



THE ROYAL BOROUGH OF
KENSINGTON
AND CHELSEA



City of Westminster

London Borough of Hammersmith and Fulham | The Royal Borough of Kensington and Chelsea | Westminster City Council

SAFEGUARDING ADULTS AT RISK

Developing good governance: Consultation paper

September 2012



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1. Introduction

- 1.1 This paper sets out the plan to review the existing local adult Safeguarding Boards in Hammersmith and Fulham, Kensington and Chelsea, and Westminster, and proposes a number of options for the future governance of adult Safeguarding.
- 1.2 The review is a response to the Tri-borough arrangements for Adult Social Care that became operational on 1st April 2012 with the challenge to provide '*Personalised services; integrated service delivery; and better for less*'.
- 1.3 The aim of the review is to assure good governance of adult Safeguarding across the three boroughs and accountability to all stakeholders, especially people who are at risk of harm, or have experienced harm, and their carers and advocates.
- 1.4 We want to maintain local focus whilst reducing duplication of effort, where there is common purpose and function, and shared outcomes.
- 1.5 The review will take the form of a consultation with the stakeholder organisations currently represented on the existing Safeguarding Adults Boards in the three local authorities.

2. National context and local responses

- 2.1. 'No Secrets'¹ was reviewed in 2009, and remains binding guidance, issued under Section 7 of the Local Authority Social Services Act 1970. It requires local authorities, under the guidance of the Secretary of State, to be lead agencies in creating a framework for action, with all other responsible agencies, for protecting vulnerable adults at risk of abuse.
- 2.2. The framework for action aims to prevent abuse, and to ensure that, when prevention fails, there are consistent and effective multi-agency responses to investigate incidents of abuse and prevent further harm. To this end, local authorities play a co-ordinating role in developing policy and procedures, and working in partnership with all other responsible agencies, to ensure they are implemented.
- 2.3 All three local authorities developed local multi-agency adult Safeguarding policies and procedures to meet the requirements of 'No Secrets'. These local policies and procedures were replaced on 1st October 2011 by the pan-London 'Protecting adults at risk: London multi-agency policy and procedures to safeguard adults from abuse' (Social Care Institute of Excellence: Report 39)².

¹ No secrets: guidance on developing and implementing multi-agency policies and procedures to protect vulnerable adults from abuse (DH 2000)
http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_4008486

² SCIE Report 39: Protecting adults at risk: London multi-agency policy and procedures to safeguard adults from abuse (SCIE 2011)
<http://www.scie.org.uk/publications/reports/report39.asp>

- 2.4 The White Paper, 'Care for our Future' published on 11th July 2012³ and the draft Care and Support Bill confirm the government's intention to legislate to ensure that all agencies work together at a local level to prevent abuse by requiring local authorities to convene statutory Safeguarding Adults Boards with core membership from the police and NHS organisations.
- 2.5 This review is designed to ensure that the three local authorities are well-placed, individually and together, to implement government intentions towards adults at risk of harm.

3. The purpose and functions of Safeguarding Adults Boards

- 3.1 The purpose of Safeguarding Adults Boards is to provide good governance across the partnership of agencies that work with adults at risk.
- 3.2 The key elements of good governance are **leadership, direction and control**⁴.
- 3.3 With regard to leadership, the Boards provide the **focus** for adult Safeguarding in the area in which they operate by defining the **scope** of the work to be done and the principles that underpin that work.
- 3.4 The challenge in terms of **scope** is that, in the context of personalisation, with a focus on prevention and community engagement, Boards now engage in activities that are far wider than those implied by the current definitions in No Secrets (DH 2000), with its prime focus on responding to individual situations of risk and harm. Illustrative of this are current discussions on 'self-neglect' or self harm.
- 3.5 The **principles** underpinning the adult safeguarding work have been defined by government as:

Empowerment Presumption of person-led decisions and informed consent.

Protection Support and representation for those in greatest need

Prevention It is better to take action before harm occurs.

Proportionality Proportionate and least intrusive response appropriate to the risk presented.

Partnership Local solutions through services working with their communities. Communities have a part to play in preventing, detecting and reporting neglect and abuse.

Accountability Accountability and transparency in delivering safeguarding.

³ <http://www.dh.gov.uk/health/files/2012/07/White-Paper-Caring-for-our-future-reforming-care-and-support-PDF-1580K.pdf>

⁴ Office for Public Management (2007) Going Forward with good governance.

- 3.6 Ensuring that these principles underpin all activities, the Boards provide **direction** by ensuring **consistency of message, and consistency of response** to people who are at risk of harm, or who have been harmed. The Board's task is to ensure that this is articulated to staff, service users and carers, and members of the public, by policy, procedure, agreed protocols and publicity.
- 3.7 The **strategic plan** of the Boards further articulates the direction of travel to the partnership by setting out how the above principles are translated into **priority actions** for the partnership, and describes what member agencies will do to meet these priorities.
- 3.8 The Boards provide **control** of adult safeguarding in four ways: **giving account** by reporting back to committees and governing bodies; **being held to account** by scrutiny, external audit, inspection; **taking account** of what people who have experienced abuse or harm are saying in terms of what is helpful and what is unhelpful, and learning from case-work, including Serious Case Reviews; empowering people to seek **redress** for the wrongs that may have been done to them by ensuring their rights are upheld.
- 3.9 The functions of a Safeguarding Board are therefore:

Strategic planning: agreeing shared priorities for improving outcomes for people at risk of harm.

Setting standards and guidance: through agreed policy and procedures and protocols.

Assuring quality: through activity reporting, data analysis and learning lessons from case audit and case review, including Serious Care Review.

Promoting participation: of people who receive services, their carers, and advocates, and agencies such as Healthwatch.

Raising awareness; particularly public awareness of how to recognise vulnerability and abuse, and how to report it.

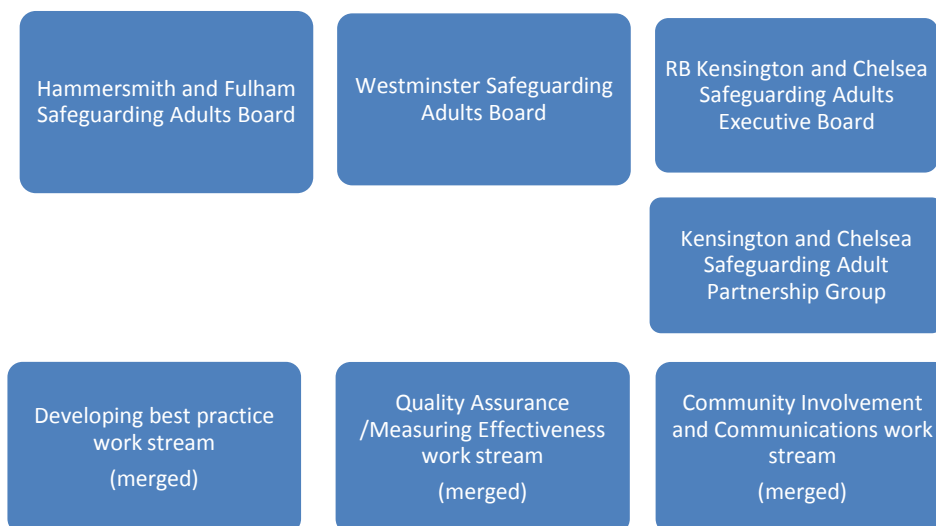
Building capacity and training: ensuring staff and volunteers working with people at risk have the appropriate values and skills to assess and meet their needs.

Relationship management: developing partnerships that respond in a joined-up, person-centred way to ensure good outcomes for each person who has experienced harm.

4. The arrangements up to July 2012

- 4.1 All three councils have effective strategic multi-agency arrangements in place.
- 4.2 All three councils have adopted pan-London 'Protecting adults at risk: London multi-agency policy and procedures to safeguard adults from abuse'.
- 4.3 In Hammersmith and Fulham there is a multi-agency Safeguarding Adults Board chaired by the Director of Adult Social Care Commissioning and Health.
- 4.4 In Westminster there is a multi-agency Safeguarding Adults Board, with an independent chair. This post is funded by health and adult social care for 12 days a year.
- 4.5 In Kensington and Chelsea, there is a multi-agency Safeguarding Adults Partnership chaired by the Director of Adult Social Care: Provider Services and Mental Health Partnerships, and a Safeguarding Adults Executive Board, with an independent chair. This post is jointly funded by statutory partners for 20 days per year.

- 4.6 All these boards and groups meet quarterly. The agencies in these adult safeguarding partnerships, and their representatives on the Boards are listed in Appendix I.
- 4.7 Each of the boards have three sub-groups which cover the same work streams: these are broadly: 1) Quality Assurance/Measuring Effectiveness, including audit and Serious Care Review; 2) Developing Best Practice, including training and implementing learning from case work; and 3) Communication and Community Engagement, raising public awareness of safeguarding and involving members of the public, who may use services, in developing adult safeguarding.
- 4.8 The chairs of the Boards agreed in July 2012 that the Tri-borough Professional Standards and Safeguarding Team members should begin work immediately to merge the three work-streams. The chairs identified that in the work-streams, there is common purpose and function, and shared outcomes. The intention is to lessen the load on agencies that work across the three boroughs, reduce duplication, and progress the strategic priorities of the Boards. From July 2012 to the present, the arrangements have been as below.



- 4.9 The benefits of this arrangement are that as the work-streams develop, the strategic priorities of the Boards will be progressed across all three boroughs. At the same time, the Board configuration retains local focus and engagement in each borough. Existing partnership working, which is relatively robust, with tried and tested relationships, is not disrupted.
- 4.10 The risks of this arrangement are that the distinction between the strategic and operational functions of the Boards are not clear across tri-borough, and the costs for agencies attending the meetings remains high. There are additional costs associated with chairing and administering the Boards which cannot be supported in the long-term.

5. Future arrangements: Options for consultation

- 5.1 In considering the future options for good governance of adult safeguarding across the three local authorities, the reader is directed to the appendices attached; to references embedded in this document; and particularly the Social Care Institute of Excellence Report 45: The governance of adult safeguarding: findings from research into Safeguarding Adults Boards (September 2011), an extract from which appears in Appendix 4⁵ and the Association of Directors of Adult Social Services Standards for Adult Safeguarding, an extract from which is attached in Appendix 5.
- 5.2 The previous arrangements of an executive board, three partnership boards or committees, and three sub-groups in each borough, (working on the three main adult safeguarding work-streams), convened every three months constitutes a total of 49 meetings a year, or about one meeting a week. This level of activity is practically not sustainable with the current pressures on staff time across all agencies.
- 5.3 In reality, and prior to the 1st April 2012, many of the sub-groups of the boards did not meet regularly with the consequence that some of the priority work of the boards has not been progressed as assuredly as intended. This has partially been addressed by merging the work-streams.
- 5.4 A more achievable activity target would be one key meeting a month, that is 12 meetings a year (Option C).
- 5.5 The options⁶ that are being consulted on are:
- A. Create a single Safeguarding Adults Executive Board across the three boroughs, retaining partnership groups in each of the three boroughs.
 - B. Merge the Hammersmith and Fulham and Kensington and Chelsea Boards (to reflect Bi-borough arrangements of a single Chief Executive).
 - C. Create a single Safeguarding Adults Executive Board across tri-borough.
- 5.6 Structure charts and some indicative risks and benefits of each option are attached as Appendix 3.
- 5.7 Participants are invited to submit any other ideas for arrangements that will effectively deliver the adult Safeguarding objectives and outcomes outlined above (see Section 3).
- 5.8 Careful consideration will be given to how each of the configurations will account back to elected members in each of the local authorities, and the executive boards or governing bodies of member organisations.

⁵ Social Care Institute of Excellence Report 45: The governance of adult safeguarding: findings from research into Safeguarding Adults Boards (September 2011)

⁶ For possible RISKS and BENEFITS of Option A to D see APPENDIX 3

5.9 Consideration will also be given to how adult safeguarding links to other partnerships such as the Local Children Safeguarding Board, Health and Well-being Board and the Community Safety Partnerships.

6. Consultation arrangements

6.1 On 5th September 2012, this paper and a questionnaire with the Options outlined in 5.5 will be sent to current members of the:

Hammersmith and Fulham Safeguarding Adults Board;

Kensington and Chelsea Safeguarding Adults Partnership Group;

Kensington and Chelsea Safeguarding Adults Executive Board;

Westminster Safeguarding Adults Board.

6.2 Participants are invited to seek the views of people within the organisation they represent in completing their submission.

6.3 Participants are asked to complete a questionnaire, or an on-line survey, or to return a written submission by 1st October 2012 to the following address or mailbox:

Professional Standards and Safeguarding Team

Floor 3, 77 - 89 Glenthorne Road,

London W6 0LJ

Or safeguardingadults@westminster.gov.uk

6.4 The responses will be analysed during October 2012 and a report prepared for presentation to the Tri-borough Senior Management team; Chairs of the Boards; and the Safeguarding Adult Boards at their October 2012 meetings.

APPENDIX I

Post and Organisation of Representatives on existing Safeguarding Adults Boards and Partnerships.

Hammersmith and Fulham Safeguarding Adults Board

Director Adult Social Care Commissioning and Health (Chair), Hammersmith and Fulham
Detective Inspector, Community Safety Unit, Metropolitan Police
Social Care Lead, West London Mental Health Trust
Service Co-ordinator, Central North West London NHS Trust
Safeguarding and Partnerships Manager, Children's Services, Tri-borough
General Manager, Hestia Housing and Support
Housing Support Manager, Housing Options, Hammersmith and Fulham
Community Services Lawyer, Hammersmith and Fulham
Senior Commissioning Manager, Tri-borough
Head of Joint Commissioning Older People, Inner North West London
Head of Assessment and Care Co-ordination, Adult Social Care, Hammersmith and Fulham
Head of Neighbourhood Services, Housing and Re-generation, Hammersmith and Fulham
Head of Learning Disability Services Hammersmith and Fulham,
Housing Support Manager, Housing Options Hammersmith and Fulham,
General Manager, Look Ahead Housing
Chair of the Older People's Consultative Forum
Chair of Local Information Network (LINK)
Area Manager, Care Quality Commission
Assistant Head of Adult Learning Skills Hammersmith and Fulham,
Head of Procurement, Tri-borough
Associate Head of Nursing, Imperial College Healthcare NHS Trust
Area Director, Thames Reach
Strategic Lead for Professional Standards and Safeguarding, Tri-borough
Safeguarding Adults Lead (Hammersmith and Fulham) Professional Standards and Safeguarding Team, Tri-borough
Deprivation of Liberty Safeguards/Mental Capacity Act Lead Professional Standards and Safeguarding Team, Tri-borough
Business Support Officer, Professional Standards and Safeguarding Team, Tri-borough

Kensington and Chelsea Safeguarding Adults Partnership Group

Director Adult Social Care Provider Services and Mental Health Partnerships (Chair), Tri-borough

Personal Assistant to the Chair

Service User Representative

Nurse Consultant, Older People, Chelsea and Westminster Hospital NHS Foundation Trust

Chief Officer, Age Concern

Team Manager, Social Inclusion, Team Manager, Housing, RBKC

Director, London Cyrenians Housing

Director, Action Disability

Manager, Victim Support Service

Head of Assessment Services, RBKC ASC

Complex Discharge Co-ordinator, Royal Marsden NHS Foundation Trust

Safeguarding Adults Trust Lead, Royal Brompton and Harefield NHS Foundation Trust

Service Lead, Central and North West London NHS Foundation Trust

Head of Assessment Services, Adult Social Care RBKC

Head of Safeguarding, Central London Community Healthcare NHS Trust

Director, Kensington and Chelsea MIND

Metropolitan Police

Manager, Equal People

London Cyrenians Housing

Manager, Safer Kensington and Chelsea, RBKC

Safeguarding Adults Lead (Kensington and Chelsea) Professional Standards and Safeguarding Team, Tri-borough

Kensington and Chelsea Safeguarding Adults Executive Board

Independent chair

Executive Director of Adult Social Care, Tri-borough

Director Adult Social Care Provider Services and Mental Health Partnerships, Tri-borough

Director of Family Services Kensington and Chelsea,

Director of Strategy and Local Services, Kensington and Chelsea

Director of Operations, Central London Community Healthcare NHS Trust

Director of Operations, Central North West London Health Trust

Director of Nursing, Chelsea and Westminster Hospital NHS Foundation Trust

Chief Nurse, Royal Marsden NHS Foundation Trust
Head of Joint Commissioning Older People, Inner North West London
Borough Commander, London Fire Brigade
Borough Commander, Metropolitan Police
Chief Executive, Tenants Management Organisation
Strategic Lead for Professional Standards and Safeguarding, Tri-borough
Safeguarding Adults Lead (Kensington and Chelsea) Professional Standards and Safeguarding Team, Tri-borough
Chief Officer, Probation Service
Station Commander, London Ambulance Service

Westminster Safeguarding Adults Board

Independent chair
Elected Members (2)
Detective Inspector Community Safety Unit, Metropolitan Police
Borough Commander, London Fire Brigade
Assistant Director Joint Commissioning Adults Inner North West London Primary Care Trusts and Tri-borough
Service Director, Community Recovery Service Line, Central North West London Health Trust
Head of Safeguarding, Central London Community Healthcare NHS Trust
Associate Director of Nursing, Patient Safety, Imperial College Healthcare NHS Trust
Station Commander, London Ambulance Service
Director of Clinical Services, St John's Hospice
Supported Housing and Homelessness Strategy Manager, Westminster City Council
Head of Adult Services, the Westminster Society for People with Learning Disabilities
Board Member, Westminster Local Information Network (LINK)
Strategic Lead for Professional Standards and Safeguarding, Tri-borough
Safeguarding Adults Lead (Westminster) Professional Standards and Safeguarding Team, Tri-borough
Deprivation of Liberty Safeguards/Mental Capacity Act Lead Professional Standards and Safeguarding Team, Tri-borough
Business Support Officer, Professional Standards and Safeguarding Team, Tri-borough

APPENDIX 2

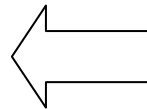
Safeguarding Board Structures (to July 2012)

Westminster Safeguarding Adults Board

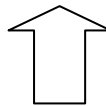
Westminster City Council

Safeguarding Adults Team
Community Protection
Adult Services
Children's Services

Safer Westminster Partnership



Westminster Safeguarding Adults Board (every 3 months)



Developing Best Practice Sub-group
(every month)

Community Engagement & Communications Sub-group
(every month)

Health

London Ambulance Service
Inner North West London Primary Care Trusts
Central London Community Healthcare NHS Trust
Central North West London NHS Trust
Imperial College Healthcare NHS Trust

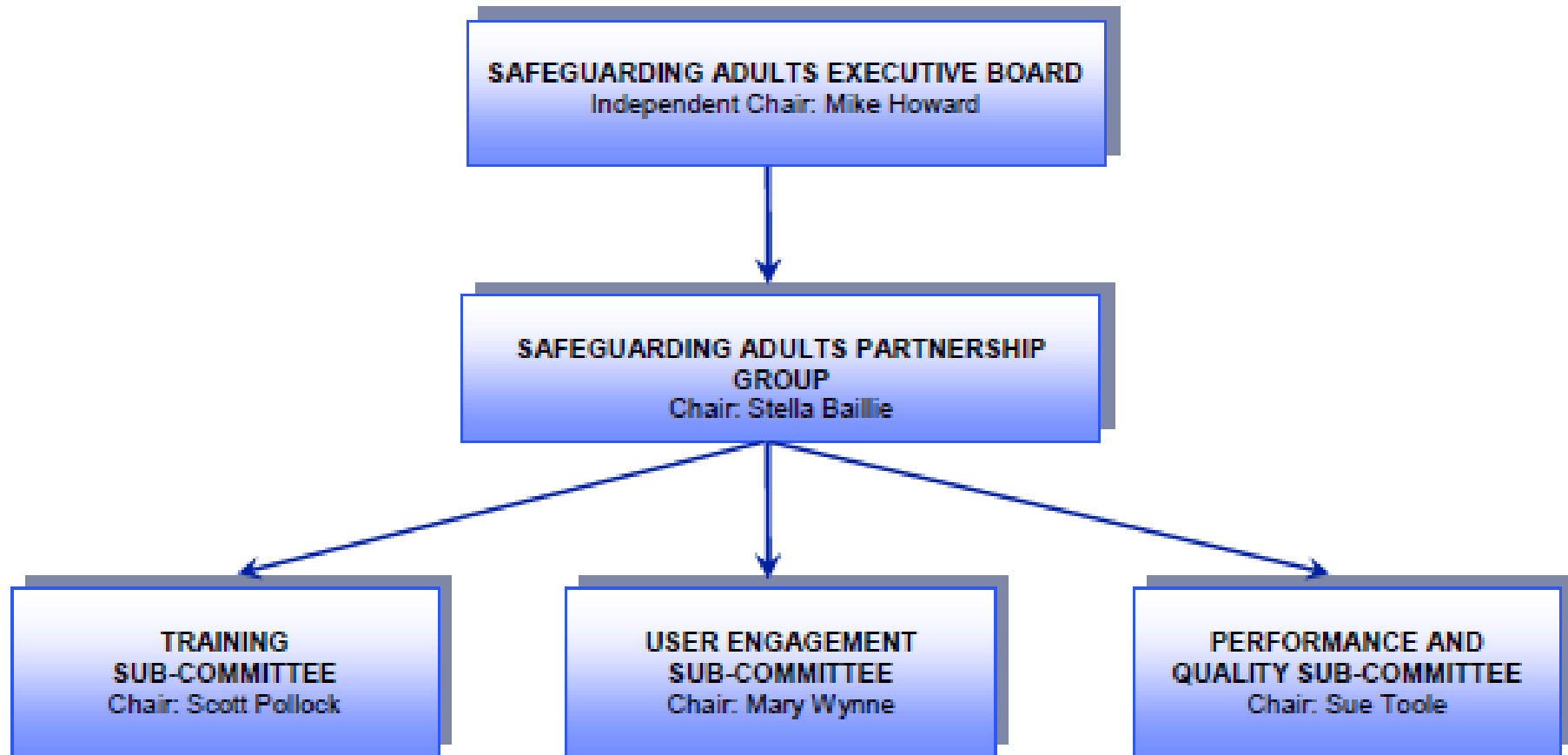
Criminal Justice

Police
MARAC
MAPPA
CPS
Probation

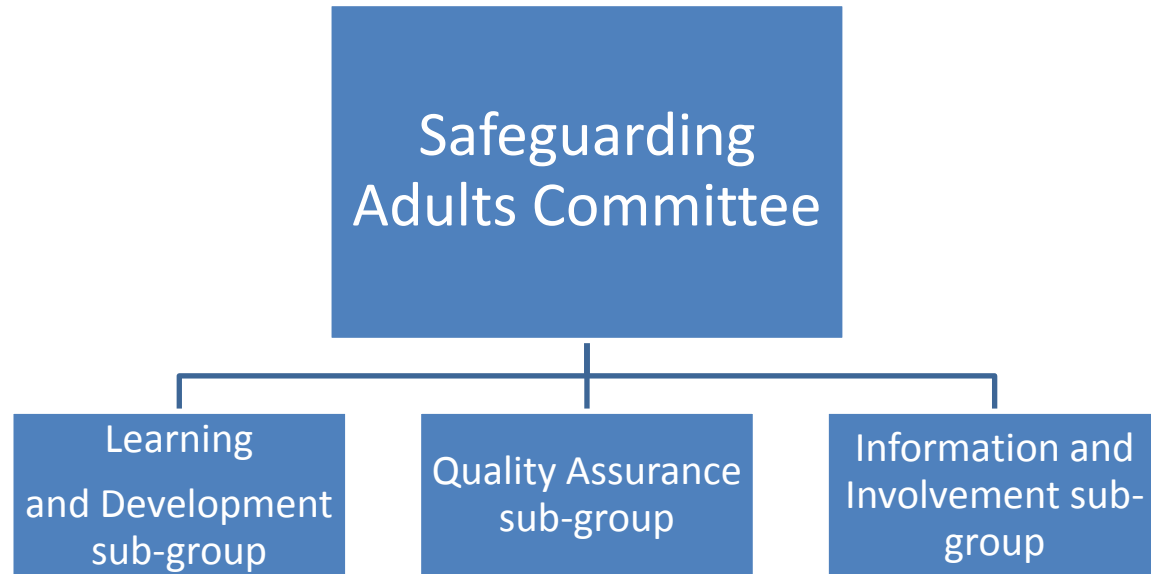
Third Sector Organisations

Measuring Effectiveness Sub group
(every month)

ROYAL BOROUGH'S SAFEGUARDING GOVERNANCE STRUCTURE



Hammersmith and Fulham Safeguarding Adults Committee



APPENDIX 3

Safeguarding Board Structures (proposed): Risks and Benefits

Option A Create a single Safeguarding Adults Executive Board across the three boroughs, retaining partnership groups in each of the three boroughs.

Tri-borough Safeguarding Adults Executive Board

Hammersmith and Fulham Safeguarding Adults Partnership

Westminster Safeguarding Adults Partnership

Kensington and Chelsea Safeguarding Adult Partnership

Developing best practice work streams (merged)

Quality Assurance /Measuring Effectiveness work streams (merged)

Community Involvement and Communications work streams (merged)

RISKS

Borough specific representation (e.g. police, LFB, third sector organisations, users, carers, elected members) may be less involved in determining strategic priorities

Same number of meetings for agencies working in more than one borough

Cost of supporting four Boards in administrative time remains high and possibly unsustainable

BENEFITS

High level Executive Board attracts senior representation and provides clear leadership

Saving costs of one independent chair

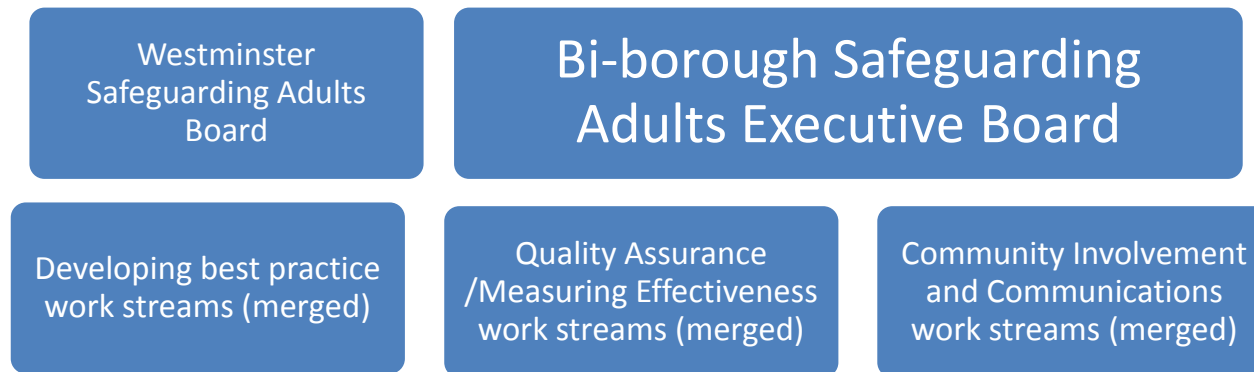
Executive and operational functions clear across tri-borough

Single strategic plan allowing for differences in local priorities

Engagement of wide range of stakeholders in Safeguarding at strategic and operational levels of organisations

Safeguarding Board Structures (proposed): Risks and Benefits

Option B Merge the Hammersmith and Fulham and Kensington and Chelsea Boards (to reflect Bi-borough arrangements of a single Chief Executive).



RISKS

- Executive function is only partial for Tri-borough
- High level Boards may lose contact with local priorities
- Change disrupts existing relationships with loss of local focus and partnerships
- Executive and operational functions not clear across tri-borough
- Work streams may lose direction/focus
- Work of Executive Board too broad and risks missing important detail
- Operational function not clear

BENEFITS

- Reduction of the numbers of meetings for agencies working across two boroughs
- Reduces the costs of independent chairs and administrative support
- Fewer meetings for agencies working across several boroughs
- Strategic leadership for adult Safeguarding with capacity to deliver priorities in the work streams
- High level representation ensuring strong leadership particularly across statutory partners

Safeguarding Board Structures (proposed): Risks and Benefits

Option C: Create a single Safeguarding Adults Executive Board across tri-borough.

Tri-borough Safeguarding Adults Executive Board

Developing best practice work streams (merged)

Quality Assurance /Measuring Effectiveness work streams (merged)

Community Involvement and Communications work streams (merged)

RISKS

Change disrupts existing relationships and loss of local focus and partnerships
Borough specific representatives (e.g. police, LFB, third sector organisation) not involved in determining strategic priorities
Work of Executive Board too broad and risks missing important detail
Operational function not clear
Capacity of the Board to discharge all its business within the allotted time
The Board, if representative of all organisations, may be too large

BENEFITS

Mirrors the Local Children Safeguarding Boards structure
Executive functions clear across tri-borough
Reduces the costs of independent chairs and administrative support
Fewer meetings for agencies working across several boroughs
Single strategic direction for adult Safeguarding with capacity to deliver priorities in the work streams
High level representation ensuring strong leadership particularly across statutory partners

APPENDIX 4

Extract from the Social Care Institute of Excellence Report 45: The governance of adult safeguarding: findings from research into Safeguarding Adults Boards : Characteristics of high-performing authorities⁷

The following characteristics are identifiable as present in reports on authorities who receive higher scores and positive review on the safeguarding element of inspections:

- strategic leadership from the Board, clear goals and vision;
- clear interagency safeguarding procedures and consistent implementation;
- well developed risk assessment and management processes;
- staff knowledgeable and clear about their responsibilities;
- good recording with precision in noting safeguarding interventions;
- involvement of people who use services and carers in their own safeguarding;
- good understanding of issues of capacity and choice;
- good management oversight of practice;
- widespread understanding of safeguarding across provider networks;
- strong engagement from Cabinet and committees;
- high level of senior representation on the Board;
- independent chairing;
- involvement of people who use services and carers in the Board;
- clarity of governance and accountability arrangements;
- dedicated resources;

⁷ Extract from the Social Care Institute of Excellence Report 45: The governance of adult safeguarding: findings from research into Safeguarding Adults Boards (September 2011)

- priority given to scrutiny of safeguarding by the Overview and Scrutiny Committee;
- evidence of strong partnership protocols between key partners;
- evidence of strong links with other partnerships with strategies for community safety;
- monitoring and analysis of activity;
- strong performance management with evidence of effective challenge;
- robust QA frameworks and means of embedded quality improvement;
- strategic approach to training, underpinned by a competency framework;
- safeguarding embedded within commissioning and contracting;
- evidence of a strong information strategy and public awareness of safeguarding;
- informative annual report.

APPENDIX 5

Extract from the ADASS Standards for Adult Safeguarding⁸

8 Working together : This theme looks at the role and performance of the Local Safeguarding Board and how all partners work together to ensure high quality services.

	Ideal Service	Probes and Questions	Key documentation and evidence
8. Local Safeguarding Board	<p>8.1 There is multi-agency commitment to safeguarding</p> <p>8.2. Safeguarding is effective at all levels (prevention and intervention)</p>	<ul style="list-style-type: none"> ✓ There is a Safeguarding Board that demonstrates effective leadership and manages the delivery of Adult Safeguarding policy and practice across all agencies, with representatives that are sufficiently senior to get things done. ✓ The Safeguarding Board provides challenge and support on the outcomes for and experiences of people needing services and the impact and effectiveness of service delivery to its member organisations. ✓ There are strong links between the Safeguarding Adults Board, the Local Strategic Partnership (LSP), Health and Wellbeing and Community Safety Partnerships. ✓ There are clear protocols in place that integrate different agency procedures – for instance between Serious Untoward Incidents and Safeguarding, Children’s and Adults Serious Case Reviews etc. ✓ There are mechanisms in place to ensure that the views of people who are in situations that make them vulnerable, and carers, inform the work of the board. ✓ Reporting mechanisms (to the Board and from the Board to the Council and the Boards of partner organisations) are clear and effective. ✓ Partners work in an atmosphere and culture of co-operation. 	<p>Board reports and minutes</p> <p>Council Executive and Scrutiny reports and minutes</p> <p>NHS Trust, SHA, Police Authority and other Board papers and minutes.</p>

⁸ ADASS Standards for Adult Safeguarding http://www.adass.org.uk/images/stories/Safeguarding%20Adults/Safeguarding%20Standards%202010_11.pdf