

Leicestershire & Rutland Safeguarding Adults

Board Annual Report 2020-21

Foreword from the Independent Chair

This year, for the first time, I am writing one foreword for the reports of both the Safeguarding Adults Boards for the Leicester, Leicestershire, and Rutland area. This reflects that, over the year, the boards have continued a process that had already begun. This was a move to greater shared activity and leadership of the safeguarding system, while keeping a strong focus on the local populations of Rutland, Leicestershire and the city of Leicester and their distinct needs.

The context for this report is also unique and has had profound consequences for adult safeguarding and the role of the Safeguarding Adults Board. The pandemic started in the year covered by the 2019-2020 Annual Report. It impacted on everything the Safeguarding Adults Boards did for the whole of 2020-2021. Partnerships and local communities lived and worked through a year of high, often unpredictable demand and unprecedented situations. Serious incidents generally happen over a few days. As I write, our partnerships have been planning for, or responding to, the effects of the pandemic for eighteen months.

Partnership working has been strong during the pandemic. The government allowed some aspects of local councils' Care Act responsibilities to be 'eased' during a period in 2020. None of the three councils needed to enact these easements despite the very difficult context. An added layer of assurance from my external perspective lay with something that I felt was remarkably strong in Leicester, Leicestershire, and Rutland. The Local Resilience Forum for each area of England coordinates emergency responses. Work done by the national network of Safeguarding Adults Board chairs, showed how variable these structures were in their inclusion and prioritisation of adult safeguarding. This was not so in our area and particularly notable was the setting up of a Safeguarding Sub Cell in the Local Resilience Forum structure.

During the year, the two Safeguarding Adults Boards began to meet as one group on a six-weekly basis with a particular focus for each of our sessions. This agility came out of the pandemic but what it enabled was honesty, transparency and shared approaches to complex problems. This openness will be important in the year ahead, as sadly, I think I anticipate as do all members of both Safeguarding Adults Boards, that harm – often unintentional - and neglect that happened during the pandemic, will emerge and our task will be to learn from it and prevent future occurrences wherever possible. The statutory partners to the boards – Leicestershire Police, the NHS Clinical Commissioning Group, and the three local authorities, have met regularly and steered and owned the work of the Safeguarding Adults Boards. This leadership has extended to include regular joint sessions and priority setting with the Safeguarding Children Partnerships, which can only benefit families and communities. Another first was that priority setting for the year was held jointly and included the naming of shared priorities, with transition pathways into adulthood for children and young people who have been exploited being the main joint area of work for 2021-2022.

I would like to thank everyone involved in all aspects of adult safeguarding over the last year. I would also want to recognise that it has been a time of loss and sadness and to offer condolences and best wishes to all those around our boards and in the communities of Leicester, Leicestershire, and Rutland, who have been affected.

Fran Pearson
Chair of Leicestershire & Rutland SAB and Leicester SAB

The Safeguarding Adults Board

The Leicestershire & Rutland Safeguarding Adults Board (SAB) brings together organisations across Leicestershire and Rutland Counties. Its members include Police, Local Authorities, Health agencies, Prisons, Care homes and other organisations working with adults with care and support needs. The SAB leads arrangements to safeguard adults with care and support needs and oversees and coordinates the effectiveness of the safeguarding work of its member and partner agencies.

The Board is led by Independent Chair, Fran Pearson. This is the statutory annual report of the SAB outlining the work it has carried out during 2020-21.

For more information on how the Board works please visit www.lrsb.org.uk/lrsab

Priorities and what we achieved

The SAB set a joint Strategic Plan for 2020-2025 with the Leicester SAB in 2020 which provides the framework for forward priorities of the two SABs.

The business plan for the LRSAB for 2020-2021 was strongly influenced by the Covid-19 pandemic as the SAB adapted to working in the context of ongoing impact of and response to Covid-19.

The three priorities in the Business plan for 2020/21 were:

- Safeguarding Adults spotlights – focussed exploration of specific areas of concern in the current circumstances
- Responding to changing need – adapting structures and processes to increase flexibility and responsiveness of the SAB
- Meeting statutory responsibilities – learning and improving safeguarding adults, including engaging communities and carrying out safeguarding adults reviews

These three priorities were shared with the Leicester SAB.

Responding to changing Need

The SAB adapted its working to respond to the capacity and changing needs of its partners and communities in Leicestershire & Rutland during the pandemic. In the initial months of the pandemic response the SAB prioritised continuing Safeguarding Adults Reviews, assessing and responding to emerging concerns and communicating key messages to the public and practitioners to support ongoing safeguarding of adults during the pandemic.

Joint working with the Leicester SAB increased during the year including shared Board meetings and shared communication campaigns.

Partners worked together to respond to the changing situation and consider safeguarding risks and changing need of adults with care and support needs. One example of this is a group set up to

respond to seeing an increase in unplanned closures of care homes and develop an approach to identify and provide appropriate support to prevent appropriate responses. Intelligence from this has shaped the SABs forward priority regarding care homes.

Safeguarding Adults Spotlights

The Board explored the following themes in response to emerging concerns during the year:

- Safeguarding those with complex needs (Transforming Care cohort)
- Hidden harm; Safeguarding those shielding and domestic abuse
- Learning from Learning Disability Mortality Reviews
- Modern Slavery
- Cuckooing

The SAB found that almost two thirds (61%) of people in the Transforming Care cohort had been subject to at least one safeguarding enquiry in the last four years, highlighting these as people at notable risk of abuse or neglect. Information regarding safeguarding of those in placements outside of Leicester, Leicestershire & Rutland could not be verified.

(Infographic re this to be added in (10 people, 6.1 shaded in)

The Board will continue to follow up the approach regarding those with the most complex needs and has commenced development of local guidance and workshops to improve practice in safeguarding those with multiple complex needs, particularly where they are in placements outside of the area.

A number of cases locally had highlighted concerns about the exploitation of adults with care and support needs including modern slavery and cuckooing. Partners developed Cuckooing guidance to support effective multi-agency responses to cuckooing, learning from multi-agency responses during the year.

The SAB reviewed local and national reports from the Learning Disability Mortality Review (LeDeR) programme. The local LeDeR programme had identified many examples of excellent person-centred care and the quality of completed LLR LeDeR reviews was high. However, it had also highlighted a number of areas where improvements were required. These improvements fell under the broad themes of advanced care planning and end of life care, communication and care coordination, the application of the Mental Capacity Act and Best Interest decision making, diagnostic overshadowing and the role of carers in diagnosis and care management.

The SAB was concerned that there remained much to do to ensure those with Learning Disabilities received the same level of care as other adults and urged partners to ensure all people with a learning disability had an annual health check. The SAB will seek assurance from partners regarding the plans for putting the learning from these reports into action.

Meeting Statutory responsibilities

Work on meeting statutory responsibilities is outlined in the remainder of this report considering the SABs work on Safeguarding Adults Reviews, audits, procedures and training.

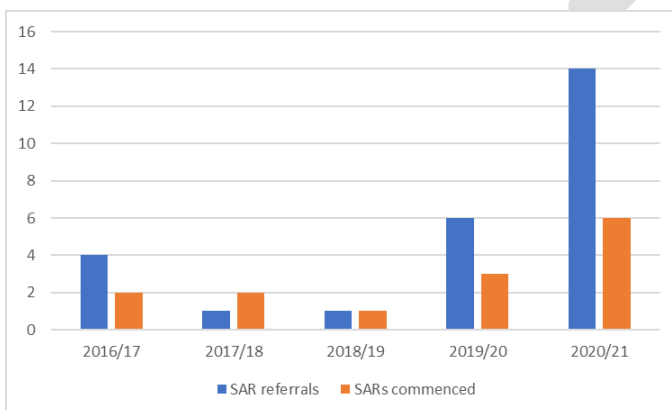
Procedures

Leicestershire and Rutland Safeguarding Adults Board works with Leicester Safeguarding Adults Board to maintain up to date inter-agency adult safeguarding policies and procedures across Leicester, Leicestershire and Rutland. These policies and procedures are hosted on our dedicated policy and procedures website called the MAPP (Multi Agency Policies and Procedures). Throughout 2020/21 these policies and procedures continued to be reviewed and updated in line with learning from reviews, audits, and best practice.

A new addition to our MAPP during 2020/21 was our multi-agency Guidance for Working with Adults at Risk of Exploitation: Cuckooing. This guidance seeks to provide front line professionals with a multi-agency framework to facilitate effective working with adults who are at risk due to 'cuckooing'.

Safeguarding Adults Reviews

During 2020/21 the SAB had 14 referrals for Safeguarding Adults Reviews (SARs), significantly more than any previous year. From these the SAB commenced seven Safeguarding Adults Reviews during the year, and continued work on two others. One review was completed during the year and learning disseminated to practitioners.



The SAB participated in a pilot of the Social Care Institute for Excellence (SCIE) SAR in Rapid Time methodology. This is a process designed to complete analysis of cases and identify systems learning in a short space of time. The purpose is to minimise the time it takes to make improvements to the safeguarding system following SARs. The report was completed within a couple of months by the end of the year and the SABs response to the systems findings worked through at a workshop later in Spring 2021.

Key areas of learning from the SARs worked on during 2020-21 were:

- Inconsistent understanding and application of the Mental Capacity Act
- Individuals and their needs can become hidden in plain sight within organisational and inter-organisational processes
- Multi-agency Escalation processes are not always well understood or used.
- Many areas of abuse and neglect could be picked up and responded to earlier through good professional curiosity
- Inconsistencies in essential primary care support to people with learning disabilities.
- Oversight of commissioned placements for people with learning disabilities is not clear
- The system adds to complexities of responding to adults with dual diagnosis care and support needs
- Support for informal carers is not widely known about.

The SAB shared identified and shared key messages from SARs through its Safeguarding Matters newsletter.

To support people to put learning from Safeguarding Adults Reviews into practice the SAB has continued to use 7-minute learning briefings for SARs. These concise documents are focussed on encouraging reflection and development within teams and by individuals in response to the learning.

The SAB has developed Safeguarding Mental Capacity Act guidance across Leicester, Leicestershire and Rutland, with 'How To' guides available to support practitioners with their MCA assessments. In addition, the Training Subgroup has commissioned basic and enhanced MCA training for the partnerships.

Partners have reviewed how they communicate with carers around assessments and communicate support available to carers via the new service; Carefree which launches in June 2021.

The SAB will continue to seek assurance regarding the care and safeguarding of individuals with learning disabilities. The SAB will also carry out further work focussed on supporting professional curiosity and use of escalation processes in the SABs 2021/22 business plan.

To support effective and timely learning from SARs in future the SAB reviewed and revised its SAR policy and procedures in 2020 and commenced development of a multi-agency analysis training course for those who will be involved in reviewing cases within their organisation.

Assurance and audit work

The SAB considers data and reviews cases and agency assurance reports to understand how agencies are working together to safeguard adults.

The SAB paused its audit and performance assurance work at the start of the year to support partners' focus on the response to pandemic. The SABs adapted approach maintained an overview of safeguarding through more regular focussed SAB meetings exploring specific areas of concern. In addition a 'safeguarding sub-cell' of the Local Resilience Forum brought partners together on a weekly basis to respond to emerging needs and service changes and the impact of these across safeguarding children and adults.

The SAB carried out one multi-agency audit process during 2020/21. The process brings together practitioners to give a multi-agency view on practice in safeguarding cases to identify areas of good practice and areas for learning and improvement. The audits focus on particular themes or parts of the safeguarding process.

The audit focussed on Neglect and Older people. The audit found:

- Risks to the individuals involved had been reduced and wider risks to others were considered
- Principles of Making Safeguarding Personal were almost always clearly applied.
- Mental Capacity Act decisions were not always supported by assessments.
- Whilst there is good evidence of family views being sought appropriately as advocates, Independent Advocacy is still not always considered when it would be appropriate
- Safeguarding enquiries often did not identify and involve all appropriate agencies
- Of the cases audited the majority had had previous safeguarding enquiries
- There are significant challenges in following up safeguarding enquiries for individuals placed within the area from other areas.

The findings from this have been disseminated to practitioners and are being taken forward as follows:

- Facilitating multi-agency workshops to promote the work of advocacy providers.
- Facilitating multi-agency training around safeguarding adults strategy meetings.
- Consideration is being given to updating multi-agency policies and procedures relating to how outcomes are recorded. We will be taking a regional view on this in the first instance.
- Highlighting with providers through the SAB Trainers' Network the issues identified, particularly family intervention when this is impacting on the person's care and refusal of care.
- The Performance Subgroup will review repeat referrals.
- Guidance and workshops to be finalised in 2021 in response to audits around 'Transforming Care' are also relevant to findings from this audit.

In addition the SAB received the delayed findings of an audit regarding financial abuse from the previous year.

The audit found:

- Financial abuse by relatives including those who held Legal Power of Attorney was a common factor
- Progress of Office of the Public Guardian investigations is unclear when the person dies.
- The role different organisations can play in financial abuse investigations can be confusing for frontline staff.
- In several cases initial Strategy Discussions were not happening on a multi-agency basis.
- Loneliness appears to be a factor which increases the risk of financial abuse and exploitation
- Workers often lack confidence in talking to alleged perpetrators, particularly family members, about safeguarding concerns where this is appropriate.
- Awareness of financial abuse within a range of agencies is good. Many cases were recognised by Finance Departments and reviewing officers

The findings from this have been disseminated to practitioners and have resulted in the following actions:

- Information about agencies that can support work around financial abuse, including Trading Standards has been shared across the workforce.
- Closer working, and further clarification of processes, has been developed with the Office of the Public Guardian
- Development of financial abuse training to commence in 2021

The SAB did not carry out a Safeguarding Adults Audit Framework (SAAF) assessment this year due to reduced operating as part of the response to the pandemic. The SAB is reviewing its approach to the SAAF and how it gets assurance from individual agencies about how they work to safeguard adults to support effective improvement.

Training

The pandemic and response to it significantly impacted the SABs ability to carry out training.

The SAB continued to support up-to-date training in single agencies, including all key partners and many care providers through disseminating learning from reviews and updates to procedure and legislation through its Trainers' Network and Safeguarding Matters newsletter. The SAB has established a joint Training Subgroup with the Leicester SAB, based upon their existing approach that will oversee assessing training needs and developing and commissioning training as required.

Engagement

The SAB has worked to ensure good engagement with individuals, families and practitioners in its Safeguarding Adults Reviews during the year in difficult circumstances. The SAB has disseminated messages to practitioners through the Safeguarding Matters newsletter.

The SAB carried out a campaign encouraging people to continue to look out for and report concerns regarding abuse or neglect of adults with care and support needs through the #ourdoorisopen campaign. This campaign ran during both lockdowns in 2020 and was seen to contribute to reports of safeguarding concerns increasing following an initial dip at the start of the pandemic.

This is an essential area for the SAB to develop further, working closely with partners existing engagement approaches.

The SAB has identified engagement as a priority in its Strategic Plan for 2020 onwards and further work is planned in 2021/22 to develop a sustainable and effective set of arrangements for engaging with users and carers.

Finance

The work of the SAB is supported by the Leicestershire & Rutland Safeguarding Partnership Business office that also supports the Safeguarding Children Partnership and carries out Domestic Homicide Reviews. The SAB is funded by contributions from its partners.

A single funding arrangement for the Safeguarding Adults Boards and Safeguarding Children Partnerships for 2020 onwards has been agreed between the statutory partners for the Safeguarding Adults Boards and the children's Safeguarding Partners for Leicester, Leicestershire & Rutland.

The contributions from partners for the Leicestershire & Rutland SAB and SCP as a whole for 2020/21 were as follows:

	£
Leicestershire County Council	112,633
Rutland County Council	50,367
Leicestershire Police	89,000
West Leicestershire CCG and East Leicestershire & Rutland CCG	106,500
National Probation Services	1,348
Total income for SAB and SCP	359,848

Overall expenditure across the SAB and SCP was £334,104. The balance will go into reserves. From 2021 onwards the reserves of the SCP and SAB will be used to reduce partner contributions to the partnership whilst leaving a contingency to cover the cost of Safeguarding Adults Reviews going forwards.

Expenditure for the SAB is apportioned as follows:

	£
Staffing	110,676
Independent Chairing	9,319
Support Services	3,250
Operating Costs	4,768

Safeguarding Adults Reviews (SARs)	23,964
Total SAB Expenditure	151,977

With the joint funding arrangement across the SCP and SAB and more work on SARs, 50% of the overall business office staffing cost and support services costs have been allocated to the SAB rather than 37% in previous years in line with the more even balance of work. Planned changes to ways of working, as well as changes enforced by the pandemic have reduced support services and operating costs compared to previous years. Expenditure on SARs has increased with the increase in the number of SARs commencing in the last two years.

Forward priorities 2021 onwards

The SAB has developed a joint Strategic Plan for 2020-2025 with the Leicester SAB. This provides the framework for forward priorities of the two SABs.

The LRSAB has developed a business plan jointly with the LSAB for 2021/22 in line with the two SABs' shared Strategic Plan.

The three priorities in the Business plan are:

- Covid-19 – Understanding and responding to the ongoing impact of Covid-19 on Safeguarding Adults and Children
- Hidden Harm – Reviewing how we work together across society to prevent the needs of, and harm to, adults with care and support needs being missed or hidden and ensuring we respond effectively.
- Care homes – Work together to support and sustain effective safeguarding in Care homes.

In addition the SAB will work to continue to meet its statutory responsibilities and continue to develop its approach to learning and improving safeguarding of adults.

The Covid-19 priority is shared with the Leicestershire & Rutland Safeguarding Children Partnership and Leicester Safeguarding Children Partnership Board to provide a broader lens on the cross-generational impact of Covid-19.