

MAKING SAFEGUARDING PERSONAL OUTCOMES FRAMEWORK

Project Summary Report 2018/19

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Introduction

The Making Safeguarding Personal Outcomes Framework (MSPOF)¹ was developed to provide a means of promoting and measuring practice that supports an outcomes focus and person led approach to safeguarding adults. The framework aims to inform practitioners, teams, councils, Safeguarding Adults Boards (SABs) and their partners regarding the extent to which they are making a difference to the safety of people who are at risk of, or who have suffered, abuse or neglect in their area. It is hoped that the framework will enable councils and SABs to better identify how practice is impacting on outcomes, indicate areas for improvement, enable bench marking and share best practice and learning.

Background

Making Safeguarding Personal (MSP) is a sector led initiative, which aims to develop an outcomes focus in safeguarding work and a range of responses in order to support people to resolve or improve their circumstances. The work is supported by the Local Government Association (LGA), the Association of Directors of Adult Social Services (ADASS) and other partners and has been going since 2010.

A MSPOF Task and Finish Group was set up in 2017 with representatives from ADASS, LGA, NHS Digital, Department of Health and Social Care, Research into Practice for Adults (RiPfa), and representatives of participating and interested councils. This group has continued to act as a reference group for the project, holding telephone conferences approximately quarterly.

The MSPOF was developed in response to a recommendation from the Making Safeguarding Personal Temperature check undertaken in 2016.² The framework development was funded from the safeguarding element of the Care and Health Improvement Programme³ in the LGA. The MSPOF was developed by the Institute of Public Care at Oxford Brookes University and RiPfa for ADASS and the LGA during 2017/18 in consultation with a range of stakeholders, relevant networks (including ADASS Safeguarding Adults and Performance, Standards and Informatics Policy Networks) and officers from several participating councils.⁴

The report provides a rationale for the questions as well as guidance about gathering the data. The framework itself consists of seven questions, including the MSP voluntary return that is part of the annual data collection process undertaken by NHS Digital. The framework was endorsed by the ADASS Executive and LGA in June 2018 and publicised in the ADASS Bulletin in July 2018. It was then published on the LGA website www.local.gov.uk

1 www.local.gov.uk/sites/default/files/documents/msp-outcomes-framework-may-2018-framework.pdf

2 Cooper et al (2016) MSP Temperature check, Association of Directors of Adult Social Services

3 www.local.gov.uk/our-support/our-improvement-offer/care-and-health-improvement

4 www.local.gov.uk/sites/default/files/documents/msp-outcomes-framework-final-report-may-2018.pdf

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Project priorities 2018/19

Councils were invited to join the pilot implementation phase and during 2018/19 the focus of the project was on supporting them to use the framework and develop a national reporting mechanism using the LG Inform system as a vehicle for sharing data.

The key deliverables for 2018/19 in summary were:

- implement the MSPOF
- develop a national mechanism for collecting and collating data, using LG Inform
- identify which IT systems can support the MSPOF and which cannot (and make recommendations regarding the latter).

The project was supported by Pritpal Rayat, who was seconded part time from NHS Digital, as project manager, as part of a leadership programme. His additional objective was to get a better understanding of the end to end safeguarding process to inform his role in this work, through immersion placements within councils involved in the project.

Project Progress during 2018/19

Work was done with colleagues in NHS Digital, LGA and participating Councils, to develop an Excel pro forma for participating council to fill in regarding the questions asking for quantitative data. Guidance was developed on how to use the pro forma and the metrics for the data. This stage of the process aimed to test whether the process would work, prior to direct data entry feed into the LG Inform site. This was developed in consultation with participants and made available to participating authorities in the autumn 2018. Frequency of reporting was discussed in the Task and Finish Group and it was agreed that quarterly data collection was proportionate and reasonable: this was tested in 2018/19 pending exploring the feasibility of more frequent reporting.

Direct contact was made by the project manager with the 12 interested sites of the 17 who had expressed an interest.

During November and December 2018, 11 councils took part in the pilot benchmarking exercise, using the new pro forma, providing data for Quarter 1 and 2 of 2018/19. All councils provide responses to the first three questions: how many safeguarding adult enquiries were completed during the period? Was the individual or the individual's representative asked what their desired outcomes were?; If outcomes are expressed, did the person or their representative feel that the desired outcomes were achieved? The results were consistent with the MSP voluntary annual data submissions to NHS Digital. There were variable response rates to the other questions, with some not addressed at all. Participants said that the process was fairly straight forward. A major block to providing more data was the current IT system used and several councils were in the process of changing their IT systems and expecting to be able to improve their data collection through the new systems.

The project has continued to emphasise to participants that a partial return is welcome as it is acknowledged that many places do not currently collect data for the other questions, especially the qualitative data and that the MSPOF is developmental.

The project manager continued to develop and maintain contact with participants to support the process of data collection through the year. A timetable was agreed for Quarter 3 and Quarter 4 data reporting and a summary on the data received through the project. There was an ongoing conversation about the nature and content of summary reporting in the group. Examples of national reporting were discussed at the group and an example presented for Quarter 1 and Quarter 2 .

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Workshops

The project scope for 2018/19 included provision for holding workshops both to support participating councils and share developments with others. RiPFA was commissioned to organise two Workshops in March 2019 to provide opportunities to share good practice and experiences of participating in the project as well as review progress and inform the priorities for 2019/20. Solihull and Cornwall and the Isles of Scilly provided case studies.

Feedback from the workshops showed that the framework was being used to shape practice, assess progress and show trends. It was also supporting the focus of case file audits. There was some lack of clarity regarding Section 42 data and criteria (which were picked up in a parallel CHIP safeguarding project on decision making regarding Section 42 safeguarding enquiries). The largest challenge remains gathering feedback on the outcomes and experience from the person.

There was an issue raised about what a 'good' sample size would be (this was picked up in the proposals for workshops during 2019/20). Embedding an approach which meant gathering feedback during the process, rather than at the end was proposed. Also using audits was felt to be helpful. A practical proposal was to have the person's outcomes on a flip chart on the wall during meetings to maintain a clear focus on these.

A document with references to resources was developed in response to the questions raised by workshops participants. This was made available on the LGA website and is attached as an Appendix.

Other links and issues

Discussions from the MSPOF Task and Finish Group continue to inform discussions in the Safeguarding Annual Collection Working Group, eg regarding whether to change the MSP voluntary returns and include them in the mandatory annual reporting process.

Colleagues in Enfield offered to undertake some cognitive testing with service users regarding the questions.

There has been an ongoing discussion about the issues around asking people about their experiences after a safeguarding process: there were some strong views that people did not want to talk afterwards. Returns of questionnaires or forms were not generally successful. One model being used was asking Healthwatch to undertake sample checks. It was suggested that the different approaches could be evaluated however this could not be pursued due to the project's limited resources.

Summary and evaluation

During 2018/19 the MSPOF was tested and piloted with a small number of councils. Benefits that were achieved during 2018/19 included:

- Supporting individual Local Authorities to participate in the project, enabling them to engage in the work.
- During 2018/19 in particular, councils participated in a quarterly data collection process to inform and progress their implementation of Safeguarding Personal
- A fit for purpose outcomes framework has been consulted on, developed and made available to Local Authorities as a template and a means for them to measure MSP progress and compare themselves to each other.

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- During 2018/19 the process and content were developed and tested as a national mechanism for all partners to use; a practical and accessible means for councils to participate in benchmarking with others was developed and established (through the development of a simple and effective on line submission and use of the existing LG Inform reporting system to feed the comparable results back).
- Reinforcing the message that collating and reporting data on safeguarding outcomes for people who are safeguarded is critical to evaluating the effectiveness of safeguarding at a strategic level.
- Maintaining communication between stakeholders to enable participation and collective ownership of the project; the ongoing dialogue through conversations, visits and the workshops, gave participants the opportunity to influence the way that the framework is used, and provided opportunities to share experience with other areas.
- As a result of the above, the work is robust (in terms of content and processing of data) enough to be useful, but flexible enough in its approach to make it appealing, useful and cost effective as a tool to support Councils and SABs in their implementation of MSP.

There was potential for further development and improvement of the framework in terms of:

- Evidencing through the framework the extent of partner engagement in MSP to promote good practice in safeguarding adults ie the qualitative information collection.
- Supporting practice development using a central information resource, particularly when undertaking an audit on cases where outcomes are not met through the qualitative data collection.
- Providing a greater understanding of existing IT system issues in respect of meeting the data collection and extraction needs.

Plans for 2019/20

It was agreed that the project would continue during 2019/20 to further encourage the adoption of the MSPOF, increase the number of participating councils, and areas of data collected, and to further develop the reporting mechanism on LG Inform. Following the discussions at the March 2019 workshops, it was agreed that the 2019/20 workshops should focus on the qualitative data collection areas of the framework.

APPENDIX

Resources to support MSP FAQ

Delegates at the outcomes framework workshops requested greater guidance when working with partners to understand their roles and responsibilities.

We have produced six guidance documents:

- Support for boards across the Safeguarding Adults Partnership
- What might 'good' look like for health and social care commissioners and providers?
- What might 'good' look like for the police?
- What might 'good' look like for advocacy?
- What might 'good' look like for those working in the housing sector?
- Supporting involvement of service users.

These are available at:

www.local.gov.uk/our-support/our-improvement-offer/care-and-health-improvement/making-safeguarding-personal/resources

Delegates at the outcomes framework workshops highlighted that boards may benefit from greater guidance around working risk, with specific consideration that risks will remain and that this is not necessarily a negative.

Case studies and guidance can be found in the following web link:

www.local.gov.uk/our-support/our-improvement-offer/care-and-health-improvement/making-safeguarding-personal/working-risk

Delegates at the workshops requested further guidance around the use of the MSP outcomes framework:

The MSP outcomes framework final report contains a lot of guidance about how to use the framework and also suggestions of ways in which to gather feedback

www.local.gov.uk/sites/default/files/documents/msp-outcomes-framework-final-report-may-2018.pdf

Delegates requested information for local leaders on Making Safeguarding Personal:

This document provides greater information around MSP for leaders

www.local.gov.uk/sites/default/files/documents/1.93%20Safeguarding%20must%20know_03%20WEB.pdf



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