



Leeds City Council: Scrutiny Board LSAB Progress Report

14th January 2025

1. Introduction to Safeguarding Adults Boards

1.1. Role and responsibilities:

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

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

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

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

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

1.2 Membership

Richard Jones CBE has been appointed as the Board’s Independent Chair providing leadership, support and challenge to the partnership. Membership includes the following:

Statutorily required member organisations:

- Leeds City Council
- West Yorkshire Integrated Care Board
- West Yorkshire Police

Member organisations agreed by voluntary agreement:

- Executive Member for Adult Social Care
- Leeds Teaching Hospital NHS Trust

¹ [Care Act 2014; Section 43](#)

² [Care Act 2014; Section 42](#)

- Leeds & York Partnership Foundation NHS Trust
- Leeds Community Healthcare NHS Trust
- West Yorkshire Fire and Rescue Service
- HMPSS: Leeds Probation Services
- Leeds City Council: Housing
- Advonet

2. Key progress updates

This progress report draws upon the LSAB Annual Report and LSAB Strategic Plan to provide an open and transparent account of the progress being achieved to safeguard adults at risk of abuse and neglect in Leeds:

- [Full length Annual Report 2023/24](#)
- [Summary short film Annual Report format](#)
- [Accessible / Pictorial Annual Report format](#)
- [LSAB Strategic Plan 2024/25](#)

This update report focuses upon key development areas identified within the above documents.

1. Safeguarding within ethnically diverse communities
2. Safeguarding and faith communities
3. Promoting safeguarding awareness
4. Leeds and West Yorkshire Safeguarding Weeks
5. Multi-agency working in Leeds
6. Supporting people who self-neglect
7. Developing approaches to Quality Assurance
8. Developing approaches to Safeguarding Adults Reviews
9. Working with wider safeguarding partnerships
10. Board logo and values

2.1. Safeguarding within ethnically diverse communities



The Leeds Safeguarding Adults Board partnered with Voluntary Action Leeds to learn from community workers and community groups what barriers were being experienced by ethnically diverse communities in accessing safeguarding services.

Summary:

- Learning from these engagements have led to Community First proposals. An approach that involves hearing directly from community organisations in a particular locality and using this learning to shape how we make safeguarding accessible to all.
- Safer Leeds and Leeds Safeguarding Children Partnership have now agreed to join in with this project, enabling an approach that focuses on breaking down barriers for families and communities in accessing support in Leeds.

Next steps:

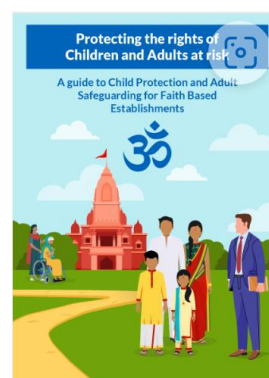
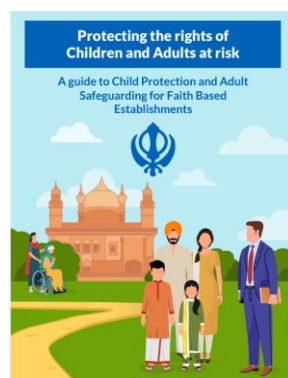
- This work is still at a planning stage. It will be necessary to form a steering group of senior leaders to establish the project, and to work with local councillors in identifying an appropriate locality to participate.
- Caroline Baria, Director of Adults Social Services has agreed to take on a leadership role in establishing the project.
- The project will continue throughout 2024/25 but hopes to develop new innovative ways of engaging with communities that can become the new model of working for Leeds.

2.2. Safeguarding within Faith Communities

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

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

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



The core content of the guidance for each faith will be very similar, however, reference to scripture, characters and icons will be bespoke for each faith. Provisional draft documents are now complete and being checked for factual accuracy.

Next steps:

- Six consultation events being held with members of each faith to coproduce final versions
- New guidance to be published early 2025
- Work to be planned with the Leeds Safeguarding Children Partnership as to how to share and cascade the guidance within Leeds

2.3. Promoting awareness of safeguarding

Leeds Safeguarding Adults Board invested in a new website during 2024 providing dedicated spaces for [Members of the public](#) and those who [Work with adults](#), which are fully compliant with accessibility regulations for publicly funded websites. The new website is enabling us to include new content that we could not do previously, for example:

- Our [safeguarding awareness short films](#)
- Our [safeguarding leaflets in variety of languages](#)
- [Staying safe information](#) for members of the public

Next steps:

- We plan to undertake a user survey early in 2025 to support the website's continued development.
- We plan to add to the content with positive scenario examples for members of the public
- We have started to develop some short films about different types of abuse and neglect, made by community groups in Leeds. One has already been created by Leeds People Matters.

2.4. Local and Regional Safeguarding Weeks



West Yorkshire Safeguarding Week

The Leeds Safeguarding Adults Board has led regionally to develop a shared West Yorkshire Safeguarding Week programme of learning and training. In so doing, it has coordinated children, adult and community safety partnerships to provide a single programme of events that was available across the region. This is the second year of this new approach and following a further positive evaluation, will be continue into year three.



Leeds Safeguarding Adults Week

Similarly, the Leeds Safeguarding Adults Board has led locally to establish a Leeds Safeguarding Week for 2024. With the involvement also of Leeds Safeguarding Children Partnership and Safer Leeds, a programme of more than 30 free learning events are on offer to Leeds practitioners. It is hoped that partners will come together to make this an annual event each year.

18th – 22nd November 2024

2.5. Multi-agency working in Leeds

Learning from Safeguarding Adults Reviews, an Appreciative Inquiry, and the Exceptional Risk Forum (ERF) is that whilst there is often very good multi-agency working in Leeds, there are occasions where this has not been as effective and coordinated as it could have been. The Safeguarding Adults Board has sought to address this directly through a new and innovative approach.

Progress to date:

- The Board has commissioned [SCIE](#) as an independent development partner and established a multi-sector steering group (of statutory and non-statutory organisations) to support a project of improvement and development. This project involves three Phases.
- Phase 1 involved three workshops to explore practice in relation to specific individuals and to use this as a lens through which we can understand what promotes and what hinders

good multi-agency working. These factors have been collated into a 'spine of enabling factors' that is likely in due course to be nationally shared learning.

- Phase 2 involved five workshops across geographical and specialist areas in Leeds. The focus was on applying the spine in the context of self-neglect practice, with a view to identifying areas of potential development for Leeds.

Next steps:

- Phase 2 is reaching a conclusion with the learning informing a Board Development Session in November 2024, which will be used to start identifying our future priorities for system development.
- Phase 3 will go forward in 2025 around identified areas for development, informed by the views of front-line workers and services.

2.6. Support people who Self-neglect

The Board has completed a series of Safeguarding Adult Reviews in recent years concerning people who died in circumstances of self-neglect and has identified the need for a citywide approach and understanding. Based upon the learning from Safeguarding Adults Reviews a wealth of [LSAB self-neglect guidance and resources](#) have been developed based upon the learning from national research.

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

The strategy is based around 4 Always Care Commitments:

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

The Board has established a new multi-agency task and finish during 2023 support its implementation. The ambition is to embed a citywide culture of support and understanding of self-neglect across the city that will lead to improved outcomes of people at risk, as such both the Leeds Safeguarding Children Partnership and Safer Stronger Communities have become members of the group.

Next steps:

- Self-neglect conference for 150 practitioners is planned for 21st January 2025
- A multi-agency audit is currently being undertaken by the Board
- Continued engagement with strategic partners to promote awareness and understanding of self-neglect. These partners currently include:
 - Drug and Alcohol Board
 - Domestic Abuse Local Partnership Board
 - Leeds Safer, Stronger Communities - Executive
 - Leeds Health & Care Partnership
 - Leeds Mental Health Partnership Board

- Leeds Safeguarding Children Partnership
 - Mental Capacity Act LIN / MCA Professional Movement
 - Trauma Informed Professional Movement
 - Better Lives Board
 - Health & Wellbeing Board
- Tracking and progressing the LSAB Action plans

2.7. LSAB Exceptional Risk Forum (ERF)

The LSAB [Exceptional Risk Forum](#) was established in recognition that sometimes, despite the best efforts of agencies to work together to intervene and provide support to someone, an exceptional risk to their safety can remain.

First established in September 2021 the forum has now held over 50 discussions regarding individuals with some of the most complex and challenging circumstances in the city. In practice referrals will often concern individuals who find it difficult, for whatever reason, to accept support from services.

The Exceptional Risk Forum offers practitioners with a fresh perspective and multi-agency advice and recommendations as to how support could be provided. The Forum is chaired by Leeds City Council: Adults & Health and is well represented by all NHS Trusts, Forward Leeds, Housing Leeds and the West Yorkshire Integrated Care Board.

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

2.8 Developing our approach to Quality Assurance

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

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

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

Next steps:

- The use of single agency audit processes is currently being planned around the theme of safeguarding enquiries within care and health settings.

- It is planned that each member will bring relevant data / audits to the February 2025 Board meeting, so that it can consider how assured the Board feels about safeguarding practice within these settings.
- This approach needs to be embedded within our culture and practice going forward.

2.9. Developing our approach to Safeguarding Adults Reviews (SARs)

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

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

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

The purpose of the review is to identify learning that can be used to improve outcomes for others. Safeguarding Adult Reviews support the Board's ambition to continually learn from the experiences of people in Leeds. The Board is continuing to develop its approach having established a new SAR sub-group in 2023.

There are no ongoing Safeguarding Adults Reviews at the time of this report. The most recent review is published on our website. This concerns a young woman with learning disabilities ([Ms I](#)) who lacked capacity to consent to a sexual relationship but was nonetheless found to be pregnant. Subsequent criminal investigations identified a paid worker as responsible who was convicted and imprisoned for his offence. The review led to the development of new protocols for sharing information between the police and adult social care.

Progress:

- The Board has introduced processes to gain individual agency assurances about practice, irrespective of whether the legal criteria for a SAR has been met.
- The Board has undertaken an [Analysis of our learning in relation to SAR activity in Leeds](#)
- The Board has reviewed the [National analysis of Safeguarding Adult Reviews April 2019 – March 2023](#) and ensured that the key themes were known and addressed without our current work programme.
- Agreement has been reached with LSCP and Safer Leeds about 'Working together across statutory reviews'. That is, when we all need to consult each another about referrals, as there may be learning for more than one Board.
- Board managers for LSAB, LSCP and Safer Leeds now meet monthly to review overlapping priorities and learning from statutory reviews.

Next steps:

- The Board has great latitude in how it undertakes Safeguarding Adults Reviews and is now embarking on a review of its approach to maximise timely learning and to achieve clear constructive learning points. It is planned that this new approach will be confirmed during 2025.

³ [Care Act 2014, Section 44](#)

2.10. Board values

As part of its citizen led philosophy, the Board undertook a competition in 2023 asking citizen in Leeds to design us a new logo. Our new logo was inspired by the ideas that came from this competition. In the new logos below, the letter A is designed around a person, illustrating that safeguarding work should always be person centred.



Board Values

- Making a difference
- Citizen-led
- Practitioner informed
- Inclusive of all partners
- Accessible to all
- Open and transparent
- Mutual accountability, support and challenge
- Learning from experience

In adopting this new logo, the Board has also updated its [Working arrangements](#) document inclusive of its updates statement around its newly refined values, as summarised above.

3. Independent Chair reflections

The Board is continuing to make good progress in both how it works and its achievements. The following summary highlights key positives, challenges and developments:

Key positives

- The Board has a clear direction and is making positive progress in all its workstreams.
- There is a growing sense of shared ownership and leadership amongst member organisations for safeguarding in Leeds.
- The Board has developed effective systems for carrying out its partnership work and continues to critically evaluate these to consider how it can improve over time.
- The Board has been able to bring in expertise in support of its ambitions, in particular we are working closely with SCIE and Voluntary Action Leeds which his proving to be extremely positive.
- There is increasingly close working between the LSAB, Safer Leeds and Safeguarding Children Partnership.

System influence

- The Board has reached a stage in its development where to keep moving forward, we also need to influence wider systems and develop joined up approaches. Most of the examples above in this report illustrate this, in summary this involves:
 - a. Our focus on multi-agency working has a broader remit than our legal duties and is about influencing change as to how partners work together.
 - b. We have led on developing a three Board approach to engagement with ethnically diverse communities. This is the first time the three Boards have worked in this way but it is essential if we put communities first in how we work.

- c. We have co-ordinate regional safeguarding weeks, the reciprocal offer of shared learning increases training opportunities for people in Leeds.
- d. We have instigated a Leeds safeguarding week, along with LSCP and Safer Leeds this has resulted in 30 plus events being made available to people in Leeds that would not otherwise exist.
- e. With our Self-neglect work, we have included LSCP and Safer Leeds within our project groups and reached out to wider strategic boards to develop a citywide approach. This is necessary to achieve the kind of change needed to support such individuals at risk.
- f. Our Board manager has brought together West Yorkshire Safeguarding Adults Boards, Business Managers to look at shared learning and opportunities.
- g. Our Board Manager instigated the LSCP and Safer Leeds board managers meeting monthly to review shared learning and working opportunities. This in turn has led a three-board working group that sits beneath the board managers and is working on shared resources.

Key challenge

- We need our member organisations to be measuring the impact of our ambitions on front-line practice and ultimately, the outcomes achieved for adults in Leeds. The Board is taking steps in relation to this by instigating a LSAB Practice Focused Board meeting in February 2025, at which members are requested to present internal audits / learning in relation to safeguarding enquiries within 'health and care settings'. This will hopefully lead into the development of a new enhanced culture of audit, learning, change and assurance to the Board.

Kieron Smith
LSAB Service Delivery Manager
Leeds Safeguarding Adults Board

29th November 2024