



# Annual Report 2021/22

## Foreword

A real challenge for any Safeguarding Adults Board is to make safeguarding services accessible to all those people who would benefit from them. Unfortunately, the very language of safeguarding that captures our commitment to support and protect people from abuse and neglect, can itself be confusing and a barrier for many.

For Safeguarding Adults Boards, the meaning of Safeguarding is given to us by the Care Act 2014. But for many people across our city the term will just have an everyday meaning of support to be safe or well. If English is not your first language, then you may find additional challenges, as there is no direct translation into many languages. And, if you use sign language, then the separate words 'safe' and 'guard' will need additional interpretation.

Unfortunately, language is not the only barrier for people in accessing safeguarding services. Differences in cultural norms, differences in beliefs about what constitutes abuse, and peoples' perceptions of statutory agencies are amongst the many reasons that can make it difficult for people to reach out for help. If you are from a migrant community then the systems of support may also be entirely new and unfamiliar to you.

For these reasons, the consistent message given to us, whether from our Friends of the Board Network, listening events or consultations, is that we need to work with and alongside communities to give people the knowledge and confidence to seek help for themselves or others. We have heard this message.

We now employ a Citizen Engagement Officer to work with and talk to members of communities directly.

We have started to work differently, using citizen focus groups to develop our posters and leaflets that tell people about the support available. This helps us to use the right messages and provide the right information that gives people the confidence to seek support. This has already resulted in very different messages and formats to what we would have developed on our own.

This year we have started projects to better understand communities' understanding and perceptions of safeguarding; and to hear and learn from them as to how we should promote support for those at risk of abuse and neglect. This includes separate projects relating to people from different ethnic communities and people with learning disabilities.

By working in this way, we hope to build more connections, develop more resources, and reach more people to support them to live in safety from abuse and neglect in Leeds. We have a long way to go; but we have taken the first steps. We look forward to the support of communities and wider partners, to help us reach those most in need of support.



**Richard Jones CBE,**  
Independent Chair  
Leeds Safeguarding Adults Board

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### 1. Leeds Safeguarding Adults Board 2020/21

#### 1.1 What is safeguarding adults?

Safeguarding adults responsibilities are explained in the Care Act 2014 and the Care and Support Statutory Guidance 2020. The aims of safeguarding adults are to:

- prevent harm and reduce the risk of abuse or neglect to adults with care and support needs
- stop abuse or neglect wherever possible
- safeguard adults in a way that supports them in making choices and having control about how they want to live
- promote an approach that concentrates on improving life for the adults concerned
- raise public awareness so that communities as a whole, alongside professionals, play their part in preventing, identifying and responding to abuse and neglect
- provide information and support in accessible ways to help people understand the different types of abuse, how to stay safe and what to do to raise a concern about the safety or well-being of an adult
- address what has caused the abuse or neglect<sup>1</sup>

#### 1.2 What are Safeguarding Adult Boards?

Safeguarding Adults Boards are established under the Care Act 2014. The objective of Safeguarding Adults Board is to help and protect adults in its area who have needs for care and support, and as a result of these, are unable to protect themselves from abuse, neglect, self-neglect or the risk of it.

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<sup>1</sup> Care and Support Statutory Guidance, Section 14.11

<sup>2</sup> Care Act 2014, Section 43(3)

The way the Board works to achieve its objectives is by coordinating the work of agencies and ensuring the effectiveness of what each of its members does<sup>2</sup>.

Safeguarding Adults Boards have specific duties as set out in Schedule 2 of the Act<sup>3</sup>. This includes producing Annual Reports, Strategic Plans and undertaking Safeguarding Adults Reviews.

It is important to note that as a strategic body, the Board neither commissions nor delivers safeguarding services itself. Instead, these are provided by a range of organisations across the city, who are accountable and responsible for their services and safeguarding practice.

#### 1.3 Which organisations are on the Board?

A wide range of organisations are represented on the Safeguarding Adults Board in Leeds. This includes senior representatives from:

- Leeds City Council: Adults & Health,
- West Yorkshire Police
- NHS Leeds Clinical Commissioning Group
- Leeds and York Partnership NHS Trust
- Leeds Teaching Hospital NHS Trust
- Leeds Community Healthcare NHS Trust
- HMPPS: Probation Service
- West Yorkshire Fire and Rescue
- Leeds City Council: Housing
- Advonet, representing the third sector.

<sup>3</sup> [Care Act 2014, Schedule 2](#)

### 1.4 Board governance arrangements

#### Independent Chair

The Board appointed Richard Jones CBE to be its Independent Chair, whose role involves providing leadership, challenge and support to the Board in achieving its ambitions.

#### Board Champions

During 2021/22 each Board member adopted a Champion role regarding areas of safeguarding related to their existing roles and responsibilities. This new approach has strengthened strategic links and led to the establishment of new task and finish or project groups led by Board Members.

#### Board Sub-group

In light of the new Board Champions approach the Board has only one standing multi-agency sub-group:

The Quality Assurance and Performance Sub-group is responsible for the assurance processes of the Board, such as organisational self-assessments and multi-agency audits. The Sub-group also oversees multi-agency policy, procedures and guidance. The sub-group meets monthly and is chaired by a representative of Leeds Teaching Hospital NHS Trust.

#### Board Strategy Unit

The Board employs a small team to act as a dedicated resource to support its workstreams and assist the Board in achieving its strategic ambitions.

#### Key strategic partnerships

The Board has close working relationships with a range of organisations and networks that enable the Board to work in partnership towards making Leeds a Safe Place for Everyone.

This includes:

- Mental Capacity Act Local Implementation Network
- Leeds Safeguarding Children Partnership
- Leeds Safer Stronger Communities

The Chairs from the Safeguarding Adults Board, Safeguarding Children Partnership and Safer Stronger Communities meet regularly to share information and identify common priorities, and opportunities for collaborative working.

#### Funding arrangements

The Board is funded by the Leeds City Council: Adults & Health, NHS Leeds Clinical Commissioning Group and West Yorkshire Police. This funding enables the Board to commission an Independent Chair and a Strategy Unit to support it to achieve its ambitions.

For more information about the work of the Board, visit the Board Website: [www.leadssafeguardingadults.org.uk](http://www.leadssafeguardingadults.org.uk)

### 2. Supporting people within our multi-agency safeguarding adults policy and procedures

The multi-agency safeguarding adults policy and procedures provide a framework for all organisations to work together and with the person at risk, to support them to be safe from abuse, neglect or self-neglect.

A summary of safeguarding concerns, the profile of people who were supported and the outcomes achieved is provided below:

#### Safeguarding Referrals

There were 12,205 safeguarding referrals received by Leeds City Council: Adults & Health over the last 12 months. This reflects an approximate 12% increase in referrals each year since 2018/19 as set out below:

2021/22 – 12,205  
2020/21 – 10,917  
2019/20 – 9,783  
2018/19 – 8,715

This seems to suggest that there is an increasing awareness of how to seek support, when someone has concerns for a person's safety and wellbeing.

#### Safeguarding Enquiries<sup>4</sup>

When a referral is received by Leeds City Council: Adults & Health they will need to decide whether to undertake a safeguarding enquiry. This decision will be made based upon the

criteria set out within Section 42 of the Care Act 2014 and the accompanying Care and Support Statutory Guidance.

In 2021/22 there were 3101 safeguarding enquiries commenced, this amounts to 25% of all referrals. This is a lower percentage than in previous years as set out below:

2021/22 – 25%  
2020/21 – 30%  
2019/20 – 35.8%  
2018/19 – 39.2%

Compared with 2020/21 however, the actual number of safeguarding enquiries last year was about the same, it's just that the number of referrals was much higher in 2021/22.

On occasions when a safeguarding enquiry was not required, other forms of support, advice, information or other services will have often been provided dependent upon the nature of the risks, the specific concerns and the person's particular needs.

#### Nature of concerns<sup>5</sup>

During 2021/22 those safeguarding enquiries undertaken involved a range of different types of concerns as set out below:

- ❖ Neglect and acts of omission – 35%
- ❖ Physical abuse – 27%
- ❖ Financial or material abuse - 11%
- ❖ Psychological abuse - 9%
- ❖ Domestic abuse – 5%
- ❖ Self-neglect – 6%

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<sup>4</sup> Figures relate to Section 42 and other enquiries commenced during the year

<sup>5</sup> Figures relate to Section 42 and other enquiries concluded during the year



- ❖ Sexual abuse – 4%
- ❖ Organisational abuse – 2%
- ❖ Sexual exploitation – 1%
- ❖ Modern slavery – <1%
- ❖ Discriminatory abuse – <1%

Since 2018/19 it is noted that self-neglect as increased one or two percentage points each year. Financial abuse is slightly lower than previous years. It is important to note however, that a person may experience more than one type of abuse at the same time.

### People supported within safeguarding enquiries<sup>6</sup>

Safeguarding enquires are undertaken when a person has care and support needs that make it more difficult to protect themselves from abuse, neglect or self-neglect.

During 2021/22 people's needs for care and support related to:

- ❖ Physical Support – 38%
- ❖ Sensory Support – 0.5%
- ❖ Support with Memory & Cognition – 22%
- ❖ Learning Disability Support – 16%
- ❖ Mental Health Support – 18%
- ❖ Social Support – 4%

There was a 3% increase in the proportion of people in need of physical support, and a 2% decrease in those needing mental health support since 2020/21. Other figures remain broadly comparable.

During 2020/21 more women were supported by safeguarding enquiries than men as below:

2021/22 – 42.8% Male: 57.2% female  
2020/21 – 41.7% male; 58.3% female  
2019/20 – 40.6% male; 59.4% female  
2018/19 – 38.7% male; 61.3% female

The proportion of women supported within safeguarding enquiries however has reduced slightly each year since 2018/19.

During 2021/22 safeguarding enquiries were more likely to have been undertaken in relation to someone over 65 years of age.

- ❖ 18 to 64 – 38.6%
- ❖ 65 to 74 – 13.4%
- ❖ 75 to 84 – 21.1%
- ❖ 85 to 94 – 22%
- ❖ 95 and over – 4.8%

This pattern is consistent with previous years, although the proportion of enquiries for people aged 18-64 is slightly lower than last year.

During 2020/21 the ethnicity of those supported was:

- ❖ White – 83.7%
- ❖ Mixed / Multiple – 0.8%
- ❖ Asian / Asian British – 3.3%
- ❖ Black / African / Caribbean / Black British – 2%
- ❖ Other ethnic group – 1%
- ❖ Refused – 0.4%
- ❖ Undeclared/unknown – 8.7%

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<sup>6</sup> Figures relate to Section 42 and other enquiries concluded during the year

This remains broadly comparable with recent years, with 'white' amounting to 81.3% in 2020/21; 83.74% in 2019/20 and 82.3% in 2018/19.

### **Outcomes: Making a difference<sup>7</sup>**

Safeguarding enquiries can take different forms so as to respond effectively to the nature of the risk, the specific circumstances and the person's desired outcomes. Across the different types of enquiries, the following outcomes can be noted:

#### ➤ Risk reduced or removed

During 2021/22 the risk experienced by the person was reduced or removed in 89% of enquiries. This is broadly consistent with previous years as set out below.

2021/22 – 89%

2020/21 – 87%

2019/20 – 89%

2018/19 – 90%

Sometimes people may choose to live with risk or it may remain with strategies in place, and so it is necessary to look at individual cases to understand why a risk may remain.

#### ➤ Desired outcomes

Support provided within the multi-agency policy and procedures should always be with recognition of the person's desired outcomes. Where possible agencies will seek to achieve these for the person.

2021/22 – Fully achieved 77%; Partially achieved 18%

2020/21 – Fully achieved 75%; Partially achieved 20%

2019/20 – Fully achieved 77%; Partially achieved 19%

2018/19 – Fully achieved 83%; Partially achieved 14%

These figures indicate that people are being supported to achieve outcomes they want for themselves. It is again necessary to look at individual cases to understand why someone's chosen outcomes have not been achieved.

It should be noted however, that it is not always possible to achieve someone's desired outcomes, these can sometimes be unachievable, or actions may be required for the safety of others contrary to the person's wishes.

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<sup>7</sup> Figures relate to Section 42 and other enquiries concluded during the year



### 3. Developing citizen-led approaches to safeguarding

The Board has four strategic ambitions:

#### Ambition One:

#### Develop citizen-led approaches to safeguarding

##### What we want to achieve for citizens in Leeds:



*'I am able to influence how people are safeguarded in Leeds'*

**Our ambition** is to involve citizens as partners in developing safeguarding in Leeds

During 2021/22 the Board has continued to challenge itself to find new ways to hear from citizens in Leeds so as to ensure it is focused on issues that really matter to them.

#### 3.1 Our Talk to me, hear my safeguarding story learning

This project was established to enable the Board to hear the voices and lived experience of those who were supported within the Board's multi-agency safeguarding adults policy and procedures.

This project was led by Advonet but co-produced with a citizen panel and wider partners. The citizen panel is due to report its recommendations to the Board in June 2022, but initial recommendations concern:

- The continuing need to promote awareness and understanding of safeguarding
- The importance of advocacy in enabling people to have their voices heard
- The importance of accessible referral processes
- The need to ensure the person's voice is heard throughout the safeguarding experience

These initial recommendations are already being captured in the Board's plans for next year.

#### 3.2 Our Citizen Reference Group

During 2021/22, the Board has been reviewing how it hears citizen voices at the Board itself. Building on the Talk to me, hear my safeguarding story approach, the Board has commissioned Advonet to support a Board Citizen Reference Group.

The reference group, made up a diverse group of individuals with lived experience of safeguarding and services, will be able to comment on the Board's agenda, raise issues that emerge from their own networks, and add challenge to the work of the Board. Citizen Reference Group members will attend the Board to represent the group and take part in discussions with the Board.

With development work taking place during the year, this approach will commence during 2022/23.

### 3.3 Our Friends of the Board Network

In January 2021 the Board established the Friends of the Board Network. This network of organisations is helping us to hear the voices of citizens; and the issues that organisations experience when supporting them to be safe from abuse and neglect.

The Board has welcomed 9 new members this year:

- Swarthmore Centre
- Carers Leeds
- T McGarry
- OPAL (Older People's Action in the Locality)
- LCC Mental Health Hubs
- Carers Leeds
- Women's Health Matters
- Hamara Centre
- BAME Health & Wellbeing Hub

This makes a total of 22, including those who joined last year:

- Leeds Jewish Welfare Board
- Leeds Irish Health & Homes
- Leeds BME Hub
- Leeds Sikh Elders
- Touchstone Service User Involvement Project
- Leeds Hearing & Sight Loss Service
- Leeds Mind
- Holbeck Together
- Richmond Hill Elderly Action
- R Wilson
- LCC Employee Disability Network
- LCC Employee LGBT Network
- LCC Employee BAME Network

Each of these diverse organisations help the Board to be informed of the real issues being experienced by citizens in Leeds. They also help the Board to promote awareness of safeguarding within their organisation and networks.

The Network meets periodically with the Board Chair to discuss safeguarding adults issues within their communities.

In addition, individual members have:

- Shared Board consultations with their colleagues, networks and people using their services
- Contributed to the development of an Essential Safeguarding Adults Information E-resource
- Used their social media to promote safeguarding messages and campaigns
- Contributed to Board workstreams
- Attended a Board listening event as described below.

### 3.4 Our Board listening event

During December 2021 the Board instigated its first, Annual Listening Event to help ensure the Board heard from citizens and communities about priorities that should inform its work during the year ahead. Those who attended included some members of the Friends of the Board Network, Leeds Healthwatch, some provider services and third sector organisations.

This event was complimented by an online consultation to enable any person or organisation in Leeds to add their views on the issues they experience and the Board priorities. A further 33 individuals/organisations contributed in this way.

Themes emerging from these listening events, include:

- Understanding of safeguarding amongst people with learning disabilities
- Effectiveness of safeguarding training in Leeds
- Safeguarding referral and notification processes
- Improving connections with education services
- The need for regular consultation with community organisations about safeguarding issues and concerns.

All these issues and more from these engagements are included within our work plans for 2022/23.

### **3.5 Our Talk to me, hear my voice films**

The Board is fortunate to be supported by Talk to me, hear my voice Ambassadors from Leep1, a learning disability self-advocacy group in Leeds. Unfortunately, with the restrictions of the COVID-19 pandemic their talks and presentations have been curtailed this last year.

The Leep1 Talk to me, hear my voice films, and those of Touchstone Service User Group and Touchstone Sikh Elders Service however continue to be promoted within Leeds. Their films have been shared nationally and internationally at:

- Five Nations Safeguarding Event
- Scottish Independent Chairs and Lead Officers Event,
- and with some other Safeguarding Adults Boards in England

These short films enable practitioners to learn directly from citizens about what good practice looks like and feels like.

The Board continue to be proud to be associated with these citizen groups, and their work, to promote their safeguarding messages.

### **3.6 Our Virtual Network**

The Board is always keen to reach out and engage with more people in its work, and so maintains a Virtual Network. The Board Virtual Network provides an opportunity for any practitioner, organisation or member of the public to contribute towards the development of safeguarding in Leeds.

Over 220 people have signed up, and during the year members of the Virtual Network have contributed to the work of the Board in relation to its Strategic Plan, its revised multi-agency safeguarding policy and procedures, and its new Professional curiosity guidance.

### 4. Improve awareness of safeguarding across all communities and partner organisations

The Board has four strategic ambitions:

#### Ambition Two:

#### Improve awareness of safeguarding across all communities and partner organisations

##### What we want for Citizens in Leeds:



'I receive clear and simple information about what abuse is, and how I can get help'

'I am confident that services that I go to, know how best to support me'

**Our ambition** is for everyone to know how to seek help and to be confident to do so.

The Board recognises the need to continually promote awareness of safeguarding across Leeds. During 2021/22 the Board has undertaken a range of means to do this.

#### 4.1 Our engagement with ethnically diverse communities

During the year, West Yorkshire Police, Leeds City Council, Advonet established a task and delivery group to consider how best to reach and engage ethnically diverse communities

within safeguarding services. Drawing upon the expertise of wider partners, including Hamara, Voluntary Action Leeds, Forum Central and the Boards' Engagement Officer, the Board commissioned a project to work with and learn from communities as to how to promote awareness of safeguarding adults.

The project will include two phases, structured conversations with community development workers, followed by focus groups with community members to learn how safeguarding is understood and how the Board can support communities to be safe.

The project is due to report its findings to the Board during the summer of 2022 and will be the basis of future work and planning.

#### 4.2 Our 'short films' to promote awareness

This year we have produced a short animation on our Youtube channel called '[Tricky Friends](#)'. Originally produced by Norfolk Safeguarding Adults Board it has been adapted for Leeds with their permission.

It is intended to help people understand what good friendships are, when they might be harmful, and what they can do if they need help.

We are in the process of developing more animations to help promote awareness of safeguarding and the support that is available to people at risk of abuse and neglect.

### 4.3 Our programme of safeguarding awareness sessions

The Board employs a Citizen Engagement Officer who can provide safeguarding awareness sessions with citizen and community groups. These have been very popular and highly valued, but the restrictions of the COVID-19 pandemic have limited the number of sessions that could be provided over the last year. However, as we move forward these will remain an important way of promoting safeguarding awareness.

Contact the [Lsab@leeds.gov.uk](mailto:Lsab@leeds.gov.uk) if you would like to enquire further about an awareness session being provided for citizen groups you support.

### 4.4 Our Community Engagement Network

To support the Board in identifying opportunities and methods for raising safeguarding awareness, it established a Community Engagement Network to offer advice and support.

Members are:

- Age UK Leeds,
- Housing Leeds Engagement team,
- T McGarry,
- Leep1,
- LCC Localities team,
- Housing Leeds Engagement team

Members have:

- helped create the storyboard for a new abuse and neglect awareness animation
- helped amend the Tricky Friends animation for use in Leeds

- shared safeguarding messages, campaigns and consultations

### 4.5 Our Adult Social Care Ambassador programme

Adult Social Care Ambassadors are members of the public who are knowledgeable about a range of Adult Social Care issues and can talk to others about the support provided.

Safeguarding Adults is now one of the areas that Adult Social Care Ambassadors can cover. This is a developing project, with the training co-designed with Leeds Involving People and user representatives from the Better Lives Board. It is hoped this approach will help to promote understanding of support provided by Adult Social Care.

### 4.6 Our positive safeguarding messages to parents

Advonet has been working with Leeds City Council: Independent Safeguarding Unit and Better Families Team to develop a self-advocacy project for parents with additional needs.

The ambition is to promote positive safeguarding messages to parents so that they can build trusting relationships with services that can help them and their families to stay safe.

The steering group believe this project, purposed with offering advocacy support to parents with additional needs by way of a self-advocacy course will help to achieve this. The project goes live in April 2022.

### 4.7 Our engagement materials

The Board continues to promote awareness of safeguarding through its new leaflet and posters developed during 2020/21 but launched during 2021/22.

The new [posters](#) seek to promote positive images of safeguarding, of the support and help that is available, and the difference it can make to people's lives. These messages are based on citizen-led consultation about what good practice looks like and feels like.

The new [leaflets](#) also seek to provide simple scenarios that members of the public can identify with, to help people understand how safeguarding can help them.

These new materials were developed with a citizen focus group and with extensive public consultation, gaining over 800 comments.

### 4.8 Our social media presence

Leeds Safeguarding Adults Board has increased its presence on social media with 1547 Twitter Followers at present. This has proved a helpful way to promote safeguarding adults information including

- How to report abuse and neglect
- Tricky Friends film
- Talk to me, hear my voice films and resources
- Consultations
- BSL Domestic Abuse video
- World Elder Abuse Day
- Self-neglect
- Grooming

- Campaigns including World Elder Abuse Day, White Ribbon Day, 16 Days of Action, National Safeguarding Adults Week, Romance Fraud campaign
- BSL Domestic Abuse video



Facebook: [www.facebook.com/LeedsSAB/](https://www.facebook.com/LeedsSAB/)



Twitter: <https://twitter.com/LeedsSAB>

### 4.9 Our new e-learning resource

The Board has developed a new e-learning resource to help promote awareness and understanding of safeguarding adults. It is aimed towards members of the public, volunteers, community organisations, and anyone else who may find it helpful. The resource takes the viewer through what safeguarding is, who it is for, types of abuse with scenarios, how to report concerns and what people can do next. It will be hosted on the Board's new website later in the year, once the work on a new website is complete.

### 4.10 Our Board Bulletin

The Safeguarding Adults Board has now launched an [e-bulletin](#) to help practitioners, services and organisations keep up to date with local and national safeguarding developments. Regular bulletins are now received by an audience of over 500 people/organisations. For more information, or to sign up to receive bulletins, go to [LSAB Bulletins](#).



### 4.11 Our Safeguarding week 2021

Safeguarding Week is undertaken across West Yorkshire during June each year. This year the Board used Safeguarding Week to promote awareness of the Always Care message. This message and these resources were developed to take forward the learning from Safeguarding Adults Reviews where a person had died in situations of self-neglect.

**'ALWAYS Care'** - ALWAYS respond to self-neglect, small steps make a BIG difference:

- **A**wareness,
- **L**ook for the person,
- **W**hat is really happening?
- **A**ssess the risk,
- **Y**our time to act,
- **S**olutions focussed.

For more information about: [Always Care](#)  
To see the: [Always Care Video](#)

The Board also focused on promoting safeguarding to members of the public, promoting awareness via social media, providing posters to public spaces like libraries.

### 5. Develop citywide approaches to safeguarding practice

The Board has four strategic ambitions:

#### **Ambition Three: Develop citywide approaches to safeguarding practice**

##### **What we want for citizens in Leeds:**



'I am confident that practitioners will work together and with me to get the best outcomes for me'

**Our ambition** is for there to be effective multi-agency safeguarding practice across the city.

The Board recognises the need to continually develop safeguarding practices across Leeds. During 2021/22 this has involved establishing multi-agency risk forums, multi-agency policy, procedures and guidance and strengthening strategic links across the city.

#### **5.1 Our Exceptional Risk Forum (ERF)**

The Exceptional Risk Forum has been established by the Leeds Safeguarding Adults Board 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.

The [LSAB Exceptional Risk Forum](#) can offer agencies a fresh perspective and multi-agency advice and recommendations as to how that person's risk could be reduced.

The Forum can accept referrals in relation to any adult aged 18 years or over who:

- Requires assistance with aspects of their day to day living as a result of a physical or mental impairment or illness (including a mental health condition or substance misuse), and
- Lives in circumstances of exceptional risk to themselves despite the best efforts of individual agencies and multi-agency approaches to mitigate those risks

The Forum is chaired by Leeds City Council: Adults & Health, with Leeds Teaching Hospitals NHS Trust; Leeds & York Partnership NHS Trust, Leeds Community Healthcare NHS Trust, Leeds Clinical Commissioning Group, Leeds City Council Housing and Forward Leeds all being core members.

Its first meeting was held in September 2021 and its first evaluation undertaken in January 2022. Initial findings indicate that the Forum is fulfilling an important role in supporting front-line services and practitioners. Feedback has been positive and the referral checklist is helping practitioners to reflect on current approaches before making a referral. The Forum has also heard of some excellent multi-agency working in Leeds, with practitioners clearly exploring all possible avenues to minimise risk and promote wellbeing.

### 5.2 Our multi-agency policies, procedures and guidance

#### 5.2.1 LSAB Citizen-led safeguarding policy and procedures

The Board remains committed to its approach of Citizen-led multi-agency policy and procedures established in 2019. The multi-agency policy and procedures provide the framework around how all organisations in Leeds must work together and with the adult at risk, when there is a risk of abuse, neglect or self-neglect.

The Leeds approach was unique in its time, as it recognised citizens as experts in their own lives and in how they wish to be supported. The policy and procedures were developed around citizen views about what good support looks like and feels like; and their advice for practitioners on the support they would want to receive. The citizen-led expression, Talk to me, hear my voice emerged from this consultation, which has now become embedded within Leeds.

The Board remains grateful to each of the nine citizen groups that took part and supported the development of this new approach:

- Touchstone Service User Group
- Leeds People First (Leep1)
- Barca Leeds
- Pennington Court Residents
- Oakwood Hall Residents
- Carers Leeds
- St. George's Crypt
- Osmondthorpe Hub
- Leeds survivor-led crisis service

During 2021 these multi-agency policy and procedures were reviewed and updated in light of the latest national guidance

produced by the Association of the Directors of Adult Social Services (ADASS); and relaunched in July 2021

[Leeds citizen-led multi-agency safeguarding adults policy and procedures](#)

#### 5.2.2 Professional curiosity and difficult conversations

Professional curiosity involves seeking to understand what is really happening in someone's life, rather than making assumptions or accepting what you are told at face value. It involves looking out for signs that things are not right and seeking out the evidence of what is really happening.

Learning from Safeguarding Adults Reviews in Leeds and across the country have illustrated how important Professional curiosity can be. Hence, during 2021/22 the Board introduced a range of new guidance to support practitioners, and managers to work in professionally curious ways:

- [Managing difficult conversations](#)
- [Professional curiosity for practitioners](#)
- [Professional curiosity for front-line managers](#)
- [Professional curiosity for senior managers](#)

#### 5.2.3 People in positions of trust

A person in a position of trust is an employee, volunteer or student who works with adults with care and support needs. This work may be paid or unpaid. Where there are concerns that such a person may pose a risk to the people they support, then the [LSAB People in positions of trust guidance](#) must be followed.

Following a review in 2021 revised guidance has now been published, setting out when referrals should be made to Leeds City Council: Adult & Health, inclusive of a new referral form for this purpose.

### 5.3 COVID-19 and safeguarding

Since the beginning of the COVID-19 pandemic, the Board has monitored the impact on safeguarding arrangements within the city, with a range of audit processes. During 2021/22 restrictions have gradually eased, but the Board has continued to use its dashboard, most recently in January 2022, to understand the current impact of the pandemic on safeguarding arrangements.

Some initial findings from this work are outlined below:

- Safeguarding issues within the community are still unfolding as lockdown measures ease.
- The pandemic has changed the way the organisations operate, with innovation around the use of new technologies.
- The long-term physical and mental health implications of the COVID-19 pandemic on the population are not yet fully understood.
- Safeguarding oversight and supervision have often moved online.
- Access to safeguarding training has actually increased as it has been provided online.
- Face-to-face contact is still essential in many cases
- Positive risk management was reported to be working effectively

Board member updates on the impact of COVID-19 continue to be a standard item for each Board meeting.

### 5.4 Our strategic links and champions

During 2021/22 the Board established, through its membership, strategic links and champion roles that enable the Board to influence wider workstreams. This is helping to ensure that safeguarding of adults with care and support needs is being considered throughout citywide networks and strategies.

#### 5.4.1 Domestic abuse strategies

Board members from Leeds City Council: Adults & Health, Integrated Commissioning and Leeds Clinical Commissioning Group are also members of the Leeds Domestic Abuse Local Partnership Board (DALP).

The DALP has responsibility for the development of citywide domestic abuse strategies and these links enable consideration of the needs of people with care and support needs within future plans.

#### 5.4.2 Liberty Protection Safeguards (LPS)

The Liberty Protection Safeguards will provide protection for people aged 16 and above who are or who need to be deprived of their liberty to provide for their care or treatment, when they lack the mental capacity to consent to these arrangements.

The Liberty Protection Safeguards will replace the Deprivation of Liberty Safeguards (DoLS). Leeds City Council: Adults and Health Board member chairs a citywide Transformation Working Group to oversee preparations for and implementation of Liberty Protection Safeguards in Leeds. This work is helping to protect the rights of some of the most vulnerable people in Leeds.

## Developing Citywide Approaches

### 5.4.3 Mental Health & Learning Disability Strategies

The Board Member for Leeds & York Partnership NHS Trust provides an important link between the Board and Mental Health & Learning Disability Strategies within Leeds.

### 5.4.4 Drugs and alcohol strategies

A Leeds City Council: Integrated Commissioning Board member represents the Board within the development of citywide drug and alcohol strategies. In time, it is hoped this will link LSAB self-neglect strategies with citywide drug and alcohol strategies. Dependency on drugs and alcohol can be an underlying factor for self-neglect.

### 5.4.5 Housing sector

During 2021/22 the Leeds City Council: Housing Board member has established quarterly network meetings with housing associations who own housing in Leeds. This has:

- Enabled key strategic safeguarding messages to be shared with housing associations
- Provided opportunity for social housing sector to work collaboratively on safeguarding issues
- Provided opportunity to escalate sector wide issues to the Board as appropriate.

Several meetings have been held to date with agenda items that include the introduction of the LSAB chair, learning from Safeguarding Adults Reviews, and new safeguarding initiatives, such as the Exceptional Risk Forum.

At the most recent meeting, there was agreement to set up task and finish group to develop sector wide training materials around self-neglect/hoarding for repairs operatives entering homes.

### 5.4.6 Commissioned health and social care providers

The lead Adults & Health Board Member for Integrated Commissioning provides briefings to the Board on safeguarding and quality related issues, to ensure the Board has an awareness of issues emerging through care provision.

### 5.4.7 Offender management

The Board member for the Leeds Probation Delivery Unit is able to provide, as needed, insight on the safeguarding needs of offenders supported by probation services.

### 5.4.8 Fire safety

The West Yorkshire Fire and Rescue member highlights significant learning regarding incidents of self-neglect. This has resulted in two Safeguarding Adults Reviews, that formed part of the Board's Thematic Review referred to in Section 6.2.2.

### 5.4.9 Criminal concerns and safeguarding

The Board member for West Yorkshire Police provides the Board with information about emerging police priorities, as may relate to vulnerable adults in Leeds. This helps to inform the Board's Strategic Plans for the year ahead.

### 5.4.10 Improve outcomes for people living street-based lives

The Safeguarding Adults Board, together with Safer, Stronger Communities undertook a Thematic Review of People Living Street Based Lives in Leeds in 2020. Key learning from this, combined with learning from the ADASS Guidance on Adult

safeguarding and Homelessness: A Briefing on Positive Practice has been used to develop a [Board briefing](#) to help improve understanding and awareness of key practice issues.

### 5.4.11 Street Support Gold – Strategic Group

Street Support Gold is a strategic group hosted within the Council that provides support to people living street-based lives. A Board Member for Adults & Health Integrated Commissioning represents the Board at this group as part of their role.

The work of this group has been successful in a range of areas, including:

- Rough Sleeping Initiative and Rough Sleeping accommodation programme
- Multi-agency solutions panel (MASP)
- Funding for Safeguarding & Risk Manager to work with street support teams
- Expansion of the prevention, intervention and recovery model including new supported and move on accommodation options, additional outreach and navigator support.



### 6. Learn from experience to improve how we work

The Board has four strategic ambitions:

#### Ambition Four:

#### Learn from experience to improve how we work

##### What we want for Citizens in Leeds:



"I am confident that learning from my experience will help others"

**Our ambition** is to ensure we learn from citizen experiences to improve safeguarding arrangements in the city.

#### 6.1 Learning through Safeguarding Adults Reviews

Since April 2015, Safeguarding Adults Boards (SAB) have had 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"<sup>8</sup>.*

The purpose of a Safeguarding Adults Review is not to find fault and apportion blame. The purpose of the review is to identify learning that can be used to improve outcomes for others.

##### 6.1.1 Our reviews completed during 2020/21 (an update)

The Safeguarding Adults Board published two Safeguarding Adults Reviews in 2021/22 concerning [Mr and Mrs A](#), and [Mr B](#). Both these reviews involved circumstances of self-neglect.

During 2021/22 the Board established a Self-Neglect Task and Delivery Group to undertake a review of recommendations and actions undertaken in relation to these reviews, to ensure progress was being achieved. This has been Chaired by the Leeds Teaching Hospital NHS Trust with widespread support from wider Board members.

A Board Briefing has also been produced in relation to these reviews which has led to the introduction of the [Always Care message](#). A Similar briefing was also developed in relation to the Leeds Thematic of Review of [People living street-based lives](#).

##### 6.1.2 Our Reviews completed during 2021/22

**'Mike'** (a pseudonym for the person's real name)

<sup>8</sup> Care and Support Statutory Guidance, Section 14.162 & 14.163

## Learning from experience

The Board undertook a Safeguarding Adults Review in relation to Mike who died in 2021 following an attack on him by another resident within the supported accommodation in which he lived.

Both men had significant mental health conditions and the relationship had become increasingly acrimonious in the year leading up to the attack.

The Board commissioned independent authors to undertake the review, who concluded that:

“although there were lessons to be learnt in respect of how different organisations can work together to better support adults with care and support needs, the tragic outcome could not have been predicted”.

The review identified learning themes relating primarily to the importance of:

- Information sharing
- Multi-agency working
- Trauma informed practice, and
- Hate crime

The Report will be published during 2022/23 together with the Board responses to the report.

### **Thematic Review: Self-neglect**

During 2021, 5 people were referred to the Board for a Safeguarding Adults Review, involving circumstances of self-neglect.

- Ms D died in hospital following a fire at her home the previous day. Conditions of severe self-neglect were noted in her flat. She was known to a range of agencies who had been attempting to provide support in relation to

her complex health conditions, self-neglect and alcohol use.

- West Yorkshire police discovered the bodies of two sisters, Ms E and Ms F, who had died some weeks previously in their home whilst living in conditions that were severely neglected and unhygienic. No agencies were closely involved or aware of the conditions in which the sisters were living.
- Mr G died during a fire in his first floor flat. He was reclusive and although known to healthcare agencies all services were provided in clinics and surgeries. After his death he was found to have been severely self-neglectful, including alcohol use, living in very poor conditions with electrical socket overload and severe hoarding.
- Ms H, died in a fire in her flat and was found deceased by a tenant in her house. Close to her body were 4 empty gin bottles, smoking materials and 4 lighters. Multiple agencies had been attempting to support her with longstanding problems arising from mental ill-health and alcohol use.

The Board noted that self-neglect had also been a significant feature in two previous SARs completed in 2020 (Mr & Mrs A and Mr B) and in a further SAR still in progress (Ms C).

For this reason, the Board concluded that a thematic SAR was the most appropriate way forward. This would review the common themes across the four new cases and set these alongside the learning from the 3 other cases. The independent reviewers involved in the previous cases were commissioned to undertake the thematic review.

The thematic review report is due to be published during 2022/23, however learning themes identified included:

- Fire safety
- Alcohol use and its impact on self-neglect
- Mental capacity (inclusive of executive capacity)
- Think family approaches
- Multi-agency working and meetings

The Board's response to this Thematic Review is to develop a specific Self-neglect strategy. This approach is enabling the board to think more broadly about the systems that support and protect people who self-neglect in Leeds. This approach is seeking views for citizens with lived experience and the views of front-line practitioners. The strategy will be complete during 2022/23.

### **6.1.3 Our Ongoing Safeguarding Adults Reviews**

The Board has two ongoing reviews being undertaken as at 31<sup>st</sup> March 2022.

Firstly, a Safeguarding Adults Review was commenced in 2020/21 in relation to Ms C. This review was paused due to coronial processes taking place, and so will continue once these are complete.

Ms C had mental health condition and mobility difficulties; she often contacted agencies in distress and talked of domestic abuse she was experiencing. Ms C died in circumstances of self-neglect having been reluctant to receive care and support from services.

Secondly, the Board continues to participate in a Joint Statutory Review with Safer Strong Communities and the Safeguarding Children Partnership concerning a young adult who died at home, in circumstances of neglect.

The review is being jointly overseen by the Chairs of each relevant safeguarding partnership. The report is due to be published during the summer of 2022.

### **6.1.4 Our decisions to not progress reviews**

The Board also undertook scoping process for two referrals during 2021/22 but decided upon the information gathered not to undertake a Safeguarding Adults Review.

- The first of these concerned a woman who had long-standing physical and mental health conditions who took her own life. There was a history of domestic abuse within the woman's life.
- The second concerned a woman with profound learning disability who died of COVID-19 after family members declined a protective vaccination on her behalf.

With respect to both referrals, the legal criteria summarised in Section 6.1 above was not deemed to have been met.

### 6.3 Learning through Quality Assurance and Performance

The Board continues to develop its Approach to Quality Assurance. This work is led on behalf of the Board by the Quality Assurance and Performance sub-group which has involves exploring new ways of working that enable us to:

- Know our strengths and areas for development,
- Take action to build on strengths and,
- Ensure citizens' are heard and their views and experiences inform our work.

The Sub-group is Chaired by a representative of Leeds Teaching Hospital NHS Trust, with excellent representation from across NHS partners, Leeds City Council, Housing and Adults & Health. The Board's quality assurance work plan is informed by the Board's strategic priorities and intelligence gathered. A range of approaches have been adopted during 2021/22.

#### 6.3.1 Our multi-agency intelligence 'Dashboard'

The purpose of these 'Dashboards' is to provide a picture of safeguarding issues of significance in the city. All member organisations of the Board contribute to this. The Dashboard combines data with other softer intelligence held by organisations about safeguarding and which has included a focus on COVID-19. As a result of the most recent Dashboard, completed in 2022, a new multi-agency self-neglect audit process is being designed.

#### 6.3.2 Our annual organisational self-assessment

Working with the Leeds Safeguarding Children Partnership we have adopted a joint adults and children [organisation self-assessment](#). This is an important step in working together to ensure services are safe for all who use services. Learning from this self-assessment will be sought later in the year.

### 6.3.3 Our Quality and Impact: Self-assessment

This new self-assessment process was introduced for 2021/22 and provides an assurance as to how Board Member Organisations have taken forward and embedded both learning and resources developed throughout the year. This includes learning from Safeguarding Adults Reviews, new learning and development resources, new policies and procedures as well as the Board's Ambitions.

Overall self-ratings during 2022 convey high levels of safeguarding assurance across the partnership. New support for embedding safeguarding learning within organisations is being considered for 2022/23.

#### 6.3.4. Our Learning from citizen experiences of support

Information about this approach is included within Section 3.1

#### 6.3.5 Our Talk to me, hear my voice audit

A multi-agency practice audit was undertaken during 2021/22 in relation to the principles of inclusion and involvement of the person at risk within the safeguarding procedures.

Ten cases were reviewed in detail with case workers, using a supportive and reflective approach. This identified some exceptional practice, but also some challenges for practitioners, such as the tension between hearing the person's voice and the relative's voice. A briefing note on the learning is being developed for practitioners.

### 6.4 Learning and Development

The Safeguarding Adults Board has adopted a Task and Delivery Group approach to Learning and Development. The multi-agency work is led by a representative of Leeds Clinical Commissioning Group who acts as the Board's Learning and Development Champion.

#### 6.4.1 Our new resources

Over the last year, a range of new resources have been developed:

- [ALWAYS Care Resources](#): Based upon learning from Safeguarding Adults Reviews, the always care message provides key messages for best practice in relation to people who self-neglect.
- Refreshed [LSAB Framework for Safeguarding Learning & Development](#). The Framework sets out the requirements and expectations of the Board in relation to learning and development in Leeds.
- [LSAB Briefing: Adults living street-based lives](#). This briefing outlines key messages for practice based upon learning from the Board's Thematic Review of People Living a Street Based Lives.
- The Board has also been developing an e-resource providing essential information. See Section 4.9 for more information.

#### 6.4.2 Our new ways of working

This new approach has also led to new ways of working:

- Use of the Quality & Impact Assurance: Self-Assessment is being used to assess the strengths and challenges for organisations in embedding aspects of learning and development activity. See Section 6.3.3 for more information.
- Undertaking a front-line practitioner survey in relation to self-neglect. With over 250 responses this is proving to be an effective temperature check on awareness, knowledge, confidence in working with people who self-neglect.
- The Board members has established a network of learning and development links across organisations, this is proving to be an effective means to disseminate learning and development information and resources.
- Planning is underway for good practice review / appreciative inquiry in relation to a case involving self-neglect / street-based living, with a view to generating positively framed learning. This is an approach the Board wishes to explore and build upon, so as to learn from good practice and not just where things have gone wrong.

## 7. Going Forward

### 7.1 Our Ambitions for 2021/22 – 2022/23

The Board's Strategic Plan sets out its three years ambitions and how it aims to make progress each year. Some examples of the 2022/2023 objectives are included below, but the full plan is available on the [Board's website](#).

#### **Ambition One:**

##### **Develop citizen-led approaches to safeguarding**

Examples of planned work include:

- Establish a citizen reference group
- Find new ways to hear people's experiences of safeguarding
- Undertake regular consultation about the work of the Board

#### **Ambition Two:**

##### **Improve awareness of safeguarding across communities and partner organisations**

Examples of planned work include:

- Work with ethnic minority groups to inform our approach to promoting awareness
- Co-produce new engagement materials with people with learning disabilities
- Provide safeguarding awareness sessions for community groups in Leeds.

#### **Ambition Three:**

##### **Develop citywide approaches to safeguarding practice**

Examples of planned work include:

- Develop a self-neglect strategy for Leeds
- Develop our approach to multi-agency working
- Understand the safeguarding needs of people with care and support needs engaged in sex working in Leeds.

#### **Ambition Four:**

##### **Learn from experience to improve how we work**

Examples of planned work include:

- Hold an annual event to hear from community organisations and our wider partners
- Adopt a new approach of reviewing good safeguarding practice so that others can learn from it
- Undertake a multi-agency audit programme to review safeguarding practice in Leeds

This is a summary. To read all of our plan for 2022/23: [www.leedssafeguardingadults.org.uk](http://www.leedssafeguardingadults.org.uk)





*Working to make Leeds a Safe Place for Everyone*