

Leicestershire & Rutland Safeguarding Adults

Board Annual Report 2019-20

Introduction from the Independent Chair

This report covers a year that ended in an unprecedented way. The Covid 19 Pandemic put adult safeguarding into a position of more central importance than ever before. Although the outbreak began in earnest at the very end of the year this report covers, that relatively short period will have the greatest implications for the work of the Safeguarding Board in 2020 to 2021, and beyond. I would like to send condolences on behalf of the Board to those who have lost loved ones or been affected by the pandemic. I would also like to thank all those professionals who have worked tirelessly to keep adults at risk safe in very uncertain times.

Looking back to the earlier part of the year that is under review in this report, there were important cultural developments in the way that professionals work in adult safeguarding, for example the Signs of Safety and Transitions developments that are rightly highlighted below. The board members try to stay curious about what our data is telling us and the first part of the report sets out the context of referrals and volumes that sits behind cultural change in the way that safeguarding is done.

Learning underpins the work of the board and I would like to thank those who organise the three principle strands of this – multi agency training; audit; and reviews. I was privileged to attend two well attended conferences organised under the auspices of this Board and the equivalent partnership for Leicester City. The range of speakers, and the thought given to content, was inspiring. As was the contribution by professionals which was a powerful reminder of the always-complex task of adult safeguarding.

Partnership around the board remains strong. It has been helpful for me as a new chair of the Board to spend time in organisations, being shown around by our Board members. As important is partnership between different important strategic groups in Leicestershire and Rutland, where coordination and leadership on community safety, child safeguarding, vulnerability more generally, and population health and wellbeing are dealt with. I have invited some new members to our Board to try and strengthen links and accountability and been made welcome at these other partnerships to discuss how we can coordinate our efforts across families and for adults with care and support needs who live with multiple risks. I hope that more than ever, because we are moving into a new and challenging context, this coordination can proceed at pace in the coming year.

Thank you for your interest in reading this report and thank you to Board colleagues and the Business Unit that supports the work of the Board.

Fran Pearson

The Safeguarding Adults Board

The Leicestershire & Rutland Safeguarding Adults Board 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 2019-20.

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

Priorities and what we achieved

The SAB identified the following priorities for 2019/20.

- **Multi-agency meetings:** Ensure multi-agency meetings regarding vulnerable adults are effective in supporting safeguarding adults and prevention of safeguarding need. This will consider the adaptation of the 'Signs of Safety' methodology for safeguarding adults.
- **Mental Capacity:** Be assured that people without capacity to consent are being safeguarded in current practice and with the introduction of Liberty Protection Safeguards.
- **Adult Criminal Exploitation:** Improve the recognition and co-ordinated partnership response to criminal exploitation of adults.
- **Transitions:** Be assured that work with young people who have been assessed as requiring additional support to reduce risk and vulnerability assists prevention of adult safeguarding need.

The Transitions priority was shared with Leicester Safeguarding Adults Board, and work on the other priorities took place across the two SABs.

Effective Multi-Agency meetings

Leicestershire have developed the implementation of their strengths-based systems approach in safeguarding meetings based upon 'Signs of Safety' used in Safeguarding Children. Practitioners involved in using the approach report it provides a more inclusive approach and clearer understanding of risks and concerns. The approach has supported identification of informal support networks to support safety plans in more cases.

Partnership training to support increased confidence and further use of the approach was planned, but put on hold at the end of the year as partners workstreams were prioritised in response to the Covid-19 pandemic.

Guidance to support practitioners to take forward the most appropriate multi-agency routes to work with vulnerable adults has been drafted and is being finalised.

Mental Capacity

The SAB has monitored the progress of national work on Liberty Protection Safeguards. In the meantime local work on guidance for practitioners in applying the Mental Capacity Act in safeguarding has been delayed, but will be finalised and launched later in 2020.

Safeguarding and the Mental Capacity was one of the main topics of the SABs joint safeguarding conference run with the Leicester SAB and local Safeguarding Children Partnerships in November 2019. This received excellent feedback from attendees.

Adult Criminal Exploitation

The SAB linked with Leicester City SAB for a workshop of strategic and safeguarding leads from across its partners to consider the local response to Cuckooing and Adult Safeguarding. This supported work to develop the partnership response to Adult Criminal Exploitation. This approach will be finalised in 2020.

Safeguarding in Transitions

The LRSAB and LSAB reviewed transitions work between children and adult services for children with a range of different needs. The review identified that clear processes were in place for young people with Special Educational Needs and Disabilities, those Leaving Care and those in the justice system. The review work however did identify a potential gap in information sharing, provision and services for young people adults who do not have needs for care and support, particularly for young adults with continuing risks and needs regarding child criminal or sexual exploitation.

Some further work is being taken forward by the Child Exploitation Operations Group, which is part of the Leicester, Leicestershire & Rutland Vulnerability Executive. The SAB will continue to follow up progress on this.

Safeguarding data

Leicestershire

Safeguarding enquiries and alerts

In Leicestershire there were 4,167 safeguarding alerts to adult social care, the equivalent of one for every 135 adults, 756 of these were from the public. One in five (21%) of all alerts were followed up as statutory enquires. This is an overall reduction in safeguarding adults alerts (600 fewer than last year) and enquiries (400 fewer). Neglect or abuse was found to have happened in over half (54%) the cases where enquiries took place (compared to 49%).

The most common types of abuse found continued to be Neglect and Omission, physical abuse and financial abuse as per the previous year. However sexual abuse has seen a steady rise during the year.

The SAB followed up the reduction in enquiries and found this was due to the continued impact of the new operating process in Leicestershire: The safeguarding team in adult social care carry out initial contact to support consistent application of the thresholds and identify the most appropriate course of action. The increase in enquiries where neglect or abuse was found to have taken place supports this analysis.

The SAB will continue to monitor this, including the reduction in alerts and increase in sexual abuse and will also explore further how individuals from different backgrounds are represented in the safeguarding system.

Making Safeguarding Personal

Just below three quarters (73%) of people were asked about what they wanted to happen from their safeguarding enquiry (down from 78%) in Leicestershire, and in 92% of cases their desired outcomes were met (down from 94%). One in every fourteen enquires (7%) were ended at the request of the individual (up from 5%).

The reductions are not significant, but the SAB will continue to monitor this to be assured that people's views are being heard and responded to in safeguarding enquiries.

Deprivation of Liberty Safeguards (DoLS)

There were 4,803 referrals for DoLS (500 more) in Leicestershire and the waiting list increased to 986 (up by 135). Paid Persons representatives were allocated to 46% of cases (down from 49%). This follows improvements in the previous year on these, so the SAB will continue to monitor these.

Rutland

Safeguarding enquiries and alerts

In Rutland there were 298 safeguarding alerts to adult social care, the equivalent of one for every 107 adults, the number from the public more than doubled to 44. One in eight (13%) of all alerts were followed up as statutory enquires. This is an overall reduction in safeguarding adults alerts (120 fewer than last year) and enquiries (14% of alerts). Neglect or abuse was found to have happened in almost half (45%) the cases where enquiries took place (compared to 35%).

The most common types of abuse found continued to be Neglect and Omission, in over half of cases (58%).

The SAB followed up the reduction in alerts and enquiries and noted there is continued oversight on all concerns that are processed through Adult Social Care duty desk so that assurance is sought that LLR thresholds are applied. The significant increase in enquiries where neglect or abuse was found to have taken place suggests that thresholds are being applied appropriately.

The SAB will continue to monitor this and will also explore further how individuals from different backgrounds are represented in the safeguarding system.

Making Safeguarding Personal

The majority (95%) of people were asked about what they wanted to happen from their safeguarding enquiry in Rutland (same as previous year), and in 92% of cases their desired outcomes were met (down from 94%). One in every nine enquires (11%) were ended at the request of the individual (down from 14%).

These figures remain high and demonstrate a good commitment to Making Safeguarding Personal in Rutland.

Deprivation of Liberty Safeguards (DoLS)

There were 299 referrals for DoLS (61 more) in Rutland in 2019-20 and the waiting list doubled to 29 (up by 14). Paid Persons representatives were allocated to 47% of cases (down from 49%). This follows improvements in the previous year on these, so the SAB will continue to monitor these.

Safeguarding Adults Reviews

During 2019/20 the SAB commenced one Safeguarding Adults Review, and continued work on three others. Two reviews were completed during the year and learning disseminated to practitioners.

Key areas of learning from the SARs worked on during 2019-20 were:

- The need to improve understanding across the workforce of multi-agency approaches to support or safeguard vulnerable adults.
- The need to look beyond presenting issues to focus on the individual and gain a holistic view of their needs.
- A broader understanding of additional needs and risks relating to Autistic Spectrum Disorder is required across the workforce to effectively support and safeguard individuals.

The multi-agency meetings priority work was based upon the first piece of learning from earlier in the review process.

The SAB plans to follow up agencies strategic approach to a holistic person-centred approach to safeguarding and related services during 2020/21.

Approaches and needs in the workforce with regards to Autistic Spectrum Disorder were assessed further through the Safeguarding Adults Audit Framework (SAAF) assessment outlined later in this report and the SAB will follow up work on this area based upon the findings in the SAAF.

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 2019/20. 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 first audit focussed on Mental Capacity Act and Safeguarding. The audit found:

- Some good multi-agency working in completing Mental Capacity Act assessments, but Mental Capacity Act principles are not consistently applied.
- Making Safeguarding Personal principles not always fully considered when a person lacks capacity.
- Need to ensure more robust practice with regard to advocacy – recording of consideration, assessing conflict of interest and need for independence in advocacy.

The findings from this have been incorporated in the SABs work to develop MCA practice guidance for practitioners.

The second audit focussed on the partnership response to Financial Abuse. The analysis of this has been delayed by Covid-19 and will be completed later in 2020.

The SAB carried out its Safeguarding Adults Audit Framework (SAAF) assessment at the end of the year. The following agencies completed a self-assessment: Leicestershire Police, Leicestershire Fire & Rescue Service (LFRS), East Leicestershire & Rutland & West Leicestershire Clinical Commissioning Groups (CCGs), Leicestershire County Council, Rutland County Council, District & Borough Councils (combined), Leicestershire & Rutland Public Health. In addition Leicestershire Partnerships Trust and University Hospitals of Leicester the Safeguarding Assurance Tool (SAT) returns to the CCG were considered as part of the analysis.

The assessment considers agencies compliance with standards in governance, systems and significant local areas of development with regard to Safeguarding Adults. The assessment found

that the majority of agencies are demonstrating compliance with standards. Where there are areas in which agencies are still working towards effectiveness, agencies have a clear plan identified to improve effectiveness.

The Police and Public Health have developed commissioning and contracting processes to better incorporate consideration of and response to adult safeguarding compared to previous years, However the Police and CCG have identified further work required in commissioning regarding embedding the six principles of safeguarding and how the Mental Capacity Act is considered in safeguarding by providers respectively.

In addition further development is required by some agencies regarding:

- Planning for implementation regarding the Liberty Protection Safeguards
- Training and staff knowledge in Health providers.

A table summarising the areas agencies assessed as excelling in or requiring further work to improve effectiveness is appended.

The SAB will follow up agencies progress in these areas in 2020/21.

The SAB also reviewed the link between the Board and Prisons and reviewed the approaches in place to safeguard people with multiple complex needs supported through the Transforming Care Programme. The Board will further follow up assurance that those with complex needs are being safeguarded effectively in 2020-21.

Training

The SAB ran two safeguarding conferences with Leicester Safeguarding Adults Board in 2019/20.

The first was also run with the Safeguarding Children Partnerships for Leicester, Leicestershire and Rutland in November 2019. This considered safeguarding issues that affect children and adults and considered the Mental Capacity Act, Slavery, County Lines, Cuckooing and Prevent.

The second conference in February 2020 covered emerging areas of focus and training need from the two SAB areas including Domestic Abuse and older people, Financial Abuse, Inherent Jurisdiction and a presentation from the Office of the Public Guardian, which received very good feedback and enabled practical steps to be taken forward.

Both conferences were attended by around 100 people.

In addition SAB members took part in some learning session exploring cuckooing and safeguarding adults to support development of the approach to criminal exploitation.

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.

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

Engagement

The SAB has worked to ensure good engagement in its Safeguarding Adults Reviews during the year, and has disseminated messages to practitioners through the Safeguarding Matters newsletter, but has not carried out any specific engagement work due to other areas of focus.

The SAB has identified engagement as a priority in its Strategic Plan for 2020 onwards and further development is required to develop a sustainable and effective set of arrangements for engaging with users and carers. Linked to this the SAB will look to carry out further work to understand safeguarding need and access to services for people from diverse backgrounds.

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. The contributions to and overview of expenditure of the SAB are set out below:

Income

	£
Leicestershire County Council	53,590
Rutland County Council	8,364
Leicestershire Police	8,090
West Leicestershire CCG	8,712
East Leicestershire & Rutland CCG	7,457
University Hospitals of Leicestershire NHS Trust	7,970
Leicestershire Partnership NHS Trust	7,970
Transfer from reserves	8,528
Total SAB Income	110,681

Expenditure

	£
Staffing	80,386
Independent Chairing	7,478
Support Services	10,500
Operating Costs	6,580
Case Reviews	5,737
Total SAB Expenditure	110,681

Forward priorities 2020 onwards

The SAB has developed a joint Strategic plan for 2020-2025 with the Leicester SAB. This will be published in 2020 and will provide the framework for forward priorities of the two SABs.

The business plan for the L&RSAB for 2020-2021 will be heavily influenced by the Covid-19 pandemic. Many areas of the SABs work will need to change to adapt to working in the context of ongoing impact of and response to Covid-19. There will also be some areas of business that need a specific focus related to Covid-19 and agencies response to it.

The priorities in this plan will be reviewed regularly to ensure the SAB is learning from and responding to the changing circumstances.

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Appendix A

Areas where agencies identified themselves as excelling or requiring further work to improve effectiveness:

Agency	Areas where work is required to improve effectiveness	Excelling
Leicestershire Police	<ul style="list-style-type: none"> Internal Safeguarding Adults procedures that are consistent with the local multi agency Safeguarding Adults procedures Robust plan for the implementation of the Liberty Protection Safeguards The six principles of Adult Safeguarding are embedded in all contracting and procurement processes 	No areas
Leicestershire Fire & Rescue Service (LFRS)	No areas	<ul style="list-style-type: none"> Works in partnership to Safeguard Adults.
East Leicestershire & Rutland & West Leicestershire Clinical Commissioning Groups (CCGs)	<ul style="list-style-type: none"> Processes are in place to ensure that when a safeguarding alert is raised, immediate action is taken to implement protective measures. Processes are in place, in your agency/organisation to allow for the involvement of persons at risk or their advocates in strategy discussions or meetings. The 'Trilogy of Risk' materials, developed by the L&LR SABs & SCPs, have been disseminated to staff As a commissioner of services can you evidence that service providers ensure that the Mental Capacity Act 2005 is integral to care and the management of safeguarding concerns All relevant staff are trained in Autism Awareness either in the community or in care/hospital settings (Not effective) Effective policies and procedures in place to enable staff to develop the necessary working relationships to support those who self-neglect 	<ul style="list-style-type: none"> Link to the PREVENT strategy in your safeguarding adults policy, and is the relationship between PREVENT and safeguarding clearly outlined?
Leicestershire County Council	No areas	No areas
Rutland County Council	No areas	No areas
District & Borough Councils (combined response)	<ul style="list-style-type: none"> All relevant staff are trained in Autism Awareness either in the community or in care/hospital settings (Not effective) 	<ul style="list-style-type: none"> Works in partnership to Safeguard Adults.
Leicestershire & Rutland Public Health	<ul style="list-style-type: none"> A link to the PREVENT strategy in your safeguarding adults policy, and the relationship between PREVENT and safeguarding is clearly outlined? Guidance and processes to enable staff to understand their responsibilities in terms of the Mental Capacity Act 2015 and its application in practice Robust plan for the implementation of the Liberty Protection Safeguards (Not effective) 	No areas
Leicestershire Partnerships Trust (SAT response)	<ul style="list-style-type: none"> Inspections: Safeguarding Recommendations The organisation can demonstrate they have safeguarding leadership, expertise, commitment and clear lines of accountability at all levels. All staff receive training commensurate with their role in relation to safeguarding adults & children, DoLS and MCA The Trust has policies and procedures for Safeguarding Adults and Children, DoLS and MCA which are up to date and can be easily accessed by staff The agency has effective safeguarding supervision /consultation arrangements for staff working with adults who are at risk of abuse or neglect Evidence that staff are following the principles of the Mental Capacity Act and Deprivation of Liberty Safeguards All agencies required to complete an audit of frontline staff safeguarding knowledge 	No areas
University Hospitals of Leicester (SAT response)	<ul style="list-style-type: none"> All staff receive training commensurate with their role in relation to safeguarding adults & children, DoLS and MCA 	No areas

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