

# **Leicestershire & Rutland Safeguarding**

## **Adults Board Annual Report 2021-22**

### **Foreword from the Independent Chair**

I am writing this foreword as my third and final year in the role of Independent Chair of the Leicester City and Leicestershire & Rutland SABs draws to a close.

I recently reflected on our journey over the last three years with the ‘Statutory Partners’ to the boards – the Police, NHS Integrated Care Board, and the Directors of the three local Adult Social Care services. We agreed that

- The two SABs work much more effectively together, whereas three years ago, their meetings and a number of their functions were separate
- The Statutory Partners, who the Care Act says are equally responsible for the SAB, work more closely together and have scheduled conversations about risks in the system, which in turn I have valued as chair because it helps set the context in which we work
- Links between the various strategic partnership boards that are required by law, are much stronger and the SAB members are clearer about what we contribute to issues that affect families and communities. The places where this linkage is strongest are in working between the adults’ and children’s safeguarding partnerships for LLR; and at a Police and Crime Commissioner committee called the Vulnerability Executive
- The two Safeguarding Adults Boards’ approach to setting priorities based on data, is welcome. We are currently working on Hidden Harms and on Safeguarding in Care Homes.
- Shorter and more focused board meetings are allowing us to be more agile as a partnership. For example, we were the first partnership that I know of who tabled an urgent item on safeguarding risks associated with people arriving from Ukraine.
- There is an expectation that board members are open to scrutiny and are accountable. Alongside this, an inclusive culture has been developed thanks to everyone, and this culture means we shape the agenda so that all members are able to contribute
- Colleagues have worked together to create a comprehensive set of reports to the SABs on issues affecting the group of people with Learning Disabilities and Autism who have the most complex needs and are one of the groups of people we are most concerned about from a safeguarding perspective.
- One of the statutory functions of a SAB is to carry out Safeguarding Adults Reviews of people with care and support needs, when harm or neglect is suspected, and certain other criteria are met. Over the last three years we have become more effective at completing these reviews faster and writing for publication, using innovative approaches in some cases.

The report sets out the achievements of the board and of its partners. The Care Act guidance says that a Safeguarding Adults Board should be more than the sum of its parts and I think that the depth of items we have covered at the board and the actions carried out, show this in action.

I would like to thank everyone for your partnership, hard work and openness. The teams that support the board keep things working behind the scenes. Over the last year they have done a wide range of very different tasks to promote learning, awareness and share their analysis of adult safeguarding data. This includes creating some really powerful adult safeguarding resources as well as overseeing review processes, including doing skilful and empathic liaison with families involved in reviews. Everyone on the board and in the various subgroups has been engaged with the board’s work and I thank you all for your support and wish the very best to the next chair.

**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 was led by Independent Chair, Fran Pearson during the period covered by the Annual Report until the end of July 2022. This is the statutory annual report of the SAB outlining the work it has carried out during 2021/22.

For more information on how the Board works please visit [www.lrsb.org.uk/lrsab](http://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 strategic priorities are:

1. Ensuring Statutory Compliance – Carrying out the required functions of the SAB
2. Enhancing Everyday Business of our partners
3. Strengthening User and Carer Engagement
4. Raising awareness within our diverse communities
5. Understanding how well we work together
6. Prevention – helping people to stay safe, connected and resilient to reduce the likelihood of harm, abuse or neglect

The SAB sets annual business plans to progress work as part of the Strategic plan. The business plan for the LRSAB for 2021-2022 continued to be strongly influenced by the ongoing Covid-19 pandemic and its impact on individuals and organisations. The three priorities in the Business plan for 2021-22 were:

- 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.

All three priorities were shared with the Leicester SAB and the Covid-19 priority was also shared across the Safeguarding Children Partnerships for Leicester, Leicestershire & Rutland.

## **Covid-19**

The SAB continued increase closer working with the Leicester SAB with 6-weekly joint SAB meetings including a focus on emerging concerns and impact of the pandemic and response to it. Partners continued to work together to respond to the changing situation and consider safeguarding risks and changing need of adults with care and support needs.

The SABs held reflection sessions jointly with the Safeguarding Children Partnerships to allow partners to reflect together on what we have learned from working through the pandemic and identify the ongoing and forward concerns. In addition the SAB explored the following areas of emerging concern in Board meetings:

- Safeguarding in prisons and criminal justice system in the pandemic.
- System pressures – the ongoing impact of the pandemic as well as changing regulations on the workforce and the safeguarding system.
- Serious Incident reviews regarding in-patients in a local health trust.

Key points:

- Prisons in the area have assessed impacts on prisoners and listened to prisoners as they adapted to the impact and response to Covid-19 and considered safeguarding within this.
- Concern regarding remaining hidden harm in care homes when they are under pressure. The SAB needs to have a collective view of concerns across care homes to ensure safeguarding concerns do not go unreported.
- Pressure on capacity is not just in care homes, but also the domiciliary care sector, which could impact on the ability in the system to identify and respond to safeguarding matters
- There are large backlogs in various parts of the system including for routine treatment and discharge from hospital which will increase pressures even once Covid appears to have passed.
- There are additional pressures from impacts of the pandemic, for example social issues impacting on mental and physical health - more complex cases, more rapidly deteriorating,
- An increase in the number of safeguarding enquiries in Leicestershire & Rutland, including those relating to people with Learning Disabilities.
- Workers at all levels need to continue to hear and be advocates for those we work with.
- Partners need to continue work together, to identify and respond to strategic safeguarding concerns and to support a resilient workforce going forwards.

The majority of these were identified towards the end of the year and influenced the forward business plan priorities for 2022/23.

The response to other areas were incorporated in work as part of the SABs priorities as outlined below.

## **Hidden Harm**

To support workers to identify and respond to hidden harm the SAB developed a range of training and resource packs. Two training resource packs were produced in conjunction with the Safeguarding Children Partnerships (SCPs) focussed on 'working with resistance' and 'professional curiosity' in response to learning from reviews and audits. The packs are designed to be used by individuals or teams to reflect practice, learn and develop their practice.

The SAB also worked with the SCPs to develop a Safeguarding Adults and Children Basic Awareness training pack. This is particularly for voluntary and community sector groups, providing a resource incorporating key principles and basics of safeguarding adults in a way that can be used in a variety of settings to increase understanding of safeguarding adults by workers and volunteers.

To support the community to play a part in identifying and responding to Hidden harm the SAB worked with the Leicester SAB to produce a short animated video 'Safeguarding Stories' promoted to community groups and the public alongside the SABs' basic safeguarding awareness training.

The SAB followed up its concerns regarding the risk of harm to those in the Transforming Care programme: people with learning disabilities and behaviour that challenges. The SAB partners engaged with providers, commissioners and practitioners to develop Transforming Care and Safeguarding Guidance. This guidance highlights the additional risks to those with learning disabilities and behaviours that challenge and provides a set of reflective questions to support practitioners to effectively safeguard them and has been promoted across the partnership. Further work to support practice development in this area will take place in the coming year.

The SAB was not able to carry out planned analysis regarding Hidden Harm as performance resource was focused on developing a dataset for the partnership. This analysis is now planned to take place in 2022.

### **Care Homes**

Partners continued to work together with care homes, to identify and provide appropriate support for good safeguarding and prevent issues escalating to the point of closure.

Following consideration of the NICE guidance on safeguarding in care homes commissioners provided assurance that local practices were generally in line with the guidance, though there were some areas of development in checking safeguarding training.

The Training group has started to pull together resources to support care homes further with regard to safeguarding to be provided later in 2022.

An audit of safeguarding in care homes took place at the end of the year. The findings were considered later in 2022 and will be reported in the next annual report.

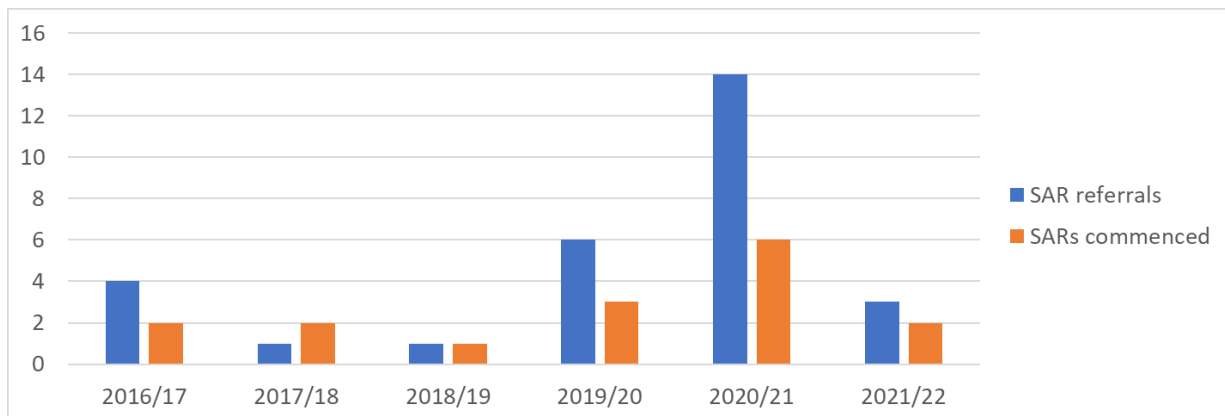
The remainder of this report considers the SABs work on Safeguarding Adults Reviews, audits, procedures and training work in line with the SABs statutory responsibilities.

### **Safeguarding Adults Reviews**

The Safeguarding Adults Board carries out Safeguarding Adult Reviews (SARs) into cases where individuals with care and support needs have been seriously harmed or died, abuse or neglect is suspected. The reviews are focussed on identifying how multi-agency safeguarding systems and practice can be improved in future.

During 2021/22 the SAB had three referrals for SARs, eleven fewer than in 2020/21, but in line with previous years. The SAB identified two of these met the criteria for a review, in the other the SAB determined there was no evidence of abuse or neglect. The SAB continued work on ten other SARs, five of which were completed during the year.

The chart below identifies shows the number of referrals for SARs and SARs commenced each year for the past six years. In some cases a SAR may have been referred in one year and commenced in the next year.



Of the seven reviews open at the end of March 2022, one had been in progress for more than 18 months, three further had been in progress for more than 12 months, one had been in progress for 6 months and two had been in progress for less than one month.

Of the twelve people considered as subjects of SARs agreed or under way during 2021/22:

- Eight (67%) were female and four (33%) male.
- All were of White British ethnicity.
- One (8%) was aged over 65 and two (17%) were aged under 25
- Seven (58%) had mental ill-health
- Three (25%) had a learning disability

The SAB has identified the over-representation of females and under-representation of people from non-white backgrounds as subjects of SARs needs to be further understood. In order to do this the SAB will carry out more in-depth analysis of the data on SARs from the past few years during 2022/23 to identify further learning.

The SAB utilised a variety of methodologies to carry SARs in a proportionate way to make the best use of resources to identify learning. This included:

- Tabletop Chronology review
- Health Serious Incident process
- Safeguarding Adults Review in Rapid Time

Key areas of learning from the SARs worked on during 2021-22 were:

- Existing services and pathways do not work well for people with multiple complex needs, particularly relating to mental health and substance misuse
- A need to strengthen whole family approach to safeguarding
- Continued inconsistent understanding and application of the Mental Capacity Act
- Inconsistencies in essential primary care support to people with learning disabilities.
- A need to understand and respond to barriers to safeguarding and challenging discrimination with regard to people with learning disabilities.
- People with Learning Disabilities and Autism are at risk if professionals are not confident in identifying and responding to unexplained weight loss.
- A need to prioritise end of life care
- Improved safety planning required where an adult's carers themselves are frail.
- Ensure staff are equipped to identify signs and indicators of domestic abuse, particularly in carer/cared for relationships.

- Family members as carers are not always receiving an assessment for their support needs.
- Vulnerable Adult Risk Management (VARM) processes are not always well understood or used.

Action plans are in place to address the findings from reviews.

The SAB shared key messages from SARs through its Safeguarding Matters newsletter. To support workers to put learning from SARs 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 to develop practice in response to the learning.

Recent 7-minute briefings can be found here <https://lrsb.org.uk/7-minute-briefings>.

As a result of learning from SARs we have:

Published a suite of 'How to' guides to support workers when making Mental Capacity assessments and considering safeguarding.

Published multi-agency meeting guidance to support workers to engage the right organisations in responding to concerns relating to individuals with care and support needs.

Produced a Professional Curiosity resource pack with the Safeguarding Children Partnerships to support workers to explore and fully understand the breadth of circumstances of individuals and how these affect their lived experience.

The SAB will continue to seek assurance and raise awareness regarding the care and safeguarding of individuals with learning disabilities through work as part of the SABs 2022/23 business plan.

### **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 carried out two multi-agency audit processes during 2021/22. The process brings together workers from different organisations to give a multi-agency view on practice in safeguarding cases in order 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 first audit focussed on safeguarding of young adults including transition from children's services. The second audit focussed on how well multi-agency strategy meetings were working to support good safeguarding.

The transitions audit found:

- Safeguarding thresholds were applied appropriately, and the principles of Making Safeguarding Personal were applied well in almost all cases.
- Where cases had not met the criteria for safeguarding there was evidence of other actions taken to address risk.
- Many of the cases related to people who were placed from other areas and in most cases information had not been shared with Leicester, Leicestershire & Rutland agencies.
- Transitions of individuals from children to adult services was not always robust.
- Safeguarding enquiries were not always closed at an appropriate point, particularly when police processes were underway.

- The Police were not always involved when a potential crime had been carried out.

The strategy meetings audit found:

- In almost all cases the right organisations were being involved in strategy meetings and the principles of Making Safeguarding personal were evidenced.
- Meetings were not taking place in the timescales set out in local procedures and separate conversations were taking place between smaller groups of partners.
- The differences and processes around strategy meetings and strategy discussions caused confusion for practitioners, which led to processes not being followed.

The findings from these audits been disseminated to practitioners and are being taken forward as follows:

- Information sharing across areas has been raised with regional and national networks to improve this.
- Learning regarding transitions was fed into the scoping of the SABs work on transitional safeguarding planned for 2022/23.
- Local Authorities have reviewed how outcomes of safeguarding enquiries are recorded to support clarity of understanding and appropriate closure of these enquiries.
- Local guidance regarding strategy meetings and discussions is being reviewed to make terminology and processes clearer and will be communicated to practitioners across organisations later in 2022.

The strategy meetings audit included interviews with practitioners to understand approaches. This provided valuable insight to clarify the learning and we will use this approach in future audits.

The SAB reviewed its approach to the Safeguarding Adults Audit Framework (SAAF) assessment of individual agencies' safeguarding approaches and sent this out to be completed at the start of 2022/23 to focus on specific priorities and concerns of the SAB.

### **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) <https://www.lradultsafeguarding.co.uk/>. Throughout 2021/22 these policies and procedures continued to be reviewed and updated in line with learning from reviews, audits, and best practice.

In 2021/22 we updated our safeguarding partnerships Information Sharing Agreement and reviewed and updated procedures in relation to sexual exploitation and organised sexual abuse. We also produced a guide to multi-agency meetings to help practitioners identify the appropriate route to explore and address concerns about the welfare of adults.

Following learning from Safeguarding Adults Reviews the SAB completed a set of How to guides to support workers to assess the mental capacity of people they work with. These short guides provide specific guidance and examples about assessing mental capacity in relation to different types of decisions including in relation to financial matters, refusal of services and engaging in sexual relations.

### **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 providing a competency framework for adult safeguarding and disseminating learning from reviews and updates to procedure and legislation through its Trainers' Network and Safeguarding Matters newsletter.

As previously outlined the SAB developed training resource packs on 'working with resistance' and 'professional curiosity' linked to the Hidden Harm priority and learning from reviews.

To support effective SARs the SAB ran a multi-agency analysis training course for those who will be involved in reviewing cases within their organisation.

### **Engagement**

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

The SAB developed a short animated video to distribute to community groups and promote to the public alongside the SABs' basic safeguarding awareness training.

To progress this essential part of the Strategic plan the SAB commenced scoping of the partnership's forward approach to engagement. It considered existing engagement approaches of its partners, and learning from engagement work carried out during the pandemic.

An approach to engagement for the SAB going forward has been drafted, particularly building on the experience of Healthwatch and District Councils and this will be finalised and commence in 2022/23.

### **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 2021/22 were as follows:

	£
Leicestershire County Council	102,496
Rutland County Council	45,833
Leicestershire Police	88,725



West Leicestershire CCG and East Leicestershire & Rutland CCG	88,724
National Probation Services	1,348
<b>Total income for SCP and SAB</b>	<b>327,126</b>

Contributions were reduced from statutory partners for one year with the difference to be funded from the SCP and SAB reserves. Overall expenditure across the SCP and SAB was £327,594.

Expenditure for the SAB is apportioned as follows:

	£
Staffing	105,579
Independent Chairing	4,448
Support Services	3,250
Operating Costs	4,556
Engagement	4,453
Case Reviews	19,391
<b>Total SAB Expenditure</b>	<b>141,677</b>

Expenditure is broadly in line with the previous year. There was additional expenditure in 2021/22 on engagement for the safeguarding adults awareness animation. Expenditure on Safeguarding Adults Reviews reduced slightly as fewer SARs commenced in the year.

### **Forward priorities 2022 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 2022/23 in line with the two SABs' shared Strategic Plan.

The two priorities in the Business plan are:

- 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.

The SAB will also work to continue to meet its statutory responsibilities and continue to develop its approach to learning and improving safeguarding of adults. A key piece of work during the year will be to put in place a framework to allow the SAB to better understand the impact of the specific work it carries out arising from reviews and audits.

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