



**Norfolk Safeguarding Adults Board**  
**Minutes of meeting held on Tuesday 16 March 2021**  
**Virtual meeting due to COVID-19**

**PRESENT:**

**Joan Maughan**, Independent Chair, NSAB (chair)  
**Amy Askew**, Prison Group Safety Lead BCN Region  
**Judith Bell**, Deputy Chief Executive, Healthwatch Norfolk  
**James Bullion**, Executive Director, Adult Social Services  
**Saranna Burgess**, Chair of Safeguarding Adults Review Group  
**James Butler**, Coordinator, NSAB  
**Ian Callaghan**, Chief Resource Officer, UEA  
**Cllr Penny Carpenter**, County Councillor, NCC  
**Craig Chalmers**, Director of Community Social Work, NCC  
**Andy Coller**, (deputising for Chris Balmer) Detective Superintendent, Norfolk Constabulary  
**Carolyn Fowler**, Director of Nursing & Quality, NCH&C  
**Mary Gooch**, (deputising for Lisa Barraclough), DWP  
**Kim Goodby**, (deputising for Nancy Fontaine) Associate Director for Complex Health and Safeguarding, NNUH  
**Sally Hughes**, Public Health Commissioning Manager, NCC  
**James Kearns**, Chief Executive Officer, BUILD Charity  
**Walter Lloyd-Smith**, Board Manager, NSAB  
**Leon McLoughlin-Smith**, Co-Head of Norfolk & Suffolk, NPS  
**Michael Millage**, Chair, ARMC  
**Mike Pursehouse**, District Council Representative  
**Andrea Smith**, Coordinator, NSAB (minutes)  
**Edmund Tabay**, Deputy Chief Nurse, QEH  
**Helen Thacker**, Head of Service – Safeguarding, NCC  
**Sarah Jane Ward**, (deputising for Cath Byford) Associate Director of Quality in Care, N&W CCG  
**Gary Woodward**, Safeguarding Adults Lead Nurse, Norfolk & Waveney CCG

**GUESTS:**

**Cecilia Tredget**, Chair of Strategic Housing Partnership (item 3)  
**Dr Louise Smith**, Director of Public Health (item 4)  
**Tim Weller**, Head of Integrated Quality Assurance, NCC (item 5)  
**Mark English**, Modern Slavery & Organised Crime Coordinator, Norfolk Constabulary (item 7)  
**Simon Shreeve**, People from Abroad Team, NCC (item 7)

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<b>1</b>	<b>Welcome and apologies for absence</b>	
1.1	Joan Maughan welcomed everyone to the meeting.	
1.2	Apologies have been received from Lisa Barraclough, Nancy Fontaine, Greg Preston, Jo Rusby and Gavin Thompson.	
1.3	Joan welcomed Amy Askew from HM Prisons and Probation Service to the meeting, replacing Kevin White.	
<b>2</b>	<b>Declarations of interest</b>	
2.1	There were no declarations of interest made.	
<b>3</b>	<b>No homelessness in Norfolk update</b>	
3.1	<p>Cecilia introduced the item and said that the focus today was how NSAB and the partnership could work together.</p> <p>She talked through her presentation, citing that there was an enormous initiative in Norfolk as a result of the pandemic. Over 600 homeless people were found housing, evidencing what can be done when people work together, focusing on one strong objective.</p>	
3.2	<p>Six working groups have been set up each concentrating on a different theme, such as young people and those with no recourse to public funds, for example.</p> <p>One group is working on a charter, which organisations will be able to sign up to. She emphasised that this has to be a whole system solution and no one group working on it alone.</p>	
3.3	MM asked if there were any barriers regarding housing. Cecilia acknowledged that the supply of housing is key however, the focus at this stage is on frontline approaches with homeless people, concentrating on their needs – working in a preventative way to try and reduce the numbers of people coming through.	
3.4	<p>JM mentioned the number of times that the Safeguarding Adults Review Group (SARG) looked at cases where people had died in unacceptable circumstances where homelessness is a feature. It could be a rough sleeper or a sofa surfer, or people who have a home but don't use it (home could be a place of danger for reasons of exploitation, domestic abuse, etc.) From an NSAB point of view, Joan asked what do we mean by homelessness? Cecilia responded that whilst technically they're not homeless, in terms of legislation they are, as they're not able to enjoy safety there.</p> <p><a href="#">Definition of homelessness</a> (in England)</p> <p>Cecilia went on to say that it's difficult as people don't necessarily see themselves as homeless and that they can approach statutory</p>	

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	services for support, ie to obtain temporary accommodation. This is an area where NSAB and the partnership need to work together.	
3.5	AC noted that there could be a lot more hidden homeless in Norfolk. He too asked about the availability of housing. Cecilia said that there could be enough properties, but they're just not available. For example, private landlords are not letting at an affordable rate. It is less about the accommodation and more about the services that we provide. AC suggested that empty accommodation, such as military properties, could be used.	
3.6	James Bullion advised that everything on the agenda today was interconnected to homelessness. Sometimes people can be evicted from care homes. Debt advice needs to be included and welfare reform. He also referenced that the government are giving more grants and new ways are emerging of supporting people.	
3.7	It wasn't appreciated that there was a high number of sofa surfers. PC said that this was a particular issue in Great Yarmouth. During the pandemic when people have been told not to mix, there has been a reluctance to offer a sofa to a friend/acquaintance.	
<b>4</b>	<b>Care home deaths in Norfolk</b>	
4.1	Dr Louise Smith talked through her slides. The first half of these concerned Covid and the number of cases. Louise wanted to focus on the statistical data on deaths; to explain why she disagreed with the dramatic headlines in the local press earlier in the year, and why these weren't helpful.	
4.2	Testing is carried out frequently within care homes and on a regular basis. They are not waiting for people to become unwell before they are tested. The number of care home residents in Norfolk testing positive peaked in January 2021. The number was not dissimilar to other counties.	
4.3	Care homes in Norfolk were, fortunately, spared during the first wave of the pandemic. Regrettably, the numbers of deaths during the second wave were higher, prompting the dramatic headlines in the local press.	
4.4	Louise advised that the CQC also publish data on care home deaths. Their data has some advantages as it is available faster, but it isn't double checked as ONS data is. The ONS data is the gold standard, and this data is what Louise shared.	
4.5	We are seeing extra deaths but not all of the deaths ascribed to Covid are extra deaths. Some people are dying with Covid rather than of it. A mention of Covid on the death certificate means that it is recorded as a Covid death.	

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4.6	<p>Looking at total deaths across Norfolk, from January 2020, the data shows a similar pattern to the east of England, with smaller peak on left hand side during the first wave.</p> <p>About 17% of deaths in care homes were ascribed to Covid. There were 16% more deaths than we expected in this period. When compared to other authorities in England, Norfolk is ranked 95 out of 151 (the lower the number the worse it is).</p>	
4.7	<p>James Bullion thanked Louise for her clear presentation. He commented that it was important to understand the experience of people and their families throughout the past year. He also wanted to find out what support has been like for care providers – especially care homes. There is a commitment by NCC to undertake work on these issues and he would like to bring back findings to board later. He stressed that this would take a little time as it will need to be done in collaboration with other agencies.</p>	
4.8	<p>JM was keen for NSAB to have a role. She also wondered: as Norfolk got away comparatively lightly during the first wave, were we complacent for the second?</p>	
<b>5</b>	<b>Care providers – state of the market, access to care</b>	
5.1	<p>Tim Weller talked through his slides. He mentioned that there was an imbalance in the way that contracts are managed at NCC. Some are reviewed more than others – in contrast with mental health services where contracts are tightly monitored.</p>	
5.2	<p>Work has been done on NCC’s market development capacity, partly through a restructure, plus bringing in a small team whose focus is on developing the market. There has been an over reliance in the past on the regulator managing inadequacy in the market for us.</p> <p>Tim’s team meet with the CQC frequently. There is also a formalised process now with CCG colleagues leading to an integrated approach.</p>	
5.3	<p>Tim talked about the services lost in the past three years. The market needs to adapt to meet the changing needs of our population and some services haven’t been able to do this. The largest number of beds lost has been in services rated ‘inadequate’. The number of beds lost does not, however, equate to the number of people needing to be found accommodation elsewhere. Less than half of the beds have been occupied by people at the point the service closes.</p> <p>Tim advised that where the CQC takes the decision to close a home, NCC only has two months to find people a home whereas if the council closes the home, it can set itself a deadline to find alternative accommodation, thus having more control.</p>	
5.4	<p>At the beginning of 2020 there was a commissioning restructure and an expansion of the quality assurance (QA) team. Virtual audits were completed but this only provides half of what the team need to know.</p>	

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	<p>The data hasn't really changed over the past 6-8 months as the regulator hasn't been inspecting – except those providers where there is a cause for concern. There is some way to go to catch up, Tim said. Soft intelligence has been missing (as people have been unable to visit care homes.)</p> <p>The QA team will return to doing their provider assessment market management solution (PAMMS) audits next month, in a Covid secure way, which means that staff will be routinely tested for the virus before entering the premises of each provider.</p>	
5.5	<p>Training for care home managers was discussed, particularly for new managers. Tim is having conversations with WLS about this. Much guidance has already been produced but more is needed in line with what is already out there (and available on the NSAB website.) Tim suggested: self-neglect in care homes (taking capacity into account) and coercive control in domiciliary care.</p> <p>Where a safeguarding concern has been raised, NCC needs to be transparent about what is happening, and why there is any delay in response. This is important for the care provider to know.</p>	
5.6	<p>WLS thanked Tim for the presentation. He asked Tim if he felt that we're (collectively) making the sector safer in terms of abuse/harm. Tim thought that there was more that we could do to make it safer. He had picked up a lot from audits where people had missed reporting a safeguarding concern. Overall, things that were reported were escalated appropriately.</p>	
5.7	<p>JM asked if Tim had looked at the content of training that care home staff received. She said that NSAB were exploring what is available for newly registered managers and what part NSAB could play. Tim said that training was reviewed but safeguarding, although very important, was one part of a whole portfolio of training. When visits were made, care staff were asked scenario questions to test compliance with their understanding. If a negative response was received, then Tim's team would investigate where there was a gap in training.</p>	
5.8	<p>MM asked if NSAB could develop its own training in Norfolk that would be contractual for providers. Tim responded to say that safeguarding training was mandatory but there's nothing to stop us contractually requiring the provider to meet a certain standard.</p>	
5.9	<p>Louise Smith and Tim Weller leave meeting. Mark English and Simon Shreeve join meeting.</p>	
<b>6</b>	<b>Matters arising from meeting on 12 January 2021</b>	
6.1	<p>The minutes weren't reviewed in detail during the meeting. Nobody raised any issues with accuracy.</p>	

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6.2	There was one outstanding action for WLS regarding a piece of work concerning domestic abuse and older people. WLS confirmed that NSAB had commissioned Healthwatch to progress this.	
<b>7</b>	<b>Labour exploitation, Covid and food factories</b>	
7.1	Mark English presented his slides which prompted many questions and discussion.	
7.2	JM asked if the factories concerned were still in business. Mark responded that Banham Poultry had tightened their processes and procedures considerably since the outbreak. He said that the factory only employs a small number of core employees, the remainder are through recruitment agencies. The recruitment agencies subcontract out to gang masters, who are good at hiding what they're doing. Several factories, where Covid occurred, dropped the recruitment agencies altogether.	
7.3	MP said that this resonated with his experience. He had worked with houses of multiple occupancy (HMOs) for a long time and had also worked in the farming and meat processing industry so had a lot of knowledge about these areas. He commented that, 25 years ago, we were supporting people to work in this industry and no real checks were made back then. He felt that the board needed to focus on this area.	
7.4	Mark said that many people employed and exploited are aware that they're being exploited but often believe they are better off with the low amount of pay that they receive than if they were in their native country. He stressed that, just because these workers were saying that they were happy, doesn't make it alright.	
7.5	James Bullion thanked Mark for the presentation. He wondered how NSAB could make the public who consume the products aware of the issue. He also mentioned the EU Settlement Scheme and that a conversation was needed with migrant workers. Mark emphasised that education was important but didn't think that it would have an effect on the public's choice, citing what happened at <a href="#">Boohoo</a> as an example. He did though feel that there was an opportunity to do some work promoting and educating around the EU Settlement Scheme.	
7.6	PC lives and works in Great Yarmouth and was aware of the incidents mentioned and of HMOs. She said that there was a lot of racism against those communities as well, especially on social media. She said that her teams had visited properties in the area and were aghast at what they had found. She felt that there was certainly a piece of work here that NSAB needs to support and endorse.	

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7.7	AC wanted to promote the Norfolk Anti-Slavery Network. He said that it had done some very good multi-agency work and felt that was the way to go. It wasn't all about law enforcement.	
<b>8</b>	<b>Safeguarding concerns</b>	
8.1	<p>HT talked through her slides. The work that the LGA and ADASS has done is similar to NSAB's work on <u>s</u>afeguarding versus <u>S</u>afeguarding (guidance is available on the NSAB website.)</p> <p>The two documents have been produced by ADASS and LGA to try and help local authorities have a more consistent understanding of their safeguarding duties.</p> <p>The <i>understanding what constitutes a safeguarding concern</i> document has been developed due to inconsistencies within practice and it is intended to engage partners into conversation.</p> <p>HT advised that, as a local authority, we must submit data to NHS digital of the number of safeguarding concerns and the number that go on to be a Section 42 enquiry. The data on the chart shows a range from 5% leading to an enquiry up to 100% leading to an enquiry. This indicates that there is no consistency across the country. It is hoped that the documents will help provide some consistency.</p> <p>There are responsibilities that referrers need to take from discussing a concern with an adult, e.g. whether they have capacity. Also, the referrer needs to decide which type of safeguarding it is and discuss it with the adult at risk before they raise the concern.</p> <p>MASH slide: if practitioners aren't quite sure of the procedure then the flow diagram will guide them through. It sets out the process for making a decision about whether to make a safeguarding concern</p> <p>There may be times when the person doesn't want a safeguarding concern raised but the practitioner believes that there are reasons for raising one. Becky Booth has produced some useful information sharing guidance which is available on the NSAB website.</p>	
8.2	<p>Unfortunately, there wasn't time for HT to go through each of the case studies, so she picked two out and briefly ran through them:</p> <p>Case study 3: Colin has some needs but there is nothing to suggest that abuse or neglect is occurring, so this doesn't need to be raised as a safeguarding concern.</p> <p>Case study 4: it does appear that this person has care and support needs and, yes, psychological abuse is happening so this needs to be raised as a safeguarding concern.</p>	
8.3	HT advised that the slides and corresponding information should be shared within organisations. It will be publicised more widely when	

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	the safeguarding framework is completed, through the PML subgroup.	
8.4	MP said that he was happy to share this information with district councils. He mentioned about messy homes/anti-social behaviour; not big risks but causing issues. HT suggested that a multi-disciplinary meeting is called for those types of incidents. This should provide a preventative response.	
8.5	SH asked for further clarification on county lines and cuckooing. HT mentioned that there were a few case studies on these areas contained within the documents. If SH has any further queries, then HT is happy to pick those up with her.	
8.6	SJW asked if there was a timeframe for when things would be done so that training could be cascaded. HT confirmed that the guidance was live now. WLS confirmed that the PML group were working on the framework document currently, but there was a lot of work to be done. It is likely that it won't be available until late autumn and training and support would be available at the launch.	
<b>9</b>	<b>SARs update</b>	
9.1	<b>Official/sensitive: text redacted</b>	
<b>10</b>	<b>Domestic abuse and sexual violence group – update</b>	
10.1	This item was stood down, due to time.	
10.2	WLS advised that he has agreed to the role of chairing the DASVG's adult subgroup (note that one has been set up focusing on children also).	
<b>11</b>	<b>Safeguarding news desk &amp; board manager's update</b>	
11.1	JM had the opportunity to address the Clinical Care Transformation Group, in discussions around safeguarding and the development of an integrated care system (some work might come from this.) She will talk to Sara Tough (Executive Director of Children's Services) later in the week. Sara is already involved in work in this area.	
11.2	<p>There has been recent media coverage regarding the Cambridgeshire and Peterborough coroner's prevention of future deaths report concerning five young women with eating disorders, including one person from Norfolk (SAR C refers).</p> <p>The report raises some concerns for our local services and the report will be circulated to all lead bodies and agencies concerned. JM will keep the board informed.</p>	
11.3	JM congratulated WLS for his article published in the Journal of Adult Protection. It was co-authored with five other board managers and	

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	<p>concerns the reflections of safeguarding board managers on the impact of Covid.</p> <p>WLS circulated this to board members on 4 March. If you did not receive it, please advise Andrea, who can resend.</p>	
11.4	JM thanked JK for his work on the two year NSAB strategic plan. It has been circulated for comment and, once in final draft, will be shared with board members.	
11.5	Thanks to Lisa Barraclough at the DWP for sending on some statistics at JM's request. These show take up for Universal Credit across Norfolk. JM was sent the analysis for February, which makes interesting reading. Please let James Butler or Andrea know if you would like a copy of this.	
11.6	<b>Official/sensitive: text redacted</b>	
<b>12</b>	<b>Standing item   Safeguarding impact of any organisational change, or reduction of services (SAR AA   rec 13.5)</b>	
12.1	None	
<b>13</b>	<b>Any other business</b>	
13.1	JM will write to members of the executive group with the view to stand it down. The group was set up to fill in a gap for board, under the pressures of Covid.	

<b>Date of meeting</b>	<b>Item</b>	<b>Action</b>	<b>Responsible</b>
16/03/2021		No formal actions arose from the meeting.	