

Safeguarding Adults

NORTH EAST LINCOLNSHIRE

North East Lincolnshire

Safeguarding Adults Board

Annual Report

2025/2026

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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 are really proud of the work we have done as a partnership on hoarding, ensuring that as a system we have a supportive and universal approach for people and the workforce.

The NELSAB has welcomed an independent scrutineer who has provided additional oversight and assurance on behalf of the Board on the delivery of its duties and strategic plan. This continues to be a priority for the Board as we move into 2026/27 with a focus on the delivery of statutory safeguarding processes and the involvement of people in how we ensure that we always make safeguarding personal.

I extend my thanks to all those professionals and members of our community who continue to contribute to the NELSAB's work, particularly the Board's 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 with a relentless focus on ensuring that safeguarding is everyone's business.



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 2024, the population in North East Lincolnshire was 159,911 with a median age of 43 years, an increase of 1.2% over the last five years:

81,338 (51%) females and 78,573 (49%) males

0-15 years – 19%

16-64 years – 60%

65+ years – 22%

In 2021, 146,658 (93%) were born in the UK.

[North East Lincolnshire \(E06000012\) - ONS](#)

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.

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.

[English indices of deprivation 2025: statistical release - GOV.UK](#)

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 with the unemployment rate at 6.8% in December 2025.

www.nelincsdata.net

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.

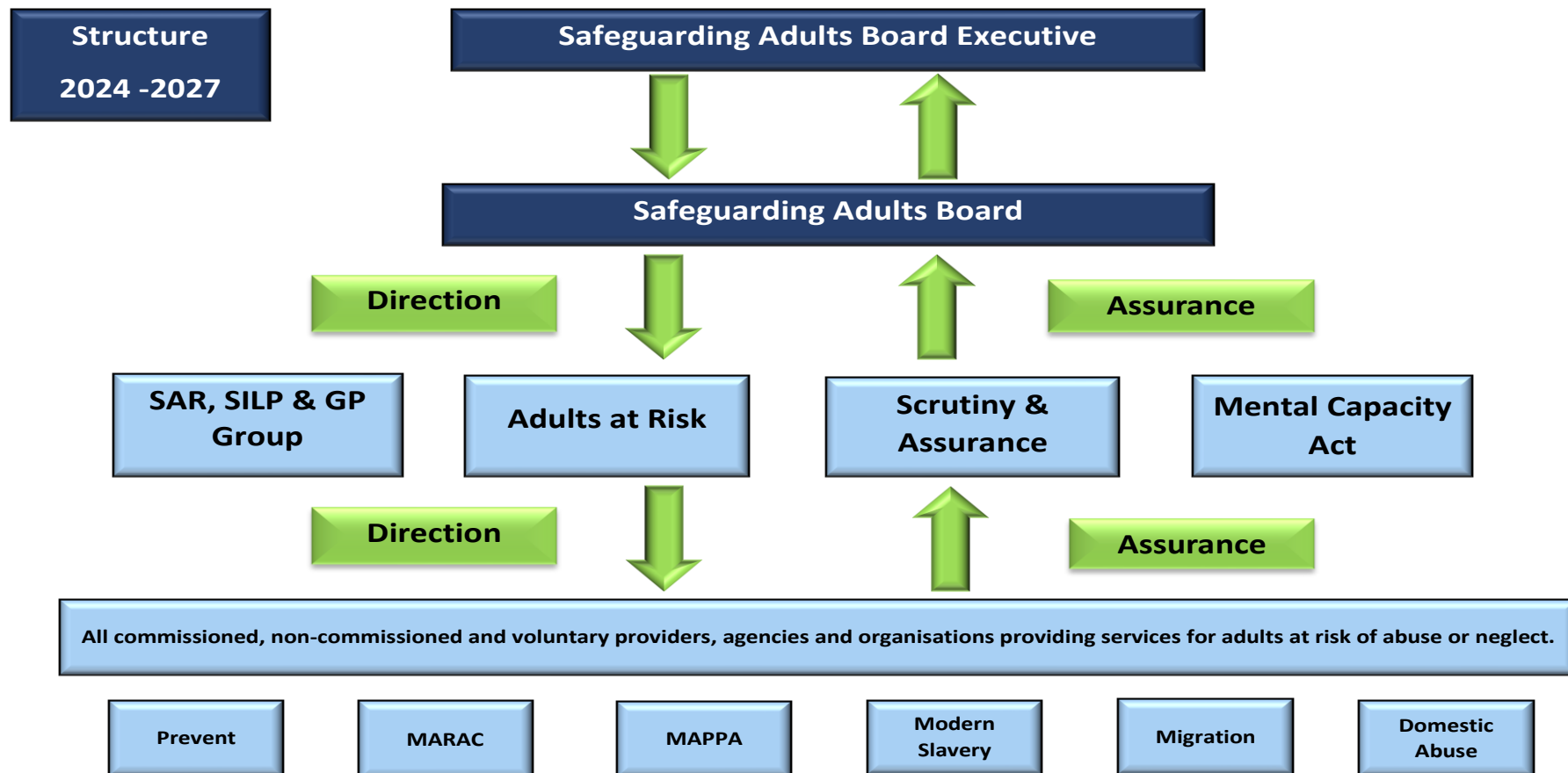
NELSAB leads work to make sure that all agencies, and individuals do everything they can to prevent abuse from occurring in the first place, to respond quickly when abuse and neglect have happened, and to ensure that safeguarding practice continues to improve the quality of life of adults in NEL.

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)
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 & 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
	Citizens Advice
	Foresight
Providers	Nurtrio
	North East Lincolnshire Care Association

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 NELC



‘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 what 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:

The NELSAB Strategic Plan 2024-27 clearly shows what we expect from organisations and ourselves and how we will achieve 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.

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 to the NELSAB.

In 2025-26 the SAR Group developed:

- Briefings on MDTs and Pharmacies which were posted on the SaferNEL website
- A joint protocol with NLaG for managing “challenging” patients
- A briefing note to add a comment on the patient’s record if the patient is homeless, this was shared with primary care organisations across NEL and via the practice managers’ forum
- A one-page briefing paper on Lasting Power of Attorney (LPA)

In 2025-26 the SAR Group received and considered 8 SAR referrals from across the partnership:

- 4 cases were deemed not to meet the SAR criteria
- 2 cases did not meet the criteria for a mandatory SAR but single agency learning reviews were completed and overseen by the SAR Group
- 1 case was closed as there was no additional learning (this was linked with two previous SARs concerning homeless deaths, a report was presented to the NELSAB for approval)
- 1 case led to a ‘table top review’ SAR with the final report being presented to the NELSAB for approval

In addition, the final reports from three SARs were presented to the NELSAB for approval.

During 2025-26 the SAR Group strengthened its interface with other sub-groups, particularly the Scrutiny & Assurance Sub-Group.

Due to changes within the Humber & North Yorkshire Integrated Care Board (ICB), the SAR Group Chair changed from April 2026.

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

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

NELSAB's Response to Hoarding

Hoarding has been identified as a serious issue to agencies and over the past year, significant progress has been made in developing a more co-ordinated, system-wide approach to supporting people with hoarding needs across North East Lincolnshire.

Following extensive cross-system conversations and partnership engagement, there has been growing recognition that a more focused and consistent approach is required to ensure hoarding is understood and responded to as part of an individual's wider support profile. This work has been led through a multi-agency community of practice involving partners from across the NELSAB, creating opportunities to share learning, identify gaps in provision and promote best practice across organisations.

As a result, a multi-agency practice guide has been developed to support practitioners in delivering more consistent, person-centred and trauma-informed interventions. Alongside this, partners continue to work collaboratively to design a system-wide training offer aimed at improving knowledge, confidence and consistency across the workforce.

The community of practice remains active and committed to strengthening partnership working, improving outcomes, and ensuring there is a shared understanding of how people with hoarding needs are effectively supported across North East Lincolnshire.

The Safeguarding Adults Team

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

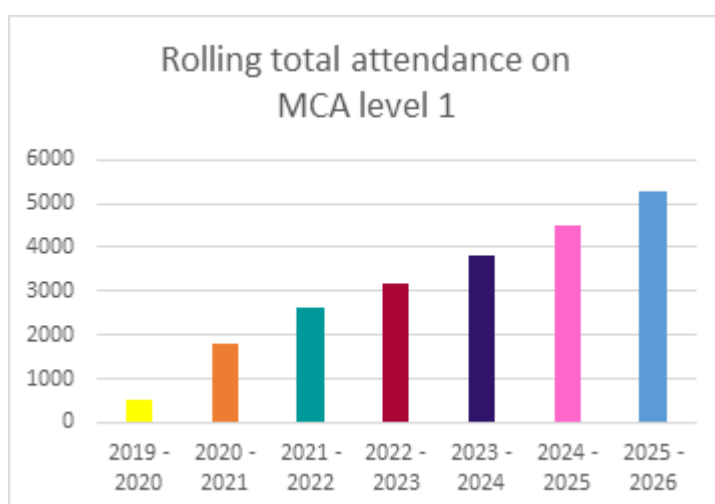
The team is made up of a number of social workers, nurses, and case co-ordinators, who work with individuals to support them to manage the risks

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.

MCA & Safeguarding Adults Training 2025-26

This year has seen the continuation of delivery of the MCA and Safeguarding Adults training pathways, despite there having been changes within the team who deliver the sessions. Quality assurance of live training delivery and pre-existing recorded webinars has been completed by the team lead with positive findings. There have been no significant changes during this time which have resulted in amendments to packages being required. Small updates have been made as and when relevant/appropriate.

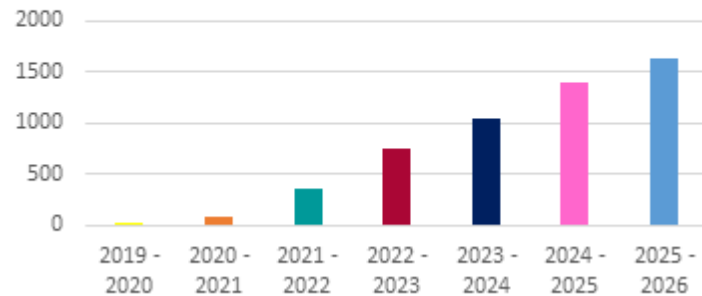


By 31st March 2026, there had been a total of 5288 attendances on MCA level 1 since its creation in September 2019. There continues to be an increase in numbers year on year.

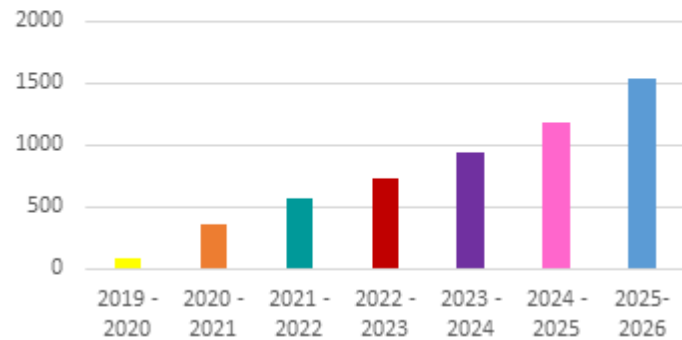
There continues to be a steady increase in the number of people to have completed the pathway in full. The pathway includes:

- MCA level 1
- Assessing Capacity and Best Interest Decision Making
- Deprivations of Liberty
- MCA level 2

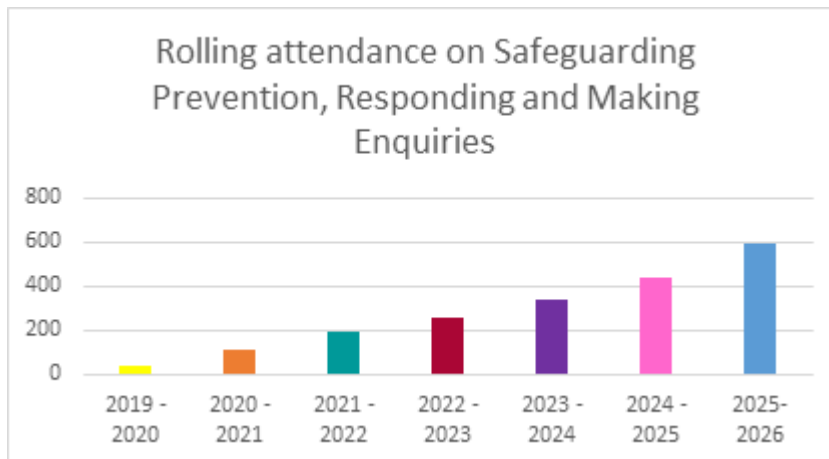
Rolling total attendance on the full MCA training pathway



Rolling attendance on Safeguarding Foundation

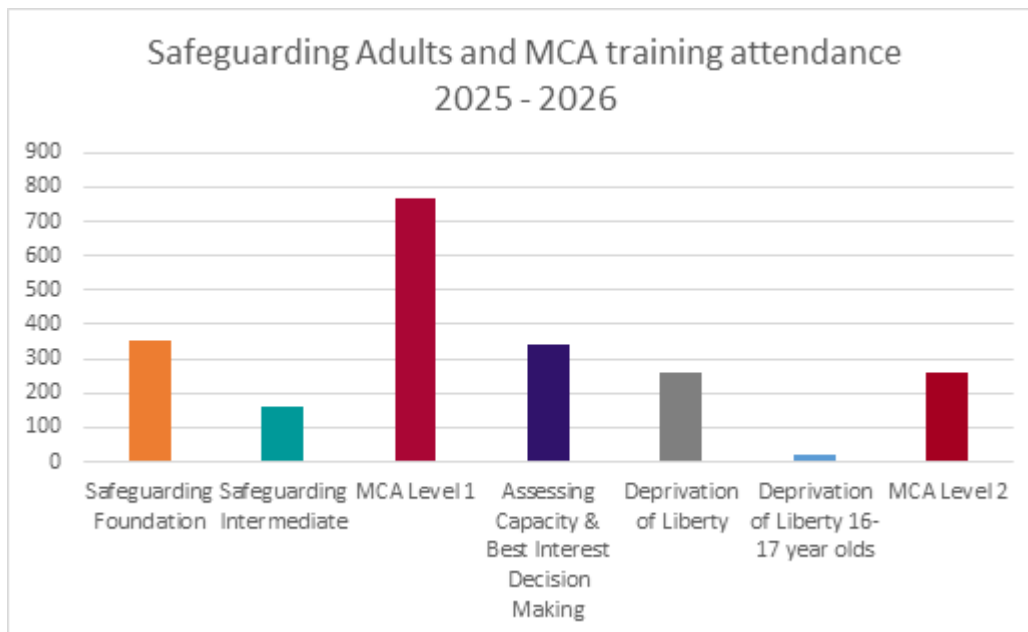


This year has seen the biggest increase in numbers accessing the Safeguarding Foundation session.

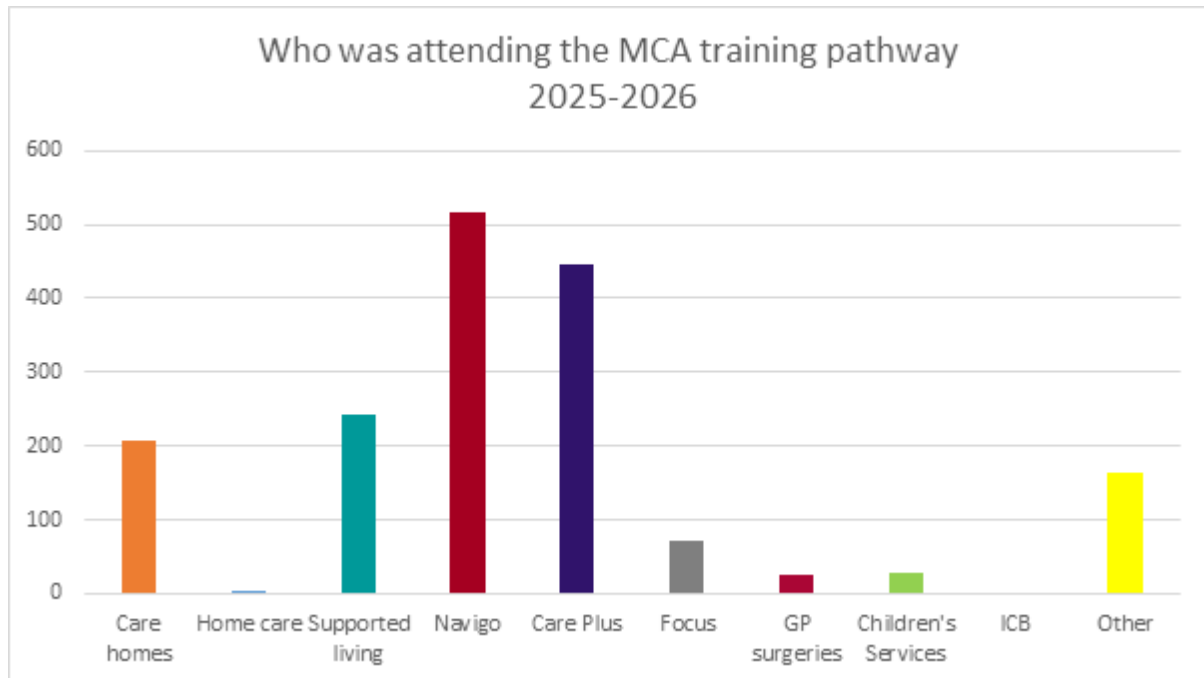


We continue to see a good increase in attendance on this session, however it is not as well accessed as the MCA training pathway.

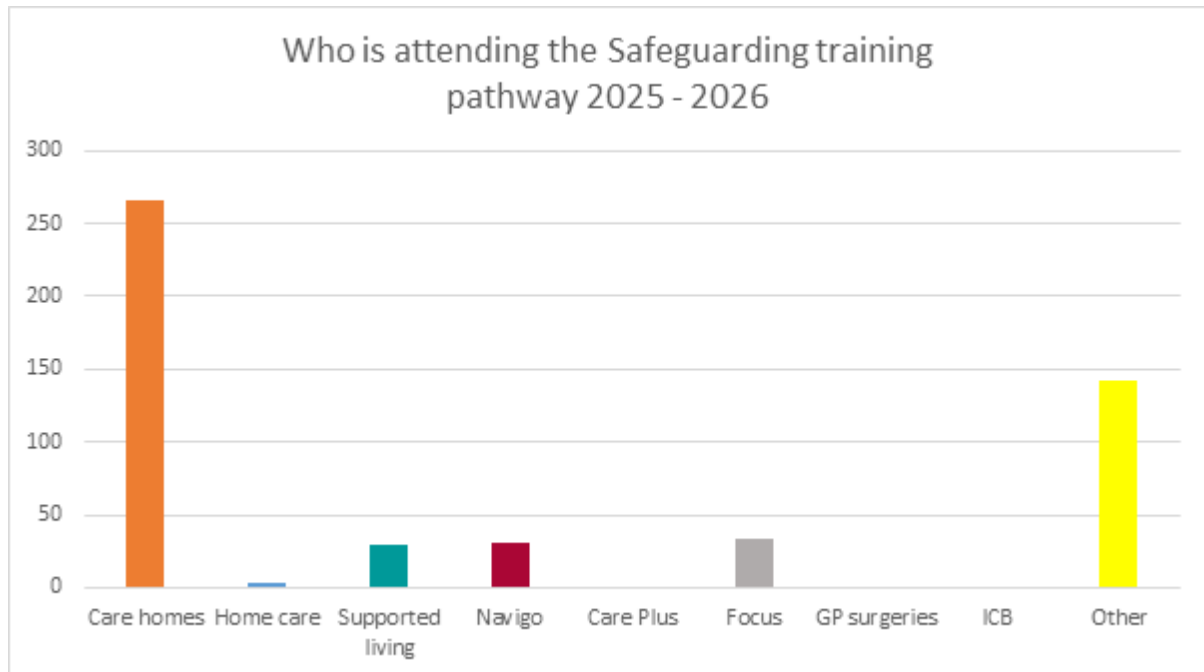
The below chart highlights the total amount of attendance on the training pathways between April 2025 – March 2026:



The below charts break down who has been attending the training pathway sessions between April 2025 – March 2026. Please note this is the total number of attendees from each area as opposed to the number of different care homes for example. 'Other' includes local 3rd sector organisations:



The below provides additional information as to who makes up the overall sector attendance in 2025-2026 across the MCA training pathway. For some, it may be that their attendance has only been on 1 or 2 of the sessions in the pathway.



In addition to the training pathways, the team continues to release an MCA & Safeguarding Adults e-newsletter on a quarterly basis to subscribers.

Quarterly training reports are submitted to the NELSAB. The team lead also attends the MCA group and updates regarding the training and attendance as a standing agenda item.

Some organisations have access to their own training which is not recorded above.

NHS England Key Findings

During 2024-25 (2025-2026 figures are yet to be released):

- There were an estimated 640,240 concerns of abuse raised, compared with 615,530 concerns raised in 2023 to 2024 (an increase of 4.0%). This was a lower annual growth rate compared with 2023 to 2024, when the number of concerns of abuse raised had increased from 587,970 since 2022 to 2023 (an increase of 4.7%).
- There were an estimated 185,270 enquiries that commenced under section 42 of the Care Act 2014 (see the 'Terminology' section for more information), compared with 176,560 enquiries in 2023 to 2024 (an increase of 4.9%). These enquiries involved 148,830 individuals, compared with 141,080 individuals in 2023 to 2024 (an increase of 5.5%).
- The number of 'other' safeguarding enquiries, where there may not be reasonable cause to suspect the statutory section 42 criteria are met but where local authorities use other powers to make enquiries, was reported to be 10,285, compared with 15,530 enquiries in 2023 to 2024 (a decrease of 33.8%).
- The most common type of risk in section 42 enquiries that concluded in the year was neglect and acts of omission, which accounted for 40.8% of risks. The most common location of the risk was the person's own home at 51.9%.
- In 91.2% of concluded section 42 enquiries where a risk was identified, the reported outcome was that the risk was reduced or removed.

These main points of interest are from the accompanying data tables:

[Safeguarding adults, England: 2024 to 2025](#)

Safeguarding Concerns per 100,000 Adults

The analysis presented on this page relates to **safeguarding concerns per 100,000 adults 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 3.

Please select a year:

2016-17 2019-20 2022-23

2017-18 2020-21 2023-24

2018-19 2021-22 2024-25

Please select a grouping:

Peers

Region

Please select one local authority:

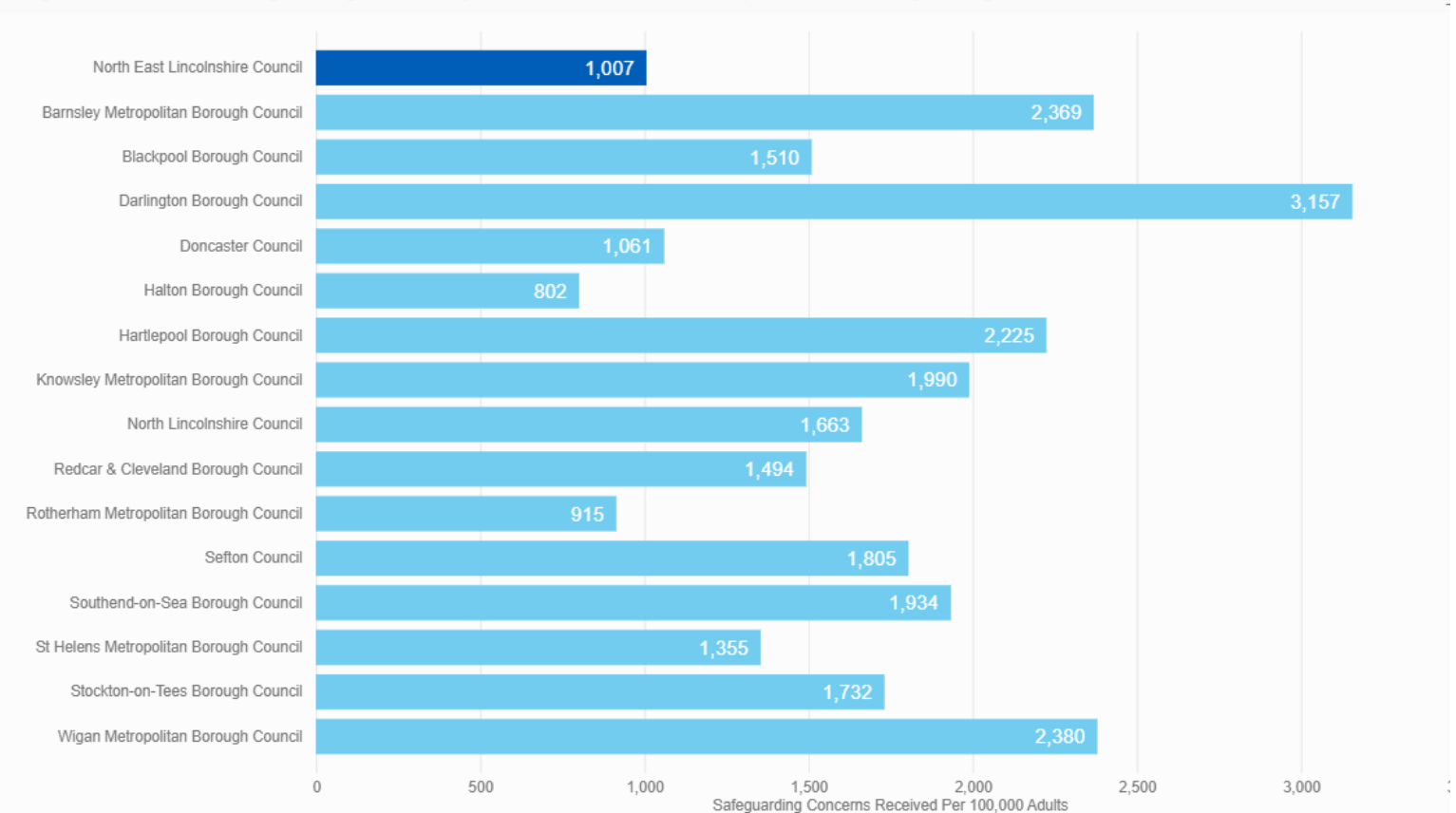
Search

- ☐ 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 Safeguarding
Concerns per 100,000 adults in
current year, England

1,379

Figure 3: Number of safeguarding concerns per 100,000 adults received per local authority in England



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

Please select a grouping:

Peers

Region

Please select one local authority:

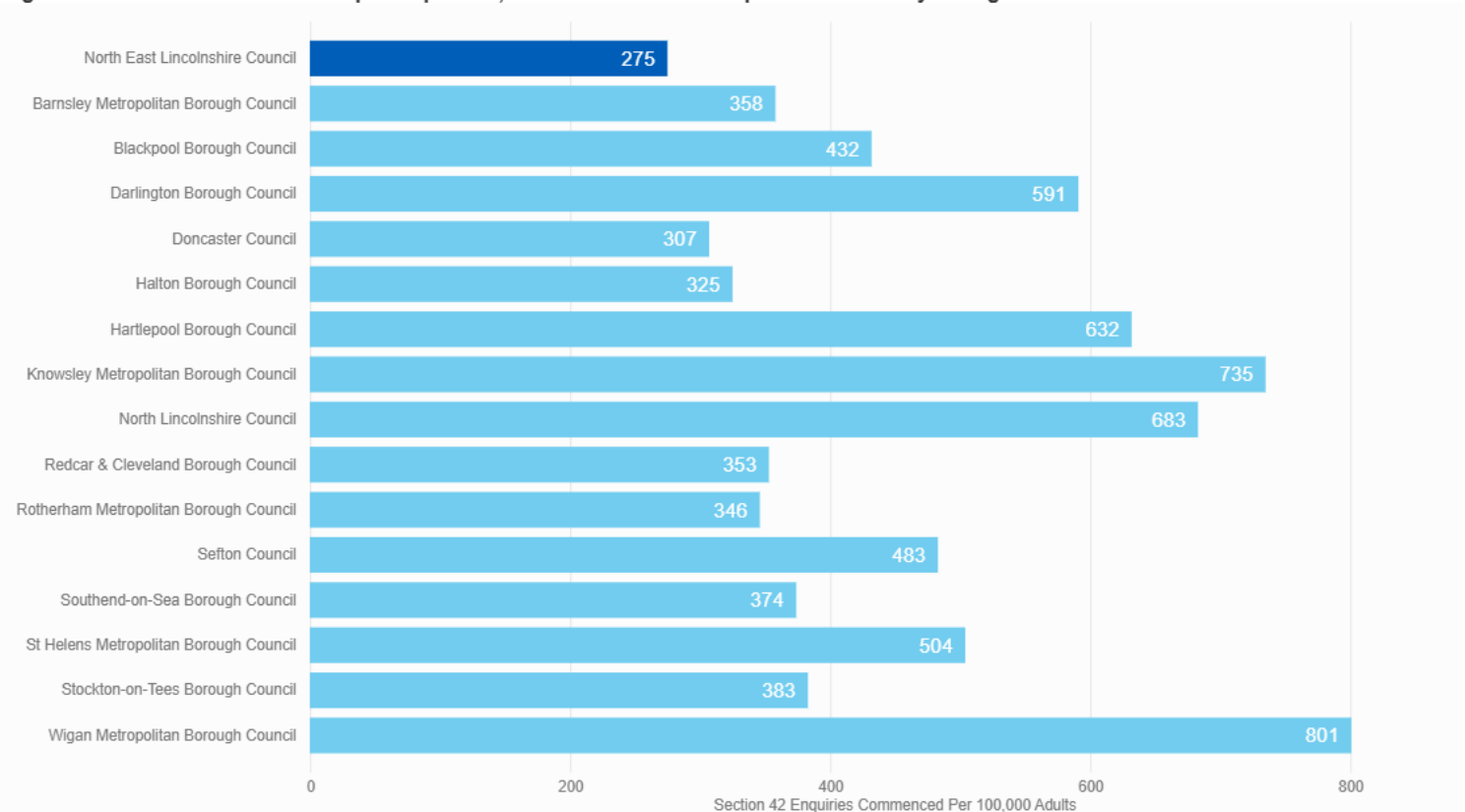
Search

- ☐ Barnsley Metropolitan Borough...
- ☐ Bath and North East Somerset...
- ☐ Bedford Borough Council
- ☐ Birmingham City Council
- ☐ Blackburn with Darwen Boroug...
- ☐ Blackpool Borough Council

Total Number of Section 42 enquiries per 100,00 adults in commenced in current year, England

399

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



Other Safeguarding Enquiries per 100,000 Adults

The analysis presented on this page relates to **Other safeguarding 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 7.

Please select a year:

2016-17 2019-20 2022-23
2017-18 2020-21 2023-24
2018-19 2021-22 **2024-25**

Please select a grouping:

Peers Region

Please select one local authority:

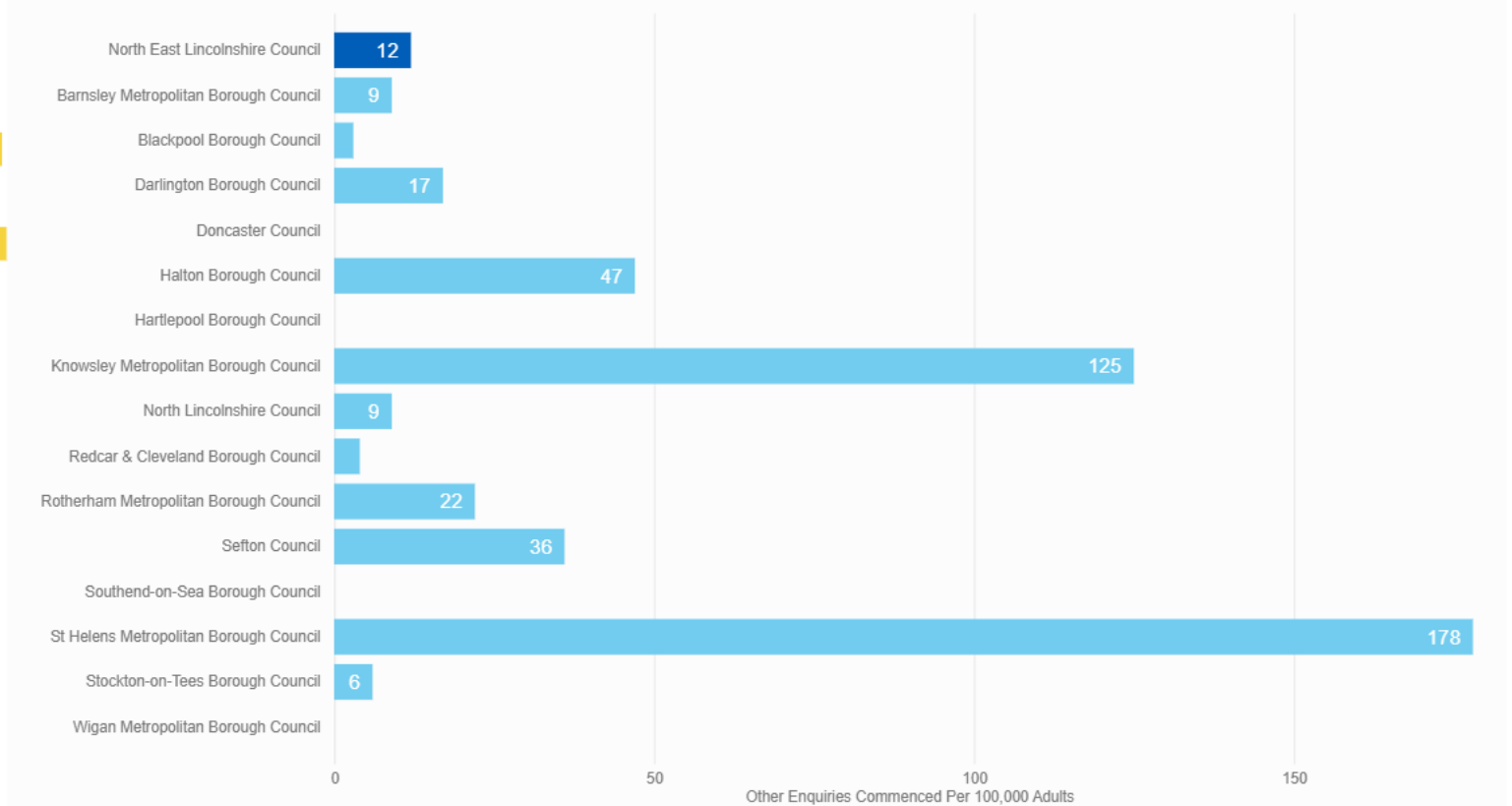
Search

- ☐ Barnsley Metropolitan Borough...
- ☐ Bath and North East Somerset ...
- ☐ Bedford Borough Council
- ☐ Birmingham City Council
- ☐ Blackburn with Darwen Boroug...
- ☐ Blackpool Borough Council

**Total Number of Other enquiries
per 100,00 adults commenced in
current year, England**

22

Figure 7: Number of Other safeguarding enquiries per 100,000 adults commenced per local authority in England



Type of Risk

The analysis presented on this page relates to **the proportions of types of risks for concluded Section 42 enquiries**. 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 10.

Figure 10: Proportions of type of risk for Section 42 enquiries that concluded in England

Please select a year:

2016-17 2019-20 2022-23

2017-18 2020-21 2023-24

2018-19 2021-22 2024-25

Please select a grouping:

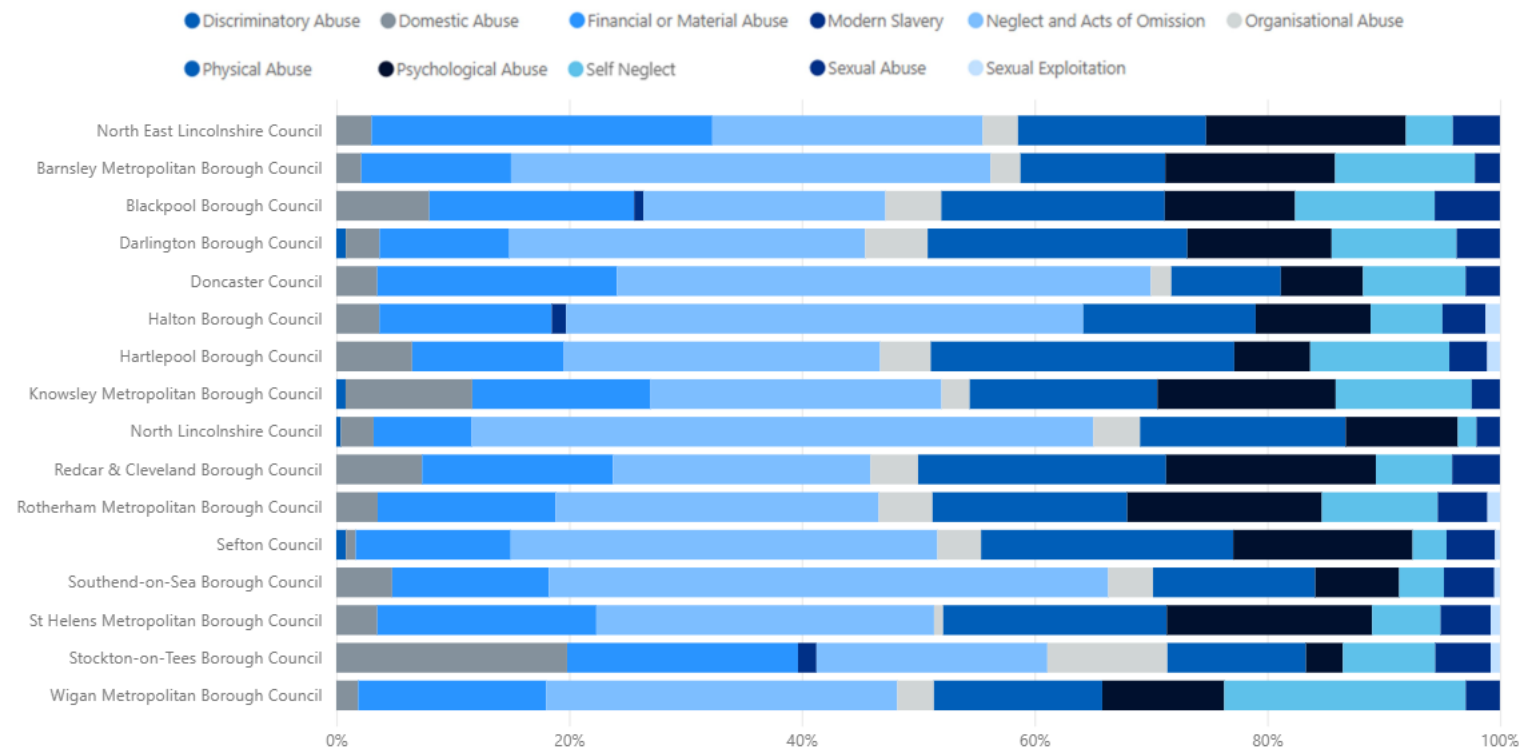
Peers

Region

Please select one local authority:

Search

- ☐ Barnsley Metropolitan Borough Council
- ☐ Bath and North East Somerset Council
- ☐ Bedford Borough Council
- ☐ Birmingham City Council
- ☐ Blackburn with Darwen Borough Council
- ☐ Blackpool Borough Council
- ☐ Bolton Metropolitan Borough Council
- ☐ Bournemouth, Christchurch and Poole Council
- ☐ Bracknell Forest Borough Council
- ☐ Brighton & Hove City Council
- ☐ Bristol City Council
- ☐ Buckinghamshire Council



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.

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.

Year	Requests	HRPs	ORMMs	Review ORMMs	Total
2019	2	2	0	0	2
2020	15	6	5	5	16
2021	16	0	13	14	27
2022	11	1	7	17	25
2023	22	1	15	40	56
2024	26	1	25	38	64
2025	30	0	25	40	65
2026 to date	13	0	13	17	30

In April 2026 an audit of cases was conducted, there have been 53 requests for an HRP/ORMM since the previous audit which took place in April 2024.

The findings were:

- **60% of cases the subject had mental health issues**
- **51% of cases the subject had health issues**
- **37% of cases the subject was alcohol dependant or substance misuser**
- **33% of cases the subject was homeless or at risk of homelessness**
- **26% of cases there was evidence of hoarding**
- **25% of cases there was evidence of self-neglect**
- **19% of cases the subject had a learning disability or learning difficulty**
- **0.5% 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:



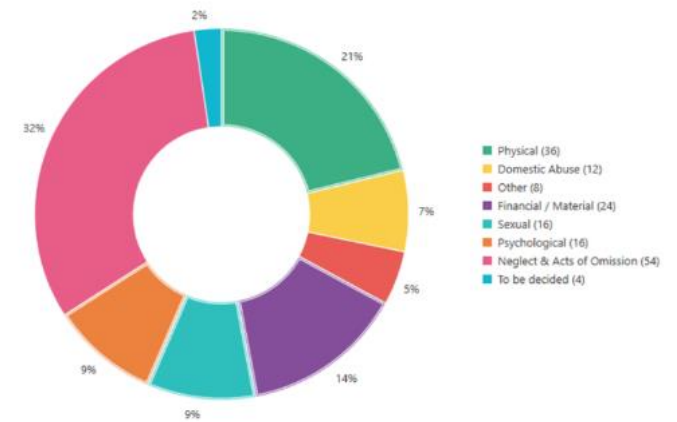
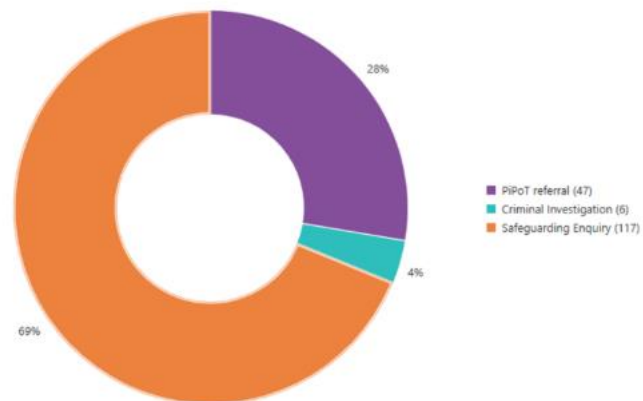
208

Calls Opened 01-04-2025 between 31-03-2026

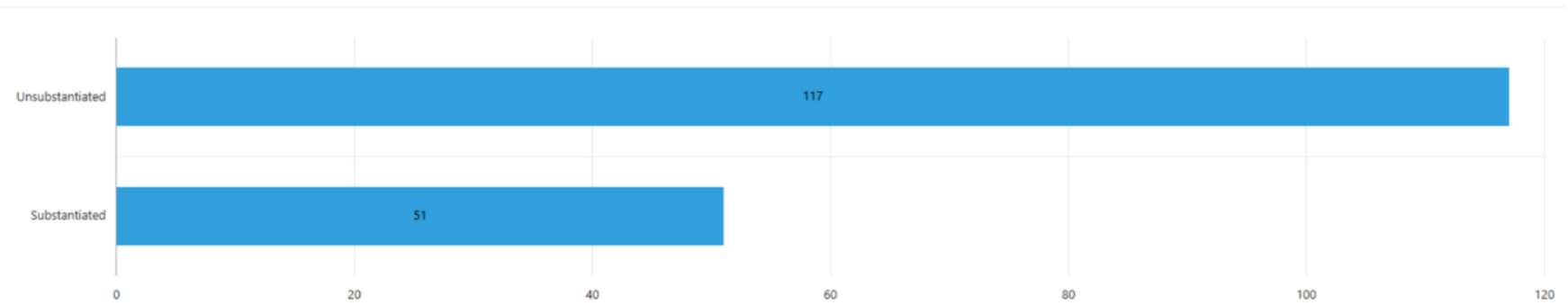


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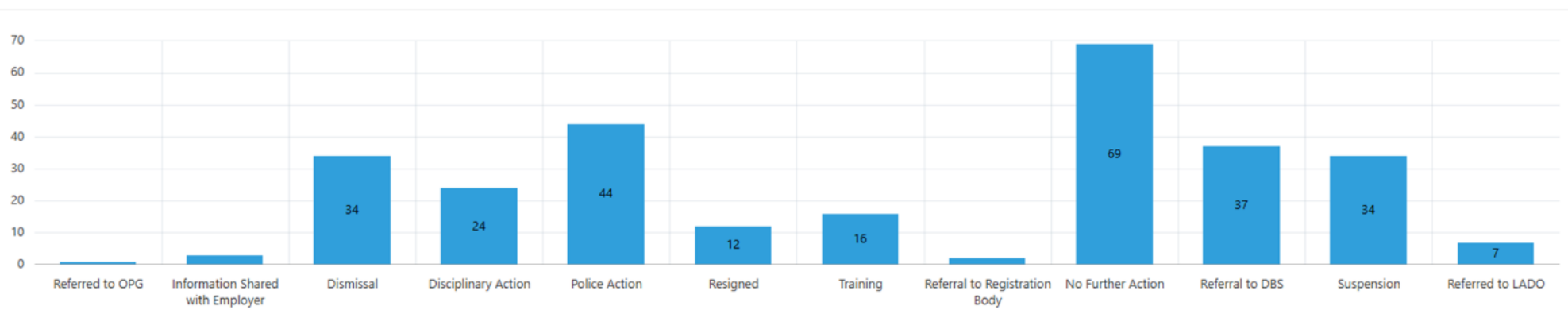
Calls Closed 01-04-2025 between 31-03-2026

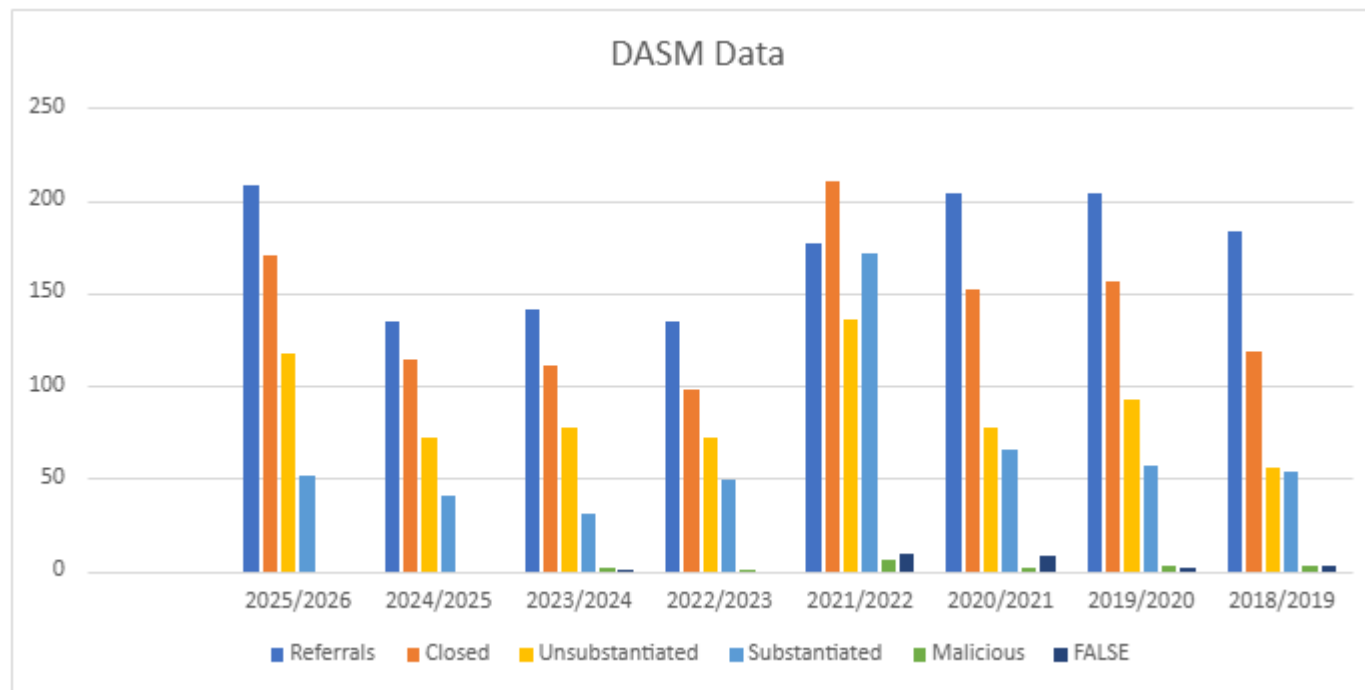


Closure Code



Closure Actions





The Year Ahead

An independent scrutineer provides the NELSAB with an independent and critical assessment of the effectiveness of the NELSAB and its sub-groups.

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 individuals.

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.
- Embed the hoarding protocol and system training offer.
- 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.