



Annual Report

2024-25

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Foreword

As Chair of the HSAB I want to begin by thanking all the safeguarding partners and Herefordshire's strong communities for all they have done during the year to ensure that Herefordshire is a good place to be if you are a vulnerable adult or have care needs. This is reflected in the headline data within the report which shows that 75% of adults who use services feel safe. The data also shows that Herefordshire compares well with statistical neighbours and national averages. This is all very positive and reflects the levels of commitment I see in partner agencies and community groups.

There are however things that the Board is focusing on to make the current position even better. During the year we have for example had a specific focus on adults with multiple and complex needs, many of whom do not meet the criteria for support under the Care Act (2014). As partners we are reviewing our current support services to explore if we can give more support to this group. We have also jointly commissioned a learning review with the Herefordshire Safeguarding Children Partnership (HSCP) to consider how effectively we support care experienced young people into their adult life.

We are also working closely with the HSCP to look at how young people identified as at risk or experiencing exploitation can continue to get support as they enter adulthood.

One challenge we have had this year has been the capacity of all agencies to engage in the work of the Board. As noted in the report, changes, particularly in senior staff, often leave gaps in terms of the Chairing of subgroups or the progression of key elements of our work. Despite this the report outlines a number of activities in our business plan that have been progressed and are contributing to a more effective partnership. This has been particularly the case with the development of more regular and consistent performance data to inform our work.

Finally, I wish to be clear that the HSAB continues to fulfil its statutory responsibilities in respect of Safeguarding Adults Reviews, publishing an Annual Report, and a Strategic Plan.

In 2025/26 we will be reviewing our Strategic Plan. This gives the Board an opportunity to reflect on our work to date and set new ambitions for the future.

Kevin Crompton

Independent Chair HSAB

The role of the Safeguarding Adults Board

The overarching purpose of a Safeguarding Adults Board (SAB) is to help and safeguard adults with care and support needs. It does this by:

- assuring itself that local safeguarding arrangements are in place as defined by the Care Act 2014 and statutory guidance,
- assuring itself that safeguarding practice is person-centred and outcome-focused
- working collaboratively to prevent abuse and neglect where possible,
- ensuring agencies and individuals give timely and proportionate responses when abuse or neglect have occurred,
- assuring itself that safeguarding practice is continuously improving and enhancing the quality of life of adults in its area.

SABs have three core duties. 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,
- commission safeguarding adults reviews (SARs) for any cases which meet the criteria for these.

The Herefordshire Safeguarding Adults Board (HSAB) follows the six safeguarding principles:

1. Empowerment: people being supported and encouraged to make their own decisions and give informed consent
2. Prevention: it is better to take action before harm occurs
3. Proportionality: the least intrusive response appropriate to the risk presented
4. Protection: support and representation for those in greatest need
5. Partnership: local solutions through services working with their communities – communities have a part to play in preventing, detecting and reporting neglect and abuse
6. Accountability and transparency in safeguarding practice

HSAB promotes Making Safeguarding Personal by:

Developing a safeguarding culture that focuses on the personalised outcomes desired by people with care and support needs who may have been abused is a key operational and strategic goal. HSAB aims to do this through:

- a broader participation strategy
- accessible information to support participation of people in safeguarding support
- a focus on qualitative reporting on outcomes as well as quantitative measures
- advocacy
- person-centred approaches to working with risk
- policies and procedures that are in line with a personalised safeguarding approach
- strategies to enable practitioners to work in this way, by looking at the skills they need and the support they are getting to enable this shift in culture

Strategic priorities

The Strategic Plan for 2023-26 was approved at Board May 2023 and includes a yearly business plan. This forms the foundation for the work of the subgroups to deliver the desired outcomes to safeguard the residents of Herefordshire.

The current priorities for the HSAB are:

- **Self-neglect** - improving our response to understanding and managing self-neglect needs, making sure all agencies understand and respond to self-neglect.
- **Exploitation** - addressing the safeguarding issues and challenges arising from criminal exploitation including 'cuckooing', sexual exploitation, modern slavery, county lines, human trafficking and financial exploitation.
- **Prevention** - supporting initiatives and activities which prevent or reduce abuse and neglect and keep people safe.
- **Neglect and omission** - understanding the profile of neglect and omission occurrences within the County and identifying approaches and resources to mitigate the impact.
- **Board effectiveness** - ensuring the Board fulfills its statutory duties and is effective in its role of assurance of the safeguarding system.

The Board has also decided to focus on:

- Transitions for those moving from a child to an adult service, service to service or service to discharge in a safe and positive way.
- Following the Safeguarding Adults Review on adults with multiple and complex needs, the Board has also been monitoring provision for those 'rough sleeping' in Herefordshire and commissioned the development of a multiple complex vulnerabilities strategy.

What does safeguarding look like in Herefordshire?

Every year the local council takes part in a survey, commissioned by the government, collecting multi-agency performance data and asking individuals about their experience of care. The data from this survey is used to produce national data comparing local authority areas. The latest data available is from the 23/24 survey. 24/25 data will be available in late autumn 2025.

Some key highlights from the 23/24 survey are:

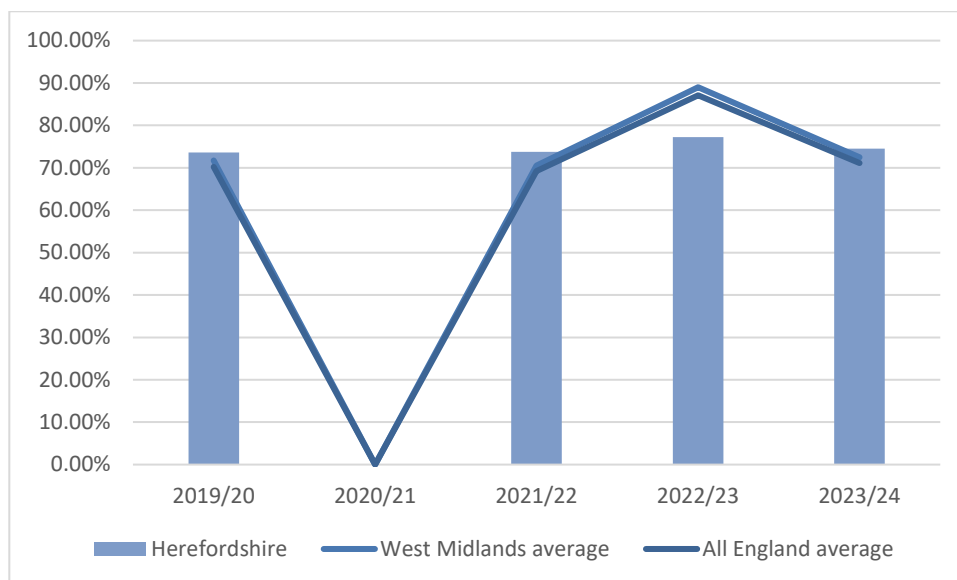
Proportion of people who use services who feel safe

Safety is fundamental to the wellbeing and independence of people using social care, and the wider population. Feeling safe is a vital part of service users' experience and their care and support. While Herefordshire compares well with West Midlands and national averages, the Board will continue to consider what factors are making over 25% of people not saying they feel safe, an increase on the previous year's figure. This dip in people saying that they feel safe is also reflected in the West Midlands and National data.

Proportion of service users who say they feel safe:

Area	2019/20	2020/21	2021/22	2022/23	2023/24
Herefordshire	73.6%	n/a	73.8%	77.2%	74.50%
West Midlands average	71.7%	n/a	70.5%	89.0%	72.50%
All England average	70.2%	n/a	69.2%	87.1%	71.10%

Please note 2020/21 due to Covid surveys were not conducted so data unavailable



Quality of life of people who use services

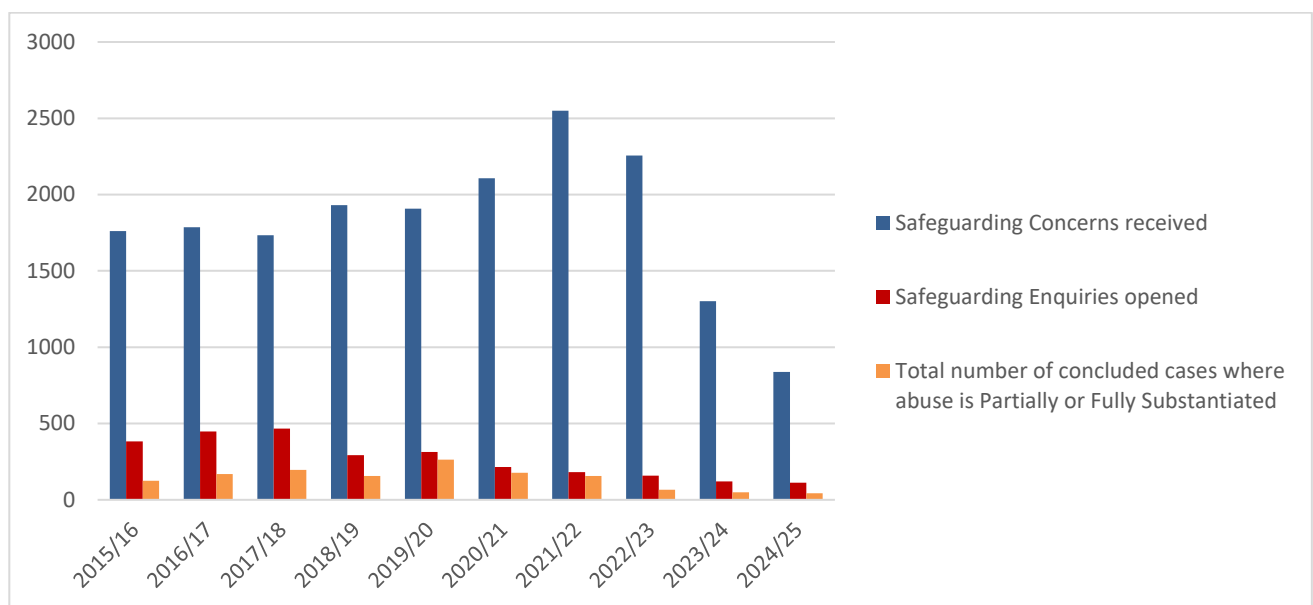
Herefordshire is ranked 7th nationally on the quality of life measure:

Area	2023/24
Herefordshire	19.8
West Midlands average	19.1
All England average	19.1

Safeguarding concerns

The following graphics relate to circumstances where safeguarding concerns were raised. All of this data is from the Local Authority information systems as currently limited information is available from partner agencies.

Safeguarding concerns raised



The number of concerns accepted onto the case management system has decreased over this reporting period by around 35%, from 1301 in 2023/24 to 839 in 2024-25. This is the lowest figure over the past 10 years. This is due to more robust triaging of referrals before they are progressed to the adult safeguarding team and recorded as a safeguarding concern, as described below. While the number of safeguarding enquiries opened is similar to the previous year (112 in 2024-25, compared with 120 in 2023/24), this has also reduced in the previous 10 years.

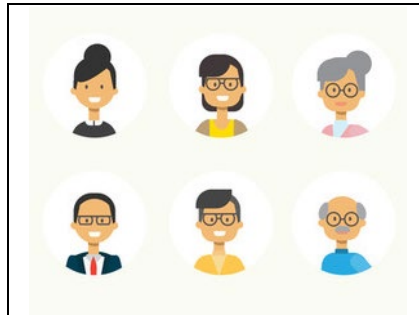
The Senior Practitioner continues to triage all referrals before sending to the safeguarding team to respond. This is to ensure only appropriate safeguarding referrals progress to the safeguarding team, rather than all referrals, which previously meant the team were working on referrals that could have been signposted elsewhere. Work continues in building confidence in agencies to refer directly into other areas of support such as mental health or care assessments.

The Board will now discuss with partners how we can understand the numbers being triaged which are referred to other support pathways (it is currently not possible to record these on the case management system).

Characteristics of those affected by safeguarding concerns

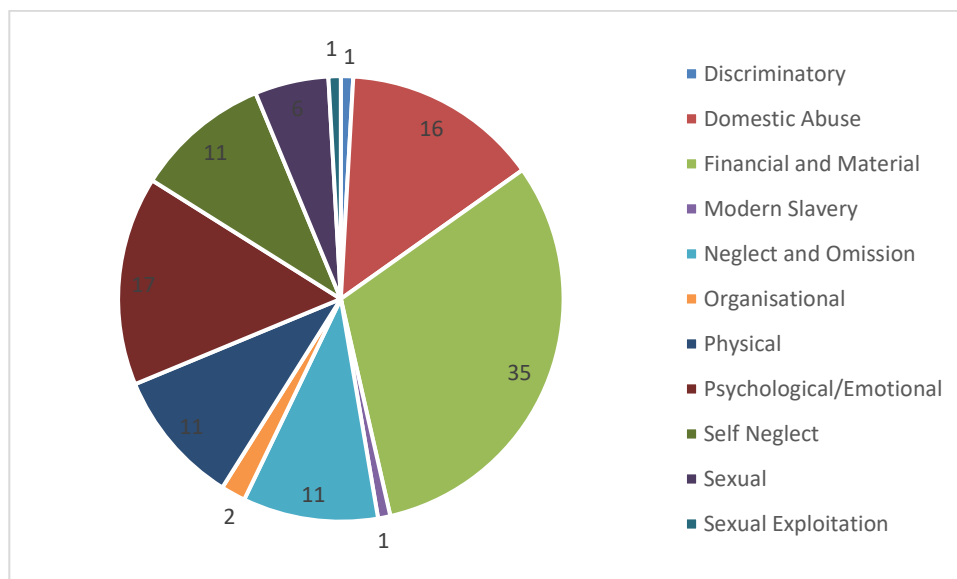
In Herefordshire during 2024-25 the largest age band of individuals affected by safeguarding concerns was people over the age of 65, who represented 54% of all concerns. More safeguarding concerns were raised about females, compared with males.

42% of individuals involved in safeguarding concerns were male



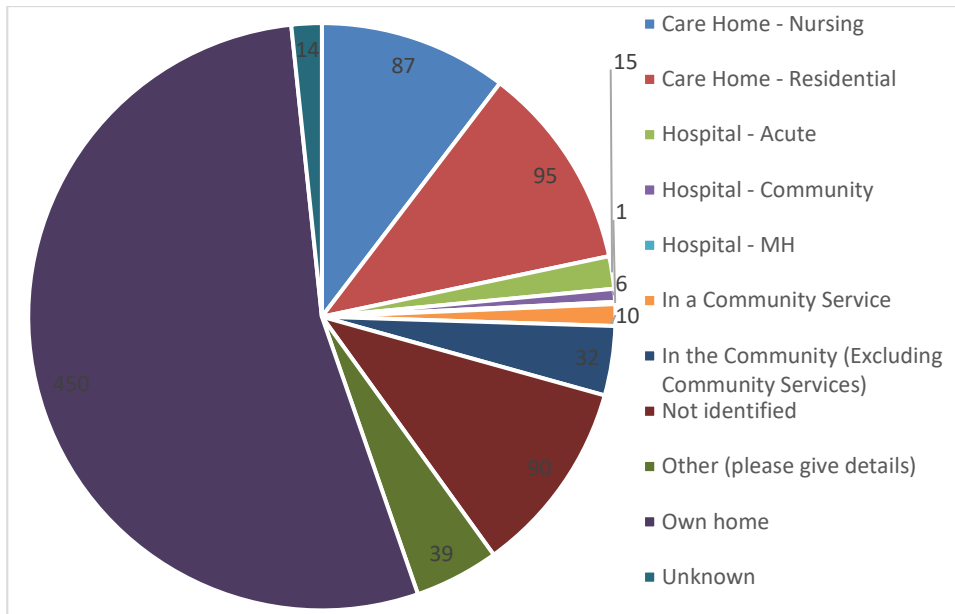
58% of individuals involved in safeguarding concerns were female

Types of abuse subject to safeguarding enquiries



In 2024-25, Financial and Material was the most commonly type of abuse subject to a safeguarding enquiry. Previously it was Financial and Material abuse and Psychological / Emotional abuse.

Where abuse has occurred

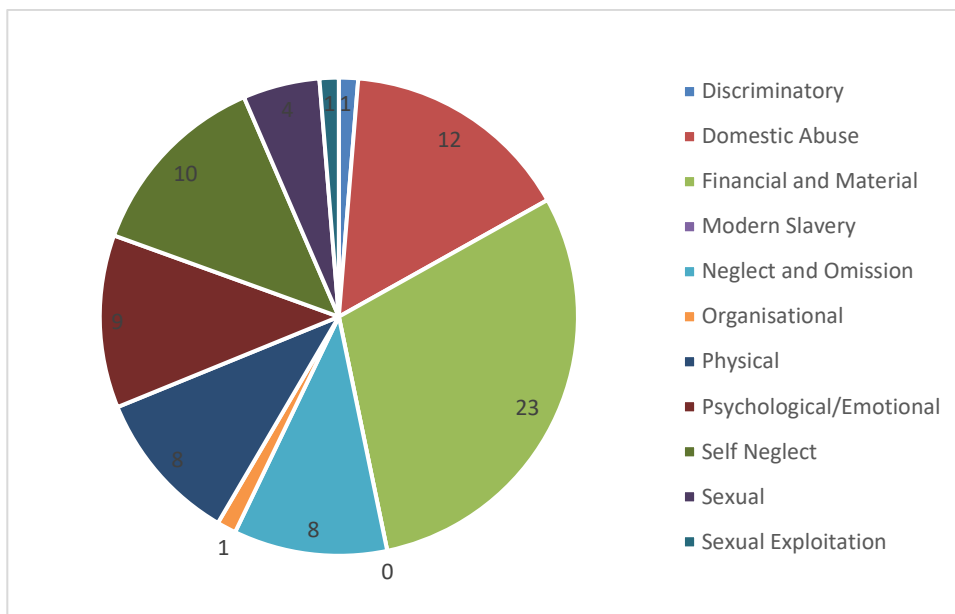


The diagram above depicts the location of the concern at the time of this being raised with the local authority.



Once again, the most common location was in a person's own home (54%).

The most common type of abuse that people suffer from in their own home is Financial & Material (23%)



Source of risk

The “source of risk” was personally known to the individual in 51% of 2024-25 concluded safeguarding enquiries, compared with 49% of 2023-24 concluded enquiries.

The “source of risk” was providing a service to the person in 26% of 2024-25 concluded safeguarding enquiries, compared with 24% of 2023-24 concluded enquiries.

Mental Capacity



In 2024-25, of the 82 concluded safeguarding enquiries, 57 individuals had mental capacity and 25 lacked capacity.

This is similar to 2023-24 where, of the 119 safeguarding enquiries that were completed, 71 people had mental capacity, and 33 were deemed to lack mental capacity.

Advocacy

In 2024-25, 36% of those lacking capacity were provided with either formal or informal advocacy. This is a decrease from 2023-24, when there 45% of those lacking capacity had advocacy.




Making Safeguarding Personal

In 2024-25, 46% of people or their representatives were asked what they wanted the outcome of their safeguarding enquiry to be. This is a drop from 69% in 2023-24.

Outcomes were partially or fully achieved in 85% of concluded enquiries in 2024-25, which is similar to 84% in 2023-24.

In comparison with the previous year, there were more enquiries that concluded where the risk of abuse or neglect to the person remained. There was a similar number where the risk was removed.

The outcome of concluded enquiries was:

	2023-24	2024-25	Action
	20%	20%	Risk Removed
	63%	51%	Risk Reduced
	17%	29%	Risk Remained

Repeated learning from reviews has highlighted limited take up of Hereford and Worcester Fire and Rescue Service Home Safety visits. A representative from the service raised their concerns with the Board. As a result of this, monitoring of the number of visits and the source of referral has commenced. Analysis of referral source will take place during 2025/26 to review whether awareness raising has made any impact

Qtr	Safe & Well Check	Home Fire Safety Check	Equipment Only	2023-2024	Safe & Well Check	Home Fire Safety Check	Equipment Only	2024-2025
Q1	131	58	23	212	105	90	16	211
Q2	100	74	15	189	115	86	8	209
Q3	88	99	21	208	88	86	12	186
Q4	90	106	17	213	68	98	15	181
Total	409	337	76	822	376	360	51	787

Safe and well checks have now been superseded; all referrals are now carried out as Home Fire Safety Visits which are free home safety visits that are tailored to an individual's needs.

The visit includes a home safety check to help reduce the risk of fire in the home, including the checking and fitting of smoke alarms where required. This includes alarms suitable for those with a hearing impairment and giving advice on a fire escape plan.

Equipment Only visit type is where the bare minimum fire safety guidance is given and equipment is fitted.

The following are some examples of where it is used:

- Immediately following a domestic incident / 999 call. The occupier may then receive a follow-up full visit by a technician or fire crew in the days/weeks which follow.
- Where faulty equipment is swapped out but they've had a full visit in the last few years
- Where it's a high-risk occupier but there are no Prevention Technicians immediately available so crews will respond and make them safe where no equipment/insufficient equipment is present. A Prevention Technician will then complete a thorough follow-up visit.

Another learning point has been around rough sleeping and homelessness. As a result, the local authority rough sleeper outreach team lead presented to Board current progress against the Rough Sleeping Strategy and agreed data to be provided each month.

Rough sleeper data:

Demographic	January '25 Month End	January '25 Month Total	February '25 Month End	February '25 Month Total	March '25 Month End	March '25 Month Total
Total Number Rough Sleepers	4	14	1	9	4	6
Male	3	11	1	7	4	5
Female	1	3	0	2	0	1
Transgender	0	0	0	0	0	0
Non-Binary	0	0	0	0	0	0
Unknown	0	0	0	0	0	0
Ages - Under 18	0	0	0	0	0	0
18 - 24	1	2	0	1	0	0
25 - 34	1	4	0	1	1	1
35 - 44	0	3	0	3	2	3
45 - 54	2	4	1	4	1	1
55+	0	1	0	0	0	1
Unknown	0	0	0	0	0	0

The above chart shows the number of instances at month end and total per month of rough sleepers and their ages at time of instance.

How the Board works to deliver results

The Board brings together representatives from:

- Herefordshire Council social care and public health teams
- Herefordshire and Worcestershire Integrated Commissioning Board (responsible for the commissioning of health care)
- Wye Valley NHS Trust and Herefordshire and Worcestershire Health and Care NHS Trust (health care providers)
- Healthwatch
- West Mercia Police
- National Probation Service
- West Midlands Ambulance Service NHS Foundation Trust
- Hereford & Worcester Fire and Rescue Service
- Members from provider and voluntary services

This multi-agency approach ensures that all partner organisations work cohesively, using the same information and communicate consistent messages to provide the strategic direction for the work undertaken on their behalf.

It is the task of the Strategic Board to agree the priorities for the year, in consultation with Healthwatch and the community.

Subgroups develop work plans which contain the activity required to deliver the priorities. Each subgroup chair is responsible for reporting successes, developments and any barriers to progress to the Board.

What the subgroups have delivered this year

Performance and Quality Assurance (PAQA)

Terms of reference:

This group is responsible for data quality, audit and effective information systems to meet current and future expected national and local data reporting requirements, enable performance to be managed, and to provide reasonable assurance on the quality of local safeguarding.

Activity in 2024-25:

An updated performance dataset has been agreed and now includes data from other agencies, including health. This will be improved upon in the following year. The granularity of data available is still limited and system updates have been requested, these will be delivered during 25/26.

The publication of a Worcestershire SAR [Dorothy](#), which involved a Herefordshire resident, included a recommendation for an audit of out of county placements. This took place in May 2025. Findings, which have been shared with the Board, concluded that most of the placements were as a result of personal choice. Where there was no degree of choice, this was due to a lack of suitable commissioned specialist places. Annual reviews were carried out in most cases but better use could be made of other professionals' reviews, such as continuing health care reviews, allowing for a more holistic assessment to inform care planning. This learning was shared with the relevant teams.

Quoracy has been achieved at every meeting that took place. While PAQA has sought to extend its membership to non-statutory partners, this has not yet been achieved and attendance remains an ongoing element of PAQA discussion.

Challenges:

Some meetings were cancelled during the year, due to member capacity and the hand-over to a new Chair. Of the seven planned meetings, four took place, including 2 in-depth data discussion meetings.

One of the meetings cancelled was the exploitation audit that was scheduled for May 2024. This was postponed to 2025-26 as members had limited capacity due to the demand from scoping reports for potential Safeguarding Adults Reviews.

Training and Workforce Development

Terms of reference:

This group is responsible for agreeing and maintaining Herefordshire's competency framework and provides evidenced assurance that partner agencies are meeting the requirements of the framework.

The group has particular responsibility to promote and facilitate multi-agency development opportunities for all practitioners, including disseminating learning from case reviews. By undertaking such activities, the group seeks to empower the workforce to be skilled and confident in adult safeguarding.

Activity in 2024-25

As a consequence of the Chair (from Herefordshire Council Adult Social Care) transitioning to a new role, the Vice Chair (from Hoople Care Ltd) assumed the position of Chair effective from February 2025. As a result, the Vice Chair position became vacant, although is expected to be filled early 2025/2026.

Attendance from multi-agency partners has largely remained consistent for the period of 2024/2025, with members meeting three times. One meeting was cancelled due to the availability of the Chair and Vice Chair and a significant number of apologies received from members competing demands; however, the Partnership Team shared the necessary updates via email to ensure everyone remained informed of key developments to help inform and guide practice.

During this reporting period, members of Training and Workforce Development have contributed to a number of priorities as set out in the HSAB Business Plan, including Exploitation and Prevention. For example, this includes:

- the development of an Adult Exploitation Toolkit and Pathway and a Child to Adult Transitions Exploitation Pathway;
- promotion of Herefordshire's All Age Carers Strategy, including when and how to refer for a Care and Support Assessment and Young Carers Assessments;
- continued promotion of the Complex Adult Risk Management (CARM) processes through the Partnership bulletin, Safeguarding Adults Week and Herefordshire's Safeguarding Children and Adults Practitioner Forum (April 2025);
- planning and delivering presentations to support Safeguarding Adults Week (18-22 November 2024);
- securing training via West Mercia Police on Adult Exploitation Awareness, starting in 2025/2026. There are plans to combine this with training on child exploitation, aligning with the 'Think Family' approach to ensure a holistic and integrated understanding of exploitation risks across all age groups.

Multi-Agency Adult Safeguarding Courses offered in 2024-2025 and attendance figures:

Between 1st April 2024 – 31st March 2025, a total of 491 learners attended multi-agency safeguarding courses, which is slightly lower than 610 who attended courses in 2023-24. The breakdown of courses and attendance is below:

Domestic Abuse Courses

Event	Attended
Courageous Conversations in Domestic Abuse and Sexual Violence (Specialist)	22
Domestic Abuse and Learning Difficulties in Adults	5
Domestic Abuse and Sexual Abuse – Active Bystander Training	53
Domestic Abuse and Sexual Violence Training Level 1	69
Domestic Abuse and Sexual Violence Training Level 2 (Targeted)	46
Domestic Abuse and Sexual Violence Training Level 3 (Specialist)	20
Multi-Agency Risk Assessment Conferences (MARAC) Awareness	57
Working with Perpetrators of Domestic Abuse	31

Substance Use Courses

Event	Attended
Delivering Substance Use Brief Interventions for Adults	12
Drug and Alcohol Awareness Training	45
Overdose Awareness and Naloxone Training	43

Mental Capacity courses

Event	Attended
Mental Capacity Act 2005 and DOLS – Understanding and Application	88
TOTAL all courses	491

Evaluations from specialist and targeted Domestic Abuse and Sexual Violence training demonstrates positive impact. For example, when asked “how will the course inform your future practice?” responses include:

“A more active listener, feel more confident to support and signpost the victim.”

“I am aware of what other things are considered to be abuse that I may have overlooked previously.”

Evaluations from Delivering Substance Use Brief Interventions for Adults courses demonstrates that attendees feel either ‘confident’ or ‘very confident’ in being able to apply learning in their everyday practice. When asked “how do you intend to apply the learning?” responses include:

“Around 50% of our referrals are affected by addiction. I will be using the tools and conversational structure in all of my future sessions.”

“I will focus on my motivational interviewing skills to ensure I am using the Feedback, Responsibility, Advise, Menu for change, Empathy, and enhancing Self-efficacy (FRAMES) components and ask why someone is not at zero on the sliding scale.”

Learning events:

A Safeguarding Children and Adults Practitioner Forum was held in October 2024 and saw 62 delegates attend to hear numerous presenters covering topics including:

- Restorative Practice
- Our Voice –Young People’s perspectives
- Herefordshire All Age Carers Strategy
- An introduction to Herefordshire’s Sexual Violence Strategy

Feedback from this event demonstrates practitioners being able to articulate how they plan to transfer their learning into practice. For example, *[All Age Carers Strategy]*, one attendee stated,

“to use contacts from today for supporting the carers on our staff team, both employed and volunteers.”

Safeguarding Adults Week took place from 18-22nd November 2024 with the core theme being around “Working in Partnership” by way of encouraging practitioners to share their knowledge of safeguarding, learn from others and ultimately create safer cultures. Each day focused on a specific aspect of safeguarding, including developing professional curiosity,

working effectively with supported individuals, establishing professional boundaries, recognising exploitation and professional and organisational learning. Members of Training and Workforce Development contributed to the planning of this event by either delivering presentations or sourcing suitable presenters from their respective organisations.

The following feedback was received from Safeguarding Adults Week, as attended by 68 practitioners across the week. When asked “what has been the most impactful moment of the presentation for you?” responses include:

- Professional Curiosity - sharing views of multi-agencies on the underlying factors we don't necessarily see/hear that we must all aim to consider regarding adult safeguarding
- Breaking the Cycle: finding out about support networks to tap into for people with complex needs
- Secondary Trauma: learning about secondary trauma impact, recognising how it can affect us all in different ways and to be accountable for how we deal with it by seeking support
- County Lines and Cuckooing: I didn't know what 'county lines' or 'cuckooing' referred to, so it has been a very educational session.

When asked how attendees planned to use any new learning, respondents shared:

- [Closed Cultures] – ‘mindful of building in reflective loops robust for preventatively tackling and disrupting closed culture development.’
- [Cuckooing and County Lines] – ‘to consider the signs of such activity when working with patients and multi-disciplinary teams.’
- [Secondary Trauma] – ‘to implement techniques within working day’.

Challenges

It has not been possible to test the efficacy of the Adult Exploitation Toolkit and Pathway and Child to Adult Transitions Exploitation Pathway during this period of reporting due to changes in Lead Officer roles and the limited promotion of these toolkits. This will continue to be a focus moving into 2025-26.

Next steps 2025/26

With renewed motivation to promote the Adult Exploitation Toolkit and Transitions Pathway, it is envisaged that, once widely disseminated and embedded into practice, we will begin to better understand its value and impact.

Further promotion of carers assessments is planned by Adult Social Care colleagues, to coincide with Carers Week in June 2025.

Planning is underway for Safeguarding Adults Week 2025, as well as upcoming Practitioner Forums scheduled for July and October 2025.

Joint Case Review (JCR)

Terms of reference:

The Joint Case Review subgroup (JCR) is accountable to the Herefordshire Childrens Safeguarding Partners, Herefordshire Safeguarding Adults Board and Herefordshire Community Safety Partnership and oversees Safeguarding Adult Reviews, Local Child Safeguarding Practice Reviews, and Domestic Homicide Reviews.

The Herefordshire Children's Safeguarding Partnership has a legal duty to undertake reviews of serious child safeguarding cases (Local Child Safeguarding Practice Reviews LCSPR's) where children have died or suffered serious harm, the criteria for such reviews is set out in Working Together 2023.

The Care Act 2014 states that Safeguarding Adult Boards (SABs) must arrange a Safeguarding Adult Review (SAR) when an adult with care and support needs 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 together more effectively to protect the adult. The criteria for such reviews is set out in the Care Act 2014 (See Care Act Guidance 2016). The Chair of HSAB has the responsibility for decision making about whether to conduct a review in individual cases.

Overall responsibility for establishing a Domestic Homicide Review rests with the local Community Safety Partnership (CSP) Statutory Guidance under section 9(3) of the Domestic Violence, Crime and Victims Act 2004 (the 2004 Act).

Activity in 2024/25

- 16 referrals for Safeguarding Adults Reviews were received, an increase of 220% from the previous year.
- Seven did not meet criteria for review as the individuals either did not have care and support needs or there was no evidence multi-agency working was ineffective.
- During the triage meeting for one referral, JCR identified domestic abuse in the life of the individual, it was therefore decided that a joint DHR / SAR approach was most appropriate. An author is yet to be commissioned to complete this review, it will be reported on at a later date.
- Four referrals for SAR's were scoped but did not meet criteria, however learning was identified.
- The learning identified included:
 - strengthening of the CARM process
 - improving multi-agency practitioners understanding of the Mental Capacity Act and the confidence to carry out assessments
 - lack of professional curiosity
 - poor recording

These learning points mirror those found in previous years and work has taken place to ensure that practitioners become better versed in these topics.

All reviews have an action plan including multi-agency recommendations, which are regularly updated.

SARs published 2024-25

The Board has published one SAR during this year. This case involved the separate suicides of a mother and daughter. [\(See report for Carol and Susan\)](#)

Findings

- Recognising the caring responsibilities and support needs of family members when an adult is in a full-time residential placement,
- Advocacy and support for family members and informal carers,
- Information sharing and use of professionals meetings,

- Use of the formal process for Resolving Professional Disagreements when there are concerns about decision making.

This review also highlighted areas of good practice, including in this case, good use of mental capacity assessments and hearing the voice of the cared for.

Two further SARs and a joint SAR / DHR were commissioned during this year but are yet to be published. These will be reported on fully in next years annual report.

Policies and procedures

Terms of reference:

Work is undertaken jointly with Worcestershire (as we have many partners working across both Counties). We have a working protocol that has been signed off by both Boards.

Activity 2024-25

During the 2024-25 year, we updated our Mental Capacity Act Guidance. The review of Complex Adults Risk Management continues and will be finalised during the 25/26 year.

Herefordshire also contributes to the West Midlands Regional Policy Group, which is responsible for the regional procedures.

Appendix 1. Business Plan Progress

PRIORITY ONE - Self-neglect and Hoarding – Year two

Deliverable: All practitioners recognise and respond to instances of self-neglect and hoarding, understanding the difficulties in engaging with those who display these behaviours.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Review and update if necessary self-neglect dataset	PAQA			Review		Complete

Progress Regular updates are received by PAQA. An average of 14 concerns are raised per month.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Incidents of self-neglect are responded to in line with policy	PAQA	Y1 Report and action plan to Board, findings included in bulletin, practitioner forum			Agree Y2 hypothesis and audit, to include review of Y1 action plan and review of any relevant policies	Complete

Progress Audit report presented to Board and action plan agreed. Actions included raising awareness of the clutter rating, CARM meetings and HWFRS fire safety checks. Audit format agreed, will follow 23/24 process to allow for direct comparison of practice. Audit will be carried out Q2 25/26.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Practitioners are aware of appropriate tools when working with self-neglect	TWD	Review self-neglect tools & resources on Partnership website	Self-neglect presentation at Practitioner Forum	Self-neglect scheduled message in Partnership Bulletin	T&WD to review activity required for Self-neglect awareness in Yr 3	Complete

Progress Website information has been updated
Updated self-neglect policy (joint with Worcestershire) has been launched and disseminated across the partnership

Activity	Group	Q1	Q2	Q3	Q4	RAG
Self-neglect and hoarding group	Independent Chair				Report to Board: to include recommendation regarding Year 3	At risk

Progress Due to long term sickness it had not been possible to re-establish this group. However a new Chair has been identified and an initial meeting has taken place during this year. Regular meetings are now scheduled through 25/26.

PRIORITY TWO - Exploitation – Year two

Deliverable: All practitioners recognise and respond to instances of exploitation.

Activity	Group	Q1	Q2	Q3	Q4	R A G
Review and update if necessary, exploitation dataset	PAQA			Review		At risk

Progress Discussions have been held with regard to how this data may look and no consensus has been reached. PAQA will further explore who holds what data and develop this work during 2025/26.

Activity	Group	Q1	Q2	Q3	Q4	R A G
A “home invasion” procedure that protects the adult being criminally exploited in their homes	P and P	Finalise and present to Board				In progress

Progress This action sits under the remit of the Police, policy updates to reflect the new language are underway and will be shared with Board partners once completed

Activity	Group	Q1	Q2	Q3	Q4	R A G
Review adult exploitation strategy and pathway ensuring that those transitioning from childrens are safeguarded	P and P				Review	At risk

Progress Draft pathway has been agreed, due to changes in personnel and also capacity within the system it has not been possible to further this work on embedding the pathway as much as anticipated.

Activity	Group	Q1	Q2	Q3	Q4	R A G
Raise awareness of the adult exploitation toolkit and pathway	TWD	Agree exploitation implementation plan with partners		Tbc – Practitioner forum presentation on Exploitation Pathway		Complete

Progress Exploitation implementation plan has been discussed and agreed with partners. Pathway is included in exploitation training as delivered by Police vulnerability trainers.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Practitioners recognise and use appropriate tools when working with exploitation including assessing mental capacity	TWD		T&WD to plan Yr2 & Yr3 activity depending on exploitation implementation plan			At risk

Progress Yr 2 activity was postponed for reasons as cited above
Training regarding adults exploitation and vulnerabilities has been commissioned. 2 sessions will be delivered during 25/26

Activity	Group	Q1	Q2	Q3	Q4	RAG
Assurance of professionals understanding and use of the exploitation toolkit	PAQA			Agree hypothesis and audit, to include review of Y1 actions and any relevant policies		At risk

Progress Yr 1 audit was postponed for reasons as cited above. This is now scheduled for Q2 2025-26

PRIORITY THREE - Prevention – Year two

Deliverable: The Board fulfils its duties under the Care Act in improving peoples independence and wellbeing, developing and promoting services that support this

Activity	Group	Q1	Q2	Q3	Q4	RAG
Implement a multi-agency safeguarding approach to the safeguarding front door	Strategic Partners				Review of arrangements	At risk

Progress A proposal has been agreed at Board, however the departure of the PSW during this reporting year has impeded progress. A new role has been created within ASC with a responsibility for taking this activity forward.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Implement an effective approach to working with adults with multiple disadvantage	Strategic partners	Receive MEAM and BRAVE annual reports				In progress

Progress Board has commissioned the development of a multi-agency MCV task and finish group that will be responsible for developing a strategy and subsequent workstreams to develop an effective approach. This will include the voice of those affected. Quarterly updates will be provided.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Improve understanding of when to refer for Care and Support Assessment	TWD		Partnership Bulletin Scheduled message		Partnership Bulletin Scheduled message	In progress

Progress Promotion of Herefordshire's All Age Carers Strategy, including when and how to refer for a Care and Support Assessment has been undertaken. Further resources to be developed during 25/26

Activity	Group	Q1	Q2	Q3	Q4	RAG
Improve understanding of when to refer for Carers Assessment	TWD	Practitioner Forum presentation – Carer Assessments Partnership Bulletin - Carers Week promotion	Resources/learning dissemination via TWD	Partnership Bulletin scheduled message		In progress

Progress Promotion of Herefordshire's All Age Carers Strategy, including when and how to refer for a Carers Assessments has been undertaken. Further resources to be developed during 25/26

Activity	Group	Q1	Q2	Q3	Q4	RAG
Improve understanding of when to refer for Young Carers Assessment	TWD	Practitioner Forum presentation – Carer Assessments Partnership Bulletin - Carers Week promotion	Resources/learning dissemination via TWD	Partnership bulletin scheduled message		In progress

Progress Promotion of Herefordshire's All Age Carers Strategy, including when and how to refer for a Young Carers Assessments has been undertaken. Further resources to be developed during 25/26

Activity	Group	Q1	Q2	Q3	Q4	RAG
Re-audit of MSP	PAQA				Agree hypothesis and audit, to include review of any relevant policies	Cancelled/Amended

Progress Capacity issues across the partnership has delayed the audit. However, performance information shows this is a low risk area.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Assurance that professionals understand when to refer for assessment	PAQA			Agree hypothesis and audit, to include review of any relevant policies		At risk

Progress Capacity issues across the partnership has delayed the audit. A targeted piece of work will review this area during 25/26

Activity	Group	Q1	Q2	Q3	Q4	RAG
Complex Adult Risk Management (CARM) coordinator role is established	Community Wellbeing	JD and PS approved	Interviews	Appointment		At risk

Progress Although the coordinator role is yet to be agreed this is part of the consideration of the MCV task and finish group.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Improve knowledge and awareness of CARM process	TWD	Promotion CARM via TWD (slides, recording, briefing) Practitioner Forum CARM presentation	Partnership bulletin scheduled CARM message	Partnership bulletin scheduled CARM message	TWD to review activity required for CARM awareness in Yr 3	Complete

Progress CARM has been included within practitioner forums and Partnership bulletins

Activity	Group	Q1	Q2	Q3	Q4	RAG
Review of CARM procedure	Policies/ Procedures				Light touch review of CARM	Complete

Progress CARM process has been reviewed and results presented to Board. A task and finish group has been established to consider the findings. This will report back to Board during 2025 / 26

PRIORITY FOUR - Year two – Neglect and Omission

Deliverable: Practitioners working within Herefordshire recognise the signs of neglect and omission and respond appropriately

Activity	Group	Q1	Q2	Q3	Q4	RAG
Review and update if necessary neglect and omission dataset	PAQA			Review		Complete

Progress Regular updates are received by PAQA. An average of 23 concerns are raised per month.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Audit of cases (Neglect and Omission)	PAQA	Present Y1 audit findings to Board		Agree hypothesis and audit, to include review of any relevant policies	Present Y2 audit findings to Board	Cancelled/ Amended

Progress Re-audit has not been completed during 24 / 25 due to capacity issues. It has been agreed by the Board that this is a low-risk area based on the results of the Y1 audit.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Development and implementation of professional resources	P and P				Using outcomes from audit assess the need to update policies or procedures	Cancelled/ Amended

Progress No additional policies or procedures have been identified as a result of audit activity

Activity	Group	Q1	Q2	Q3	Q4	RAG
Development and implementation of professional resources	TWD	T&WD agree implementation plan for Neglect & Omission resources	Development and implementation of professional resources		Using outcomes from audit assess the need to develop and implement professional resources	Cancelled/ Amended

Progress No additional training or resources have been identified as a result of audit activity

Activity	Group	Q1	Q2	Q3	Q4	RAG
End of year report to Board					Progress against this priority – Board decision	Cancelled/ Amended

Progress No activity against this priority was undertaken during 24/25

PRIORITY FIVE – Board Effectiveness – Year two

Deliverable: The Board fulfils all of its statutory functions under the Care Act

Activity	Group	Q1	Q2	Q3	Q4	RAG
Light touch update of regional audit tool	PAQA	Collate responses	Initial report to Board	Challenge events	Final report to Board	At risk

Progress Due to changes in personnel the regional audit tool was not available for partners during the 24/25 reporting period. This has now been rectified and a full audit will be completed during 25 / 26

Activity	Group	Q1	Q2	Q3	Q4	RAG
Review governance surrounding this and other partnerships and boards	Independent Chair				Review of new arrangements	Complete

Progress The independent Chair continues to keep governance under review, regularly attending other partnership and board meetings

Activity	Group	Q1	Q2	Q3	Q4	RAG
Develop and implement an agreed multi-agency outcomes / dataset for the Board.	Strategic leads PAQA		Current performance reporting requested from Partners	Review returns		In progress

Progress Work continues on developing a multi-agency reporting system that reflects safeguarding across the whole system

Activity	Group	Q1	Q2	Q3	Q4	RAG
Develop and implement an agreed audit programme, which will test the extent to which learning from SARs has impacted front line delivery.	Strategic leads PAQA					At risk

Progress Audit plan had been agreed based on priorities and SAR findings for 24/25 however capacity across the system means that one audit only was completed for this reporting year. This audit was an agreed action from a joint SAR with Worcestershire and findings were reported to Board

Activity	Group	Q1	Q2	Q3	Q4	RAG
Develop and implement a communications strategy for the Board, raising awareness of how to recognise and respond to adult safeguarding issues.	Strategic leads					Complete

Progress Limited work has been undertaken this reporting year, HSAB has produced a resource for use within provider environments and this has been disseminated widely.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Enable local people with lived experience of safeguarding to influence the work of the Board.	Strategic leads			Review models used across the region		At risk

Progress Limited work has been undertaken this reporting year, however the Board commissioned Multiple Complex Vulnerabilities task and finish group will be considering this during 25/26.

Activity	Group	Q1	Q2	Q3	Q4	RAG
Ensure that learning from SARs is widely disseminated so that similar multi-agency safeguarding practice issues are less likely to occur in future.	Partnership Team	Ensure learning is included in Practitioner Forums / Newsletters / Shared with Partners / 7 min learnings are disseminated	Ensure learning is included in Practitioner Forums / Newsletters / Shared with Partners / 7 min learnings are disseminated	Ensure learning is included in Practitioner Forums / Newsletters / Shared with Partners / 7 min learnings are disseminated	Ensure learning is included in Practitioner Forums / Newsletters / Shared with Partners / 7 min learnings are disseminated	Complete

Progress All SAR learning is shared across the partnership via all available methods. A dissemination form has been re-introduced to collate activity. Lack of audit activity through this reporting year means that it is not possible to evidence learning leading to changes in practice

Activity	Group	Q1	Q2	Q3	Q4	RAG
Produce an annual report	Partnership Team / Chair	Gather sub group reports and dataset	Draft report to Board for approval Publish on website			Complete

Progress Annual report completed

KEY

Red Compromised

Amber at risk

Green In progress

Blue Complete

Grey Cancelled/original action amended

PAQA – Performance and Quality Assurance – sub group of the Board

TWD – Training and Workforce Development – sub group of the Board

P and P – Policies and Procedures – joint working group of the Board

Appendix 2. Meeting attendance

Meetings and Frequency				
Agency	Board 4/yr	PAQA 7/yr*	TWD 3/yr	JCR 4/yr
Community Wellbeing	4	4	3	4
Healthwatch	3	N/A	N/A	N/A
Hereford & Worcester Fire & Rescue Service	1	N/A	N/A	4
Herefordshire and Worcestershire Health and Care Trust	4	2	N/A	4
Herefordshire and Worcestershire ICB	4	3	2	4
HVOSS	Resigned	N/A	N/A	N/A
Lead Member	2	N/A	N/A	N/A
National Probation Service	0	N/A	N/A	N/A
Public Health	2	N/A	N/A	1
West Mercia Police	4	4	3	4
Wye Valley NHS Trust	4	2	1	4

*3 meetings cancelled

Appendix 3. Budget

The Partnership Team support and deliver on the work of HSAB. This is a multi-agency funded team overseeing the work of the Board and its sub groups. In 2024-25, the Partnership Team also supported the Herefordshire Safeguarding Children Partnership and Community Safety Partnership.

In 2024-25, the Partnership Team was funded as follows:

Safeguarding Partner Contributions			Expenditure (HSAB, HSCP, CSP)	
Agency	2024-25 Contribution £	%	Category	Expenditure
Herefordshire Council (Children's Services and Community Wellbeing)	£247,339	59%	Salary Costs	£278,597
NHS Integrated Care Board	£101,857	24%	Independent Chair (HSAB) / Independent Scrutineer (HSCP)	£35,098
West Mercia Police	£69,400	17%	Consultancy costs (Independent authors SAR, DHR, LCSPR)	£33,670
Total Contributions	£418,596		Training expenses (online platform)	£14,450
			Office expenses	£35,140
			Income not funded (income reduced in line with % MERS voluntary redundancy post)	£13,455
			Total Expenses	£410,410

Note: This total contribution is for the support of the Herefordshire Safeguarding Adults Board, Herefordshire Safeguarding Children's Partnership and the Community Safety Partnership.



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