissioning support officer commented that the delivery group would consider communication and awareness building as part of its action planning.

RESOLVED: That

- 1) the adults and communities directorate work with Herefordshire Healthwatch to facilitate an article in the local press about domestic abuse and the support available;**
- 2) the Domestic Abuse Delivery Group be encouraged to explore opportunities to promote the domestic support service in rural areas;**

- 3) **the constitution review group be invited to reconsider scrutiny committee remits as they relate to safeguarding and community safety matters; and**
- 4) **an update be provided to committee members on progress with the implementation of the strategy during 2019/20.**

41. COMMITTEE WORK PROGRAMME 2018/19

The chairperson introduced the item and drew attention to the following:

Updated work programme 2018/19

1. The updated work programme included an additional meeting on 4 February 2019 to consider the alternative budget proposal 2019-20 submitted by the It's Our County group.

Question from Paul Symonds

2. In view of the question, 'Would the committee consider building into its work programme the review and scrutiny of the decision by Wye Valley NHS Trust to close a number of Minor Injury Units (MIU) in the county?', the observations of NHS Herefordshire Clinical Commissioning Group (CCG) had been sought on the matter.
3. It was reported that the acting director of operations of the CCG had commented that the temporary closure was in effect and would re-open on 26 April 2019 and the volume of people supported by the MIU in Ross-on-Wye and Leominster was very low.
4. The chairperson proposed that a report on emergency and urgent care, including the MIU, and on the broader performance of Wye Valley NHS Trust, be brought back to the committee during the new council term.

Request from the audit and governance committee

5. The audit and governance committee, in considering corporate and directorate risk registers (minute 348 refers), had requested the scrutiny committee to consider including delayed transfers of care and care home ratings in its future work programme.
6. The chairperson proposed that these topics be considered by the scrutiny committee as part of its work programming session during the new council term.
7. The chairperson advised that the director of adults and communities had made a draft presentation available for circulation to scrutiny committee members on the care market.

Response of the CCG on NHS Continuing Healthcare (CHC) Framework in Herefordshire recommendations

8. It was reported that, following the 20 September 2018 meeting, recommendations were submitted to the CCG. The chairperson had received a letter in response from the managing director of the CCG dated 16 November 2018.
9. The chairperson commented that it was disappointing that, given the recommendation 'The CCG be requested to influence the report of the NHS

England to be a system review and to include the local authority in that review', work had gone ahead without the local authority being involved. She added that, whilst CHC may be led by the CCG, it required a system wide understanding and response. Nevertheless, it was encouraging that staff training and new working arrangements had been put in place since the joint review.

10. It was requested that a joint CCG and local authority update on the report findings be provided as part of the scheduled item on health and care system leadership, integration and the better care fund.

RESOLVED: That

- 1) **the updated work programme for 2018/19 be approved;**
- 2) **Herefordshire NHS Clinical Commissioning Group and Wye Valley NHS Trust be requested to prepare a report on emergency and urgent care, including the Minor Injury Units, and the broader performance of Wye Valley NHS Trust for consideration during 2019;**
- 3) **the scrutiny committee considers including delayed transfers of care and care home ratings in its work programme for 2019/20; and**
- 4) **a joint CCG and local authority update on the Continuing Healthcare report findings be provided as part of the scheduled item on health and care system leadership, integration and the better care fund.**

42. DATE OF NEXT MEETING

Monday 4 February 2019 at 10.00am.

The meeting ended at 12.05 pm

Chairperson

Public questions to adults and wellbeing scrutiny committee - 29 January 2019

Question

Paul Symonds, Ross-on-Wye

Would the committee consider building into its work programme the review and scrutiny of the decision by Wye Valley NHS Trust to close a number of Minor Injury Units in the county?

Response

Councillor PA Andrews, chairperson of the adults and wellbeing scrutiny committee

Thank you for your question. The scrutiny committee is responsible for setting its own work programme and shall have regard to the resources and time available. Therefore, this suggestion will be considered as part of agenda item 9, committee work programme.

For background information, a briefing note issued by Wye Valley NHS Trust and Herefordshire Clinical Commissioning Group is included in the agenda supplement.

