



Report to Leeds City Council: Adults, Health and Active Lifestyles Scrutiny Board LSAB Progress Report

21st February 2023

1. Introduction

This Leeds Safeguarding Adults Board (LSAB) progress report provides an open and transparent account of the achievements of the Board, its progress and ongoing challenges to improve outcomes for people in Leeds who experience or are at risk of abuse and neglect.

The report draws upon the LSAB Annual Report 2021/2022; its progress against its Strategic Plan for 2022/23 and some early thinking about its ambitions going forward

2. Responsibilities of Safeguarding Adults Boards (SABs)

The Leeds Safeguarding Adults Board is an independent statutory body established under Section 43 of the Care Act 2014. The overarching purpose of a Safeguarding Adults Board is to help and protect adults with care and support needs from abuse and neglect. The Board does this by assuring itself that local safeguarding arrangements are in place and that safeguarding practice is continuously improving to safeguard adults in its area.

Safeguarding Adults Boards have three core duties set out in the Act; 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
- undertake Safeguarding Adults Reviews (SARs) for any cases that meet the relevant criteria.

3. Membership

Richard Jones CBE has been appointed as the Board's Independent Chair.

As required by the Care Act, the Board membership includes the local authority, the Integrated Care Board (previously the CCG) and West Yorkshire Police. Each of these partners voluntarily contribute to the costs of the Board.

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

4. Safeguarding referrals and enquiries

Please note that the Safeguarding Adults Board does not itself carry out safeguarding enquiries in relation to any individual's safety or well-being. These are led and coordinated by Leeds City Council: Adults and Health, as required under Section 42 of the Care Act 2014. The information below, is a summary of that included within the Annual Report 2021/22.

Safeguarding Referrals

There were 12,205 safeguarding referrals received by Leeds City Council: Adults & Health during 2021/22. This reflects a significant increase each year.

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

Safeguarding Enquiries

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 the Care Act 2014.

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%

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

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

Outcomes: Making a difference

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. 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. In 2021/22 the person's desired outcomes were fully achieved on 77% of occasions and partially achieved in 18%.

These figures indicate that people are being supported to achieve the 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.

5. LSAB Board Ambitions

The work of the Leeds Safeguarding Adults Board is focused around its four key ambitions. The reason for each of these, our achievements and future challenges are outlined below:

5.1 Ambition One: Develop citizen-led approaches to safeguarding

Reason for this ambition:

One of the key thrusts of the Care Act 2014 was to promote person-centred approaches to safeguarding, this involves listening to the person, promoting their involvement and working with them to promote the changes they want wherever possible. The Board has taken ownership of approach by adopting the language and principle of being citizen-led. A key focus of how we work is based upon improving involvement and responsiveness to citizens of Leeds.

5.2.1 Achievements, progress and plans going forward

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. The final report was received by the Board in June 2022 and has been used to develop a briefing note for services and practitioners, as to how to include citizen feedback within their practice.

Our Citizen Reference Group

The Board has reviewed 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.

A programme is currently being developed for 2023 to enable workstream leads to meet with the Citizen Reference Group, to hear their perspectives and to enable them to influence what we are seeking to achieve.

Our Friends of the Board Network

The Board has 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.

This network has expanded to 25 individuals/organisations at the time of the report.

The Friends of the Board meet periodically with the independent Chair of the Board as well as providing support for individual workstreams during the course of the year.

Our Board listening event

The Board has instigated Annual Listening Events to help ensure the Board hears from citizens and communities about priorities that should inform its work during the year ahead. Such events have been 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.

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. For example:

- Work is currently being undertaken with the learning disability groups to provide fact sheets on the different types of abuse.
- Adults & Health are currently reviewing their training officer
- A listening event is planned by A&H and the Board in January 2023 with regard to safeguarding referral processes.
- The Independent Chair has met with safeguarding leads within further education colleges and universities to improve connections.
- An on-line consultation has been launched that will provide a continual feedback mechanism for citizens, community groups and services on safeguarding within Leeds.

Leeds Self-neglect Strategy

The Board has developed a Leeds Self-neglect Strategy that is outlined later in this [report](#). However, it is important to note that in the context of this citizen-led ambition that we started by seeking the views of citizens with lived experience of self-neglect; and used this as the basis for our strategy.

Safeguarding within ethnically diverse communities

The Board's work to improve understanding and accessibility of safeguarding within ethnically diverse communities is also outlined later in this [report](#). However, in the context of this ambition, it is important to highlight that the entire approach is based

upon listening to the perspectives of communities and seeking to co-produce new approaches and solutions that can improve their access to safeguarding support.

Our Talk to me, hear my voice principle

The Board has developed multi-agency safeguarding adults policy and procedures by speaking with nine citizen groups and including their experiences and advice to practitioners as part of the guidance. The Talk to me, hear my voice principle arose from this citizen-perspective, that one of the most important elements of support is to be heard and included within decision making.

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 who have taken this message, and proactively taken this out to practitioner groups and forums. These sessions were curtailed during COVID-19 restrictions but have resumed again during 2022.

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. Over the last couple of years, these 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 and Scotland

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.

5.3 Other initiatives to note:

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. Over 220 people have signed up, and during the year members of the Virtual Network have contributed on topics of interest to them.

LSAB Logo competition

During 2023 the Board has launched a [Logo competition](#). Based upon feedback that the current jigsaw logo does not convey safeguarding to communities, we have launched a competition for ideas on how this can be improved. This is part of a plan to build the image, values and constitution of the Board around citizen feedback and contributions; so as to better connect with communities.

5.4 Ongoing challenges and forward plans

1. We want to do some further work to include these citizen-led principles within our constitution so that it becomes increasingly embedded within our practice.
2. Our challenge going forward is to find new and innovative ways to hear citizen experiences of safeguarding, which can be especially difficult given that the experience can be one of trauma and distress for individuals affected.

5.2 Ambition Two: Improve awareness of safeguarding across all communities and partners organisations

Reason for this ambition:

It is recognised that understanding and awareness of safeguarding and the support available to people is not always well understood. This is not unique to Leeds. A focus for the Board is to promote awareness and understanding of safeguarding so that people feel able to seek support as and when they need it.

5.2.1 Achievements, progress and plans going forward

Engagement with ethnically diverse communities:

- The Board established a task and delivery group to consider how best to reach and engage ethnically diverse communities with safeguarding support. This resulted in commissioning Voluntary Action Leeds to work with community groups to help the Board understand perceptions, challenges and opportunities to improve how we work with ethnically diverse communities
- During December 2022 the Board undertook a listening event to review the project learning and to hear directly from members of community groups about their experiences and their views on how we can co-produce new approaches to improving the accessibility of safeguarding. A key learning point for the Board relates to the potential role of locally trusted organisations in Leeds, and how they could support us to spread awareness and confidence in safeguarding services.
- Going forward during 2023, the Board is seeking to explore a communities first approach, and engage Leeds Safeguarding Children Partnership and Leeds Safer Stronger Communities in a joined up approach to supporting locally trusted organisations in Leeds.

Our programme of safeguarding awareness sessions:

- The Board employs a Citizen Engagement Officer who can provide safeguarding awareness sessions with citizen and community groups. The number of these possible was impacted upon by the restrictions accompanying COVID 19, but over the last 12 months we have been able to extend these again and reach more people. Feedback from these sessions continues to be extremely positive.

Public awareness films

- Last year the LSAB launched a 'short film' to promote safeguarding awareness called '[Tricky Friends](#)'. 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. There is also available a [British Sign Language version](#).
- This year the Board has developed a new public information film, [Supporting People to be safe in Leeds](#). This animation is available in British Sign Language, [Romanian](#) and [Arabic](#), with Mandarin, Tigrani and Punjabi versions being added shortly.
- Going forward we plan to extend the range of information films. We recognise this as an important way to spread public awareness information across Leeds. The Board is heavily involved in a national project to develop a range of short films about the different kinds of abuse; and is working locally with learning disability groups to develop fact sheets / short films about safeguarding issues.

Public awareness leaflets and posters

- The LSAB has developed [posters](#) and [leaflets](#) promoting awareness of safeguarding adults. 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 leaflets are available in numerous languages.

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. 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. This will be hosted on the Boards new website that will be developed during 2023.

Safeguarding Week

- The Leeds Safeguarding Adults Board uses Safeguarding Week (held in June) to promote awareness and understanding of Self-neglect, promoting resources and guidance about best practice, most recently this included hosting two on-line events that provided briefings by leading national experts on this subject.
- For 2023 the Leeds Safeguarding Adults Board is coordinating West Yorkshire Safeguarding Adults Boards, Safeguarding Children Partnership and Community Safety Partnerships to provide a regional programme of safeguarding events.

5.2.2. Other initiatives to note:

- **Accessible Annual Reports** - the Board now provides video summaries of the Annual Report. The 2021/22 version is on our [Youtube channel](#).
- **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.
- **Our Board Bulletin:** The Board has 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 800 people/organisations: [LSAB Bulletins](#).
- **Social media:** The continues to extend its use social media to promote information and resources. The board has over 1300 twitter followers.

5.2.3 Ongoing challenges and forward plans

1. We have the challenge of developing a new website to help promote awareness and understanding of safeguarding, as well as to showcase our resources. This development has been delayed within the context of wider city council digital strategies. We hope that this will be resolved however during 2023.
2. We are working with Voluntary Action Leeds to help us understand how best to support ethnically diverse communities access to safeguarding services. This is an exciting challenge going forward. We hope to include Safer Leeds and the Leeds Safeguarding Children Partnership in this work, and to find the best ways of co-producing new approaches with trusted local organisations.

5.3 Develop city-wide approaches to safeguarding practice

Reason for this ambition:

The Board recognises that to safeguard adults at risk of abuse and neglect, it needs to work widely and across citywide partnerships, networks and strategies support and protect adults at risk of abuse and neglect.

5.3.1 Achievements, progress and plans going forward

The Board has decided to introduce a Champions Model towards influencing the city's safeguarding practice. This has taken the form of each Board Member adopting a wider role of support and influence. The following few examples are intended to be illustrative.

- Leeds City Council: Housing is represented on the Board. It has committed to establish a safeguarding network with wider housing associations. During this year, quarterly meetings have been established and this approach is already proving an effective way of sharing safeguarding developments and the work of the Board with important partners.
- Leeds Teaching Hospital NHS Trust has been leading a Task and Finish Group to assess our responses to Safeguarding Adults Reviews in Leeds, in relation to self-neglect. This is well supported by a variety of other agencies.
- An ICB member is acting at the Board's Learning and Development Champion, taking a lead in this area of work, and chairing related learning and development task and finish groups.
- Leeds City Council: Adults and Health have led work to establish a multi-agency Exceptional Risk Forum (ERF) that offers support and advice to agencies working with people who are at a risk to themselves, despite the prior efforts of agencies to offer support to minimise that risk.
- Leeds City Council: Adults and Health, and Advonet have been leading a Task and Finish Group in relation to Safeguarding Diversity and Inclusion. This multi-agency group is focused on understanding safeguarding access issues of people with different ethnic communities.

Wider roles include links to Drug and Alcohol Strategies; Domestic Abuse Local Partnership Board, Mental Health Strategies; Liberty Protection Safeguards (LPS) Commissioning arrangements amongst others.

Work across partners

The Board continues to work closely with its strategic safeguarding partnerships, such as Leeds Safeguarding Children Partnership and Leeds Safer Stronger Communities. Recent examples of this include:

- Leeds Safeguarding Children Partnership and Leeds Safer Stronger Communities work together to promote safeguarding awareness across the city. Each year they all take part in Safeguarding Week in June to jointly promote awareness and understanding of safeguarding issues and available support.
- Safer Leeds has endorsed the LSAB Self-neglect policy to help ensure effective citywide responses. Related approaches, such as the LSAB Exceptional Risk Forum are shared with Safer Leeds, to help provide coordinated understanding and approaches.

- The Safeguarding Adults Board, Leeds Safeguarding Children Partnership and Leeds Safer Stronger Communities published a joint Strategic Review in the circumstances of a young man's death in Leeds. The learning from this review was shared and adopted by each Board/partnership.
- Currently the Safeguarding Children Partnership, Safer Leeds and the Safeguarding Adults Board has been looking to identify shared learning from respective statutory reviews. The first initiative is to collate shared consistent guidance on Professional Curiosity across the three partnership and therefore across the city. Professional curiosity is a common feature of our reviews in Leeds.
- Going forward the Leeds Safeguarding Adults Board is coordinating a new regional approach to West Yorkshire Safeguarding Week (June) and National Safeguarding Adults Week in November. This will involve all boards/partnerships contributing on-line sessions across West Yorkshire, thus providing a greater range of sessions than any of us could have done alone.
- The Safeguarding Adults Board has launched the Leeds Self-neglect Strategy with a view to this been shared, supported and promoted through related strategic partnership during the course of the year, inclusive of for example, the Health & Wellbeing Board and Safer Leeds, and those related to mental health and drug & alcohol dependency.
- This year the Safeguarding Adults Board plans to engage Safer Leeds and Safeguarding Children Partnership in discussion of adopting a joint approach to engaging with locally trusted third sector organisations, to promote safe communities.
- The three Boards/partnerships continue to have jointly developed guidance and approaches to Think Family, Work Family and 'Was not brought' approaches. The latter relates to how missed appointments are recorded, and how they can prompt further professional curiosity.
- There is also a further ongoing discussion between the three boards as to holding a three-board event to review is collective learning from reviews. Such three board events have been held previously in Leeds.
- There is also a plan to jointly review progress with Safer Leeds, as to progress achieved since the LSAB Thematic Review with regard to people living street-based lives in Leeds. This is a review that was originally undertaken jointly with Safer Leeds.

Above and beyond these achievements, regular meetings amongst the three Chairs and close working relationships between the respective Board Managers help to ensure learning is shared and provides a forum for the development of shared approaches.

Ongoing challenges and forward plans

1. This Champion model approach is proving effective model in gaining senior support and leadership to support the work of the Board. This approach needs to be further embedded but is become part of how we work now and this is paying dividends in what the Board can achieve.
2. The development of a Self-neglect strategy for Leeds will require a new approach of engaging with citywide partners and related strategic forums to raise the profile of self-neglect and gain wider support for its objectives.

5.4 Ambition Four: Learn from experience to improve how we work

Reason for this ambition:

This ambition is based on the need for continued improvement and learning from citizen experiences of support. We want to make sure that learning changes practice and leads to improved experiences for others.

5.4.1 Achievements, progress and plans going forward

Self-neglect

The Board undertakes Safeguarding Adults Reviews to learn from people's experience and to improve how the partnership works to support people to be safe. The Board has completed a thematic review involving 5 people who died in circumstances of self-neglect. This review builds upon and includes learning from other Safeguarding Adults Reviews in Leeds regarding self-neglect.

Based upon this learning the Board has already:

- Produced a [LSAB Self-neglect policy](#)
- Provided multi-agency training
- Established an [Exceptional Risk Forum \(ERF\)](#)
- Disseminated key learning messages based on '[Always Care](#)'

Furthermore, the Board has launched the [Leeds Self-neglect Strategy](#). Believed to be the first of its kind in the country, the 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

In January 2023 the Board will conclude a further Safeguarding Adults Review concerning self-neglect, and learning will be added to these developing actions plans as needed.

Predatory Marriage

During 2022 the Board has engaged in promoting awareness of predatory marriage, inviting a nationally recognised campaigner Daphne Franks to attend the Board, who had

lived experience of this when she discovered her mother (who had dementia) had married a man many years younger than herself. This has stimulated activity across many organisations of the Board to improve awareness and understanding.

Quality Assurance

The Board is committed to developing improved intelligence-led approaches

- The Board has a multi-agency intelligence dashboard which is now collated annually, collating information across a broad range of organisations to inform is forward planning.
- The Board has introduced an Organisational Self-Assessment; that has been developed with the Leeds Safeguarding Children Partnership so as to become a shared safeguarding children and adults self-assessment.
- Board has a developing multi-agency practice audit programme, that initially focused on the citizen's voice and more recently has focused on self-neglect.
- Board has recently developed a new Quality, Impact and Assurance Self-assessment which is focused on how Board member organisations are embedding the Board's work, such as the introduction of new policies, guidance, resources or learning from Safeguarding Adults Reviews.
- The Board invited an ADASS Peer Review to help to take stock of its progress and support its ongoing development during April 2022 which recognised the progress, achievements and direction of the Board. This is included as an appendix to this report.
- The Board is planning to introduce a new Annual Conversation event from 2023; this is a proposed a means for board member organisation to explore best to embed Board learning and resources within their organisations.

Learning and Development

The period has seen a refreshed focus on learning and development. Adopting a Champion and Task and Finish Group approach. This is providing to be effective and receiving good multi-agency support.

The Board has developed:

- [ALWAYS Care](#) resources, based upon self-neglect practice learning
- [Street-based lives briefing](#)
- A refreshed [LSAB Framework for Safeguarding Learning & Development](#)
- Refreshed Core Content Requirements for Safeguarding Adult Learning & Development Activity
- Practitioner surveys in relation to self-neglect as well as learning and development frameworks
- A new appreciative inquiry approach, in relation to a person who was supported in relation to their self-neglecting behaviour. The review has sought to identify the good practice that we can learn from and share with wider practitioners.
- Consistent guidance on professional curiosity with Safer Leeds and Leeds Safeguarding Children Partnership.

- A task and finish group to explore multi-agency safeguarding training models, that can help extend the offer to practitioners in Leeds and enable those who work together to also train together.

Ongoing challenges and forward plans

1. The Board needs to maintain a strong focus on self-neglect as evidenced by recent Safeguarding Adults Reviews. The development of a specific self-neglect strategy for Leeds will assist with this during 2023 but it will need to be kept in continual focus. The Board is considering a citywide event in the summer to support this initiative.
2. The Board is planning to partner with [SCIE](#) and sector leads to explore and develop new approaches to multi-agency working. This is an issue that has arisen through safeguarding adult reviews, and there is an opportunity to explore and co-produce new approaches.

Kieron Smith
LSAB Policy and Strategy Manager
Leeds Safeguarding Adults Board

27th January 2023

Appendices

- i. LSAB Annual Report 2021/22
- ii. Strategic Plan 2022/23
- iii. ADASS Peer Review 2022



**Leeds Safeguarding
Adults Board**



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 neglect¹

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.

¹ Care and Support Statutory Guidance, Section 14.11

² 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 does².

Safeguarding Adults Boards have specific duties as set out in Schedule 2 of the Act³. 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.

³ [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.leedssafeguardingadults.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 Enquiries⁴

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

⁴ Figures relate to Section 42 and other enquiries commenced during the year

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 concerns⁵

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%

⁵ 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 enquiries⁶

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%

⁶ 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 difference⁷

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.

⁷ 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 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/



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'⁸.

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)

⁸ 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:

Learning from experience

- 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 31st 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

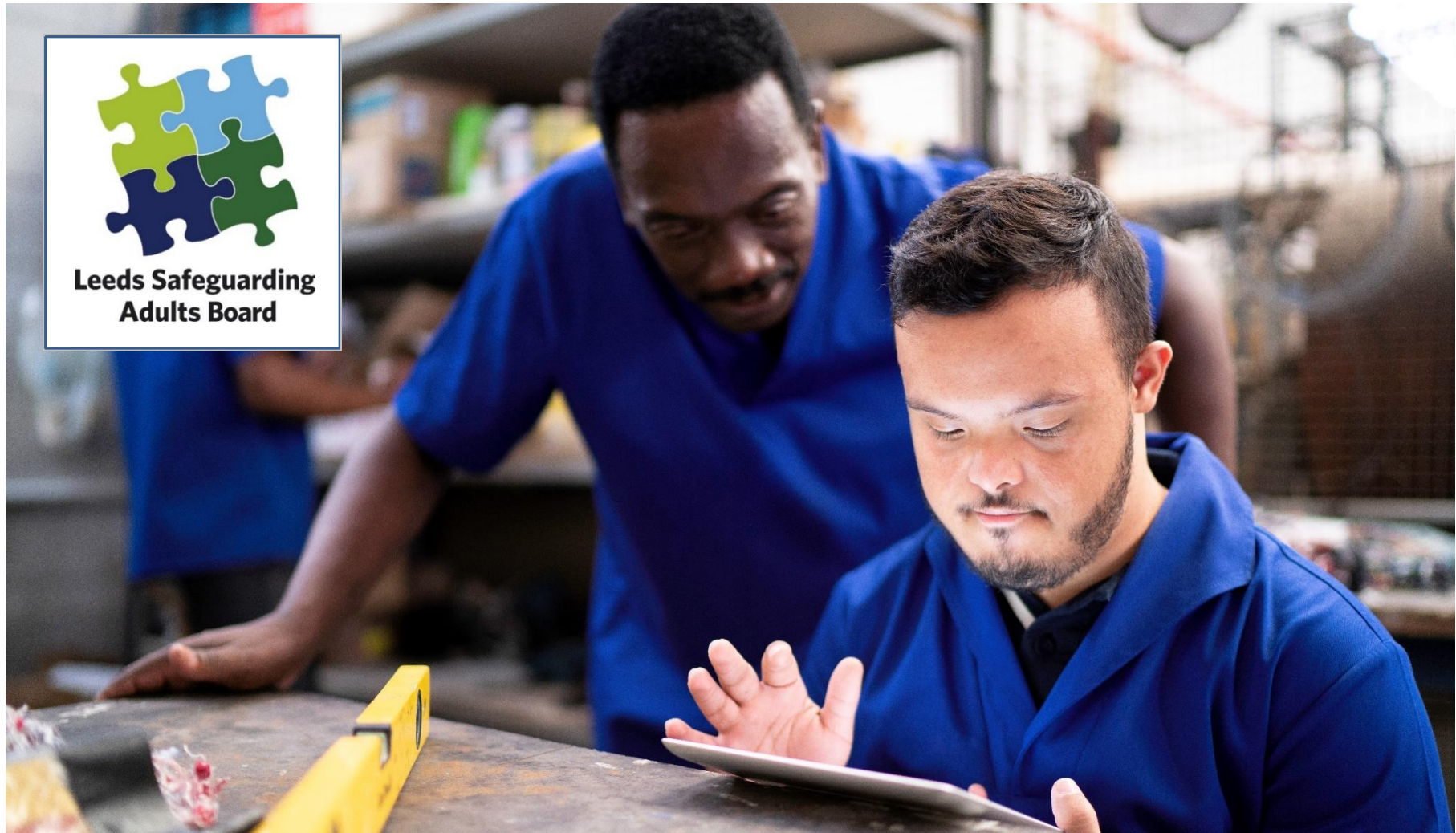
Examples of planned work include:

- 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



**Leeds Safeguarding
Adults Board**



Working to make Leeds a Safe Place for Everyone



Strategic Plan 2022/23

Ambition 1:

Develop citizen-led approaches to safeguarding adults

We plan to:

1. Undertake a review to ensure that people receive advocacy within safeguarding when needed, so that their voices are heard
2. Seek to hear from people with lived experience of self-neglect, to help us develop our guidance for practitioners
3. Each quarter, consult with community organisations about safeguarding adults work in Leeds
4. Expand our Friends of the Board Network to help us engage with community organisations and members of the public
5. Establish a citizen reference group to support our work
6. Involve citizens in co-designing a new logo and strapline for us
7. Support and promote our Citizen Ambassadors programme so that organisations hear from people in Leeds about how to support them to be safe from abuse and neglect
8. Include citizen-led principles within our governance arrangements
9. Ask the council to include safeguarding topics in the Adult Social Care Ambassadors programme
10. Consult with people in Leeds each year about our future strategic plans

Ambition 2:

Improve awareness of safeguarding across all communities and partners organisations

We plan to:

1. Provide free awareness sessions, in person and on-line, for community and citizen groups
2. Hold Safeguarding Week during June to promote safeguarding awareness
3. Promote messages and campaigns using social media, and seek to display our posters and leaflets in locations across the city, such as libraries, hubs, and leisure centres
4. Publish new co-produced resources including a short public awareness film about abuse and neglect
5. Co-produce awareness resources for people with learning disabilities
6. Make better connections with universities and colleges
7. Continue our project with Voluntary Action Leeds to help us better understand how ethnic minority groups in Leeds engage with safeguarding services
8. Ask the council to review the process for reporting abuse and neglect, and involve people from Leeds in the review

9. Ask the council to review its safeguarding adults training offer, and involve people working in Leeds in the review
10. Promote positive safeguarding messages for parents at risk, so they can build trusting relationships with services that can help them and their families to stay safe
11. Develop a new website to share our information resources and promote our work
12. Produce new guidance about what 'safeguarding' is and what 'poor quality care' is
13. Check how our learning and development framework is working in practice for partners and organisations, and make improvements if needed
14. Explore the need for multi-agency training in Leeds

Ambition 3:

Develop citywide approaches to safeguarding adults

Working with our strategic partners, we plan to:

1. Monitor the impact of covid-19 pandemic on safeguarding adults
2. Develop a self-neglect strategy for Leeds
3. Provide a risk forum to support organisations working with people who remain at risk, despite prior support being provided or offered
4. Link with wider citywide strategies in Leeds: domestic abuse, drug and alcohol, liberty protection safeguards, mental health and learning disability, street support
5. Link with wider networks: housing associations, commissioned social care providers, offender management, fire safety, criminal concerns and safeguarding
6. Develop a plan to take forward learning about people who died living street-based lives
7. Take part in National Institute for Health research about self-neglect
8. Develop approaches for improving multi-agency working in Leeds
9. Support the development of trauma informed practice
10. Seek to better understand how safeguarding adults works to protect people who have care and support needs, and engaged in sex working
11. Carry out annual organisational self-assessments, supporting the development of safe services

Ambition 4:

Learn from experience to improve how we work

We plan to:

1. Hold an annual event to hear from community organisations and our wider partners
2. Adopt a new approach of reviewing good safeguarding practice so that others can learn from it
3. Use feedback gathered last year about people's experiences of safeguarding, and develop a project to do this again this year
4. Review how we carry out Safeguarding Adults Reviews in line with the policy and statutory criteria
5. Ensure learning from Safeguarding Adults Reviews is shared with organisations in Leeds
6. Work with all partners to gather data and intelligence that informs the Board's priorities and action planning
7. Seek assurance from all member organisations as to how they have put new Board learning, resources, policies and procedures into practice.
8. Undertake a multi-agency audit programme to review safeguarding practice in Leeds

9. Develop learning and development opportunities to promote information sharing between practitioners and services
10. Review the Board's escalation guidance, and seek an assurance about that of member organisations
11. Ask Leeds Police and Adults & Health to develop a shared understanding of when a hate crime should also lead to a Safeguarding Adults referral.
12. Support the promotion of awareness and understanding of hate crime.



Leeds City Council

**Safeguarding Adults Board Peer
Challenge
Feedback report.**

Yorkshire and Humber Regional Peer
Challenge Programme
April 2022

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Introduction

Leeds City Council Safeguarding Adults Board (LSAB) asked for a regional safeguarding adults board (SAB) peer challenge as part of sector led improvement within the Yorkshire and Humber ADASS Region. The peer challenge was based on the LGA “Safeguarding Adults Standards for Safeguarding Adults Boards (2017)”

The specific priorities identified by the council for the team to focus upon within this framework were:

- Outcomes for and the experiences of people using services
- Service delivery and effective practice
- People’s experience of safeguarding

The Yorkshire and Humber ADASS regional peer challenge programme is not a regime of inspection and seeks to offer a supportive approach undertaken by ‘critical friends’. It is designed to help an authority and its partners assess current achievements and areas for development within the agreed scope of the review. It aims to help an organisation in identifying its current strengths along with what it should consider to continuously improve. All information was collected on the basis that no comment or view from any individual or group is attributed to any finding. This approach encourages participants to be open and honest with the team. The peer challenge team would like to thank all stakeholders who made themselves available to meet the team for their open and constructive responses during the challenge process and for making the team feel very welcome.

The members of this regional adult social care peer challenge team were:

- **Bev Compton**, Lead Peer, Director of adult services and DASS, North East Lincolnshire
- **Dr Wendy Barker** - Deputy Director of Nursing, NHS England and NHS Improvement – North East & Yorkshire Region
- **Lisa Willcox** - Service Director, Adult Social Care - Mental Health and Learning Disabilities – Wakefield Council
- **Tony Middleton**, Service Manager – In House Provider Services, Sheffield Council
- **Christine O Dell**, Service Manager, Adult Social Work Teams, Sheffield Council (case file audit)
- **Venita Kanwar**, Peer Challenge Manager, LGA Associate, ADASS Associate

The team was on-site from 6th April 2022 until 8th April 2022. The programme for the virtual peer challenge included activities designed to enable members of the team to meet and talk to a range of internal and external stakeholders. These activities included:

- Interviews and discussions with councillors, senior officers, frontline staff, partners, voluntary sector,
- Videos of:
Proud to be an Ambassador - <https://youtu.be/hfiXrxJLHo>
Touchstone, introducing Talk to me, hear my voice <https://youtu.be/WgNQOHZ53P0>
Touchstone and Sikh Elders <https://youtu.be/YJ-6bsH6uw>
- Reading documents provided by the council including a self-assessment of progress, strengths, and areas for improvement against key areas of business.

The key messages in this report reflect the presentation delivered to the council on 8th April 2022 and are based on the triangulation of what the team read, heard, and saw. This report seeks to cover the areas Leeds City Council (“the Council”) was particularly keen for the team to explore. Detailed responses to the headline areas the council asked the team to focus on are outlined in this report. The team wanted to highlight that the peer challenge was delivered in the broader context of significant change within the local and national health and social care system, for example:

- NHS/ CCG colleagues moving into Integrated Care Boards (ICB) arrangements in July 2022
- Changes to charging and new inspection arrangements arising out of the social care white paper

This is also against a backdrop of significant concerns on cost pressures and the implications for:

- risk and safeguarding activity
- stability of the provider market – domiciliary care has already felt the impact
- travel and utility costs for people

Finally, there is need to recognise that social care and health services are currently dealing with the fallout from two years of pandemic during which time staff have maintained services for the residents of Leeds.

Now is the time to keep a watchful eye on staff across the entirety of the system and plan to build and maintain staff resilience and build further on the wellbeing of Leeds staff. The leadership in Leeds adult social care recognises this.

The SAB may want to consider the changes made to services over the last two years and the value of continuing to do some work “virtually” as the council and its partners recover from the pandemic. Safeguarding partners are encouraged to reflect on innovative practice developed during the pandemic and build this into future ways of working.

Outcomes for, and the experiences of people who use services

“If we can deliver accommodation of quality and in quantity, we can make a real difference to people’s lives”

Areas of strengths

- As a leadership group the board is re-focusing, setting a new and challenging ambition for Leeds which is “owned” and is driving forward a new way of working.
- Learning from safeguarding adult reviews (SARs) has helped the partners to identify self-neglect as a priority theme, and has informed the work programme on self-neglect and other priorities
- We could see that by engaging and tracking the most vulnerable people living on the street, teams were delivering effective support, and helping homeless people to gain and maintain housing tenancies
- Your ambition for citizen led practice is setting the foundations for improved outcomes and experiences
- The Friends of the Board, Citizens’ Panel and engagement networks demonstrate a commitment to engage meaningfully, and is beginning to change practice for example:
 - The Listening Project
 - Equality and Diversity, task and finish group
 - Touchstone video
 - Proud to be an ambassador – co producing documents
 - “Talk to me, hear my voice”
 - Changed language and terminology is improving engagement

1. The peer challenge team consistently identified that people working in Leeds are passionate about supporting and protecting some of the most vulnerable people living in Leeds, with demonstrable energy and commitment to getting it right for them. The SAB leadership group is re-focusing and has set a new and challenging ambition for Leeds. In 2019, the board started to develop its citizen-led approaches involving citizen groups to co-produce its multi-agency safeguarding adults’ policy and procedures. This was soon followed by the board adopting a strategic ambition to work towards becoming citizen-led which for Leeds means:

- Being focused on the delivery of positive outcomes for citizens
- Being focused on the experience of citizens
- Understanding and acting on citizen expectations of Leeds
- Adopting citizen guidance within our practice
- Reaching out to citizens to include their views in our work as a board
- Engaging citizens and communities within our workstreams
- Learning from citizen experiences

This has resulted in:

- The development of citizen-led practice guidance
- Establishing a citizen reference group
- The creation of a “friends of the board” network
- Commissioning an independent service to hear feedback of people’s safeguarding experiences
- Establishing citizen ambassadors and virtual networks
- Co-producing safeguarding leaflets and materials

The peer challenge team could see that being citizen focused has become a way of working and the 'Talk to Me, Hear My Voice' ethos was regularly heard.

2. The board has made a conscious effort to move from being a process driven body into something much more meaningful. There has been a shift in this ambition now being led by all partners in the board, supporting Leeds City Council as a well-recognised leader on this agenda. The board's work has moved away from a structure involving sub-groups delivering the board's work, to one that is more agile, using task and finish groups to lead and deliver priorities, with SAB partners stepping into leadership roles to lead and drive the agenda.
3. The challenging ambition for the SAB is aligned with the citywide strategy for Leeds, owned by partners and driving forward a new way of working.
4. The SAB has used the learning from two recently published SARs which had a focus on self-neglect to change practice and outcomes for people. This has taken the form of a task and finish group directly reporting to the board. Working alongside partner boards, such as Safeguarding Children Partnership and Safer, Stronger Communities, the chair of the SAB and the support unit meet regularly with their counterparts to collate the learning from SARS and other priority areas.
5. The work being done with homeless people in the city to support them into tenancies, along with some of the most vulnerable people on the streets is being engaged and supported by partners in a compassionate way. This is helping to protect them from significant harm and is producing good outcomes. Partnership teams working with homeless populations provide consistent support "for as long as it takes" until a satisfactory outcome is achieved. Caseloads of no more than ten, enable a person-centred approach to be taken. The tight-knit partnership working was valued by colleagues and we heard good things like:

"The support that wraps around the client has been amazing - it's almost like we're one team! We can do this together, and with the right support we can, and we have".

6. The SAB has set out a bold ambition to be citizen-led. The peer team heard how the board's work is reaching into the many diverse communities in Leeds and found the approach to be interesting. Staff have used a variety of ways to improve engagement which is based on communities themselves having different ways to engage. Leeds has resisted establishing formal engagement structures and has been imaginative and open to different approaches to achieve its aims. One such example is the way in which Leeds's staff, representing different communities, have been supported to reach into their own communities. There are good endeavours to broaden reach into the diversity of communities in Leeds, and a recognition by staff and partners that there is more to be done, including understanding where some communities are under-represented in the safeguarding agenda. The peer team could see that Friends of the Board, Citizens Panel and Engagement Networks are developing in an organic way, demonstrating a respect for communities to engage with Leeds at a pace and in a way that feels right, and it has resulted in good co-production which is beginning to shape how things are being presented. This is notably found in the change in language, presentation, for example use of ambassador videos and a video of the SAB Annual Report, and terminology in the publications, and inviting communities to work with Leeds to ensure they understand the importance of safeguarding. Of note is the Listening Project focused on Black and Minority Ethnic Communities (BAME) which is led and driven by the council's Director of

Social Care and Health who has looked at trends in referrals to adult social care (ASC). Findings include an under representation of Caribbean and Chinese communities and for most BAME communities a lack of awareness of the work of ASC. Sponsored by the Better Lives Board, which involves people with lived experience, the Listening Project gathers insights about where communities attend for advice and support. Reaching out to communities in cafés and undertaking guided conversations helps to gather intelligence about some of the barriers experienced by people. From this way of working, partners have identified that current services do not meet cultural care needs. Further work is planned to focus on developing a training programme focused on how to connect with communities and to recruit community champions. The peer team heard and fully understand that safeguarding is an ethereal concept if you are not a practitioner. However, safeguarding practitioners are thinking about ways of communicating safeguarding concepts in ways that are understandable, so that people in Leeds can feel safer. Leeds is listening to people, and it is making a difference.

Areas for consideration

- It was not easy to identify outcomes achieved, these are not always articulated or not yet come to fruition
 - However, providers can demonstrate and measure individual outcomes which are not yet incorporated into the quality dashboard or performance reporting
 - Think about using “stories” to bring safeguarding to life, and building on your understanding of communities, use alternative formats, such as videos to make these stories accessible, helping to communicate what safeguarding is about
7. The peer team consistently asked what it was that was being achieved in Leeds and it was not easy to identify. This not because good outcomes don't exist, but more about how people were articulating results and making them visible. For example, providers were able to demonstrate and measure individual outcomes in terms of improvement. The SAB might wish to consider how some of this insight could be incorporated into the SAB quality dashboard and performance reporting.
 8. The board could consider how stories could be incorporated into SAB meetings routinely, for example, asking contributors to share successes. This would be a way of discussing practice and bringing a results focus to the meetings as well as bringing safeguarding experiences to life. This would further change the focus of the Board from being process led to a focus on bigger issues such as self-neglect with stories acting as a foundation for the board's journey as well as bringing individuals' experiences to light. This would help to ensure that the board's work is grounded by how practice results in individual outcomes, and help the board, demonstrate value and impact. The SAB has already made a good start on this with videos of safeguarding stories, developed alongside people with learning disabilities. This is a good way to communicate powerful messages. By involving people as much as is possible, and by using their language, the board will increase impact and encourage people to participate with the SAB to safeguard others. This could also be an opportunity to help social workers become familiar with the priorities and work of the board.

Actions for the SAB

Consider how provider insight could be incorporated into the SAB quality dashboard and performance reporting to be able to get better outcomes for people.

Consider bringing people's safeguarding stories to SAB meetings and to better understand people's experiences and the outcomes achieved

People's experiences of safeguarding

"There is a step change in the training around mental capacity enabling us to support vulnerable people immersed in addiction"

Areas of strengths

- Staff, partners and providers are passionate about the work they do, and it shines through
 - Good anecdotal evidence of safeguarding as a result of ambassadors' engagement
 - There is an understanding of the importance of personalisation and outcomes. This is being achieved in areas of activity, for example, with learning disabled people
 - Commitment and determination to properly engage with citizens and shape involvement in safeguarding is evident
 - Street intervention work has reduced the number of untimely deaths – targeted energy and investment is enabling this intensive support
 - Advocacy is available to support people in expressing their needs and wishes
 - Improved clarity about the application of the Mental Capacity Act and improved practice, specifically with users who have significant addiction problems
 - Equalities and diversity are top priorities, and you are beginning to understand the complexities and challenges in meeting the needs of diverse Leeds communities through insightful work and engagement
9. During the peer challenge the commitment of staff, partners and providers consistently shone through. The energy and passion about safeguarding work is reflective of the strong vision led by the board, which understands the significant issues present in Leeds. The board is engaging people throughout the system. It was good to hear how well partners are working with each other, that they know each other, are having a level of conversation that demonstrated mature partnerships and strong working relationships for a shared agenda.
10. We heard anecdotal evidence of how safeguarding practices was achieving outcomes through the ambassador engagements. These anecdotes would be good to share at board level as indicated previously. Good outcomes have been identified. For example, neighbours and friends understand who to contact for advice and support because of the ambassadors' work. Safeguarding ambassadors were proud of their achievements and involvement in developing videos, which will enable them to sustain their work with the board.
11. Personalisation and outcomes are regarded as important and this was seen particularly in the board's work with people with learning disabilities, the work on LEEP1 and ambassador roles. Of note is the learning disability service's work. The service recently participated in a national ADASS event focusing on areas of good practice carried out with a learning disability during the pandemic. The Leeds learning disability service has been identified as an area where person-centred approaches continued throughout the pandemic and they continue to work with ADASS to highlight learning approaches.

12. The determination and commitment to properly engage with citizens is shaping people's experience of safeguarding in Leeds. We heard that direct communication between social workers and service users and involving people in decision making led to more successful outcomes and to service users feeling more empowered.

13. The street intervention work was regarded by the peer team to be exemplary. We heard

“The number of people we were losing on the streets in traumatic and untimely circumstances resulted in the initiative to reduce the number of rough sleepers. We are now targeting a forgotten and neglected area of community, and have reduced the number of people lost on the streets”

This demonstrated both the concern for the untimely deaths of people who live on the streets and the resultant meaningful action and targeted support. The way that this has been approached through strong partnership working, is achieving outcomes through a compassionate approach, the peer team thought it was fantastic!

14. The team heard how Leeds improved its person-centred approach by ensuring improvements to practice around the application of the Mental Capacity Act (MCA). Thinking about individuals' rights, and considerations around consent, individuals' ability to use and weigh information and decision-making ability has helped to improve individuals' safety. The case file audit carried out by peer team members found that the focus on mental capacity is consistent. Worthy of note is the work around the specialist advice that has been sought to enable staff to work with people with significant addiction problems and provide them with the ability to understand the position they take with regard to capacity.

15. Equalities and diversity are top priorities for Leeds which has a large ethnic population. The city's diversity has been a focus for the board which is beginning to understand the complexities involved in supporting a wide range of groups. The team met staff involved in some interesting insightful work which aims to inform how to improve engagement with diverse communities, how they understand safeguarding, how to access social care and support. The SAB has engaged with a wide variety of communities but is reliant on community leaders willing to work with them. It is evident that good work has been carried out in Leeds with LGBTQ communities, with events held with regular, well-attended events. Other achievements are the trans pride event and work with the BAME hub – a centre for day facilities, for older BAME adults, where sessions are held on how to be safe.

16. There is a real commitment and understanding across the partnership of the value and importance of this work.

Areas for consideration:

- Citizens panel is at the early stages of involvement
- How advocacy referrals could be improved
- There may be opportunities to broaden the channels for safeguarding referrals
- Referrals to safeguarding may lead to a high volume of cases/referrals for social workers; this could be for different reasons (public access, awareness of thresholds, inappropriate referrals); consider how the impact of caseloads on workers' wellbeing could be improved
- Social workers do not always “hear” the individual's voice due to the high level of provider led enquiries and timescales
- Does the maturity of data sharing protocols work to support the interests of individuals' safeguarding, and wider trends?

17. The peer team thinks that the SAB is taking the right approach. The maturity of the citizens panel is in its early stages, but it will help to achieve the goals around understanding communities more deeply. The collection of safeguarding stories through advocates will provide the board with rich information, insight and learning.
18. Advocacy services are available to people in Leeds but its uptake is low despite efforts to publicise it. The SAB is aware of the unenthusiastic interest in the advocacy services, and it may be something that the SAB could take a closer look at in order to improve its use.
19. There may be ways to broaden how safeguarding referrals can be made particularly by people who are not professionals. There could be areas to consider around the processes leading to high volumes of cases and referrals for safeguarding in social work team. This is an area that may need further exploration. Some of the reasons might be around the understanding of thresholds for safeguarding or could be to do with the way in which you differentiate the calls coming through the call centre. Alongside this, the work of social care teams needs to be set in the context of having worked during the pandemic, and a recognition of the impact of the pandemic on vis-à-vis safeguarding matters. This has placed significant additional pressure on teams, increased awareness around safeguarding and an increased need for services. Social care services will need to think about staff wellbeing too, as they struggle to deal with backlogs of work and that the time and effort that is required to do this. The peer team is assured that the directorate has staff wellbeing prominently placed as a priority, and that leaders are fully aware of the considerable effort made by staff at this difficult time.
20. Many of the safeguarding referrals are coming to ASC via providers, therefore the “voice” of the individual is reflected indirectly. Some thought could be given to the channels through which information on the referrals are received and how you can hear the individual’s voice better. In many situations, where the provider is leading the enquiry, and giving feedback to the Council, it is more often the professional or provider’s voice which is heard meaning that the person’s voice is heard indirectly. The peer team acknowledge that workstreams are in place, and taking this work forward.
21. At a strategic level the SAB could consider assuring itself that the protocols for data sharing with partners are set at appropriate levels and whether this enables the SAB to audit data down to the front line. The council needs to be assured that staff are fully conversant with when they can and cannot share data for the individual’s safety.

Actions for the SAB

- Clarify with partners that data sharing protocols are well understood within partner organisations, and enable staff who work to safeguard individuals to share data for audit purposes and in the interests of the individual

Service delivery, effective practice and performance management

“Home visits really illustrate the level of self-neglect and capacity”

Areas of strengths

- You are a learning partnership. We were able to see how you used SARs and the street deaths’ review in 2018 to prioritise and refocus the work around street outreach services, domestic abuse and self-neglect
 - Delivery is supported by strong learning and development, and a range of products have strengthened practice for most professionals e.g., understanding of executive capacity, and specialist advice sought with regard to best practice on the capacity of intoxicated individuals and their vulnerabilities.
 - There is mutual understanding and respect between partner agencies.
 - There is a commitment, energy and determination across all staff teams.
 - Team managers and social workers engage in positive risk taking - a strength-based approach is evident, supported by, in the main by clear processes and systems.
 - The safeguarding adults review manager (SARM) role is positively regarded by social workers and providers, and delivers effective practice in managing risks
 - The development of the quarterly performance dashboard makes it easier to view the whole system.
 - Contract management and commissioning teams have increased their understanding, awareness and focus on safeguarding and seek assurance from providers engaged for the purpose.
22. It is evident that Leeds has a learning safeguarding partnership. There is a clear process by which learning from safeguarding intelligence informs the strategic focus and delivery for the board. The street deaths review in 2018 is an example of how safeguarding adult reviews have really informed the SAB strategy and refocused work which is translating into meaningful practice around domestic abuse and self-neglect.
23. With regard to learning and development, a range of products have been created that your professionals and providers find useful, and which is a very useful resource for professionals and practitioners alike. There is specific reference to the understanding of executive capacity, with real evidence of a culture shift from an immediate acceptance of *‘They have capacity and don’t want support’* to: working closer with those people and exploring their needs and stories of success from that approach, and to the advisor that was referred to the advisor in paragraph 14 about how to deal with intoxicated individuals when they might appear to have fluctuating capacity.
24. The team also found that there was good mutual understanding and respect amongst partner agencies and the commitment, energy, and determination across your staff teams filters into effective practice and learning.

25. Team managers and social workers are engaging with practice focused on an understanding of positive risk taking and there is evidence of a strength-based approach, supported in the main by clear processes and systems. The direction of travel is strong and there is a strong focus on timely and proportionate response to all cases.
26. The peer team heard about the safeguarding adults review manager (SARM) role, which is positively regarded by the people spoken to. They are delivering effective practice in the most complex of cases that often require a multi-agency approach to manage and mitigate risks. The SARMS hold a great deal of knowledge and experience and provide a valued point of advice and support to social work teams and people using the services. They are recognised as playing a crucial role in the continued development of safeguarding in Leeds.
27. The quarterly dashboard is facilitating a whole system view for the SAB. It continues the strong citizen focus, with sections headed “Empowerment – talk to me, hear my voice” and “Proportionality – work with me to resolve my concern, and let me move on with my life”.
28. The council’s contract management and commissioning approach demonstrated increased understanding, awareness and focus on the safeguarding agenda and providers are responding to this, being well engaged with the work of the SAB. Over the last four years, a systematic programme of work has been undertaken to embed safeguarding within contract management functions, public health and housing related support commissioning demonstrated this through improved specifications, and quarterly reviews within contract meetings of all safeguarding referrals.

Areas for consideration:

- How could you develop greater consistency in using safeguarding, and understanding of thresholds, across the partnership and providers?
- Consider ways of sharing practice and audit information across partnerships to inform development and learning; Consider how you could facilitate the sharing of performance information between providers to enable service development
- Providers seem to be aware of, and value the exceptional risk panel but understanding of the Multi Agency Solutions Panel (MASP) was mixed, as were views about its effectiveness
- Reliance on phone-based assessment of individuals may obscure the extent of the individuals’ capacity or living circumstances, often resulting in no further action and limited feedback
- Better engagement is needed between the board and front-line staff
- Review SARMS processes for clearer identification of themes and for onward referral of identified issues to the relevant agency, and potential for matrix management
- How can you achieve greater consistency in using safeguarding approaches and understanding thresholds across the partnership and with providers?

29. Avenues to share practice information and audit information have been identified as problematic. This could be used as a learning tool for SAB to maintain a uniform and consistent approach in its work. Data sharing awareness should be understood by all members of the team. Providers are keen to share their performance information

between organisations and the board, to facilitate their own development and learning from one another.

30. Many agencies are aware of the work being done by the exceptional risk panel and feel that it is a step in the right direction. However, there were mixed views about the effectiveness of the MASP process and its role in supporting earlier intervention.
31. The context and consequence of the pandemic included services stepping back from face-to-face delivery, with greater limitations on resource due to some of the restrictions imposed (and limitations on available resources, as a consequence). Some people we spoke to were concerned that it was harder to assess individuals' living situations accurately without seeing them. Considering self-neglect issues, a reliance on phone-based assessments of individuals may obscure the extent of an individual's capacity, or of their living circumstances. When it becomes imperative to visit the individual in person, perhaps a response could be to undertake photographic content to convey a sense of the individual circumstances, subject to their consent to do so. Providers will often raise issues around self-neglect and it was noted that there was a perception that there was little or no follow through action and that it is easy for individuals who are self-neglecting to dismiss workers on the phone, the peer team wanted to raise this as a cautionary note.
32. The board has done a fantastic job of engaging with its partners and reaching out to Leeds communities. Generally, the board's role is understood by many, but there is perhaps something further to do around ensuring that front-line staff see the board too and know what its work is about, because there are lots of good messages to convey in terms of value and impact. This may help to support people in understanding the board's role and links between its work and practice changes. The multi-agency file audits are an example of reflective learning and engagement.
33. Whilst the role of the SARMS was well regarded, there was a sense that sometimes they operate slightly differently to each other, providing different levels of resource/ input to their areas. Adults Care and Health could consider ways of managing the SARMS to ensure strong collaboration and that learning around key themes or issues are shared, to develop a more consistent approach.

Action for the SAB and partners

- Share practice information across the sector at all levels to be able to effectively achieve consistent safeguarding practice.
- Share the work of the board widely with partners and staff at all levels.

Actions for ASC

- Make use of other means of information gathering when face to face delivery cannot be achieved. For example, with regard to self-neglect, making use of the "clutter index" might help to illustrate the extent to which an individual is coping.

- Take a closer look at the way SARMs are working to ensure a more consistent approach for them and their work.
- Facilitate the sharing of performance information between providers to support their learning and development.

Case file audit –

The case file audit process completed in this adult social care peer challenge follows the methodology outlined in the LGA Guidance Manual for Adult Safeguarding Peer Challenges. The records considered represented a mix of ages and include adults with mental health problems, people with learning and physical disabilities.

A total of nine case records were selected by the service and made available to the peer challenge team. In terms of context, this selection equates to a small sample of the referrals received by the team each year. The feedback given here is based on the files that the peer challenge team have read and seen, some of which were unfortunately not ideal examples for the focus of the audit; for example, two had been closed down at the initial referral stage as the people involved were assessed as having capacity.

The categories covered were:

- People who were not known to services (or not known for a number of years) prior to initial contact and where safeguarding was the reason for initial contact
- People living at home
- People living in registered residential establishments
- People in hospital
- People using personal assistants
- Adults with children in the household
- People who have been referred through domestic abuse services, hate crime, anti-social behaviour, or other community safety routes

The feedback given here is based on the files that the peer challenge team have read, which contributed to the overall conclusion that the service demonstrated high standards and was protecting vulnerable people and keeping them safe. The case files audited covered the period of the last 12 months.

The case file audit was carried out prior to the on-site visit by the peer team. The analysis was carried out by two of the members of the peer team who were provided with supported remote access to nine case files. These included a good mix of different client groups and scenarios (i.e., people living at home, supported living and residential). A combination of circumstances meant there were some logistical and time constraints and that should be considered when viewing the analysis.

The strengths and considerations presented in this report are based on the caveat that we did not have all the facts to hand. This was discussed with Leeds colleagues at the time of the audit.

Areas of strengths

- Some good practice where the person and their thoughts were evident, supported by quotes from the individual
- The views and contributions of family members and other agencies were sought and recorded
- The recording of information is factual, clear and informative
- There is clear evidence of and focus on partnership working

- Focus on mental capacity appeared to be consistent with workers recording their consideration of capacity

Areas for consideration

- The client voice was not always evident. Columns with 'I' headings were completed with statements such as 'X will...' and 'X will support Y to...' is there a mismatch between documentation and style of recording?
- There was little evidence of reviews against actions
- Consideration of the need for independent advocacy was not apparent. Even if independent advocacy is not required, it should be noted as having been considered.

The reviewers found that paperwork and forms used by staff were very comprehensive, factual and clear. Decision making and thinking was clearly outlined and captured, though some did seem to be 'professional' rather than being personalised to clients. There was clear evidence of management oversight, decision making and direction throughout.

It was evident that there was good partnership working across cases which had produced some good outcomes for individuals. There was clear evidence that appropriate referrals and responses were made as required, i.e., Multi Agency Risk Assessment Conference (MARAC).

Capacity assessments were considered consistently with workers recording capacity, demonstrating that it had been considered. In most cases the decision-making process was recorded.

There were examples of social workers being focussed and persistent in supporting adults in Leeds in appropriate and well-coordinated approaches. This strongly demonstrates a professional approach that respects individuals and empowers them.

The auditors thought that the views of the person could be sought, documented, and revisited throughout the process in a stronger way, as the views of the family professionals involved, were often more dominant.

It was not always clear whether or when advocacy was offered or considered as it was not referenced in some files.

It was difficult to "hear" the voice of the person receiving services as this was recorded in the third party. However, this could be a discrepancy between style and reporting requirements.

Conclusion:

We hope that this Peer Challenge has captured a flavour of the numerous examples of good practice that Leeds should be proud of as well as opportunities for further development.

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