



Report to Leeds City Council: Scrutiny Board LSAB Progress Report

7th November 2023

1. Introduction

This Scrutiny Board Progress Report draws upon the [LSAB Annual Report 2022/23](#) and [LSAB Strategic Plans for 2023/24](#) to provide an open and transparent account of the progress being achieved to safeguard adults at risk of abuse and neglect.

This report focuses upon seven key areas of priority but the wider work of the Board can also be noted within the Annual Report 2022/23 and Strategic Plan 2023/24. These seven areas are as follows, each incorporates additional updates to that recorded in the Annual Report 2022/23.

1. Safeguarding and faith communities
2. Safeguarding within ethnically diverse communities
3. Multi-agency working in Leeds
4. Leeds Self-neglect Strategy
5. Developing approaches to Quality Assurance
6. Developing approaches to Safeguarding Adults Reviews
7. Working with wider safeguarding partnerships

2. Responsibilities of Safeguarding Adults Boards (SABs)

Safeguarding Adults Boards are independent statutory bodies established by the Care Act 2014. The objective of Safeguarding Adults Board is to help and protect adults in its area who:

- (a) have needs for care and support
- (b) is experiencing, or is at risk of, abuse or neglect, and
- (c) as a result of those needs is unable to protect himself or herself against the abuse or neglect or the risk of it.

The way in which an SAB must seek to achieve its objective is by co-ordinating and ensuring the effectiveness of what each of its members does¹.

It is important to note that Safeguarding Adults Boards do not in themselves provided safeguarding interventions or services and therefore it has a distinct role from that of the local authority. The role of the local authority is set out within the Care Act 2014 as follows:

¹ [Care Act 2014; Section 43](#)

The local authority must make (or cause to be made) whatever enquiries it thinks necessary to enable it to decide whether any action should be taken in the adult's case (whether under this Part or otherwise) and, if so, what and by whom².

3. Membership

Richard Jones CBE has been appointed as the Board's Independent Chair providing leadership, support and challenge to the partnership.

Board membership includes the local authority, the Integrated Care Board (previously the CCG) and West Yorkshire Police. These are referred to as the core statutory partners. Each of these partners voluntarily contribute to the costs of the Board.

Other members include each of the NHS Trusts, Probation Services, West Yorkshire Fire and Rescue Service, Leeds City Council Housing and Advonet.

The Board is a partnership arrangement and different workstreams are led by representatives of different member organisations, for example:

- Quality Assurance & Performance sub-group is chaired by a representative of Leeds Teaching Hospital NHS Trust
- The Learning & Development workstream is led by a representative of the Integrated Care Board
- The Exceptional Risk Forum (ERF) is chaired by a representative of Adults & Health
- The Leeds Self-neglect Strategy group is chaired by a representative of Leeds Teaching Hospital NHS Trust

The Board has a Citizen Reference Group adding a citizen perspective to its work as well as a Friends of the Board Network made up of wider organisations that act as a reference group and provide support to the Board.

4. Progress updates on 7 areas of priority

The work of the Leeds Safeguarding Adults Board is focused around its four key ambitions:

- Develop citizen-led approaches to safeguarding adults
- Promote awareness about safeguarding within communities and organisations
- Develop citywide approaches to safeguarding
- Learn from experience to improve how we work

a) Safeguarding within ethnically diverse communities

An example of the Board citizen-led ambitions is its work to promote awareness of safeguarding services and the confidence to reach out to statutory agencies amongst ethnically diverse communities.

² [Care Act 2014; Section 42](#)

Summary:

- Recognising that safeguarding referral rates differed across communities. The Board partnered with Voluntary Action Leeds who were well placed to work with community workers and community groups to understand any barriers experienced by ethnically diverse communities in accessing safeguarding services.
- Members of various community groups who took part attended the Board Listening Event to speak directly to the Board about their views and experiences. This approach has highlighted an opportunity to coproduce a new approach of supporting community organisations to support their communities.
- A key message from this engagement was that we ought to be focused on the needs of communities, rather than the diverse priorities of the many safeguarding services. As such the Safeguarding Adults Board is partnering with the Safeguarding Children Partnership, Safer Stronger Communities and Voluntary Action Leeds to develop a shared new neighbourhood support model. This would ultimately be developed with community groups too once a clearer proposal has been developed.
- This project is still at an exploratory stage and is likely to need 12–18 months to develop. It is however a new and exciting community-led approach that we hope can break down barriers to accessing support in Leeds.

b) Safeguarding within Faith Communities

A further example of this community-led approach and our ambition to promote safeguarding awareness is a project being undertaken to improve awareness of safeguarding within faith communities.

Summary:

Leeds Safeguarding Adults Board is working with Leeds Safeguarding Children Board and other such Board's across West Yorkshire and West Midlands to oversee development of bespoke, up to date, on-line adult and children safeguarding guidance for faith communities.

The plan is to produce guidance tailored towards six main religious faiths:

- a) Islam
- b) Christianity
- c) Judaism
- d) Buddhism
- e) Sikhism
- f) Hinduism

This guidance would be co-produced with faith communities which will be achieved with the support of 6 workshop events. The new guidance and toolkit will incorporate safeguarding Policy and Practices, Disclosure and Referrals, Safer Recruitment and Health and Safety, Domestic Abuse, On-line Teaching and Forums and On-line Safety which are now trending post the Covid-19 pandemic. Due to the joint regional

approach these workshops are likely to take place in Birmingham and so we are also exploring how we can link in local faith communities to the work of this project.

It is expected that much of the core content of the guidance for each faith will be very similar, however, reference to scripture, characters and icons will be bespoke for each faith.

The guidance will also include a simple self-assessment tool kit with bronze, silver and gold standards to help places of worship to benchmark improvement in their safeguarding arrangements. It is anticipated that this guidance will be complete before the end of 2023/24.

c) Multi-agency working in Leeds

An example of the Board's work to promote citywide approaches to safeguarding is illustrated by its work on multi-agency working in Leeds. Learning from Safeguarding Adults Reviews, an Appreciative Inquiry, and the Exceptional Risk Forum (ERF) is that whilst there is often very good multi-agency working in Leeds, there are occasions where this has not been as effective and coordinated as it could have been. The Safeguarding Adults Board has sought to address this directly through a new and innovative approach.

Summary:

- The Board has commissioned [SCIE](#) as an independent development partner and established a multi-sector steering group (of statutory and non-statutory organisations) to support a project of improvement and development.
- The approach is to use three workshops to explore practice in relation to specific individuals and to use this as a lens through which we can understand what promotes and what hinders good multi-agency working. These workshops are being undertaken in November 2023.
- The themes will be used as a basis for a Board Listening Event in January 2023 whereby Board and wider organisations can hear the learning and explore new approaches to improving practice.
- The approach is intentionally exploratory so as to involve sector leads in identifying the multi-agency working challenges experienced by their practitioners and to co-produce new approaches going forward. Completion of this project is anticipated in summer 2024.

d) Leeds Self-neglect strategy

The Board has completed a series of Safeguarding Adult Reviews in recent years concerning people who died in circumstances of self-neglect and has identified the need for a citywide approach and understanding. Based upon the learning from Safeguarding Adults Reviews the Board has:

- Produced a [LSAB Self-neglect policy](#)
- Provided multi-agency training
- Established an [Exceptional Risk Forum \(ERF\)](#)
- Disseminated key learning messages based on '[Always Care](#)'
- Held an appreciative inquiry to identify learning from good practice
- Established a multi-agency audit programme for 2023

The Board has also launched the Leeds Self-neglect Strategy.

Summary:

The [Leeds Self-neglect strategy](#) seeks to build upon the views and lived experiences of people who self-neglect, the views of practitioners and services, and the learning from the Safeguarding Adults Reviews in Leeds.

“Our Ambition is for Leeds be a city that always comes together to support and protect the safety and wellbeing of people who experience self-neglect....

To make real and lasting differences into how we support people who self-neglect in Leeds this needs to be a citywide approach. We are asking for all organisations, partnerships and strategic Board's to come together to help us support and protect people who self-neglect in Leeds”.

The strategy is based around 4 Always Care Commitments:

- 1. People: Always work with and alongside people who self-neglect*
- 2. Prevention: Always work to prevent the risk of serious self-neglect*
- 3. Partnership: Always bring partners together to support those at risk*
- 4. Practice: Always develop and support best practice in Leeds*

The Board has established a new multi-agency task and finish during 2023 to support its implementation. The ambition is to embed a citywide culture of support and understanding of self-neglect across the city that will lead to improved outcomes of people at risk.

e) LSAB Exceptional Risk Forum (ERF)

Learning from Safeguarding Adults Reviews in Leeds has identified the value of establishing an escalation process to support citywide partners. The LSAB [Exceptional Risk Forum](#) was established in recognition that sometimes, despite the best efforts of agencies to work together to intervene and provide support to someone, an exceptional risk to their safety can remain.

Summary:

First established in September 2021 the forum has now held over 30 discussions regarding individuals with some of the most complex and challenging circumstances in the city. In practice referrals will often concern individuals who find it difficult, for whatever reason, to accept support from services.

The Exceptional Risk Forum offer agencies a fresh perspective and multi-agency advice and recommendations as to how support could be provided.

The Forum is chaired by Leeds City Council: Adults & Health and is well represented by all NHS Trusts, Forward Leeds, Housing Leeds and the Integrated Care Board.

The approach and has been positively evaluated by participants, and the Forum has also heard of much excellent practice in Leeds, with practitioners clearly exploring all possible avenues to minimise risk and promote an individual safety and wellbeing.

There is an evaluation of the Exceptional Risk Forum being undertaken at this time which will support its further development.

f) Developing our approach to Quality assurance

The Board has developed a range of quality assurance processes over the last couple of years. This has included the following:

- LSAB Quality & Impact Self-assessment
- LSAB Dashboard
- LSAB Practitioner survey
- LSAB Annual Conversation
- LSAB Appreciative inquiry
- LSAB Multi-agency audit programme

The Board however is seeking to develop its approach for 2024.

Summary:

Moving forward the Board has identified the need to receive additional data sets from its partners, and for member organisations to develop their own internal quality assurance processes that complement those of the Board. Such an approach will help to integrate safeguarding quality assurance within member organisation governance structures and priorities.

The use of single agency audit processes is currently being explored around the theme of safeguarding enquiries within care and health settings. In this way member organisation and Board processes will work together rather than in isolation and provide for improved assurances.

g) Developing our approach to Safeguarding Adults Reviews (SARs)

All Safeguarding Adults Boards have a statutory duty to undertake Safeguarding Adults Reviews when:

'...an adult in its area dies as a result of abuse or neglect, whether known or suspected, and there is concern that partner agencies could have worked more effectively to protect the adult'.

SABs must also arrange a SAR if an adult in its area has not died, but the SAB knows or suspects that the adult has experienced serious abuse or neglect"³.

The purpose of the review is to identify learning that can be used to improve outcomes for others. Safeguarding Adult Reviews support the Board's ambition to continual learn from experiences of people in Leeds.

The Board is continuing to develop its approach and having established a new SAR sub-group in 2023 it has also introduced new assurance processes as out below:

Summary:

The new approach adopted by the Board is to consider the need to seek agency assurances in relation to any SAR referral, irrespective of whether this meets the SAR

³ [Care Act 2014, Section 44](#)

criteria. This approach has been trailed since the beginning of the year and is proving to be beneficial in identifying learning and improving practice in a far wider range of cases than previously.

It should be noted that the Board has only one ongoing Safeguarding Adult Review which will be concluded in October and reported to the Board in November and will be referenced in the Annual Report for 2023/24.

h) Working with wider Safeguarding Partnerships

The Board seeks to work closely with wider strategic safeguarding partnerships within the city, and across the region. This is supported by regular joint meetings between the respective chairs of the Leeds Safeguarding Children Partnership and Safer Stronger Communities, and close working relationships between the respective business/support units. This has led to much joint working in areas where interests and responsibilities coincide, some examples have been included within this report already, but a further summary is included below:

Summary:

- The Leeds Safeguarding Adults Board coordinates the West Yorkshire Safeguarding Adults Week providing for a programme of events to be held across the region incorporating Safeguarding Children Partnerships and Community Safety Partnerships.
- The Safeguarding Adults Board is working with the Leeds Safeguarding Children Partnership and Safer Stronger Communities on the project to support ethnically diverse communities to access safeguarding (See point b above).
- The [Exceptional Risk Forum](#) (ERF), and the Board's self-neglect policy have both been endorsed by the Safer Stronger Communities Executive. The Leeds Self-neglect Strategy is also being presented.
- The three Boards/Safeguarding partnership own a joint approach to [Think Family, Work Family](#) practice in the city, encouraging practice that recognises the needs of families as well as individuals.
- Similarly the three Board's/Partnerships also own a joint approach to '[Was not brought attend](#)' that promotes further professional curiosity as to why someone did not attend a medical or other appointment, if they were reliant on someone else to bring them.
- The Leeds Safeguarding Children Partnership and Safeguarding Adults Board share an [online organisational self-assessment](#) that can be used by any organisation in the city. The Leeds Children Partnership who host this resource have made it available across the region.
- The project in relation to Safeguarding and Faith Communities (See point a above) is shared project with the Leeds Safeguarding Children Partnership.
- During 2023 the learning and development workstreams of each of these Board's / partnerships have established shared resources around Professional Curiosity.
- There has also been joint learning reviews undertaken by the three partnerships. These include [Jake](#) and the thematic review of street-based lives.

Kieron Smith
LSAB Policy and Strategy Manager
Leeds Safeguarding Adults Board
27th September 2023