



**Safeguarding  
Adults Board**  
LEICESTERSHIRE & RUTLAND

**Leicestershire & Rutland  
Safeguarding Adults Board  
Annual Report - 2022-23**



## A Message from the Independent Chair

I was delighted in December 2022 to be offered the role of chairing the Leicester and Leicestershire & Rutland Safeguarding Adults Boards. Partners have already impressed me with their commitment to people who use our services, and working together to make sure that we understand the profile of those adults at risk, and ensuring they receive the care, support and services they require when necessary.

Since taking up the role, I have started to make sure that I get out and about in the area to gain an understanding of the local issues. I am passionate about supporting the Boards to constantly ensure that residents are at the centre of all that we do, and that our processes and procedures support this focus.

The subgroups that support the work of the Safeguarding Adults Boards have delivered a great amount this year which is all detailed in the Report; however, partners are aware we still have a lot of work to do. Currently we are looking at the information and data collected by partners across the Boards to see what this is telling us about the nature of safeguarding activity, so that we can consider how we prevent adults being in vulnerable situations which lead to them being at risk of abuse. It is also important where there are risks that we all work together to swiftly address any concerns highlighted. All partners want to ensure that we work, and make decisions that are evidence based, and take account of the people who use our services views and aspirations.

It is hard for people at the current time, with emergence from COVID 19, and isolation and loneliness still significant issues for many. The pressures on households may continue in the foreseeable future with the fluctuations of economic pressures, which partners are all aware can add to stress within families. This at times can be very challenging.

I would like to thank all partners for their hard work and dedication and professionalism in working to support adults at risk and being open to continually looking to improve the services/support provided, and I look forward to continuing the work with them in the future.

I hope you will find that this Annual Report reflects well on the work of the Leicestershire & Rutland Safeguarding Adults Board for 2022/23 as already highlighted and the challenges some of which remain for our communities.

The Safeguarding Adults Boards are currently reviewing their Strategy and refreshing some elements of this, so that we focus on the issues that really matter in Leicester, Leicestershire, and Rutland, and we work to increase our ability to gain feedback from as many people as possible to inform future objectives.

We are also working with other partnership Boards, and the Health and Wellbeing Board, to continue to coordinate across the area with regard to protecting and supporting any adult at risk.

There is a lot that we need to do and want to do to reduce the risks of abuse and neglect in our communities and support people who are most vulnerable to these risks. This is a journey that we are all making together, and I look forward to chairing the Safeguarding Adults Boards in the next year to continue this journey.

**Seona Douglas, Independent Chair**

# The Safeguarding Adults Board

The Care Act 2014 stipulates that each local authority must set up a Safeguarding Adults Board (SAB). The main objective of a SAB is to assure itself that local safeguarding arrangements and partners act to help and protect adults in its area. A SAB must publish an annual report detailing what the SAB has done during the year to achieve its main objective and implement its strategic plan, and what each member has done to implement the strategy as well as detailing the findings of any safeguarding adults reviews and subsequent action.

The Leicestershire & Rutland Safeguarding Adults Board brings together organisations across the counties of Leicestershire and Rutland to oversee the multi-agency approach to safeguarding adults with care and support needs.

The work of the SAB is informed by the six key principles which underpin all adult safeguarding work, as set out in the [Care and Support Statutory Guidance](#):

- Empowerment
- Prevention
- Proportionality
- Protection
- Partnership
- Accountability.

The SAB:

- Sets how organisations should work together to safeguard adults with care and support needs
- Provides multi-agency training and development resources to support good safeguarding
- Tests how well organisations are working together and the difference this is making
- Reviews serious safeguarding incidents to identify improvements needed
- Uses learning and feedback to improve and develop how agencies work together to safeguard adults.



Safeguarding adults means helping adults at risk who need support from community care services to keep their independence, remain safe and exercise choice in their life. The Board partner agencies from the statutory, voluntary and independent sector come together to seek assurance that the persons thought to be at risk stay safe, are effectively safeguarded against abuse, neglect, discrimination, are treated with dignity and respect and enjoy a high quality of life.

**The SAB members are made up of the following agencies:**

LEICESTERSHIRE & RUTLAND SAB MEMBERSHIP	
Criminal Justice	Leicestershire Police
	HMP Prisons
	National Probation Service (NPS)
Emergency Services	East Midlands Ambulance Service (EMAS)
	Leicestershire Fire and Rescue Service (LFRS)
Health	Leicester, Leicestershire and Rutland Integrated Care Board (ICB)
	Leicestershire Partnership NHS Trust (LPT)
	University Hospitals Leicester NHS Trust (UHL)
Local Authorities (Leicestershire and Rutland)	Adult Social Care
	Public Health
	Lead Member
District and Borough Councils	Joint representative for all areas
Government Department	Department of Work and Pensions
Consumer Champions	Healthwatch

For the beginning of the period this report covers, the Clinical Commissioning Groups (CCGs) for the area were partners, but these were replaced by an Integrated Care Board (ICB) from July 2022.

A new Independent Chair, Seona Douglas, was appointed in December 2022. The Independent Chair for Leicestershire and Rutland is jointly appointed with the Leicester Safeguarding Adults Board.

The full membership of the partnership can be found on the SAB website <https://lrsb.org.uk/sab-membership-list>

This is the statutory annual report of the SAB outlining the work it has carried out during 2022/23.

For more information on how the Board works please visit [www.lrsb.org.uk/adults](http://www.lrsb.org.uk/adults)

# Safeguarding Data

## Leicestershire

### Safeguarding Enquiries and Alerts

	2021/22	2022/23
Individuals Involved In Safeguarding Concerns	4423	4035
Individuals Involved In Section 42 Safeguarding Enquiries	621	457
Conversion rate of concerns to enquiries	14%	11%
Number of Concluded Section 42	694	494

### Concluded Enquiries by Types of Abuse

(more than one type of abuse can be recorded against enquiries so percentages will not add up to 100%)

	2021/22	2022/23
% of completed enquiries which record – Physical Abuse	31%	28%
% of completed enquiries which record – Sexual Abuse	9%	10%
% of completed enquiries which record – Psychological Abuse	21%	23%
% of completed enquiries which record – Financial or Material Abuse	24%	23%
% of completed enquiries which record – Discriminatory Abuse	1%	<1%
% of completed enquiries which record – Organisational Abuse	19%	22%
% of completed enquiries which record – Neglect or Acts of Omission	28%	32%
% of completed enquiries which record – Domestic Abuse	7%	10%
% of completed enquiries which record – Sexual Exploitation	3%	2%
% of completed enquiries which record – Modern Slavery	2%	2%
% of completed enquiries which record – Self-Neglect	4%	5%

## Making Safeguarding Personal

Concluded Enquiries – outcomes asked / expressed

	2021/22	2022/23
Yes they were asked and outcomes were expressed	54%	56%
Yes they were asked but no outcomes were expressed	14%	14%
No	17%	15%
Don't know	5%	5%
Not recorded	10%	10%

Concluded Enquiries where outcomes expressed – outcomes achieved

	2021/22	2022/23
Fully Achieved	60%	58%
Partially Achieved	33%	35%
Not Achieved	7%	7%



### INDIVIDUALS INVOLVED IN SAFEGUARDING CONCERNS

2021/2022 **4423** - 2022/2023 **4035**

Individuals Involved In Section 42 Safeguarding Enquiries  
2021/2022 - **621** - 2022/2023 - **457**

### CONVERSION RATE of concerns to enquiries

2021/2022 **14%** 2022/2023 **11%**

Number of **Concluded** Section 42 **694** - **494**



Leicestershire has seen a drop in concerns and enquiries. There has been a drop in the category of physical abuse and an increase in neglect. Consequently, the highest category of abuse in 2022-23 is neglect and acts of omission. “Fully achieved” desired outcomes is still primarily the recorded outcome at the end of the enquiry.

*“My relative is being looked after in the care home very well. I am more than satisfied. I go into see her every day and I see for myself the excellent care she receives.”*

*“Excellent carers – kind and caring. They keep in touch with my daughter-in-law and let her know if the nurse or GP needs to be contacted.”*

**Feedback from people who use Leicestershire services**

## Rutland

### Safeguarding Enquiries and Alerts

	2021/22	2022/23
Individuals Involved In Safeguarding Concerns	277	261
Individuals Involved In Section 42 Safeguarding Enquiries	33	44
Conversion rate of concerns to enquiries	12%	17%
Number of Concluded Section 42	36	24

#### Concluded Enquiries by Types of Abuse

(more than one type of abuse can be recorded against enquiries so percentages will not add up to 100%)

	2021/22	2022/23
% of completed enquiries which record – Physical Abuse	19%	4%
% of completed enquiries which record – Sexual Abuse	8%	4%
% of completed enquiries which record – Psychological Abuse	6%	0%
% of completed enquiries which record – Financial or Material Abuse	0%	13%
% of completed enquiries which record – Discriminatory Abuse	0%	0%
% of completed enquiries which record – Organisational Abuse	0%	0%
% of completed enquiries which record – Neglect or Acts of Omission	64%	75%
% of completed enquiries which record – Domestic Abuse	3%	4%
% of completed enquiries which record – Sexual Exploitation	0%	0%
% of completed enquiries which record – Modern Slavery	0%	0%
% of completed enquiries which record – Self-Neglect	0%	0%

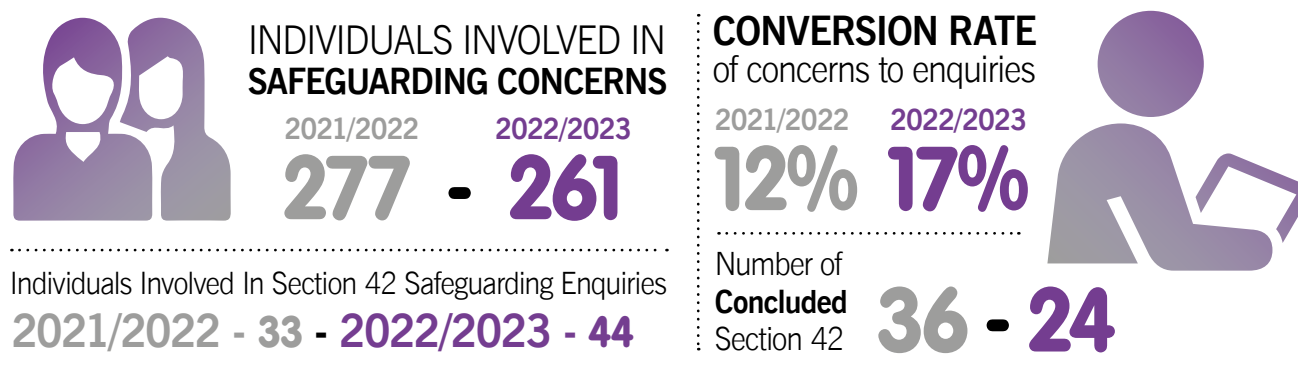
## Making Safeguarding Personal

Concluded Enquiries – outcomes asked / expressed

	2021/22	2022/23
Yes they were asked and outcomes were expressed	86%	79%
Yes they were asked but no outcomes were expressed	11%	0%
No	0%	0%
Don't know	0%	4%
Not recorded	3%	17%

Concluded Enquiries where outcomes expressed – outcomes achieved

	2021/22	2022/23
Fully Achieved	55%	58%
Partially Achieved	39%	26%
Not Achieved	6%	16%



Rutland has seen a small drop in concerns; however, an increase in enquiries. There has been a drop in the category of physical abuse and an increase in financial abuse compared to 2021-22. Rutland believe that there may be some interaction between neglect and physical abuse – i.e. they may be cross-recorded as multiple categories of abuse. Rutland are starting to see multiple recording of categories of abuse as it is a true reflection of the abuse that occurred. This has only happened in a couple of enquiries in 2022/23 but will be more present in 2023/24 reporting. The highest category of abuse remains neglect and acts of omission. “Fully achieved” desired outcomes is still primarily the recorded outcome at the end of the enquiry.

*“They were helpful and they did their best for me.”*

*“I could say what I wanted to say and they listened to me.”*

**Feedback from people who use Rutland services**



# Meeting our Strategic Priorities

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:

## Core Priorities

1. Ensuring Statutory Compliance – carrying out the required functions of the SAB
2. Enhancing Everyday Business of our partners

## Developmental Priorities

1. Strengthening User and Carer Engagement
2. Raising awareness within our diverse communities
3. Understanding how well we work together
4. Prevention – helping people to stay safe, connected and resilient to reduce the likelihood of harm, abuse or neglect

The SAB also sets annual Business Plans to progress work as part of the Strategic Plan. The work on these priorities is embedded within the assurance, training, procedure and review work of the SAB outlined further in the following sections of this report.

The annual business plan priorities for 2022/23 were Hidden Harm and Care Homes. Further detail on these is provided later in the report.



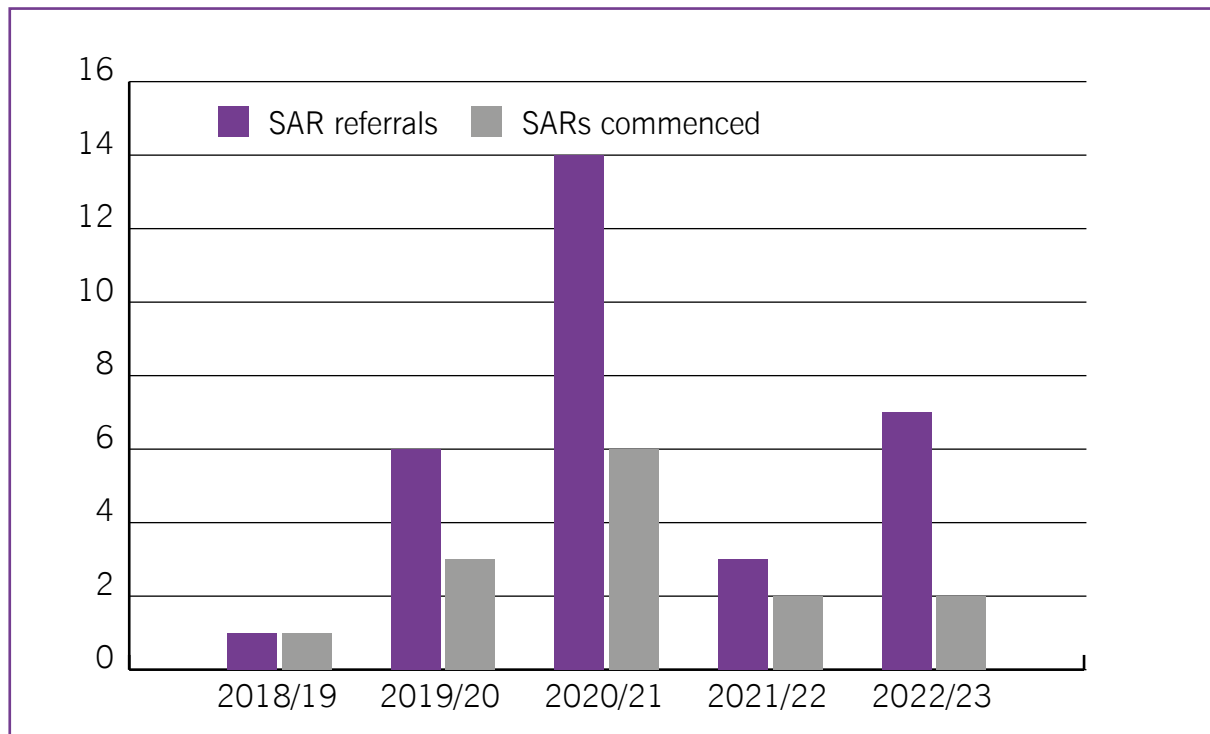
# Core Priority 1: Ensuring statutory compliance

## Safeguarding Adults Reviews

Safeguarding Adults Boards have a statutory duty under Section 44 of the Care Act 2014 to undertake Safeguarding Adults Reviews (SARs) into cases where individuals with care and support needs have been seriously harmed or died and abuse or neglect is suspected. The reviews are focused on identifying how multi-agency safeguarding systems and practice can be improved in future.

During 2022-23 the SAB had seven referrals for SARs. This is an increase of three referrals from 2021-22 but a reduction from 14 in 2020-21. The SAB identified two of these met the criteria for a review. One of these SARs resulted from a re-referral. Another SAR from a referral made in 2022-23 will be commenced within 2023-24. With the other referrals, the SAB determined the cases did not meet the criteria for a SAR. The SAB continued work on seven other SARs, with four of these being completed and two being published during the year.

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



Of the nine people considered as subjects of SARs agreed or under way during 2022/23:

- Five (55%) were female and four (45%) male
- Seven (78%) were of White British ethnicity, one (11%) of Asian ethnicity and one (11%) of White and Black mixed heritage
- Two (22%) were aged over 65 and one (11%) was aged under 25
- Three (33%) had mental ill-health
- Three (33%) had a learning disability

We have reviewed how we record protected characteristics of adults in our Safeguarding Adults Reviews to ensure that each individual's diverse needs and experiences are identified and analysed appropriately. We recognise the importance of continuing to develop our understanding of under-representation of people from the Black, Asian and Multi-Ethnic/Global Majority communities.

Of the five reviews open at the end of March 2023, one had been in progress for more than 18 months, two further had been in progress for around 12 months and two had been in progress for 6 months.

Key areas of learning from the SARs worked on during 2022-23 were:

- When working with adults with a learning disability, agencies need to be assured that they place their voice at the centre of care plans
- Practitioners need to feel confident to address and challenge the use of inappropriate language, including if used by carers and family members of adults with a learning disability
- Adults with a learning disability are at risk of diagnostic overshadowing
- Opportunity to apply the Mental Capacity Act is sometimes missed resulting in decisions being made that are not necessarily always in the best interest of the person at risk
- Practitioners need to understand how and when to escalate concerns
- Agencies need to promote advocacy services and empower their practitioners to know when and how to seek advocacy services
- Work needs to continue around the identification of carers, carer's assessments and to recognise carer strain
- Practitioners need to be cognisant to the signs and indicators of Domestic Abuse in older people and not assume behaviour is due to carer's stress or symptomatic of physical/mental ill health e.g., Dementia.

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](#). These concise documents are focused on encouraging reflection and development within teams and by individuals to develop practice in response to the learning.

A Leicestershire Adults & Communities' Staff Survey showed that 87% of respondents agreed that 'The Council has a Safeguarding Adults Board which has a clear understanding of safeguarding risks and a clear, resourced plan to address them'. Some comments indicated that improvements had been made within safeguarding and having a Lead Practitioner for Safeguarding within Leicestershire Adult Social Care was beneficial. Learning from SARs was also identified as a strength during the staff workshops. Suggestions to improve partnership working in relation to safeguarding included, building on the work of the SAB, open and honest communications, greater awareness of roles and responsibilities amongst all partners, joint training and events.

As a result of learning from SARs we have:

- Produced a special issue of Safeguarding Matters on working with adults with learning disabilities, including case studies based on SARs and articles on topics such as being a good communicator, addressing and challenging inappropriate language, Annual Health Checks, Diagnostic Overshadowing and Mental Capacity
- Formed better and closer links between the SAB and the Transforming Care Team and LeDeR
- Carried out awareness raising regarding the LLR Escalation procedure via Safeguarding Matters Live
- Sought assurance from key agencies regarding their approach to informing staff about escalation routes and how to address professional differences
- Added Mental Capacity Act (MCA) Training as a development objective to the workplan of the LLR SAB Training Subgroup. Also, the SAB Audit Subgroup has decided to carry out an MCA audit in 2023-24
- Commissioned a training session from POhWER, a UK Advocacy Charity, on Independent Mental Capacity Advocates (IMCAs), focusing on safeguarding, and published an article on “Understanding Mental Health Terminology”, including IMCA and Advocate, in Safeguarding Matters
- Formed stronger links between the SAB and the LLR Carers Delivery Group, with a representative now sitting on the SAB. This will help track progress against the priorities identified in the “Joint Carers Strategy Refresh 2022-2025 – Recognising, Valuing and Supporting Carers in Leicester, Leicestershire and Rutland”
- The multi-agency Domestic Abuse procedure was updated throughout to reflect changes as a result of the introduction of the Domestic Abuse Act 2021.

This business year, Leicestershire & Rutland SAB also added its published reviews to the [National Safeguarding Adults Review \(SAR\) Library](#) developed by the National Network for Chairs of Adult Safeguarding Boards.

### **Regional work**

Leicestershire & Rutland SAB were involved in an East Midlands regional review of SARs. In preparation for the Care Quality Commission (CQC) inspection framework, the SAB took advantage of some work commissioned by Partners in Care and Health to provide evaluation and advice on safeguarding adults work.



## Core Priority 2: Enhancing Everyday Business

### Multi-Agency Safeguarding Procedures

Leicestershire and Rutland Safeguarding Adults Board works with Leicester Safeguarding Adults Board to maintain up-to-date multi-agency adult safeguarding policies and procedures across Leicester, Leicestershire and Rutland. These policies and procedures are hosted on our dedicated website called the MAPP (Multi-Agency Policies and Procedures) [www.lradultsafeguarding.co.uk/](http://www.lradultsafeguarding.co.uk/).

Throughout 2022/23 these policies and procedures continued to be reviewed and updated in line with learning from reviews, audits, and best practice.

Updates include:

- A new chapter on No Recourse to Public Funds
- Resolving Professional Disagreements procedure updated (to include a specific reference to Escalation)
- Modern Slavery chapter updated
- Whistleblowing chapter updated
- Mental Capacity chapter updated
- Making Safeguarding Personal chapter updated
- Domestic Abuse chapter updated
- Disclosure and Barring chapter updated
- The Care Act 2014 chapter updated
- A new chapter on Whole Family Approach
- Safeguarding Adults Data Returns chapter updated
- Best Interests chapter updated
- Criminal Offences and Adult Safeguarding chapter updated.

A full list of new chapters and amendments made can be found on the [‘Amendments’](#) page of the Leicester, Leicestershire and Rutland MAPP.

If you want to sign up for alerts regarding SAB procedure updates, please [click here](#).

If you have any comments or feedback on the procedures, you can use the [contact form](#).

## 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.

The SAB's training co-ordination and delivery function is shared with the Leicester Safeguarding Adults Board to support consistent and effective partnership working.

We provided training resources and events in support of our priorities and learning from reviews. We continued to use a more blended approach to learning, incorporating video resources and resource packs alongside online training sessions.

## Resources

The [LLR SABs' YouTube channel](#) continues to develop a bank of safeguarding videos and other resources that can be utilised by partners for learning and development – for example, in single agency training and supervision.

A regular Trainers' Network is facilitated, monthly email briefings are disseminated and regular [Safeguarding Matters newsletters](#) are published. As of this year, we have also introduced Safeguarding Matters Live (see below). During 2022-23, 167 additional people signed up to the Safeguarding Matters distribution list.

## Training Delivery

This year [Safeguarding Matters Live](#) was launched. These are live online briefings for all staff across the children and adults multi-agency partnerships. They share learning from reviews and audits, procedure and guidance updates, and resources to support practice. The June 2022 briefing was attended by 289 delegates with the December 2022 briefing attendance increasing to over 500 delegates. The slides from the events are made available via our website and sessions are available to watch on the Safeguarding Children Partnerships' [YouTube Channel](#).

In November 2022, a training session from POhWER, a UK Advocacy Charity, was delivered on Independent Mental Capacity Advocates (IMCAs), focusing on safeguarding.



## Training Impact

We want to improve our understanding of access to and impact of SAB training resources to enable us to focus on providing effective training and learning resources that support changes in practice. To do this, we are going to join up with the Safeguarding Children Partnership who are commissioning a learning management system that will work with our continued blended approach.

### Free online information session on what adult safeguarding is



The session covers:

- What is adult safeguarding?
- What is abuse and neglect?
- Signs of abuse and neglect in adults
- What to do if you're worried about an adult



**Safeguarding  
Adults Board**  
LEICESTERSHIRE & RUTLAND

Leicester  
**Safeguarding**  
Adults Board

WORKING IN PARTNERSHIP  
TO KEEP ADULTS SAFE



# Developmental Priorities 1 & 2: Strengthening User and Carer Engagement & Raising awareness within our diverse communities

## Engagement

During this business year, the Leicester Engagement Subgroup became the Leicester, Leicestershire and Rutland Engagement and Communication Subgroup, allowing for a sub-regional response to this important area of safeguarding.

'What is Adult Safeguarding?' online information sessions have been regularly delivered to support those who work in Leicester, Leicestershire & Rutland, including to community members and groups.

*"I have a clearer idea about the actions I could take if I suspected someone was in trouble."*

*"[Following the session] I will be more attentive to the possibility of adults being in need of care and support on a daily basis."*

*"[The information provided] will help me, as I work with vulnerable families, to speak up when I see something."*

**Feedback from delegates on "What is Adult Safeguarding" training**

Our "See Something Say Something" awareness campaign and [video](#) continued to be promoted with the video having reached 1,041 views by quarter one and over 1,500 views by the end of the business year. In November 2022, the Engagement and Communication Subgroup split this longer video into three shorter videos to make them more accessible on social media:

- See Something, Say Something: [Exploitation – Frank's Story](#)
- See Something, Say Something: [Domestic Abuse – Joe's Story](#)
- See Something, Say Something: [Neglect – Jenny's Story](#)

The Engagement & Communication Subgroup oversaw the SAB's promotion of adult safeguarding during National Safeguarding Adults Week 2022 (15th-21st November). This included an awareness campaign and promotion of the above safeguarding animations. A Leicestershire County Council Facebook post relating to this had over 10,000 hits by people who read, shared or commented on it, which was the highest received for a Facebook post on the County Council channel that month.

In response to the potential for exploitation, the [local 'Tricky Friends' animation](#) (adapted from Norfolk SAB's animation) was translated into [Ukrainian](#) and promoted across the partnership.



# Developmental Priority 3: Understanding how well we work together

## Quality assurance and service improvement

### Performance data

The Performance Subgroup set up a new dataset for the Safeguarding Adults Boards (SABs). Returns are now being considered on a quarterly basis and exceptions reported into the SABs.

### Self-Assessment

The LLR SAB Performance Subgroup refreshed the Quality Assurance Framework (QAF) during 2022-23.

Also, during 2022-23, the safeguarding partners and specific relevant agencies carried out a self-assessment of their safeguarding effectiveness. The Safeguarding Adults Assurance Framework (SAAF) is designed for agencies to provide assessment of their current performance in several key areas in relation to safeguarding adults and to provide a reasonable comparison with results from the previous year.

Following improvement work in the year the majority of partner agencies provided evidence that they were effective across all areas in the assessment:

- Strategic and Governance Arrangements
- Impact on Safeguarding Considered in Service Change
- Workforce Capacity and Resilience
- Use of Making Safeguarding Personal (MSP) principles and response to safeguarding needs and welfare
- Effective response to adults at risk affected by 'hidden harm'.

Where agencies judged themselves as not meeting the standard for being 'fully effective' against an area of assessment, additional information was required to indicate how they plan to achieve full effectiveness and by when. All agencies were asked for their plans for how they would improve effectiveness. Returns will be fully analysed and presented to the SABs at the start of the 2023/24 business year.

### Audits

The SAB carried out two multi-agency audit processes during 2022/23. 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. Practitioners are invited to give a frontline perspective on cases.

The first audit focused on repeat referrals from care homes. It looked at situations where there were three repeat safeguarding referrals/alerts for adults living in a care home within a 6-month period (from 1st June 2021 to 1st December 2021).

The repeat referrals from care homes audit found:

- There was evidence that the principles of Making Safeguarding Personal are being applied. There were some good examples of practice where safeguarding was explained well, the views, wishes and desired outcomes of the adult at risk were recorded and mental capacity was considered, and assessed if appropriate to do so.
- Multi-agency involvement within cases, for the most part, was strong, involving a variety of relevant professionals.
- Many of the cases discussed involved people with trauma in their history.
- There were some delays in providers giving access to records/care plans.
- The three Local Authorities have different expectations and processes in place for incident reporting and providers might find it difficult if Local Authorities are asking for different things.

The findings from this audit are being taken forward as follows:

- The SAB Training Subgroup is taking forward Trauma-Informed Practice as a training need relating to Safeguarding Adults.
- The SAB Procedures Subgroup is going to update and re-launch the 'Causing Enquiries to be Made' guidance, with additional information regarding the importance of timely information sharing.
- The SAB Procedures Subgroup is to consider guidance regarding information sharing with GPs.

The second audit focused on cuckooing. This is a practice where people take over a person's home and use the property to facilitate exploitation. It takes the name from cuckoos who take over the nests of other birds. Locally, in 2020, "Guidance for Working with Adults at Risk of Exploitation: Cuckooing" was produced and launched during Safeguarding Adults Week.

The cuckooing audit found:

- Whilst cuckooing guidance has been produced and promoted locally, and there was good awareness locally of what cuckooing is, there was not much awareness of the existence of the local guidance.
- Despite the cuckooing guidance not being used, there was good evidence of multi-agency working.
- With cuckooing, an adult at risk can also sometimes be a person accused of causing harm and this can be interchangeable.
- Where there is a case with suspected cuckooing, but it does not meet the safeguarding threshold, it might be closed by Adult Social Care. Agencies might think it is being dealt with when it is not.
- Building a therapeutic relationship is important, as it enables an individual to seek and receive help. Practitioners need to consider communication methods.

The findings from this audit are being taken forward as follows:

- The SAB Procedures Subgroup will review the Cuckooing Guidance / Templates in light of learning from this audit.
- The SAB Training Subgroup will consider how the Cuckooing Guidance can be re-promoted.

## Other assurance work

### Partners Inspection Reports

The SABs received information on inspections of:

- Leicestershire Partnership NHS Trust (LPT) Acute Wards for Adults of Working Age and Psychiatric Intensive Care Units by the Care Quality Commission (CQC)
- Police Efficiency, Effectiveness and Legitimacy (PEEL) Assessment of Leicestershire Police by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).

The Health and Care Act 2022 introduced a new independent assessment process for Local Authority Adult Social Care Services and Integrated Care Systems. The Care Quality Commission (CQC) will assess services using their Assessment framework for local authority assurance.

### Homes for Ukraine and safeguarding duties

There are specific safeguarding duties related to the Homes for Ukraine scheme. Therefore, in September 2022, the SABs received assurance from each of the Local Authorities about how the scheme is working in their area, support processes in place, such as checks and visits, and the process in place to deal with any safeguarding risks. 999 Ukrainian guests arrived in Leicestershire in 2022/23. The approximate number of active sponsors at the end of the year was 300. In Rutland, the number of active sponsors fluctuated during the 2022/23 period, but by March 2023 it was 32 sponsors. 131 people were housed in Rutland in 2022/23.

### Information Sharing Agreement

The local Information Sharing Agreement of the Leicester, Leicestershire and Rutland Safeguarding Children Partnerships and Safeguarding Adults Boards was updated throughout 2022/23 and re-published in April 2023.

# Developmental Priority 4: Prevention – helping people to stay safe, connected and resilient to reduce the likelihood of harm, abuse or neglect

## Annual Business Plan Priorities

The two priorities in the Business Plan for 2022-23 were continued from 2021-22. This was due to the continued national and local prevalence of these themes, particularly due to the exacerbation of issues during the Covid-19 pandemic, and the breadth of the work requiring completion to achieve an appropriate level of assurance.

### 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.

### Rationale (established 2021-22):

- Local and national SARs identify people “hidden in plain sight” as a recurring theme for improvement.
- We are concerned that, during Covid-19, services had less physical contact with and ‘eyes on’ people to fully understand their needs and circumstances. In addition, some informal care arrangements that support safeguarding of individuals may not have functioned in the same way when restrictions were in place.
- Specific areas of concern include self-neglect and individuals with mental ill-health and/or learning disabilities, and individuals from black and other diverse backgrounds.

### What we did

As part of the Safeguarding Adults Assurance Framework (SAAF), agencies were asked “What does your agency/organisation have in place to effectively hear and respond to adults at risk affected by ‘hidden harm’?” and to rate their effectiveness. Early analysis shows that all Leicestershire & Rutland agencies that responded to the question reported full effectiveness in 2022/23.

The LLR SAB Performance Subgroup produced a Hidden Harm Assurance Report for 2022/2023. It collated information from across subgroups and partnerships on hidden harm, including analysis of insights project, alerts and community concerns (see below for more detail). It was presented to the SABs early in the new business year.

Different areas where adults could be considered “hidden in plain sight” were considered across 2022-23 and the following work was completed:

### **Self-Neglect**

- The LLR SAB Performance Subgroup’s deep dive assurance exercise analysed data around the specific areas of concern identified regarding individuals who self-neglect, who have mental ill-health and/or learning disabilities, and individuals from black and other diverse backgrounds. Local Authority demographic data indicated that:
  - The ethnicity of the majority of people across Leicestershire and Leicester, who were supported via safeguarding for either self-neglect or domestic violence categories of abuse, was White British. This may indicate under-reporting of abuse for BAME residents of our communities.
  - The percentage of people who experienced mental ill-health whilst being supported through safeguarding for either self-neglect or domestic violence categories of abuse was significantly higher in Leicestershire than Leicester.
- There was a comprehensive discussion about Self-Neglect at the SAB meeting in November 2022, considering and analysing the ongoing challenges.
- The LLR SAB Procedures Subgroup is in the process of reviewing self-neglect policy, including the use of the Vulnerable Adult Risk Management (VARM) process for individuals at high risk due to self-neglect.

### **Domestic Abuse**

- In June 2022, a presentation on the Domestic Abuse Act 2021 was delivered to the SABs, setting out the three stages of implementation and the potential local impact.
- A Domestic Abuse and Safeguarding Research Project, entitled “Perpetrators of Domestic Abuse Against Older Adults: Characteristics, Risk Factors and Professional Responses” and carried out by Durham University, was supported by the LLR SABs. Initial findings from the research project were received at the start of the year, with a fuller update provided during March 2023. The research focuses on (i) perpetrators of domestic abuse and (ii) safeguarding older adults from domestic abuse. Learning identified is likely to be important nationally. Full analysis and outcomes will be shared once the research has been published and, in the meantime, the 2023/24 Business Plan will focus on actioning areas of improvement and promoting best practice identified so far.

### **Cuckooing**

- A multi-agency audit focusing on “cuckooing” was facilitated by the LLR SAB Audit Subgroup. A local Safeguarding Adults Review (Leicestershire and Rutland SAB, Person D, published June 2022) identified that there was a gap in understanding the level of recording of cuckooing incidents locally. The results of the audit are discussed in more detail in the “Quality assurance and service improvement” section.

## Adults with learning disabilities

- In June 2022, a presentation was given to the LLR SABs on the Transforming Care Programme (TCP) and the outcome of the Safe and Wellbeing Reviews carried out for LLR inpatients between November 2021 and February 2022.
- The “LeDeR Annual Report 2021/22 and Annual Health Checks” was presented to the LLR SABs at their Board meeting in November 2022.

Impact:

*Whilst work has been undertaken locally, there is ongoing work to be done, particularly around the local self-neglect approach and responding to perceptions of domestic abuse, which still appear to focus on intimate partners rather than encouraging consideration of abuse by the wider family.*

*There needs to be a clearer understanding of the different groups and existing forums across the partnership that focus on adults with learning disabilities, which bring together providers and those in quality assurance and commissioning roles, and their safeguarding remit. The Board is linking with LeDeR to achieve an improved understanding of the volume and type of safeguarding issues for people with learning disabilities. It will continue to seek assurance that local safeguarding partners are working together to effectively safeguard adults with learning disabilities, challenging discrimination against people with learning disabilities and actively responding to the perspectives and experiences of people with learning disabilities.*

### Care Homes

Work together to support and sustain effective safeguarding in care homes.

### Rationale (established 2021-22):

- A number of issues in care homes regarding quality of care and safeguarding became apparent during Covid lockdowns with increase in safeguarding alerts relating to care homes and care homes closing.
- Closure of care homes and lack of capacity in the system increases risk around safeguarding.
- As care homes open up for visitors, more people are seeing those in care homes, and therefore potential for more concerns to be raised.

### What we did

A resource pack was developed by the LLR SAB Training Subgroup for care providers. It highlights procedures, guidance, information and resources available to care homes, including:

- A brief overview of the role of Safeguarding Adults Boards
- Local Multi-Agency Policies and Procedures
- Escalation guidance
- Thresholds guidance
- Causing enquiries to be made
- Information about Leicestershire Social Care Delivery Group (LSCDG)
- Safeguarding Adults Trainers' Network

- Safeguarding Matters newsletter
- Our YouTube channel and resources
- Social Care Institute for Excellence (SCIE)
- Research in Practice for Adults (RiPfa)
- Where to find our local, published Safeguarding Adults Reviews
- Free Mental Capacity Act Training
- Our local basic safeguarding awareness resource for safeguarding children and adults.

The resource was added to the safeguarding section of the provider.net website. Oversight of the document remains with the LLR SABs Training Subgroup where it will be reviewed on an annual basis.

In addition, Contracts and Commissioning Teams across Leicester, Leicestershire and Rutland Local Authorities and the Integrated Care Board (ICB) have reviewed the National Institute for Health and Care Excellence (NICE) “Safeguarding adults in care home guidance” published in 2021.

Local escalation procedures have also been reviewed in line with the NICE “Safeguarding adults in care home” guidance.

A multi-agency audit on care homes was completed by the SABs’ Audit Subgroup. The audit focused on situations where there were 3 repeat safeguarding referrals/alerts for adults living in a care home within a 6-month period (from 1st June 2021 to 1st December 2021). For more detailed information on learning from this audit, see the “Quality assurance and service improvement” section.

During 2022/23 the SABs received assurance on dementia care home oversight across Leicester, Leicestershire and Rutland with all three Local Authorities and the Integrated Care Board providing reports.

The LLR SAB Performance Subgroup collated data and assurance on safeguarding in care homes and produced a report for 2022/2023. It will be presented to the SABs early in the new business year.

#### **Impact:**

*Work undertaken has led to a better understanding of the local picture and how local policies are informed by statutory guidance. The SAB acknowledges the challenging national picture around workforce capacity within the care sector and will ensure that resources for care providers offer up to date information and support.*



## Finance

The work of the SAB is supported by the Leicestershire & Rutland Safeguarding Partnerships 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 SCP and SAB as a whole for 2022/23 can be seen below alongside contributions for the previous year:**

	2021/22	2022/23
Leicestershire County Council	£102,496	£119,266
Rutland County Council	£45,833	£50,367
Leicestershire Police	£88,725	£97,500
West Leicestershire CCG and East Leicestershire & Rutland CCG*	£88,724	£97,500
National Probation Services	£1,348	N/A
<b>Total income for SCP and SAB</b>	<b>£327,126</b>	<b>£364,633</b>

\*Note – the contribution was made before the two Clinical Commissioning Groups became the Leicester, Leicestershire & Rutland Integrated Care Board (ICB)

Statutory partners agreed to reduce contributions for one year in 2021/22 with the difference to be funded from the SCP and SAB reserves.

**Overall expenditure across the SCP and SAB for 2022/23 was £317,689. Expenditure for the SAB was apportioned as follows:**

	2021/22	2022/23
Staffing	£105,579	£115,342
Independent Chairing	£4,448	£5,418
Support Services	£3,250	£0
Operating Costs	£4,556	£4,540
Engagement	£4,453	£0
Case Reviews	£19,391	£6,975
<b>Total Expenditure</b>	<b>£141,677</b>	<b>£132,275</b>

Expenditure has significantly reduced in the last year. This is due to support services no longer being used, with the processes being brought in-house. Additionally, expenditure on Safeguarding Adult Reviews decreased due to the number of reviews already being in an advanced stage and alternative methodologies being used, as appropriate. There was no cost for engagement as a number of projects had been paid for in the previous year.



## Forward priorities 2023 onwards

The Leicestershire & Rutland SAB is developing a new joint Strategy for 2024-2027 with the Leicester SAB. The Strategy provides the framework for forward priorities of the two SABs.

**The three annual priorities in the Business Plan for 2023/25 are:**

**Self-Neglect**

**Mental Capacity Act /  
Assessments**

**Domestic Abuse**

For each of these areas, we have set out our rationale for prioritising the topic, and presented the key deliverables, leads, activities, impact measures and timescales. This will enable us to monitor progress and secure assurance that our actions are making a positive difference to the lived experience of adults with care and support needs. The [Joint Leicester, Leicestershire & Rutland Safeguarding Adults Board Business Plan for 2023-24](#) is published on our website.

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.

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