



Bromley Safeguarding Adults Board Annual Report 2009/2010

Part One

Foreword

Welcome to the Bromley Safeguarding Adults Board Annual Report. The Board is responsible for ensuring local compliance with the Department of Health guidance, 'No Secrets' published in 2000. Bromley Council as lead agency is required to ensure all agencies work together to safeguard vulnerable adults from abuse and neglect. 'No Secrets' emphasised that, planning, implementation and monitoring of adult safeguarding work is a joint responsibility. In Bromley, all partner agencies are represented on the Bromley Safeguarding Adults Board and this report details the achievements of partner organisations and the Board.

Delivering safeguarding strategies across large and complex organisations has created its own challenges. However, together we have achieved considerable success in ensuring the response to safeguarding across the borough is consistent whether in the private, public or independent sectors.

In July 2009 the adult safeguarding arrangements in Bromley were reviewed by the Care Quality Commission (CQC). I am pleased to report the inspection found the Board delivered increasingly effective multi-disciplinary support for vulnerable people. The Board provided a range of multi-agency community safety initiatives, and had raised the profile of adult safeguarding. However, as with all external inspections, CQC identified a number of areas where we need to improve. The board's executive is overseeing an improvement plan and has commissioned an independent review to assess progress made, since the inspection.

This year has again seen an increase in adult safeguarding referrals, which continues the upward trend of recent years. The Board believes the increase is due to the growing awareness of adult safeguarding issues in Bromley. The Board is aware there have been some high profile cases nationally where vulnerable adults have lost their lives in tragic circumstances and the Board will be looking at the lessons learnt to ensure we are doing all we can in Bromley to reduce such risks.

I hope you will find this report informative and join us in working to maintain an excellent adult safeguarding service in Bromley.



Terry Rich

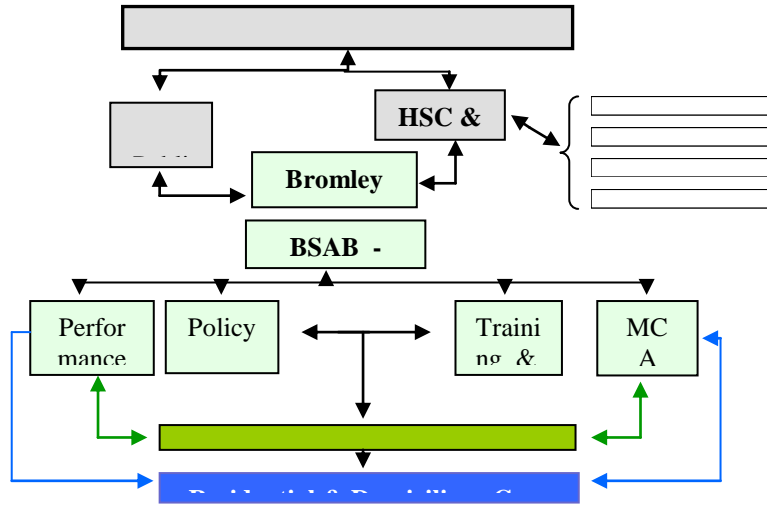
Chair
Bromley Safeguarding Adults Board

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Bromley Safeguarding Adults Board Governance

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Summary of our achievements in 2009 - 10

The strategic plan for 2008-2011 has six key objectives and the Board has prioritised these to ensure achievements in 2009/10:

- ✓ *Objective one - Ensure the established multi-agency partnership has the appropriate membership and has clear governance arrangements agreed by all partner agencies.*
- ✓ *Objective two - Maintain and develop safeguarding policies, protocols and procedure ensuring these are updated in line with national guidance, new London wide guidance, new legislation and learning from case reviews and audits.*
- ✓ *Objective three - Identify, plan, commission promote and manage the most economic and efficient methods of providing training for all tiers of staff, including those with specific roles within the adult protection procedures.*
- ✓ *Objective four - Continue to develop a shared understanding of what is abuse? Who are vulnerable adults? An understanding of the signs and symptoms of abuse and what to do if abuse is witnessed or reported.*
- ✓ *Objective five - Ensure all services used by vulnerable adults, safeguard and promote the welfare of vulnerable adults.*
- ✓ *Objective six - Ensure quality assurance arrangements are in place for services provided to those referred to the safeguarding adults procedures. To ensure lessons are learnt and acted upon when significant issues arise from audits and case reviews.*

Communication and Awareness

The Board developed its communication and engagement strategy in 2008 to raise awareness of abuse to both professionals and the wider community, to ensure abuse is reported. As a result of the work to implement the principles of the strategy, a campaign to raise awareness was launched in 2009. This involved the distribution of posters 'How to Stop Abuse' and leaflet across the borough to all GP surgeries, clinics, hospitals, care homes and home care agencies. In addition voluntary organisations and community groups were provided with leaflets to distribute to their clients. The world Elder Abuse Day was held in June 2009 and stands were erected in the Glades, the Walnuts in Orpington and the Princess Royal University Hospital, to target the local community. In December 2009 the Board launched the BSAB electronic newsletter to health and social care staff, partner agencies and local community organisations. The newsletters contain articles on safeguarding activities and national developments.

Partnership working

In 2009/10 the Board reviewed its membership, to ensure it had the right partner representatives who would influence the strategic direction of safeguarding arrangements in Bromley. The Board undertook a comprehensive training needs analysis of statutory partners in 2009 and used the findings to; commission a safeguarding training programme for all staff who have a role to play in identifying and preventing abuse. This programme of training aims for multi-agency partners to develop the skills of their workforce, to safeguard the vulnerable people in their care.

The Board were invited to scrutinise the internal safeguarding arrangements of the three NHS health trusts and the Safer Bromley Partnership. In addition a review of

cases was carried out as a result of issues raised in the 'Death by Indifference' report and the serious case review by Leicestershire. The lessons learned emphasised the importance of support and preventive services offered to adults with learning disabilities. The Board were satisfied the same risks were not evident in Bromley.

Following the launch of the revised multi-agency procedures in March 2009, the Board completed their Equality Impact Assessment of the 'Safeguarding Adults in Bromley' multi-agency policy and procedures. This was undertaken as best practice, to identify any barriers or inequalities to people in gaining access to safeguarding services as a result of the procedures.

Quality Assurance

Regular quality audits of safeguarding investigations have been undertaken and reported to the Board. The consistency and quality of safeguarding casework by professionals is monitored and supported by the Consultant Lead Practitioners (CLP). The CLPs maintain the standards and compliance requirements of case work by working closely with the social work teams and as members of the PAQ sub-group. The impact of the safeguarding training and quality of case work is reviewed regularly by the Training and Awareness sub group. Following the review of the 2008-09 BSAB work plan, it was agreed some work should be undertaken with service users and their carers to be consulted with, on any changes which may affect them. Therefore Service users who have been the subject of an investigation are regularly asked to comment on their experiences of the investigations; their comments will be used to raise standards and address any learning in 2010.

Board sub-group reports

The Bromley Safeguarding Adults Board's annual work plan is delivered through the work of its four sub-groups:

Each sub-group chair has written a report outlining progress this year and a summary of the work the sub-group will undertake in 2010/11 these are:

- Training and Awareness
- Policies Protocols and Procedures
- Performance Audit and Quality
- Mental Capacity Act Local Implementation Network

Training and Awareness

Chair: Antoinette Thorne, Learning & Development Manager, Bromley Council.

The current membership of the group which meets bi-monthly includes; South London Healthcare NHS Trust, Metropolitan Police, Bromley Council, representatives from the provider forums for care home and domiciliary care agencies. During 2009/10 the group welcomed representatives from Housing and Residential Services, and the lead officer for the Mental Capacity Act and Deprivation of Liberty Safeguards (ACS)

The remit of the group is to:

- Develop an agreed competence framework for multi-agency safeguarding training, which is continuously evaluated to ensure that it supports best practice, and remains relevant to the role of staff engaged in adult safeguarding work.
- Plan, commission and promote the most cost effective methods of providing multi-agency training for all staff, in accordance with the adult safeguarding competencies relevant to their role.
- Ensure a high level of awareness of adult safeguarding across the whole community and promote the message, in Bromley 'safeguarding adults is everybody's businesses'. Work in this area is reported under 'Prevention: Keeping People Safe' page 22.

During 2009/2010 the key achievements of the group were:

- The commissioning and delivery of the six levels of safeguarding training, within the allocated budget across the partnership.
- Safeguarding training for the Primary Care Trust learning disabilities residential service, to address potential risks arising from services undergoing major change.
- Learning needs analysis, across partner agencies for 2010/11 was completed.
- Research and evaluation of e-learning training packages in safeguarding training needs to determine flexible solutions to support partner agencies.
- Survey of domiciliary care and care home providers to assess their safeguarding training needs.

Participation of membership

The Training and Awareness sub-group have created a cohesive working relationship and are committed to the safeguarding agenda. Attendance has been good and members have been instrumental in supporting the development, delivery and review of the annual work plan.

Challenges

The challenge for the group has been achieving a consistent standard of delivery across a range of training providers. As a result of feedback from staff attending the courses improvements were made to the content and delivery of the training.

The group will need to balance the competing demands of developing workforce skills against increasing cost pressures on public services. We intend to address this by offering a wider choice of awareness/alerter training; this will reduce the need to release staff for off-site training.

2010/11 targets

The group will continue to build on their success of 2009/10 and will work at delivering the multi-agency safeguarding training programme. For 2010/11 the targets are to:

- Commission e-learning packages and roll out to partner agencies, private, voluntary and independent sectors as an alternative to Level 1 training.
- Hold the first BSAB annual conference, 'Protection through Partnership' in June 2010. The conference will explore how adult safeguarding can link with community safety and broader public protection services, to protect local residents who may be at risk.
- Evaluate safeguarding training to assess staff competence against the 6 levels of competence.
- Respond to training needs arising from the implementation of the safeguarding adults in London multi-agency policy and procedures, due in the autumn of 2010.
- Seek ways to improve public awareness of adult safeguarding issues.

Key Aims for 2010/11

The group's key aims for 2010/11 are:

- Improve the take-up of training by care home and domiciliary care providers.
- Develop a pro-active marketing campaign to encourage engagement of those who have been slow to take up the offer of computer based training.
- Improve the monitoring of the uptake of training across the partner agencies, against the target numbers identified through the training needs analysis.
- Review and adjust the safeguarding training as the social care workforce changes, in line with the implementation of the Supporting Independence in Bromley programme.
- Continue to oversee and evaluate the Board's awareness and communication strategy.

Policy Procedures and Protocols Sub-Group

Chair: Lynne Powrie, Chief Executive Carers Bromley.

2009/10 Achievements

Over this year, the group has worked to address policy issues arising from safeguarding casework, and to develop protocols to support sound quality assurance processes. We have also made changes and additions to BSAB policies and procedures which include:

- A local protocol for resolving disputes between agencies.
- A local police referral protocol with agreed performance indicators.
- Revised lead agency guidance on case recording of safeguarding cases, to reflect the service user's wishes and need for advocacy.
- Revised safeguarding risk assessment procedures for care managers, to promote consistency of practice and good outcomes for service users.
- Revised local protocol for London Ambulance Service vulnerable adult referrals, to ensure that service users receive the appropriate service.
- A new local protocol for referral to Housing Needs Service, to ensure service users in adult safeguarding cases are protected.
- A new protocol for suspension of placements, to ensure there is a safe and fair process to respond to adult safeguarding concerns in care homes.
- A new procedure for appeals about adult safeguarding conferences and outcomes.
- A new BSAB member's agreement which ensures they understand their role and can contribute fully, to the development of adult safeguarding work.
- The Equalities Impact Assessment of BSAB multi-agency procedures to ensure that the needs of groups who may be disadvantaged due to age, disability, sexuality or ethnic origin are considered within BSAB policies, procedures and work plans.

Participation of membership

The group has grown and has developed a good multi-agency focus, and has extended its membership to include the South London Healthcare NHS Trust. The group are looking forward to implementing the Safeguarding Adults in London Procedures in September 2010.

Key Aims for 2010/2011

The group has the following aims for 2010/11:

- To act on the recommendations of quality audits and ensure policy and procedures are amended to improve outcomes for service users.
- Implementation in Bromley of Safeguarding Adults in London Procedures.
- To review and make recommendations about the adult safeguarding procedures of organisations and voluntary groups in Bromley.
- To ensure the local information sharing protocol for safeguarding investigations is effective.
- To approve processes to ensure service users purchasing their own care are safeguarded.

- Performance Audit and Quality Sub-Group

Chair: Andrew Hardman, Assistant Director Bromley Primary Care Trust

The Performance Audit and Quality sub-group has a comprehensive work-plan and meets at least five times a year. The principal aims are to implement the BSAB quality assurance framework and to ensure an effective quality assurance system is in place. The group monitors safeguarding work across all agencies. The group monitors performance data; the response times to adult protection alerts, the outcomes of safeguarding quality audits and undertakes case reviews, at the request of the Board. Its membership includes representatives from Bromley Primary Care Trust, Bromley Council, Oxleas NHS Foundation Trust and Bromley Council on Ageing.

2009/10 Achievements

During 2009/10 the group has:

- Developed a protocol and audit tool to benchmark the quality of safeguarding work within the lead agency.
- Developed a protocol and service user feedback form to capture their views and feelings about their experience of the safeguarding process. The findings will inform us of changes we may need to make in our practices.
- Commissioned safeguarding audits in May, November 2009, and January 2010 to review the quality and consistency of case work.
- Ensured the experience of safeguarding professionals is reported to BSAB, by reviewing safeguarding cases, at each meeting.

Participation of Membership

Most of the members of the group attend regularly and all are committed to continuous improvement and multi-agency partnership. The group has secured a replacement representative from South London Healthcare NHS Trust to maintain its multi-agency representation.

Challenges

The challenges the sub-group faces in 2010/11 are:

- Ensuring the Performance Audit and Quality sub-group continues to reflect the changing and developing safeguarding agenda, particularly in self neglect.
- To develop quality standards for the Board to benchmark against.

2010/11 Targets

The sub-group has set targets for the safeguarding audit programme led by Bromley Council to measure:

- timescales for the delivery of audit outcomes,
- tracking the numbers of Mental Capacity Act assessments undertaken in safeguarding cases and
- tracking referrals to advocacy services.

The work-plan for the sub-group will focus to a greater extent on the development of a broad range of performance indicators, with particular emphasis on the achievement of target timescales.

Key Aims for 2010/11

The key aims for 2010/11 are to:

- Develop joint performance indicators across the multi-agency partners.
- Routinely examine safeguarding casework at each meeting, to monitor the quality of interventions.
- Audit the application in case work of the new risk assessment tool.
- Audit service user views of the safeguarding process and implement recommendation.
- Audit adult protection plans to determine and evaluate the range of services offered to safeguard vulnerable adults.
- Review audit tools to take account of relevant changes arising from the implementation of Safeguarding Adults in London procedures.

Mental Capacity Act Local implementation Network

Chair: David Roberts, Assistant Director, Adult and Community Services, Bromley Council

The purpose of the Mental Capacity Act (MCA) is to uphold the rights of people who may lack the mental capacity to make decisions because of illness or a long-standing disability. The Act aims to ensure:

- People are assumed to be able to make their own decisions.
- People are supported to make decisions.
- People are free to make unwise decisions unless they lack the mental capacity to make that decision.
- Those who act on behalf of someone who lacks mental capacity must act in their best interests.
- Those who act on behalf of someone who lacks mental capacity must restrict their freedom and rights as little as possible.

The Bromley Local Implementation Network (LIN) was set up to develop an effective process to ensure that residents of Bromley are safeguarded in accordance with the Mental Capacity Act (MCA) 2005.

Independent Mental Capacity Advocacy Service

The Independent Mental Capacity Advocacy Service (IMCA) service provides specialist advocates to assist in important decision making, for those who lack the mental capacity to make their own decision, and have no one else to uphold their rights. In Bromley much work was undertaken in previous years to build awareness of the Mental Capacity Act, and to ensure key staff were aware of this service. As a result, the use of the IMCA service in Bromley exceeds the level forecast by the Department of Health, based on the population.

Deprivation of Liberty Safeguards

The Deprivation of Liberty Safeguarding (DOLS) service ensures people who lack mental capacity are not illegally detained in hospitals or care homes. The service is provided jointly between Bromley Council and Bromley Primary Care Trust, with one point of referral for all (both health and social care staff). All care homes and hospitals in Bromley have been visited to explain their responsibilities to follow the principles of the Mental Capacity Act.

2009/10 achievements

The LIN has ensured that:-

- Robust processes are in place for referral and advice about possible deprivations of liberty in care homes and hospitals.
- A programme of training on the requirements of the Mental Capacity Act is available to both health and social care staff and private care home providers. A very high level of attendance has been achieved at these training sessions with a high sign-up and low drop-out rate.
- Regular contact is maintained with Bromley care home providers through the local care home forum, and directly through a practice forum, to update and discuss mental capacity and issues and provide information.
- Teams are visited by the project officer on a regular basis both to provide updates and to lead case discussion on the Mental Capacity Act and Deprivation of Liberty Safeguards.
- The project officer is based at the Princess Royal University Hospital for two afternoons per week, to provide direct access to staff.
- Cambridge House, the Independent Mental Capacity Act service provider, is now involved in all the training provided and visits individual teams and services as required.

2010/11 Targets

During 2010/11 the MCA LIN intends to:

- Maintain and evaluate the training on the Mental Capacity Act, including Deprivation of Liberty safeguards and use of the Independent Mental Capacity Act Advocacy (IMCA) service.
- Agree a new IMCA service specification with Greenwich and Bexley, based on the patterns of use, for a new contract to be let in 2011/2012.
- Review the low activity levels on Deprivation of Liberty safeguards to ensure that the rate of reporting is not linked to poor practice or to poor understanding of the requirements of the Mental Capacity Act.
- Share information with other partners to ensure good practice and compliance with legislation.
- Conduct a review of how the assessment of mental capacity is undertaken by health and social care staff.

Partner agency reports:

Metropolitan Police Bromley Division

Report: DCI Chris Smart, Metropolitan Police Bromley, adult safeguarding lead.

On the 10th June 2009 the Metropolitan Police launched new Standard Operating Procedures entitled 'Safeguarding Adults at Risk'. It replaced all previous guidance and aims to provide guidance, for police officers and staff who report, investigate and manage incidents involving adults at risk. It details how the Metropolitan Police Service will use a multi-agency approach to achieving its aims in safeguarding adults at risk.

The primary aim is to ensure the safety and protection of victims in liaison with our partner agencies. The secondary aim is to hold perpetrators to account. The purpose is to give clear direction to members of the Metropolitan Police Service into the investigation of safeguarding adults at risk cases. Work is continuing to further strengthen our ability to identify those at risk, provide protection and support and ensure that, relevant referrals are made to other agencies. The Public Protection Desk model used to identify and support vulnerable children is being looked at as good practice. However, Bromley already has a dedicated Vulnerable Adult Officer within the Public Protection Desk, to support the 'Safeguarding Adults in Bromley, Multi-Agency Policy and Procedures' launched at the end of 2008.

During 2009/10 the Public Protection Desk received 71 referrals for advice in relation to adult safeguarding issues. Since January 2010, the Police have introduced a commitment to deal with all referrals for advice within 3 days. Of the 14 cases received this year, 13 met the commitment.

Bromley Police continue to work closely with Trading Standards and have carried out a number of successful operations against those targeting vulnerable adults for financial gain.

Bromley Primary Care Trust

Report: Dr Angela Bhan, Bromley Primary Care Trust, adult safeguarding lead Strategic Leadership and Governance Framework.

During 2009/10 Bromley Primary Care Trust (PCT) has agreed changes to internal safeguarding arrangements which have seen the lead responsibility for adult safeguarding move to the Director of Public Health, Dr Angela Bhan.

The Community Provider Unit of the PCT will continue to work with partners to promote adult safeguarding and will be fully engaged, through representation at BSAB and its sub-groups. The Community Provider Unit Assistant Director, Andrew Hardman will continue to Chair the BSAB Performance Audit and Quality sub group.

The PCT has internal adult safeguarding policy and procedures, which have been revised in 2009 to reflect the updated Bromley multi-agency procedures. Following separation of the PCT and the Community Provider Unit, these procedures will undergo a further review to ensure that they are fit for purpose.

Bromley PCT responsibilities

Bromley PCT safeguarding functions include:

- Promoting the health and welfare of all Bromley residents, including those who may be disadvantaged, and the prevention of abuse and neglect.
- Working with Bromley Council, the Police, Oxleas NHS Health Trust and South London Healthcare NHS Trust and other organisations to provide leadership in the development of safeguarding work in Bromley, through active participation in BSAB meetings and sub-group meetings.
- Ensuring expert health input to safeguarding investigations.
- Ensuring the safeguarding and NHS incident reporting policies and processes are appropriately linked, to ensure the safety of vulnerable people, by learning from incidents and improving practice.
- Ensuring staff know how to raise safeguarding alerts, participate fully in safeguarding investigations and are trained appropriately.

The PCT Commissioner safeguarding functions are currently being assessed in terms of how they will be fulfilled, and in terms of capacity, capability and any risks arising from the assessment.

Safeguarding responsibilities of providers commissioned by the PCT were set out in their contracts for 2009/10.

Bromley Primary Care Trust Residential Service for People with Learning Disabilities.

This service, jointly commissioned with Bromley Council, still accommodate 40 people with learning disabilities in several small units. Plans are for all service users to have moved from this setting to their new homes by December 2010. The context of these changes is as a result of national concerns regarding the well-being of service users in this type of residential provision because of specific concerns about the ill-treatment of service users in Sutton and Cornwall. Following an audit by the Health Care

Commission in 2007, an action plan was drawn up which included recommendations to improve the accommodation and wellbeing of the service users and to provide safeguarding training for staff.

In 2008 Mencap, the learning disability pressure group, published a report 'Death by Indifference' giving examples of the neglect of the health needs of people with learning disabilities. Consequently, Bromley PCT was asked to provide information to NHS London and to BSAB about service users who had died, to ensure that the healthcare needs of the residents of the service were being addressed. Bromley Safeguarding Adults Board received reports in 2009 providing details of the health input to service users prior to their death, in order to confirm that service users had not been disadvantaged because of their learning disability.

It has been recognised that vulnerable service users moving from in-house provision to new environments may face new safeguarding risks, and risk assessment processes are being developed to ensure these risks are minimised. Additional training has been provided to PCT staff to improve outcomes for service users moving out of the service.

The PCT has identified the following priorities for 2010/11:

- Transferring lead responsibility for Adult Safeguarding to the Public Health Directorate from 1st April 2010.
- Revising governance arrangements for safeguarding work in the Primary Care Trust.
- Clarifying PCT Commissioner safeguarding functions and ensure resources are in place to deliver these functions.
- Ensuring different levels of training are in place for appropriate staff and ensure staff continue to have access to training , including e-learning.

South London Healthcare NHS Trust

Report: Avey Bhatia , South London Health Care Trust adult safeguarding lead

The South London Healthcare Trust (SLHT) lead for Adult Safeguarding is the Deputy Director of Nursing, although the Executive lead, remains with the Director of Nursing, Governance and Patient Experience. SLHT works with three host boroughs, Bromley, Bexley and Greenwich, and the Trust lead is a member of all three Safeguarding Boards.

SLHT has three site-based operational adult safeguarding committees which report into the Corporate Adult Safeguarding Committee. The committee provides assurance to the Trust Board regarding safeguarding adults and is responsible for ensuring the Trust has an evidence-based approach in line with statutory, national and local policy and guidance. The membership of the corporate committee has been reviewed and includes representation from all three boroughs. The Corporate Adult Safeguarding Committee is constituted as a standing committee of the Trust Governance Committee.

2009/10 achievements:

Since the merger of the three hospital sites in Bexley, Greenwich and Bromley, SLHT continues to implement changes to structures within the workforce and service delivery, under the implementation of 'A Picture of Health'. Whilst undergoing large scale change, the Trust has continued to strengthen its partnership working with all three boroughs, and maintain site-based processes, to ensure Safeguarding Procedures. Some of the key achievements are as follows:

- Clear internal governance processes for safeguarding adults which have recently been reviewed, in line with Department of Health Guidance on An Integrated Approach.
- Establishment of a Bromley Safeguarding Adult's Group, which includes representation from social care and Trust representatives who attend the sub groups of the Bromley Safeguarding Adults Board.
- Standardised level 1 Safeguarding Adults Training for all new starters within the organisation.
- Development of information folders for all wards and departments on the Princess Royal University Hospital site, which include information on the Mental Capacity Act and local safeguarding procedures.
- Establishment of a learning disability working group to improve the experience of patients with a learning disability, when they access acute care, and to improve the skills and knowledge of staff.
- Creation of new post – Lead Nurse for Vulnerable Adults, Emergency Care Division (pending recruitment).

Key Challenges

Raising awareness and training

The key challenges are ensuring that staff have training in all areas included within the safeguarding framework, and that staff have training at the right level. Internally the Trust is also working to ensure that we have a good process for monitoring to ensure training has taken place.

As well as improving levels of training, we need to ensure that in practice, the patient's 'best interests' are represented at all times, by involving the right staff/family or representatives to assist the patient as necessary.

Priorities for 2010/11

The priorities for moving forward with the adult safeguarding agenda are:

- Approve and implement SLHT Adult Safeguarding Policy, incorporating improved access and services for people with learning disabilities.
- Provision of detailed statistics on training by levels and staff groups.
- The health and care of patients with learning disabilities will be a major focus for adult safeguarding work during 2010/11.
- Continue to strengthen further partnership working across all boroughs, and ensure appropriate external representation on all internal committees.

Oxleas NHS Foundation Trust

Report: Barbara Godfrey, Oxleas NHS Foundation Trust (Bromley) safeguarding adults lead.

Oxleas NHS Foundation Trust provides services for people with mental health problems across Bromley, Bexley and Greenwich. An internal safeguarding committee, with representation from the three local authorities meets regularly to oversee and develop this area of work.

Key achievements 2009/10

- Production of a Guide, on 'the Assessment and Management of Risk' which includes a chapter on adult safeguarding, due to be launched in 2010 for distribution to all staff.
- Introduction of a redesigned incident reporting form to highlight and record the possibility that the incident may have a safeguarding component.
- A new supervision policy which incorporates discussion around safeguarding aspects as part of caseload management. There is a safeguarding adult's group risk register, which is regularly reviewed at Board level.
- An agreed set of safeguarding forms to be used across all three local authorities within the Trust, to capture data on safeguarding cases and work undertaken.

Key challenges

- Ensuring a consistent approach to safeguarding across three local authority areas, and managing the introduction of the Safeguarding Adults in London Procedures in the autumn, which is expected to promote more uniform practice across borough boundaries.

Priorities for 2010/11

- An audit of adult safeguarding awareness is planned across the Trust in May 2010.
- To implement a plan to raise awareness across the Trust of safeguarding issues which include a poster campaign aimed at staff and individual interviews with teams around safeguarding cases, which will be published in Trust publications. There will then be a re-audit to test the levels of awareness in 2011.
- Case file audit of safeguarding, 29 and 30th September 2010.

Bromley Council

Report: Anne Watts, Assistant Director, strategic lead for adult safeguarding

The 'No Secrets' guidance established the role of lead agency in adult protection work, for local authorities with social services responsibilities, in October 2001. In May 2008 the Bromley Adult Protection Committee was restructured to form the Bromley Safeguarding Adults Board. Since then, leadership of the multi-agency framework for the safeguarding of vulnerable adults in Bromley has been provided by the Director of Adult and Community Services in his role as Chair. Oversight and scrutiny of BSAB is provided by elected members of the Council's Adult and Community and Public Protection and Safety, Policy Development and Scrutiny Committees.

The Adult Safeguarding Team

The strategic management of adult safeguarding is the responsibility of the Strategy and Performance Division in Adult and Community Services. The Quality Assurance Manager leads the QA team, which integrates the management of quality assurance, the statutory functions of the complaints service and safeguarding.

The team ensures that Bromley Safeguarding Adults Board develops its work by providing professional and administrative support to the Board and its sub-groups. The team also monitors the quality of adult safeguarding case work.

The Adult Safeguarding Manager, whose post is jointly funded by Bromley Council and Bromley Primary Care Trust, is the lead social work professional responsible for the strategic development of new initiatives in adult safeguarding, and the overview of the consistency and effectiveness of case work.

Developments during 2009/10

As part of the Adult and Community Services department's Continuous Improvement Plan the Council has undertaken the following:

Safeguarding Adults Links and Development

During 2009/10, the Adult Safeguarding Manager has established the Safeguarding Adults Links and Development group (SALAD), which acts as the Council forum for safeguarding work. It is attended by key managers, who perform the role of Safeguarding Champions. They promote awareness of adult safeguarding issues, contribute to the development of local policy initiatives and communicate the message that 'safeguarding is everybody's business' throughout the Council.

Casework and Audit

The receipt of adult abuse referrals, the investigation and development of adult protection plans is the responsibility of the care management teams within Adult and Community Services. Workers within the teams are supported by Consultant Lead Practitioners, whose role is to promote good safeguarding practice and ensure the quality assurance of casework.

A programme of quality audits of adult safeguarding work is led by the adult safeguarding team, to identify good practice and areas for development. The findings are reported to the BSAB Performance Audit and Quality sub-group and action plans are developed to address any required areas of development.

Appointee and Deputyship Service

The London Borough of Bromley, Adult and Community Service Department's Appointee and Deputyship Service (A&D Service) was re-structured over a year ago to provide an expanded service for adults who lack mental capacity to manage their finances, and have no one willing or able to assist them. In the last 12 months this service has assisted 149 clients with either appointeeship or deputyship, with a further 50 applications pending. The service can either act as an Appointee to manage the welfare benefits of people who lack the capacity to manage their financial affairs, or where appropriate, can act as a Deputy appointed by the Court of Protection to prevent financial abuse. The London Borough of Bromley currently holds 6 Deputyships with a further 5 being processed by the Court of Protection and another 5 applications being prepared for submission to the Court of Protection

The majority of the work carried out by the service is as a preventative measure, to provide support to those service users who are vulnerable to the risk of financial abuse. The service assists them to manage their money and place assets beyond the reach of those who would seek to exploit them. However, the service has been involved in seven safeguarding cases, as an intervention, where financial abuse has already occurred; of which three have led to referrals to the Court of Protection to prevent further financial abuse. The Appointee & Deputyship service works in partnership with care managers to limit the risk of further financial exploitation, allowing service users to remain living as independently as possible.

Where possible, the service will seek to recover costs to service users from banking institutions, and in one instance have successfully written off a debt of £10,000 due to poor practice by one bank. Appeals have been made to banks and financial institutions against excessive charges, and in almost all cases the service users have been reimbursed.

Work to ensure that users of social care services are safeguarded.

The Adult and Community Services Department of Bromley Council is responsible for providing support and services to vulnerable people with substantial or critical needs. Bromley Council provides some of these services internally; others are purchased from independent providers. Up to 75% of the social care workforce is now employed in the voluntary and private sectors. Bromley Council, as purchasers of social services from this sector, is committed to working in partnership with local providers to ensure provision is made for training, so staff have the correct knowledge and skills, to enable them to provide a high quality service for the work they undertake with vulnerable adults.

Bromley hosts two quarterly provider forums, one for care homes and one for domiciliary care providers both of whom are represented on Bromley Safeguarding Adults Board. Providers are able to meet and exchange ideas and examples of good practice, to consult about new policies to assist in raising standards of care, and work together towards promoting independence. Safeguarding is part of the Provider Forums' annual work-plan for 2009/10.

Bromley Council has worked in partnership with local providers in a training consortium since 2005 to continue to improve standards of delivery of social care, particularly with those providers given one star ratings by the Care Quality Commission. The training programme includes the core courses that are required within the National Minimum Standards and Care Standards Act 2000, along with a variety of new and highly recommended training courses that will provide a wider range of knowledge to staff. The consortium members are consulted each year regarding the content of the training programme via a questionnaire, and through regular meetings. Training needs are discussed at every provider forum and the programme is adjusted according to changing need. The course content relates to core skills, relevant to safeguarding, such as Dignity in Care.

Care Services Review Group

Safeguarding concerns arising within registered care homes and domiciliary care agencies are now monitored and managed through this group, led by the Adult Safeguarding Manager, which meets every two months. The group acts as a forum to consider and address current safeguarding referrals and emerging risks, with the department's Consultant Lead Practitioners, Primary Care Trust commissioners and the Primary Care Trust's Care Home Liaison team. This has proved to be an effective means of sharing information, good practice and learning as part of a multi-agency response to situations that may have implications for more than one service user.

Supporting Independence in Bromley

Supporting Independence is a national initiative for social care reform. The Supporting Independence in Bromley programme emphasises prevention, early intervention, enablement and high quality personalised services.

This programme will change the delivery of adult community care services by:

- funding eligible people deemed to have critical and substantial needs and safeguarding vulnerable adults,
- providing specialist advice and support on those that need and want it, and enabling those that prefer to do more for themselves to do so,
- focusing resources on targeted short-term prevention, re-enablement and independence training to reduce need.

Safeguarding people using Personal Budgets

People who meet the eligibility criteria with a critical or substantial need will have an assessment of their needs, and will be told how much money is available to spend on their care and support. This amount of money will be known as a 'personal budget'. People can then choose the level of responsibility and support they want, in managing their personal budget. Some people will choose to have total choice and control of the level of support they need, and to manage their personal budget and support themselves. Some people may choose to arrange for others to assist them and ask a family member, friends, or Bromley Council staff or Inspire for support. Inspire is an organisation commissioned by Bromley Council, to help people with planning their support and then purchasing services directly.

People will be safeguarded by:

- Receiving specific information about how people can safeguard themselves from the risk of abuse, when using their personal budget to purchase support services.
- A 'risk enablement panel' which will support individuals, their families and Bromley Council staff in managing risk and preventing safeguarding alerts. The risk enablement panel will include professionals, service users and their carers.
- The Consultant Lead Practitioners involvement in safeguarding to ensure safeguarding and good practice is fully integrated within Supporting Independence in Bromley.

Council Priorities for adult safeguarding 2010/11

The Council will ensure it exercises its duty to act as lead agency for adult safeguarding by:

- Developing processes to monitor the consistency and effectiveness of safeguarding practice.
- Ensuring service users are fully involved in developing a revised 3 year strategy for adult safeguarding.
- Ensuring the recommendations from the CQC inspection of the safeguarding service are fully implemented.
- Ensuring the adult safeguarding agenda is promoted across the Council.

Prevention: Keeping People Safe

Spreading the message that, safeguarding adults is everybody's business

Bromley Safeguarding Adults Board has a communication strategy to ensure that everyone in Bromley knows how to keep adults safe from abuse. Work this year has included:

- Joint keeping safe events with Trading Standards in local shopping centres and the local hospital.
- Press release and poster campaign to coincide with World Elder Abuse Day.
- The Board published its first electronic Newsletter in December 2009, as a means of raising awareness of adult safeguarding issues in Bromley, and publicising planned initiatives. The newsletter is published three times a year in winter, spring and mid-summer.

Link to Newsletters: [BSAB Newsletters](#)

Safer Bromley Partnership

Members of the Safer Bromley Partnership (SBP) include chief officers from the Council, probation, police, health, London Fire Service, the London Ambulance Service, Metropolitan Police Authority and Affinity Sutton. The Safer Bromley Partnership is chaired by the Portfolio Holder for Public Protection and Safety. The SBP aims to improve the safety of Bromley residents through a reduction in crime and anti-social behaviour. In particular, with regard to vulnerable people, the police and Trading Standards work to reduce rates of doorstep crime.

The SBP oversees work to reduce incidents of domestic violence, which includes a Domestic Violence Forum which brings together; one stop advice surgeries, a sanctuary scheme with practical advice and multi-agency risk assessment conference (MARAC), which aims to ensure the safety and welfare of adults and children.

2009/10 achievements

Safer Bromley Van

The Safer Bromley Partnership (SBP) continues to fund the provision of crime prevention measures and target hardening for those residents in the borough whose homes are assessed as vulnerable to offending. This includes victims of domestic abuse, victims of residential burglary and those older members of the community who are assessed as vulnerable. The van, which is managed by Bromley Victim Support, is able to respond urgently and provides practical measures to safeguard Bromley residents – such as improved home security.

Trader Register Scheme

The Safer Bromley Partnership has launched the Trader Register Scheme in order to provide residents with a business register of tradesmen, builders, plumbers and electricians. The scheme has started with key home improvement traders but it will include care providers in the future, reflecting the importance of trusted providers in the provision of care services in order to protect adults vulnerable to the risk of abuse or exploitation.

Tackling Bullying and Hate Crime

The police are closely working with the voluntary sector and local community groups to encourage people to report incidents of hate crime. In addition, Bromley Mencap have worked with partners and service users to inform the public about issues of bullying and hate crime faced by people with disabilities. A video has been made demonstrating the challenges faced by people when using public transport and a programme of school visits has been arranged to raise awareness to young people.

Aims for 2010/11

Awareness Building - Rogue Traders

The Safer Bromley Partnership is commissioning a number of performances of 'Ma Kelly's Doorstep', a theatre in education performance, designed to educate older residents about the dangers of doorstep traders and distraction burglary.

Over 70's Project

A project designed to target residents over the age of 70. The service will offer assessments, crime prevention advice, home and garden improvement, and awareness and education, in order to reduce the risk of distraction burglary and doorstep crime.

Trading Standards

For Bromley Council, Trading Standards, work to protect older people from doorstep crime remains a priority. A major achievement for the service in 2009/10 is the number of cases put before the courts in respect of doorstep crime. At present, 10 prosecution files are in legal proceedings, one conviction has been secured, and one formal undertaking for unfair trading against older consumers has been achieved. Often there are challenges involved in getting cases to court because of the difficulties in obtaining statements from the victims.

However, in 2009, as a direct result of their intervention, Trading Standards were able to stop rogue traders from taking savings of £140,000 from vulnerable consumers. In addition, fraud offences committed by rogue traders targeting older people were uncovered to the value of £400,000.

Trading Standards have provided 90 educational talks to vulnerable groups and partners responsible for the welfare of vulnerable consumers. The purpose of these talks is to raise awareness of doorstep crime and empower consumers to defend their rights, whether in their own home or in the market place at large.

This year Trading Standards intend to maintain their links with the banks, police and other partners by continuing to offer assistance, advice, education and training.

Trading Standards will also be focussing on sharing intelligence with Bromley Council colleagues, and in particular with adult safeguarding professionals in care management. A key priority is to ensure all officers in the team have completed Level 1 adult safeguarding training.

Care Quality Commission Inspection and Action Plan

- The Care Quality Commission (CQC) conducted an inspection of adult social care in Bromley in July 2009; the inspection covered safeguarding adults and increased choice and control for older people. The CQC published their findings in a report in February 2010.

The findings from the inspection were that the council was judged to be providing adequate outcomes in adult safeguarding.

The Council has developed a detailed action plan in response to the CQC report, and BSAB sub-groups are addressing the recommendations. The Council and its partners are providing regular progress reports to the CQC and BSAB regarding progress in the implementation of multi-agency improvements to safeguarding work.

A complete copy of the report and the action plan can be found at:

http://www.cqc.org.uk/db/documents/bromley_APA_report_2009.pdf

Bromley Safeguarding Adults Board financial statement

The work of the Bromley Safeguarding Adults Board is funded by contributions from five statutory bodies with responsibilities for safeguarding adults who are at risk of abuse. These are:

- Bromley Council
- Metropolitan Police, Bromley Division
- South London Healthcare NHS Trust
- Oxleas NHS Foundation Trust
- Bromley Primary Care NHS Trust

Below is the 2009/10 Bromley Safeguarding Adults Board expenditure.

Analysis of Safeguarding Spend in 2009/10

	Budget	Spend	Variance
Carry Forward for 2008/09			-9,332
2009/10 Transactions			
Expenditure			
Staffing Costs	134,639	134,639	0
Training Costs		24,528	24,528
Total Expenditure	134,639	159,167	15,196
Income			
Contribution from Bromley PCT for salaries	-27,298	-27,298	0
Social Care Workforce Training Grant		-8,500	-8,500
Met Police contribution towards Adult Protection Pooled Budget		-5,000	-5,000
Oxleas NHS Trust contribution towards Adult Protection Pooled Budget		-5,000	-5,000
South London NHS Trust contribution towards Adult Protection Pooled Budget		-5,000	-5,000
Bromley PCT contribution towards Adult Protection Pooled Budget		-8,000	-8,000
Total Income	-27,298	-58,798	-31,500
Carry Forward to 2010/11			-16,304

Statistics and Performance Summary 2009/10

Full details and statistics with an explanation of the data relating to safeguarding adults cases in the financial year 2009/10 are set out in Part 2.

In 2009/10 there has been an increase in the total of cases investigated through the safeguarding procedures from 381 in 2008-9 to 443, an increase of 16%; this confirms a trend over the past 6 years. Referrals for adults with a mental health needs, learning disabilities, physical disabilities and sensory impairments have increased significantly. The Board believes the increase is due to concerns being reported by social care staff through the safeguarding procedures. There has been an increase in referrals from family members, friends and neighbours, reflecting the success of the Board's activity in raising awareness.

The Board has undertaken work to ensure greater consistency in the application of BSAB procedures. This has included revised guidance to care management teams to clarify which cases of self neglect should be reported through BSAB procedures, and which cases will receive community care assessments. As a result the referral rate for safeguarding older people appears to be stabilising.

Key Headlines

Key Headlines

- An increase in the overall number of referrals investigated through the Bromley Safeguarding Adults Multi-Agency Procedures from 381 in 2008/09 to 443 in 2009/10. This is an increase of 16% in referrals from 2008/09.
- Almost half of all referrals this year were made by social care staff
- Around two thirds of all referrals relate to older people and the most common abuse category is neglect
- Around a third of referrals received during the year involved an element of alleged physical abuse, of which approximately 40% were fully substantiated.
- About a fifth of referrals received in 2009/10 involved an element of alleged financial abuse or neglect, of which around a third were fully substantiated.
- More than half of the alleged abuse reported during the year took place in the victim's home, of which around half was fully substantiated.