



HEALTH AND WELLBEING BOARD – 25 SEPTEMBER 2025
REPORT OF THE INDEPENDENT CHAIR OF THE LEICESTERSHIRE
AND RUTLAND SAFEGUARDING ADULTS BOARD
LEICESTERSHIRE AND RUTLAND SAFEGUARDING ADULTS
BOARD ANNUAL REPORT 2024-2025, STRATEGIC PLAN 2025-2031
AND BUSINESS PLAN 2025-2027

Purpose of report

1. The purpose of this report is to present to the Health and Wellbeing Board the Annual Report of the Leicestershire and Rutland Safeguarding Adults Board (LRSAB) for 2024-2025, and the Leicester, Leicestershire and Rutland Safeguarding Adults Boards' Strategic Plan 2025-2031, including the Business Plan for 2025-2027.
2. The LRSAB Annual Report is the report of the Safeguarding Adults Board (SAB) Independent Chair who must publish an annual report on the effectiveness of safeguarding adults in the local area. This is a statutory requirement under the Care Act 2014.
3. The Annual Report, Strategic Plan and Business Plan are shared with the Health and Wellbeing Board to highlight safeguarding matters relevant to the work of the Health and Wellbeing Board and support understanding across partnerships and effective partnership working across systems.

Recommendation

4. It is asked that the Health and Wellbeing Board notes the Leicestershire and Rutland Safeguarding Adults Board's Annual Report for 2024-2025, Leicester, Leicestershire and Rutland Safeguarding Adults Boards' Strategic Plan 2025-2031 and Business Plan for 2025-2027 and takes into account the key points of relevance relating to health and wellbeing.

Policy Framework and Previous Decision

5. The LRSAB is a statutory body established as a result of the Care Act 2014. The main purpose of the SAB is to ensure effective, co-ordinated multi-agency arrangements for the safeguarding of adults.
6. SABs have three core duties. They must:
 - Develop and publish a strategic plan setting out how they will meet their objectives and how their member and partner agencies will contribute;
 - Publish an annual report detailing how effective their work has been;

- Commission safeguarding adults reviews (SARs) for any cases which meet the criteria for these.
7. The LRSAB has a Strategic Plan for 2025-2031. This is a shared plan with the Leicester SAB. It fulfils the first of the three core duties. The previous Strategic Plan for 2020-2025 was presented to the Health and Wellbeing Board on 9 July 2020. The new Strategic Plan is presented today.
 8. The Business Plan supports the Strategic Plan. The 2023-2025 Business Plan was presented to the Health and Wellbeing Board on 31 October 2023. The new Business Plan is presented today.
 9. The LRSAB and the Leicestershire and Rutland Safeguarding Children Partnership share some operational arrangements. They also share some partnership structures with the Leicester Safeguarding Children Partnership and Leicester Safeguarding Adults Board.
 10. It is a statutory requirement for the Chair of the SAB to publish an Annual Report into the effectiveness of safeguarding adults' arrangements in the local area. This report must be reported to the Leader of the Council together with the Chief Executive of the Local Authority, the Chairman of the Health and Wellbeing Board, the Police and Crime Commissioner and local Healthwatch.
 11. In Leicestershire and Rutland there is, in addition, a protocol between both safeguarding boards and the Health and Wellbeing Board that requires the presentation of the Business Plans of the safeguarding boards with an expectation that the Health and Wellbeing Board will consider any implications of these plans for the health and well-being strategies of the county.

Background

LRSAB Annual Report 2024-2025

12. The key purpose of the Annual Report is to assess the impact of the work undertaken in 2024-2025 on service quality and on safeguarding outcomes for adults in Leicestershire and Rutland. Specifically, it evaluates performance against the priorities that were set out in the Business Plan 2023-25.
13. The full version of the Annual Report 2024-2025 is provided as Appendix A.
14. The key messages from the LRSAB to the Leicestershire Health and Wellbeing Board are:
 - The proportion of safeguarding alerts becoming safeguarding enquiries (also known as the conversion rate) in Leicestershire fell from 46% in 2023-2024 to 36% in 2024-2025, in part due to the greater increase in alerts (+68%) compared to enquiries (+32%). A "safeguarding concern" (known locally as an alert) is made to raise concerns that an adult is experiencing, or at risk of abuse or neglect. A concern may arise because of a disclosure, an incident, or other signs or indicators. A concern can be raised by anyone including the person at risk, family, friends, professionals, and other members of the public. Where concerns require further investigation under Section 42 of the Care Act 2014, a

“safeguarding adults enquiry” is initiated. This enables concerns to be addressed promptly, minimising risk. Leicestershire was in the top quartile in 2023-2024 national data. The national data for 2024-2025 has not yet been published; Leicestershire is expecting that the 36% for this year will bring it closer to the national average. Locally, it is comparable to Leicester City and Rutland.

- A new feature of the work undertaken by the SAB is to oversee and include rough sleeping within its assurance role.
- New Leicester, Leicestershire and Rutland safeguarding adults' resources for members of the public have been launched, which have been co-produced with the Leicester City Making It Real group. The Making it Real Group is made up of people who draw on social care or who care for someone who does, as well as people who work in social care. By working with people with lived experience, the SABs have produced user-friendly and accessible resources. They are available via the following link – <https://lrsb.org.uk/leaflets>
- It is evident that the Self-Neglect business priority, in place for 2023-2025, achieved a good level of assurance and so it has not been carried over to the 2025-2027 Business Plan. It is acknowledged, though, that self-neglect is a prevalent type of abuse recorded in SARs nationally. Additionally, the local work completed in 2024-2025, with the publication of the Responding to Self-Neglect (including Hoarding) Guidance, represents a significant procedural change. It will take some time for the new process and guidance to become embedded.
<https://www.lradultsafeguarding.co.uk/wp-content/uploads/2018/11/Self-Neglect-and-Hoarding-Guidance.pdf> In 2025-2026, an audit on the new Self-Neglect guidance will be completed once it has been in place for a year. The audit will test if the new guidance is embedded and what difference it is making.
- Mental Capacity has been an ongoing theme in multi-agency audits and SARs, both nationally and locally. A lot of work has been completed around this theme. While the business priority will not be carried forward to 2025-2027, the work on this theme will continue because it is acknowledged that Mental Capacity Act learning and development is a process and not about a one-off learning event. Additional bespoke training courses have been commissioned for 2025-2026 to address themes identified in local SARs. An audit on the Mental Capacity Act, following up from one completed in 2023-2024, will be completed in 2025-2026. The aim is to understand what change there has been since the last audit and subsequent work across the partnerships.
- Training on Domestic Abuse in older adults and safeguarding adults, the third business priority for 2023-2025, will continue across the partnership within individual agencies. Additionally, there was a presentation on the learning from the Research Project completed by Durham University, and supported by the SABs, and the local response and picture at Safeguarding Matters Live (online briefing for multi-agency practitioners)

in July 2025. The whole event was focused on Domestic Abuse and Safeguarding.

- One SAR was published in 2024-2025, SAR “Godavari”, which is referred to in the Annual Report. During 2024-2025, the LRSAB received four new referrals for consideration of a SAR. Three cases met the criteria for a SAR and reviews have been commenced. One case did not meet the criteria for a SAR.

Strategic Plan 2025-2031

15. The Strategic Plan was developed with input from the local Healthwatch and is underpinned by a robust evidence base, making use of available intelligence. It sets out how adults at risk of abuse or neglect across Leicester, Leicestershire and Rutland will be helped and protected. The strategy outlines the governance, and partnership working required to deliver the Leicester and Leicestershire and Rutland SABs’ objectives and sets out short and longer-term actions to achieve them.
16. The Strategic Plan 2025-2031 is provided as Appendix B to this report.

Business Plan 2025-2027

17. The Leicester and Leicestershire and Rutland SABs’ Business Plan sets out the key deliverables and activities required regarding the Boards’ priorities for 2025-2027. The priorities are:
 - Equality, diversity and inclusion;
 - Timeliness and proportionality;
 - Impact of learning.
18. The Business Plan is included within the Strategic Plan 2025-2031, which is provided as Appendix B to this report.

Consultation/Patient and Public Involvement

19. The Annual Report includes a summary of the consultation and engagement work the SAB have carried out with adults with care and support needs and practitioners.
20. All members of the SAB have had opportunities to contribute to and comment on drafts of the Annual Report.
21. Prior to publication, the LRSAB Annual Report was considered by the Adults and Communities Overview and Scrutiny Committee and Cabinet. Both welcomed the report.

Resource Implications

22. There are no resource implications arising from this report, as this is a retrospective report covering April 2024 to March 2025.
23. The LRSAB operates within a budget to which partner agencies contribute.

24. SAB partners have, along with Safeguarding Children Partnership statutory partners, set a single agreement of principles to share the operating costs of the Safeguarding Children Partnership and SAB for Leicestershire and Rutland.
25. As part of this agreement, the County Council contributed £46,375 to the SAB in 2024-2025. This is 30% of the total funding for the SAB (£154,808). This matches the contribution from 2023-2024.
26. Expenditure has increased this year by £16,711. Staffing costs increased because of the agreed Local Government pay award (as the staff are hosted by the Local Authority). Expenditure on SARs decreased due to the number of reviews already being in an advanced stage and alternative methodologies being used, as appropriate. Costs have risen and the SAB spent a little more than it received from partners' contributions. The shortfall was made up from reserves. Although costs have increased, despite budget constraints, the SAB has still achieved an increased training programme linked to the Mental Capacity Act Business Priority and launched new safeguarding adults' resources.
27. As of 1st April 2025, the SAB's reserve funds stand at £117,721. This amount has been held due to a foreseen increase in costs and has meant that partners have not been asked for an increase in contributions; however, this surplus will eventually be used and therefore all partners will be expected to ensure that the LRSAB is self-sufficient.
28. Leicestershire County Council hosts the Safeguarding Partnerships Business Office that supports the SAB and the Safeguarding Children Partnership.

Timetable for Decisions

29. The Annual Report was published on 23 September on the Safeguarding Board's website www.lrsb.org.uk. Comments from the Health and Wellbeing Board will feed into the planning and reporting process for the coming year.

Background papers

30. Report to the Health and Wellbeing Board on 26 September 2024:
https://democracy.leics.gov.uk/documents/s185513/LRSAB%20Annual%20Report%202023-24_HWB%201.pdf

Circulation under the Local Issues Alert Procedure

31. None.

Appendices

32. Appendix A: Annual Report of the Leicestershire and Rutland Safeguarding Adults Board 2024-2025

Appendix B: Leicester, Leicestershire and Rutland Safeguarding Adults Boards' Strategic Plan 2025-2031

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Relevant Impact Assessments

Equality Implications

33. The LRSAB seeks to ensure that a fair, effective and equitable service is discharged by the partnership to safeguard adults. At the heart of the work is a focus on any individual or group that may be at greater risk of safeguarding vulnerability. The Annual Report includes a summary analysis of the characteristics of the subjects of SARs.

Human Rights Implications

34. There are no Human Rights implications arising from this report.

Health Implications

35. Safeguarding is everyone's responsibility. Health and care needs can be linked to safeguarding risk for adults and children and the health and care system can support the prevention of, identification of and response to safeguarding risk.
36. The Care Act 2014 requires that a SAB develops and actively promotes a culture with its members, partners and the local community that recognises the values and principles contained in 'Making Safeguarding Personal'. It should also concern itself with a range of issues which can contribute to the wellbeing of its community and the prevention of abuse and neglect, such as:
- The safety of people who use services in local health settings, including mental health;
 - The safety of adults with care and support needs living in social housing;
 - Effective interventions with adults who self-neglect, for whatever reason;
 - The quality of local care and support services;
 - The effectiveness of prisons in safeguarding offenders;
 - Making connections between adult safeguarding and domestic abuse.

Crime and Disorder Implications

37. The LRSAB works closely with Community Safety Partnerships in Leicestershire to scrutinise and challenge performance in community safety issues that affect the safeguarding and well-being of individuals and groups, for example domestic abuse and Prevent. The LRSAB also supports Community Safety Partnerships in carrying out Domestic Abuse Related Death Reviews, previously called Domestic Homicide Reviews, and acting on their recommendations.