



North East Lincolnshire

**Safeguarding Adults Board**

**Annual Report**

2024/2025

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## Foreword from the Chair



As Chair of the North East Lincolnshire Safeguarding Adults Board (NELSAB), I am delighted to introduce our annual report for this year, highlighting our ongoing commitment to Safeguarding Adults at Risk from Neglect and Abuse and promoting the principle that all people in North East Lincolnshire feel safe and are safe.

The NELSAB is a statutory partnership and plays a crucial role in coordinating local safeguarding arrangements, ensuring they are effective within our community.

Last year the NELSAB continued our strong collaboration as we delivered our collective responsibilities under the Care Act 2014, the Mental Capacity Act 2005, and the Deprivation of Liberty Safeguards.

This year, we have focused on ensuring that safeguarding remains both proactive and responsive to the risks, while also being bespoke to the needs of individuals. With a particular focus on hoarding and vulnerable adults who are at risk, we have utilised expertise from across the system, as well as the partnership, to think differently about how we support people.

Making Safeguarding Personal still remains a key priority and, as a partnership, we are committed to ensuring that co-production is at the heart of everything we do.

I extend my thanks to all those professionals and members of our community who continue to contribute to the NELSAB's work, particularly our sub-groups.

As we look to the future, the NELSAB will continue to evolve, driving forward our key principles whilst also bringing to life a culture of learning and improvement. Together, we remain committed to ensuring that North East Lincolnshire is a place where safeguarding is everyone's business.

Thank you.

**Katie Brown**

Director of Adult Social Services – North East Lincolnshire Council

## **Background and Local Context**

North East Lincolnshire (NEL) is a comparatively small unitary authority covering a geographic area of 192 square km situated on the south bank of the Humber estuary

The majority of the resident population live in the towns of Grimsby and Cleethorpes with the remainder living in the smaller town of Immingham or the surrounding 22 rural villages.

In North East Lincolnshire, the population size has decreased by 1.7%, from around 159,600 in 2011 to 156,900 in 2021, whilst the total population of England grew by 6.6%, increasing by nearly 3.5 million people to 56,489,800.

[North East Lincolnshire population change, Census 2021 – ONS](#)

Accordingly, population density fell by 1.8% to 830 residents per square kilometre. Less than 10% of local authorities' (LA) population decreased between censuses and NEL saw the 9th largest fall, falling by 15 places to 130th out of 309 in terms of the most populated LAs in England.

The Census 2021 highlighted an aging national population, and this is mirrored in NEL, as the proportion of people aged 65 or over rose to 20.9%, which is an increase from 17.7% in 2011. At the same time the percentage of the population aged 0-14 fell from 17.7% in 2011 to 17.6% in 2021, and the 15-64 age group also shrank in NEL, proportionally decreasing from 64.6% to 61.5% over the census period. On average, NEL's median age (43) means it is ranked 127th out of 331 local authorities in England and Wales in 2021 (the national median was 40, which would have put it 212th).

English is the main spoken language by 96.1% of people and is spoken either well or very well by 3% of the population. 0.8% reported having poor English language skills.

[North East Lincolnshire Demographics | Age, Ethnicity, Religion, Wellbeing \(varbes.com\)](#)

Deprivation in North East Lincolnshire is concentrated in pockets rather than evenly spread throughout the borough, meaning that there are considerable inequalities within the area. Five council wards (East Marsh, West Marsh, South, Sidney Sussex and Heneage) are amongst some of the most deprived wards in England, and two of these wards (East Marsh and West Marsh) are in the most deprived 1% of wards in England. Since a large proportion of North East Lincolnshire is counted among the most deprived 10% of England, health inequalities are a major issue for the area and are only likely to have been exacerbated by Covid-19. Homelessness and unemployment are currently above the national trends.

[The English Indices of Deprivation 2019 \(publishing.service.gov.uk\)](#)

## **North East Lincolnshire Safeguarding Adults Board (NELSAB)**

The Care Act 2014 (section 43) makes a safeguarding adults board (SAB) a statutory requirement. SABs are a partnership of organisations in the local area who work together to safeguard people with care and support needs from abuse and harm.

NELSAB leads work to make sure that all agencies, and individuals, do everything they can to prevent abuse from occurring in the first place, to respond quickly when abuse and neglect have happened, and to ensure that safeguarding practice continues to improve the quality of life of adults in NEL.

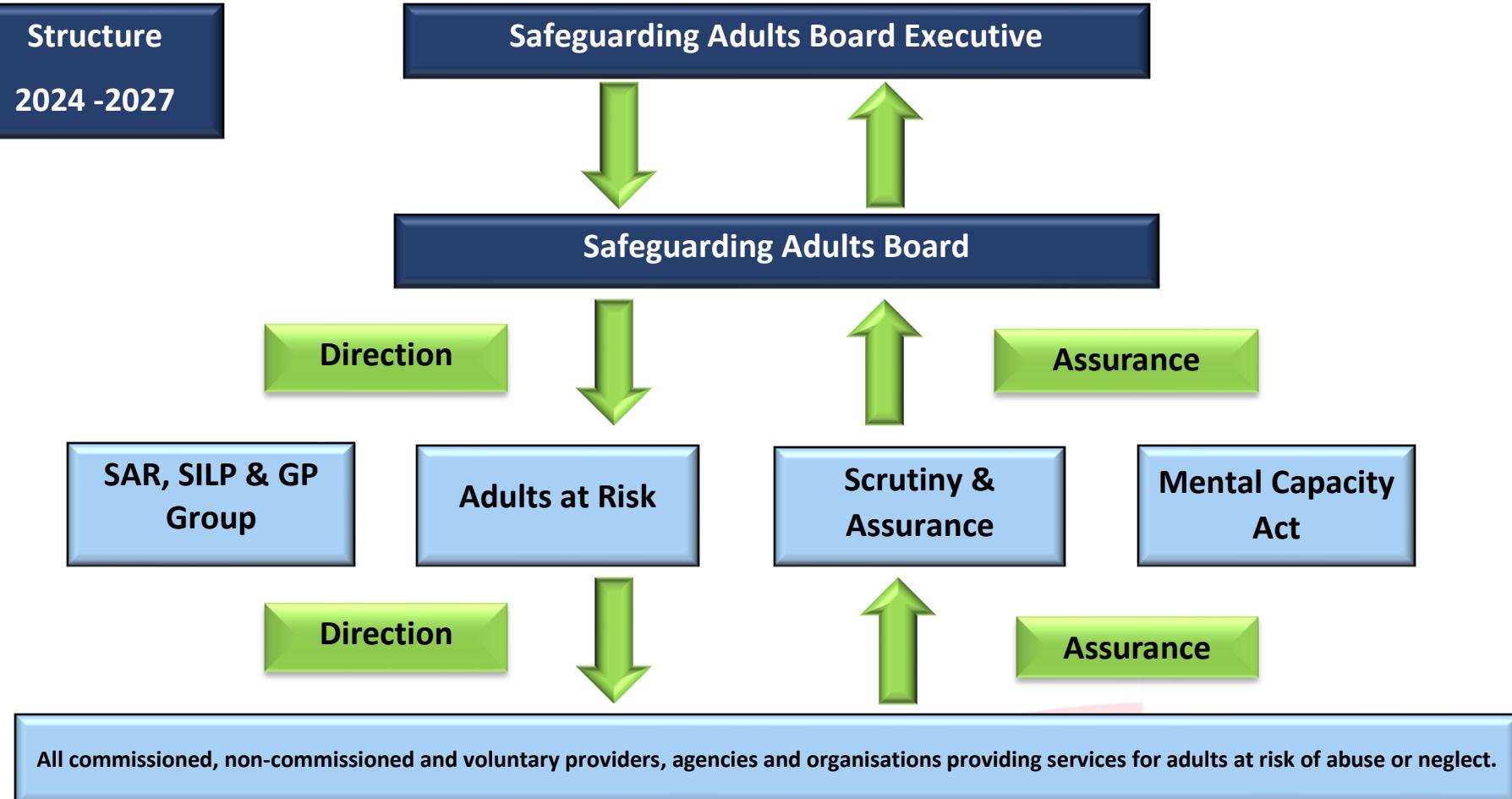
By law, the NELSAB must have three members which are: North East Lincolnshire Council, Humberside Police and the Humber & North Yorkshire Health and Care Partnership. Together with the Portfolio Holder for Health, Wellbeing and Adult Social Care, the three statutory members make up the NELSAB Executive; however, to work most effectively we also have a wider range of partners as members:

Director of Adult Social Services (Chair)	NELC
Chief Superintendent	Humberside Police
Place Nurse Director	Integrated Care Board (ICB)
Deputy Leader and Portfolio Holder for Health, Wellbeing and Adult Social Care	NELC
Chief Executive Officer	Focus CIC
Chief Operating Officer	NAViGO
Deputy Chief Executive	Care Plus Group (CPG)
Delivery Manager	Healthwatch
Head of North and North East	National Probation Service
Head of Safeguarding	Humber Health Partnership
Divisional Senior Manager	East Midlands Ambulance Service (EMAS)
Prevention & Development Manager	Humberside Fire and Rescue Service (HFRS)
Homeless Lead	NELC
Named GP for Safeguarding	ICB
Designated Nurse for Safeguarding	ICB
Chief Executive	Citizens Advice Bureau
Regional Manager	Cloverleaf Advocacy
Voluntary Sector	Alzheimer's Society
Providers	Citizens Advice Foresight North East Lincolnshire Care Association Nurtrio

Four work groups sit below the NELSAB made up of members of the NELSAB and their organisations. These are:

Safeguarding Adult Review, Significant Incident Learning Process and Good Practice Group	Chaired by the ICB
Adults at Risk Group	Chaired by NELC
Scrutiny and Assurance Group	Chaired by Humberside Police
Mental Capacity Act Group	Chaired by the ICB

**Structure**  
**2024 -2027**



'The Safeguarding Adults Board has a strategic role that is greater than the sum of the operational duties of the core partners.'

*Sec 14.134 Care and Support-Statutory Guidance 2024*

The NELSAB has three core duties under the Care Act:

- We must develop and publish a strategic plan setting out how we will meet our objectives and what the NELSAB members and our partner agencies will do to support this.
- We must make sure that Safeguarding Adults Reviews take place for any cases which meet the criteria under section 44 of the Care Act.
- We must publish an annual report showing that we have done and what we should be doing.

### **What is safeguarding?**

'Safeguarding means protecting an adult's right to live in safety, free from abuse and neglect. It is about people and organisations working together to prevent and stop both the risks and experience of abuse or neglect, while at the same time making sure that the adult's wellbeing is promoted including, where appropriate, having regard to their views, wishes, feelings and beliefs in deciding on any action. This must recognise that adults sometimes have complex interpersonal relationships and may be ambivalent, unclear or unrealistic about their personal circumstances.' Sec 14.7 Care and Support-Statutory Guidance 2024

We are committed to the principles of Making Safeguarding Personal: listening to what the adult or their representative want to happen and ensuring the most appropriate support is available which enhances involvement, choice and control as well as improving their quality of life, wellbeing and safety. We will follow the six principles of safeguarding:

- Empowerment: supporting people to make their own decisions and give informed consent
- Prevention: acting before harm occurs
- Proportionality: the least intrusive responses appropriate to the risks
- Protection: support and representation for those in greatest need
- Partnership: local solutions through services working with communities

- Accountability: accountability and transparency in delivering safeguarding

**We must develop and publish a strategic plan setting out how we will meet our objectives and what the NELSAB members and our partner agencies will do to support this:**

This year we created a new strategic plan which clearly shows what we expect from organisations and ourselves and how we will achieve this. See appendix A

**We must make sure that Safeguarding Adults Reviews take place for any cases which meet the criteria under section 44 of the Care Act:**

The Safeguarding Adult Review/Significant Incident Learning Process and Good Practice Group leads on the statutory duty as stipulated in the Care Act to complete Safeguarding Adult Reviews (SARs) on behalf of the NELSAB. Reviews are completed when an adult has died or has experienced significant harm, and this harm was a result of agencies not working adequately together as per the Care Act definition. The Group meets on a bi-monthly basis and reports directly into the NELSAB.

In 2024-2025 the SAR Group has undergone a full process review, this included:

- Development of a new Terms of Reference.
- Designing of a new multiagency SAR referral form providing clarity around the referral criteria and capturing wider information, identifying the category of alleged abuse.
- Refreshed procedural document for agencies to understand the SAR process.
- Development of a Master Action Plan to work through existing actions from SARs. leading to all outstanding actions being completed at the end of 2024-2025.
- Clear processes within the interface between the SAR group and other Sub-Groups (for example the Scrutiny and Assurance Group) to ensure ongoing learning and assurance processes are in place for learning identified.

In 2024-2025 the SAR Group received and considered 12 SAR referrals from across the partnership.

6 cases were deemed not to meet the SAR criteria.

3 cases did not meet the criteria for a mandatory SAR but single agency learning reviews were completed and overseen within the SAR Group.

3 cases led to SARs being commenced:

2 of these cases were reviewed within a partner's tabletop review event. These cases were both relating to sad deaths of two homeless people and the reviews were completed in line with guidance issued within a Ministerial Letter requesting SABs complete SARs when a person who is homeless dies. A full report was completed, and learning was identified from this review, which has informed the NELSAB priorities for 2025-2026.

One case was deemed to meet the criteria for a Mandatory SAR and an independent author has been commissioned to complete this; the SAR is currently ongoing.

In 2025-2026 the SAR Group will further strengthen interface with other sub-groups.

### **We must publish an annual report showing that we have done and what we should be doing**

We have reviewed and published our multi-agency policies and procedures which we expect all commissioned and non-commissioned services to follow.

We completed an audit of practice across agencies jointly with children's services and followed this with a challenge event where we invited agencies to attend and be questioned on the findings of the audit. We were assured that safeguarding practice is good, and policy is being followed.

### **The Safeguarding Adults Team**

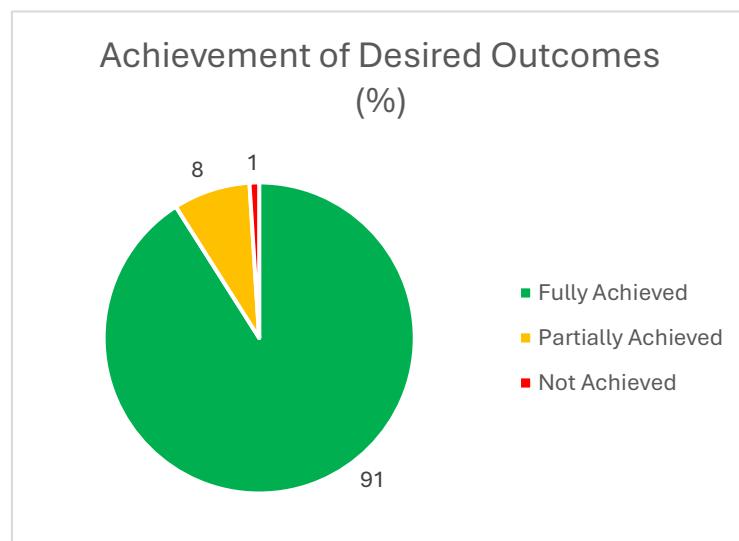
The Safeguarding Adults Team at Focus comprises of a practitioner group, and a business team. The Safeguarding Adults Practitioners undertake safeguarding adults enquiries on behalf of NELC to fulfil their statutory requirements under Section 42 of the Care Act 2014.

The team is made up of a number of social workers, nurses, and case co-ordinators, who work with individuals to support them to manage the risks in their lives in a way that works for them. This is known as 'Making Safeguarding Personal' and underpins all safeguarding interventions.

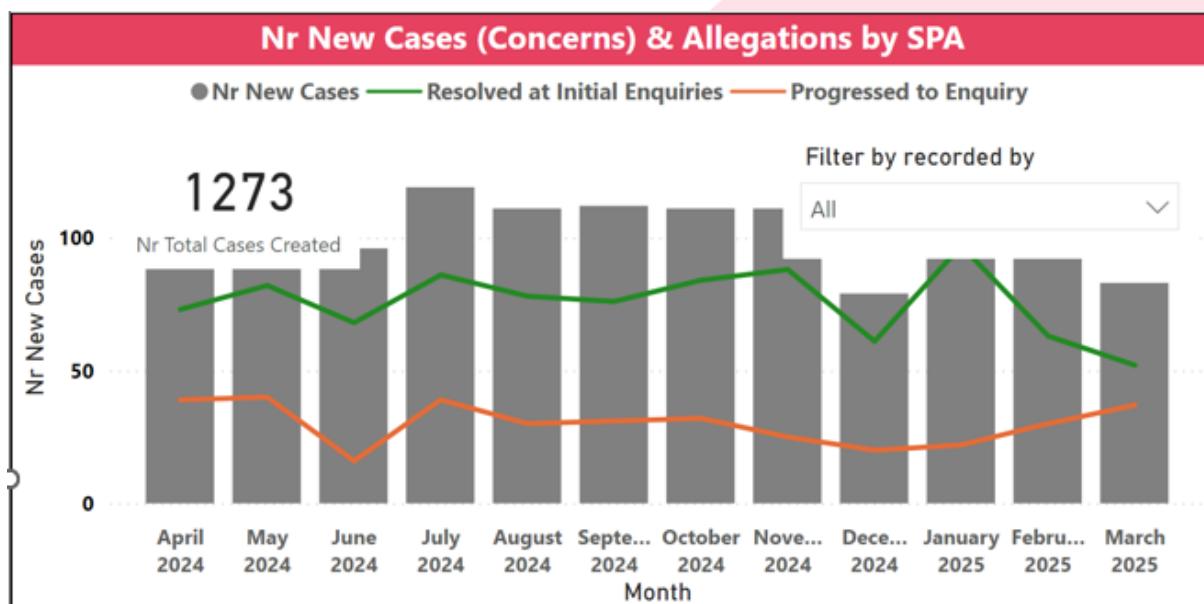
There are some exceptions to this approach, and these may be in circumstances where actions may need to be taken due to there being

evidence that a crime has been committed, or where others may be at risk, such as children, or other individuals with care and support needs.

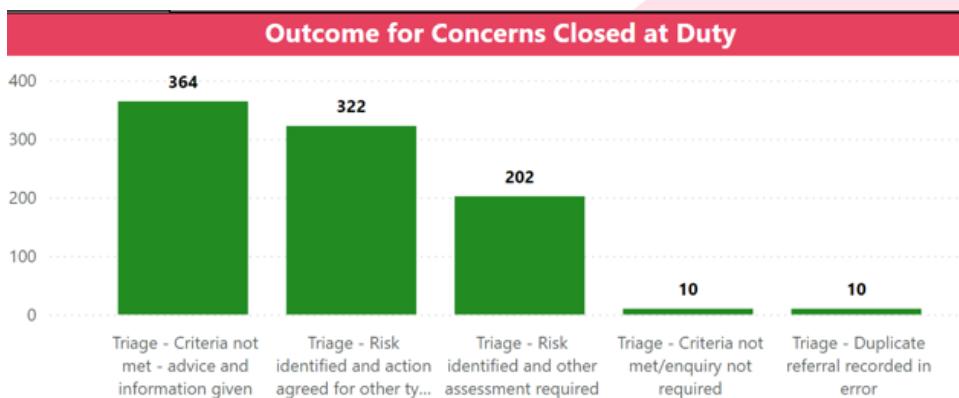
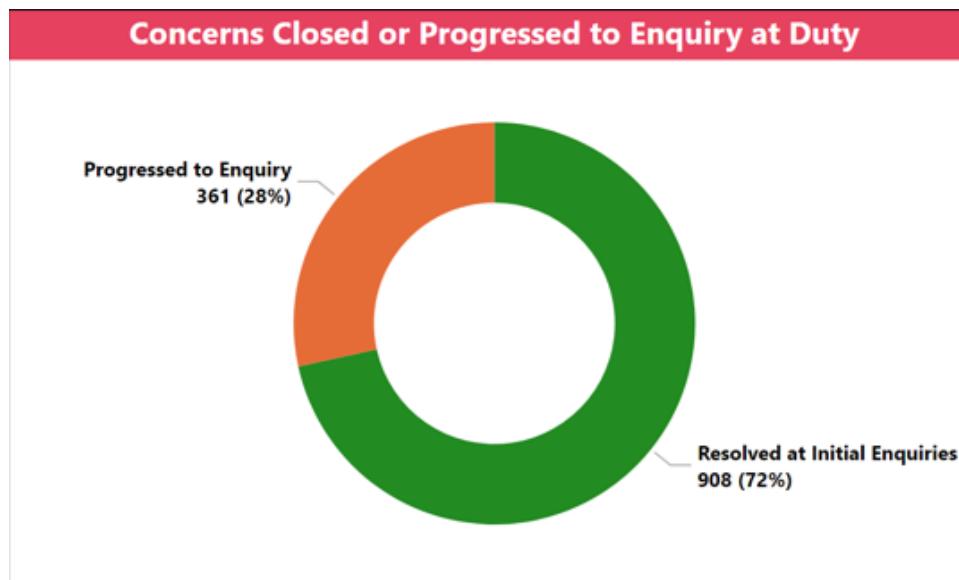
In this reporting year, where individuals were able to express their desired outcomes, these were fully achieved in 91% of the cases, and partially achieved in 8% of the remaining cases.

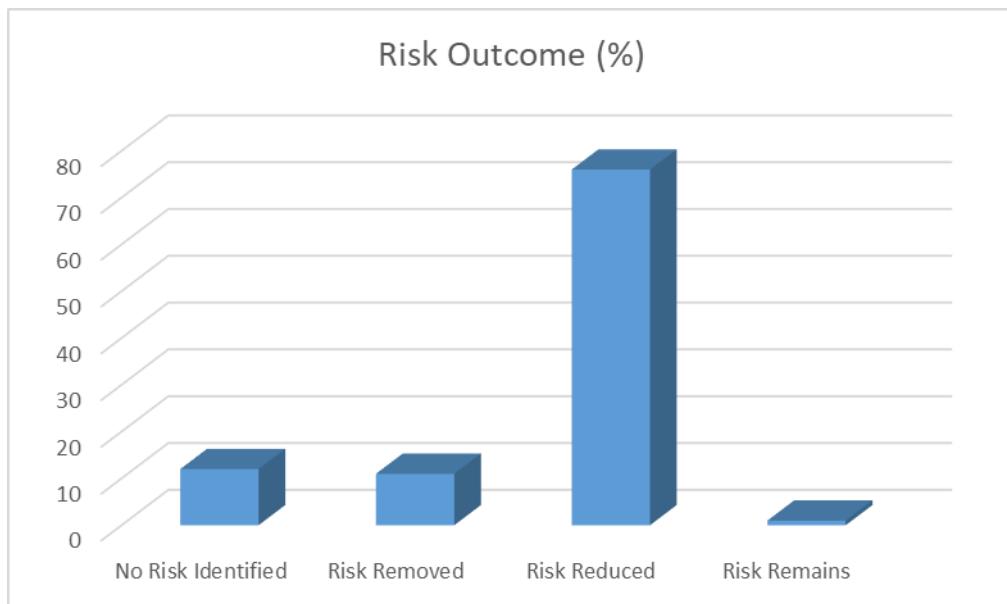


Throughout the year the Safeguarding Adults Team responded to 1273 safeguarding concerns – see below:



Of these, 908 were resolved at the triage stage by the offer of advice or signposting to other services for other types of assessment or interventions e.g. an assessment of need and provision of services. The remaining 361 cases were allocated for an enquiry to take place – see below:





Of the cases closed within the reporting year, the risk was either removed or reduced in 91% of the cases. There were 4 cases recorded as risk remains, and all followed a similar theme.

In all 4 cases (one being a repeat referral), allegations were made against a source of risk who was a family member.

In all 4 cases, P was not willing to implement the recommendations that had been made and asked for no further involvement from the safeguarding team.

## Key Findings

Select a Local Authority on the right (by searching or scrolling through the local authorities) to see the comparative figures for the selected local authority and England

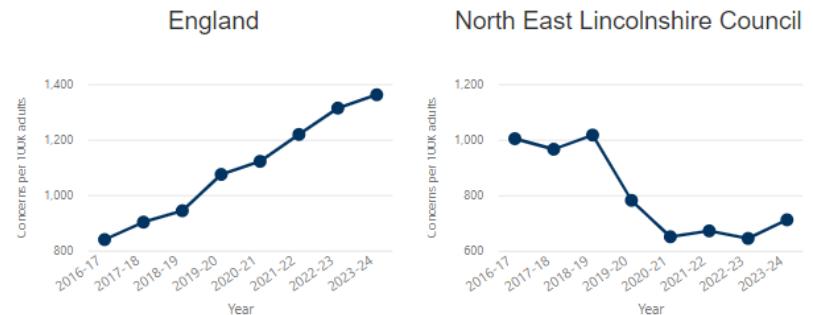


### Safeguarding Concerns received during 2023-24

The total number of Safeguarding Concerns reported by local authorities between 1st April 2023 and 31st March 2024 was **615,530** which is an **increase of 5%** from 2022-23 (587,970).

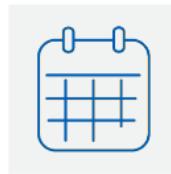
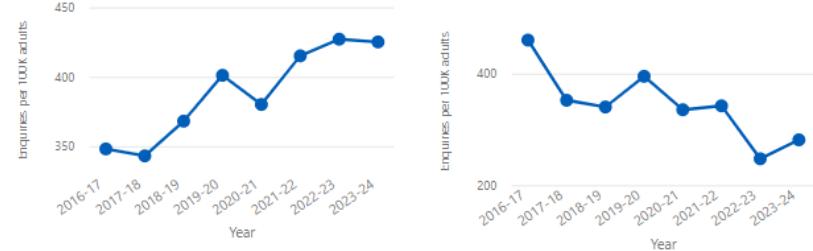
Please select one local authority from the dropdown menu

North East Lincolnshire Council



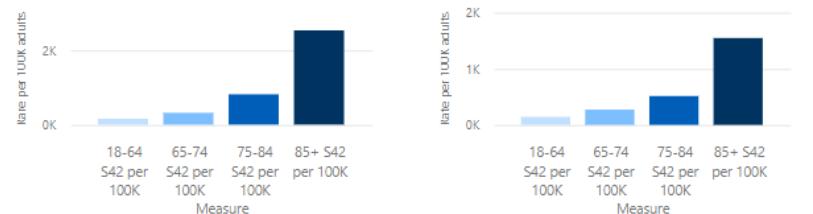
### Section 42 and Other Enquiries commenced during 2023-24

The total number Section 42 and Other Enquiries reported by local authorities between 1st April 2023 and 31st March 2024 was **192,090** which is an **increase of 0.5%** from 2022-23 (191,190).



### Age of individuals involved in Section 42 Enquiries

The majority of individuals involved in Section 42 Safeguarding Enquiries reported by local authorities between 1st April 2023 and 31st March 2024 were age 85 and over, approximately 1 for every 40 adults aged 85 and over in England.



## Safeguarding Concerns Received

The analysis presented on this page relates to **safeguarding concerns received by local authorities**. Data relating to the local authority and chosen year selected from the menus on the left side of the screen, as well as that local authority's neighbours in respect to **peer groups** or **region** are displayed in Figure 2.

Please select a year:

2016-17    2019-20    2022-23  
 2017-18    2020-21    2023-24  
 2018-19    2021-22

Please select a grouping:

Peers    Region

Please select one local authority:

Search

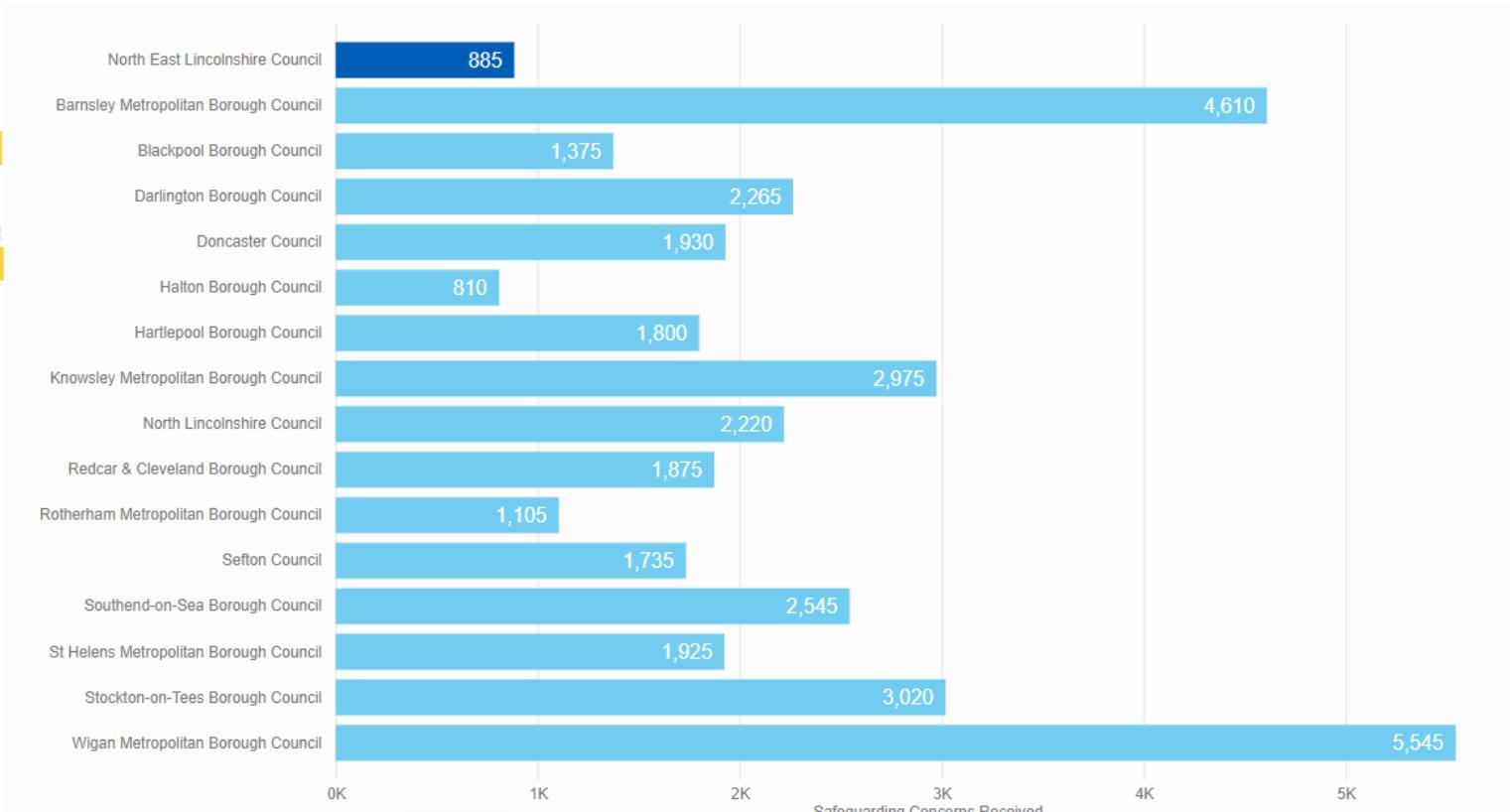
- North East Lincolnshire Council
- North Lincolnshire Council
- North Northamptonshire Council
- North Somerset District Council
- North Tyneside Council
- North Yorkshire County Council
- Northumberland County Council
- Nottingham City Council

**Total Number of Safeguarding  
Concerns in current year**

**615,530**

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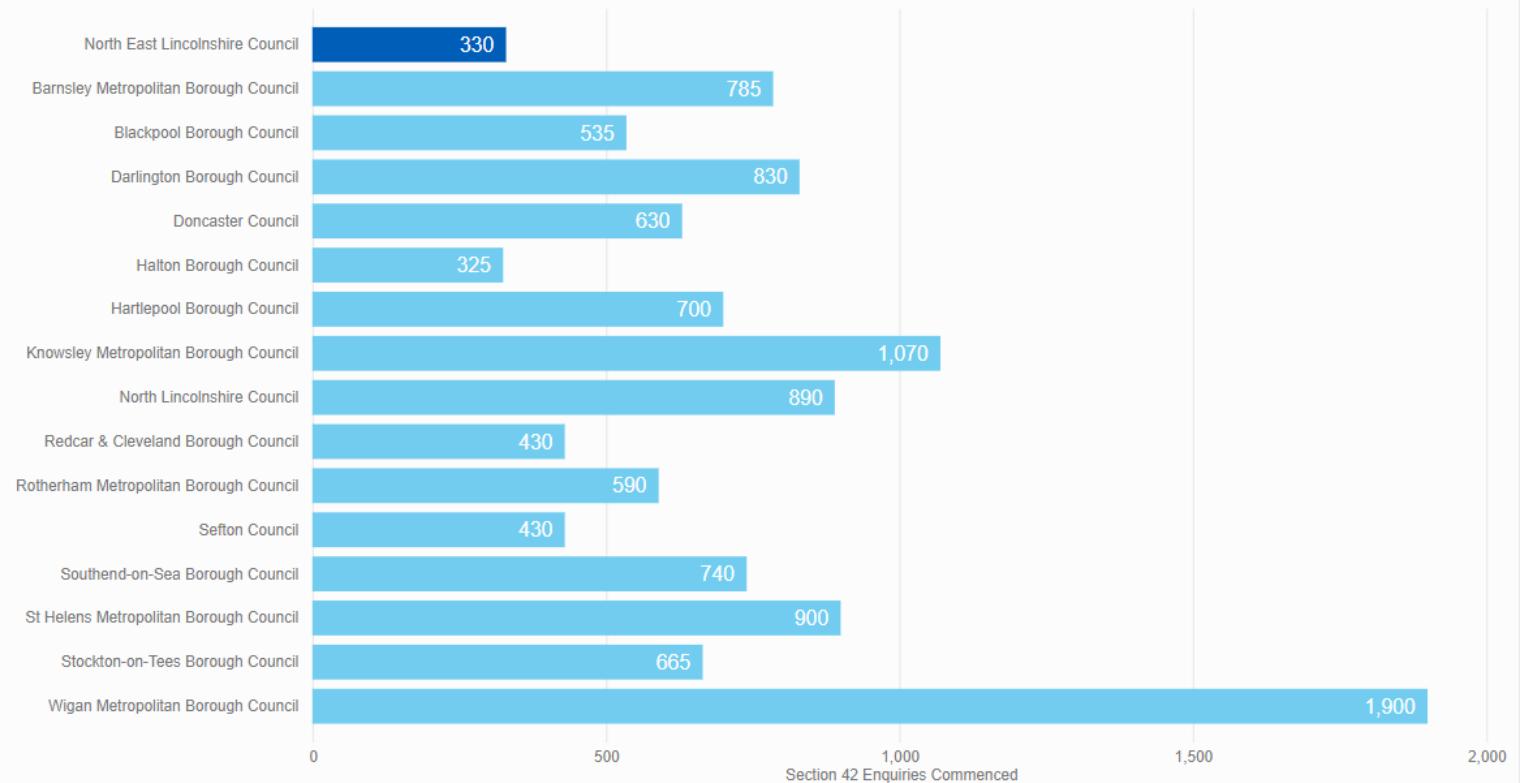
Figure 2: Number of safeguarding concerns received per local authority in England



## Section 42 Enquiries

The analysis presented on this page relates to **Section 42 enquiries commenced by local authorities**. Data relating to the local authority and chosen year selected from the menus on the left side of the screen, as well as that local authority's neighbours in respect to **peer groups** or **region** are displayed in Figure 4.

**Figure 4: Number of Section 42 safeguarding enquiries commenced per local authority in England**



Please select a year:

2016-17    2019-20    2022-23  
 2017-18    2020-21    2023-24  
 2018-19    2021-22

Please select a grouping:

Peers    Region

Please select one local authority:

Search  
 Barnsley Metropolitan Borough...  
 Bath and North East Somerset...  
 Bedford Borough Council  
 Birmingham City Council  
 Blackburn with Darwen Boroug...  
 Blackpool Borough Council  
 Bolton Metropolitan Borough C...  
 Bournemouth, Christchurch an...

**Total Number of Section 42  
enquiries commenced in current  
year, England**

**176,560**

## Section 42 Enquiries per 100,000 Adults

The analysis presented on this page relates to **Section 42 enquiries per 100,000 adults commenced per local authority**. Data relating to the local authority and chosen year selected from the menus on the left side of the screen, as well as that local authority's neighbours in respect to **peer groups** or **region** are displayed in Figure 5.

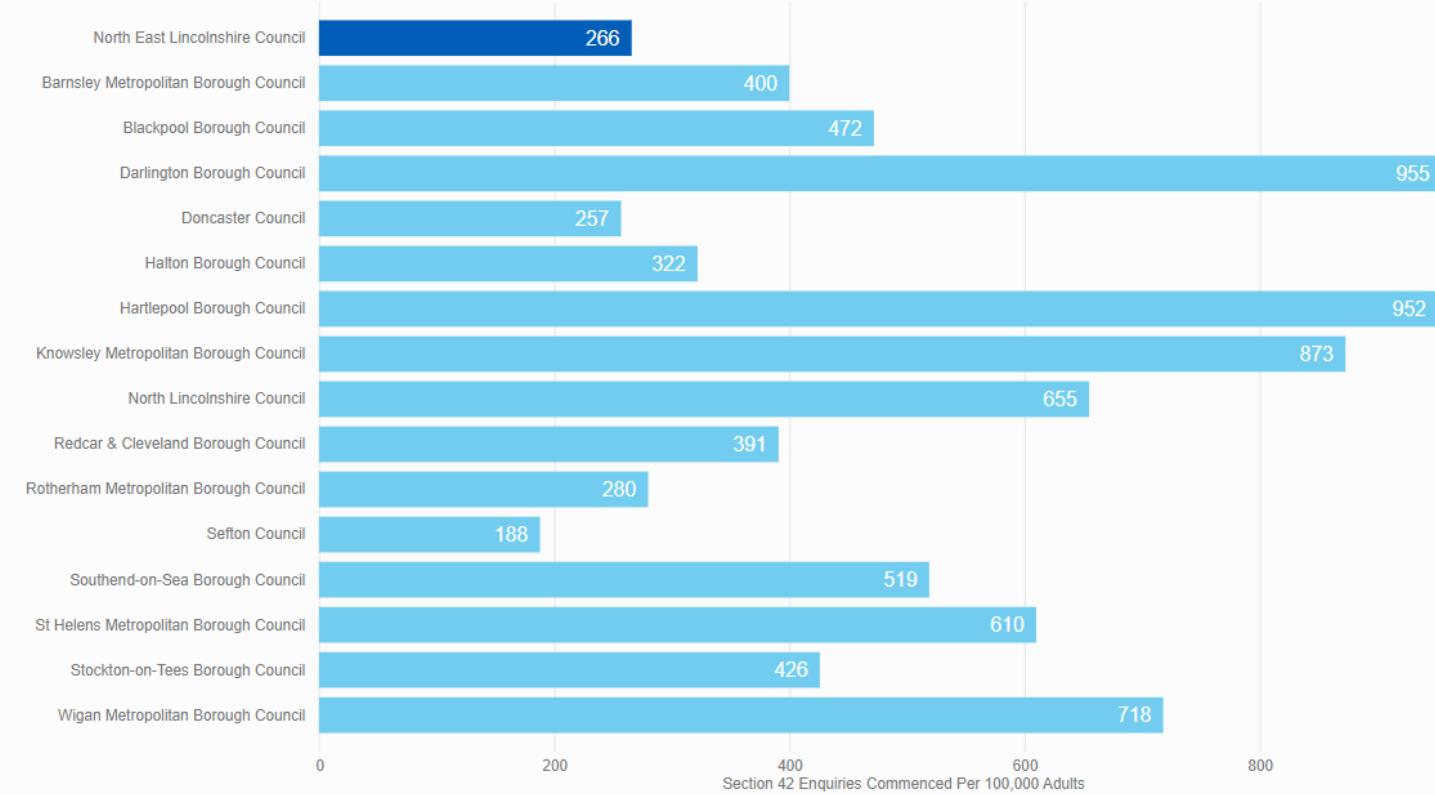
Please select a year:

2016-17    2019-20    2022-23  
 2017-18    2020-21    2023-24  
 2018-19    2021-22

Please select a grouping:

Peers    Region

**Figure 5: Number of Section 42 enquiries per 100,000 adults commenced per local authority in England**



**Total Number of Section 42  
enquiries per 100,000 adults in  
commenced in current year,  
England**

**390**

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## **NELSAB High Risk Panel and Operational Risk Management Meetings**

On 6th December 2018, the NELSAB produced the High Risk Panel (HRP) Protocol aimed at managing the risk individuals with capacity posed to themselves and others through their unwise decision-making or risk-taking.

The protocol applied to those individuals whose lives were at risk and was an attempt to ensure all avenues of support or intervention were exhausted to avoid loss of life.

Shortly after its introduction, partners recognised the value that this high level, multi-agency approach to risk management provided and began making referrals. However, some cases referred did not reach the threshold of a threat to life and could have been managed using existing MDT forums and pathways to avoid the case escalating to the point where an HRP was required. The Operational Risk Management Meeting (ORMM) Protocol was developed to address this.

Throughout the reporting year the NELSAB continued to support, facilitate and oversee these meetings to ensure that agencies were continuing to utilise these protocols to improve practice.

A bi-yearly audit of cases was conducted in 2024 to assist identifying themes and trends that informed what areas of need were scrutinised by the NELSAB into this year.

<b>Year</b>	<b>Requests</b>	<b>HRPs</b>	<b>ORMMs</b>	<b>Total</b>
<b>2019</b>	2	2	0	<b>2</b>
<b>2020</b>	15	6	5	<b>11</b>
<b>2021</b>	16	0	13	<b>13</b>
<b>2022</b>	11	1	7	<b>8</b>
<b>2023</b>	22	1	15	<b>16</b>
<b>2024</b>	26	1	25	<b>26</b>
<b>2025 (up to 31/03/2025)</b>	9	0	9	<b>9</b>

43% of cases the subject was homeless or at risk of homelessness.

38% of cases the subject had mental health issues.

31% of cases the subject was alcohol dependant or substance misuser.

28% of cases the subject had health issues.

26% of cases there was evidence of hoarding.

24% of cases there was evidence of self-neglect.

12% of cases the subject had a learning disability or learning difficulty.

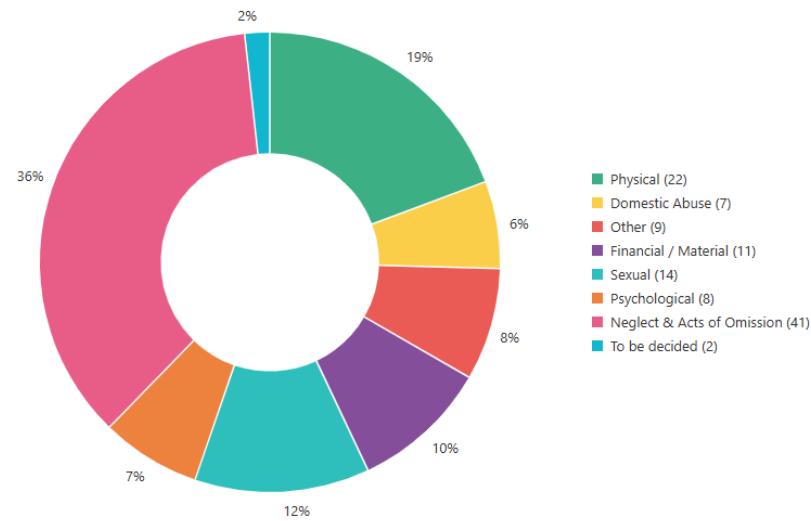
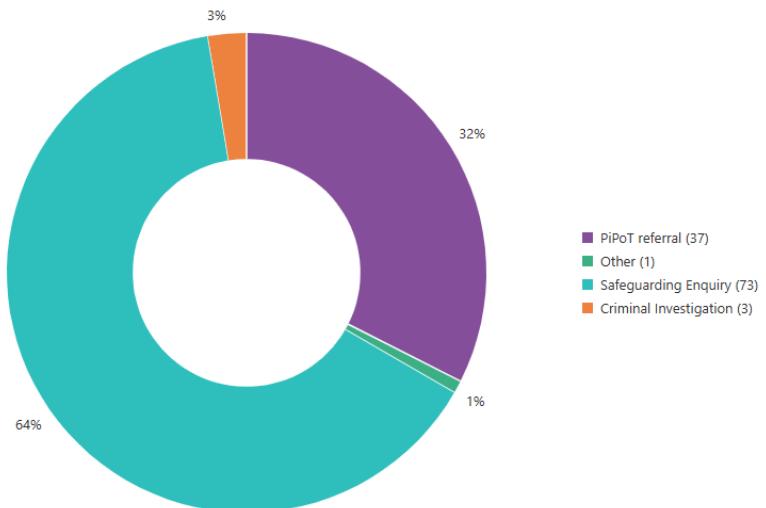
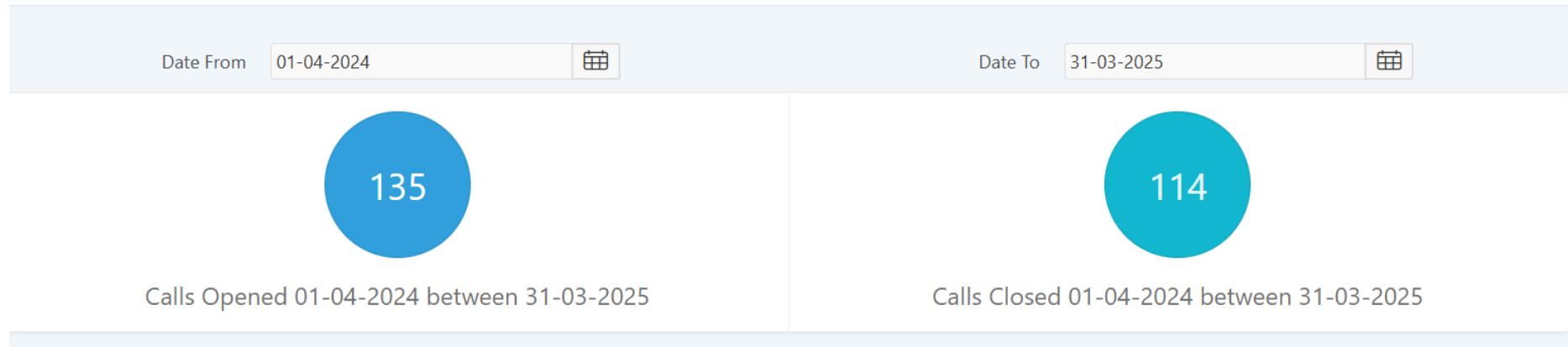
0.7% of cases there was domestic abuse.

## **NELSAB People in a Position of Trust (PiPoT) Protocol**

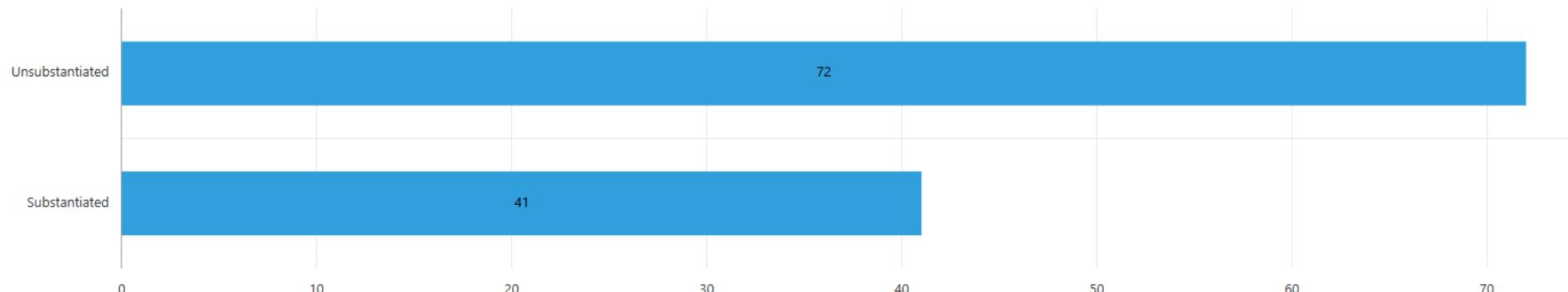
'Safeguarding adults boards need to establish and agree a framework and process for how allegations against people working with adults with care and support needs (for example, those in positions of trust) should be notified and responded to. Whilst the focus of safeguarding adults work is to safeguard one or more identified adults with care and support needs, there are occasions when incidents are reported that do not involve an adult at risk, but indicate, nevertheless, that a risk may be posed to adults at risk by a person in a position of trust.' *Sec 14.121 Care and Support-Statutory Guidance 2024*

In 2018 the NELSAB produced a protocol to ensure compliance with this requirement. It required all agencies to have a PiPoT lead and created the role of Designated Adult Safeguarding Manager (DASM) to oversee the protocol.

The NELSAB requires the DASM to report each year directly for scrutiny and to present the findings of that year's concerns:

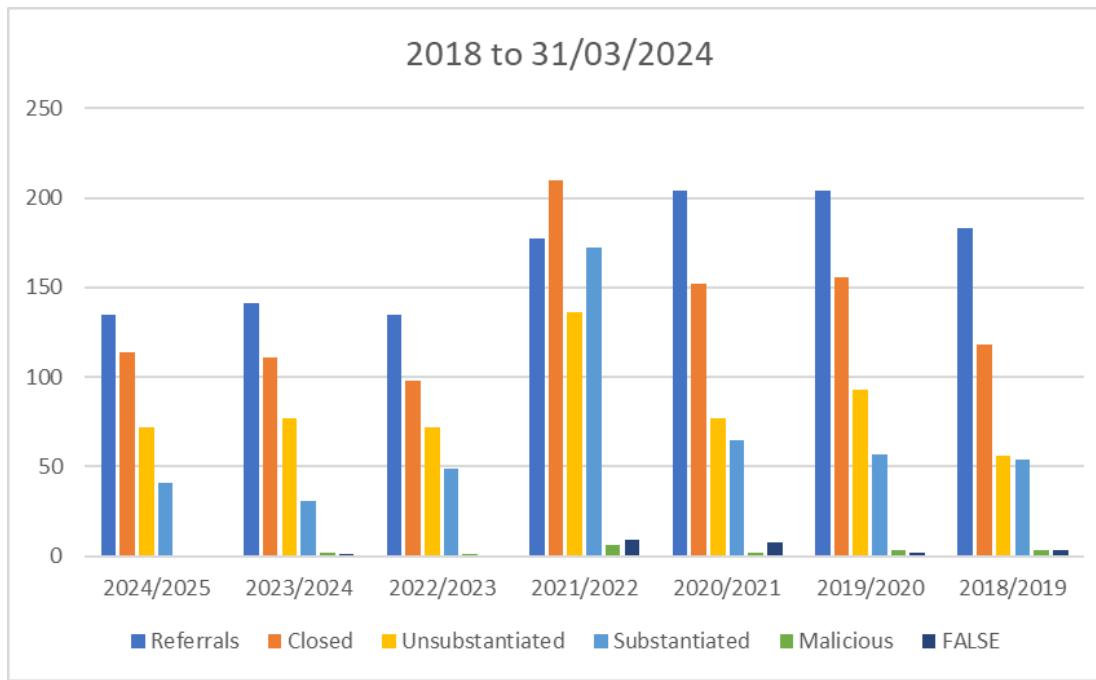


#### Closure Code



#### Closure Actions





	Referrals	Closed	Unsubstantiated	Substantiated	Malicious	False
2024/2025	135	114	72	41	0	0
2023/2024	141	111	77	31	2	1
2022/2023	135	98	72	49	1	0
2021/2022	177	210	136	172	6	9
2020/2021	204	152	77	65	2	8
2019/2020	204	156	93	57	3	2
2018/2019	183	118	56	54	3	3

## **The Year Ahead**

The NELSAB has continued to build on the foundations set from last year with new chairing arrangements. An independent scrutineer has been appointed to provide independent critical assessment of the effectiveness of the NELSAB and its sub-groups.

We have considered homelessness as suggested by the Ministerial recommendations including reviews of deaths within that cohort. The use of our risk management process continues to consider not only individuals who are homeless or at risk of becoming homeless but the cohort of individuals who services struggle to engage with who pose a risk to themselves or others due to their lifestyle choices.

It is necessary, as the year progresses, that the NELSAB not only endorses but continues to actively encourage and direct the use of their protocols to safeguard some of our most vulnerable.

The NELSAB's priorities for the next three years are:

- **Provide assurance to our community that services are safe, by having evidence-based guidance and being clear about our expectations.**
- **Scrutinising and seeking assurances from services.**
- **Ensuring the voice of adults at risk is central to everything we do.**
- **Developing close working relationships between agencies to ensure that the needs of adults at risk are the priority.**
- **Ensuring the whole partnership has a culture of continual learning, that is embedded within practice and is evidenced based.**
- **Seek continual service improvement in order that the NELSAB maintains the trust of our community and the support of services who serve it.**