

***ADULTS SOCIAL CARE AND HEALTH SCRUTINY BOARD***  
***Agenda***

Date Tuesday 5 December 2023

Time 6.00 pm

Venue Crompton Suite, Civic Centre, Oldham, West Street, Oldham, OL1 1NL

- Notes
1. DECLARATIONS OF INTEREST- If a Member requires advice on any item involving a possible declaration of interest which could affect his/her ability to speak and/or vote he/she is advised to contact Paul Entwistle or Constitutional Services at least 24 hours in advance of the meeting.
  2. CONTACT OFFICER for this agenda is Constitutional Services Tel. 0161 770 5151 or email [constitutional.services@oldham.gov.uk](mailto:constitutional.services@oldham.gov.uk)
  3. PUBLIC QUESTIONS - Any Member of the public wishing to ask a question at the above meeting can do so only if a written copy of the question is submitted to the contact officer by 12 noon on Friday 1 December 2023.
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**MEMBERSHIP OF THE ADULTS SOCIAL CARE AND HEALTH SCRUTINY BOARD**

Councillors Adams, Ball, Hamblett, J. Harrison, Hobin, S. Hussain, McLaren and Moores (Chair)

Item No

- 1 Apologies For Absence
- 2 Urgent Business  
Urgent business, if any, introduced by the Chair
- 3 Declarations of Interest  
To Receive Declarations of Interest in any Contract or matter to be discussed at the meeting.
- 4 Public Question Time  
To receive Questions from the Public, in accordance with the Council's Constitution.
- 5 Minutes of Previous Adults Social Care and Health Scrutiny Board Meeting (Pages 1 - 6)  
The Minutes of the Adults Social Care and Health Scrutiny Board held on 7 September 2023 are attached for approval.
- 6 Oldham Safeguarding Annual Report 2022-23 (Pages 7 - 56)  
To receive and discuss the Oldham Safeguarding Adults Board: Annual Report 2022-23 (with supporting Single-Agency Statements and Business Plan 2023-2024).
- 7 Tackling Infant Mortality in Oldham Public Health Annual Report 2022 (Pages 57 - 92)  
To receive and discuss Tackling Infant Mortality in Oldham Public Health Annual Report 2022.
- 8 Health Inequalities Plan December (Pages 93 - 100)  
To receive and discuss the Health Inequalities Plan.
- 9 Work Programme  
To Follow
- 10 Key Decision Document (Pages 101 - 120)
- 11 Rule 13 and 14  
To consider any rule 13 or 14 decisions taken since the previous meeting.



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**Public Document Pack Agenda Item 5**  
**ADULTS SOCIAL CARE AND HEALTH SCRUTINY BOARD**  
**07/09/2023 at 6.00 pm**



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**Present:** Councillor Moores (Chair)  
Councillors Adams, Ball, Hamblett, J. Harrison, S. Hussain and McLaren

Also in Attendance:

Rebecca Fletcher	Public Health
Paul Rogers	Constitutional Services
Charlotte Walker	Cluster Lead, Adults Social Care
Julian Guerriero	Senior Policy Strategy and Commissioning Manager
Alistair Craig	Northern Care Alliance
Karen Coverley	Director of Nursing, Oldham Care Organisation
Annie Lynn	Senior Operations Manager, Turning Point
Tamora Zoaman	Northern Care Alliance

1           **APOLOGIES**

Apologies for absence were received from Councillor Hobin.

2           **MINUTES**

The Minutes of the Adults Social Care and Health Scrutiny Board held on 13 July 2023 were approved as a correct record.

3           **DECLARATIONS OF INTEREST**

There were no declarations of interest received.

4           **URGENT BUSINESS**

The Chairman informed the Board that the Work Programme item had been omitted from the agenda and he would be including that item as the last agenda item.

5           **PUBLIC QUESTION TIME**

There were no public questions for this meeting of the Committee to consider.

6           **MINUTES OF PREVIOUS MEETING**

This item was withdrawn because it was considered at Minute no.2.

7           **NORTHERN CARE ALLIANCE - CARE QUALITY  
COMMISSION - INSPECTION REPORT**

A report was received for discussion a report from Northern Care Alliance regarding a Care Quality Commission (CQC) Inspection report. The report was presented by Karen Coverley, Director of Nursing (Oldham Care Organisation).

Karen Coverley, informed the Board that the an action plan has been produced which highlights 79 'Must Do' recommendations from the Inspection report to be expedited. She will forward an updated report highlighting these recommendations. These recommendations are being addressed and are on track to be completed.

Members were informed that the NCA have an internal accreditation process which gives an assurance on any issues. The CQC make unannounced inspections.

The Vice-Chairman reminded the Board that this item is on the agenda so that the NCA could present a bespoke report appertaining to Oldham. This however, had not been received. He suggested that because the next Board meeting will not be held until December that a special Board meeting be arranged to consider a bespoke Oldham CQC report.

Alistair Craig, Northern Care Alliance, apologised and informed that Board that the bespoke Oldham report would be sent to the Council following the Board meeting. He further informed the Board that the Internal Accreditation Process had been completed recently and they were now in a better position following the CQC report.

Resolved: that a special meeting be of the Adults Social Care and Health Scrutiny Board be held on a date to be agreed to consider the bespoke Oldham report relating to CQC recommendation.

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## **PENNINE ACUTE SERVICES TRANSACTION AND ASSOCIATED DISAGGREGATION**

The Board received a report from the Northern Care Alliance (NCA) regarding the Complex Services Pennine Disaggregation. The report was presented by Tamara Zoaman (NCA) and Alistair Craig (NCA).

Members were informed that in 2021, Manchester Foundation Trust acquired the North Manchester General Hospital site, and Salford Royal Foundation Trust acquired the remaining sites of , creating the Northern Care Alliance FT. Since then, due to the way in which digital systems and clinical rotas operate, there are some services that operate across the two providers that have not yet been 'disaggregated'. This means that the services still need to be split between the two organisations using an agreed set of principles: including splitting of the workforce, budget and waiting lists. In September 2022 the first phase of complex services were disaggregated (Fetal Medicine, Clinical Haematology and Sleep Services), these were considered by Scrutiny Committees in July 2022. A second phase (Cardiology, Gastroenterology, Rheumatology and Urology (6 low volume pathways)) will be disaggregated in September 2023. Scrutiny Committees considered these proposals in January 2023.. The final phase of disaggregation is due to take place between January 2024 and March 2024 and includes Dexa (bone

density) scanning, Ear, Nose & Throat, Trauma & Orthopaedics and Urology. This paper concerns this final phase, and in particular scrutiny's approval of the substantial variation assessments that have been developed to assess the scale of impact of these changes.

Members were reminded that previous updates on the disaggregation had been given to Scrutiny and this is the final update on the remain. The report provides an update regarding the dissolution of the former Pennine Acute Hospitals Trust (PAHT) and re-provision of services by both Manchester University NHS Foundation Trust and the remainder of the PAHT sites into the Northern Care Alliance (NCA). In particular, planned service changes in the context of previously agreed decisions taken in Greater Manchester to disaggregate services from the legacy PAHT and integrate North Manchester General Hospital (NMGH) into Manchester Foundation Trust and the remainder of the PAHT sites into the NCA.

The paper provides the following:

- A reminder about the background to the acquisition of the Pennine Acute Hospitals Trust
- An overview of the disaggregation approach and context of complex services
- An overview of the engagement undertaken with patients to gain feedback and insights to inform these plans
- The likely impact on Oldham patients
- A summary of the substantial variation assessment for each specialty

In response to a question, Tamora Zoaman informed the Board that transfer of staff via TUPE was in place but was still work in progress.

A question was raised regarding additional services at Oldham Hospital and problems of car parking for staff and patients which is already limited. Alistair Craig informed the Board that car parking is an issue at all Greater Manchester hospitals. Staff unfortunately have to pay for parking but this a national decision.

The Board was informed that the process was all about pathways to services. Moving services to Oldham hospital will not impact on current service levels at Oldham hospital.

In response to a question, Alistair Craig informed the Board that there are building programmes in place to facilitate moves to the Oldham hospital, this includes staffing. Staff will be moving to other sites and account is taken where some staff may not want to move with vacancies occurring. These issues are being addressed. Any new Equipment is covered in the capital costs.

It was emphasised to the Board that disaggregation process is about pathways for patients and not the care levels.

Members attention was drawn to the Service Change Framework for Greater Manchester, Appendix 1 refers, which has been followed in the process.



In answer to a question, Tamora Zoaman informed the Board that in other areas outside Oldham none of the complex changes in disaggregation have been of a substantial nature because they are not significantly changing services which are already in place. She emphasised that some services will not be moved because certain Trusts specialise in certain services for the whole of Greater Manchester.

Alistair Craig advised that there is always a necessity for patients to be provided with core medical services close to home as core offering and specialised services in other Trust areas of Greater Manchester.

In response to a question, Alistair Craig informed the Board that currently there is no quality or benchmark process in place because the service is still rolling out. Within the next 18 months quality there will be a quality and performance process put in place.

The Chairman suggested that an update on the disaggregation process be included in the work programme for the March 2024 meeting.

Resolved: that

(i) the Board notes the update on the progress to disaggregate services as referred to in the report and supports the assessment made that none of the changes identified in phase 3 constitute a substantial variation for Dexa, Ear,nose and throat pathways, impatient Urology, and Trauma and orthopaedic surgical pathways; and

(ii) an update on the disaggregation process from the NCA be included in the work programme for the March 2024 Board meeting.

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### **DRUGS AND ALCOHOL STRATEGY : ADULT INTEGRATED SUBSTANCE MISUSE TREATMENT AND RECOVERY IN OLDHAM**

The Board received a report submitted by Rebecca Fletcher, the Interim Director of Public Health, Regarding the Drug and Alcohol Strategy – Adult Integrated Substance Misuse Treatment and Recovery in Oldham.

The report provided an update on progress to date on embedding recommendations of the Government's 10-year drugs plan 'From harm to hope' and local work on policy implementation.

It also provided an update on the mobilisation of the Adult Integrated Substance Misuse to Treatment and Recovery Service delivered by Turning Point.



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The Board was informed that having a high functioning drug and alcohol treatment and recovery offer is an essential component of the range of activity required to achieve better population health and reduce demand on health and social care services.

In December 2021, a national policy paper – From harm to hope; A 10-year drugs plan to cut crime and save lives’ was published, setting out the ambition to give people with drug addiction a route to a productive and drug free life.

The Oldham Drug and Alcohol Partnership Group was established in April 2023 and has been overseeing workstreams that are required to be delivered under the 10-year drug plan. This report summarises work to date to implement its recommendations and the GMCA Combatting Drugs Partnership.

Oldham and Rochdale Councils have in collaboration jointly commissioned Turning Point to deliver the drug and alcohol treatment and recovery service in both areas.

Julian Guerriero, Senior Policy Strategy and Commissioning Manager, gave an overview of the Strategy and drew Members attention to the various elements of the Strategy. He emphasised that drug and alcohol addiction is recognised as a health condition and this is embedded in the Strategy. He made particular reference to the timeline of work and advised that the work needed to be carried out would take time and would not be achieved overnight.

Annie Lyn, Senior Operations Manager, Turning Point, gave an update on the mobilisation of the Adult Integrated Substance Misuse Treatment and Recovery Service delivered by Turning Point. She advised that her team were working very well and recruitment to the team was making significant progress. She emphasised the work being carried out with communities and the need to make communities aware that the service offered by Turning Point was available to individuals who are experiencing drug or alcohol problems and indeed families who are affected by their siblings with these problems. They use the media to advertise their support and use events such as football matches to show that they are available to help which will give people more opportunities to get better. She advised Members that their centre would be moving to a new location in Oldham in December this year which will be a more appropriate venue to treat people.

In response to a question, Rebecca Fletcher advised that the budget for Drug and Alcohol treatment services is £2.8million is the core element in the budget for 2023-24 and the £1.49million was time limited till March 2025 from central government, paragraph 3.3 in the Strategy refers. The

government may extend those grants but the Council is currently not aware of any extension at this time. If the central government grant was to cease then that would provide the Council with a challenge to provide additional funding.

Annie Lynn advised that staff are being recruited on permanent contracts because staff recruitment is difficult whilst offering Fixed Term Contracts. She also advised that a family worker is in the new model and she emphasized the importance of family support.

Resolved: that the report be noted and an update and review of the Strategy: Adult Integrated Substance Misuse Treatment and Recovery in Oldham be submitted in September 2024.

10 **WORK PROGRAMME 2023-24**

Circulated at the meeting was the Adult Social Care and Health Scrutiny Board Work Programme 2023-24.

Resolved: that subject to (i) and (ii) below the Work Programme for 2023-24 be noted:

(i) a further update regarding the Pennine Acute Services Transaction and Acute Disaggregation be included to be discussed at the March 2024 Meeting; and

(ii) the Drugs and Alcohol Strategy:Adult Integrated Substance Misuse Treatment and Recovery in Oldham be reviewed in September 2024.

The meeting started at 6.00 pm and ended at 8.05 pm

Report to the ADULT SOCIAL CARE & HEALTH SCRUTINY BOARD

## **Oldham Safeguarding Adults Board: Annual Report 2022-23 (with supporting Single-Agency Statements and Business Plan 2023-2024)**

Report Author: James Babyk-Glynn, Business Manager, Oldham Safeguarding Adults Board

Contact. 07970843338

Date: 5 December 2023

### **Purpose of the Report**

The Oldham Safeguarding Adults Board (OSAB) is a statutory partnership set up to safeguard adults at risk of experiencing abuse, neglect or exploitation. As part of its statutory duties the Board is required to produce an Annual Report setting out the safeguarding concerns it has dealt over the last year, as well as a Business Plan setting out future ambitions and actions to help keep people safe in Oldham. The purpose of this report is to share the Board's agreed 2022-23 Annual Report and 2022-24 Business Plan with members of the Health and Wellbeing Board for their consideration.

### **Requirement from the Adult Social Care & Health Scrutiny Board**

Members of the Adult Social Care & Health Scrutiny Board are asked to consider and comment on the Oldham Safeguarding Adults Board 2022-23 Annual Report and 2023-24 Business Plan.

## **Background**

The role of the OSAB is to assure itself that organisations and agencies across Oldham are working together to protect and enable adults to live safely. This means helping people to make decisions about the risks they face in their own lives as well as protecting those who lack the capacity to make these decisions.

The Board has three main statutory duties which are to:

- Produce a Strategic Business Plan setting out the changes the Board wants to achieve and how organisations will work together.
- Publish an Annual Report setting out the safeguarding concerns it has dealt with in the last year as well as plans to keep people safe in the future.
- Undertake a Safeguarding Adult Review in line with Section 44 of the Care Act where it believes someone has experienced harm as a result of abuse, neglect or exploitation.

## **Reflecting on the last year: 2022-23 Annual Report**

The Board's 2022-23 Annual Report provides information on the number and type of safeguarding concerns reported in Oldham along with the actions taken to adopt learning from the Safeguarding Adult Reviews. Central to this has been the collection and sharing of firsthand experiences by adults 'at risk' and family members who have experience of safeguarding issues and services in Oldham.

In summary, a total of 2175 safeguarding referrals were made in 2022-23 and of these referrals 430 became the subject of a formal Safeguarding Enquiry. The data shows that the number of referrals received more than doubled compared to the number received in 2018-19 and increased by 16% compared to 2021-22. Some of this increase may be due to safeguarding awareness campaigns designed to encourage the residents of Oldham to report their safeguarding concerns and training provided to professionals in Oldham about making safeguarding referrals and the criteria for formal enquiries. However, whilst the number of overall referrals has increased, the number of serious safeguarding enquiries remains relatively consistent over the last four years.

A total of 4 Safeguarding Adult Reviews were completed in 2022-23, which was double the number completed the previous year. Common themes emerging from Safeguarding Adult Reviews involved the multi-agency management of risk; Complex and Contextual Safeguarding including cuckooing, financial abuse, and exploitation; and safeguarding transitions

## **Looking Forward: 2023-24 Business Plan**

The Board's Business Plan has been shaped by the partner agencies and based on the key learning themes emerging from Safeguarding Adult Reviews, Audits and operational work. As a result, the Business Plan sets out a challenging programme of work, designed to prevent and reduce future safeguarding incidents and implement an effective 'all age' safeguarding offer. The Business Plan is designed to focus on action and is being actively promoted and shared across agencies to highlight



the aims of the Board and promote the wide range of resources and information available through the Board's website and fortnightly joint children's and adults safeguarding bulletins.

### **Appendices**

1. OSAB Annual Report 2022-23 plus supporting OSAB Single-Agency Statements 2022-23
2. OSAB Business 'Plan on a Page' 2023-24.

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**OLDHAM  
SAFEGUARDING  
ADULTS  
BOARD**



**ANNUAL  
REPORT  
2022-23**



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# Helping people live safely in Oldham

## What is Safeguarding?

“Safeguarding means protecting an adult’s right to live in safety, free from abuse and neglect. It is about people and organisations working together to prevent and stop both the risks and experience of abuse or neglect.” Care Act 2014

Safeguarding is also about respecting an individual’s views, wishes, feelings and beliefs when acting in the interests of their wellbeing.

Oldham’s Safeguarding Adults Board is responsible for leading adult safeguarding arrangements in the borough. It does this by bringing together a huge number of teams and organisation to ensure services work together effectively; helping people to live free from harm and protecting their human rights.

## Who are the Safeguarding Board?

By law, the Board’s membership must include Oldham Council and the Oldham based teams from Greater Manchester Police and NHS Greater Manchester Integrated Care.

Working as a collaborative, the Board brings together representatives from the following sectors and services:

- Voluntary sector organisations
- Healthwatch Oldham
- Probation Service
- Greater Manchester Police
- Pennine Care NHS Foundation Trust
- Northern Care Alliance NHS Foundation Trust
- Public Health
- Oldham Housing organisations
- Greater Manchester Fire and Rescue Service
- Oldham Council
- NHS Greater Manchester Integrated Care

The Board is managed by an Independent Chair who is responsible for providing safeguarding leadership and oversight. Through the work of the Board, the Chair seeks assurance from partner agencies that they are working together effectively to help keep people safe.

## Safeguarding is everyone’s business

There are many different types of abuse and neglect such as financial and sexual abuse, domestic violence, elder abuse, modern day slavery and even self-neglect; all of which can happen at home, in the community or within places where care is provided.

The safeguarding responsibilities of the Board are just part of the solution. Our greatest resource for identifying and reporting safeguarding concerns are families, friends, and members of the public. So, our mission for 2023-24 is to ensure that safeguarding is everyone’s business by encouraging people to be curious, highlighting the signs to look for and making it easy to make a safeguarding referral.

### The Board has three core duties:

1. Conduct a Safeguarding Adult Review where there is evidence to suggest that someone has experienced harm as a result of abuse or neglect.
2. Produce a Strategic Plan setting out the changes the Board wants to achieve and how organisations will work together to help keep people safe.
3. Publish an Annual Report setting out information on safeguarding trends locally, the actions of the Board over the last year, and priorities for the coming year.

This Annual Report provides an overview of safeguarding trends in Oldham during 2022-23. It also provides information on the Safeguarding Adult Reviews commissioned by the Board and how the learning from these reviews has shaped and improved the way services work in Oldham.

# Profile of abuse and neglect in Oldham

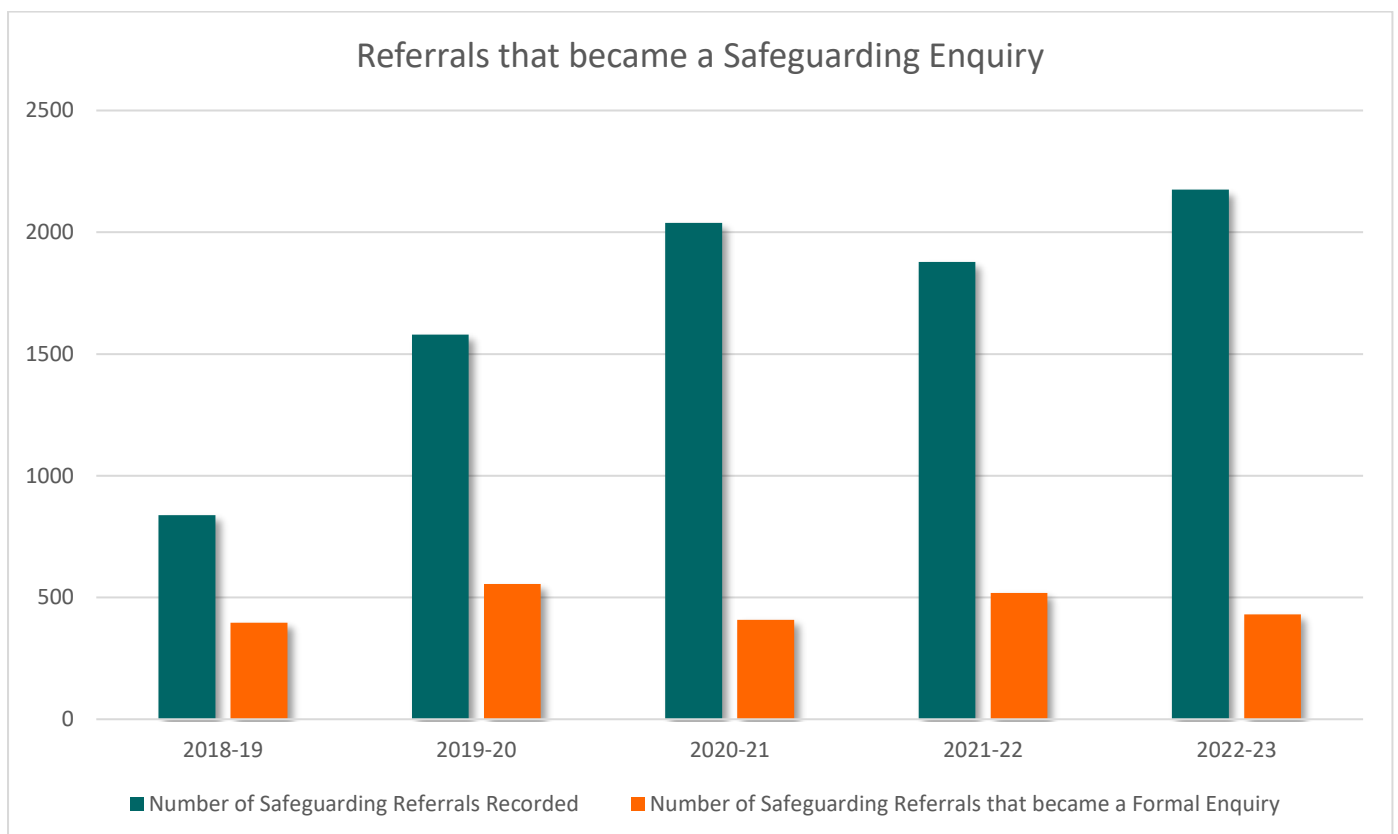
The following information shows the numbers and types of safeguarding abuse recorded for Oldham residents in 2022-23. This data has been compared to the numbers and types of safeguarding abuse from previous years to help us understand any changes or new types of safeguarding concerns that need to be addressed.

## Safeguarding referrals that became a formal safeguarding enquiry

Each safeguarding referral received is investigated and if we believe that an adult with care and support needs is at risk of serious abuse or neglect and is unable to protect themselves because of those needs, the referral becomes the subject of a formal safeguarding enquiry.

The purpose of a formal safeguarding enquiry is to ensure that the referral is investigated, to gather more information, to collect the views of the adult at risk of serious abuse or neglect and the views of anyone else who may be relevant, and to prevent, or stop, abuse from occurring.

The chart below shows the number of safeguarding referrals that have gone on to become formal safeguarding enquiries over the last five years.



During 2022-23, a total of 2175 safeguarding referrals were received and of these, 430 became a formal safeguarding enquiry. The number of safeguarding referrals increased by 16% in 2022-23 compared to the previous year.

Some of this increase may be due to safeguarding awareness campaigns designed to encourage the residents of Oldham to report their safeguarding concerns and training provided to professionals in Oldham about making safeguarding referrals and the criteria for formal enquiries.

Whilst the number of overall referrals has increased, the number of those that have led to formal safeguarding enquiries has remained relatively consistent over the last five years with an average of 460 each year.

## Sex, age, and ethnic group of safeguarding referrals

Of the 2175 safeguarding referrals in 2022-23, 60% related to women and 40% related to men.

This is the same proportion as previous years and, as women make up 52% of the total adult population in Oldham, this means that the percentage of safeguarding cases per head of population in 2022-23 were slightly higher for women than for men.



safeguarding referrals were about women in 2022-23



safeguarding referrals were about men in 2022-23



Of the 2175 safeguarding referrals in 2022-23:

- 930 (43%) were 18-64 years old
- 265 (12%) were 65-74 years old
- 473 (22%) were 75-84 years old
- 506 (23%) were 85 years old or older

Considering different age groups, during 2022-23, it was recorded that over 50% of all safeguarding referrals related to someone aged 65 or over. Whilst the percentage of people aged 85 years and over has increased slightly from 20% to 23% the breakdown by age group has remained consistent over the last few years.



Of the 2175 safeguarding referrals in 2022-23:

- 82% were White British
- 7% were Asian/Asian British
- 1% were Black/African/Caribbean
- 1% were Mixed/Other Ethnicity
- 9% were Unknown/refused information

Considering the ethnicity of Oldham residents, during 2022-23, it was recorded that 82% of all safeguarding referrals related to White British people. This is the largely the same proportion as previous years and, as White British people make up 65% of the total adult population in Oldham, this means that the percentage of safeguarding cases per head of population in 2022-23 were slightly higher for White British people.

Overall the 2022-23 figures suggest that White British people aged 65 and over were more likely to be the subject of a safeguarding referral compared to any other group.

## Number of closed safeguarding referrals and enquiries



2253 safeguarding referrals and enquiries were closed in 2021-22

2631 safeguarding referrals and enquiries were closed in 2022-23

During 2022-23, a total of 2631 safeguarding referrals and enquiries were closed which is more than the 2175 safeguarding referrals received in the year. This is due to a push by Oldham's Strategic Safeguarding Service to increase the number of timely closure of referrals and enquiries and includes the closure of outstanding cases from 2021-22.

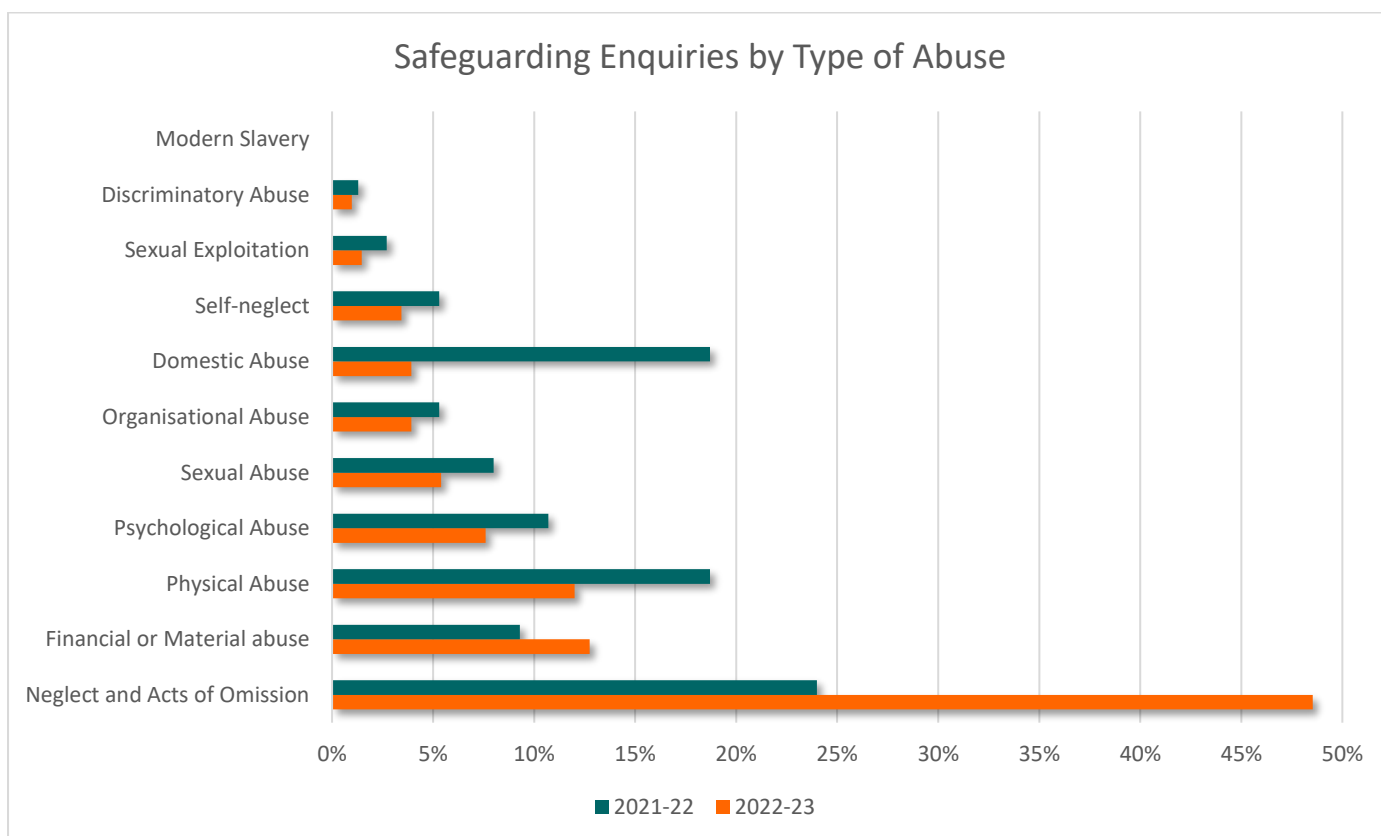
## Mental Capacity

A person lacks mental capacity if their mind is impaired or disturbed in some way, which means they are unable to make a decision at that time as they cannot understand the information relevant to the decision; retain that information; or use or weigh up that information as part of the process of making the decision. Examples of how a person's brain or mind may be impaired include mental health conditions, dementia and intoxication caused by drugs or alcohol misuse. The 2022-23 figures include a higher proportion of complex safeguarding enquiry cases compared to 2021-22 with **46%** of the closed safeguarding enquiries involving people who lacked capacity to make their own decisions. This had increased from 40% in 2021-22.



## Types of safeguarding abuse

The chart below shows a breakdown of the **types of safeguarding** abuse investigated in 2022-23 compared to 2021-22. Some safeguarding investigations can involve the recording of more than one category of abuse for the same person and these are the cases that often involve multiple agencies working together to ensure those involved are safe.



Modern Slavery is an umbrella term for all forms of slavery, human trafficking, and exploitation. It includes holding a person in a position of slavery, servitude, forced or compulsory labour, or facilitating their travel with the intention of exploiting them soon after. In 2022-23, there were ten safeguarding referrals received related to Modern Slavery in Oldham. None of these progressed to a safeguarding enquiry. As it is often the case that the potential victims do not have care and support needs, these cases are usually responded to through alternative processes rather than via a safeguarding enquiry. Local professionals are being encouraged to recognise the signs of Modern Slavery and provided with the details of the alternative processes that can be used to respond to concerns about Modern Slavery through new multi-agency training, practitioner guidance and briefings that the Board introduced in 2022-23.

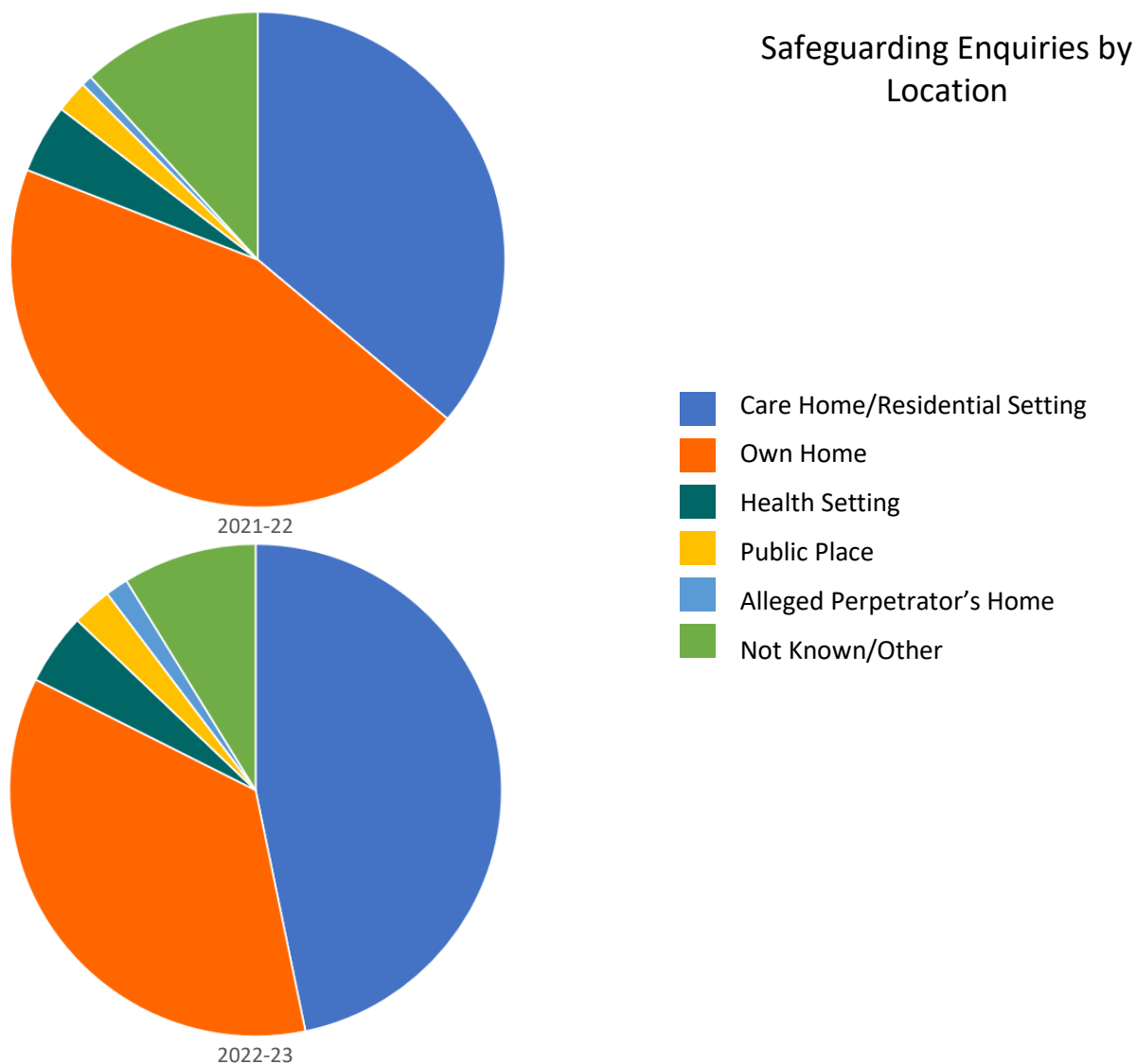


The most common form of abuse in 2022-23 related to neglect and acts of omission. These are cases where a person who is responsible for the support of an adult at risk has failed to provide adequate care or essentials such as medicines, nutrition, heating etc. Neglect and acts of omission has consistently been the most common form of abuse over the last four years. Levels have increased from 24% in 2021-22, to 48% of cases investigated in 2022-23.

Conversely, there has been a decrease in the percentage of discriminatory, organisational, physical, and sexual abuse cases investigated in the last year.

## Where the abuse took place

The charts below show that for both 2021-22 and 2022-23 the most common places where the reported abuse or neglect took place was within a care home/residential setting or the person’s own home.



The Safeguarding Adults Board review safeguarding data regularly. In 2022-23, the Board oversaw further development of a detailed data ‘dashboard’. The insights from this are used by the Board to review safeguarding resources such as training and guidance and where appropriate, adjust the way services work together to keep people safe in Oldham.

## Safeguarding – what does good look like?

When Oldham Safeguarding Adults Board report on safeguarding data, we often focus on safeguarding enquiries, because this is a statutory responsibility. But this is only part of the picture. In 2022-23, Adult Social Care worked with other partner agencies to deal with a further 1,745 safeguarding referrals that did not meet the criteria for a safeguarding enquiry, but often involved a great deal of work to keep people safe and well.

In Fred's case a referral was made about self-neglect and hoarding. Fred is a 79 year old gentleman who lives alone in his own property. He has been known to many services over the years, including the Police, the Fire and Rescue Service, Social Prescribing, Adult Social Care, Environmental Health, his GP, Age UK Oldham, and Mind.

A private personal assistant (PA) is a person that helps someone to manage their household or personal-related tasks. Fred's wife was diagnosed with dementia. There was a private PA (PA) going into their house, to support him and his wife. His wife's dementia deteriorated, and she is now being cared for in a residential home. The private PA support was cancelled. Fred can be described as a 'person who hoards'. Most of the items he hoards are electrical equipment, electronics, and gadgets. These items are quite expensive, and he has been targeted by some local people. He has also had two serious electrical fires and did not request any medical support for his burns. Fred was reluctant to accept support from services and was neglecting himself by not eating or drinking properly, not attending GP appointments and became increasingly depressed and expressed suicidal thoughts. A safeguarding referral was made due to concerns about self-neglect and hoarding behaviour.

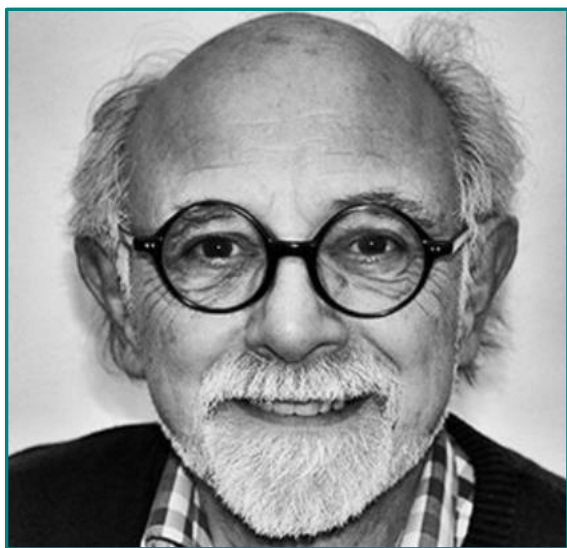
Professionals from some of the services in Oldham that knew Fred started to use Oldham's Team Around the Adult approach. This is designed to bring together a range of different representatives from across the Safeguarding Partnership to provide support for someone. Members of the Team Around the Adult began to meet to work in partnership with Fred to explore some of the risk that was known about and develop and deliver support that was focused on solutions that would last. A Team Around the Adult can do this by asking for advice or support from representatives from other services and organisations who do not necessarily know or meet the person. Sometimes the representatives from these services will join the Team Around the Adult.

A multi-agency risk assessment and risk action plan was agreed by all the professionals involved in the Team Around the Adult. The Social Worker involved had known Fred when his wife lived at home, they were able to establish a positive working relationship with him. A private PA was put in place and is now supporting Fred with paying his bills, organising his finances, and helping him to clear the clutter in his house. Fred is now getting all the right benefits that he is entitled to. His finances and debts are being managed and he is accepting practical and emotional support from his private PA. The hoarding in the property is also reducing.

The Team Around the Adult continue to meet once every month. They make sure they are reviewing the risk assessment together and sharing all new information. Fred was asked about what his wishes were, what he would want to happen. "To have my wife living back home," he said, "and to organise my house." Through really positive multi-agency commitment and support Fred is some way to achieving his positive outcome.



# Message from the Independent Chair



- Structured cross-agency working to meet multi-dimensional complex need
- Quality assured evaluations of local safeguarding practice initiatives

It is a hallmark of an effective safeguarding partnership that public awareness of safeguarding is heightened and that demand for service is high. These hallmarks are evident in the Oldham partnership arrangements.

The partners are committed to ensure that good quality safeguarding services are available to all communities in the borough, that these services innovate to meet the changing needs of residents and that the public have confidence in the skills, abilities, and resources of the local safeguarding partners.

The spirit of this commitment will be taken into the final year of the current three-year strategy for safeguarding in Oldham and during 2023-24 we shall be consulting on how this strategy should be refreshed for the future.

A handwritten signature in black ink, appearing to read 'H. Giller'.

Henri Giller  
Independent Chair  
Oldham Safeguarding Adults Board

“ This annual report from the Oldham Safeguarding Adult Board once again demonstrates the multi-layered complexity of safeguarding needs and vulnerabilities of local residents. These needs and vulnerabilities can manifest in acts of neglect and omission from carers (formal and informal), incidents of domestic conflict and abuse, exploitation in a variety of relationships and settings and vulnerabilities caused by or contributed to from compromised mental capacity.

The members of the safeguarding adult partnership need to be aware of the variety of these dimensions and complexities and ensure that their service responses are sufficiently robust to meet the challenges contained in the demands of safeguarding.

Strategic approaches currently employed by the local partnership include:

- Awareness raising initiatives on dimensions of safeguarding need
- A focus on the prevention of abuse, neglect, and exploitation
- Multi-agency training to establish a common knowledge base of safeguarding need

# Safeguarding Adult Reviews

The Board has a legal duty to carry out a **Safeguarding Adult Review (SAR)** if it believes that someone has died of, or experienced, serious abuse or neglect. The aim of a SAR is to review the way agencies worked together to safeguard an individual or family. Learning from the review is shared across agencies and used by the Board to review the way services operate in order to prevent a similar situation.

Central to the process is the involvement of the family or the individual, if they are still alive. This ensures that we capture the experiences of people who use services and use this insight to inform any changes.

The following information shows the increase in the number of reviews commissioned by the Board in 2022-23 to compared to the previous year.

2021-22      2 Safeguarding Adult Reviews



2022-23      4 Safeguarding Adult Reviews



Common themes emerging from SARs involved the multi-agency management of risk; Complex and Contextual Safeguarding including cuckooing, financial abuse, and exploitation; and safeguarding transitions which is the term used to describe the period of change in a young person's life as they move from childhood to adulthood and the way services in Oldham support young people between the ages of 14 and 25, as they move from children's to adults' services.

The findings below came from a SAR completed in 2022-23.

## Peter

**Peter** was in his early 70's when he was found deceased in his flat by police. He lived alone and had managed his own finances and medication.

Peter had a reduced cognition score although no formal diagnosis was made. A reduced cognition score means a person has trouble remembering, learning new things, concentrating, or making decisions that affect their everyday life.

Peter had been able to communicate to many agencies that there were issues and that he had been deemed to have mental capacity to return home from hospital a few days before he died.

There were several disclosures of financial abuse and exploitation by two younger males in the local area. Information was shared that the males were taking Peter's money, his bank card, his medication, and his phone. One of the males also tried to prevent professionals from accessing Peter. Paid carers commissioned to support Peter felt unsafe going into Peter's home because of the two males being present inside or outside of the flat. Five safeguarding referrals were made.

As it appeared Peter had mental capacity, it was left to him to stop letting people into his property. Although Peter's carers called police on his behalf to report that males were constantly harassing him, there was not a significant amount of recognition of exploitation and cuckooing and how this could have had an impact on decision making and capacity.

There was evidence of social care, police, and Peter's housing association sharing information, but there was little escalation within services and no multi-agency meetings planned.

The SAR suggested the need for clear guidance about what housing providers and other agencies could do to respond to exploitation including financial abuse and cuckooing and how they could escalate issues and report concerns better.



# Listening to lived experience

In 2022-23, Oldham Safeguarding Adults Board worked in partnership with Age UK Oldham, Healthwatch Oldham and Oldham's Domestic Abuse Partnership, to carry out research to understand the domestic abuse experiences of people aged 55 and over. Through a mix of in-depth one to one interviews and focus group discussions, over forty residents in Oldham shared their stories and feedback; with experiences ranging from long standing abuse by an intimate partner to abuse from wider family members.

The research report can be found on the OSAB website: [Opening Doors: Understanding the experiences and responses to older victims of domestic abuse in Oldham - A research report by the Oldham Safeguarding Adults Board and Oldham Domestic Abuse Partnership.](#)

The research found that abuse can be triggered by life changing situations such as retirement, disability or taking on an informal caring role. The findings included that there was a need for a different response for older survivors. One of the survivors said:

*"It is a subject that is still taboo, especially with the older generation whose mindset is 'I've made my bed, so I have to lie in it.'"*

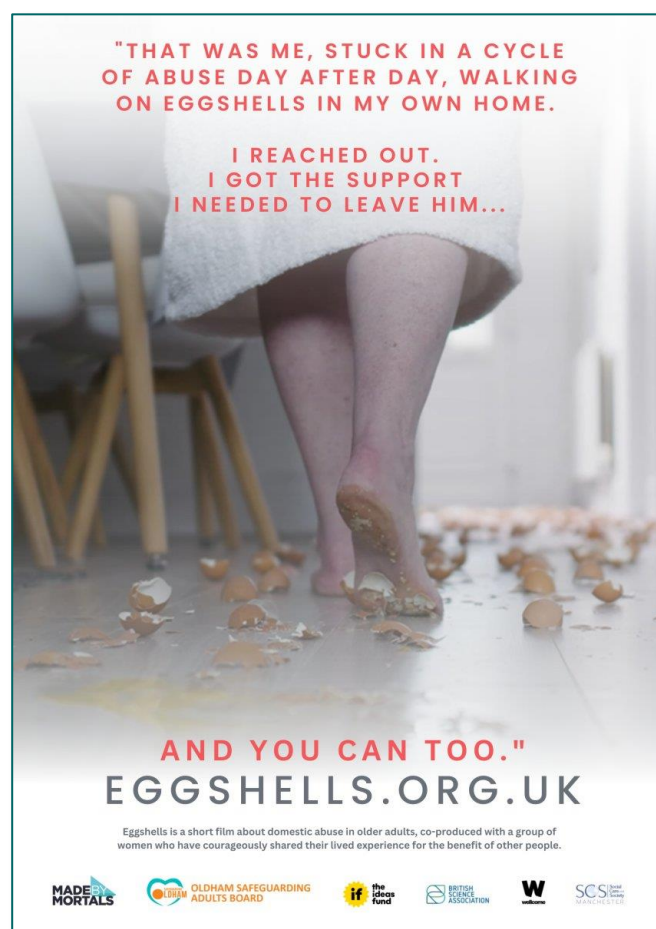
The feedback has been used to highlight the different forms of abuse experienced by people in later life as well as the barriers they face accessing help and support. It will also be used to review the appropriateness of current domestic abuse assessments and support options for older survivors.

We found that the majority of cases involve a gradual escalation of abuse as part of a long term relationship. 45% of survivors said that the abuse got more coercive and controlling over time with perpetrators monitoring and restricting their social contacts, movements, and finances. Often, due to the subtlety of coercion and control, older survivors did not recognise the behaviour as abuse until it escalated to a point where the severity of it made it difficult to leave. Equally, practitioners in Oldham did not

recognise these very early signs linked to coercion and control.

The Board launched 'Eggshells' a short film designed to help promote an understanding of these types of situations and to help everyone recognise the signs. The film focuses on domestic abuse experienced by older adults and was introduced as part of National Safeguarding Adults Week and just ahead of White Ribbon Day. Made By Mortals were asked to lead production of the powerful film. It was co-produced with a team of professional artists, partners from health and social care and a group of women from Oldham who courageously shared their lived experience as a way of helping others going through the same experiences. This vital film finishes by encouraging people to visit a new website: [www.eggshells.org.uk](http://www.eggshells.org.uk) for information and support in Greater Manchester. The website includes a collation of key links put together to support the film.

The film has now been viewed more than **245,000** times! You can watch Eggshells by clicking on the poster below or at [www.eggshells.org.uk](http://www.eggshells.org.uk).



The research findings and campaign video were also shared widely as part of a new multi-agency training course that has been rolled out to Safeguarding Adult Boards across Greater Manchester.

# Working in Partnership in 2022-23

The role of Oldham Safeguarding Adults Board is to ensure that organisations across Oldham work together to help adults live safely. Each year the Board produces a business plan which translates its agreed ambitions for a three-year period into an annual programme of work. The work of the Board is also shaped by learning from Safeguarding Adult Reviews (SARs) and people’s feedback about their experiences of accessing services. The Board’s achievements in 2022-23 included:

- **Team Around the Adult (TAA) and the Adults Complex and High Risk Panel (CaHRP)** – Agencies have continued to embed the procedures set out in the Tiered Risk Assessment and Management (TRAM) Protocol. For cases involving complex issues and risk, such as Fred’s, the Protocol helps agencies coordinate support effectively through regular TAA meetings. Cases considered to be high or critical risk are escalated to the Adults CaHRP. The Panel brings together senior safeguarding leads and heads of services and departments for case discussions that require their oversight and to enable them to provide additional support to help problem solve.

*“The TRAM protocol and the Panel was very supportive. I was case managing a high risk case and professionals at the Panel offered guidance and advice and helped me think out of the box.”*  
An Oldham Professional

- **Preparing for Adulthood: Oldham’s Transitions Policy** - Following multi-agency collaboration between adults and children’s services in Oldham, a joint Transitions Policy was produced. The policy sets out best practice for how services should work together to support not only young people with care and support needs but also those at high risk of experiencing harm or abuse and likely to need support as an adult. Training for all professionals with the aim of embedding this policy will be rolled out in 2023-24.
- **Multi-Agency Training** – As a result of the Workforce Development Strategy for 2022-23, the Board oversaw the design, development, and piloting of 8 new multi-agency training sessions and the delivery of 12 different sessions through a pool of voluntary multi-agency trainers. Sessions included those related to Hoarding Awareness; the Mental Capacity Act; and Risk Management in Oldham. A total of 837 professionals representing

45 different services attended these sessions – both of these figures almost doubled from the previous year when 431 professionals representing 23 different services attended!

- **Adult Complex Safeguarding and Exploitation Strategy** - Following publication of the Greater Manchester Child Exploitation Report and review of cases in Oldham, the Board came together with the Children’s Safeguarding Partnership at a joint learning event to hear about the lived experiences of victims and survivors and to agree to prioritise future actions. The Board published its [Adult Complex Safeguarding and Exploitation Strategy](#) setting out its understanding of complex safeguarding and exploitation, its approach to tackling adolescent and adult exploitation and how partners would work together to improve the lives of those at risk of exploitation. The strategy was purposely designed to be read alongside the [Children’s Strategy](#).
- **Safeguarding Awareness** - The Board has supported numerous public campaigns to raise awareness of safeguarding issues including information on how to raise a safeguarding concern being sent to all residents in Oldham via the free local newspaper. See some examples below; click on the image to see a larger version.



Each year, partner agencies provide a summary of their own safeguarding work for publication as **Single-Agency Statements**. The following pages provide summaries from Adult Social Care and the Oldham based teams within NHS Greater Manchester Integrated Care and Greater Manchester Police as the three lead agencies on the Board.

# Partner Contributions: Adult Social Care, Oldham Council

Oldham Council is responsible for providing a range of public services to support local communities. One of the main services it provides is **Adult Social Care** which has a statutory duty to prevent, delay, assess and meet the care and support needs of adults under the Care Act 2014. Adult Social Care is also responsible for assessing and authorising deprivations of liberty for adults where it is deemed to be in an individual's best interests. Social Care sits within the Adult Community Health and Social Care Service.

## Where does safeguarding fit?

Safeguarding is the top priority in Adult Community Health and Social Care. The service provides the first point of contact to report safeguarding concerns and works with individuals and advocates to ensure individual's outcomes are at the centre of this process and protect those who are unable to protect themselves from abuse and neglect.

We work with other agencies to help people identify and manage risks and have a duty to work with our care providers, reviewing the quality of services to ensure the delivery of high quality and safe care.

## Safeguarding in 2022-23

Safeguarding trends included:

- **Complex and Transitional Safeguarding** - Referrals for individuals at risk of criminal and sexual exploitation have continued to be a trend in 2022-23. Referrals for young people moving into adulthood have also continued to be a trend. These two trends are closely connected. Thematically, both of these areas require person centred, trauma informed responses, mental health assessments, mental capacity assessments (often executive functioning), an outreach approach, the use of legal frameworks, and intensive multi-agency partnership working to assess, manage and reduce risks to an individual's safety and wellbeing.
- **Preventative safeguarding responses and risk management work** undertaken at safeguarding referral stage has also been a trend. We have seen a 15% increase in safeguarding referrals in comparison to the previous year.

Our major successes included:

- **One Team Approach** - Workforce capacity challenges have required us to work creatively and flexibly to deliver a safe safeguarding service. A centralised safeguarding team responding to safeguarding concerns and completing safeguarding enquiries in locality teams has supported safe delivery. Embedding triage risk rating systems has allowed teams to work more flexibly.
- **Allegation Management** - We have undertaken awareness raising regarding allegation management concerns and these are now being consistently reported. The Allegation Management Lead role has now been embedded and work has been undertaken to enhance the infrastructure needed to respond to these concerns effectively.

## Our Priorities for 2023-24

- **Making Safeguarding Personal (MSP)** – We aim to deliver high quality safeguarding practice through personalised, strengths based and outcome focused conversations. The Strategic Safeguarding Service will be working to support consistency across the service in the holding and recording of MSP conversations throughout 2023-24.
- **Co-production** - We will be exploring ways in which we can understand the experience of people using our safeguarding services, what helps them, what does not, and how we can co-produce effective safeguarding responses.
- **Adult MASH Review Update and Strategy** – A review and strategy for the Adult Social Care safeguarding front door will be progressed.
- **Care Home Safeguarding** - We will continue to monitor care home safeguarding trends by provider, category of abuse and outcome. We also aim to enhance our data reporting and analysis through conversations with residents, referrers, providers, commissioners, and multi-agency partners in support of high-quality safe care.

# Partner Contributions: NHS Greater Manchester Integrated Care

**NHS Greater Manchester Integrated Care** is a new NHS organisation, overseen by a Board, and is in charge of the NHS money and making sure services are in place to put plans into action. Made up of representatives from the NHS and the local council, we are responsible for making decisions about health services in our area. The partnership operates at three levels: neighbourhood, locality and Greater Manchester and has a single vision and strategy. Hospitals, GPs, community services, voluntary services and others have come together to form 'provider collaboratives' within all three levels, helping to join care and help people live well across Greater Manchester's ten boroughs.

## Where does safeguarding fit?

NHS Greater Manchester Integrated Care are committed to providing the care that Oldham people need, to ensuring safeguarding responsibilities are met and to reducing inequality whilst improving outcomes for those in need or at risk. Safeguarding is fundamental to every aspect of the organisation as we ensure that all our NHS Commissioned Providers such as the GP practices, hospital, community services and Mental Health services are fulfilling their responsibilities to safeguard those using their services.

## Safeguarding in 2022-23

The year saw the recruitment completed to all posts within the ICB safeguarding team. The complements of the full Safeguarding Team to the Oldham Integrated Care place-based team brings expertise from learning disability, mental health, nursing, and social work.

Strengthening safeguarding practice across primary care and those delivering nursing care packages has remained a priority during these changes.

Our major successes included:

- **Assurances** - All GP practices met with the safeguarding team to review their safeguarding assurance audit, providing an opportunity to discuss any gaps in practice and knowledge and support to develop an action plan to meet those areas.
- **Transitions** - An area of growing concern where we have focused our support is the transition of complex care packages from children to adults

- **Vaccination** - Oldham has seen a low uptake of the Covid vaccination and flu jab, particularly amongst residents who have a learning disability. A process has been established to support the vaccination programme for those patients who lack mental capacity to consent which guides practitioners to assess mental capacity, consider making best interests decisions, and escalating cases as needed for decisions to be made in the court of protection (when disagreements arise between health professionals and family members).
- **Routine Enquiry** – we have further developed Routine Enquiry for domestic abuse/violence with GPs. Routine Enquiry involves asking all women at assessment about abuse regardless of whether there are any indicators or suspicions of abuse. It was established in maternity, sexual health, health visiting, substance misuse and mental health settings. A series of newsletters and training sessions have aimed to include this into General Practice.

## Our Priorities for 2023-24

- **Further Strengthening Practice around Domestic Abuse** - we aim to employ an Independent Domestic Abuse Advisor role within Primary Care services to work with GP practices on specific cases and work closely with the Local Authority Independent Domestic Violence Advisor (IDVA) team.
- **Modern Day Slavery** - we aim to work with key partners to further strengthen the offers that are currently available across Greater Manchester. The Oldham Modern Slavery toolkit will be shared across the Greater Manchester ICB footprint to ensure that a consistent approach is taken.
- **Changes to Safeguarding Approach** - The change of safeguarding approach from locality to a whole system will take some time to embed. The change brings exciting opportunities for safeguarding learning to be shared and embedded across the Greater Manchester footprint to promote good practice and early identification of themes.



# Partner Contributions: Greater Manchester Police

**Greater Manchester Police (GMP)** are responsible for providing a first line response to the needs of the community. This includes fighting crime, keeping people safe and safeguarding vulnerable people.

## Where does safeguarding fit?

Vulnerability remains the number one priority within GMP and we work in partnership to protect vulnerable adults living in and visiting our communities.

All GMP staff work internally and externally with partnership agencies to safeguard against all forms of abuse including domestic, financial, psychological, neglect and sexual abuse, as well as adults at risk of abuse or exploitation.

We work to ensure that we achieve the best possible outcomes for all individuals whilst also considering the wider threat posed by perpetrators.

## Safeguarding in 2022-23

Key issues for GMP in 2022-23 included:

- **Domestic Abuse** – There has been an increase in reporting of domestic abuse with a focus on encouraging reporting, and accurate crime recording. Our focus has been on quality investigations. There has been a significant increase in domestic abuse victims disclosing rape, which is in part due to the work of Independent Domestic Violence Advocates (IDVAs) and other agencies engaging victims, but also an increase in confidence in reporting to the police. A MARAC, or multi-agency risk assessment conference, is a meeting where information is shared on the highest risk domestic abuse cases. The number of cases referred to the MARAC have doubled over the last three years, from 582 to over 1000 cases, with 38% of these cases being repeat victims and/or perpetrators.

Our major successes included:

- **Equipping our teams** - Following the publicised case in Rochdale, there has been an increased focus for detectives to consider the presence of mould at the scene of unexpected deaths. There is work ongoing to equip our detectives to deal with these cases and in particular where hoarding has been a factor.

- **Mental Health Joint Response Cars** - have been implemented allowing mental health practitioners, accompanied by a police officer, to attend any calls that the Force Contact, Crime and Operations (FCCO) branch receives regarding someone in mental health crisis. This allows the person to receive the care that they need, when they need it.

- **Domestic Abuse Day of Action** - Oldham Police take Making Safeguarding Personal seriously and ran a very successful Domestic Abuse Day of Action locally. We engaged with partners so there was a range of



activity undertaken. Ten high risk perpetrators were arrested. School engagement officers and a mental health and trauma practitioner delivered a talk at a school about healthy relationships, control, and consent. The IDVA service set up an information stall within the Spindles shopping centre advising the public about domestic abuse and dangerous relationships and showing the 'Eggshells' awareness video. There were also joint visits to the top harm cohort to attempt to prevent future re-offending and Domestic Violence Protection Order (DVPO) checks were completed with MASH and IDVAs.

## Our Priorities for 2023-24

- **Domestic Abuse** - Additional resources will be invested once the force Domestic Abuse Arrangements Review (DAAR) Project is approved so there is a consistent approach across Greater Manchester. We will work in partnership to improve MARAC using the findings from a recent Safe Lives inspection.
- **Domestic Homicide Prevention Strategy** – evidenced based approach to repeat domestic abuse offending through partnership working.
- **Improving our intelligence function** - to support hidden forms of harm for adults at risk.

# Plans for 2023-24

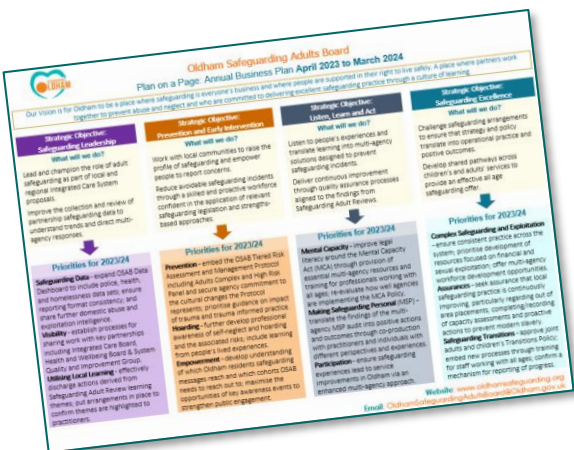
The Oldham Safeguarding Adults Board has made significant progress over the last twelve months, producing clear multi-agency safeguarding procedures, policies and training programmes designed to translate the learning from serious safeguarding incidents into effective practice. The Board has also aligned its processes with those across Greater Manchester and is working as part of a national network of Safeguarding Adult Boards, sharing ideas and best practice.

In 2023-24, we expect to see structural changes being embedded following new legislation set out in the Health and Care Bill to improve health and care for all through increased integration, joined-up planning, and prevention and the Mental Health Act White Paper outlining plans to change the law about when you can be detained and receive mental health treatment without consent. These changes include the introduction of the Liberty Protection Safeguards, designed to protect adults aged 16 and over who lack the capacity to consent to care or treatment, and the Care Quality Commission taking responsibility for assessing local authorities' delivery of their Care Act functions, including its duty to support multi-agency safeguarding arrangements, impacting across the partnership. Responding to these challenges will require effective safeguarding leadership and accountability at the most senior levels in Oldham.

The Board are currently in the final year of a [Three-Year Strategy](#) which set out its strategic aims from April 2021 to March 2024 by identifying the partnership's shared vision and direction for safeguarding adults within Oldham. The Board sets out its wider priorities in the annual Plan on a Page. The Board's priorities for 2023-24 (click on the image below to take a look):

Highlights of the key plans for 2023-24 are included below. The Board will:

- continue to work alongside the Safeguarding Children Partnership to support the development of local **safeguarding transitions** processes, encourage the 'buy in' of all agencies and support a programme of work to put the policy into practice; relevant SARs will continue to be used to understand and utilise the systemic learning when Transition cases present learning opportunities.
- prioritise a programme of multi-agency audits and **quality assurance** reviews focusing on risk management and the application of the Making Safeguarding Personal (MSP) principles which aim to develop an outcomes focus to safeguarding work. The Board will translate the findings of the MSP audit into positive actions through **co-production** with practitioners and individuals with different perspectives and experiences.
- ensure **complex safeguarding and exploitation** remain priorities for the year. The Board will produce practitioner guidance and referral pathways for each of the areas of exploitation recognised in the strategy - cuckooing, modern slavery/criminal exploitation, sexual exploitation, and financial abuse. Once these essential tools are complete, multi-agency training will be developed and offered to all practitioners. Together with local community groups, we want to design and launch a local communications campaign about the signs of exploitation and how to report any safeguarding concerns.
- review, interrogate and risk manage **safeguarding data** and trends through a bespoke Partnership Data Dashboard. The dashboard will be expanded to include police, health, and homelessness data sets and share further domestic abuse and exploitation intelligence. The Board will seek assurance from partners about mitigating actions where appropriate.
- prioritise the **use of local learning** and effective completion of the actions derived from Safeguarding Adult Reviews. These actions can vary from one-off pieces of work, such as producing and sharing a new briefing, to broad, multi-agency projects or events or substantial system changes.



# Useful Contacts

## What to do if you are worried about an adult

Abuse and neglect can happen anywhere, be carried out by anyone and it can take many different forms. If you are experiencing abuse, or you think someone you know is experiencing or is at risk of being abused or neglected, and they are not able to protect themselves then please report it.

The Oldham Adult Referral Contact Centre (ARCC) has been set up to help adults and families looking for support. In addition, the Oldham Multi-Agency Safeguarding Hub (MASH) has been set up to help people who want to report a safeguarding concern. Both services can be contacted using the following details:



**0161 770 7777**  
or  
**Adult.Mash@oldham.gov.uk**  
or  
**ARCC@oldham.gov.uk**

## Stay in touch

The work of the Board is supported by the Board Business Unit who help the Board to carry out its legal roles and signpost residents and professionals to information, advice, and training resources. If you would like to keep in touch and find out more about our work through our bulletins, please contact us at:



**Oldham Safeguarding AdultsBoard @oldham.gov.uk**  
Or visit our website:  
**www.OSAB.org.uk**

## Support Our Work

Please follow us on Twitter and share our content to raise awareness of safeguarding and what people can do to keep safe in Oldham:



## Thank You from the Team



**GREATER MANCHESTER FIRE AND RESCUE SERVICE**



**NHS North West Ambulance Service NHS Trust**



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# Oldham Safeguarding Adults Board

## Plan on a Page: Annual Business Plan April 2023 to March 2024

Our Vision is for Oldham to be a place where safeguarding is everyone’s business and where people are supported in their right to live safely. A place where partners work together to prevent abuse and neglect and who are committed to delivering excellent safeguarding practice through a culture of learning.

### Strategic Objective: Safeguarding Leadership

#### What will we do?

Lead and champion the role of adult safeguarding as part of local and regional Integrated Care System proposals.  
Improve the collection and review of partnership safeguarding data to understand trends and direct multi-agency responses.



#### Priorities for 2023/24

**Safeguarding Data** - expand OSAB Data Dashboard to include police, health, and homelessness data sets; ensure reporting format consistency; and share further domestic abuse and exploitation intelligence.  
**Visibility** - establish processes for sharing work with key partnerships including Integrated Care Board, Health and Wellbeing Board & System Quality and Improvement Group.  
**Utilising Local Learning** - effectively discharge actions derived from Safeguarding Adult Review learning themes; put arrangements in place to confirm themes are highlighted to practitioners.

### Strategic Objective: Prevention and Early Intervention

#### What will we do?

Work with local communities to raise the profile of safeguarding and empower people to report concerns.  
Reduce avoidable safeguarding incidents through a skilled and proactive workforce confident in the application of relevant safeguarding legislation and strengths-based approaches.



#### Priorities for 2023/24

**Prevention** - embed the OSAB Tiered Risk Assessment and Management Protocol including Adults Complex and High Risk Panel and secure agency commitment to the cultural changes the Protocol represents; prioritise guidance on impact of trauma and trauma informed practice.  
**Hoarding** - further develop professional awareness of self-neglect and hoarding and the associated risks; include learning from people’s lived experiences.  
**Empowerment** - develop understanding of which Oldham residents safeguarding messages reach and which cohorts OSAB needs to reach out to; maximise the opportunities of key awareness events to strengthen public engagement.

### Strategic Objective: Listen, Learn and Act

#### What will we do?

Listen to people’s experiences and translate learning into multi-agency solutions designed to prevent safeguarding incidents.  
Deliver continuous improvement through quality assurance processes aligned to the findings from Safeguarding Adult Reviews.



#### Priorities for 2023/24

**Mental Capacity** - improve legal literacy around the Mental Capacity Act (MCA) through provision of essential multi-agency resources and training for professionals working with all ages; re-evaluate how well agencies are implementing the MCA Policy.  
**Making Safeguarding Personal (MSP)** - translate the findings of the multi-agency MSP audit into positive actions and outcomes through co-production with practitioners and individuals with different perspectives and experiences.  
**Participation** - ensure safeguarding experiences lead to service improvements in Oldham via an enhanced multi-agency approach.

### Strategic Objective: Safeguarding Excellence

#### What will we do?

Challenge safeguarding arrangements to ensure that strategy and policy translate into operational practice and positive outcomes.  
Develop shared pathways across children’s and adults’ services to provide an effective all age safeguarding offer.



#### Priorities for 2023/24

**Complex Safeguarding and Exploitation** - ensure consistent practice across the system; prioritise development of resources focused on financial and sexual exploitation; offer multi-agency workforce development opportunities.  
**Assurances** - seek assurance that local safeguarding practice is continuously improving, particularly regarding out of area placements, completing/recording of capacity assessments and proactive actions to prevent modern slavery.  
**Safeguarding Transitions** - approve joint adults and children’s Transitions Policy; embed new processes through training for staff working with all ages; confirm a mechanism for reporting of progress.

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**OLDHAM  
SAFEGUARDING  
ADULTS  
BOARD**



**SINGLE-AGENCY  
STATEMENTS**

**2022-23**

# Introduction

In addition to the Oldham Safeguarding Adults Board's Annual Report setting out information on safeguarding trends locally, the actions of the Board over the last year, and priorities for the coming year, agencies are invited to provide highlights of their own safeguarding work for publication as **Single-Agency Statements**. The following pages contain the statements from Oldham Safeguarding Adults Board partner agencies.

## Adult Social Care, Oldham Council



Oldham Council is a Local Authority who commit to work cooperatively to serve the population of Oldham. We have statutory responsibilities to signpost, support and provide services to the people of Oldham. Oldham Council and our partners are committed and protect people to live safely, free from abuse and neglect. This is multi-agency partnership working with our communities and partners. We endorse a strong prevention strategy. We endorse our commitment to work in line with the Safeguarding Adults Multi-Agency Policies and Procedures. This is our priority.

We are passionate about safeguarding adults. We promote and protect the human rights, wellbeing, and safety of the people of Oldham to live fulfilled lives.

We have very specific statutory legal duties for preventing, delaying, assessing, and meeting care and support needs of adults under the Care Act 2014. We also have statutory duties to undertake safeguarding enquiries for adults over eighteen years old and to organise Oldham's Safeguarding Adults Board. Within the Mental Capacity Act (MCA) 2005, we are responsible for organising assessments and authorising deprivations of liberty for adults. These are facilitated for individuals in hospitals and care home accommodation when a person is receiving care and treatment deemed to be in an individual's best interests. We also ensure that individuals and their representatives have the information needed to challenge their deprivation if they wish to do so through a 'Section 21A Challenge' process.

Oldham Council undertake these statutory responsibilities as part of Oldham Cares Integrated Care

Organisation and deliver them through our Adult Community Health and Social Care services.

## Safeguarding and Oldham Council

Safeguarding is our top priority in Adult Community Health and Social Care at Oldham Council. We work with adults aged over eighteen years old who have care and support needs. We support and promote independence and strength-based support to enable individuals to stay well and live safely in their communities, free from abuse and neglect.

Our approach is to work in partnership with adults to make safeguarding personal to everyone by understanding what is important to a person and what they want to happen to stay safe and well. We take a multi-agency approach to safeguarding, working in partnership with other agencies and organisations to support the safety and wellbeing of adults.

We promote the safety and wellbeing of adults. This begins with prevention through strength-based assessments, signposting and building community capacity. This can be facilitated through the assessment and management of risk, ensuring least restrictive approaches whilst promoting wellbeing. The aim of this approach is to prevent abuse by empowering people and communities to be resilient and build support networks to be able to safeguard themselves. We also promptly respond to concerns of abuse and neglect for adults with care and support needs. This involves a coordinating response to concerns, arranging meetings, completing safeguarding enquiries and direct work with individuals and their advocates. We complete protection planning and review plans where an adult is experiencing or at risk of abuse or neglect. At all times we aim to ensure individual's outcomes are at the centre of this process to empower and protect those who are unable to protect themselves from the experience of abuse and neglect.



Our approach is to respond proportionately and in the least intrusive way to the individual at risk. We work with individuals to ensure that they are not illegally deprived of their liberty, and that the care and support they receive is necessary and proportionate to manage the risks to their wellbeing. Alongside our work with individuals, we also work with our care providers, reviewing the quality of services to support the delivery of safe care through support, prevention, and intervention.

The final part of our approach is to work at a systems level to strategically develop and maintain the effectiveness of the safeguarding system in Oldham.

## Safeguarding in 2022-23

Throughout 2022-23 key safeguarding themes and trends for Adult Social Care have been:

- **Complex Safeguarding** - Concerns for individuals at risk of criminal and sexual exploitation have continued to be a trend in safeguarding referrals received by Adult Social Care throughout 2022-23. Thematically, they are complex, requiring person centred, trauma informed responses, mental health assessments, mental capacity assessments (often executive functioning), an outreach approach, the use of legal frameworks, and intensive multi-agency partnership working to assess, manage and reduce risks to an individual's safety and wellbeing.
- **Transitional Safeguarding** - Safeguarding concerns for young people moving into adulthood have also continued to be a trend in safeguarding referrals received by Adult Social Care. This trend is closely connected to complex safeguarding and thematically also requires the practice responses described above to effectively assess, manage and reduced risks to an individual's safety and wellbeing.
- **Who are we working with?** - A data informed approach has continued to be used to understand more about the residents we are working with in relation to concerns of abuse, and how we may work most effectively to both prevent and respond where there is a risk of abuse. Safeguarding concerns relating to people living in their own homes and care homes were most frequently reported to Adult Social Care. Neglect and acts of omission remains the highest category of abuse investigated in safeguarding enquiries. Safeguarding enquiry activity predominantly related to adults with physical support needs and learning disabilities.
- **Preventative safeguarding** - Preventative safeguarding responses and risk management work undertaken at safeguarding concern stage has also been a trend this year. Adult Social Care have seen a 15% increase in safeguarding concerns reported in 2022-23 in comparison to the previous year.

Our top safeguarding achievements in 2022-23 included:

- **Complex Safeguarding** - Ongoing strategic and operational progress has been made to support our understanding of and response to complex safeguarding. Since June 2022, Adult Social Care has received 93 safeguarding concerns relating to sexual exploitation or abuse. Care Act safeguarding enquiries were required in 43% of cases.

Overall risk was reduced for 47% of people, risk was removed for 47% of people, and remained for 6% of people following Care Act safeguarding enquiries and protection planning.

- **Transitional Safeguarding** - Strategic progress has been made by Children's and Adults Social Care in this area in 2022-23 through the creation of a Transitions Hub. The Hub's work supports strong operational prevention and statutory responses to young people moving into adulthood, including those who are at risk of abuse.
- **A One Team Approach** - Workforce capacity challenges and safeguarding demand across Adult Social Care have required us to work creatively and flexibly to deliver a safe safeguarding service in 2022-23. The temporary use of a centralised safeguarding team to respond to safeguarding concerns and completing safeguarding enquiries in our locality teams has supported the delivery of a safe service. Embedding triage risk rating systems and a cross service approach to demand has allowed teams to work flexibly in times of peak demand to ensure safeguarding concerns were responded to effectively. Completion of safeguarding enquiries in proportionate timescales and consistent outcomes of risk reduction or removal following safeguarding enquiries and protection planning have been able to be maintained due to this approach.
- **Allegation Management** - Working in accordance with Oldham Safeguarding Adults Board procedures, awareness raising regarding allegation management concerns has been undertaken in Adult Social Care in 2022-23. Allegation management concerns are now being consistently reported. The Allegation Management Lead role has now been embedded and further work has also been undertaken to enhance the infrastructure needed to respond to these concerns effectively.
- **Partnership Working** - Adult Social Care have consistently supported the work of Oldham Safeguarding Adults Board, contributing effectively to strategy, board priorities and subgroup activity including the development of policy and procedure, creating and delivering multi-agency training, quality assurance audits, SAR screenings, SAR review panels and delivering against SAR action plans.

## Safeguarding Adult Review Learning

Oldham Council representatives worked with partners to develop the OSAB Tiered Risk Assessment and Management (TRAM)

Protocol as a direct result of Safeguarding Adult Review learning and feedback from individuals with lived experience. The TRAM protocol endorses mental capacity and individual personal outcomes to lead the multi-agency response. This ensures individual's outcomes are at the centre of all multi-agency working. The TRAM protocol has been adopted by all partners within Oldham's Safeguarding Adults Board.

## Making Safeguarding Personal

Adult Social Care have worked in partnership with Oldham Safeguarding Adults Board members to contribute to the creation and delivery of OSAB's multi-agency Tiered Risk Assessment and Management (TRAM) Protocol including the Adult Complex and High Risk Panel (CaHRP). The need for this protocol and panel was recognised from SAR learning. Adult Social Care have actively contributed throughout 2022-23 to the creation, review and revision of the protocol, the delivery of Adults CaHRP and the delivering of the associated training.

In addition, the Strategic Safeguarding Service is supporting the wider service to understand how to deliver the Team Around the Adult approach. Adult Social Care are embedding use of this approach in our practice and actively referring cases to Adults CaHRP to ensure they have appropriate multi-agency risk management plans in place.

## Successful Multi-Agency Safeguarding Work

A dedicated operational response to disclosures of non-recent sexual exploitation was implemented by Adult Social Care in 2022. The focus of this work is on wellbeing, safeguarding, and public protection via a person-centred approach. A dedicated and co-ordinated multi-agency partnership approach is in place operationally and strategically to support survivors in adulthood and to assess and manage any ongoing risk to the individual or public.

## Safeguarding Priorities in 2023-24

Adult Social Care's key safeguarding priorities going into 2023-24 will be:

- Delivering and evidencing high quality safeguarding services - Adult Social Care will be continuing to prepare for the implementation of Care Quality Commission (CQC) regulation and evidencing the delivery of safe and high-quality safeguarding services.

- Making Safeguarding Personal (MSP) - Adult Social Care aims to deliver high quality safeguarding practice through personalised, strengths based and outcome focused conversations. The Strategic Safeguarding Service will be working to support consistency across the service in the holding and recording of MSP conversations throughout 2023-24.
- Co-production - Adult Social care will be exploring ways in which we can understand the experience of people using our safeguarding services, what helps them, what does not, and how we can co-produce effective safeguarding responses.
- Adult MASH review update and strategy - An updated review and strategy for the Adult Social Care safeguarding front door will be progressed in 2023-24.
- Care home safeguarding - Adult Social Care will continue to monitor care home safeguarding trends by provider, category of abuse and outcome. We also aim to enhance our data reporting and analysis through conversations with residents, referrers, providers, commissioners, and multi-agency partners in support of high-quality safe care.
- Complex and transitional safeguarding - Adult Social care will continue to progress and implement strategic plans for complex and transitional safeguarding in partnership with Children's Social Care and the wider safeguarding partnership.

## Key Challenges

The main challenges going forward will be workforce capacity and increased safeguarding demand. A dedicated workforce strategy, Adult Social Care's Target Operating Model, and preventative and strengths-based approaches will be in place to support us to address these challenges and continue the delivery of preventative and responsive safeguarding services.

A strategic partnership approach will also be taken through conversations with top referring partners to ensure that people at risk of abuse are supported to access the most appropriate safeguarding support and pathways from the point of disclosure or concern.



Greater Manchester Police is responsible for providing a first line response to the needs of the community. This includes fighting crime, keeping people safe and safeguarding vulnerable people.

## Safeguarding and Greater Manchester Police

Vulnerability remains the number one priority within Greater Manchester Police and it is essential that we all work together to protect vulnerable adults living in and visiting our communities. As a force, it is essential that we are in a position to identify and protect the most vulnerable and ensure that our officers and staff are equipped to safeguard and protect vulnerable victims of crime, through early identification of risk and a robust response to identified criminality.

All Greater Manchester Police staff work internally and externally with partnership agencies in order to safeguard vulnerable people. This includes victims of all forms of abuse including domestic, financial, psychological, neglect and sexual abuse, as well as adults at risk of abuse or exploitation. We work to ensure that we achieve the best possible outcomes for all individuals whilst also considering the wider threat posed by perpetrators.

## Safeguarding in 2022-23

The key adult safeguarding themes to emerge within the last year include an increase in reporting of domestic abuse with a real focus on encouraging reporting, and accurate crime recording. Domestic abuse is the priority for Oldham district and our focus has been on quality investigations. There has been a statistically significant increase in domestic abuse victims disclosing rape, which is in part due to the work of Independent Domestic Violence Advocates (IDVAs) and other agencies engaging victims, but also an increase in confidence in reporting to the police.

A MARAC, or multi-agency risk assessment conference, is a meeting where information is shared on the highest risk domestic abuse cases between representatives of local police, probation, health, child protection, housing practitioners, IDVAs and other specialists from the statutory and voluntary sectors. The number of cases referred to the MARAC in 2022-23 have continued to increase. The numbers have doubled over the last three years, from 582 to over 1000 cases, with 38% of these cases being repeat victims and/or perpetrators.

Since the introduction of non-fatal strangulation (NFS) as a specific criminal offence on 6 June 2022, there has been an increase in recording as GMP staff became better at

identifying this as an offence. We have recorded 65% more NFS offences in the last five months compared to the first five months (49 offences vs 81 offences). Controlling and coercive behaviour has seen an 18% increase over the last six months compared to the previous period (114 offences vs 134 offences).

This increase in recording, reflects a truer picture of the crimes occurring in our community and can in part be credited to increased understanding of these offences, aided by training courses such as 'Domestic Abuse Matters' which was attended by all officers within the force.

With a relentless focus on domestic abuse perpetrators in Oldham there has been a 38% increase in the number of perpetrators arrested and charged with domestic abuse. There has also been an increase in the number of civil orders issued, particularly with Domestic Abuse Protection Notices in order to better protect victims.

In Oldham, we have committed further resources to tackling domestic abuse with Operation Resolute, ahead of the force's domestic abuse arrangements review. The focus is both on arresting domestic abuse perpetrators promptly and taking on the more complex investigations. There is a district-wide review being undertaken ensuring that threat, risk and harm is appropriately prioritised and that matters are dealt with in a timely manner.

Following the publicised case at Rochdale, there has been an increased focus for detectives to consider the presence of mould at the scene of an unexpected death. There is work ongoing with HM Coroners and the Serious Crime Division to equip our detectives to deal with these cases and in particular where hoarding has been a factor.

GMP performance in terms of responding to the public has improved dramatically and 999 calls are now answered within four seconds. Our attendance at Grade 1 incidents, where an immediate response is required, has improved and in Oldham nearly 90% are attended within the target of ten minutes.

Mental Health Joint Response cars have been implemented across GMP with the main aim of allowing mental health practitioners, accompanied by a police officer, to attend any calls that the Force Contact, Crime and Operations (FCCO) branch receives regarding someone in mental health crisis. This allows the person to receive the care that they need, when they need it and is seen as best practice.

Operation Lioness was developed to address public safety concerns in our Violence Against Women and Girls (VAWG) strategy. This focusses on areas that have a night-time economy. Officers in both uniform and plain clothes were deployed into hotspot areas and utilised a range of policing powers in order to keep women and girls safe, with a wider impact on the whole community. Licensing officers have been working with premises to increase licensees' understanding of vulnerability and the responsibilities of licensees and their staff to support safety.

## Safeguarding Adult Review Learning

GMP has developed an organisational learning hub and embedded organisational learning throughout. We have a process in place where all incidents are reviewed and debriefed. There is a monthly bulletin which highlights the top three learning points in addition to 7-minute briefings which are disseminated and discussed in team briefings.

The GMP Multi-Agency Safeguarding Hub (MASH) team are all trained in triaging and aware of risk factors and how to make use of the OSAB Tiered Risk Assessment and Management (TRAM) Protocol. The Prevention Hub is now established and is identifying repeat callers to the police who may be at risk in order to develop problem solving approaches, to safeguard the caller, but also reduce demand for all agencies.

Cuckooing and modern slavery is being highlighted through intelligence and acted upon, in order to safeguard vulnerable people.

The force policy for Adults at Risk was written by Detective Chief Inspector Lindsay Booth from Oldham who has embedded the Making Safeguarding Personal principals throughout.

## Successful Multi-Agency Safeguarding Work

Oldham Police take Making Safeguarding Personal seriously and ran a Domestic Abuse Day of Action locally, known as D-AVRO, which was very successful. During D-AVRO, we engaged with all our partners so there was a range of activity including primary, secondary and tertiary. Ten high risk perpetrators were arrested. School engagement officers, a mental health and trauma practitioner from the Council delivered a talk at Oasis Academy about healthy relationships, control and consent. The IDVA service set up an information stall within the

Spindles shopping centre advising the public about domestic abuse and dangerous relationships and showing the 'Eggshells' awareness video. There were also joint visits to the top harm cohort to attempt to prevent future re-offending and Domestic Violence Protection Order (DVPO) checks were completed with MASH and the IDVAs resulting in one arrest to offer safeguarding to the victim.

## Safeguarding Priorities in 2023-24

The key GMP adult safeguarding priorities for 2023-24 include:

- Domestic Abuse – as there has been an increase in both our arrest rate and solved outcomes for victims. Additional resources will be invested once the force Domestic Abuse Arrangements Review (DAAR) Project is approved so there is a consistent approach across Greater Manchester.
- Working in partnership to improve MARAC - using the findings from a recent Safe Lives inspection.
- Domestic Homicide Prevention Strategy – evidenced based approach to repeat domestic abuse offending through partnership working.
- Embedding use of the Prevention Hub processes - across the adult framework, following the success with children.
- Improving our intelligence function - to support hidden forms of harm for adults at risk.
- Improving understanding of hoarding and impact of mould on special procedure investigations (death).

## Key Challenges

The key challenges for Oldham are replicated nationally in policing. Following the success of the uplift programme, which focused on bringing people from a range of backgrounds and communities, and with a range of different skills into policing, there is an inexperienced workforce who require training and support to deal with the complexities of safeguarding. There is a national issue around the shortfall of detective resources, which again is being addressed through the uplift programme, but there is a knowledge and experience gap. Locally, we are managing this with enhanced training and coaching, using both internal resources and externally through the Oldham partnership training offer. There is a force performance management framework and analytical capability to assess gaps in performance, with a clear governance structure so that issues can be quickly identified and addressed.

GMP has competing demands which are directed by governmental priorities, in addition to the local needs of the people of Greater Manchester. GMP Plan on a Page underpins our approach to improving and ensuring that we move towards being an outstanding force. The national project of Right Care, Right Person is being introduced and will bring opportunities to Oldham to ensure that as a partnership we continue to work closely together.



NHS Greater Manchester Integrated Care is a new NHS organisation, overseen by a Board, and is in charge of the NHS money and making sure services are in place to put plans into action. Made up of representatives from the NHS and the local council, we are responsible for making decisions about health services in their area. The partnership operates at three levels: neighbourhood, locality and Greater Manchester and has a single vision and strategy. Hospitals, GPs, community services, voluntary services and others have come together to form 'provider collaboratives' within all three levels, helping to join care and help people live well across Greater Manchester's ten boroughs.

NHS Greater Manchester Integrated Care are committed to providing the care that Oldham people need, to ensuring safeguarding responsibilities are met and to reducing inequality whilst improving outcomes for those in need or at risk.

## Safeguarding and NHS Greater Manchester Integrated Care

Safeguarding is fundamental to every aspect of the organisation as we ensure that all our NHS Commissioned Providers such as the GP practices, hospital, community services and mental health services are fulfilling their responsibilities to safeguard those using their services. Our approach is one to support those providing services in Oldham to do so to the best of their ability, recognising vulnerability and risk and having the appropriate methods in place to respond.

NHS Greater Manchester Integrated Care are responsible for the provision of effective clinical, professional, and strategic leadership in regard to safeguarding adults, including the quality assurance of safeguarding through their contractual arrangements with all provider organisations and agencies, including independent providers.

The Safeguarding Team is a fundamental part of our commissioning and contractual process; ensuring NHS funded services are delivering safe and effective care. We are committed to the protection of adults and preventing abuse. The Designated Nurse Safeguarding Adults for the Oldham locality represents NHS Greater Manchester integrated Care on the Oldham Safeguarding Adults Board as a professional advisor and on various Subgroups. The Head of Nursing and Quality for the Oldham locality provides the executive level oversight on the Board.

The Safeguarding Team maintain excellent operational links with Primary Care, the team deliver regular safeguarding training sessions as well as opportunities to discuss updates and learning from reviews in the GP Safeguarding Lead Forum

The Designated Professional Team undertake assurance activity with all commissioned providers.

## Safeguarding in 2022-23

This year saw an organisational shift from the ten locality Clinical Commissioning Groups across Greater Manchester joining to become one Integrated Care Board. The year also saw the recruitment completed to all posts within the ICB safeguarding team, which had been carrying some vacancies previously. The complements of the full Safeguarding Team to the Oldham Integrated Care place-based team brings expertise from learning disability, mental health, nursing and social work.

Strengthening safeguarding practice across primary care and those delivering nursing care packages has remained a priority during these changes. An area of growing concern where we have focussed our support as a team is the transition of complex care packages from children to adults. Cases become complex when themes arise around mental capacity and consent, exploitation, and balancing people's safety and choices around the care they receive.

All GP practices met with a member of the safeguarding team over 2022/23 to review their safeguarding assurance audit. This provided the opportunity to discuss any gaps in practice and knowledge and support to develop an action plan to meet those areas. Oldham has seen a low uptake of the Covid vaccination and flu jab, particularly amongst residents who have a learning disability. A process has been established to support the vaccination programme for those patients who lack mental capacity to consent which guides practitioners to assess mental capacity, consider making best interests decisions, and escalating cases as needed for decisions to be made in the court of protection (when disagreements arise between health professionals and family members).

## Safeguarding Adult Review Learning

Safeguarding reviews give us the benefit of hindsight and the opportunity to change to make things better. One area we have focused on this year is the development of Routine Enquiry for domestic abuse/violence with GPs. Routine Enquiry involves asking all women at assessment about abuse regardless of whether there are any indicators or suspicions of abuse. It was established in maternity, sexual health, mental health, substance

misuse and mental health settings. A series of newsletters and training sessions have aimed to include this into General Practice.

Significant work has also taken place across partnerships in Oldham to embed the learning identified from SAR cases in relation to the importance of independent interpreters being used, for individuals who do not speak English as their first language. Case reviews have identified that the lack of interpreters used in some cases has led to individuals unintentionally being subjected to health inequalities from services. The ICB are committed to reducing health inequalities across our system.

## Successful Multi-Agency Safeguarding Work

The Designated Professional for Safeguarding Adults has supported the Safeguarding Adults Board to develop multi-agency pathways and policies, particularly the development of a Complex Safeguarding and Exploitation Strategy for adults, Pressure Ulcer Safeguarding Guidance, a Domestic Abuse Policy and a Mental Capacity Policy.

## Safeguarding Priorities in 2023-24

To further strengthen practice around domestic abuse within Oldham, we aim to employ an Independent Domestic Abuse Advisor role within Primary Care services. This role will work with practices on specific cases, particularly those that are assessed as high risk and work to strengthen systems GPs use to record and report domestic abuse. The funding for this post has been agreed and will cover the post for a fixed term two year period. The post will work closely with the Local Authority IDVA team but will be managed by the Designated Professional for Safeguarding Adults within the ICB Oldham locality.

The Designated Professional will aim to work with key partners from the Safeguarding Adults Board to further strengthen the offers that are currently available across GM in relation to Modern Day Slavery. The Oldham Modern Slavery toolkit will be reviewed to strengthen existing pathways for individuals identified as victims. The toolkit will be shared across the Greater Manchester ICB footprint to ensure that a consistent approach is taken to tackling modern slavery and we are committed to working across the system to reduce silo working and health inequalities. Modern slavery is when an individual is exploited by others, for personal or commercial gain. Whether tricked, coerced or forced, they lose their freedom. This includes but is not limited to human trafficking, forced labour and debt bondage.

The Designated Professional will work collaboratively with the OSAB and the Greater Manchester system to ensure all safeguarding priorities are cited, and any national issues are discussed at a locality and system level.

## Key Challenges

The NHS Greater Manchester Associate Director of Safeguarding and Nursing has designed a safeguarding structure which reflects a system wide approach to safeguarding and aims to bring all ten localities together to work in a holistic and cross area supportive way. The change of approach from locality to a whole system will take some time to embed and understand the requirements of the designated professionals role for locality and the system. Statutory safeguarding requirements within all localities will continue to be maintained along with the statutory ICB contribution to the OSAB. The change brings exciting opportunities for safeguarding learning to be shared and embedded across the Greater Manchester footprint to promote good practice and early identification of themes. The integrated system will also provide robust safeguarding governance across Greater Manchester.

# Action Together



Action Together Community Interest Organisation is the infrastructure organisation for the voluntary, community, faith and social enterprise (VCFSE) sector in Oldham, Rochdale, and Tameside. We connect people with what's happening in their community, develop community ideas into action, strengthen local organisations, and provide strategic influence for the charity and voluntary sector.

volunteers have awareness and training at the right level for their role with us. This means that all our staff and volunteers including our emergency response volunteers undertake a Safeguarding awareness training session that covers both Safeguarding Children and Safeguarding vulnerable adults. Our Social Prescribing teams receive further detailed training as part of their induction and ongoing Continuing Professional Development.

## Safeguarding and Action Together

Safeguarding runs through everything we do within the organisation. Our approach is to ensure that all our staff and

We also deliver Safeguarding Children and Vulnerable Adults awareness training to anyone in Oldham who works or volunteers in the VCFSE as part of our regular training programme. We also support VCFSE organisations to achieve our Quality in Action Award, the locally recognised quality assurance award for VCFSE groups and organisations. One of the Question and Answer modules focusses on Safeguarding

and ensures that groups and organisations have appropriate Safeguarding policies, procedures, and training in place for their staff and volunteers, and also focuses on safer recruitment practices for staff and volunteers.

## Safeguarding in 2022-23

The key adult safeguarding themes for Action Together in 2022-23 were risk of suicide or self-neglect, closely connected with housing issues and the need for a multi-agency approach between substance misuse services and mental health.

As the Local Infrastructure Organisation for the Voluntary, Community, Faith and Social Enterprise (VCFSE) Sector one of our key functions is capacity building for volunteers and staff in the sector. To this end, we deliver a regular programme of Safeguarding Adults at Risk Training. In 2022-23, we invested in refreshing our train the trainer offer for our team who deliver this training to staff and have updated our training materials to reflect recent Safeguarding Adult Review learning.

We have refreshed our Designated Safeguarding Lead (DSL) level 3 training. Our DSL provided support for the community groups who were delivering 'Warm Banks' as part of the cost of living crisis response.

Within the Social Prescribing Service, our top achievements were working closely with the Adult Referral Contact Centre (ARCC) as the new adult front door, being able to discuss cases before referral to ensure any possible safeguarding issues are highlighted at the start and so an informed multidisciplinary team approach can be implemented at the earliest possible point. We have also embedded the new Adults Complex and High Risk Panel (CaHRP) process and have successfully escalated cases where it has been complex or challenging to engage other professionals in the Team Around the Adult approach.

## Safeguarding Adult Review Learning & Making Safeguarding Personal

We have embedded Safeguarding Adult Review learning into our refreshed training materials for the VCFSE sector workforce and have shared the learning materials via our regular comms channels within the sector which includes new web articles, our training bulletin, and our 'Community News' bulletin reaching around 1500 staff and volunteers in the sector.

The Social Prescribing team have attended training and briefings hosted by the Safeguarding Board. We have embedded the Team Around the Adult approach to ensure a consistent approach to working across prevention and those who need additional support. Several Link Workers have now started to take the lead at Team Around the Adult meetings. We have worked directly with the Local Authority Safeguarding Lead on a case that needed a Team Around the Adult approach around risk associated with hoarding, self-neglect and being taken advantage of by people in the community.

## Successful Multi-Agency Safeguarding Work

Mr F was referred to Social Prescribing by the MASH team. Mr F is substance dependent and has a diagnosis of Schizophrenia. He lives with a friend who he met while living in a children's care home, he is also known to be the perpetrator of domestic violence toward his friend. He had been stopped carrying a knife and was also known to be the victim of attacks in the community. He had wounds from intravenous substance use that were not being treated.

Mr F is also deaf and had not received any support with his hearing aids which had resulted in his friend pretending to be him when professionals had been ringing. Mr F had a long history with substance services. Due to the risks and staff struggling to get the appropriate professionals involved we escalated the case to the Adults CaHRP, following on from meetings with the District Nursing team who also had significant concerns but were unable to visit the address due to risk. A referral was then accepted to Changing Futures resulting in Mr F being able to receive the intensive support for those experiencing multiple disadvantage. The outcome has been that we have collectively been able to work differently around how Mr F has his health needs met.

## Safeguarding Priorities in 2023-24

Action Together priorities for 2023-24 will include:

- Further development of the workforce development offer for the VCFSE around adult safeguarding key themes, we have secured some external grant funding to increase our capacity to develop our broader workforce development offer, and a key priority will be around safeguarding.
- The Social Prescribing team will continue to contribute to the development of place-based integration to ensure multi-disciplinary team and integrated working improve outcomes for residents.
- The Social Prescribing delivery model will be transformed to enable us to place a Link Worker within the ARCC team. This is a key development to ensure that the step-up and step-down pathway between Adult Social Care and Social Prescribing continues to be stronger
- Development of the relationship between Social Prescribing, Adult Social Care and Children's Social Care and Early Help to strengthen the whole family, whole household approach.

## Key Challenges

We expect that the key challenges going forward in relation to Adult Safeguarding for Social Prescribing will be for us to continue to have the ability to respond to the level of demand, both in terms of the number of referrals, and the complexity of people's situations. We will continue to demonstrate our commitment to integrated working to ensure improved outcomes for adults.



Age UK Oldham is a local autonomous charity offering services and support for older people in the borough. Aiming to improve their quality of life we work both independently and in partnership with other local statutory and voluntary organisations to provide practical services and timely effective support for those who need it the most.

## Safeguarding and Age UK Oldham

Safeguarding is fundamental to the work we do and is everyone's responsibility. Training of all staff, volunteers and contractors who meet routinely with older people is essential, ensuring they recognise any potential issues and instilling confidence in them to assist.

Equally important is our prevention strategy, both in taking a person-centred approach to individuals and ensuring our services are designed to help people to live safely and independently for as long as possible.

Much of the work we do involves seeing people in their own homes giving us an opportunity to offer assistance if improvements are needed and have an oversight of their relationships with others.

Keeping a watchful eye and making sure that we have regular contact with older people, their families and partner agencies is key to ensuring their safety and wellbeing.

Developing a relationship with our participants helps us to identify problems as they arise. For example, our Falls Prevention team keeps in contact with participants at our weekly classes and through telephone welfare calls. Also, our Life Story project volunteers are trained to pass on any concerns identified through visits and phone calls. We then proactively offer support in order to maximise independence and reduce vulnerability.

## Safeguarding in 2022-23

During the past year the 'Cost of Living Crisis' has affected pensioners on a fixed income and for some, led to an increase in referrals relating to Hoarding. This has emerged as a concern for older people who have become anxious and isolated in later life and often leads to self-neglect and poor health. Taking time to grow relationships whilst slowly helping to declutter their homes in a non-judgemental way is how we at Age UK Oldham gain trust and slowly introduce other agencies, services and activities to augment their support network and prevent reoccurrence.

Becoming victims of scams has become more prevalent in this age group. Living alone without support leaves householders open to doorstep, phone, mail and online criminals who are adept at recognising signs of potential vulnerability. Older people are more susceptible to financial abuse when they become lonely or isolated and most of our services delivered in the local community focus on prevention and inclusion to ensure that people have the confidence to approach our staff with their concerns.

Prevention has always been our mantra and so:

- When campaigning to raise awareness of scams, we flooded our charity shops, community settings, activity groups, care settings, home deliveries etc with literature bearing the headlines 'STOP LOCK CHAIN CHECK' and distributed leaflets demonstrating the various devious ways people could be hoodwinked. We clearly outlined very simple clear strategies to avoid being coerced and urged people to say NO until they had followed advised precautions.
- We took advantage of the Oldham Safeguarding Adults Board wide variety of training offers with the online sessions being particularly valuable and accessible. This meant that we have been able to reach every level of our workforce and have great examples of safeguarding alerts from staff who come into contact with the general public and have recognised issues of concern in areas that would not have come to our attention. For example, one of our charity shop staff recognised possible signs of coercion and possible mental health distress in a customer. We immediately alerted the Safeguarding team who confirmed our suspicions and then were able to act at a very early stage to support the individual involved.
- From our experience, the development of Oldham's Adult Referral Contact Centre team and our growing relationship with their staff has enabled closer working relationships. It has given us greater opportunities to discuss possible safeguarding issues informally to agree the best routes forward.

## Safeguarding Adult Review Learning

A Safeguarding Adult Review case that we were involved in recently highlighted the importance of multi-agency information-sharing. In this case we were brought in to provide a regular delivery service to a vulnerable person who had a high level of complex needs. Unfortunately, we were not privy to the full complexities of this case which resulted in us missing vital clues such as being unaware that the individual may have been restricted by others when communicating with us. We learnt a valuable lesson here that non-acceptance of services and/or lack of response should not always be taken at

face value and should be followed up.

Another valuable lesson learnt here is that organisations involved in multi-agency case working need to communicate with each other fully and recognise the importance of every agency's touch point with an individual – no matter how 'low level' this interaction may be. Having contact with clients in this way enables us to gain and share information (albeit confidentially) which is highly invaluable in alerting and managing risks.

## Successful Multi-Agency Safeguarding Work

We have learnt to consider what an individual wants regardless of how it fits into the statutory systems, and we work with people to enable them to make real choices without judgment. For example, we worked with a client who experienced low mood and lived in a hoarding environment who we supported in a person-centred way. We offered support at the pace they wanted, to build up trust and prevent distress and anxiety and we worked in the 'Team Around the Adult' Model with multi-agency professionals to optimise how best they could be supported. Although it took a considerable length of time, working with what this client wanted provided us with a successful outcome. This demonstrates how we have incorporated new protocols and learning from Safeguarding Adult Reviews.

## Safeguarding Priorities in 2023-24

We are positive that training from OSAB has been invaluable and is reaching all levels of staff. We find the sessions engaging and user-friendly in that they provide options for

flexible, remote learning. The continued provision of a choice of dates also contributes to the higher uptake of the training by our staff.

Our continued offer to provide home visits (including benefits claims and form-filling) remains a key priority for us, especially as the aftermath of Covid generally changed working practices and reduced face-to-face contacts. This in-person contact is paramount in recognising risks and raising alerts for safeguarding in the community.

## Key Challenges

The lack of funding for established preventative services will be a key challenge. We will continue to deliver an efficient and effective service that meets the objectives of our funding agreements and will collect and share data to prove the value. This will support us with future funding applications. We will support and work with partner organisation to optimise resources.

We will continue to deliver high quality, social activities which support people living with early dementia, low mood, anxiety, isolation etc - all the issues that leave people vulnerable to scams, cuckooing etc. We will provide information and support at these sessions to prevent such safeguarding incidences.

Access to primary care is a challenge for older people and their carers in that they are often not able to get a GP appointment at an early stage to support with diagnoses and pathways of early help and support. We will continue to provide our support services to those in need to help to alleviate the pressure these clients face.

# Healthwatch Oldham



healthwatch  
Oldham

Healthwatch Oldham (HWO) is the consumer champion for health and social care in Oldham. Our role is to gather the views of local people to help shape the way services are provided, understand what is important to service users, and hold services to account. HWO plays a key role engaging with hard to reach and vulnerable groups across Oldham.

## Safeguarding and Healthwatch Oldham

HWO carries out four key roles that support the safeguarding agenda. These are to ensure the voices and experiences of service users are heard and fed into the planning of services; to help shape the design and delivery of health and social care services; to hold services to account; and to support the resolution of any NHS complaints and ensure lessons are learnt. HWO achieves this by:

- listening to people, especially the most vulnerable, to understand their experiences and what matters most to them, and involving people in the commissioning and scrutiny of health and social care services
- influencing those who have the power to change services so that they better meet people's needs now and into the future
- enabling people to monitor and review the commissioning and provision of care services
- providing information and signposting support
- empowering and informing people to get the most from their health and social care services and encouraging other organisations to do the same

- working with a network of health champions to improve services and to empower local people
- providing an independent complaints service.

HWO representation ensures compliance with the statutory Care Act requirement to include Healthwatch organisations as part of the development of strategic plans. Through our NHS Complaints work, HWO is a key independent resource for people to report safeguarding concerns and incidents.

HWO ensures that the person is placed at the heart of any review and has evidence to show that lessons learnt, particularly from safeguarding incidents, are used to reshape services and inform the training of front-line staff.

HWO is also a member of the Oldham Advocacy Steering Group designed to give adults at risk a voice to challenge services and report on safeguarding issues.

HWO has policies to ensure all staff are trained in safeguarding and the Mental Capacity Act and clear processes are in place to ensure safeguarding cases are subject to wider scrutiny by senior staff who are the named safeguarding leads for Healthwatch. Where appropriate, cases are escalated to statutory partners.

## Safeguarding in 2022-23

One of the key safeguarding themes that we have picked up over the last year, include the difficulty asylum seekers and refugees have faced in registering with GP practices. This is because some Practices have rules, around asylum seekers and refugees needing ID and proof of address to register. In our view this put asylum seekers and refugees at safeguarding risk. Information has now been shared by Oldham ICB with GP Practices to outline the national guidance from NHS England allowing asylum seekers and refugees to register with a GP. In addition, issues in relation to the following have been raised with us: dentistry, people living with dementia, and cancer screening targeting the LGBT community.

## Successful Multi-Agency Safeguarding Work

We were commissioned by the CQC to undertake engagement work to understand the experiences of family

members and loved ones who will have accompanied mothers through the maternity services journey. This has help identify risks, and safeguarding issues, during the maternity experience and journey.

## Safeguarding Priorities in 2023-24

- Hospital Discharge Project: we hope to work with Royal Oldham Hospital to identify safeguarding issues that may arise out of hospital discharge experiences.
- Our Young People Mental Health Survey will soon be published to identify safeguarding links to young people's mental health.
- We want to build on our Wheelchair Users Survey and Report and hope this will become part of a larger piece of work looking at peoples' experiences of accessibility and helping raise awareness with all services, in particular health and social care, on the challenges faced by those who require the use of a wheelchair.

## Key Challenges

Given the challenges post Covid-19 our priorities are under regular review, and this should be a shared approach. We remain focused on coordinating engagement plans between partners so that they are designed to reach out to the most at-risk groups. This will include gathering views as part of the changing landscape of services as we work with the new neighbourhood clusters. This work will also support the development of the OSAB and ensure we meet our statutory duty to gather service users input as part of the development of the Safeguarding Adults Strategic Plan.

Another priority is reviewing the way that different organisational complaints processes tend to work in isolation. We hope to pick this up through our informal complaints work. Whilst confidentiality will be a key factor this means that safeguarding trends emerging across organisations are hard to identify or may be missed. We would like to work with partners to examine emerging safeguarding trends that may arise.

Healthwatch Oldham will continue to work with key stakeholders within the Oldham locality to ensure patient voice and patient experience around all issues relating to safeguarding remains a top priority.

KeyRing provide person centred support for people to live independently in the community. Our support is designed to build more interdependence and offers an alternative to traditional support. By linking in with existing community resources, the vulnerable adults we support will become active citizens who contribute to and are valued by their local community. This asset-based community development approach means that the local community assets (people, resources etc) and individual's strengths unlock sustainable community development and ensure that adults live the life they choose.

## Safeguarding and KeyRing

Safeguarding is a priority in our organisation to enable us to meet the needs and manage risks for the vulnerable adults we support. We provide a person centred approach and involve our members in every safeguarding decision by gathering their views on how they want to progress whilst balancing our Duty of Care responsibilities.

We provide ongoing training to our teams and work in partnership with Oldham Safeguarding Adults Board, Adult Social Care and Health teams to ensure a joint working approach.

## Safeguarding in 2022-23

In 2022-23, the KeyRing team in Oldham raised the most safeguarding alerts in relation to sexual abuse, self harm and domestic abuse.

We reviewed all of our policies and procedures including updating guidance for members and volunteers. The leadership team tried out a new way to display and order the policies and procedures and grouped them into the following headings which all have a bearing on safeguarding: Member Related; Person-Centred Support; Positive Risk Taking; Safeguarding; and Easy Read Safeguarding Guides. In addition we have developed a new member handbook, a new internal safeguarding and incident form and reporting process, a national safeguarding reference group and a new trustee with safeguarding oversight.

The OSAB Tiered Risk Assessment and Management (TRAM) protocol has been embedded into the KeyRing Team in Oldham. We have also shared the guidance with our Senior Safeguarding Lead and also presented the protocol to Area Managers across the country as good practice.

We have shared the OSAB guidance on MCA, Hoarding, Self-Neglect and Engagement with the KeyRing team in group supervision and have also offered OSAB training to the team.

## Safeguarding Adult Review Learning and Making Safeguarding Personal

KeyRing have a quarterly Safeguarding Reference Group (SRG) that looks at any trends or concerns found in safeguarding logs that have a national impact so we can put measures in place to address these. These meetings cover a whole host of topics including the Making Safeguarding Personal (MSP) principles and practice as well as learning from SARs.

KeyRing is committed to 'outcomes focused safeguarding' where the individual's needs and wishes are central to the development of personal outcomes. Through the KeyRing Safeguarding process and form, we support people to:

- think through their desired outcomes and the purpose of any safeguarding intervention(s) and,
- consider how they want to be supported to recover from their experience of abuse and neglect.

By having a focus on 'outcomes' at the start, and throughout, the process ensures a greater focus on the person at the centre. Safeguarding should not restrict people from living the life they choose and the KeyRing Positive Risk Taking Policy provides guidance on creative approaches to supporting people manage their risks.

We have Easy Read Safeguarding Guides for members that follow Making Safeguarding Personal principles, that are also included in our new Member Handbook. These guides were developed in conjunction with KeyRing self-advocates.

KeyRing have recently reviewed and rolled out new safeguarding policies and procedures. The hope is by engaging well with members, these can help support excellent safeguarding practice. Our Safeguarding policies and procedures are underpinned by the six principles of safeguarding and follow the Making Safeguarding Personal principles.

KeyRing's national hub development programme incorporates core training modules that members can access on Making Safeguarding Personal, delivered by the Practice Development Lead (PDL) and developed alongside KeyRing's national Member Voice Group. Oldham managers have regular meetings with the business development lead and work through pre-tender templates which includes questions related to



safeguarding such as, 'provide an example of a safeguarding incident that you have reported to the Local Authority, detailing how Making Safeguarding Personal principles were applied and how you worked in partnership with other agencies to achieve a positive outcome for the member,' and 'describe any connections you have with the local Safeguarding Board or safeguarding workgroups that feed into the Safeguarding Board.' This helps keep Making Safeguarding Personal principles live for managers.

Throughout 2022-23, the SRG sessions covered key topics including any SAR learning. Managers regularly feedback their experiences as part of the group. The SRG provides an opportunity for managers to learn from each other which enables any change in practice to be identified and implemented. Oldham managers attend the SRG and have talked through a recent SAR that came out of a complaint from a family member, the process that was followed and what it entailed. Oldham managers also talked through the learning and the outcome with a group of peers as well as members of the KeyRing leadership team. Seven-minute briefings from OSAB are regularly used in the SRG and shared amongst the teams not only in Oldham but nationally. SRG regularly cover learning from serious case reviews which contain case studies from Adult Safeguarding, Child Safeguarding and Victims of Domestic Homicide Reviews. The group have covered what to expect from a SAR; case studies showing the importance of professional curiosity; and best practice examples such as the TRAM protocol in Oldham. Learning is shared and the minutes are distributed to all managers nationally at weekly meetings.

SRG have also discussed strengths based support approaches to engagement and how this relates to Safeguarding. KeyRing has a blueprint of how we should approach support and have always aimed to practice strengths based (or asset-based) support focusing on an individual's strengths and working in a holistic and multidisciplinary way which works with the individual to promote their wellbeing, but engagement in key.

KeyRing recognise Safeguarding Adults Week every year and put out special briefings. We also support and encourage teams to do themed sessions with members sharing information and resources.

## Successful Multi-Agency Safeguarding Work

KeyRing were involved in a complex safeguarding review for a member who was experiencing domestic abuse and coercive control. The

member has a complex mental health diagnosis and also uses none prescribed medication as pain relief for her physical health issues. At the time she was staying on a mental health ward and she needed a multi-agency approach to move back into independent living whilst minimising the risks. We worked closely within the OSAB TRAM protocol which was not initially picked up by Adult Social Care and gained advice and guidance from the Local Authority Safeguarding Lead who also joined the meetings. The Team Around the Adult meetings brought all the relevant agencies together to discuss what action needed to be taken. The case was taken to Adults CaHRP and further advice and guidance was gained. In this particular case, the perpetrator had not been apprehended by police for five months and this presented a risk to the member and staff. He was eventually apprehended and the member was able to move home safely with further support in place to meet her care and support needs.

## Safeguarding Priorities in 2023-24

Our key adult safeguarding priorities for 2023-24 will be to:

- embed Making Safeguarding Personal principles and practice into our new safeguarding form and process on care control
- deliver and embed the Making Safeguarding Personal hub sessions with members using the new safeguarding guides in the members handbook
- continue to raise awareness of safeguarding themes and topics that are coming through our internal logs affecting our membership and change practice where identified as part of the SRG.

## Key Challenges

KeyRing are still experiencing difficulties in recruiting to support positions and support volunteers. This has been the case since Covid-19 struck and it has created a significant issue for the health and social care sector. This affects the team capacity for the number of cases we can support and also the time available to monitor and support complex safeguarding reports. To support this we have begun to embed Making Safeguarding Personal into the staff and volunteer inductions at a very early stage and this is also included in the online training that new starters complete prior to meeting any members. We also include safeguarding good practice at every group supervision session and one to one Supervisions.

There is still some work to be undertaken to embed the OSAB TRAM Protocol on a multi-agency basis as KeyRing are still receiving varying responses from partners. Some teams are very aware of the protocol and follow it correctly however others are less aware. KeyRing will continue to promote the protocol with other professionals in Oldham.

Pennine Care NHS Foundation Trust is proud to provide Mental Health and Learning Disability services to people across Greater Manchester. We serve a population of 1.3 million and our vision is a happier and more hopeful life for everyone in our communities. More than 4,000 dedicated and skilled staff deliver care from around 200 different locations in five boroughs.

In Oldham, our Mental Health teams provide care and treatment for people with mild to moderate conditions such as depression, anxiety or dementia, or more serious Mental Health illnesses such as schizophrenia and bi-polar disorder. Our services include Healthy Minds (psychological therapies), psychiatric intensive care, and rehabilitation services. Our Learning Disability services are for people with a moderate to profound level of Learning Disability. Our Child and Adolescent Mental Health Services (CAMHS) are committed to providing a comprehensive and targeted intervention which positively aims to promote the emotional and psychological wellbeing of our children and young people.

## Safeguarding and Pennine Care NHS Foundation Trust

Pennine Care NHS Foundation Trust continues to be committed to ensuring the principles and duties of safeguarding adults at risk are holistically, consistently, and conscientiously applied at the centre of what we do. Safeguarding adults is 'everyone's responsibility'.

Our Trust Safeguarding Strategy recognises a 'Think Family' approach as children, adults and their families and carers do not exist or operate in isolation. Our safeguarding families team, including a Named Professional Safeguarding Adults provides training, advice, support and guidance to all our staff working in Oldham.

Our integrated leadership model, supported by the North Network Director for Quality, Nursing and Allied Health Professionals and Oldham Head of Quality enhances the work of our services and supports our commitment to the Oldham Adults Safeguarding Board and respective Sub Groups.

All our staff have the responsibility to promote the welfare of any child, young person, or vulnerable adult they come into contact with and in cases where there are safeguarding concerns, to Act upon them and protect the individual from harm, under the Care Act 2014.

Our Community Mental Health Team (CMHT) takes a proactive approach and will make enquires to establish whether any

action needs to be taken to prevent or stop abuse or neglect, and if so, by whom. Moreover, the CMHT will support with ongoing duty work, information gathering, Making Safeguarding Personal, supporting individuals and families, working with partners, attending strategy meetings, organising, and attending case conference meetings and along with the management team taking on the role of Safeguarding Adult Manager (SAM).

All staff work in line with our Safeguarding Families Policy and local multi-agency safeguarding policy and procedures and there are robust processes for the management of incidents and complaints.

## Safeguarding in 2022-23

Based on consultations undertaken by the safeguarding team, the key safeguarding themes for Pennine Care NHS Foundation Trust in 2022-23 were domestic abuse, financial abuse and disclosures of historic childhood sexual abuse.

During 2022-23:

- A MARAC lead role has been created and recruited to in the borough to allow for improved multi-agency response to domestic abuse.
- The safeguarding team has significantly increased compliance with Level 3 safeguarding training for practitioners in the Trust.
- The team has also completed work around safeguarding supervision and now offer this to adult colleagues in the form of a drop-in.
- The safeguarding team have responded to a 122% increase in consultations and advice. This demonstrates the emphasis placed on safeguarding practice by our practitioners.
- A policy has been written to support the safeguarding of those who struggle to engage with appointments.

## Successful Multi-Agency Safeguarding Work

The Named Professional Safeguarding Adults has been heavily involved in the production of policies alongside the Safeguarding Adult Board's Business Unit and partners and has also written the Greater Manchester Missing Person's policy.

## Making Safeguarding Personal & Safeguarding Adult Review Learning

Making Safeguarding Personal features in Level 3 Adult Safeguarding Training. The safeguarding team offer insight to all incidents received through our incident reporting system and prompt Making Safeguarding Personal throughout. Learning from Safeguarding Adult reviews is cascaded through our monthly safeguarding update through our Quality Forums. This is bolstered by lunch and learn sessions.

## Safeguarding Priorities in 2023-24

Priorities for Pennine Care NHS Foundation Trust in 2023-24 will be to:

- continue to embed safeguarding supervision with adult-facing practitioners
- continue to respond to themes from Serious Case Reviews and Safeguarding Adult Reviews
- develop stronger ways of recording learning centrally
- develop guidance on peer-on-peer abuse
- enhance work on domestic abuse.

## Key Challenges

Key challenges for Pennine Care NHS Foundation Trust are around compliance with the Mental Capacity Act Training and we are managing this through a Task and Finish group to overhaul the training and make it more accessible to all staff.

# Northern Care Alliance NHS Foundation Trust



Oldham Care Organisation and Community Services functions come under the wider remit of the Northern Care Alliance NHS Foundation Trust (NCA). NCA provides a range of healthcare services including The Royal Oldham Hospital and the Oldham Care Organisation. NCA is responsible for delivering safe, clean, and personal care to the community it serves.

## Safeguarding and Northern Care Alliance

The Care Act (2014) provides statutory legislation for adults at risk, it is expected that health will co-operate with multi-agency partners to safeguard adults. NCA Care Organisations have a responsibility to provide safe, high-quality care and support. The wider safeguarding context continues to change in response to the findings of large-scale enquiries, such as Francis (2013), Lampard (2015), legislation such as the Care Act (2014) the (2019) amendments to the Mental Capacity Act (2005) and the more recent Domestic Abuse Bill (2021).

Contextual safeguarding issues present all agencies with new challenges in recognising and responding to cross generational, cross border risks affecting all aspects of the societies in which we all live.

To represent the Oldham Adult Safeguarding Agenda, responsibility and accountability is embodied at board level and is encompassed within the NCA Chief Nurse role and responsibilities. The operational and strategic delivery of the Oldham Safeguarding Adult programme is led by the Assistant

Director of Nursing for Safeguarding Adults for the Northern Care Alliance under the Leadership of the NCA Group Associate Director of Nursing for Governance & Corporate Nursing, the Deputy Chief Nurse for NCA and Director of Nursing Oldham Care Organisation.

## Safeguarding in 2022-23

The Adult Safeguarding Service operate across the wider footprint of the NCA offering support and advise to all staff, service, and departments. The demands on the service remain multifaceted, complex, and challenging with varying themes emerging across the NCA landscape. The emerging themes of Self Neglect and the application of the Mental Capacity Act (2005) remain challenges with particular reference to disguised compliance and executive functioning. As such, the NCA Adult Safeguarding Service ensure this element of safeguarding remains a priority, delivering a bespoke training programme to areas identified as benefiting from additional training outside of the aligned NHS England Core Skills Framework and Mandated Adult Safeguarding Level 3 programme of training.

During the period 2022-23, the Adult Safeguarding team has continued to strengthen the existing embedded Adults Safeguarding practices across the organisation, achieving full compliance threshold for Adult Safeguarding Level 3 programme of training, as outlined in the Greater Manchester Contractual Standards Requirements.

In addition, the development of a new Standard Operating Procedure to triangulate internal governance and inquest reporting arrangements with regards to learning from SARs has strengthened connectivity offering wider contextual learning across the NCA.



The NCA Adult Safeguarding Service have successfully embedded a programme of Mental Capacity Act (2005) audit. Building on this success, the Service are currently in the process of introducing and extending the programme of audits to include Oldham Community Services.

## Making Safeguarding Personal & Safeguarding Adult Review Learning

A collaboration across workstreams within Royal Oldham Hospital and Community Services includes increased visibility across all wards and departments to support with Adult Safeguarding concerns. This includes the Royal Oldham Hospital Emergency Department whereby daily drop-in sessions are facilitated by the Safeguarding Named Nurse and Safeguarding Specialist Practitioner, thus offering additional safeguarding support and placing the person at the centre of the safeguarding concern within these areas.

To ensure Adult Safeguarding measures are embedded in every day practice, Senior Management and Safeguarding Assurance visits across wards and departments are scheduled on a fortnightly basis. Identification of safeguarding concerns, are addressed during the assurance visits with additional training raised as a priority as required.

The NCA encompass a Nursing Accreditation System (NAAS) inclusive of community services and theatres. The NAAS/CAAS/TAAS provides a programme of audit aligned with the Care Quality Commission (CQC) key lines of enquiry. Inclusive within the programme of audit are the safeguarding standards, providing further assurance that safeguarding measures are routinely audited. The Safeguarding Service support the NAAS/CAAS audit programme providing safeguarding advice with questions and answers within relevant internal learning environments within Royal Oldham Hospital.

The learning from SARs and Domestic Homicide Reviews (DHRs) are a core agenda item held within the governance structure of the Safeguarding Steering Group within Royal Oldham Hospital, discussed at length, with learning disseminated to the wider staff groups within each service, team safety huddle and Multidisciplinary Teams.

## Successful Multi-Agency Safeguarding Work

The NCA Safeguarding Service are a key contributor to the Oldham Safeguarding Adult Board and it's subgroups. Recent contributions to the subgroup included the undertaking and sharing of a quality assurance audit framework conducted across Royal Oldham Hospital and Oldham Community Services. The MCA Audit Framework captures the MCA activity across the organisation and highlights specific areas for improvement with regards to the principles outlined in the legal framework, thus creating a focus when undertaking the assurance visits across Royal Oldham Hospital. The sharing of the audit model and pathway has enabled a streamlined systematic approach to the data collection and interpretation of findings with regards to multi-agency application of MCA across the borough of Oldham.

## Safeguarding Priorities in 2023-24

The NCA Adult Safeguarding Service will continue to:

- work towards achieving full compliance with the Contractual Safeguarding Standards outlined in the Greater Manchester Contractual Standards for Safeguarding Children, Young People and Adults at Risk under the arrangements of the Integrated Care Board.
- deliver the Adult Safeguarding Level 3 and MCA training programme across the NCA.
- strengthen the governance and reporting arrangements for SARs and DHRs, thus embedding the recommendations and learning across the NCA.
- work towards the priorities of Oldham Safeguarding Adults Board.

## Key Challenges

Despite the achievement of full compliance threshold for Adult Safeguarding Level 3 training, challenges remain with regards to staff continuing to incorporate Adult Safeguarding practices once this programme of training has been undertaken. Hence, to address this concern the Adult Safeguarding Service will continue to offer visibility, and advice to all wards and departments within Royal Oldham Hospital and Oldham Community Services offering further assurance that Adult Safeguarding practices remain embedded in every day practice.



Dr Kershaw's Hospice provides palliative and end of life care for the people of Oldham who have a life limiting condition. This specialist care extends across an Inpatient unit, Community Services and a Wellbeing Centre.

## Safeguarding and Dr Kershaw's Hospice

Safeguarding is at the heart of all our hospice services, supporting the provision of high-quality palliative and End of Life care, protecting the wellbeing and human rights of patients, staff, visitors, and volunteers and providing an environment that is free from harm, abuse and neglect.

Our CEO is the lead with executive responsibility for safeguarding; supported by the Medical Director and Deputy CEO/Director of Clinical Services. The Safeguarding Leads are in place to ensure that all staff and volunteers within Dr Kershaw's Hospice receive the required training, support, and supervision in relation to safeguarding, the Mental Capacity Act, Deprivation of Liberty Safeguards and PREVENT.

In the past year, the Hospice has met all its statutory requirements in relation to safeguarding children, young people, and adults, remaining fully compliant with the Care Quality Commission fundamental standards relating to safeguarding. The Safeguarding leads are trained to level 3 in the Safeguarding of Adults. A core mandatory training programme is provided to all staff. Safeguarding Adults Level 2 training compliance level is currently 97% and Safeguarding Children Level 2 compliance level is currently 98%. We have an identified lead for PREVENT and training in place for staff and have a 97% compliance rate. A Freedom to Speak Up Champion also in place, who attends meetings at a local Trust to network with other leads. Information is displayed around the Hospice to signpost staff, volunteers, and visitors to the appropriate lead person for any safeguarding concerns. Safeguarding policies and procedures and systems for reviews are in place.

We have direct links with the Oldham Safeguarding Adults Board. Our CEO is a member of the Board's Learning Hub and our Director of Clinical Services is member of the Board's Policy, Procedure and Workforce Development Sub Group. The Board's website provides additional resources including training which are promoted and made available to all Hospice staff.

We work collaboratively with other

health and social care organisations and where any issues or concerns are flagged by our clinical staff, we proactively engage to discuss a partnership approach to managing these. This has been evidenced in the past via multi professional debriefs and significant events analysis.

We have a nominated Complaints Lead and information about how to raise a concern is included in our information leaflets. We have a robust recruitment process for all staff and volunteers including DBS checks and mandatory obtaining of satisfactory references, prior to offer of employment. We also monitor nursing and medical professional registration details as standard practice.

Our Hospice agreed 'Values' are embedded within the Hospice culture. Measures are in place to safeguard vulnerable populations and promote equity and dignity in service provision e.g. measures to support bereaved dementia sufferers. We were the first Hospice to be recognised nationally as becoming homeless-friendly. This is via an established link with a local GP.

## Safeguarding in 2022-23

The Hospice dealt with four Adult Safeguarding concerns in this time frame. All four were completely different and did not follow a trend. The theme behind two of the concerns was vulnerable adults with acute mental health issues. The other two were in relation to concerns around communication (or lack of), shared with us by external organisations.

During 2022-23:

- The Hospice have proactive membership within the Oldham Safeguarding Adults Board governance structure.
- The hospice have tried and tested systems in place for reporting safeguarding incidents and concerns. Safeguarding incidents at the Hospice are rare but processes are in place to manage these. The hospice has an ethos and a culture of proactive and reflective learning. Any incident or safeguarding concern is seen as an opportunity to drive quality and improve systems.
- The Hospice has promoted all aspects of safeguarding training in a bespoke manner. The Hospice provides safeguarding training on adults and children and this is well evaluated.
- The Hospice ensures that it adheres to the six principles of safeguarding and this is referred to throughout the core mandatory training.
- The Hospice has expanded its Safeguarding training package to encompass Prevent and Restraint.
- The Hospice has introduced the requirement for all our trained nursing staff to complete level 3 Safeguarding Adults (previously level 2).

- The compliance for safeguarding adults level 3 training is 90%. The compliance for safeguarding adults level 1 and 2 is 98%. The compliance for Prevent is 100%.

## Safeguarding Priorities in 2023-24

Priorities in 2023-24 will be:

- to be a proactive member in locality safeguarding groups
- to be active participant in Greater Manchester Hospices Safeguarding forum
- to continuously develop safeguarding training, optimise staff awareness and empower them to know how to respond to any safeguarding concerns.

## Key Challenges

Our key challenges will be:

- the cost of living crisis and how this will impact patients who are cared for in their own homes. We will work closely with the Local Authority and other voluntary and charitable sector organisations.
- Keeping our Safeguarding Adults and Children mandatory training compliance above 90%. We will continue to support all staff to attend training.

# MioCare Group



The MioCare Group is a Council owned company who, as part of the wider integrated community health and social care service, provides a range of services to adults with Learning Disabilities and older people who require support outside of hospital; we do this with the aim of supporting people to maintain their independence and to live in their own homes for as long as possible.

## Safeguarding and MioCare Group

Safeguarding is a priority for the Group and features in all elements of our operational activity, leadership and governance. We ensure that all employees are equipped with the skills, knowledge and support required in order to identify and act upon any concerns. Safeguarding training is mandatory, reiterating that all employees have a role to play in ensuring that people are safeguarded and that the safety of our service users is never compromised. Where safeguarding concerns have been identified, the Group fully investigate in line with relevant policies and procedures, instigating disciplinary sanctions where needed. The group are represented at the Board's Safeguarding Transitions Sub Group and also have Assistant Director level representation at the Learning Disability and Autism Practice Learning Group.

## Safeguarding in 2022-23

Key themes in 2022-23 for MioCare included slips, trips and falls (with some resulting injuries) and behaviour related situations including between service users and against employees.

We have introduced a programme of positive behaviour support training in the learning disability portfolio and will further develop this with a 'train the trainer' model in the current year. This will help reduce behaviour related incidents, allow for a reduction in restrictions and enhance service user lives. We have also re-introduced the Quality of Life panel to support best practice in this area.

We have also invested in external support to complete Mental Capacity Assessments for a number of service users, again to support the reduction in restrictions and to enhance service user lives.

We continue to work to reduce medication errors (majority logged as low level of harm; one off incident) including reviewing medication guidance, staff briefings and increased audits and spot checks.

We have recently established a Safeguarding Working Group for the Registered Managers across all MioCare services. This group meets monthly to review and develop work in relation to safeguarding the people we support who may be vulnerable to abuse or exploitation. The group developed a safeguarding plan in line with the Oldham Safeguarding Adults Board's Strategy and which covers Safeguarding Leadership; Prevention and Early Intervention; Listen, Learn and Act; and Safeguarding Excellence.

## Making Safeguarding Personal & Safeguarding Adult Review Learning

We provide information to those we support on what being safe can mean and what safeguarding is.

The person is and would be at the centre and their wishes and views are sought at the earliest opportunity.

We provide training to all staff and this is reinforced through discussion at team meetings and through the appraisal process. In addition, safeguarding information is shared at internal service spotlight meetings and with both the senior leadership team and the Board. Individual cases are discussed at the Safeguarding Working Group to ensure learning is shared and any required changes can be implemented as a result.

Staff are encouraged to join OSAB training courses and we continue to explore additional learning and development opportunities for staff and service users alike.

## Successful Multi-Agency Safeguarding Work

There have been a number of examples of successful multidisciplinary safeguarding initiatives across services. One example involved an allegation made by a service user against a staff member. The service user's wishes and views were sought, with statements taken and a member of staff was suspended without prejudice pending further investigation. Police and the service user's next of kin were notified (with consent). The on site social worker was informed without delay and opened a safeguarding enquiry. In the same week, police attended and afterwards a safeguarding strategy meeting was held and concluded. Being an integrated team and working together resulted in a timely approach and outcome.

## Safeguarding Priorities in 2023-24

Our priorities over the coming year include to:

- embed the safeguarding working group to support the organisational safeguarding lead to drive our safeguarding approaches

- introduce new methodology for the collection of safeguarding data
- introduce safeguarding champions across all MioCare services and work collaboratively with people who use services to shape our communication strategy
- review and enhance our current safeguarding training and to introduce advanced training for safeguarding champions
- use our reflection and learning to adapt, amend and improve safeguarding processes
- introduce self-audit tools and qualitative reviews and audits
- look to partner with external organisations as and when necessary to support our continuous improvement
- continue being person centred and outcome focused
- continue being open and honest and acting without delay
- keep safeguarding on the agenda in all forums.
- maintain our lessons learnt approach adopted in order to learn and improve.
- source bespoke safeguarding training for people we support as well as staff (sourced with Age UK; on going).

## Key Challenges

The people we support can have varied, complex, and challenging needs; physically, emotionally and socially. With this we can be faced with a range of safeguarding situations. We will continue to work in a multidisciplinary way, looking holistically at how we can safeguard and support those that use our service, as well as the workforce who support the service users.



Turning Point, Rochdale and Oldham Active Recovery (ROAR), are an organisation that support adults in the community who have problems with drugs or alcohol.

## Safeguarding and Turning Point

Safeguarding is key to all the work we do with service users. Our first priority is to work with service users to identify, understand and reduce the harmful impact substance use has on themselves and others using a harm reduction approach in which safeguarding is central. This includes strategies to keep themselves and others safe.

We work with people to understand the impact of safeguarding issues such as the impact of substance use on children and loved ones, the potential for self-neglect, Domestic Abuse and self-harm or suicide. For some service users, where there are associated severe physical and Mental Health issues, we work with social care to identify appropriate care packages.

## Safeguarding in 2022-23

Turning Point ROAR have been considering our pathways for support and how we can offer a wider range of services for people. There has been a significant piece of work to look at our alcohol pathway and being able to engage people who have dependant issues with alcohol and are high risk and low motivation.

We have also completed a significant amount of training and work around supporting people who use the service who are experiencing suicidal ideation. We have continuous training for staff to use safety plans.

Our top adult safeguarding achievements in 2022-23 included:

- a new alcohol pathway with an increased offer around harm reduction
- a trauma informed approach to assessments.
- suicidal ideation support plan training for all staff.

## Making Safeguarding Personal

We have expanded our internal space to discuss clients with complex needs and how we can support them. A specialist team has been set up where caseloads are lower, allowing for a more holistic and person-centred approach to recovery.

## Successful Multi-Agency Adult Safeguarding Work

We have been involved in a number of Fetal Alcohol Spectrum Disorders (FASDs) initiatives and events that have supported more people around increasing the understanding of impacts of alcohol.

## Safeguarding Priorities in 2023-24

Priorities in 2023-24 will be to increase the offer around how we can support families as a whole in the local area, building more links with partner agencies and being able to access more client groups in communities.

## Key Challenges

The team are promoting the changes to the service whilst they are in the process of moving to a new building. There have been a number of planning meetings and working groups established to make the transition as smooth as possible.



Tameside, Oldham and Glossop Mind (TOG Mind) are a charity that provides a range of mental health and wellbeing services. These services are available for children, young people, and adults of all ages. Interventions include crisis support, counselling, art therapy, guided self-help, coaching, group-work, peer support and others.

## Safeguarding and TOG Mind

TOG Mind recognises it's responsibility to safeguard the welfare of all vulnerable or 'at risk' adults by protecting them from harm, recognising and responding to concerns and ensuring everyone within our organisation is aware of their individual responsibility to safeguard the welfare of vulnerable or 'at risk' adults. TOG Mind's policies are underpinned by our values of:

- Relationships: we listen and ask questions to understand others and to build trust. People matter to us both inside and outside our organisation.
- Aspiration: we support one another, clients, and communities to achieve better mental health.
- Learning: we seek insight and grow from experience; finding new or better ways to contribute to the field of mental health.
- Potential: we encourage personal responsibility for development by discovering and realising the abilities and energies of people.

We approach safeguarding through thorough training structures, robust policies and procedures and ensuring staff feel supported and confident in their duties. We are a person-centred and trauma-informed organisation, and this impacts how we communicate and work with clients around any risk or safeguarding concerns.

## Safeguarding in 2022-23

The vast majority of safeguarding incidents seen by TOG Mind in 2022-23 related to suicide and self-harm.

This spanned across both adults and children's services. Of 2743 risk and safeguarding incidents reported across the organisation, 1934 of them were in regards to suicide and suicidal ideation and 902 were in relation to self-harm. In our adult services, we have seen a slight increase of men disclosing domestic abuse, from both partners and family members.

Our top adult safeguarding achievements in 2022-23 included:

- Staff reporting feeling more empowered to arrange and drive multidisciplinary meetings with partners
- Multidisciplinary working improvements through increased contracts, co-location and partnerships with MASH, the Adult Referral Contact Centre (ARCC), mental health wards, and other Voluntary, Community and Social Enterprise (VCSE) agencies.
- Implementation of our incident reporting platform and the ability to further analyse data.
- Implementation of senior leadership incident review meetings to track patterns, training needs, and special measures of responses needed.
- Implementation of our internal safeguarding steering group.
- Re-design of safeguarding level 2 and level 3 training to tailor delivery to the organisation.

## Successful Multi-Agency Safeguarding Work

TOG Mind have been involved in many multi-agency safeguarding initiatives including:

- Senior management contributing to OSAB subgroups
- Sub-contracts, co-location and partnerships with local organisations and agencies e.g. Early Help, Turning Point, Pennine Care NHS Foundation Trust, Age UK Oldham, MASH, Royal Oldham Hospital wards, and schools.
- Sub-contracts with pan-Greater Manchester organisations to implement consistent crisis offers for example, Pure Innovations Stockport, Rochdale Mind, Big Life, Groundwork Trafford, and Salford Mind.

## Safeguarding Priorities in 2023-24

TOG Mind safeguarding priorities for 2023-24 will be:

- auditing safeguarding records
- defining responsibilities of safeguarding and Caldicott leads and roles and consolidating Caldicott learning and exploring internal practices.
- Improving training around Prevent and the Mental Capacity Act
- Familiarising the workforce with updated ARCC and MASH procedures and structures.

## Key Challenges

Our key challenges will be managing time and resource as well as inconsistency in knowledge due to staff turnover.

# Positive Steps



Positive Steps is a charitable organisation which works with children, young people, families and adults, supporting them to make positive changes.

We provide a range of services which are designed to meet our vision: people and communities inspired to take control of their lives.

## Safeguarding and Positive Steps

Safeguarding is a key function for our services, be that in prevention, identification or response to safeguarding concerns.

## Safeguarding in 2022-23

During 2022-23, Positive Steps recognised trends in relation to adult mental health; the impact of poverty including debt and issues concerning access to benefits; and appropriate housing linked to overcrowding, hoarding, inaccessible homes, unfit homes and homelessness.

During 2022-23, Positive Steps have:

- created better links with the Adult Referral Contact Centre (ARCC) and our early intervention and prevention service; this helps to safeguard adults and ensure they are escalated appropriately when needed.
- delivered a series of safeguarding learning events at Positive Steps for staff and volunteers including adult safeguarding themes of domestic abuse and the Mental Capacity Act.
- Offered Mental Health First Aid training which was attended by a cross-cutting group of staff in the organisation.
- Ensured a member of staff represented the organisation at a Greater Manchester Hoarding conference, working

closely with our partners at Tameside, Oldham and Glossop Mind to support further learning and improved practice around this area of safeguarding.

## Successful Multi-Agency Safeguarding Work

Two members of Positive Steps staff have been trained to be able to deliver domestic abuse training for the partnership. This training has been delivered to two groups of staff so far with a view to further rolling this out in 2023-24.

We have worked closely with partners to develop the emerging Living Well offer for adults with mental health issues. We now have a dedicated post for adults with mental health issues.

## Safeguarding Priorities in 2023-24

Positive Steps safeguarding priorities for 2023-24 will be:

- Embedding multi-agency safeguarding and risk management pathways for adults who we identify through our prevention services and in the community.
- Continuing to work on developing the offer for adults with mental health issues as part of Living Well model.
- Developing our approach to supporting adults with housing issues and in poverty including promoting the resources around hoarding and neglect.

## Key Challenges

Our key challenge will be managing the high levels of demand for services and ensuring adults receive earliest possible help to prevent escalation to safeguarding.





Greater Manchester Fire and Rescue Service (GMFRS) is one of the largest Fire and Rescue Services outside London with more than 1,637 members of staff and 41 fire stations, covering an area of approximately 500 square miles and a culturally diverse population of 2.8 million people. With an international airport serving over 200 destinations, a major motorway network plus over 200 train and tram stations, Greater Manchester presents some of the most operationally varied challenges you will find.

Our vision is to make Greater Manchester a safer place by being a modern, community focused and influential Fire and Rescue Service. We aim to provide the best emergency response we can to our communities; this is our primary function, but our role is much broader than this. We have focused on prevention and protection work over the last decade to try and stop incidents happening in the first place, improving community outcomes in a variety of ways, educating, and developing young people and making fire station facilities available and more welcoming to the public.

## Safeguarding and GMFRS

Safeguarding is a strategic responsibility of the organisation which is centrally managed through the Safeguarding Policy and Practitioners Group chaired by the lead safeguarding officer.

All internal safeguarding processes are aligned to the organisation safeguarding policy, which was reviewed and revised in 2021. The approach to safeguarding throughout the organisation is policy driven and systematically structured. Effective compliance and monitoring of performance and practice is undertaken at an individual borough level and at an organisation wide level.

## Safeguarding in 2022-23

The key adult safeguarding themes for GMFRS in 2022-23 were related to self-neglect, hoarding, mental health and substance misuse.

Our top adult safeguarding achievements or areas of progress in 2022-23 included:

- the addition of level 3 accredited training for designated safeguarding officers (DSO)
- DSO supervision support sessions
- revision of our safeguarding policy
- the successful implementation of a case management system to ensure all safeguarding concerns are effectively recorded and managed as required.

- The introduction of a new internal performance monitoring system for safeguarding referrals.

## Making Safeguarding Personal & Safeguarding Adult Review Learning

The GMFRS approach to safeguarding from policy to practice strives to make safeguarding personal with the focus on the individual and their needs at all times. The GMFRS Home Fire Safety Assessments (HFSA) adopt a person-centred approach, focusing the questions within the fire risk assessment on the person, occupation (their activities) and the environment which they live in. This approach allows not only fire risks to be identified but also safeguarding concerns.

Learning from SARs is discussed at the safeguarding policy and practitioner meetings and the learning disseminated throughout the organisation to improve policy and practice. Making Safeguarding Personal and SAR learning are embedded in the learning resources provided to designated safeguarding officers and all front line staff.

## Successful Multi-Agency Adult Safeguarding Work

GMFRS staff have played a key role in supporting the OSAB hoarding task force and have also provided hoarding awareness training to partner agencies. We have also supported safeguarding professionals meetings.

## Safeguarding Priorities in 2023-24

Priorities in 2023-24 will be to:

- continue to develop and support designated safeguarding officers and provide improved training opportunities to all front line staff
- support the safeguarding boards throughout Greater Manchester
- streamline our safeguarding reporting and recording process and improve quality of safeguarding referrals through training and support provided to front line staff.

## Key Challenges

Staffing levels within the prevention teams mean that supporting safeguarding professionals stretches the available resources and attendance at all professionals meetings is not possible. However, demand is managed through focused prioritisation to ensure all required actions from the organisation are carried out to support vulnerable individuals within the community.

# Thank you from us



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## Report to Health Scrutiny Committee **Tackling Infant Mortality in Oldham Public Health Annual Report 2022**

### **Portfolio Holder:**

Cllr. Barbara Brownridge, Portfolio Lead for Health and Social Care

**Officer Contact:** Rebecca Fletcher, Interim Director of Public Health

**Report Author:** Rebecca Fletcher, Interim Director of Public Health

**5<sup>th</sup> December 2023**

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### **Purpose of the Report:**

For the committee to note the report and recommendations.

### **1 Background**

- 1.1 The annual report of the Director of Public Health is an independent view on matters related to health wellbeing in Oldham and what needs to be done to improve it.
- 1.2 This report is the report of Oldham's previous Director of Public Health Katrina Stephens, and it focuses on Infant Mortality and what can be done to decrease the rates in Oldham. The report covers the period from April 2022 to March 2023.
- 1.3 The report was produced in collaboration with our relevant colleagues and partners, and it shares experiences of our residents. It also details the most up to date data regarding Infant Mortality in Oldham.

### **2 Infant Mortality in Oldham: Current Position**

- 2.1 Infant mortality is an indicator of the overall health of a population. Infant mortality has decreased in England over the past twenty years. Oldham has had a higher rate than other areas for many years. Rates of infant mortality can be seen as a major indicator of a borough's health as a whole.

- 
- 2.2 Oldham's infant mortality rate is higher than the Northwest and England rates. Oldham's most recent rate for 2019 - 2021 was 7.2 per 1,000, making it significantly higher than the national figure of 3.9 per 1,000.
- 2.3 Our rates of infant mortality have been higher than the regional and national rates for at least the past 20 years.
- 2.4 Over the last few years, Oldham has not seen a reduction in the infant mortality rate, and, in fact, the rate is increasing.

### 3 **Oldham Priorities for Reducing Infant Mortality**

- 3.1 Over the past year, we have reviewed the local data, the national evidence base and worked with colleagues across Oldham, including the voice of residents. This has led to the creation of the Oldham Tackling Infant Mortality Group and the agreement of the below priorities:
1. Promoting Smoke-free Pregnancies
  2. Reduce the Number of Sudden and Unexpected Deaths of Infants in Oldham (SUDI)
  3. Improve Breastfeeding Rates
  4. Improve Access to Excellent Maternity Care
  5. Reduce Deaths and Severe Disability Related to Consanguinity/Recessive Autosomal Conditions
  6. Support Women to be a Healthy Weight in Pregnancy
  7. Supporting Young Parents
  8. A Focus on Poverty/Cost of Living The rest of this report will provide detail on each of these priorities and the current work that is happening in Oldham
- 3.2 The Public Health Annual Report has more detail on each of these priorities and showcases the current work that is happening in Oldham to address these priorities. This includes more information about services and case studies of residents experiences of access help and support.

### 4 **Recommendations**

- 4.1 The report details six recommendations that address Oldham's current situation in relation to Infant Mortality.
- We should continue to take steps to improve the cultural competence of maternity services by ensuring the impact of parents' culture, ethnicity and language is discussed and considered during the antenatal risk assessment process, initial assessment and follow-up.
  - Professionals who work with families and pregnant women including GPs, midwives, maternity support workers, and neonatal staff, should undertake training on consanguinity and genetic conditions, for example the e-learning for health (eLfh) Close Relative Marriage module.

- 
- We need to agree and roll out an Oldham approach to delivering personalised safe sleep messages for parents across the borough. This should be led by maternity and health visiting but include wider training for all staff across the wider children's workforce to understand the risks of SUDI.
  - As a borough, we need to commit to mitigating the impacts of poverty on the risks for infant mortality and make this a priority for the Health and Wellbeing Board and the wider Oldham system. This should include considering funding for safe places for babies to sleep and ensuring that housing for families with infants recognises that they need to sleep in a cot.
  - Oldham should become fully accredited by UNICEF Baby Friendly Initiative and work towards the Gold award. This will support Oldham to continue to be breastfeeding friendly over the coming years.
  - The aim for Oldham should be for all pregnancies to be smoke-free. The Oldham Tobacco Alliance should work closely with maternity, ROMVP and leaders across the borough to develop approaches to further reduce smoking in pregnancy.
- 4.2 Public Health, with appropriate partners and the Tackling Infant Mortality Group are using these recommendations as a basis for action planning and development of appropriate work to address the priorities and to fulfil the recommendations.

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# **Tackling Infant Mortality in Oldham Public Health Annual Report 2022**



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# 1. Foreword by Cabinet Member for Health and Social Care

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The annual report of the Director of Public Health is an independent view on matters related to health and wellbeing in Oldham and what needs to be done to improve it. This report focuses on infant mortality and what can be done to decrease the rates in Oldham.

Many factors affect infant mortality and it's clear that it's a complex issue with no easy answers. Even one infant death is too many. That's why, I'm glad this report has focused on this area. Allowing us to take a whole system approach, working with our partners, to decrease our infant mortality rates and tackle this tragic issue head on. I'm confident that with the work recommended in this report and with the co-operation of our partners we can make a real difference.

As Council Cabinet Lead for Health and Social Care, I am happy to support publication of the annual report of the Director of Public Health 2023. Further, to encourage councillors, partners, and communities in Oldham to do their bit by engaging in discussion and action to give our young people the best possible start in life.

**Councillor Barbara Brownridge**  
**Cabinet member for Health and Social Care**

## 2. Foreword by The Director of Public Health

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Welcome to my second Public Health Annual Report for Oldham. This report covers the period April 2022 to March 2023 and focuses on infant mortality. Infant mortality is defined as death between birth and the age of one year, before the child reaches the age of one year. Nationally, the rate of infant mortality has been declining steadily since the start of the century but in Oldham infant mortality rates have been consistently higher than the national average, and among the highest in the country.

Oldham's high rates of infant mortality long pre-date the COVID-19 pandemic, which was the focus of my last annual report. My previous report looked at the impact of inequalities on our experience of COVID-19 as a borough, and the implications for recovery from the pandemic. An update on the recommendations made in my previous public health annual report are included at the end of this report. The same drivers of inequality which shaped Oldham's experience of COVID-19 are also those which shape local experiences of infant mortality.

In Oldham, during the period covered by this report, 18 babies have died before reaching their first birthday. Every one of these deaths is a tragedy and the impact on the families affected is profound. Whilst this report will provide an overview of the data and the factors we need to try to influence and change if we are to reduce the number of infant deaths; it also highlights the important work being done to reduce the risk of infant deaths and support families bereaved.

I am grateful to those families who have taken time to share their stories and experiences. Thanks also to colleagues and partners who have shared case studies of the valuable work they are already doing. In particular, I would like to thank Katie Moore for her support in bringing this report together, and Rebecca Fletcher for leading Oldham's Tackling Infant Mortality Group, which is bringing partners across Oldham together to drive improvements in infant mortality.

Infant mortality is an indicator of not only the health of the very young, but of the general health of an entire population. This is because the range of factors which influence infant mortality are wide-ranging including societal issues such as poverty, housing, service delivery such as the quality of and access to maternity and antenatal care, and individual factors such as genetics. If we are to improve health and wellbeing overall, we need to take action to reduce infant mortality, and if we are successful in reducing infant mortality, we will see improvements in health overall. For this reason, reducing infant mortality needs to be a priority for Oldham. This report makes recommendations on where further action is needed to tackle this challenge.

**Katrina Stephens**  
**Director of Public Health**

### 3. Updates from 2021 Public Health Annual Report 'Oldham's COVID-19 Journey'

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The 2021 Public Health Annual Report focused on Oldham's COVID-19 journey. The progress from the recommendations made in this Public Health Annual Report have been summarised in Appendix 1.

### 4. What is Infant Mortality?

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The death of a child is a tragedy for all those connected and the impact on loved ones is immeasurable. In addition, rates of deaths in childhood are a key measure of inequalities. It reflects the relationship between the causes of infant mortality and upstream determinants of population health, such as economic, social, and environmental conditions.

Infant mortality is an indicator of the overall health of a population. Infant mortality has decreased in England over the past twenty years. Oldham has had a higher rate than other areas for many years. Rates of infant mortality can be seen as a major indicator of a borough's health as a whole.

We measure deaths in childhood using these different ways.

**Stillbirth:** A baby born after 24 or more weeks completed gestation and which did not, at any time, breathe or show signs of life.

**Neonatal:** The death of an infant aged under 28 days.

**Post neonatal:** The death of an infant aged 28 days to 1 year.

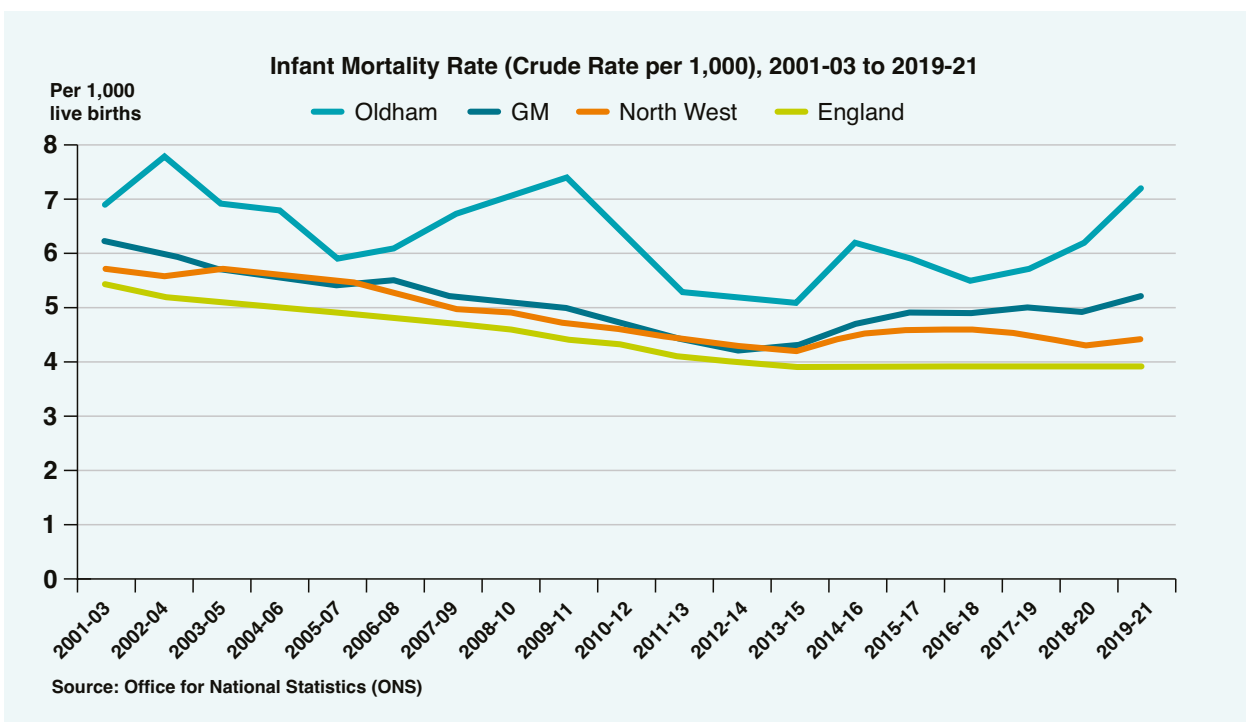
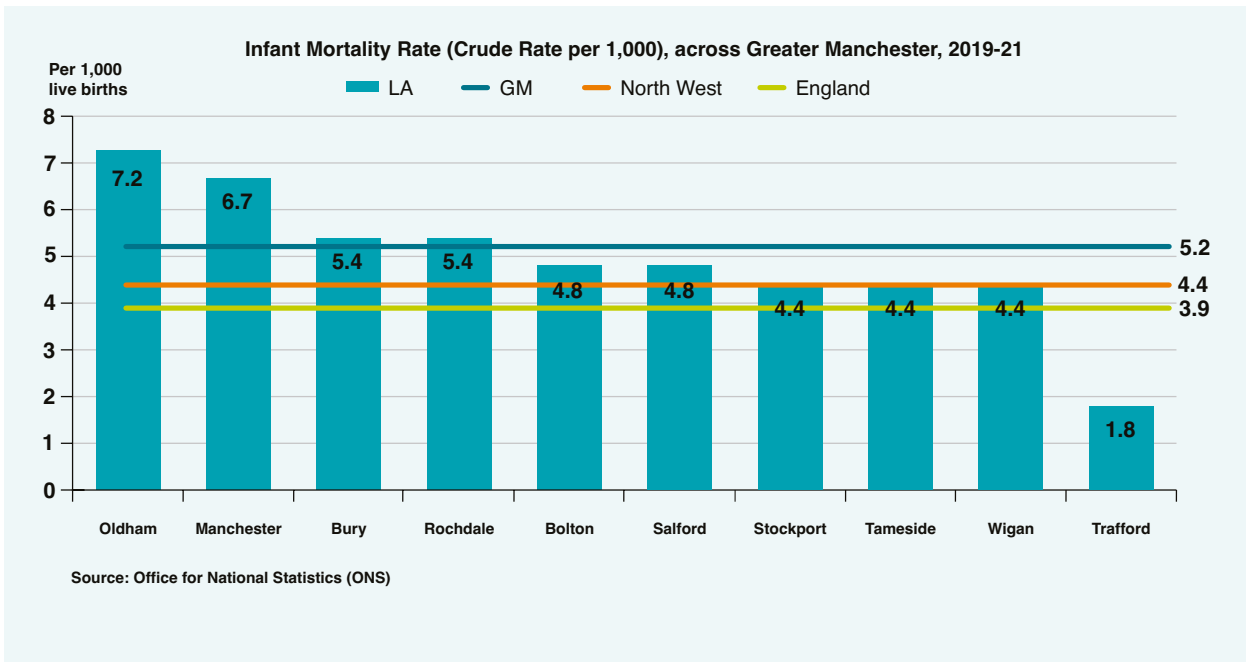
**Infant mortality:** The death of those aged under one year.

# 5. Infant Mortality in Oldham

Oldham's infant mortality rate is higher than the Northwest and England rates. Oldham's most recent rate for 2019 - 2021 was 7.2 per 1,000, making it significantly higher than the national figure of 3.9 per 1,000.

Our rates of infant mortality have been higher than the regional and national rates for at least the past 20 years.

Over the last few years, Oldham has not seen a reduction in the infant mortality rate, and, in fact, the rate is increasing.





## 5.1 Inequalities across Oldham

The social conditions in which we are born, live, work and age influence our health throughout our lives. These social factors include education, housing, employment, income, community and environment, and are known as the social determinants of health. If you receive a high-quality education, live in a stable, happy home and have a reliable income then you are more likely to experience good health. But these social determinants of health are unfairly distributed throughout our society, leading to health inequalities. People who live in poor social conditions, and in areas of deprivation, will experience an increased risk of illness as well as worse health outcomes, including reduced quality of life and reduced life expectancy. These unfair and unacceptable inequalities are entrenched across society.

**Male life expectancy in Oldham is 77.6 years. This is 2.2 years less than the England average.**

**Female life expectancy in Oldham is 80.1 years. This is 2.4 years less than the England average.**

**On average those living in the most deprived areas of Oldham can expect to have shorter lives than those living in the least deprived areas.**

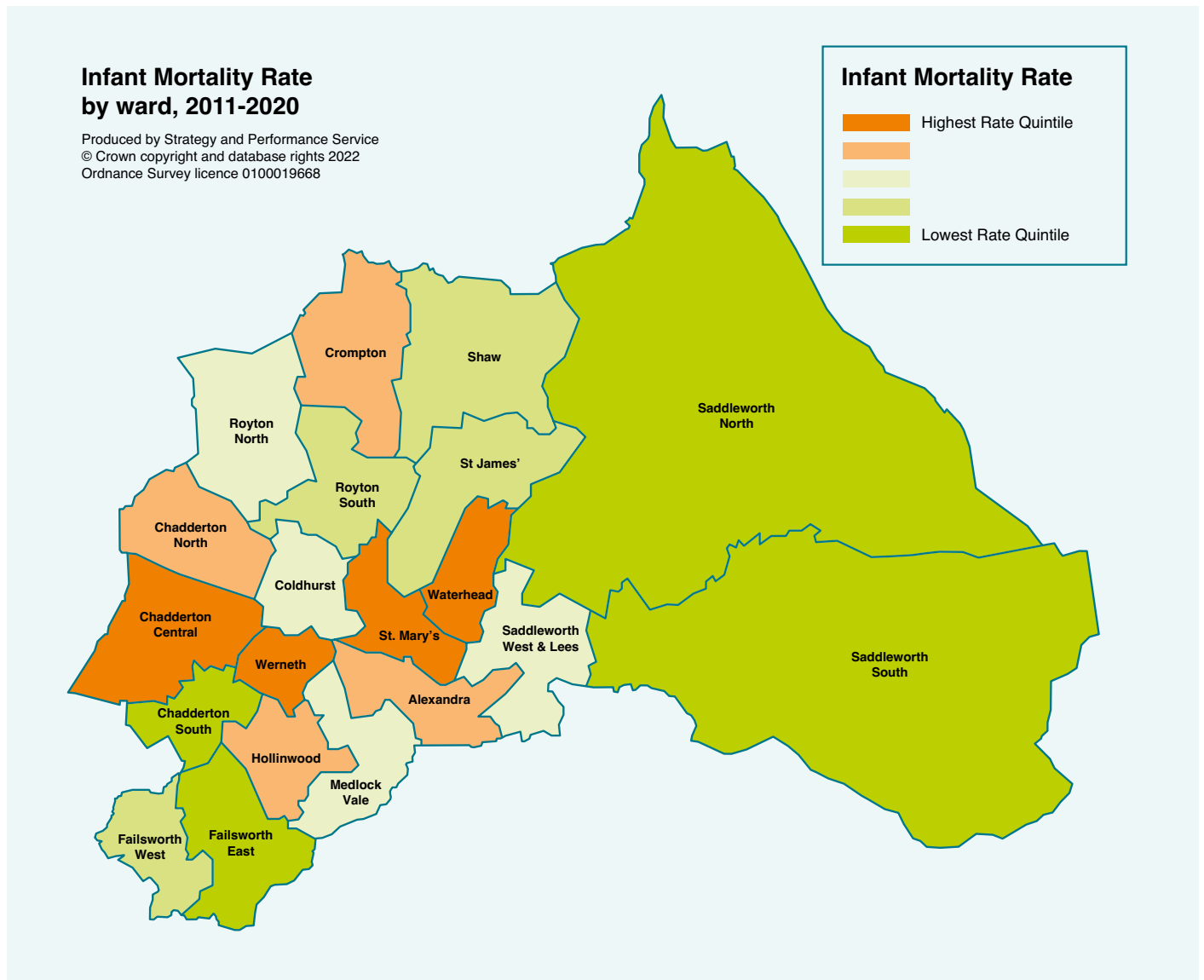
**The difference in life expectancy between the most and least deprived areas for males is estimated at 11 years.**

**The difference in life expectancy between the most and least deprived areas for females is 9.9 years.**

**Oldham residents spend on average 58.3 years in good health. This approximately five years less than the England average.**

	Employment Rate (aged 16-64)	Average weekly earnings	Children in low-income houses (under 16)
<b>Oldham</b>	71.1%	£413.70	31.6%
<b>England</b>	76.2%	£474.40	15.6%

The map shows a ten-year period of data by quintile. Infant mortality rates are highest in Waterhead (8.2 per 1,000 live births), Werneth (8.1), Chadderton Central (8.0) and St Mary's (7.7) indicating these are the areas of highest need. Oldham's overall average for this period is 5.8 (per 1,000 live births).



## 5.2. Deprivation and Child Mortality

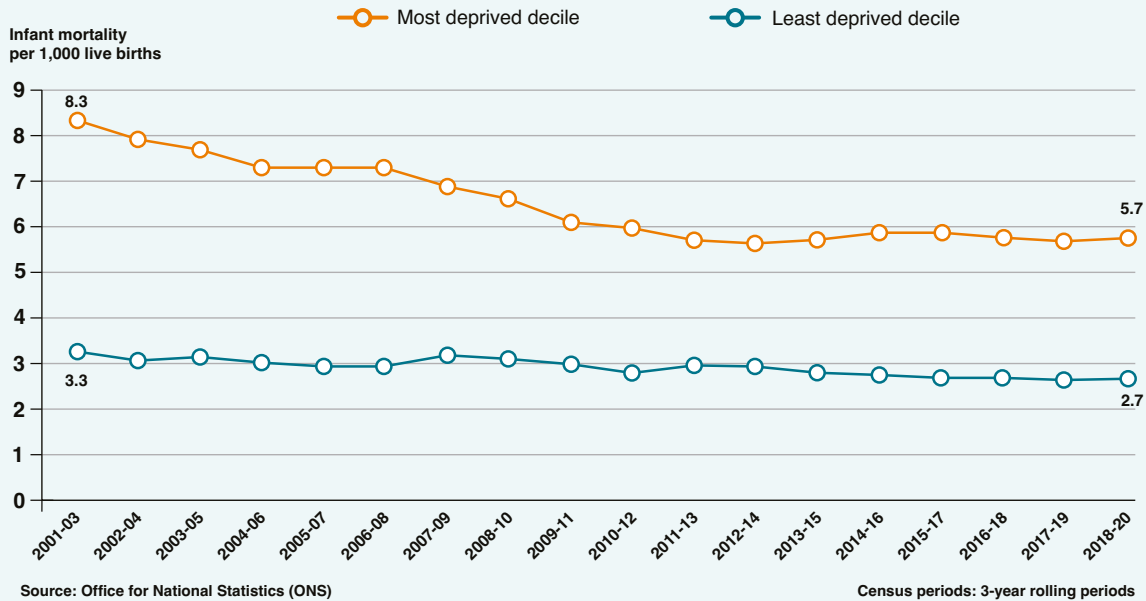
A recent report from the National Child Mortality Database found a clear association between the risk of child death and the level of deprivation for all categories of death except cancer.

Nationally, a fifth of all child deaths might be avoided if children living in the most deprived areas had the same mortality risk as those living in the least deprived – which translates to over 700 fewer children dying per year in England.

Oldham has a population of 237,628 making it the 6<sup>th</sup> largest Local Authority in Greater Manchester. Oldham ranks as the 19<sup>th</sup> most deprived local authority nationally.

Oldham has some of the highest levels of deprivation in the country with 22.7% of areas among the 10% most deprived areas in England.

**Infant Mortality Rate (Crude Rate per 1,000 live births), by deprivation deciles in England (IMD 2019) (2001-03 to 2018-20)**



## 5.3. Causes of Infant Deaths

All deaths of children are reviewed by our Child Death Overview Panel (CDOP). This panel covers Oldham, Rochdale and Bury (ORB). The panel is responsible for reviewing information on all child deaths. They consider any factors that may have prevented the death and make recommendations to prevent future deaths.

The Oldham, Rochdale and Bury CDOP is aligned with the other three CDOPs in Greater Manchester. Modifiable factors recognised by all four CDOPs that were identified in ORB cases included: hospital and clinical factors, domestic violence, consanguinity and parental smoking.

88% of all deaths in children under 1 year were born prematurely across Oldham, Bury and Rochdale. The earlier the gestation at which a baby is born, the higher the risk of infant death. Preterm delivery is associated with risk factors such as poverty and maternal smoking.

### Why are Infant Mortality rates high in Oldham?

Infant mortality is an important health inequalities issue in Oldham. Deaths under 28 days account for 5% of the life expectancy gap within Oldham and between Oldham and England. Infant mortality is indicative of the health of the whole population. It reflects the state of the wider determinants of health including socio-economic and environmental conditions within a community. Infant mortality rates are significantly higher in the 10% most deprived areas compared with the 10% least deprived in England, and this difference has remained relatively constant since 2010.

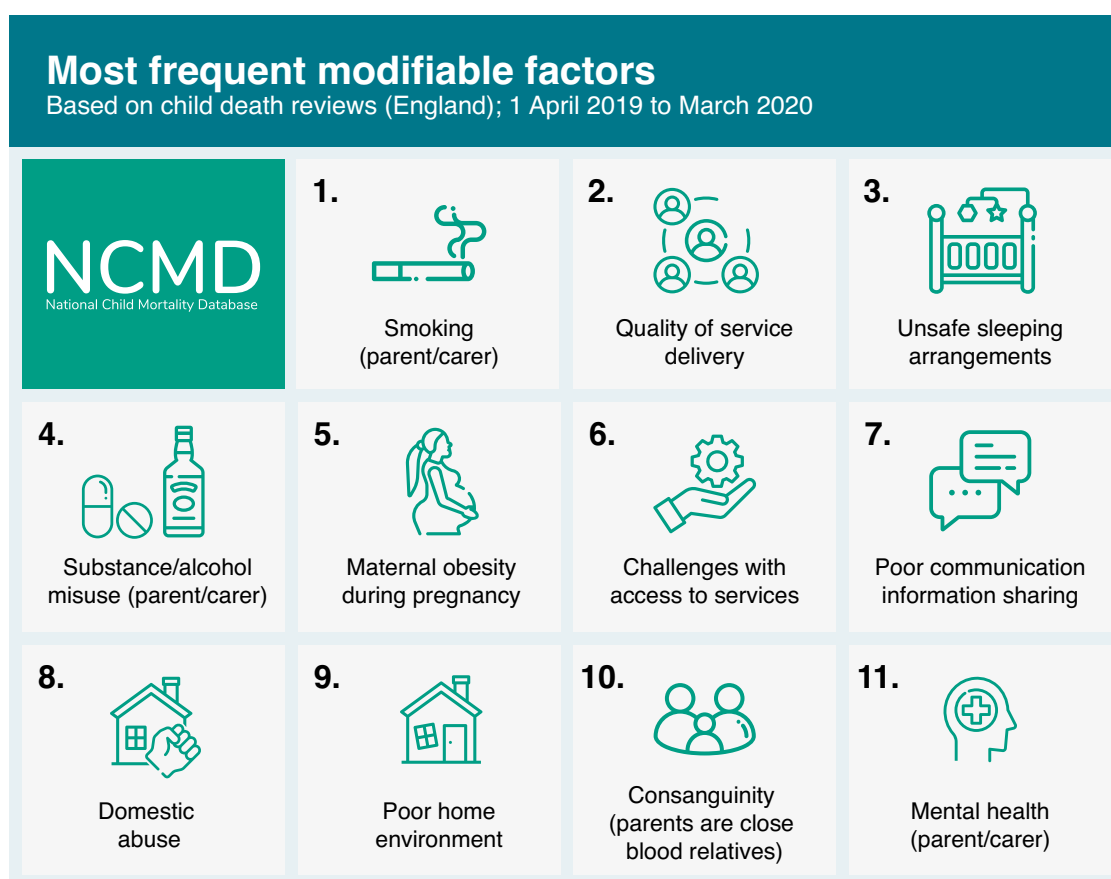
Oldham ranks 19<sup>th</sup> most deprived out of 317 local authorities in 2019 Indices of Deprivation (IMD) data. Seven of Oldham's wards (out of 20) appear in the bottom 10% nationally for overall IMD ranking. Ten wards appear in the bottom 20%. In terms of specific domains within the index, 4 wards fall within the bottom 10% and 9 wards within the bottom 20% for Income Deprivation affecting children. The high levels of deprivation in Oldham help explain why infant mortality rates are higher than the national average. Reducing poverty and income inequality is therefore critically important if we are to significantly reduce infant mortality.

## 6. Risk Factors

Several factors are associated with increased risk of infant death, and these vary according to age at death. For example, the effect of prematurity and low birthweight is greater in the first 28 days.

The National Child Mortality Database was established in 2019. It records comprehensive data, standardised across all of England, on the circumstances of children's deaths. The purpose of collating information nationally is to ensure that deaths are learned from, that the learning is widely shared and that actions are taken, locally and nationally, to reduce the number of children who die.

The information includes modifiable factors which could have contributed to the death of a child. The below infographic illustrates the most common potentially modifiable factors identified in the review of children's deaths between 2019 - 2020.



Despite the downward trend in the infant mortality rate, evidence in the Marmot Review: Fair Society, Healthy Lives noted that factors, including births outside marriage, maternal age under 20 years and deprivation, were independently associated with an increased risk of infant mortality.

**Risk factors for infant and child mortality include social factors such as:**

- Maternal age
- Parents who are closely related to each other
- Smoking or maternal substance misuse, including alcohol
- Poor maternal nutrition or obesity
- Domestic abuse
- Social Class and Income Deprivation

**Additional medical factors also include:**

- Maternal mental illness and stress
- Pre-existing medical conditions
- History of problematic pregnancies
- Parental exposure to environmental pollutants
- Low birth weight

In Oldham we see that rates for many of these risk factors for infant mortality are significantly higher than the national average, including rates of smoking, obesity, domestic abuse and parents who are closely related to each other.

## **7. Oldham Priorities for Reducing Infant Mortality**

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Over the past year, we have reviewed the local data, the national evidence base and worked with colleagues across Oldham, including the voice of residents. This has led to the creation of the Oldham Tackling Infant Mortality Group and the agreement of the below priorities:

- 1. Promoting Smoke-free Pregnancies**
- 2. Reduce the Number of Sudden and Unexpected Deaths of Infants in Oldham (SUDI)**
- 3. Improve Breastfeeding Rates**
- 4. Improve Access to Excellent Maternity Care**
- 5. Reduce Deaths and Severe Disability Related to Consanguinity/Recessive Autosomal Conditions**
- 6. Support Women to be a Healthy Weight in Pregnancy**
- 7. Supporting Young Parents**
- 8. A Focus on Poverty/Cost of Living**

The rest of this report will provide detail on each of these priorities and the current work that is happening in Oldham.

## 7.1. Promoting Smoke-free Pregnancies

Babies and children whose mothers smoke during pregnancy are also at greater risk of sudden and unexplained death, known as Sudden Infant Death Syndrome (SIDS) – as well as happening to new-born babies, this can also happen to infants over 12 months: the risk is greater if you or your partner continue to smoke after she or he is born, particularly if you share a bed with your baby at night.

### Smoking when you are pregnant increases your risk of:

- miscarriage.
- ectopic pregnancy (a pregnancy growing outside the womb).
- your baby dying in the womb (stillbirth) or shortly after birth – one-third of all deaths in the womb or shortly after birth are thought to be caused by smoking.
- your baby being born with abnormalities – face defects, such as cleft lip and palate, are more common because smoking affects the way your baby develops.
- your baby's growth.
- bleeding during the last months of pregnancy.
- premature birth when you have your baby before 37 weeks of pregnancy.

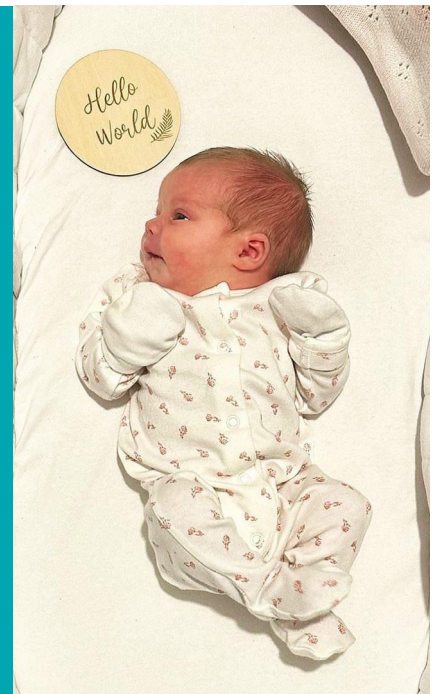
### Oldham Smoking in Pregnancy Service

Oldham has a Specialist Midwife and two dedicated Maternity Support Workers based at The Royal Oldham Hospital.

Nicotine Replacement Therapy (NRT) is now available via direct supply on antenatal clinic and ward, labour ward and postnatal ward and progress is being made to move towards offering NRT via the community team.

The Smoking in Pregnancy Team offers training for all midwives/maternity staff as well as e-learning so that all maternity staff are clear on the importance of smoking cessation in pregnancy.

Smoking rates for pregnant women have dropped from 12.6% in 2017/18 to 9.8% (2020/21 – Oldham CCG data). This means 945 more babies were born smoke-free in Oldham.





**“I found the smoke-free pregnancy programme really helpful. Having my monthly check ins and CO readings kept me on the right path. I knew if I had any cravings or needed anyone to talk to, Jane was there to help. I am now 10 months smoke-free and have a beautiful, healthy baby because of it.”**

## **Smoke-free Homes in Oldham**

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Your Health Oldham (YHO) is Oldham’s health improvement and weight management service. They support improvements in infant mortality by educating each client and supporting them to quickly understand the benefits of a smoke-free home.

YHO ask all clients if they smoke in the home or car and help them put changes in place to support them to have a smoke-free home. This will also aid them in their journey to be smoke-free.

YHO also delivers health education workshops to educate students, families, and professionals about this topic. Recently, 200 Oldham College students participated in a workshop about second-hand smoke and smoke-free homes.

YHO also leads the smoke-free homes task and finish group, which brings professionals from across Oldham to focus on raising awareness about this topic.

### **Benefits of Smoke-free Homes include:**

- A smoke-free home is a healthier home for you and your children.
- Your health will improve if you smoke less cigarettes.
- Your children will not see you smoking and are less likely to copy you.
- A smoke-free home is a safer home - more fires in the home are caused by cigarettes than any other single cause.
- A smoke-free car is more pleasant and does not smell of stale smoke.

## 7.2. Reducing Sudden and Unexpected Deaths of Infants in Oldham (SUDI)

In England and Wales, Sudden and Unexpected Deaths of Infants (SUDI) accounted for 59.4% of unexplained deaths in 2019. Unexplained infant deaths are more likely to occur in males, during the post neonatal period, and in low birthweight babies. Most SUDI occur before a child is 6 months old.

In Oldham the primary causes of infant death cited on death certificates amongst registered deaths in the period between 2011-2020 are shown in table 1.

**Table 1 Primary causes of registered infant deaths, Oldham, 2011-2020**

Cause of death	Number	Percentage of deaths
Extreme prematurity	96	50.5
Respiratory conditions	58	30.5
Infections	28	14.7
Congenital anomalies	22	11.6
Circulatory disorders	17	8.9
Pregnancy, childbirth and puerperium causes/conditions	15	7.9
Digestive system disorders	13	6.8
Pneumonia	8	4.2
Nervous system	5	2.6
Genito-urinary conditions	5	2.6
Unascertained	10	5.3
Other	22	11.6
<b>Total deaths</b>	<b>190</b>	

### Risk factors for SUDI include

- Environmental tobacco smoke.
- Non-supine sleeping position.
- Adverse sleeping environments.
- Parents who smoke or have consumed alcohol or substances (including prescription medication that may make them drowsy).
- Smoking, alcohol and/or substance misuse in pregnancy.
- Babies born before 37 weeks or who have a birth weight less than 2.5kg.
- Co-sleeping when known risk factors are present.
- Parental mental ill-health and domestic abuse.
- Overcrowding, poor housing and social deprivation.
- Disruption to normal routines prior to 'the last sleep'.

## Safer Sleeping Programme

Oldham has developed a multiagency approach on safer sleep messaging to parents from pre-birth. Engagement with new parents and family members about safe sleep, the advice given and any potential barriers to them following this advice. The results have been used to inform the ways in which risks are communicated.

## Spoons Neonatal Family Support

Prematurity is a key risk factor for infant mortality and the experience of Neonatal Intensive Care Unit (NICU) can be traumatic for families. When their baby is discharged parents can often experience acute isolation and some parents may encounter problems with attachment and bonding. They can often feel isolated from friends who do not understand their journey, and from partners and family who are also dealing with their own trauma from the experience. Universal messages may also feel that they are not tailored to the specific needs of these children and families.

Spoons aim is to alleviate stress and reduce the isolation of families who experience neonatal care. They provide peer support networks, family support, and trauma therapy as well as sensory play and baby massage sessions. They also work with us to ensure that messages, such as safe sleep messages, are right for families who have experienced NICU care. This ensures that the group that are particularly at risk of SUDI get the right advice that meets their needs.

Spoons facilitate a community of people with neonatal lived experience.



They know parents struggle to access universal baby groups, they often feel like they 'don't fit in' and tend to avoid the groups as a result, as they lead to tough questions about their baby's size/weight or their added care needs. This can lead to parents of neonatal babies being further isolated and compounding any mental health issues. The community groups and sessions in Oldham provide a platform for families to engage with each other, form friendships and access and offer support. Parents tell us these groups are important to them.



"Spoons' sessions have made my maternity leave so enjoyable, and we would have had a very different experience without them. I definitely think they've helped my mental health. My son has definitely benefitted from interacting with babies of different ages and the sessions are so well thought out that they've helped him develop skills that may have taken longer just us at home."

Jo,  
Neonatal parent.



### Home Start Oldham Stockport and Tameside (HOST) Infant Feeding Support

HOST provide an infant feeding support telephone service, available seven days a week. They work in partnership with the Breastfeeding Network. HOST give information to mums, so that they can make an informed choice of how they feed their baby. In addition, infant feeding peer support is on offer to every mum in Oldham.

#### Other support includes:

- Home visiting support and telephone support.
- Partnership working with midwives and health professionals to provide a seamless pathway of care.
- Support in antenatal and baby weighing clinics as well as one-to-one home visits on request.
- Events to help raise awareness of breastfeeding.
- Volunteer programme including training of new volunteers.
- Working closely with volunteers to help run infant feeding groups in local children's centres.
- Oldham has a more culturally diverse population. Demographic statistics have shown that the majority of parents HOST support come from BAME communities. While many of these parents can speak and understand English adequately, following the addition of a new team member with extensive language skills, HOST are now able to offer support to parents who speak Urdu or Bengali as their first language.

## 7.3. Improve Breastfeeding Rates

There are multiple advantages of breastfeeding that demonstrate the relevance of breastfeeding as a global public health issue, for low- and high-income populations alike. Breastmilk is a superfood for babies, and it is estimated that 22% of new-born deaths could be prevented if breastfeeding is started within an hour of birth (Mason, 2013).

Analysis of data from 28 systematic reviews indicates that breastfeeding not only has multiple health benefits for children and mothers, but it also has dramatic effects on life expectancy. For example, in high-income countries, breastfeeding reduces the risk of sudden infant deaths by more than a third, while in low- and middle-income countries about half of all diarrhoea episodes and a third of respiratory infections could be avoided by breastfeeding.

Further studies demonstrate the effects of optimal breastfeeding on all-cause and infection-related mortality in infants and children aged 0–23 months. The authors found higher rates of mortality among infants never breastfed compared to those exclusively breastfed in the first six months of life (WHO,2016).

In Oldham, breastfeeding prevalence at 6-8 weeks after birth is 39.7% compared to the England average of 49.2%, and the rate of a baby's first feed being breastmilk is 58.7% compared to England's average of 71.7%.

**“Really supportive, I was given enough information and enough time to feel supported in my breastfeeding journey. The supporters were non-judgemental and respected the choices that I made. They were flexible in supporting me which enabled me to crack breastfeeding.”**

**“I was literally in tears. I was given time, information, and sympathy. Forida came to my house to follow up with a pump. I felt welcome to call again any time.”**



## 7.4. Improve Access to Excellent Maternity Care

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In maternity services, the NHS Long Term Plan (2019) recommended an enhanced and targeted continuity of carer model to help improve outcomes for the most vulnerable mothers and babies. The aim was to improve women's experience of care, reduce hospital admissions and reduce the need for intervention during labour. Women will also be: 19% less likely to experience pregnancy loss before 24 weeks, 24% less likely to experience pre-term birth and 16% less likely to experience stillbirth (NHS England, 2019).

It is recognised that within maternity services, women with complex social factors and vulnerability can experience barriers to care and may be less likely to engage with care, resulting in a higher risk of poor outcomes for themselves and their baby. In addition, some groups and communities are more likely to experience poorer outcomes in pregnancy. These include people living in areas of high deprivation, those from Black, Asian and minority ethnic communities and those from inclusion health groups, for example the homeless. It is important to ensure that our maternity services meet the needs of all our service users.

### **Rochdale & Oldham Midwifery Enhance Service (ROMES)**

ROMES is a specialist maternity service for women who may be more vulnerable to poor outcomes in pregnancy. ROMES provides all their clients with a named midwife to support continuity of care. These include women who have substance misuse issues, a learning disability, experience of domestic violence, are homeless, or involved in probation or children's social care.

Referral to the ROMES pathway aims to ensure safe care based on a relationship of mutual trust and respect in line with the woman's decisions. The allocated ROMES midwife works collaboratively with multiagency teams such as Social Care, Drug and Alcohol Services, Police/Probation and Perinatal Mental Health Visitors. This ensures seamless, effective communication, advocacy for the woman and improved holistic outcomes.

The work that ROMES does addresses some of the risk factors that are associated with Infant Mortality such as smoking or maternal substance misuse, including alcohol, safe housing and sleeping environment and domestic abuse. The service offers personalised care and support which is tailored to meet the needs of individuals who might need support on issues that could be a risk to young babies.

## Maternity Voices Partnership

Rochdale and Oldham Maternity Voices Partnership (ROMVP) is hosted by Healthwatch Rochdale and supported by Healthwatch Oldham. ROMVP is made up of service users, service user representatives and professionals with the purpose of ensuring the voice of women, birthing people, partners, and families are heard, communicated, and responded to.

ROMVP works to champion the voices of women, birthing people, and their families in the development of maternity services in Rochdale and Oldham. The MVP does not act on complaints or individual cases but gather feedback to identify what is working well and where improvements are needed.

The vision of the ROMVP is to improve the experiences of maternity for women, birthing people, and their families, through multi-disciplinary collaboration and co-production that brings service users' voices to the centre of planning and strategy.

ROMVP has been using the 15 Steps approach to understand our local services. The 15 Steps is a method that looks at maternity services from the perspective of those who use them. It explores first impressions of care, surroundings, and the overall experience across the maternity journey. Developed by NHS England in conjunction with National Maternity Voices, the 15 Steps for Maternity toolkit has been designed especially for use by Maternity Voices Partnerships (MVPs) using an observational approach to understand the experience of those accessing local maternity care.

**Scan the QR code to access the 15 Steps for Maternity across Rochdale and Oldham Toolkit.**



**“What a great opportunity it has been to be part of the 15 Steps. It was good to talk to women/partners about their experiences and to use the feedback to shape our recommendations for improvements. I was also really pleased by the warm welcome we received from the staff, and it was good to chat to them too. There was a genuine willingness to improve the maternity experience for the families of Oldham and Rochdale as well as making improvements for staff. I will be keen to hear how the recommendations are taken forward as part of the trust’s Maternity Improvement Programme.”**

**Angela Welsh - Senior Commissioning Business Partner  
– Children & Maternity (Oldham)**



## **7.5. Reduce Deaths and Severe Disability Related to Consanguinity/ Recessive Autosomal Conditions**

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Consanguinity is when two people share the same blood or a common ancestor. Therefore, a consanguineous marriage is when two people who have the same blood (relatives/cousins) marry one another.

Cousin marriage is quite common and is practised in many different cultures around the world and has been for generations.

The more distantly the parents are related, the lower the risk of having a child with a recessive genetic condition. When there is no family history of a recessive genetic condition most children will be healthy. However, in communities with a tradition of cousin marriage, many couples are more closely related. Consequently, their risk of having a child born with a genetic condition or disability may be significantly higher.

Because there are so many factors that can affect the risk of passing down or inheriting a recessive genetic condition, it needs to be worked out for each family individually during genetic counselling. The genetic counsellor may be able to map out your family tree and tell you if you are a carrier for a particular changed gene that runs in your family, and what the chances are of you passing it on to your children.

It is particularly important for couples who are cousins and are planning to have children, to think about having genetic counselling, especially when there is a known condition in the family.

## Community Genetics Team

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The service was introduced to enhance the understanding of genetics within the community. It encourages families to attend and sometimes accompany them to the Genetics Clinic where a qualified Genetic Counsellor offers the appropriate help and advice to the family.

The Genetic Counsellor and the Community Genetics Team can help families to understand the chance of another child being born with the genetic condition and the potential implications for the wider family and their children.

The service is offered in multiple languages including English, Punjabi, Urdu, and Gujarati and supports and advises families affected with genetic conditions when either a child or a parent is affected.

It can offer advice and explain implications to the wider family and offer tests to other family members who are at risk and helps families to access other support and services that are available to them.

**Contact the Community Genetics Team**  
[www.communitygenetics.org.uk/contact/](http://www.communitygenetics.org.uk/contact/)

In the financial year of 2022-2023, the Community Genetics Team had 1337 conversations about understandings of inherited disorders in affected communities, there were 14 families referred into the outreach service through community agencies and 14 families assessed by the genetic outreach worker.

**‘Parents stated that they have understood the information that was provided and pleased with the support they have received.’**

**‘Now that I know it is a genetic condition, I will make sure when my other children are teenagers that they attend a genetic appointment to see if they are healthy carriers of this condition and will be able to plan for their future and ensure they do not go through what I went through.’**

## 7.6. Supporting Women to be a Healthy Weight in Pregnancy

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An important way to reduce the number of high-risk pregnancies is to support the overall health of our communities, before, during and after pregnancy.

In Oldham the percentage of adults (aged 18 plus) classified as overweight or obese is 71.8% compared to the England Average of 63.8%

The BMI (Body Mass Index) calculation is a simple way to find out whether you are a healthy weight for your height. A BMI of 18.5–24.9 is considered healthy. A BMI of 25 or above is associated with risks for women and their babies. The higher your BMI, the greater the risks are.

Some of the risks with raised BMI include increased risk of thrombosis, gestational diabetes, high blood pressure, pre-eclampsia, induction of labour, caesarean birth, anaesthetic complications, and wound infections. A raised BMI also increases a women's risk of having a miscarriage, giving birth early, having a big baby or having a stillbirth.

**Scan the QR code to read more about being overweight in pregnancy**



### Your Health Oldham - Weight Management Support

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As well as the right care in pregnancy for women who are overweight, we want to support women to enter pregnancy at a healthy weight. Your Health Oldham is Oldham's Health Improvement and Weight Management Service, jointly commissioned by Oldham Council and NHS Greater Manchester Integrated Care Board and delivered by ABL Health.

ABL's approach to weight management ensures no strict diets or exercise routines. They support residents to make positive, practical, and realistic changes to achieve and maintain a healthy weight and lifestyle. They work to ensure that women across the borough can receive the right support to achieve a healthy weight. This includes those women who wish to become pregnant and want to be a healthy weight when they do so.

## 7.7. Supporting Young Parents

Infant mortality rates for babies born to teenage mothers are around 60% higher than for babies born to older mothers and there is a 30% higher rate of stillbirth for children born to women under 20. Whilst national teenage conception rates continue to decline, reaching a record low of 13.1 conceptions per 1,000 females aged 15-17 years in 2020, Oldham's rate is consistently significantly higher than the Northwest and England average and has the highest teenage conception rate of all local authorities in Greater Manchester. In Oldham, in 2020, 111 women under 18 years conceived which equates to a rate of 25 per 1,000 females aged 15-17 years.



## Family Nurse Partnership

Family Nurse Partnership (FNP) is a free and voluntary programme for under-20s expecting their first baby. The family nurse provides information and supports young parents to make decisions which:

- Increases chances of a healthy pregnancy.
- Improves child's development.
- Build a positive relationship with their baby and others.
- Enable them to make lifestyle choices that will give their child the best possible start in life.
- Enable them to achieve their aspirations (such as finding a job or returning to education).

To achieve this, the same Family Nurse works with the family until the baby is 2 years old. This ensures that young parents build trusted relationships with their nurse.

FNP also supports Stay and Play sessions with all young parents where they can share positive role modelling and information around child development and attachment.



'It (The Family Nurse Partnership) has helped. We weren't really sure about becoming parents and how to. The information has helped us feel more confident. I like talking about becoming a mum with my family nurse and resources help us to do this.'

'I feel interested because it helps me get ready for my baby.'

"You have helped me to think about keeping my baby safe."

'I have someone to talk to about the things I can't talk to anyone else about.'

'When you are a first time mum you have that person to support you and help you prepare/become the best mum you can be.'

"I trust you."

"You have given me help with parenting. I need this help as I am a young mum."

"Meeting every week with my family nurse was a godsend to ease my worries."



## 7.8. A Focus on Poverty / Cost of Living

In September 2022, Oldham Council approved a £3 million investment in services, support, and funding to help reduce the impact of the cost of living crisis on all Oldham households but also to widen the safety net for those residents who are most vulnerable to financial crisis.

Although the primary aim of the programme was to ensure residents were supported through the winter months of 2022. The investment continues to provide vital support for residents across the borough, helping them to face the ongoing impacts of the cost of living crisis, including helping with issues like personal debt, energy insulation measures and accessing emergency aid.. Some elements of the programme, such as the additional capacity for Citizens Advice Oldham and the Council's Support and Inclusion, community engagement teams and poverty proofing in schools continue, having been funded until March 2024.

Since the launch of the programme, we have seen several positive impacts including, for example, a real increase in the take up of Healthy Start Vouchers, in April Oldham's take-up was the highest in Greater Manchester at 69%. We have also seen a significant increase in the number of families accessing funded early education places, with 87% of the families of eligible 2-year-olds taking up a place. This is much higher than the England benchmark of 62%.

From 22 September 2022 to 23 April 2023 we have answered 10,046 helpline calls from residents requiring urgent support, held 14,575 doorstep conversations to provide advice and guidance, provided over £164k of warm homes related support, distributed 7,511 foodbank vouchers, established warm banks in every district, delivered poverty proofing training in several schools and given nearly half a million pounds in funding for charities to support their communities.





## 8. Recommendations

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- We should continue to take steps to improve the cultural competence of maternity services by ensuring the impact of parents' culture, ethnicity and language is discussed and considered during the antenatal risk assessment process, initial assessment and follow-up.
- Professionals who work with families and pregnant women including GPs, midwives, maternity support workers, and neonatal staff, should undertake training on consanguinity and genetic conditions, for example the e-learning for health (eLfh) Close Relative Marriage module.
- We need to agree and roll out an Oldham approach to delivering personalised safe sleep messages for parents across the borough. This should be led by maternity and health visiting but include wider training for all staff across the wider children's workforce to understand the risks of SUDI.
- As a borough, we need to commit to mitigating the impacts of poverty on the risks for infant mortality and make this a priority for the Health and Wellbeing Board and the wider Oldham system. This should include considering funding for safe places for babies to sleep and ensuring that housing for families with infants recognises that they need to sleep in a cot.
- Oldham should become fully accredited by UNICEF Baby Friendly Initiative and work towards the Gold award. This will support Oldham to continue to be breastfeeding friendly over the coming years.
- The aim for Oldham should be for all pregnancies to be smoke-free. The Oldham Tobacco Alliance should work closely with maternity, ROMVP and leaders across the borough to develop approaches to further reduce smoking in pregnancy.

## 9. Appendix

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### Overarching Report Recommendations

- Develop a plan to reduce health inequalities within Oldham and facilitate its delivery through the Health and Wellbeing Board.
- Develop shared health inequalities targets to be used across Oldham council, and by wider system partners, to monitor and review progress in addressing health inequalities, in relation to Oldham's Health Inequalities Plan. These should be collated in one place and accessible, linking with Greater Manchester's wellbeing and equality goals and the Marmot Beacon Indicators.
- Elected members and other system leaders within the local authority to influence Greater Manchester and national policy around health inequalities.

### Communities and Places

- Identify and embed learning from the COVID-19 pandemic, including the value of place-based services and other 'bottom-up' approaches across public sector services. For example, sustain investment and build on Oldham's existing community engagement, and doorstep engagement, infrastructure to address health needs in the groups most vulnerable to poor health.

Oldham's doorstep engagement approach has been continued and expanded and is now embedded in our place-based approach to delivering public services, building on the learning from the work during COVID-19. The engagement targets those with the most need, in particular those affected by the cost-of-living crisis, to have conversations about their wellbeing. The team provide some information and advice, as well as signposting people to all kinds of self-help options and support and referring into services if needed.

The Oldham Community Champions network continues to work together, supported by Action Together. Additional funding has been secured to enable the network to support in tackling health inequalities around the flu vaccination programme, and to support engagement with the GM Integrated Care Partnership Strategy development. The network are also supporting Oldham's response to the Cost-of-Living crisis through the DWP's Household Support Fund, delivering engagement and direct support to residents. The Community Champions Network member organisations are committed to continuing to work together in this way to tackle the inequalities in health and wealth faced by their communities across Oldham. The network continues to have a focus on communities most impacted by health inequalities; South Asian, Roma, Black African and people with Learning Disabilities & Autism.

There are also a range of other VCFSE networks which are delivering activity and influencing policy which will impact on the wider determinants of health and health inequalities including Oldham Women's Network, Poverty Action Network and place-based Community Explorers Networks.

Oldham has made a significant investment through the One Oldham Fund of grants to the VCFSE sector to support them to sustain their capacity and deliver a wide range of activities which support the key priorities of 1. Driving Equality and 2. Promoting Health and Wellbeing and Supporting the Most Vulnerable.

- Listen to the voices of Oldham's residents' when developing priorities for action on health inequalities and empower residents to co-design plans and assist with their delivery.

As part of our health inequalities plan the Oldham Partnership is committed to the development of a Resident Engagement Framework. The framework aims to embed consistent approaches to resident involvement in the development of priorities and delivery across all our services. It aims to do this through sharing best practice, building skills and capacity across our workforce and creating the mechanisms within our infrastructure to capture and share resident insight and act on it.

## **Public Health**

### **Taking an 'Oldhamised' Approach**

- Tailor national and regional methods to local needs and adopt a proportionate universal approach, to recognise and address the disproportionate needs of Oldham's vulnerable communities and those hit the hardest by the pandemic.

Oldham's Health and Wellbeing Board has a Health Inequalities Plan for Oldham. The GM Marmot report and Independent Inequalities Commission report for GM were used as starting points for understanding key actions for the Oldham Health Inequalities plan. The plan aims to Improve the health of our residents with a focus on: – Reducing the gap in life and healthy life expectancy between Oldham and other boroughs. – Reducing the gap in life and healthy life expectancy within Oldham, particularly between low- and high-income group and by ethnicity. Actions should be deliverable in 2 years.

- Maintain capacity and capability at local level for testing, tracing, infection control and outbreak management, to complement regional and national systems, and ensure that a locally focused approach can be taken to protect the public's health.

Oldham Council maintained a Test and Trace service in line with national guidance and had devised a contingency plan should measures need to be stood back up. The plans evolved to ensure we have robust support in place for all infectious diseases. For example, IGas, Scabies and Monkey Pox.

- Oldham Council should continue to be involved in Greater Manchester's work around health inequalities and implement Greater Manchester's approaches in a way that caters to Oldham's needs. Given the health inequalities across the borough, Oldham should be at the forefront of Greater Manchester's work.

We monitor Health Inequalities through a variety of data sources and use the intelligence from the Joint Strategic Needs Assessment (JSNA) to identify disparities. We work on local footprints to tailor approaches to our communities, but also work at a Greater Manchester level so we can benchmark performance and learn from others.

- Adopt learning from Oldham's tailored COVID-19 vaccination programme and apply to other local vaccination programmes such as influenza and childhood vaccinations, recognising that inequalities and vaccine hesitancy is not isolated to COVID-19. This could include hyper-local community facilities in trusted locations, community members as vaccine advocates and door to door myth busting, with increased resources in groups at higher risk with low vaccine uptake.

"Vaccination continues to be one of the most cost-effective ways of avoiding disease with WHO (World Health Organisation) 2019 preventing 2-3 million deaths per year with a further 1.5 million could be avoided if global coverage could be improved.

Across the UK variation is observed in uptake of vaccines and with the complexities of an era of misinformation and disinformation which could potentially result in vaccine hesitancy it is fundamental that Oldham continue to commit to improving the uptake of vaccines by adopting learnings from Oldham's tailored COVID-19 vaccination programme and apply them to our other vaccination programmes such as influenza and other childhood vaccination programmes such as MMR (Measles, Mumps and Rubella) and HPV (Human papillomavirus) Vaccine.

Recognising that inequalities may have led to low vaccine uptake, Oldham are committed to listening and working with communities across the Borough and build on the relationships made with hospitals schools, primary care, and the wider system over the years. With vaccine hesitancy contributing to uptake of vaccines, Oldham will ensure we work alongside our communication colleagues to implement social media campaigns to support myth busting and increase vaccine uptake."

### **Health in All Policies**

- Preventing ill health, improving health and reducing health inequalities need to remain as priorities in Oldham, and reflected in key strategies and decision making.

Oldham Council have launched the Oldham Impact Assessment tool, which considers impacts – positive and negative, on pre-set themes including protective characteristics, Council priorities and Partnership priorities as outlined within The Oldham Plan. This tool is systematically being used for all decisions that are going through cabinet. Where negative impacts are identified, mitigations are captured, and where positive impacts are captured but to a small degree the tool encourages narrative on how positive impacts can be accentuated.

- Harness the enthusiasm for working towards shared goals, and the recognition that health is everyone's responsibility, to embed a health in all policies approach throughout the council.

Health has been a consideration within a number of key strategic developments for example the transport strategy or the emerging environment strategy.

- Health equity and sustainability should be at the heart of all Oldham's strategies, to recognise and address inequalities in the social determinants of health in all aspects of the COVID-19 response and recovery.

### **Oldham's health inequalities plan is based around 6 broad themes including:**

- 1. Work and Employment**
- 2. Income and Poverty**
- 3. Early Years, Children and Young People**
- 4. Housing, Transport and Environment**
- 5. Health in all Policies**
- 6. Health and Wellbeing, Health Services**

For all of these areas, a data lead approach has been taken to understand the extent of inequalities, where the disparities occur and the direction of travel. Senior sponsors lead these pieces of work, with tangible actions. Over the past 12 months, each of these thematic areas has brought focused review topics to the health and wellbeing board, to see as a system where good practice could be scaled, and as a system collectively resolve challenges. Health inequalities continue to exist both within the borough and compared to other areas in the country. The system has not accepted this status quo and continues to strive to reduce inequalities against a backdrop of competing pressures.

**Examples of focused reviews brought to the health and wellbeing board include but not limited to:**

- employment programmes engaging marginalised communities
- cost of living
- children’s transformation programme
- the borough’s transport strategy,
- the Oldham impact assessment tool,
- focused care evaluation

**Work and Employment**

- Reduce unemployment and build the skills of Oldham residents, ensuring fair employment and access to training across all ages, with a particular focus on youth unemployment and deprivation. A holistic view should continue to be taken to tackling the barriers to employment including linking with health and wellbeing services across the borough.

The Get Oldham Working Services actively seeks to reduce unemployment by engaging learners on a route to employment. Over 50% of learners come from the top 5 wards within the borough.

- Expand the number of anchor institutions in Oldham who are fully accredited with the Living Wage Foundation.

Oldham Council is fully accredited with the Living Wage Foundation, and we are encouraging our partner agencies in Oldham to take on this accreditation.

- All anchor institutions in Oldham should take action to reduce inequalities, considering how they use their assets, spending power and resources and how their employment practices can support social value, local economic prosperity and health and wellbeing.

Institutions such as Oldham Council and the NHS Northern Care Alliance have actively embarked on social value frameworks that support the local people and the local economy with enhanced weighting to areas of greatest inequalities. A significant amount of learning has taken place to ensure that anchor institutions understand how current recruitment practices positively or negatively impact on employment rates from communities most at risk of experiencing health inequalities for example deprive wards.

**Income and Poverty**

- Ensure that Oldham’s anti-poverty work recognises the multi-factorial and interconnected nature of inequalities, and links with other strands of work to address the intersection of poverty with protected characteristics and vulnerable groups.

Significant investment from Oldham Council supporting the most vulnerable residents through the Cost of living crisis including the funding for the Warm Homes Oldham scheme. Cost of living workshops have successfully brought together partners that collectively support the anti-poverty agenda across the wider determinants of health such as housing, education, and income support through the Citizens Advice Bureau.

- Ensure that local approaches to tackling poverty continue to support those in crisis, as well as provide support which aims to address the causes of poverty and provide sustainable solutions for individuals and communities, including reducing levels of harmful debt and increasing food security.

The approach to tackling poverty has been multi-faceted and system wide engaging key partners such as the voluntary sector to listen to the voice of the resident. This has been further supported by the doorstep engagement team, listening to the concerns of the residents and sign posting to various means of support. A food partnership continues to meet a drive and drive actions aimed at reducing food insecurity.

- Use learning from Oldham's COVID-19 approach to think about ways that support can be streamlined and easily accessed, with services within the council and borough wide working together to provide a joined-up approach, to recognise and address the needs of residents holistically. For example, raise awareness of poverty and income support and appropriate referral pathways across a wide range of workforces who have daily conversations with residents, e.g. healthcare professionals.

The doorstep engagement team established during the pandemic has been sustained as a successful mechanism for listening to and engaging with residents and sign posting. The place-based integration work has gained momentum and partners across the system are on a journey to work as a collective within a place and across organisational boundaries for the benefit of the resident.

### **Early Years, Children and Young People**

- Take action to reduce inequalities in outcomes for children and young people, with a focus on children and young people who are likely to have suffered the greatest long-term consequences of the pandemic, particularly those from low-income families, with specific consideration given to addressing the impact on mental health and wellbeing.

A social and emotional pathway was co-produced with partners to support the mental health of children and young people, with programmes being delivered such as Think Equal as part of the school readiness programme.

- Continue to take action to address the digital divide in access to online and remote learning opportunities.

The council's digital inclusion offer delivered by the Heritage, Arts and Libraries service continues to build its reach and impact. Our device lending offer has doubled in size for residents to loan Google Chromebooks at home to support access to devices as well as each library having free Wi-Fi and pcs terminals. Each site across the library network are also registered databanks via the Good Things Foundation meaning we can hand out free data packages to anyone who needs one. Our skills offer continues to grow with weekly Online Basics sessions at all libraries, and digital drop ins at Oldham Library. We have been successful at securing external funding in 2022/23 to deliver a Digital and Health Literacy pilot at Fitton Hill Library that offers residents the device, connectivity, private space and skills needed to follow digital health pathways. A network of Digital Champions, including both staff and volunteers from the library service, have received training to support them to deliver our digital inclusion offer across the borough. The team also delivered the Good Things Foundation funded programme Breaking Digital Barriers programme that delivered tailored digital training, and in some cases a free device with data, to 140 residents.

- Prioritise investment in and development of support for young people's mental health and wellbeing, recognising the short- and long-term impact of the pandemic on the mental wellbeing of children and young people.



The introduction of the Mental Health and Education Team has brought in clinical supervision of school staff so that young people's mental health conditions can be managed in school. There is also an emergency response vehicle for schools, for children who are at risk and be transported to a place of safety for young people with mental health issues.

Child and Adolescent Mental Health Services (CAMHS) who offer specialist services to children and young people who are experiencing mental health and emotional wellbeing difficulties are producing a new transformation strategy.

## **Housing and the Environment**

- Improve green spaces, air quality and high streets, including clean air zones, support of active travel in areas of high deprivation and improving community safety.

The borough has launched a transport strategy that seeks to address many of these areas including connectivity to the labour market, access to health services/ hospitals, active travel and an ambition around reducing carbon emissions. The Council has an emerging environment strategy that will reflect the connection between environmental factors such as air quality and health. Oldham's regeneration strategy sets out a vision to create new homes, shops, leisure and culture facilities together with improved green spaces for people to enjoy.

- Continue to provide support through the Warm Homes scheme to address fuel poverty and improve the quality and energy efficiency of homes. Given rising fuel costs, consideration should be given to expanding this scheme to enable more residents to access this support.

Significant investment from Oldham Council supporting the most vulnerable residents through the cost of living crisis including the funding for the Warm Homes Oldham scheme. Cost of living workshops have successfully brought together partners that collectively support the anti-poverty agenda across the wider determinants of health such as housing, education and income support through the Citizens Advice Bureau.

- Prioritise early identification and intervention to prevent people from becoming homeless, taking a collaborative approach across the borough, with everyone having a 'duty to refer' people who are homeless or at risk of homelessness to appropriate services.

There is a list of specified public authorities which are subject to the duty to refer and housing associations have also agreed to adopt it on a voluntary basis.

### **[Click here to access the duty to refer guide](#)**

- Continue the selective licensing scheme to improve the quality of private rented sector housing in the borough and support the work of the Greater Manchester Combined Authorities' GM Good Landlord Scheme to respond to the pressures in the private rented sector.

Private rented properties in certain areas of Oldham required to be licensed. The aim is to improve the management of the properties through licensing conditions to improve housing conditions and positively impact the social and economic development of an area.





## Report to Health Scrutiny Committee

# Health Inequalities Plan

### **Portfolio Holder:**

Councillor Brownridge, Cabinet Member Health and Social Care

**Officer Contact:** Rebecca Fletcher, Interim Director of Public Health

**Report Author:** Anna Tebay, Head of Service Public Health

**5<sup>th</sup> December 2023**

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### **Reason for Decision**

To update to the Health Scrutiny Committee on the progress made from the health inequalities plan.

### **Executive Summary**

Oldham residents experience many inequalities across the wider determinants of health that contribute collectively to the difference in life expectancy and healthy life expectation that we observe. In June 2022, Oldham's Health and Well-being board agreed the 6 themes and associated actions that underpin the local health inequalities plan that was intended to be achieved over a 2-year period. This report seeks to provide an update on the progress made to date.

### **Recommendations**

Health Scrutiny Committee are asked to consider the progress made on the local health inequalities plan.

## Health Inequalities Plan

### 1 Background

- 1.1 Oldham Life Expectancy for men is 77.2 years, compared to the national average of 79.4 years (PHOF 2018-20). By contrast, Westminster has an average life expectancy of 84.7 years. The difference in life expectancy for men, between Alexandra ward (most deprived) and Saddleworth South ward (least deprived) is 12 years.
- 1.2 Oldham Life Expectancy for women is 80.5 years compared to the national average of 83.1 years (PHOF 2018-20). By contrast, Kensington and Chelsea has an average life expectancy for women of 87.9 years. The difference in life expectancy between Alexandra ward (most deprived) and Saddleworth South ward (least deprived) is 12.9 years.
- 1.3 The inequalities that we observe for life expectancy and for healthy life expectancy in Oldham are not just associated with deprivation but are also present between different ethnicities.
- 1.4 In November 2021, the Health and Wellbeing Board members discussed the development of a Health Inequalities plan for Oldham. This process took key recommendations from the Greater Manchester review 'Build Back Fairer: Health Equity and dignified lives' and GM Independent Health Inequalities Commission report and broadly mirrored the six thematic areas;
  - Income, Poverty, Housing and Debt
  - Housing, Transport and Environment
  - Work and Unemployment
  - Health in all Policies / Communities and Place
  - Health and Wellbeing, and Health Services
  - Children and young people

### 2. Current Position

- 2.1 Each of the six thematic areas was underpinned by a series of actions (a total of 57), and senior sponsor(s) assigned. The Health and Wellbeing board agreed the action plan in June 2022, and that Public Health in Oldham Council would continue to drive and oversee developments. The inequalities plan was considered to be achievable over a 2-year time period.
- 2.2 A tracker tool has been developed, detailing all the actions and progress of each area within the Health Inequalities plan. Action owners have been invited to review and update the progress made towards each of the actions utilising commentary boxes and RAG ratings to provide a visual review of where programmes are on track, stalling or behind.
- 2.3 During the period of September 2022 to March 2023, all six thematic areas presented focused reviews to the Health and Wellbeing board. This allowed for the sharing of good practice across Oldham partnership organisations, opportunity to accentuate programmes that reduce inequalities and as a system provide a safe place to discuss barriers to delivery. The focused reviews have been well received with helpful discussion and opportunity to provide collective support for system challenges, or opportunities to maximise on good practice.
- 2.4 Each of the six thematic areas has one or more senior sponsor from across the Oldham system. Where personnel has changed within organisations, new sponsors have been recruited, for example, within the theme 'Housing, Transport and Environment', the Director of Economy and

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the Director of Environment for Oldham Council have adopted this role and are considered to be well placed to oversee progress of work.

- 2.5 One of the thematic areas – ‘Health and Wellbeing and Health Services’ continues to be reviewed as it would maximise impact if the actions could be better aligned to the Integrated Care Partnership (ICP) priorities outlined within the ICP 5-year strategy and to ensure that the actions are reflective of existing programmes contributing to the reduction of health inequalities.
- 2.6 A tracker tool has been developed, detailing all the actions within the agreed Health Inequalities plan. Action owners have been invited to review and update the progress made towards each of the actions utilising commentary boxes and RAG ratings to provide a visual review of where programmes are on track, stalling or behind. Each of the sponsors has access to the tracker tool for oversight and review of their thematic area.
- 2.7 Of the 57 agreed actions, 30 have been rated as green, meaning they are on track or have been completed. 22 have been assessed as amber meaning that although they are within existing workstreams the programme has experienced some challenges or setbacks, but that mitigations are in place. The remaining 5 actions are considered to be rated as red, meaning that challenges have been experienced, and that there is risk that they will not be completed within the 2-year plan.
- 2.8 Challenges associated with those that have been marked as amber, include but are not limited the impacts of short-term funding, staff recruitment and capacity issues, and demand exceeding capacity of commissioned services.
- 2.9 Each theme has been progressed the work uniquely for example within the Children and Young people theme a governance structure already exists and can utilise existing forums , where as other areas such work and unemployment have held a workshop with key partners to explore the work in more detail.

### **3. Key Issues for Health Scrutiny to Discuss**

- 3.1 Health Scrutiny Committee is asked to consider the Oldham Health Inequalities plan and how it aims to reduce health inequalities and improve population health outcomes across a broad set of themes and organisations.

### **4. Key Questions for Health Scrutiny to Consider**

- 4.1 Health Scrutiny is asked to consider the actions and outcomes against a back drop of cost of living crisis.

### **5. Links to Corporate Outcomes**

- 5.1 The Health Inequalities Plan is owned by the Health and Wellbeing board and as a partnership approach, fully supports the delivery of Corporate Plan objectives of residents focused, place-based working, digitisation and a preventative approach, alongside the Oldham Plan to uplift every resident.

### **6. Consultation**

- 6.1 Oldham’s Health and Wellbeing board members were consulted on the themes and proposed actions that underpin the plan. This was inclusive of a broad cross section of organisations. Regular updates have been taken to the Health and Wellbeing board in the form of topic specific presentations and written updates.

## 7. Appendices

### 8.1 The agreed Health Inequalities actions by thematic areas

#### Children and Young People

Sponsor Gerard Jones, Managing Director of Children and Young People's Services

Objective	Action
Strengthen mental support and preventative offer for young residents	Develop a pathway for 2-5 years olds for MH support.
	Supporting more 18 and 19 year olds to get into employment, encouraging public sector employers to take on more vulnerable residents and use more equitable recruitment practices (linked to action in employment section).
	Build and expand on the work the MH in education team are doing with parents around anxiety.
	Revisit outcomes from previous poverty proofing the school day audits and develop and develop further actions to ensure education is as responsive to poverty as it can be.
Improve access to physical health support and preventative services for those in most need	Develop a targeted physical activity offer for low income families (driven by data which highlights who should be targeted).
	Work with schools and early years education providers on approaches to healthy weight, healthy eating and physical activity (linked to action under wellbeing on Healthy Weight).
Identify food insecure residents at an earlier age (I.e. before FSM)	Develop systems and pathways that lead to the earlier identification of, and action on, early years and primary school age food insecurity.
Improve Childhood Mortality in Oldham following latest data released	Act on infant mortality review being carried out to understand Oldham's highest rates of infant mortality in GM.
Address inequalities experienced by Looked After Children	Review CYP and health data and ensure that where possible it is being looked at through a LAC lens to help drive further action.

#### Income, Poverty and Debt

Sponsor; Sayyed Osman, Deputy Chief Executive Oldham Council



Objective	Action
Reduce structural barriers which perpetuate inequalities, particularly stigma and staff perception/understanding of those in poverty.	Develop and deliver front line staff training on the background and residents' experiences of poverty/debt/benefits, constituting workforce development around poverty. Include a focus on internal workforce wellbeing, particularly in light of cost of living crisis.
	Increase use of the Money Advice Referral Tool across front line staff across the borough to improve signposting to support and impact wider determinants of health.
Support those in most need as utility prices continue to rise.	Continue to support the delivery of, and funding for, Warm Homes Oldham and highlight the gap in support resulting from the cost of living crisis.
Seek to prevent problematic debt levels in the borough.	Through development of new council tax collection policy, emphasise the impact on health of debt and the need to consider health impacts in collection strategies.
	Develop wider programme of work aimed at preventing and reducing levels of problematic debt, including a focus on money management and rent arrears.

## Housing, Transport and Environment

Sponsors; Paul Clifford Director of Economy and Nasir Dad Director of Environment

Objective	Action
Ensure every resident can access housing, while improving the health of our homeless population.	Continue to support the A Bed Every Night initiative and work to improve access to health and wider services for homeless population.
	Expand NHS Health Check eligibility criteria to all people who are homeless regardless of age.
	Continue development of substance misuse offer for people who are homeless.
Strengthen housing support around minor repairs which can be unaffordable for some residents.	Develop a housing and health approach so that the warm homes team can signpost individuals with CVD or acute respiratory conditions to 'Your Health Oldham' for targeted support
Develop healthier housing provision in the borough.	Proactively identify houses with defects, assessing for category 1 and category 2 hazards.
	Roll out of free universal pest control to Oldham residential properties to understand the scale of the issue and direct action accordingly
	Develop a forum for sharing good practice across providers and wider system in terms of making healthy improvements to homes

Incorporate healthier design principles into all developments in the borough.	Develop and include content on healthy planning and healthy green spaces in the new Local Plan
	Strengthen the use of health impact assessments as part of the planning process.
	Develop and embed a delivery strategy for key ambitions included in the Oldham Transport strategy with actions and timeframes included

## Work and Unemployment

Sponsors; Charlotte Walker Assistant Director Adult Social Care Reform & Improvement, Majid Hussain NHS GM Director, Kelly Webb Director of customer services First Choice Homes Oldham

Objective	Action
Ensure every resident can access housing, while improving the health of our homeless population.	Continue to support the A Bed Every Night initiative and work to improve access to health and wider services for homeless population.
	Expand NHS Health Check eligibility criteria to all people who are homeless regardless of age.
	Continue development of substance misuse offer for people who are homeless.
Strengthen housing support around minor repairs which can be unaffordable for some residents.	Developing a pilot funded by GM HSCP to improve minor repair provision, linking in participants into health service offers and measuring the impact of house repairs on resident health.
Develop healthier housing provision in the borough.	Further develop the Healthy Homes element of the housing strategy in the next iteration of the housing strategy action plan, including strengthening links between health services and housing enforcement support.
	Develop a forum for sharing good practice across providers and wider system in terms of making healthy improvements to homes
Incorporate healthier design principles into all developments in the borough.	Develop and include content on healthy planning and healthy green spaces in the new Local Plan
	Strengthen the use of health impact assessments as part of the planning process.

## Health in all Policies/ Communities and Place

Sponsors; Mike Barker Chief Officer Oldham Integrated Care and Laura Windsor Welsh Partnerships and Development Services Manager Action Together

Objective	Action
Health and Health Inequalities are considered in all policies	Embed Health and Health Inequalities into corporate reporting templates and embed into all new contracts that are commissioned.
	Review metrics which underpin Social Value Procurement as part of the annual review to ensure focus on Health Inequalities, including a focus on how we can add social value to places of particular need and how we support smaller, local providers to apply for competitive contracts which are open to wider tender.
	Review the Equality Impact Assessment processes and how the EIAs inform decision making.
	Expand public health/licencing work to consider how health impacts can be a consideration in the range of licencing decisions in Oldham (e.g. gambling).
Residents views represented in all policies	Embed resident engagement and codesign in system culture and everything we do and supporting sustainable investment into it, including sustaining investment into door step engagement teams.
	Develop infrastructure to draw together themes from multiple different resident engagements ensuring that intelligence is used to inform decision making at a corporate and a place based level.
	Involving people with lived experience in changing the way systems respond to, and support people, with multiple disadvantage, drawing on learning from Changing Future programme, Poverty Truth Commission and Elephant Trails.
Enhance systems awareness of health inequalities and the role staff and organisations can play in reducing them	Provide workforce development sessions/training on Health Inequalities to improve awareness of the impact in Oldham and action required and make this a core part of the placed based workforce development offer.
Measure and track progress in reducing Health Inequalities	Work with GM and local BI teams to develop a fit for purpose dashboard for Oldham that reflects key data at Oldham level and aligns with the GM Marmot recommendations.
Better coordinate local services in places that are convenient and trusted for residents.	Place-based boards to be developed for each place to help drive this coordination of services and focus on prevention, early intervention and tackling inequalities. Board to include reps from employment support where appropriate.

### Health and Wellbeing, and Health Services

Sponsor; John Patterson Chief Clinical Officer NHS Oldham and Rebecca Fletcher Interim Director of Public Health Oldham Council

These actions are under review, but included for completeness

Objective	Action
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Have a coordinated approach to prevention and early intervention, supported by a sustainable funding model.	Develop a coordinated whole system approach to delivering Healthy Weight across Oldham to include a focus on schools.
	Reviewing existing provision, commissioning and grant investment arrangements including sustainability of investment, across whole early intervention and prevention system
	Develop a directory of services for the system to clearly communicate what preventative and early intervention services are available for residents to access, carefully considering the capability and capacity of support available.
Strengthen mental health offer in the borough responding to increase in need during and post covid-19	Further development of Oldham MH Living Well model, transforming of community MH services. Focus on 'no wrong front door' and MH teams working at a PCN level more focused on population need.
	Increase capacity for, and equity of access to, addiction services, including developing dual diagnosis pathways.
	Include questions relating to MH in the NHS Health Check and link patients to appropriate support
	Evaluate and where appropriate identify funding to sustaining our existing prevention resources e.g. TogetherAll, aligning this to the wider early intervention and prevention review.
Improve social support around the health offer, particularly around debt and benefit advice and referral into employment support programmes.	Work to develop EMIS/elemental referral functionality to make it easier for GPs to refer for social support and behaviour change and showcase at GP training event.
	Collect and report on primary care data on referrals into social and employment support to target improvements in uptake.
	Ensure pathways to wider support exist for those who have suffered a serious or unexpected illness which may impact their finances.

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
	Construction and Highways Works & Services (CHWS) Framework Agreement - Existing Framework		13 <sup>th</sup> November 2023	Cabinet
Description: Document(s) to be considered in public or private:				
	Pot Hole Funding 2023/24		13 <sup>th</sup> November 2023	Cabinet
<del>Description: Document(s) to be considered in public or private:</del>				
Page 101	Grant Acceptance: One Public Estate (OPE) Brownfield Land Release Fund – Round 2	Executive Director for Place & Economic Growth	13 <sup>th</sup> November 2023	Cabinet
<p>Description: Oldham Council has secured capital funding for the remediation of three sites in the town centre; the Civic Centre and QE Hall, the former leisure site and the former Magistrates Court</p> <p>The purpose of this report is to confirm the value of the grant available to Oldham Council and notify Cabinet of the intention to bring this additional resource into the capital programme to commence detailed negotiations leading to the site clearance and remediation of all 3 sites</p> <p>Document(s) to be considered in public or private: Cabinet report - public</p>				
	UKSPF: Inclusive Employment and Skills		13 <sup>th</sup> November 2023	Cabinet

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Description: Document(s) to be considered in public or private:				
	Sustainable Oldham Strategic Partnership Agreement	Director of Economy	13 <sup>th</sup> November 2023	Cabinet
Description: A new single Partnership Agreement to award Transport related civil engineering projects for City Region Sustainable Transport Settlement (CRSTS) bids, Levelling Up 2 bids and other related civil engineering related projects. Document(s) to be considered in public or private: Cabinet report to follow				
Page 102	Report of the Director of Finance – Council Tax Reduction Scheme 2024/25	Director of Finance	13 <sup>th</sup> November 2023	Cabinet
Description: To determine the Council Tax Reduction Scheme for 2024/25 Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance – Council Tax Reduction Scheme 2024/25  Background Documents: Appendices – Various  Report to be considered in Public				
	Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2023/24 Quarter 2	Director of Finance	13 <sup>th</sup> November 2023	Cabinet



**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Page 103	<p>Description:                      The report provides an update on the Council’s 2023/24 forecast revenue budget position and the financial position of the capital programme as at the period ending 30 September 2023 (Quarter 2)                      Document(s) to be considered in public or private: Proposed Report Title:                       Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2023/24 Quarter 2                       Background Documents: Appendices – Various                       Report to be considered in Public</p>			
	<p>Report of the Director of Finance – Treasury Management Strategy Mid -Year Review 2023/24</p>	<p>Director of Finance</p>	<p>13<sup>th</sup> November 2023</p>	<p>Cabinet</p>
	<p>Description:                      Review of the performance for the first half of the financial year in relation to the Treasury Management Strategy for 2023/24.                      Document(s) to be considered in public or private: Proposed Report Title:                      Report of the Director of Finance – Treasury Management Strategy Mid-Year Review 2023/24.                       Background Documents: Appendices                       Report to be considered in Public</p>			
	<p>Report of the Director of Finance – Proposed Consultation for the Council Tax Reduction Scheme 2024/25</p>	<p>Director of Finance</p>	<p>13<sup>th</sup> November 2023</p>	<p>Cabinet</p>

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
<p>Page 14 New!</p>	<p>Description: To update on the proposed consultation process to be undertaken by the Council with regard to the 2024/25 Council Tax Reduction Scheme. Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance – Proposed Consultation for the Council Tax Reduction Scheme 2024/25  Background Documents: Appendices – Various  Report to be considered in Public</p>			
	<p>Remodelling Children’s Centres Around Our Family Hubs</p>	<p>Director of Education, Skills &amp; Early Years</p>	<p>27<sup>th</sup> November 2023</p>	<p>Cabinet</p>
	<p>Description: The purpose of this report is to seek endorsement for a remodelled and improved delivery model for children’s centres in Oldham. If approved, we are seeking agreement to hold a public and staff consultation during the autumn of 2023. Document(s) to be considered in public or private: Report to CABINET  Remodelling Children’s Centres Around Our Family Hubs</p>			
	<p>Waste Collection Service</p>	<p>Executive Director for Place &amp; Economic Growth</p>	<p>Before December 2023</p>	<p>Cabinet Member - Neighbourhoods</p>
	<p>Description: Review of Waste Collection Service for domestic and trade. Document(s) to be considered in public or private: N/A</p>			

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

<b>Key Decision Reference</b>	<b>Subject Area For Decision</b>	<b>Led By</b>	<b>Decision Date</b>	<b>Decision Taker</b>
TBC	Oldham Theatre Planning Application	Director of Economy	December 2023	Cabinet Member - Business, Employment and Enterprise
Description: Submission of a planning application for the proposed Oldham Theatre Document(s) to be considered in public or private: Planning application (public)				
TBC	Cultural Quarter Public Realm Planning Application	Director of Economy	December 2023	Cabinet Member - Business, Employment and Enterprise
Description: Planning application for the proposed Cultural Quarter Public Realm Document(s) to be considered in public or private: Planning application (public)				
	VCFSE Investment Fund (One Oldham Fund)	Director of Public Health	Before December 2023	Cabinet Member - Health and Social Care
Description: Decision to invest Covid Outbreak Management Fund (COMF) into the One Oldham Fund. Document(s) to be considered in public or private:				

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**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
<b>New!</b>	Local Development Scheme 2023 Update	Director of Economy	December 2023	Executive Director - Economy, Skills & Neighbourhoods
<p>Description: The council has a statutory requirement to prepare a Local Plan to ensure that we have an up-to-date and comprehensive planning framework to support the borough’s economic, environmental and social objectives. The Local Development Scheme (LDS) is the project plan for the Local Plan. It sets out details and timetables about the planning documents we will prepare. Document(s) to be considered in public or private:</p>				
<b>New!</b>	Annual Monitoring Report & Infrastructure Funding Statement 2022-23	Director of Economy	December 2023	Executive Director - Economy, Skills and Neighbourhoods
<p>Description: Annual Monitoring Report (AMR) and Infrastructure Funding Statement (IFS) for 2022-23. Document(s) to be considered in public or private: Annual Monitoring Report and Infrastructure Funding Statement</p>				
<b>New!</b>	Youth Justice Service Extension to contract from 1st April 2024		11 <sup>th</sup> December 2023	Cabinet
<p>Description: Document(s) to be considered in public or private:</p>				

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
<b>New!</b>	Extension of contract for the delivery of the Young People’s Integrated Sexual Health and Substance Misuse Service	Director of Public Health	11 <sup>th</sup> December 2023	Cabinet
<p>Description:                      Purpose of the report is to enact the permitted 2 year extension of the current contract for the provision of a Young People's Sexual Health and Substance Misuse Service as per the initial contract terms.</p> <p>Document(s) to be considered in public or private: Cabinet Report - to be shared once internal governance has been completed.</p> <p>Private as per Paragraph 3 - commercial/business sensitivity</p>				
<b>New!</b>	Adult Social Care Strategy	Director of Adult Social Care (DASS)	11 <sup>th</sup> December 2023	Cabinet

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
<p>Description:                      Adult Social Care has devised a vision and strategy for the future delivery of statutory services in the borough for our adult residents. It is intended to launch and roll out across the borough once endorsed.                      Document(s) to be considered in public or private: Public:                      Appendix 1 Adult Social Care Strategy Equality Impact Assessment                       Appendix 2 Adult Social Care Strategy – resident facing version                       Appendix 3 The Oldham Plan                       Appendix 4 Oldham Council Corporate Plan                       Appendix 5 Health and Wellbeing Strategy                       Appendix 6 Market Position Statement</p>				
	Temporary Accommodation Long Term Leasing Options		11 <sup>th</sup> December 2023	Cabinet
<p>Description:                      Document(s) to be considered in public or private:</p>				
	Future Commissioning intentions for the Hospital to Home Service (Care at Home)		11 <sup>th</sup> December 2023	Cabinet
<p>Description:                      Document(s) to be considered in public or private:</p>				
	Care at Home services		11 <sup>th</sup> December 2023	Cabinet



**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Description: Document(s) to be considered in public or private:				
<b>New!</b>	Construction and Highways Works & Services (CHWS) Framework Agreement - NEW Framework		11 <sup>th</sup> December 2023	Cabinet
Description: Document(s) to be considered in public or private:				
	Gallery Oldham 'Priority Maintenance Works'		11 <sup>th</sup> December 2023	Cabinet
Description: Document(s) to be considered in public or private:				
<b>New!</b>	Oldham Draft Local Plan	Director of Economy	11 <sup>th</sup> December 2023	Cabinet
Description: Approval of Oldham's Draft Local Plan for public consultation. Oldham's Local Plan will guide development in the borough up to 2039. The main purposes of the Plan are to: <ul style="list-style-type: none"> <li>- Set out the policies through which the council will manage development coming forward and use to determine planning applications;</li> <li>- Identify designations for the protection of the borough's environmental and historical assets, our town centres, employment areas and infrastructure;</li> <li>- Allocate land to meet our future housing and employments needs; and</li> <li>- Support the development of supporting infrastructure, such as transport, education and utilities.</li> </ul> Document(s) to be considered in public or private:				

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

<b>Key Decision Reference</b>	<b>Subject Area For Decision</b>	<b>Led By</b>	<b>Decision Date</b>	<b>Decision Taker</b>
(HSC-14-23)	Market Sustainability and Improvement Fund - Workforce Fund and Urgent and Emergency Care Support Fund		11 <sup>th</sup> December 2023	Cabinet
Description: Document(s) to be considered in public or private:				
	Report of the Director of Finance and Director of Education, Skills and Early Years – Schools Funding Formula	Director of Finance	11 <sup>th</sup> December 2023	Cabinet
Description: Schools funding formula for 2024/25 in relation to the National Funding Formula Document(s) to be considered in public or private: Report of the Director of Finance and Director of Education, Skills and Early Years – Schools Funding Formula Background documents: Various Appendices Report to be considered in public.				
	Adoption and publication of Oldham Council's Social Value Policy	Deputy Chief Executive -	11 <sup>th</sup> December 2023	Cabinet
Description: To approve the adoption and publication of a corporate social value policy to support Oldham Council and the wider Borough. Document(s) to be considered in public or private: Social Value Policy - Public				
	Targeted Impartial Information Advice and Guidance		11 <sup>th</sup> December 2023	Cabinet
Description: Document(s) to be considered in public or private:				

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
<b>New!</b>	Annual Monitoring Report & Infrastructure Funding Statement 2022-23	Director of Economy	11 <sup>th</sup> December 2023	Executive Director - Economy, Skills and Neighbourhoods
Description: Annual Monitoring Report and Infrastructure Funding Statement for 2022-23. Document(s) to be considered in public or private: N/A				
<b>New!</b>	Strategic Housing Land Availability Assessment (SHLAA) 2023	Director of Economy	11 <sup>th</sup> December 2023	Executive Director - Economy, Skills and Neighbourhoods
Description: Document(s) to be considered in public or private:				
<b>New!</b>	Brownfield Register 2023	Director of Economy	11 <sup>th</sup> December 2023	Executive Director - Economy, Skills and Neighbourhoods
Description: Document(s) to be considered in public or private:				

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
	Alexandra Park Eco Centre Update	Director of Economy	January 2024	Cabinet
Description: Update regarding the new Eco Centre at Alexandra Park Depot. Document(s) to be considered in public or private: Cabinet Report (Private). Restricted Paragraph Part 3 report				
	Carriageway Investment Funding	Director of Environment	January 2024	Cabinet
Description: Additional funding for carriageway surfacing/treatments Document(s) to be considered in public or private:				
Page 112	Report of the Director of Finance Budget 2024/25 – Determination of the Tax Bases for Council Tax Setting and for Business Rates Income Purposes	Director of Finance	January 2024	Cabinet
Description: The Determination of the Tax Bases for Council Tax Setting and for Business Rates Income for use in 2024/25 budget deliberations. Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance Budget 2024/25 – Determination of the Tax Bases for Council Tax Setting and for Business Rates Income Purposes  Background Documents: Appendices - Various  –Report to be considered in Public				

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
	Oldham Council's inclusion within the Greater Manchester Business Rates Pool 2024/25.	Director of Finance	January 2024	Cabinet Member - Finance and Corporate Resources
<p>Description:                      The report seeks formal approval for the Council's inclusion in the Greater Manchester Business Rates Pool for the financial year 2024/25.                      Document(s) to be considered in public or private: Proposed Report Title:                      Oldham Council's inclusion within the Greater Manchester Business Rates Pool 2024/25                      Background Documents: Various Appendices                      Report to be considered in Public</p>				
	Non-Domestic Rates Tax Base 2024/25	Director of Finance	January 2024	Cabinet Member - Finance and Corporate Resources

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Page 114	<p>Description:                      Report setting out information to determine the Non-Domestic (Business Rates) Tax Base for 2024/25, using the most up to date information and estimates available.                      Document(s) to be considered in public or private: Proposed report title: Non-Domestic Rates Tax Base 2024/25</p> <p>Background Documents: Various Appendices and Council Tax Tax Base and Non-Domestic Rates Tax Base Forecast 2024/25 (Presented to Cabinet on 22 January 2024)</p> <p>Report to be considered in Public</p>			
	Report of the Director of Finance – Treasury Management Strategy Statement 2024/25	Director of Finance	February 2024	Cabinet
Page 114	<p>Description:                      To consider the Council’s Treasury Management Strategy for 2024/25 - including Minimum Revenue Provision Policy Statement, Annual Investment Strategy and Prudential Indicators                      Document(s) to be considered in public or private: Proposed Report Title:                      Report of the Director of Finance – Treasury Management Strategy Statement 2024/25</p> <p>Background Documents: Appendices</p> <p>–Report to be considered in Public</p>			
	Report of the Director of Finance – Revenue Budget 2024/25 and Medium Term Financial Strategy 2024/25 to 2028/29	Director of Finance	February 2024	Cabinet

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Page 115	<p>Description: To consider the Administration’s detailed revenue budget for 2024/25 and budget reduction proposals, together with the Medium Term Financial Strategy for 2024/25 to 2028/29, incorporating the current policy landscape and Local Government Finance Settlement. Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance – Revenue Budget 2024/25 and Medium Term Financial Strategy 2024/25 to 2028/29</p> <p>Background Documents: Various appendices</p> <p>Report to be considered in Public</p>			
	Report of the Director of Finance – Capital Programme & Capital Strategy for 2024/25 to 2028/29	Director of Finance	February 2024	Cabinet
	<p>Description: To consider the Council’s Capital programme and capital strategy. Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance – Capital Programme &amp; Capital Strategy for 2024/25 to 2028/29</p> <p>Background Documents: Appendices</p> <p>–Report to be considered in Public</p>			
	Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2023/24 Month 8	Director of Finance	February 2024	Cabinet



**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Page 116	<p>Description: The report provides an update on the Council’s 2023/24 forecast revenue budget position and the financial position of the capital programme as at the period ending 30 November 2023 (Month 8) Document(s) to be considered in public or private: Proposed Report Title:  Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2023/24 Month 8  Background Documents: Appendices – Various Report to be considered in Public</p>			
	<p>Joint Report of the Executive Director Place and Economic Growth and Director of Finance – Housing Revenue Account Estimates for 2024/25 to 2028/29 and Projected Outturn for 2023/24.</p>	<p>Director of Finance, Executive Director for Place &amp; Economic Growth</p>	<p>February 2024</p>	<p>Cabinet</p>
<p>Description: The Housing Revenue Account (HRA) Outturn Estimates for 2023/24, the detailed budget for 2024/25 and the Strategic HRA Estimates for the four years 2025/26 to 2028/2 Document(s) to be considered in public or private: Proposed Report Title: Housing Revenue Account Estimates for 2024/25 to 2028/29 and Projected Outturn for 2023/24  Background Documents: Appendices  –Report to be considered in Public</p>				

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
	Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2023/24 Quarter 3	Director of Finance	March 2024	Cabinet
<p>Description: The report provides an update on the Council’s 2023/24 forecast revenue budget position and the financial position of the capital programme as at the period ending 31 December 2023 (Quarter 3) Document(s) to be considered in public or private: Proposed Report Title:  Report of the Director of Finance – Revenue Monitor and Capital Investment Programme 2023/24 Quarter 3  Background Documents: Appendices – Various  Report to be considered in Public</p>				
	Report of the Director of Finance - Local Taxation and Benefits Discretionary Policies 2024/25	Director of Finance	March 2024	Cabinet
<p>Description: To confirm the Council’s Local Taxation and Benefits Discretionary Policies for 2024/25 Document(s) to be considered in public or private: Proposed Report Title: Local Taxation and Benefits Discretionary Policies 2024/25  Background Documents: Appendices  Report to be considered in public</p>				
	Report of the Director of Finance – Treasury Management 2023/24 – Quarter 3 Report	Director of Finance	March 2024	Cabinet

**KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023**

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
<p>Description: The Quarter 3 review of Treasury Management activity during the third Quarter of 2023/24. Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance – Treasury Management Review 2023/24 – Quarter 3 Report</p> <p>Background Documents: Appendices</p> <p>Report to be considered in Public</p>				
<p><b>New!</b></p>	<p>Report of the Director of Finance – Debt Recovery Policies</p>	<p>Director of Finance</p>	<p>March 2024</p>	<p>Cabinet</p>
<p>Description: To provide clear guidance for Council Officers, local taxpayers, and organisation who use Council services on recovery of monies owed to the Council. Document(s) to be considered in public or private: Proposed Report Title: Report of the Director of Finance – Debt Recovery Policies</p> <p>Background Documents: Appendices – Various</p> <p>Report to be considered in Public</p>				

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**Key:**

## KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
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**New!** - indicates an item that has been added this month

Notes:

1. The procedure for requesting details of documents listed to be submitted to decision takers for consideration is to contact the Contact Officer contained within the Key Decision Sheet for that item. The contact address for documents is Oldham Council, Civic Centre, West Street, Oldham, OL1 1UH. Other documents relevant to those matters may be submitted to the decision maker.
2. Where on a Key Decision Sheet the Decision Taker is Cabinet, the list of its Members are as follows: Councillors Arooj Shah, Abdul Jabbar MBE, Elaine Taylor, Shaid Mushtaq, Fida Hussain, Peter Dean, Barbara Brownridge, Chris Goodwin and Mohon Ali.
3. Full Key Decision details (including documents to be submitted to the decision maker for consideration, specific contact officer details and notification on if a report is likely to be considered in private) can be found via the online published plan at: <http://committees.oldham.gov.uk/mgListPlans.aspx?RPId=144&RD=0>

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### **Notice of Private Reports**

**(In accordance with Part 2 of the Local Authorities (Executive Arrangements) Meetings and Access to Information) (England) Regulations 2012)**

Oldham Borough Council intends to hold a private meeting (or part thereof) of the Cabinet on Monday, 11<sup>th</sup> December 2023

### **Decision to be taken (Agenda Item) Decisions proposed to be taken in private at Cabinet on 11<sup>th</sup> December 2023:**

- a. Remodelling Children’s Centres around Family Hubs
- b. Youth Justice Extension to Contract (from 1<sup>st</sup> April 2024)
- c. Extension of Contract for the Delivery of the Young People’s Integrated Sexual Health and Substance Misuse Service
- d. Adult Social Care Strategy
- e. Temporary Accommodation Long Term Leasing Options
- f. Future Commissioning Intentions for the Hospital to Home Service (Care at Home Service)
- g. Construction and Highways Works & Services (CHWS) Framework Agreement - NEW Framework
- h. Gallery Oldham Priority Maintenance Works

## KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 DECEMBER 2023

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
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- i. Market Sustainability and Improvement Fund
- j. Adoption and Publication of Oldham Council's Social Value Policy
- k. Targeted Impartial Information Advice and Guidance

### Reason

The meeting (or part thereof) will be held in exempt session on the grounds that the reports and background papers will contain the likely disclosure of exempt information as defined in paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended) – information relating to the financial or business affairs of the Council and a third party.

### Representations

If you wish to make representations against the intention to hold a private meeting, please send these to Constitutional Services, Level 4, Civic Centre, Oldham, O11 1UL or email: [constitutional.services@oldham.gov.uk](mailto:constitutional.services@oldham.gov.uk)