



**Bristol, North Somerset
and South Gloucestershire**
Integrated Care Board

Safeguarding Annual Report 2022-23



Foreword

As the Chief Nursing Officer for the Bristol North Somerset and South Gloucestershire Integrated Care Board and the Executive Lead for Safeguarding I am honoured to share our ICB Safeguarding Annual Report for the year 2022-23. The focus for the financial year of this report was to support the re-shaping of our relationships with safeguarding partners including our health colleagues now that the organisations are part of an Integrated Care System. For safeguarding, this has required a shift in our approach to working more collaboratively with health partners and forging a collective voice to support strategy development and delivery.

The team have delivered some excellent work during this time, despite further personnel changes, impacting on capacity and revising the structure of the ICB Safeguarding Team. The greatest achievement the team have had has been their tenacity to work collectively with other agencies to implement recommendations from statutory safeguarding reviews when the complexity of system working is challenging, and operational pressures are significant which can hinder appetite for new changes.

During this financial year, as a system we have embarked on a journey to review our safeguarding partnership arrangements for adults and children with the support of the Local Government Association. This has brought system partners together to agree the scope of the review, and the commitment to any future changes that might be required. The journey will continue into this next financial year, where it is foreseen that we will undertake a systemwide transformation programme which aims to improve the population outcomes for the community in which we serve and ensure that safeguarding is front and centre in those discussions and decisions.

I hope you find this report informative.

Rosi Shepherd, Chief Nursing Officer

July 2023



Executive Summary

During 2022-23 the ICB Safeguarding Team have worked as a team to best deliver the statutory safeguarding duties. There have been some staff and process changes following some long-term support from experienced Interim Designated Nurses, which has brought some stability and structure to the way the team operates.

The team has continued to deliver an excellent and well received service to our colleagues in Primary Care by delivering high quality safeguarding training, offering expert safeguarding advice and support in conducting chronologies and reports for safeguarding statutory reviews. In addition, the team has also supported several multi agency programmes of work, including audits, across the footprint to seek assurances that lessons have been learnt and safeguarding processes are robust.

The purpose of this report is to provide assurance that the ICB has discharged its statutory responsibility to safeguarding the welfare of children and adults through intra and inter- agency working across the Bristol, North Somerset and South Gloucestershire footprint and wider, whilst building on core programmes of work. Furthermore, it is to inform colleagues with some examples of the partnership work undertaken together to improve safeguarding practices.

The ICB Safeguarding Team have delivered some very focussed pieces of work during 2022-23 and these are described below.

Recommendations

NHS Bristol, North Somerset and South Gloucestershire Integrated Care Board is asked to note the contents of this report and accept this document as assurance that as an organisation we met the minimum statutory requirements for safeguarding children, children in care, care leavers and adults during 2022-23. The ICB Safeguarding Team is increasing its capacity during 2023-24 and will be able to strengthen the 'health' support available to the partnership arrangements across the system moving forward. This will also be considered alongside the LGA review highlighting what is required at locality partnership, local authority and system levels.



Key areas of work during 2022-23

Embedding learning from Statutory Safeguarding Reviews - Rapid Reviews, CSPRs, SARs, DHRs

Care Leaver Health Offer work continued with support from Corporate Parenting Boards

Focus on refreshing the implementation of ICON across BNSSG; including Conference

Migrant Health Safeguarding Oversight

GP Safeguarding Training packages

Review of the Mental Capacity Act training for ICB Staff

Children in Care performance monitoring DASHBoard development

Partnership Self Neglect Training

Contribution to Serious Violence Duty local implementation

Complex Case Advice - Adults and Children

Supporting the Child Sexual Abuse Pathway Pilot Project

Working in partnership to implement Domestic Abuse and Sexual Violence Strategies

Working in Partnership to support Prevent/Channel

Strong Interagency working including Multi-agency Audits

Review and refresh of safeguarding training input at ICB Corporate Induction

Organisational Safeguarding with Mental Health and Learning Disability Focus



Overview of NHS Bristol, North Somerset and South Gloucestershire ICB Compliance

As per the “Safeguarding Children, Young People and Adults at Risk in the NHS: Safeguarding Accountability and Assurance Framework” revised July 2022, ICBs are responsible in law for the safeguarding elements of the services they commission.

The table below illustrates our compliance against what is expected in the Framework.

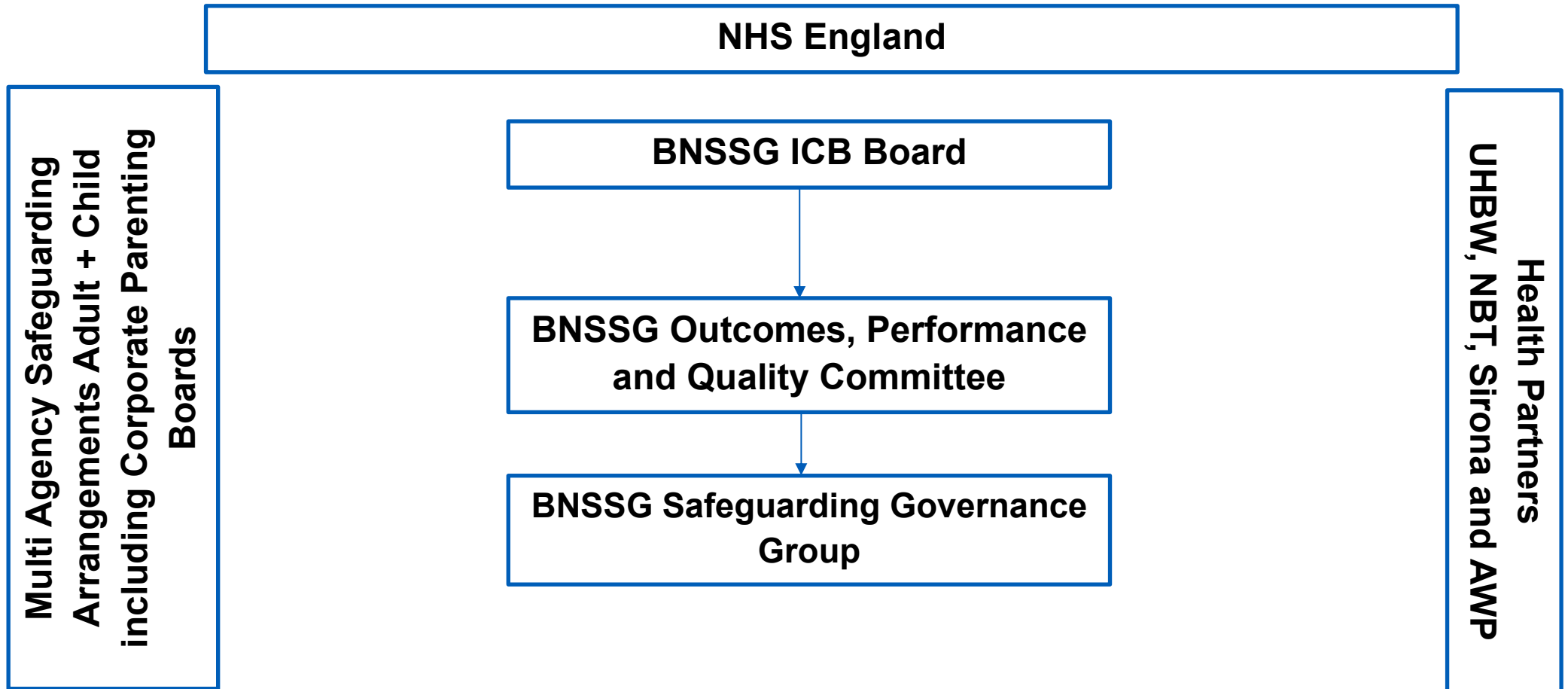
AREA	STANDARD	RAG RATING
Leadership and Organisational Accountability	A clear line of accountability for safeguarding, reflected in the ICB governance arrangements, i.e. a named Executive Lead to take overall leadership responsibility for the organisation’s safeguarding arrangements. In addition, a team made up of designated professionals for safeguarding children, looked after children, care leavers and adults.	
Training	Training all ICB staff to recognise and report safeguarding issues supported by a training strategy and compliance percentage in line with Intercollegiate Documents and national guidance for Prevent.	
Safer Recruitment	Clear policies describing the commitment and approach to safeguarding, including safe recruitment practices and arrangements for dealing with allegations against people who work with children and adults, as appropriate.	
Inter-agency working	Effective inter-agency working with Local Authorities, the Police and third sector organisations, including appropriate arrangements to co-operate with Local Authorities in the operation of safeguarding children’s partnerships, Corporate Parenting Boards, Safeguarding Adults Boards and Health and Wellbeing Boards.	
Implementation	Appropriately engaged with all safeguarding investigations, multi-agency case reviews or safeguarding practice reviews and that the evidence of learning has been embedded into practice.	
Patient Engagement	Ensures appropriate and accessible information is provided for its population in relation to how it discharges its duties for safeguarding.	
Supervision	Safeguarding supervision is available to staff in line with Intercollegiate Guidance.	
Assurance	As a commissioner of local health services the ICB must be assured that there are effective safeguarding arrangements in place in the services and gain assurance throughout the year to ensure continuous improvement.	

Position on amber ratings: Implementation - Significant progress made in 2022-23 on implementation of recommendations from reviews, however system learning assurance approach still required to understand how effective change has been and assess impact.

Assurance of providers - As an ICS, our relationships with health partners are changing; assurances are only to be received via safeguarding schedule quarterly reports, partnership meetings and cross references with other ICB teams.



Safeguarding Governance Structure



This chart illustrates the governance arrangements that supported the ICB Safeguarding Team in fulfilling their statutory duties during 2022-23. A quarterly report was shared with the Outcomes, Performance and Quality Committee for information. Significant reports of interest were then shared directly with the BNSSG ICB Board for any decisions. The Safeguarding Governance Group exists as an internal assurance group to undertake due diligence on how we are meeting the statutory requirements for safeguarding. A Health Partners System Strategic Safeguarding Group also exists which provides peer supervision and opportunities to build a strong 'health' collective voice for safeguarding. It is intended that during 2023-24 local authorities will be invited to attend this group on occasion to support the ICS priorities and objectives as set out in the Joint Forward Plan and Strategic Framework.

Examples of Strengthened Safeguarding Practice

Multi-agency Safeguarding Audit (Adults)

The ICB safeguarding team participated in the completion of three multi-agency quality assurance reviews of selected adult safeguarding cases relating to themes of self-neglect, mental health, violence against women and girls (VAWG). Examples from these audits evidenced the challenges of practitioners working with adults with long-term health conditions who have capacity to make unwise decisions about not adhering to best practice health advice. In addition, hoarding was seen in many cases of self-neglect, particularly where trauma and mental health needs were evident. The audits also evidenced the needs of informal carers and an increased risk of domestic abuse in relationships where dynamics and health needs had changed. Learning briefs were produced by the South Gloucestershire Safeguarding Adults Board as a result of the audits. These learning briefs were disseminated to providers and GPs and the links to resources and local contacts was shared and used in the GP training packages.

Migrant Health / Asylum Hotels

The ICB Safeguarding Team have worked in partnership with multi-agency colleagues across BNSSG to provide advice related to the safeguarding needs of those resident in the Home Office managed Asylum Hotels. The team have completed quality and safeguarding visits in partnership with Local Authority to identify, assure and advise on safeguarding themes and potential vulnerabilities for single adult males and families who are residing in the hotels. The team have supported individual cases and raised awareness of the need for safeguarding-across-area-working, additional resources and ICS oversight to coordinate a BNSSG system migrant health approach. The team have contributed to bids for health inequalities funding for increased resources for migrant adults and families, and have developed a pathway to improve the completion of initial health assessments for unaccompanied children and young people.

Multi-Agency Safeguarding Audit (Children)

An Early Help Audit was undertaken during 2022-23 in South Gloucestershire to ascertain whether there were robust multi-agency standards for managing cases and whether organisations have implemented consistent responses in line with statutory guidance, policies and procedures. The focus was on six children aged between 7 months and 17 years old. The conclusions of the audit were: Multi-agency working was effective and there was good communication. There was a coordinated step-up in Children's Social Care; management oversight on the file was evident and information from multiple professionals was included. There was consistent follow-up from GP, signposting from School nurse and GP. The view of fathers was clear, and the voice of child "in their own words". Some of the themes for learning highlighted that there was not a consistent and regular use of multi-agency professionals' meetings to provide a coordination of interventions with multi-agency input leads to a smooth process for the child and family. The ICB Safeguarding Team disseminated this information to GPs and reinforced the importance of multi-agency discussions and seeking support where required. The learning was also incorporated into the GP training packages.



Safeguarding Training

Mental Capacity Act (MCA) Training

In 2022 initial MCA training sessions were delivered by the ICB Safeguarding Team to all ICB staff to raise awareness of the proposed changes to the mental health bill and in supporting completion of mental capacity assessments. These sessions were aimed at strengthening knowledge of the MCA in preparation for the implementation of the Liberty Protection Safeguards (LPS). Following the postponement of the LPS the safeguarding team have reviewed the MCA training requirement for ICB staff and plan to deliver MCA training packages in 2023/24 in line with NHSE recommendations.

Level 3 Safeguarding Training

The Named GPs for Safeguarding together with the support of the Named Professional for Primary Care have delivered Level 3 Safeguarding Children and Adults training sessions to Primary Care Staff, specifically the Safeguarding Lead GPs within each GP Practice across the BNSSG area. This is to ensure that Lead GPs are compliant as per the Intercollegiate Guidance documents.

Safeguarding Training

Supporting Awareness Campaigns

The ICB Safeguarding team and ICB communications team have supported several safeguarding events led by BNSSG partners including:

Stop Adult Abuse (June 2022)

Domestic Abuse '16 days of action' (November 2022)

ICON Awareness Week (September 2022)

Care Leavers Week (February 2023)

In addition, the safeguarding team supported facilitation of multi-agency Self Neglect bitesize training following the identification of the increased number of SARs relating to self-neglect in BNSSG, reflecting the national picture.

Have We Got News for You sessions

Safeguarding inputs have been delivered at our internal 'stand up' briefings and lunch and learn sessions. This has included the outcomes from a Thematic Knife Crime Review, a session on raising awareness of the safeguarding impact (increased risk of financial exploitation and domestic abuse) for staff and the population on the cost-of-living crisis.

Lunch and Learn sessions for Primary Care colleagues

In order to support the requirements as noted above, a number of "lunch and learn" sessions have also been provided to Primary Care Colleagues during this financial year, organised and facilitated by the Named Professional for Primary Care. Examples have included Children in Care, ICON and Engaging Fathers.

Safeguarding Resources on REMEDY

Safeguarding Resources on REMEDY have been refreshed and updated to ensure that colleagues have access to the latest guidance and training links.



Impact of Safeguarding Training

"This training was very useful; I will feedback to my colleagues"

Feedback from Lunch and Learn

"Thank you for sharing your knowledge with us, some great reminders of good safeguarding practice"

Feedback from Level 3 Training

"The ability to dial into these sessions is excellent, thank you for the consistent offer of support. However it would be good to have some face-to-face sessions in future please."

Feedback from Level 3 Training

"A useful bitesize session on MCA, thank you for talking through the principles with such simple language"

Feedback on MCA Bitesize training internally to CHC colleagues

"Case Studies are such a helpful tool in your training, as it helps me relate this work to my practice. Thank you for also your hard work on Coding"

Feedback from Level 3 Training



Children in Care and Care Leavers

Development of a Children in Care Dashboard and Systemwide Work

Development of the dashboard has continued with regular meetings to discuss impact, outcomes, and changes. Collaborative working continues following the confirmation of additional investment in this service to meet the statutory requirements for Children in Care, in relation to health assessments.

Several Systemwide Workshops have taken place during this financial year with health partners and local authorities to discuss how the system can work better together to improve the outcomes for this cohort of vulnerable young people.

Children in Care and Care Leavers ICB Safeguarding Team Workforce

During Summer 2022, the ICB Safeguarding team welcomed a new role into this work programme; a Band 7 Safeguarding Children in Care and Care Leaver Nurse. This postholder has provided extra capacity to enable processes to be put in place to manage invoices for out of area providers for health assessments undertaken on BNSSG Children in Care. In turn this has provided the ICB with greater oversight of these children and rigour on spend.

The Designated Doctor for Children in Care also came into post in Summer 2022 and is working well to fulfil their duties in line with the statutory role and responsibilities set out in the Intercollegiate Guidance.

An Interim Designated Nurse for Children in Care and Care Leavers commenced in the ICB in Quarter 3 of this financial year and has been reviewing the ICB's position in relation to their statutory duties to ensure compliance.

Health Offer to Care Leavers

The Care Leaver offer work continued to move forward in 2022-23, with various workstreams developed to address some of the questions raised and ideas put forward. A change in personnel across much of the system saw some of the work paused, but locally this has continued where possible.

This work will continue with system partners and care leavers to come to satisfactory conclusion. Much has been carried over into 2023-24 due to capacity issues but this remains a priority on the ICB workplan.

Unaccompanied asylum-seeking children numbers into the ICB area showed a gradual increase in 2022-23 with resources increased where possible to meet the needs of this cohort of children. The Haven has proven to be a very well used provision to support these children as well as offer signposting to other services – particularly early intervention mental health support.

Safeguarding Partnerships



Keeping Bristol Safe Partnership initiated a collaborative piece of work with other agencies, exploring how fathers and male carers could be better engaged in Child Protection Conferences. This project was chaired by an Expert by Experience.

KBSP also updated its Harmful Sexual Behaviour (HSB) Protocol during this financial year with support from across the partnership including Voluntary and Community sector. The multi-agency guidance was written for professionals working directly with children and young people in a variety of settings. It sets out how KBSP will respond to HSB ensuring children and young people under the age of 18 who display HSB towards other children are identified and responded to by professionals within the framework.



South Gloucestershire Children's Partnership have spent time working with other agencies to develop their MASH (Multi Agency Safeguarding Hub) arrangements to support the assessment and triage of child safeguarding concerns. This also included revisions and amendments to the 'Request for help' referral form into services.

Bitesize Training sessions covering child exploitation, neglect, private fostering and thresholds have also been developed by the partnership and were rolled out during 2022-23 with much success and interest from practitioners.

Following the national review of Star and Arthur, this partnership also held a learning event for practitioners from across all organisations which was supported by the Interim Designated Nurse.



Following the **North Somerset Safeguarding Children Partnership** Development Day in March 2023 four Business Priorities have been agreed: Leadership, Learning, Neglect and Child Sexual Exploitation.

The NSSCP 3-year Business Plan and Child Sexual Exploitation Strategy have both been completed and are available on the NSSCP website.

Child Sexual, and Contextual Exploitation and Neglect are a key focus for the partnership with active working groups meeting on a regular basis driving forward this work.

Achievements include the development of audit and assessment tools and guidance for both business priorities as well as the delivery and implementation of multi-agency training.

The Learning from Child Safeguarding Practice Reviews is being embedded and incorporated into multi-disciplinary and interagency training programmes.

Following the successful appointment of an interim safeguarding children business manager and independent chair, the foundations of a strong safeguarding children's partnership have been created.

Close partnership relationships have been forged with the NSSCP safeguarding adults' team and future collaboration and multi-disciplinary working is being considered.



Safeguarding Partnerships



The ICB safeguarding team have continued to participate as key statutory partners in all aspects of the three Local Authority Safeguarding Adult Boards (SAB).

This partnership work has included implementing safe accommodation and community safety partnership strategies for Domestic Abuse and Sexual Violence in line with the Domestic Abuse Act (2021). In addition, the Serious Violence Duty has been reviewed for local implementation with safeguarding team participation in serious violence prevention meetings and regional task and finish groups.

The safeguarding team continue to participate in SAB and Community Safety Partnership (CSP) subgroups across BNSSG including those focusing on transitions, self-neglect, Safeguarding Adults Reviews (SARs), quality and performance, learning and development, and policies and publications. The safeguarding team enable learning from SARs and Domestic Homicide Reviews (DHRs) to be discussed and disseminated across health partners in supporting the SABs and CSPs to evidence implementation of learning into practice across Bristol, North Somerset and South Gloucestershire.

Safeguarding Statutory Reviews

Child Death Reviews

There is one single Child Death Operating Procedure that covers Bristol, North Somerset, South Gloucestershire and Bath and North East Somerset.

The ICB Safeguarding Team is notified of child deaths through the e-CDOP platform and supports any discussions of learning through meetings. West of England Child Death Enquiries Office were notified of 59 child deaths between 1st April 2022 and 31st March 2023. 44 cases were reviewed in this reporting period: 21 in Bristol City, 7 in North Somerset, 9 in South Gloucestershire and 7 in Bath and North East Somerset (BaNES).

Safeguarding Adults Reviews

The safeguarding team have been involved in 22 Safeguarding Adult Reviews (SARs) between April 2022 and March 2023. These were reviewed using a variety of methodologies, including SCIE rapid review and the use of practitioner learning events. A self-neglect thematic review of three cases was chaired by Professor Michael Preston-Shoot and the learning was used to compare further self-neglect SAR referrals. The safeguarding team provided comment to reports and recommendations and engaged GPs to ensure the Primary Care voice was heard in informing best practice. The safeguarding team also supported health partners to provide challenge and ensure recommendations and actions were SMART for all SARs. The SARs in this reporting period identified the following themes:

1. Self-neglect
2. Suicide
3. Sexual exploitation
4. Cuckooing and financial exploitation
5. Homelessness/Supported Accommodation
6. Informal Carers
7. Mental Health/Complex health needs
8. Covid-19 pandemic impact

Child Safeguarding Reviews

During April 2022-March 2023, there were 5 Rapid Reviews undertaken across the footprint. Bristol had 4, South Gloucestershire had 0 and North Somerset had 1. There were also 2 out of area.

In addition to these there have been two ongoing Child Safeguarding Practice Reviews which were commissioned the previous year, however, these have required significant scrutiny and development of a robust action plan.

Some of the themes identified from these reviews included:

1. Neglect
2. Non-Accidental Injuries (NAI)
3. Domestic Abuse
4. Lack of engagement
5. Child Sexual Exploitation (CSE)
6. Information Sharing

Domestic Homicide Reviews

During April 2022-March 2023, the ICB Safeguarding Team have been involved in 25 Domestic Homicide Reviews. There has been an increased focus in Bristol on finalising the DHRs that were delayed during the Covid-19 pandemic. There has been a notable increase in the number of DHRs being referred across BNSSG. The safeguarding team have been statutory panel members for all DHRs including agreeing final reports and recommendations for health agency learning. New DHR methodologies have been implemented and the safeguarding team have positively engaged GPs to attend practitioner events and comment on Primary Care recommendations in final reports. The safeguarding team have also been involved in providing additional information for 3 DHRs requested by the Home Office or families of the victim.

The DHRs have evidenced the complexity of self-neglect, substance misuse, mental health, suicide, sexual exploitation, and coercive control which will be taken forward in learning for GPs and all health agencies. Next Link, as provider of specialist domestic abuse support services across the system, plan to deliver training to Primary Care.

Review of Priorities set for 2021-22

We planned...	We did....
To contribute and develop approaches and models that will support the ICS and Locality Partnership safeguarding arrangements.	We contributed to the scope of the Local Government Association Review of Safeguarding Partnership arrangements across the system and have supported the undertaking of this to date, which has moved forward the development of safeguarding approaches at various levels: locality, local authority and system.
To progress system development in relation to Children in Care and Care Leavers: DASHBoard, Care Leavers Health Offer.	Systemwide workshops have taken place in relation to a number of areas during 2022-23. System is well aligned on priorities around health assessments and enhanced pathway for unaccompanied asylum-seeking children.
To prepare and implement changes to Liberty Protection Safeguards.	A systemwide network was established in addition to an internal readiness ICB group to support this programme, however, has since been paused.
To support multi-agency arrangements on the delivery of the Serious Violence Programme, which includes implementing any health specific actions relating to the Domestic Abuse Act (2021).	Members of the ICB Safeguarding Team have supported and contributed to the discussions around implementation of the Serious Violence Duty now that the ICB is a specified organisation, including the definition of Serious Violence, and the funding spend from Home Office. Multiple meetings both at a strategic and operational level have been attended by the ICB Safeguarding Team in development of and now delivery of the Domestic Abuse Strategies in BNSSG.
To develop a System Learning Approach to ensuring that recommendations from statutory safeguarding reviews are implemented and embedded in practice and policy.	The Strategic Safeguarding Health Working Group is well established and is recognised as a system group not just a working group. This has enabled health to have a collective voice. The next step is to collectively reach out to other safeguarding partners to establish a learning assurance network to ensure that learning is embedded in practice and in policy.
To provide system leadership for safeguarding, capturing the voice of our population and workforce to support service resilience, adaptation and recovery throughout the pandemic.	The Partnerships and Boards for children and adult safeguarding have regularly captured the voice of our population and therefore this has been considered in those forums. However there have been few conversations within the health system on how these voices and views impact service delivery recognising specifically health recovery from Covid.

Future Priorities and Objectives

Build on the ICB Safeguarding offer to Primary Care by arranging some face-to-face events to support networking and system development in this area.

Support the delivery of the multi-agency arrangements for the Serious Violence Programme, which includes implementing the Domestic Abuse Act (2021) Strategies across BNSSG.

Progress system development in relation to Children in Care and Care Leavers which will include enhanced health offers and pathways.

Deliver MCA training internally to relevant ICB Staff and support CHC colleagues in managing complex safeguarding impacted by system changes within community care provision.

Develop a System Learning Approach with quality team colleagues to ensure that recommendations from statutory safeguarding reviews are implemented and embedded in practice and policy.

Provide system leadership for safeguarding, capturing the voice of our population and workforce to support service resilience and adaptation to working within Locality partnerships and the ICS.



Conclusion

During 2022-23, there were several workforce changes that took place within the ICB Safeguarding team. These included the introduction of some experienced Interim Designated Nurses who have provided strong leadership and direction to the work programme influencing internally and externally. The ICB Safeguarding Team have provided some excellent support and made some positive contributions to the partnership arrangements across the system, demonstrating safeguarding health expertise and guidance on changes now that the organisation is an ICB.

The focus for 2023-24 is to continue to work in collaboration with our safeguarding partners and Integrated Care System (Healthier Together) partners to ensure that safeguarding is core business within all aspects of our partnership work. With the introduction of the new team structure, we will also be able to adopt a place-based approach to support the multiple partnership arrangements which exist across BNSSG. The ICB Safeguarding Team will also support the next steps of the Local Government Association Review, contributing to the design of any future safeguarding arrangements that will recognise and consider: the six locality partnerships, the three local authorities and the single Integrated Care System (ICS).

One of the outcomes listed within the ICS framework for BNSSG is to ensure that people grow up and live in homes and communities where they are safe from harm. Building safeguarding into core business of the ICS at every level will be key to achieving this.

