

Oxfordshire Safeguarding Adults Board

Threshold for Access to Safeguarding Services (Threshold of Needs) Matrix December 2018

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Introduction

This document has been developed by Oxfordshire Safeguarding Adult Board in response to findings from case reviews and audits which have shown the need for better shared understanding by agencies. It provides guidance for professionals to clarify the circumstances in which the Adult Safeguarding Team of Oxford County Council will assist in safeguarding adults.

Note: This is a guide showing limited illustrations to help you when deciding on the best course of action and you should use your professional judgement in deciding if a concern is similar to the illustrations below

Prior to raising an adult safeguarding concern

Does the concern meet the criteria for a Section 42 (S42) safeguarding enquiry under the requirements of The Care Act 2014?

The requirements are as follows:

- The adult is reported as having or appears to have needs for care and support?
- The adult is reported or appears to be experiencing or at risk of abuse or neglect?
- And as a result of care and support needs is the adult unable to protect themselves from either the risk of, or the experience of abuse or neglect?

Has the person given their consent to the information to be shared and do they know a S42 enquiry may be the result?

Consent is not essential when deciding whether concerns should be raised. However, wherever possible you should discuss your concerns with the person and/or their representative and seek their consent. Where the person is not willing or able to freely give their consent to information about their circumstances being shared you will need to consider if there are any children and/or other adults with care and support needs involved, or is there a potential risk to others. If this is the case, consent can be overridden in the interests of protecting others.

If you remain unsure as to what action to take you should discuss this with your manager or your organisation's safeguarding lead. Ensure you record all actions clearly with reasons for your decision.

Guidance on categories

Non-reportable – Multiple 'non-reportable' incidents concerning the same service user/staff member/team should be considered for consultation. Individual organisations should define this in writing IE three incidents in three months, three in five months, etc. NB: This does not apply to Providers under the Serious Concerns Framework, all non-reportable concerns require a consultation

Requires Consultation – This is a consultation with a Social Worker in Oxfordshire County Council's Adult Safeguarding Team. NHS Trust staff should consult with their Adult Safeguarding Lead first, going to OCC's Adult Safeguarding Team if their lead is unavailable.

Reportable – This means it is highly likely the case will meet the criteria for a safeguarding enquiry (known as a Section 42 (Care Act 2014) enquiry

Thresholds Matrix

Neglect & Acts of Omission Ongoing failure to meet a person's basic physical or psychological needs Non-reportable **Requires Consultation** Reportable Incidents at this level do not require reporting Incidents at this level should be discussed Incidents at this level should be reported to the Safeguarding Team. However, agencies with the Oxfordshire County Council's using the online form. should keep a written internal record of what Safeguarding Team (called a Consultation). happened and what action was taken. Call 01865 328232 and ask to speak to the If there is any indication a criminal act has occurred the Police **must** be consulted. Duty Team. Actions/outcomes may include advice, information, risk management and staff After the conversation, you may be asked to formally report the concern. training. Isolated missed home care visit - no harm Recurrent missed home care visits where Failure to arrange access to life saving occurs and no other service users/clients risk of harm escalates, or one miss where services or medical care is missed that day • Failure to intervene in dangerous harm occurs Adult is not assisted with a meal/drink • Discharge from hospital where harm situations where the adult lacks the occurs that does not require reon one occasion and no harm occurs capacity to assess risk admission Inadequacies in care provision leading to Discharge from hospital where harm • Recurrent lack of care to extent that discomfort - no significant harm e.g. left occurs that does require re-admission health and well-being deteriorate e.g. wet for a period of time pressure ulcers, dehydration, An unwitnessed fall that requires no malnutrition (assessed to the capability external medical treatment/consultation of the person reporting) IE no call to 111 or admission to hospital • Unwitnessed fall where 111 are called and Unwitnessed fall where 111 are called but recommend getting external medical do not recommend getting external treatment e.g. an ambulance medical treatment

Self-Neglect

A person living in a way that puts his or her health, safety, or well-being at risk.

NB: Only exceptional cases of self-neglect will trigger adult safeguarding. All standard interventions must be used first to manage risk e.g. Care Management/Care Plan Approach/Multi-Disciplinary Team

Non-reportable	Requires Consultation	Reportable
Incidents at this level do not require reporting	Incidents at this level should be discussed	Incidents at this level should be reported
to the Safeguarding Team. However, agencies	with the Oxfordshire County Council's	using the online form.
should keep a written internal record of what	Safeguarding Team (called a Consultation).	
happened and what action was taken.	Call 01865 328232 and ask to speak to the	If there is any indication a criminal act has
	Duty Team.	occurred the Police must be consulted.
Actions/outcomes may include advice,		
information, risk management and staff	After the conversation, you may be asked to	
training.	formally report the concern.	
Self-care causing some concern - no signs	Refusing medical	 Life in danger without intervention
of harm or distress	treatment/care/equipment required to	Chaotic substance misuse
Property neglected but all main services	maintain independence	 Environment injurious to health
work	High level of clutter /hoarding	 Imminent fire risk/gas leaks*
Some evidence of hoarding - no major	Insanitary conditions in property	 Access obstructed within property
impact on health/safety	Won't engage with professionals	 Multiple reports from other agencies
First signs of failing to engage with	Problematic substance misuse	 Behaviour poses risk to self/others
professionals	Potential fire risk/gas leaks	 Self-neglect is life threatening
Property shows some signs of neglect	Lack of essential amenities	 Tenancy at risk because of
Evidence of low-level hoarding	Property/environment shows signs of	hoarding/property condition IE notice
No access to support	neglect that are potentially damaging to	served
	health	 Lack of self-care results in significant
	Chaotic substance misuse	deterioration in health/wellbeing

Self-neglect is complex and any referrals should be made after consulting the self-neglect guidance on the OSAB website *Score of 9+ as per the Hoarding Protocol

Physical Abuse			
The act of causing physical harm to someone else			
Non-reportable	Requires Consultation	Reportable	
Incidents at this level do not require reporting to the Safeguarding Team. However, agencies should keep a written internal record of what happened and what action was taken. Actions/outcomes may include advice, information, risk management and staff training. • Error by staff causing no/little harm, e.g. skin friction mark due to ill-fitting hoist sling • Isolated incident by other resident causing no/little harm e.g. one resident strikes another but it leaves no mark and does not cause emotional distress lasting hours • Unexplained very light marking/bruising found on one occasion	Incidents at this level should be discussed with the Oxfordshire County Council's Safeguarding Team (called a Consultation). Call 01865 328232 and ask to speak to the Duty Team. After the conversation, you may be asked to formally report the concern. • Unexplained minor marking or lesions, minor cuts or grip marks on a number of occasions or on a number of service users cared for by a specific team/Carer • Inappropriate restraint that causes marks to be left but no external medical treatment/consultation required	Incidents at this level should be reported using the online form. If there is any indication a criminal act has occurred the Police must be consulted. • Serious bodily harm/assault with weapon leading to irreversible damage or death • Intended harm towards a service user • Deliberately withholding of food, drinks or aids to independence • Unexplained fractures/serious injuries • Assault by another resident requiring medical treatment	

Sexual Abuse

When an adult is forced or persuaded to take part in sexual activities. This doesn't have to be physical contact and it can happen online.			
Non-reportable	Requires Consultation	Reportable	
Incidents at this level do not require reporting to the Safeguarding Team. However, agencies should keep a written internal record of what happened and what action was taken. Actions/outcomes may include advice, information, risk management and staff training.	Incidents at this level should be discussed with the Oxfordshire County Council's Safeguarding Team (called a Consultation). Call 01865 328232 and ask to speak to the Duty Team. After the conversation, you may be asked to formally report the concern.	Incidents at this level should be reported using the online form. If there is any indication a criminal act has occurred the Police must be consulted.	
 Not committed by a person in a position of trust, AND: Isolated incident of teasing or unwanted attention, either verbal or physical (but excluding genitalia), where the effect on the vulnerable adult is low Isolated incident of teasing or low-level unwanted sexualised attention (verbal or by gestures) directed at one adult by another whether or not capacity exists - no harm or distress caused 	 Non-contact sexualised behaviour which causes distress to the person at risk Verbal sexualised teasing or harassment Being subject to indecent exposure where the service user isn't distressed 	 Any allegation of sexualised behaviour relating to a person in a position of trust against a person in their care Sex in a relationship characterised by authority, inequality or exploitation, e.g. staff and service user Sex without valid consent (rape) Voyeurism Sexualised touch or masturbation without valid consent Being made to look at pornographic material against will/where valid consent cannot be given Attempted penetration by any means (whether or not it occurs within a relationship) without valid consent 	

Psychological Abuse			
This is the ongoing psychological/emotional maltreatment of an adult			
Non-reportable	Requires Consultation	Reportable	
Incidents at this level do not require reporting to the Safeguarding Team. However, agencies should keep a written internal record of what happened and what action was taken. Actions/outcomes may include advice, information, risk management and staff training. Isolated incident where adult is spoken to in a rude or inappropriate way – respect is undermined but no or little distress caused Occasional taunts or verbal outbursts which do not cause distress between service users	Incidents at this level should be discussed with the Oxfordshire County Council's Safeguarding Team (called a Consultation). Call 01865 328232 and ask to speak to the Duty Team. After the conversation, you may be asked to formally report the concern. • Treatment that undermines dignity and damages esteem • Repeated incidents of denying or failing to recognise an adult's choices or of failing to value their opinion, particularly in relation to a service or care they're receiving • Occasional taunts or verbal outbursts which do cause distress between service users	Incidents at this level should be reported using the online form. If there is any indication a criminal act has occurred the Police must be consulted. • Denial of basic human rights/civil liberties, over-riding advance directive, forced marriage • Prolonged intimidation • Vicious/personalised verbal attacks • Humiliation of service user • Emotional blackmail e.g. threats of abandonment/ harm • The withholding of information to disempower • Allegations or concerns relating to 'cuckooing'	

Domestic Abuse

Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality

Non-reportable	Requires Consultation	Reportable
	-	*
Incidents at this level do not require reporting	Incidents at this level should be discussed	Incidents at this level should be reported
to the Safeguarding Team. However, agencies	with the Oxfordshire County Council's	using the online form.
should keep a written internal record of what	Safeguarding Team (called a Consultation).	
happened and what action was taken.	Call 01865 328232 and ask to speak to the	If there is any indication a criminal act has
	Duty Team.	occurred the Police must be consulted.
Actions/outcomes may include advice,		
information, risk management and staff	After the conversation, you may be asked to	
training.	formally report the concern.	
Service user has no current fears and there are	Unexplained marking or lesions or grip	Subject to regular violent behaviour
adequate protective factors, AND it is:	marks on a number of occasions	Threats to kill/choke /suffocate etc.
	 Controlling or coercive behaviour is 	 In constant fear of being harmed
One off incident with no injury or	witnessed	 Sex without valid consent (rape)
harm experienced	 Frequent verbal outbursts that cause 	FGM female genital mutilation
Occasional taunts or verbal outbursts	some distress or some level or harm	Honour based violence &/or forced
	Sexual assault or humiliation where the	marriage
where the service user has capacity to decide whether to have the case	service user has capacity and does not	Service user denied access to medical
referred on	want to be referred	treatment/care/vital equipment to
referred on	Experiences occasional episodes of fear	maintain independence by alleged
	of the alleged perpetrator	abuser
	Subject to severe controlling behaviour	Frequent physical outbursts that cause
	e.g. finances/medical	distress or some level or harm
		Subject to stalking/harassment
NB: Where there are Children (under 18s) in household or present the case must be referred to Children's Safeguarding as well as		

NB: Where there are Children (under 18s) in household or present the case must be referred to Children's Safeguarding as well as following the Adult Safeguarding process

Financial or Material Abuse

This is the unauthorised and improper use of funds, property or any resources. This included the use of theft, coercion or fraud to obtain or try to obtain a person's money, possessions or property.

or try to obtain a person's money, possessions or property.			
Non-reportable	Requires Consultation	Reportable	
Incidents at this level do not require reporting	Incidents at this level should be discussed	Incidents at this level should be reported	
to the Safeguarding Team. However, agencies	with the Oxfordshire County Council's	using the online form.	
should keep a written internal record of what	Safeguarding Team (called a Consultation).		
happened and what action was taken.	Call 01865 328232 and ask to speak to the	If there is any indication a criminal act has	
	Duty Team.	occurred the Police must be consulted.	
Actions/outcomes may include advice,			
information, risk management and staff	After the conversation, you may be asked to		
training.	formally report the concern.		
 Money is not recorded safely or 	 Adult's monies kept in a joint bank 	Suspected fraud/exploitation relating to	
recorded properly	account – unclear arrangements for	benefits, income, property or will,	
Single incident of missing money	equitable sharing of interest	including 'cuckooing'	
and/or belongings where the quality	High levels of anti-social behaviour	Lasting Power of Attorney claimed to	
of the service user's life has not been	reported	exist but unregistered	
affected, little or no distress is	High levels of visitors to the property-	Adult denied access to his/her own	
caused and no other service user	tenant/service user does not appear to	funds or possessions	
cared for by that worker/team has	be able to say 'no'	Misuse/misappropriation of property,	
	Tenant/service user is socially isolated	possessions or benefits by a person in a	
been affected	Service user falling behind on rent	position of trust or control. To include	
Adult not involved in a decision	payments	misusing loyalty cards	
about how their money is spent or	Service user deemed to be 'failing to	Personal finances removed from adult's	
kept safe - capacity in this respect is	engage' with professionals	control	
not properly considered	General deterioration in service users	Adult coerced or misled into giving	
1 1 7	health and wellbeing	over money or property	
	Property falling into disrepair		

Modern Slavery

This is holding a person in a position of slavery , forced servitude, or compulsory labour, or facilitating their travel with the intention of exploiting them soon after

exploiting them soon after			
Non-reportable	Requires Consultation	Reportable	
Incidents at this level do not require reporting to the Safeguarding Team. However, agencies should keep a written internal record of what happened and what action was taken. Actions/outcomes may include advice, information, risk management and staff training.	Incidents at this level should be discussed with the Oxfordshire County Council's Safeguarding Team (called a Consultation). Call 01865 328232 and ask to speak to the Duty Team. After the conversation, you may be asked to formally report the concern.	Incidents at this level should be reported using the online form. If there is any indication a criminal act has occurred the Police must be consulted.	
All concerns about modern slavery are deemed to be of a level requiring consultation	No direct disclosure of slavery but: • Appears under control of another • Long hours at work • Poor living conditions/low wages • Lives in work place • No health and safety in work place • Risk of physical/psychological harm • Service user being encouraged to participate in unsafe or criminal activity	 Any direct disclosure of slavery Regularly moved to avoid detection Lives in sheds/lockup/containers Risk of fatality or serious injury No freedom/unable to leave Wages used for debt Not in possession of ID or passport Subject to forced marriage Unable to access medical treatment/care/equipment required to maintain independence Under control of others e.g. gang master, dealers, pimp for prostitution Subject to violence/threats/ fearful Actual physical/psychological harm 	

Discriminatory/Hate Crime

Unequal or abusive treatment based on age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief, sex or sexual orientation

race, religion and belief, sex or sexual orientation			
Non-reportable Requires Consultation	Reportable		
Incidents at this level do not require reporting to the Safeguarding Team. However, agencies should keep a written internal record of what happened and what action was taken. Incidents at this level should be discussed with the Oxfordshire County Council's Safeguarding Team (called a Consultation). Call 01865 328232 and ask to speak to the	ncidents at this level should be reported using the online form. f there is any indication a criminal act has occurred the Police must be consulted. • Hate crime resulting in injury/emergency medical treatment/fear for life • Hate crime resulting in serious injury/attempted murder/honour-based violence • Inequitable access to service provision as a result of diversity issue • Being refused access to essential services • Humiliation, threats or taunts on a regular basis • Recurring failure to meet specific care/support needs associated with diversity that cause distress		

Organisational Abuse

This is neglect or poor professional practice as a result of the structure, policies, processes and practices within an organisation, resulting in ongoing neglect or poor care

resulting in ongoing neglect or poor care			
Non-reportable	Requires Consultation	Reportable	
Incidents at this level do not require reporting to the Safeguarding Team. However, agencies should keep a written internal record of what happened and what action was taken. Actions/outcomes may include advice, information, risk management and staff training. • Lack of stimulation/opportunities to	Incidents at this level should be discussed with the Oxfordshire County Council's Safeguarding Team (called a Consultation). Call 01865 328232 and ask to speak to the Duty Team. After the conversation, you may be asked to formally report the concern. • Rigid/inflexible routines that are not	Incidents at this level should be reported using the online form. If there is any indication a criminal act has occurred the Police must be consulted. • Staff misusing position of power over	
 engage in social and leisure activities Service user not enabled to have a say in how the service is run Denial of individuality and opportunities to make informed choices and take responsible risks Care-planning documentation not person-centred/does not involve the service user or capture their views Single incident of insufficient staffing to meet all client needs in a timely fashion but causing no harm 	 always in the Service User's best interests Service users' dignity is occasionally undermined e.g. lack of privacy during support with intimate care needs, pooled under-clothing Recurrent bad practice lacks management oversight and is not being reported to commissioners/the safeguarding service Unsafe and unhygienic living environments that could cause harm to the service users or have caused minor injury requiring no external medical intervention/consultation 	service users Over-medication and/or inappropriate restraint managing behaviour Recurrent or consistent ill-treatment by care provider to more than one service user over a period of time Recurrent or consistent incidents of insufficient staffing resulting in harm requiring external medical intervention or hospitalisation of service users Recurrent incidents of insufficient staffing resulting in some harm	

Common Safeguarding Issues

Medication errors			
Non-reportable	Requires Consultation	Reportable	
Incidents at this level do not require reporting to	Incidents at this level should be discussed with	Incidents at this level should be reported using	
the Safeguarding Team. However, agencies	the Oxfordshire County Council's Safeguarding	the online form.	
should keep a written internal record of what	Team (called a Consultation). Call 01865 328232		
happened and what action was taken.	and ask to speak to the Duty Team.	If there is any indication a criminal act has	
		occurred the Police must be consulted.	
Actions/outcomes may include advice,	After the conversation, you may be asked to		
information, risk management and staff training.	formally report the concern.		
Isolated incident where the person is	Recurring missed medication or errors that	Deliberate maladministration of medications	
accidentally given the wrong medication,	affect more than one adult and result in actual	or failure to follow proper procedures, e.g.	
given too much or too little medication or	or potential harm to one or more adults	controlled medication	
given it at the wrong time but no harm occurs	Recurring prescribing or dispensing errors by	Pattern of recurring errors or an incident of	
• Isolated incident causing no harm that is not	GP, pharmacist or other medical professional	deliberate maladministration that results in	
reported by staff member	that affect more than one adult and/or result in	ill-health or death	
• Isolated prescribing or dispensing error by GP,	harm to one or more adults	Deliberate falsification of records or coercive/	
pharmacist or other medical professional	Covert administration without the person's	intimidating behaviour to prevent reporting	
resulting in no harm	consent or having a best interest decision		
	recorded in the care plan		
	Misuse of/over-reliance on sedatives to control		
	challenging behaviour		

Pressure Ulcers			
Non-reportable	Requires Consultation	Reportable	
Incidents at this level do not require reporting to the Safeguarding Team. However, agencies should keep a written internal record of what happened and what action was taken.	Incidents at this level should be discussed with the Oxfordshire County Council's Safeguarding Team (called a Consultation). Call 01865 328232 and ask to speak to the Duty Team.	Incidents at this level should be reported using the online form. If there is any indication a criminal act has occurred the Police must be consulted.	
Actions/outcomes may include advice, information, risk management and staff training.	After the conversation, you may be asked to formally report the concern.		
 Single or isolated incident of Grade 1 or 2 pressure ulcer Grade 3 & 4, Unstageable and Suspected Deep Tissue Injury or multiple grade 2 pressure ulcers where: A care plan is in place Action is being taken Other relevant professionals have been notified There has been full discussion with the patient, their family or representative There are no other indicators of abuse or neglect 	 Grade 3 & 4, Unstageable and Suspected Deep Tissue Injury pressure ulcers or multiple grade 1 and 2 pressure ulcers where: The care plan has NOT been fully implemented It is NOT CLEAR that professional advice or support has been sought at the appropriate time. e.g. Tissue Viability Team There have been other similar incidents or areas of concern There are other indicators of abuse or neglect 	 Grade 3 & 4, Unstageable and Suspected Deep Tissue Injury where: The person has been as assessed as NOT having mental capacity and treatment and prevention NOT provided No assessment and care planning has not been completed or is of very poor quality No professional advice or support has been sought at the appropriate time, e.g. Tissue Viability Team There are other indicators of abuse or neglect Evidence demonstrates this is part of a pattern or trend 	

Trips & Falls		
Non-reportable	Requires Consultation	Reportable
Incidents at this level do not require reporting to	Incidents at this level should be discussed with	Incidents at this level should be reported using
the Safeguarding Team. However, agencies	the Oxfordshire County Council's Safeguarding	the online form.
should keep a written internal record of what	Team (called a Consultation). Call 01865 328232	
happened and what action was taken.	and ask to speak to the Duty Team.	If there is any indication a criminal act has
		occurred the Police must be consulted.
Actions/outcomes may include advice,	After the conversation, you may be asked to	
information, risk management and staff training.	formally report the concern.	
Isolated incident where no significant harm	More than one incident during a 6 month	Any fall resulting in significant injury or
occurs	period requiring attendance at hospital	death where there is suspected abuse or
Multiple incidents where no significant harm	Multiple incidents where:	neglect by a staff member or other person or a
occurs and:	The care plan has NOT been fully	failure to follow relevant care plans, policies
A care plan is in place	implemented.	or procedures.
o Action is being taken to minimise further risk	o It is NOT CLEAR that professional advice or	
o Other relevant professionals have been	support has been sought at the appropriate	
notified	time. e.g. Care Home Support Service/Falls	
 There has been full discussion with the 	Service	
patient, their family or representative	o There have been other similar incidents or	
o There are no other indicators of abuse or	areas of concern.	
neglect	Any fall where there is suspected abuse or	
Isolated incident requiring attendance at	neglect by a staff member or other person or a	
hospital and no other form of abuse or neglect	failure to follow relevant care plans, policies or	
is suspected.	procedures.	

Incidents involving another person with care & support needs		
Non-reportable	Requires Consultation	Reportable
Incidents at this level do not require reporting to	Incidents at this level should be discussed with	Incidents at this level should be reported using
the Safeguarding Team. However, agencies	the Oxfordshire County Council's Safeguarding	the online form.
should keep a written internal record of what	Team (called a Consultation). Call 01865 328232	
happened and what action was taken.	and ask to speak to the Duty Team.	If there is any indication a criminal act has
		occurred the Police must be consulted.
Actions/outcomes may include advice,	After the conversation, you may be asked to	
information, risk management and staff training.	formally report the concern.	
Isolated incident where no significant harm	Any incident requiring medical attention or	Any incident resulting in intentional or
occurs	attendance at hospital	intended harm or risk of harm to the victim.
More than one incident where no significant	Multiple incidents where:	Any incident where a weapon or other object
harm occurs and:	The care plan has not or cannot be fully	is used with the deliberate intention of harm
o A care plan is in place	implemented.	Repeated incidents where the victim lacks
o Action is being taken to minimise further risk	o It is NOT CLEAR that professional advice or	capacity and is unable to take action to defend
 Other relevant professionals have been 	support has been sought at the appropriate	themselves
notified	time.	The victim is, or appears, fearful in the
 There has been full discussion with the 	There have been other similar incidents	presence of the other person or is adapting
patient, their family or representative	involving this perpetrator or areas of concern.	their behaviour to pacify or avoid the other
o There are no other indicators of abuse or	o There are other indicators of abuse or neglect	person
neglect		