

Speak up • Speak out
We can help



Edinburgh Adult Protection Committee

Biennial Report 2018-2020

Contents

1. Foreword by Chair	Page 3
2. Introduction	Page 4
3. Legal Requirements	Pages 5-14
4. Data Analysis of Harm	Pages 15-22
5. Outcomes, Strengths and Challenges	Pages 22-26
6. Looking Forward	Pages 27-30
7. Summary and Conclusion	Pages 30-31
8. Appendices	Page 31

Foreword by Chair

This report outlines the activities of the Edinburgh Adult Protection Committee for the period 2018-2020. We have reflected on our achievements for the past two years as well as areas for improvement.

The latter part of the period presented extraordinary challenges for the work we have undertaken across all partner agencies and has required us to adapt to rapidly changing circumstances. This report will reflect our wider achievements and aims, as well as what we achieved in response to the unusually testing circumstances of the Covid-19 pandemic. We have produced a simplified and focused improvement plan which includes the recognition that although Adult Protection has a core function, there are cross-cutting issues with other aspects of public protection, and a multi-agency approach is crucial.

Our vision for the protection of adults at risk has been informed by national priorities, including the Scottish Government's Adult Support and Protection Plan which was published in October 2019. We have also identified areas for improvement locally through Initial and Significant Case Reviews as well as audit and review of our services. This report reflects on our practice and will look forward to the year ahead. For the coming year we plan to continue to implement the actions in our improvement plan. The Biennial Report will outline our priorities for the future.

Anne Neilson

Chair, Edinburgh Adult Protection Committee

October 2020

Introduction

This report will describe the activities of the Adult Protection Committee in the period between April 2018 and March 2020 under four headings; Legal Requirements, Data Analysis of Types of Harm, Outcomes Strengths and Challenges and Looking Forward. The Committee has undertaken work in relation to its statutory functions including the facilitation of a comprehensive multi-agency training programme, reviewing practice and procedure, and strengthening multi-agency relationships and co-operation, for instance through the Inter-Agency Referral Discussion process.

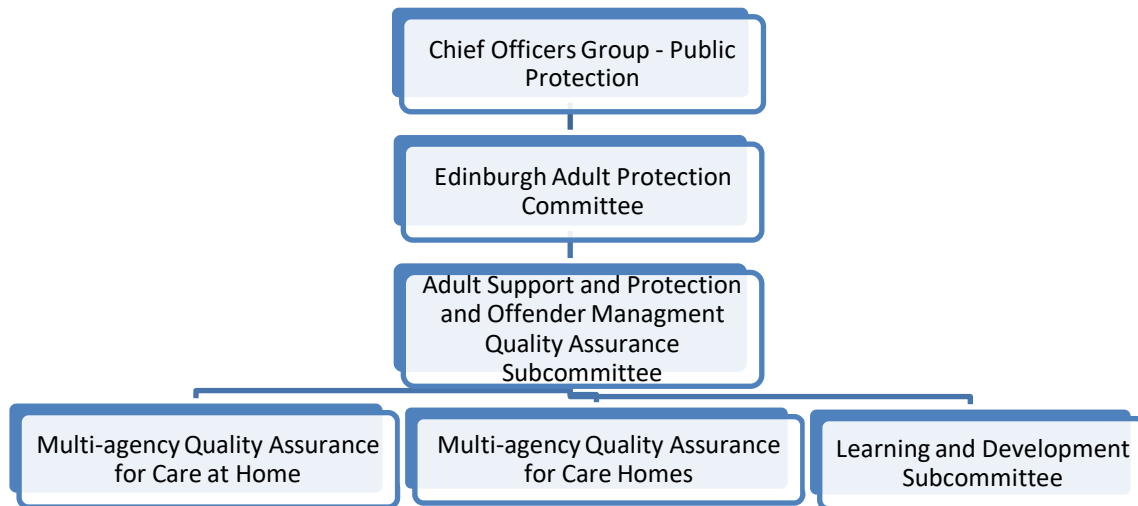
Self-evaluation, including a case audit, has informed improvement activity and a new improvement plan has been devised and implemented in 2020. There have been eight Large Scale Investigations and seven Initial Case Reviews processed by the Committee in the reporting period. These have informed further improvement activity.

Despite some challenges, the Committee has responded to identified types of harm, for instance in developing protocols and training around hoarding and human trafficking, and public communication in response to an increase in cases of 'cuckooing'. The report highlights case examples where there have been positive outcomes recorded, including feedback from individuals with lived experience. The Committee recognises the need to better involve individuals with lived experience in Adult Protection work. Looking forward, the Committee will focus on improvement in this area.

The Coronavirus pandemic has presented challenges across all areas of Adult Protection work, but the Committee has worked collaboratively to ensure that work has continued effectively. Significant effort was made to move training and case conferences online and guidance was provided to staff undertaking Adult Protection work. The Committee has adapted to the challenges presented and is looking forward positively to future improvement activity, as outlined in this report and in the Committee's improvement plan.

Legal Requirements and Statutory Functions

Structure and Functions of the Adult Protection Committee



The Committee is an inter-agency strategic partnership, responsible for the design, development, distribution, dissemination, implementation and evaluation of adult protection policy and practice across the public, private and wider third sectors in the City of Edinburgh. Through local structures The Committee provides individual and collective leadership and direction for the management of adult support and protection services. The Committee is made up of senior representatives from across all key areas and partners concerned with the care and protection of adults. The Adult Protection Committee reports to the Edinburgh Public Protection Chief Officers Group (COG).

The Committee has a central role in taking an overview of adult protection activity in Edinburgh and making recommendations to ensure that activity is efficient and effective. The committee has a range of statutory duties, which include:

- Reviewing adult protection practices
- Improving co-operation
- Improving skills and knowledge
- Providing information and advice
- Promoting good communication

Quality Assurance and Self-Evaluation

Whilst individual agencies have responsibility for the quality assurance of their own service, the Committee has responsibility for the development and implementation of inter-agency quality assurance mechanisms through a programme of planned activity. The Quality Assurance Subcommittee is a central coordination point for this work and reports directly to the Adult Protection Committee. Its responsibilities include;

- agreeing, implementing, and reviewing multi-agency quality assurance mechanisms for inter-agency work, including auditing against a framework of specific and national standards
- ensuring that the quality assurance mechanisms contribute directly to the continuous improvement of services to protect adults
- consideration of the findings and lessons from inspections
- coordinating and overseeing initial case reviews and making recommendation to the APC
- consider learning and service improvements generated from large scale investigations
- report on the outcome of the quality assurance processes and make recommendations to the Adult Protection Committee
- consider the national context

Improving Skills and Knowledge

A redesign of the Adult Support and Protection training suite of courses and workshops was undertaken throughout 2018-19 and has continued into 2020. The focus of the training is to increase the confidence of frontline staff when making decisions which determine whether to progress to Interagency Referral Discussion (IRD) under Adult Support and Protection (ASP) measures. This activity has been supported through locality-based consultation and practitioners' events, facilitated by the Adult Protection (AP) senior practitioners.

In 2019 eight practitioners (five senior social workers and three social workers) completed the Adult Support and Protection module which is part of the Applied

Professional Studies course at Stirling University. Six further places have been secured for the course commencing January 2021.

In December 2019 an external consultant was commissioned to review the Level 1 and Level 2 training and to provide a 'Training for Trainers' course. This was in response to the challenges encountered in providing Level 2 training due to workload pressures. Practitioners who have undertaken the Adult Protection module at Stirling University will deliver the training. This will build sustainability into the Adult Protection training programme. The Covid-19 pandemic delayed the anticipated delivery of the programme. However, Level 2 training sessions have now commenced on-line and the 'Training for Trainers' programme will begin in November 2020.

Human Trafficking awareness raising continued throughout 2019, co-delivered by Council Officers and Police Scotland reaching in the region of 150 professionals from across a range of statutory, voluntary and third sector organisations.

The Covid-19 pandemic created challenges for the training programme due to social distancing restrictions. However, since May 2020 Level 3 training has been successfully delivered using videoconferencing and feedback from participants has been positive. Importantly, this on-line training has created twenty-one new Council Officers to date which will increase service resilience.

Reviewing Adult Protection Practices and Procedures

ASP Case File Audit September 2019

In May 2019 the Adult Protection Committee commissioned a large-scale Adult Support and Protection Audit, supported by the Head of Service for the Edinburgh Health and Social Care Partnership. The audit took place in September 2019 and focused on learning from four identified practice areas:

- practice from point of referral to closure, including local and statutory timescales;
- thresholds;
- decision-making;

- outcomes for the service user involved.

A model of file reading was used which mirrored that adopted by the Care Inspectorate as part of the thematic review of Adult Protection services. This involved moderated file reading, where two readers read a file and discussed and compared findings, which leads to a more consistent approach, critique, and tolerance of reviewing practice records. The Committee and the Edinburgh Health and Social Care Partnership continue to work together to focus on improvement activity identified by the audit particularly in the areas of recording, defensible decision making and identification of harm. Focus groups are being held involving frontline operational staff and managers in the Edinburgh Health and Social Care Partnership in order to ascertain their opinions on how improvements can be made and sustained, with the aim of developing and carrying forward an agreed improvement plan.

Pan Lothian Large Scale Investigation (LSI) Protocol

A Lothian wide Short Life Working Group chaired by the Chair of Edinburgh APC was established to develop a Pan Lothian LSI Protocol with the aim to provide consistency of practice across the geographical area. The protocol is near conclusion and will be implemented from November 2020.

Covid-19 Interim Guidance

The Covid-19 pandemic has had significant implications for all areas of Adult Protection activity since the social and physical distancing restrictions were put in place by the Scottish Government on 23rd March 2020. The Committee recognised the need for leadership and an immediate response. A Senior Manager's Strategic Oversight Group was established and initially met weekly to consider priorities in the face of a rapidly changing situation. Interim Adult Protection guidance was developed and disseminated in relation to face to face adult protection work and for the management of Adult Protection Case Conferences. A significant effort was made to quickly secure fast track access to Microsoft Teams for fifty-four staff across the Edinburgh Health and Social Care Partnership and Community Justice services who were likely to be responsible for chairing Adult Protection Case Conferences. Microsoft Teams was also made available to staff within NHS Lothian and Police

Scotland as appropriate. This has been successful and allowed for the continuation of robust safety planning for adults at risk of harm using the videoconferencing platform.

Adult Protection Safety Assessment

The safety assessment template has been revised and updated, following feedback from Social Workers and Occupational Therapists employed by the Edinburgh Health and Social Care Partnership, to be used in advance of Case Conferences. A chronology has been added, which will aid participants understanding of the Adult Protection Case Conference and manage contextual and actual risk and develop SMART safety plans. The assessment template was implemented in April 2019 and has been reviewed. Work is ongoing which aims to further streamline this process and avoid duplication of recording for practitioners.

Providing Information and improving co-operation

There is a joint approach to multi-agency working and a strong commitment to adult protection improvement work by colleagues in Edinburgh across all agencies. There is recognition of the cross-cutting aspects of public protection across all of the Public Protection Committees with an aim to facilitate co-operation and collaboration between agencies to improve outcomes for adults in need of protection in Edinburgh.

A fundamental strength in Edinburgh is the Inter Agency Referral Discussion (IRD) which takes place when a multi-agency investigation and safety plan is required. This key process involves close co-operation between social work, police and health professionals and is described in more detail in section 4 of this report 'Outcomes Strengths and Challenges'.

The NHS Adult Support and Protection Advisor works closely with the Adult Protection Lead Officer and other NHS colleagues contributing to Large Scale Investigations, Initial and Significant Case Reviews and all Committee work streams where appropriate.

The police Risk & Concern Hub and IRD Desk are related but discrete functions forming part of the Police Public Protection Unit in Edinburgh. The Risk & Concern

Hub is central to the collation, assessment and dissemination of concerns, referring on, where appropriate or necessary, to both external partners and to the IRD Desk internally for consideration of IRD. There is a dedicated team of experienced officers who work on the IRD desk and these staff participate in Committee activity wherever appropriate, and the fortnightly Adult IRD Review is attended by the Detective Inspector.

Representatives from the third sector have formally contributed to the work of ASP since 2013 through membership of the ASP Committee and the Learning & Development Sub-Group. This aims to ensure that adult protection issues are embedded within the development and delivery of services within the voluntary sector, volunteering in the voluntary and public sectors and social enterprise in Edinburgh.

During the Covid-19 pandemic the Lead Officer has communicated regularly with third sector representatives and provided guidance on Adult Protection issues which arose due to the unusual circumstances. Third sector representatives have an integral role in formulating the Committee's improvement plan and have informed and contributed to the Committee's improvement work. In addition, the Committee has welcomed a new member who represents the advocacy organisations in the city.

Criminal Justice colleagues work closely with the Committee to ensure co-operation in cases where there are offending issues along with vulnerabilities and Adult Protection concerns. The Adult Protection Lead for Criminal Justice attends the eIRD Review Group which reviews open Inter-agency Referral Discussions on a fortnightly basis. The example below illustrates multi-agency co-operation to achieve a safe outcome.

Case Example

An older individual with a history of offending had been managed successfully in the community by police colleagues for some years. He began to exhibit concerning behavior. It was apparent that he was developing dementia which put him at risk as well as making his risk of reoffending unpredictable. Criminal Justice and Health and Social Care colleagues worked along with health and police colleagues to develop a safety plan under the Multi-Agency Public Protection arrangements and use of the Adults with Incapacity Act. This safeguarded the individual and provided him appropriate assessment and support as well as protecting others.

The Committee includes representatives from housing and the Scottish Fire and Rescue Service (SFRS) who have been involved in Committee improvement activity and have contributed to Initial and Significant Case Reviews. The SFRS has been involved in devising a new hoarding protocol which is currently in development.

The private sector is involved in Committee work through the Learning and Development Sub Committee which has a member representing private sector care provision.

Large Scale Investigations

There were eight Large Scale Investigations undertaken during the reporting period. The care settings have been in care homes, an NHS facility and care at home provision.

Themes emerging from the care at home investigations were:

- Quality and consistency of care provision and manual handling
- Missed visits
- Management of medication
- Leadership issues
- Recruitment and retention and lack of robust recruitment processes
- Harm not recognised or reported appropriately
- Lack of understanding of adult protection

Themes from the Care Setting LSIs were in relation to:

- manual handling practices,
- low staff morale;
- changes in management;
- leadership issues
- environmental issues
- harm not recognised or reported appropriately or timeously

In the main providers worked closely with the LSI group to address the issues raised and have demonstrated improvement although a few have struggled to recognise or accept the LSI findings or offers of support. A considerable amount of support and guidance has been provided by the multi-disciplinary/agency team to facilitate improvement and this has been successfully achieved in several cases with care inspection grades increasing as a direct result of intervention.

A care home for people with learning disabilities received poor and unsatisfactory grades on inspection by the Care Inspectorate in 2018. The Large Scale Investigation group facilitated multi agency support for an improvement plan which looked in detail at the needs of individual residents. Improvements in leadership and to the environment were supported which has resulted in increased grades on the most recent inspection.

A challenge for Large Scale Inquiries is identifying how to ensure sustained improvement at the point of conclusion of the inquiry. There are examples where providers have demonstrated improvement and accepted support but have been unable to sustain improvements over time. The Committee would welcome national research into the effectiveness of large-scale inquiries being able to sustain improvement over time.

There have been seven Initial Case Reviews initiated during the reporting period and one Significant Case Review. The following themes emerged:

- Lack of recognition of escalation of harm
- Case closure due to withdrawal and disengagement
- No implementation of multi-agency decision making or safety planning procedures
- Barriers to support when in the criminal justice system
- Poor Information sharing and record keeping
- Lack of a trauma-informed response to someone who was presenting as homeless.

The actions generated by Initial Case Reviews (ICRs) and Significant Case Reviews (SCRs) are monitored through the Quality Assurance Group subgroup reporting the APC. Some actions have included;

- Communication via Adult Protection training to increase the profile of, and confidence to use the escalating concerns procedure via training and case consultation. Escalating Concern workshops held.
- Change to practice and procedure when people are awaiting a Court hearing/mental health assessment and substance misuse rehabilitation. Previously rehabilitation support was delayed if there were ongoing court proceedings. There has been agreement by Mental Health Substance Misuse Managers that service users in this situation will be now engaged if they are motivated for detoxification and rehabilitation.
- Increased emphasis in training and refresher training programme to clarify for staff when to use a single agency or multi-agency response and how they inform an effective risk management plan. This emphasis has been incorporated into level 2 and level 3 Adult Protection training.
- Primary care staff and district nursing leads were briefed about an ICR and information was recirculated about the risk of severe and fatal burns with paraffin containing and paraffin-free emollients.
- Inclusive Edinburgh is investing in a trauma-informed response across the service and now give particular attention to people who do not take up the offer of accommodation.

Protection Orders

There have been eighteen protection orders over the reporting period. These allow police, health and social work professionals to gain access to adults at risk of harm; remove individuals from situations of serious harm; and ban other people from subjecting them to abuse and exploitation. Edinburgh has used banning orders with powers of arrest to good effect in various cases over the reporting period and there have been positive outcomes for service users.

Case Examples:

Banning orders with powers of arrest have been used to support an individual with dementia to remain safe from physical and financial abuse which had been going on for some time and was perpetrated by a family member. A supportive family member expressed that the banning orders had been 'successful' in keeping the perpetrators away and keeping the individual safe from further harm.

Another individual with learning disabilities has been protected from honour based violence and sexual abuse by the use of banning orders with powers of arrest.

This individual was able to express that now they 'have freedom' and that they feel they are 'looked after'.

An individual with physical disabilities was being financially abused by an associate, finding it difficult to say 'no' to this person and allowing them into their home. The allocated social worker wrote in a practice evaluation that the individual agreed to the banning order and since it was implemented there were no further issues as the perpetrator stopped visiting.

3. Data Analysis of Types of Harm

In Edinburgh the type of harm is recorded at the point where an investigation has been instigated and an Inter-agency Referral Discussion is undertaken. The information in the tables shown below is taken from the full data report which is attached as **Appendix 1**.

	2016 - 2018		2018-2020	
	Count	%	Count	%
Financial Harm	183	23.6%	173	20.8%
Psychological harm	121	15.6%	63	7.6%
Physical harm	181	23.4%	242	29.1%
Sexual harm	87	11.2%	113	13.6%
Neglect	72	9.3%	116	13.9%
Self-harm	106	13.7%	64	7.7%
Other	25	3.2%	62	7.4%
Total	775	100.0%	833	100.0%

Physical Harm

Physical harm is the type of harm most often recorded (29.1%) in Edinburgh and this figure has risen by 5.7 % since the last biennial reporting period between 2016-2018.

The Adult Protection Committee has agreed to begin recording domestic abuse as a type of harm. Domestic abuse is recorded as a type of harm on the child eIRD system in Edinburgh, and it has been found to be a significant issue for child protection with 27% of child eIRDs having domestic abuse marked as a concern in 2018. This has informed the Child Protection improvement plan and led to increased focus on the 'Safe and Together' model, which is a model for domestic violence informed practice. The Committee agreed it would be useful for Adult Protection to analyse the prevalence of domestic abuse and to inform work around gender-based violence. There is further work to be done to ensure that practitioners understand the link between experience of complex trauma and safeguarding capacity, which is described by the National Trauma Training Strategy (see Trauma Informed Practice section below). The Adult Protection Lead Officer attends the Violence Against

Women and Girls Partnership Committee, aiming to strengthen professional links in this area and to take part in cross cutting work streams. There are significantly more women than men subject to Adult Protection investigations in Edinburgh with an approximate 60/40 split as evidenced by the table below.

	2016 - 2018		2018-2020	
	Count	%	Count	%
Female	474	61.2%	502	60.3%
Male	301	38.8%	331	39.7%
Not recorded	0	0.0%	0	0.0%
Total	775	100.0%	833	100.0%

Case Example:

An older woman with dementia was removed from a situation where there had been a long history of significant domestic abuse, including physical violence. There were concerns regarding isolation and serious neglect of her health and wellbeing. Adult Protection measures and use of the Adults with Incapacity Act allowed her to be taken to a care home where she was able to express that she enjoyed being there and enjoyed 'talking to all the people'.

Sexual Harm

Sexual harm has increased slightly (2.3%) in the current reporting period. This may be due to an increase in cases of sexual exploitation being brought to the attention of agencies. It may equally be because of improved awareness amongst professionals. Social Media has also escalated the potential for sexual harm. This can be a difficult area for professionals to navigate in relation to balancing risk and rights. In Edinburgh multi-agency colleagues work closely together, including health professionals who are trained in assessing capacity and working with individuals where possible to increase their understanding and knowledge of how to keep themselves safe.

Case Example:

An individual with a brain injury was exchanging messages of a sexual nature with another individual online. The family discovered this and reacted in a way which curtailed the individual's freedoms including removal of their access to social media. The Adult Protection process allowed for the development of a safety plan which included a psychological assessment the individual's level of understanding and specialist support with safeguarding skills. An advocate facilitated the individual to be able to express wishes and work was done to support the family to understand that the individual had rights to a relationship as well as to be safe.

Human Trafficking and Modern Slavery

Edinburgh has a comprehensive multi-agency support protocol for victims of human trafficking (children and adults) in place. Anyone who is known or believed to be at risk of forced marriage, human trafficking or sexual exploitation, regardless of the existence of a health condition or other vulnerability, will be subject to an Inter-Agency Referral Discussion (IRD). Human trafficking, sexual exploitation and modern slavery have been included in Adult Protection training. Further multi-agency training in human trafficking and modern slavery is planned for 2021 as part of the Committee's IRD workshop programme and will be led by police colleagues. The workshop will explore ways that multi-agency colleagues can usefully work together in this area.

Financial Harm

Financial Harm has decreased slightly (2.8%) since the period between 2016-18 but remains the second highest recorded type of harm (20.8%). Online fraud and targeted scams by criminal gangs have increased. Edinburgh is currently developing a digital strategy aimed at preventing digital related harm and protecting online wellbeing for everyone in the city. The Adult Protection Lead Officer will be involved in the development of this strategy, which will also relate to prevention of sexual harm due to on-line grooming.

'Cuckooing'

There is concern about an apparent increase in the practice known colloquially as 'cuckooing', whereby people take over the home of someone they have targeted because they have vulnerabilities, often for criminal purposes. This can be very challenging where a person is unable to safeguard themselves or their property but may be unwilling to work with professionals because of fear and undue pressure. The Committee has released a press briefing and communications on social media in relation to this issue to raise public awareness of signs and where to report. The Committee will continue to explore ways to work with multi-agency colleagues in responding to this developing issue.

Suicide

National figures provided by NHS Information Services Division indicated that there was a 15% rise in suicide in Scotland in 2018. Edinburgh has delivered suicide prevention training throughout the reporting period using both the safeTALK and ASSIST (Applied Suicidal Intent Skills Training) models and facilitated by one of the Adult Protection Senior Practitioners. There is recognition that there remains a high degree of stigma around suicide and professionals often lack confidence or sometimes minimise the risk. The aim is to increase staff confidence in identifying and assessing risk of suicide and intervening as appropriate. There is concern that suicide rates may rise during times of economic and social uncertainty, and such circumstances have been caused by the pandemic. In order to consolidate learning the Adult Protection Senior Practitioner is currently delivering post suicide prevention training facilitated discussions on a monthly basis to Edinburgh Health and Social Care Partnership staff. Access to on-line training has also been provided.

Self-Neglect and Hoarding

The recording of 'neglect' as a type of harm has rising by 4.6% since the previous reporting period. Over the reporting period there was a 4.4% increase between 2018 and 2019. This upward trend may be due to a greater recognition by professionals of self-neglect as a type of harm. Training and practice guidance in Edinburgh emphasises the need to recognise self-neglect as a form of harm. Hoarding is closely related to self-neglect and Edinburgh has a new Hoarding protocol in development and training planned to raise practitioner awareness of potential adult

protection issues and effective ways to work with people who hoard. It has been identified that a common response to hoarding has been to organise a professional 'deep clean' of the property. This does not address the hoarding however, and it is likely that the person will simply begin to collect again. The protocol recognises the need for a person-centered approach as hoarding is often connected to experience of trauma. The protocol has been developed in conjunction with the Scottish Fire and Rescue Service and will be implemented in the next reporting period.

Case Example

An Adult Protection safety plan was developed for an individual who has a history of hoarding items purchased online. A person-centered approach has allowed for establishment of trust and the individual has been supported at his own pace to work toward clearing his home. He has expressed that he is 'feeling more positive' and he now feels he has more to look forward to and is motivated. He wishes to have his home sorted for Christmas 2020 and did not think possible before professional involvement. He wants to enjoy cooking and preparing meals more.

Trauma Informed Practice

The Committee is committed to engaging with the National Trauma Training Strategy and how it relates to Adult Protection. The Committee is actively looking at ways to increase understanding of trauma and how it relates to people's ability to make informed decisions and to protect themselves. The Lead Officer and Senior Practitioner are working with NHS colleagues who are experts in this area in order to inform ongoing Adult Protection improvement activity. The intention is to incorporate trauma informed practice into training, workshops and guidance.

Place of Harm

The table below shows that the location where harm has taken place in 56.1% of investigations in the reporting period is the individual's own home. The next most likely location is a care home, and this increased from the previous period from 7.9% to 15.1%. Managers of care homes have been encouraged to attend Level 2 training so this could be due to increase awareness and reporting.

	2016 - 2018		2018-2020	
	Count	%	Count	%
Own home	467	60.3%	467	56.1%
Other private address	44	5.7%	68	8.2%
Care home	61	7.9%	126	15.1%
Sheltered or other supp accommodation	40	5.2%	33	4.0%
Independent Hospital		0.0%	0	0.0%
NHS	33	4.3%	11	1.3%
Day centre	1	0.1%	1	0.1%
Public place	76	9.8%	97	11.6%
Not known	53	6.8%	30	3.6%
Total	775	100.0%	833	100.0%

Age Groups

The age range of people subject to Adult Support investigations has remained similar to the previous reporting period as illustrated by the table below. The highest recorded age range is 40-64 at 29.8% but adults over the age of 65 make up 39.2% of Adult Protection Investigations.

	2016 - 2018		2018-2020	
	Count	%	Count	%
16-24	127	16.4%	116	13.9%
25-39	134	17.3%	138	16.6%
40-64	235	30.3%	248	29.8%
65-69	49	6.3%	44	5.3%
70-74	41	5.3%	58	7.0%
75-79	41	5.3%	62	7.4%
80-84	54	7.0%	61	7.3%
85+	93	12.0%	102	12.2%
Not known	1	0.1%	4	0.5%
Total	775	100.0%	833	100.0%

Performance Data

The Committee records data from a suite of performance indicators which provide information on Adult Protection activity and allows for trends and patterns to be tracked and analysed.

In comparison to the previous reporting period between 2016-2018 there was a slight decrease in Adult Protection referrals of 3.57%. Of these referrals 27.7 % went on to further action under Adult Protection measures, an increase of 2% on the previous reporting period. Only 5.5 % were recorded as no further action. The number of Inter Agency Referral Discussions undertaken was 7.5% higher than the previous period.

The Committee records a conversion rate from Adult Protection referral to Inter Agency Referral Discussion of 21.4% on average over the reporting period and this has remained at a consistent rate and is higher than the previously recorded national average of 14.3%. This may be due to the broad approach to Adult Protection in Edinburgh which is described further in section 4 of this report.

Adult Protection Case Conferences and Reviews

Two Adult Protection Senior Practitioners who were appointed at the end of 2017 have worked hard to promote, support, and improve ASP standards and increase a consistency of practice across Edinburgh.

A comparison with the previous biennial reporting period shows that both initial Adult Protection Case Conferences and Reviews have more than doubled in number, despite the numbers of initial referrals being similar and in fact very slightly reduced since the period between 2016-18. The conversion rate between referrals and initial Adult Protection Case Conference between 2016-18 was 4.6% whereas in this reporting period it has increased to 8.3%. There is an increase in the number of reviews from 156 in the previous reporting period to 378 in the current period, with the total number of initial case conferences and reviews increasing from 342 (2016-18) to 702 (2018-20).

	2016 - 2018	2018-2020
Initial APCC	186	324
Review APCC	156	378
Total	342	702

This significant increase may suggest that a more robust approach to the use of case conferences for multi-agency safety planning has been developed as a direct result of the work of the Senior Practitioners.

Recent weekly data recorded for the Scottish Government has highlighted a need to examine the conversion rate in terms of the number of adult welfare concerns produced by the police in Edinburgh which is high in comparison to the number which are taken forward as Adult Protection referrals. This will be explored as an ongoing piece of work and as part of a wider review of data from a qualitative perspective. There is a continued focus by the Committee on seeking to ensure that from the initial contact, individuals are not excluded from an adult protection response solely because they may not definitively meet the legal criteria.

4. Outcomes Strengths and Challenges

Broad focus

A key strength of the Adult Protection Committee’s approach in Edinburgh, is support for the broader perspective to protecting adults in Edinburgh. Activity is not limited to protecting only those who meet the Adult Support and Protection Act (ASP) threshold and there is a strong focus on this in Edinburgh throughout the training resources and in practice guidance, as well as governance structures. The Act provides a means to intervene where individuals meet the legal definition of an “adult at risk of harm”, known as the “three-point test”. In Edinburgh the Committee has identified that a rigid adherence to this definition can act as a barrier to responding to situations which equally require inquiry and intervention. There is a strong emphasis on recognising harm, regardless of the cause, and recognising that adverse life experiences can directly affect an individual’s abilities to make decisions about safety and wellbeing. It is a continuing

challenge to ensure that practitioners embed this approach in their practice. The relatively high rate in Edinburgh from Adult Protection referral to Inter Agency Referral Discussion (21.4%) may be an indication of this broader perspective.

'TILS' Framework (Type, Imminence, Likelihood and Severity of Harm)

In order to assist practitioners to recognise harm, regardless of cause, the training programme encourages practitioners to examine the interaction between the Type, Imminence, Likelihood and Severity of harm as part of any risk assessment and throughout all stages of adult protection activity. This is known as the 'TILS' framework and was devised by one of the Adult Protection Senior Practitioners in Edinburgh. It aims to provide a simple and memorable way to focus practitioner attention on the actual harm to the person. Feedback from council officers has indicated that they find the framework has increased confidence in articulating the risk of harm.

Inter-Agency Referral Discussion

A fundamental strength in Edinburgh is the Inter Agency Referral Discussion which takes place when a multi-agency investigation and safety plan is required. It is a key Adult Protection process in Edinburgh and is supported by the eIRD system which digitally records multi-agency decisions and can be accessed and used by registered participants from Police Scotland, NHS Lothian and City of Edinburgh. The system was developed in Edinburgh before being successfully rolled out across Lothian. A multi-agency group which is chaired by a senior manager reviews the records on a fortnightly basis so that governance and assurance of defensible decision making is provided.

2019-2020 has seen continued progress towards achieving consistent Health participation in Adult IRDs. One of the four localities in the city now have nominated health colleagues on a rota for participation in IRDs. The remaining localities are at various stages of developing this initiative which will progress within the next reporting period. This will facilitate improvement in appropriate information sharing and decision making at an early stage to improve outcomes for individuals in need of protection.

Escalating Concerns

The Escalating Concerns Procedure provides a framework which enables partners to convene local multi-agency risk management case discussions (GIRFE = Getting It Right For Everyone), where the individual is not subject to adult protection, offender management or any other public protection process. The objective is to take a collaborative approach to manage those complex situations which continually fall below the threshold of legislative intervention and where individuals place themselves and others at significant risk.

Case Example

A man with substance abuse and physical health problems was being evicted from his local authority tenancy due to unpaid rent. The Escalating Concerns process allowed social work and housing managers to meet and negotiate a plan to support the man with his finances and other issues. Due to this agreement the eviction was postponed and ultimately diverted.

Consistency of Practice

Edinburgh is a large authority and a further challenge relates to consistency in activity levels across different teams or localities across the city. Since June 2019 the number of open adult protection cases has been split into locality areas and this has indicated that there are notable differences in activity levels across the city. The reasons for this remain unclear and could be due to multiple factors. It was identified that further quantitative and qualitative analysis of this issue was required and a more detailed data review has been completed. Further work to address this challenge is described in the 'Looking Forward' section below

Independent Advocacy

Advocacy within the adult protection process has proved very beneficial and there has been specific work undertaken to raise the profile of advocacy amongst practitioners. This has included an increased focus on advocacy during Adult Protection training and procedural changes designed to increase advocacy referrals. Priority for business support for minute taking of Adult Protection Case Conferences is given if the organiser can indicate that they have discussed advocacy referral with

the individual concerned. Data recorded by advocacy partners has indicated a marked and encouraging increase in referrals and attendance by advocates at Adult Protection Case Conferences in Edinburgh beginning in the latter half of 2019. However, this was not reflected in figures produced by City of Edinburgh, suggesting a recording issue which is being explored. The Committee has welcomed a member to represent advocacy partners. Work will continue in this area as it is outlined in the Committee's improvement plan.

Case Example:

An individual for whom City of Edinburgh hold Welfare Guardianship has been supported by an advocate through the Adult Protection process. This allowed the individual to attend Adult Protection review meetings and to express their wish to remain living in their own tenancy when professionals were discussing a possible move into a care home. This in turn encouraged professionals be focussed on finding ways to manage risk, including the use of banning orders and increased care which has supported the individual to remain at home.

Finding meaningful ways to involve individuals with lived experience both in Committee work and in adult protection work in general remains a challenge. Accessible materials (Have Your Say) have been produced to allow the individual, either directly or with support, to express their views about their situations; the risks identified and participate in the support and protection plan. The use of these is variable in practice. Work which will focus on the involvement of individuals with lived experience is described further in the section 5 of this report, 'Looking Forward'.

Resource Issues

As outlined in previous reports, the steady increase in Adult Protection work continues to have a significant impact on partner agencies capacity to respond timeously to requests to attend case conferences and case reviews. We are collectively exploring creative options and the use of technology to capture the views and contributions of time-pressured colleagues. The increased use of technology during the Covid-19 pandemic has provided some opportunities in this area, as well

as some challenges as some colleagues have not had the necessary technological resources available.

Edinburgh has previously experienced significant organisational change with the integration of Health and Social Care. This inevitably presented some challenges in delivering and managing services. However, considerable efforts continue to be made to support frontline staff and managers to develop their skills and confidence in adult protection work and to meet the demands of the service.

The Herbert Protocol

There were 3212 missing persons reported in Edinburgh between April 2018 and March 2020. The Herbert Protocol was implemented in Edinburgh in June 2019. Feedback from police colleagues suggests that it is becoming increasingly widely used. The system provides police with detailed information to help search for people with dementia who are missing, providing a personal description of the individual and information about known routines and habits. The Herbert Protocol can be used for anyone who has a dementia diagnosis and may be at risk of going missing. The protocol offers;

- Information gathering form - encourages carers and families to record vital information. Can be given to police in event of someone going missing.
- Helps police quickly access important information - avoids unnecessary delays in gathering information at a time of crisis.
- Records vital information - where the person grew up, favourite places, former or current hobbies, GP contact details, medication, daily routine, a photograph with consent to share on social media if required

Lead Officer Role

A challenge for Edinburgh during 2019 was the absence of a *Lead Officer to the Edinburgh Adult Protection Committee*. The *Lead Officer* post was filled in December 2019 as a secondment opportunity. The vacancy had an inevitable impact on the work of the Committee, however since the beginning of 2020 there has been significant progress made in implementing actions from the revised improvement plan.

5. Looking Forward

The Adult Protection Committee has produced a revised improvement plan at the beginning of 2020, which was based on ideas expressed by Committee members at a development day in November 2019 (**Appendix 2**). The plan identifies is designed to be specific and achievable and outlines three key areas for attention; Prevention, Protection and Improvement. Specific areas of work have been identified under these three headings. The areas outlined below represent key improvements that the Committee is expecting to achieve in the next reporting period.

IRD Workshops

IRD participant workshops will be launched in November 2020 using videoconferencing and will include practitioners from the Council, Police Scotland and the NHS. The first workshop will be led by social work colleagues on the theme of hoarding, and subsequent workshops being led by police and health colleagues over the course of 2021 on human trafficking and self-neglect and self-harm. These will be designed to exchange learning generated from the work of the IRD Review Group, share intelligence related to identified patterns and trends associated with IRD activity and celebrate examples of best practice. The aim will be to increase the confidence and competence of IRD participants when engaging with the IRD process and to improve co-operation between the agencies involved.

Learning Sets

Work has begun on establishing learning sets for practitioners involved directly in Adult Protection. It is hoped that this will support practice learning in a meaningful way. Learning sets allow practitioners space for open discussion of practice issues through reflection and active listening. Anticipated key outcomes include increasing practitioner confidence and sharing and reinforcing good practice in adult protection work.

Multi-Agency Practice Evaluation

A scoping exercise has begun to look at establishing multi-agency practice evaluation for adult protection work. This has been undertaken successfully in Child Protection and the lead officer for the APC is looking to replicate this for Adult Protection. Multi-Agency Practice Evaluation is a reflective evaluation session attended by the team around the adult, supported with multi agency facilitation. Anticipated benefits include reinforcement of collaborative working, knowledge sharing and further development of a learning culture in the partnership. The Multi-Agency Practice Evaluation model is not designed to be a scrutiny and management model of evaluation, but an annual thematic report would provide both assurance as well as identifying developmental areas for the agencies involved. It would also provide a potential means to capture outcomes from individuals and carers.

Learning from Significant and Initial Case Reviews

The Committee recognises that further work is required to communicate the findings of reviews and share relevant learning from ICR/SCRs/LSI's with frontline staff, to promote best practice and make service improvements. A 'seven minute briefing' resource has been developed and disseminated and a short life working group including front line practitioners will explore and review the effectiveness of this as a tool. This briefing resource has been adapted from one used by colleagues in Child Protection in Edinburgh.

Involvement of Individuals with Lived Experience

The Lead Officer and Adult Protection Senior Practitioner are exploring ways to improve the capture of feedback from service users and carers including facilitating immediate feedback after case conferences and reviews if this is thought to be appropriate by the Chair of the meeting. The Committee has commissioned a working group which is meeting to investigate ways to involve people with lived experience more meaningfully in the work of the Committee and in Adult Protection processes. The group is looking at different options and will work on a proposal for the Committee. The group includes voluntary sector and advocacy members of the Committee who have prior experience in involving individuals with lived experience in services.

Self-evaluation has identified a need to find ways to better capture outcomes across all areas of work with people in Edinburgh, including Adult Protection. Quality Assurance colleagues are examining ways to do this using existing models and adapting SHANARI indicators for work with adults. Multi-agency practice evaluation would also provide means to capture outcomes directly from service users and carers involved in Adult Protection processes.

Multi-agency Training Review and Establishment of Training for Trainers Programme

As previously outlined, a Training for Trainers programme is starting in November 2020 which will build sustainability into Adult Protection training in Edinburgh. In addition, there will be review and re-evaluation of the 'Level 4' training suite including further development of a 'training passport'.

Review of Policy and Procedure

The Committee:

- supports all agencies to have their own up to date policies and procedures in place
- regularly develops, disseminates, and reviews inter-agency policies and procedure
- ensures protocols are developed for key issues where agreement is required

The following Policies and Procedures are currently subject to review;

- Large Scale Investigations (Pan Lothian Protocol)
- Multi-agency Adult Support and Protection Procedures
- Allegations of Abuse (CEC) and,
- Allegations of Abuse (against staff) (CEC)
- Missing Persons (Adult Service Users).
- Forced Marriage

The Committee commissioned the third sector organisation Missing People to review and provide feedback on the Missing Persons policy in line with the National Missing Persons Framework. Missing People had been engaged by the Scottish Government to provide this service to local authorities.

Increasing Consistency of Practice

As noted above, self-evaluation and analysis of performance indicators have identified that there is an inconsistency in recorded activity levels across different areas of the city. The Committee is working closely with locality leads to investigate and ascertain the reasons for any differences and to explore ways to promote and improve consistency, as well as developing and reviewing the improvement plan in the light of findings. The Lead Officer and the Quality Assurance and Compliance Manager are meeting with locality management teams to provide a more qualitative analysis of the data.

Summary and Conclusion

This Biennial Report 2018-2020 demonstrates the collaborative approach taken in Edinburgh to address the cross-cutting aspects of public protection. The Adult Protection Committee works closely with the Child Protection Committee, the Offender Management Committee and the Violence Against Women and Girls Committee. Partner agencies are increasingly aware of adult protection issues and work collaboratively to reduce the risk of harm to individuals across the lifespan.

The Committee faced a challenge for a significant portion of the reporting period due to the absence of a Lead Officer during 2019. The report has outlined the Committee's strengths and achievements despite this obstacle. The subsequent and significant issues faced by all partner agencies this year due to the Covid-19 pandemic could not have been predicted and have required an extraordinary response to ensure that key processes for the protection of Edinburgh's adults remained sustainable and cohesive. Staff across all agencies have risen to the challenge to ensure a business as usual approach to adult protection.

This report is designed to demonstrate the key role of the Committee in ensuring the inter-agency response to the protection of adults in Edinburgh structured, efficient and working towards continuous improvement. The report summarises some of key measurements, performance, achievements and challenges during the period under review.

Looking forward we will build on our policies and guidance for staff, continuing to implement the areas for improvement defined in the improvement plan and identified through initial and significant case reviews undertaken, and through self-evaluation activity.

7.Appendices

- 1. Performance Data Report 2018-2020*
- 2. Adult Protection Committee Improvement Plan*