




Birmingham Safeguarding Adults Board

# Strategic Plan 2025-2028



Working Together to  
Make Birmingham a  
place where vulnerable  
citizens live without fear  
of harm and neglect.



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# 1 Introducing our Strategic Plan

This plan marks a significant milestone in our collective journey to safeguard adults across Birmingham. It reflects not only our statutory responsibilities but also our shared commitment to building a city where every adult with care and support needs can live free from abuse, neglect, and self-neglect.

Over the past three years, the Board has undergone meaningful transformation. We've strengthened our governance, deepened our partnerships, and embraced opportunities for learning and reflection. These developments have laid the foundation for a more responsive, inclusive, and effective safeguarding system—one that places individuals and communities at its heart.

Our Strategic Plan is shaped around four key priorities, each designed to ensure that safeguarding in Birmingham is:

- Empowering for individuals and communities.
- Grounded in defensible decision-making.
- Consistently informed by the principles of **'Making Safeguarding Personal'** (MSP).

This plan is the result of genuine collaboration—between Board members, partners, and most importantly, the citizens of Birmingham. Together, we've identified the priorities that matter most and committed ourselves to delivering meaningful change.



**Our vision remains clear:** Working as a Partnership to make Birmingham a place where vulnerable citizens live without the fear of harm and neglect.



I am proud to lead the Board into this next chapter and look forward to working alongside our partners and communities to bring this plan to life.



**Dr Carolyn Kus**

Birmingham Safeguarding Adults Board  
Independent Chair

## 2 The Safeguarding Adults Board

The Birmingham Safeguarding Adults Board (BSAB) is a multi-agency partnership which has statutory functions under the Care Act 2014 section 43 which requires every local authority to establish a Safeguarding Adults Board (SAB) in its area.

The focus of the SAB is to ensure that safeguarding arrangements work effectively so that adults can live their lives free from abuse or neglect.

Safeguarding adults' duties apply to an adult who has care and support needs, are experiencing or at risk of abuse and neglect, and are unable to protect themselves because of their needs.

To safeguard adults, we work together as a partnership to prevent adults becoming at risk of harm through abuse or neglect.

We understand that the risk of abuse can increase with age, disability, ill health or a person's vulnerabilities, life events or circumstances. It is our aim to reduce the risk of harm whilst supporting people to maintain control over their lives in a way that suits them.

The diagram below demonstrates how citizens and communities are supported both in prevention of abuse and neglect but also in response to abuse and neglect.



## 3 Our Partners

The Board Members are from the following organisations



### Our statutory partners:

- Birmingham City Council
- West Midlands Police
- Birmingham and Solihull Integrated Care System (ICS)

### Other partner agencies:

- Birmingham City Council Housing
- Birmingham City Council Public Health
- Birmingham Community Health Foundation Trust
- Birmingham and Solihull Mental Health Foundation Trust
- Healthwatch Birmingham
- University Hospital Birmingham
- Voluntary Sector Representative - Women Acting in Today's Society (WAITS)
- West Midlands Fire Service

## 4 Safeguarding Adults Board Core Function

The Care Act 2014 states that the Statutory Duties for all Safeguarding Adult Boards (SABs) are:

1. To develop and publish a strategic plan setting out how they will meet their objectives and how their members and partner agencies will contribute. The plan must be developed with local community involvement, and the SAB must consult the local Healthwatch organisation.
2. To publish an Annual Report detailing what the Birmingham Safeguarding Adults Board (BSAB) has done during the year, including work associated with Safeguarding Adults Reviews (SARs) and the contribution that each board members has made for the people of Birmingham.
3. To conduct any safeguarding adults review in accordance with Section 44 of the Act.

## 5 How we will fullfill our duties

To fulfil our duties the Birmingham Safeguarding Adults Board will:

- Deliver the strategic plan through the oversight of robust governance.
- Be the accountable body for the statutory partners responsible for key safeguarding decision making.
- Coordinate and lead on adult safeguarding arrangements across the locality that contribute to the prevention of abuse and neglect.
- Have a Quality Assurance Framework to evidence the impact of the strategic plan and safeguarding arrangements which shall include partner self-assessment, single and multi-agency case audit activities.
- Raise awareness of safeguarding and emerging themes and involve our citizens.
- Analyse data and intelligence to increase understanding of the prevalence of abuse and neglect locally.
- Consider implications of national and local policy and where appropriate include them into our priorities.
- Develop and maintain links with other Boards to enable cross board working on key themes.

“Safeguarding is  
Everyone’s Business”



## 6 What is Safeguarding Adults

The Care Act Statutory Guidance published in October 2014 under Section 14.7 describes adult safeguarding as:

“

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

”

**The Care Act identifies the aims of adult safeguarding as:**

- ✓ stop abuse or neglect wherever possible;
- ✓ promote an approach that concentrates on improving life for the adults concerned;
- ✓ prevent harm and reduce the risk of abuse or neglect to adults with care and support needs;
- ✓ raise public awareness so that communities as a whole, alongside professionals, play their part in preventing, identifying and responding to abuse and neglect;
- ✓ safeguard adults in a way that supports them in making choices and having control about how they want to live;
- ✓ provide information and support in accessible ways to help people understand the different types of abuse, how to stay safe and what to do to raise a concern about the safety or well-being of an adult;
- ✓ address what has caused the abuse or neglect.

## 7 Safeguarding Duties apply to an Adult who:

- has need for care and support (whether or not the local authority is meeting any of those);
- is experiencing, or at risk of abuse or neglect; and
- as a result of those care and support needs, is unable to protect themselves from either the risk of, or experience of, abuse or neglect.



## 8 What is Care and Support

**An Adult** meets the **Eligibility criteria for care and support** if:

- Needs arise from or are related to a physical or mental impairment or illness;
- as a result of the need the adult is **unable to achieve 2 or more** of the **specified outcomes** (as listed below) and;
- as a consequence, there is or is likely to be a significant impact on the adult's wellbeing.

**Unable to Achieve mean the following**

- unable to achieve it without assistance.
- able to achieve it without assistance but -
  - doing so causes the adults significant pain, distress or anxiety.
  - doing so endangers or is likely to endanger the health or safety of the adult/others.
  - it takes significantly longer than would normally be expected.

**Specified Outcomes (2 or more)**

- managing and maintaining nutrition;
- maintaining personal hygiene;
- managing toilet needs;
- being appropriately clothed;
- being able to make use of the adult's home safely;
- maintaining a habitable home environment;
- developing and maintaining family or other personal relationships;
- accessing and engaging in work, training, education or volunteering;
- making use of necessary facilities or services in the local community including public transport and recreational facilities or services; and
- carrying out any caring responsibilities the adult has for a child.



Care and Support is also described as a looked after need.

“ The natural and ordinary meaning of the words ‘care and attention’ in this context is ‘looking after’. Looking after means doing something for the person being cared for which he cannot or should not be expected to do for himself: it might be household tasks which an old person can no longer perform or can only perform with great difficulty; it might be protection from risks which a mentally disabled person cannot perceive; it might be personal care, such as feeding, washing or toileting. This is not an exhaustive list. ”

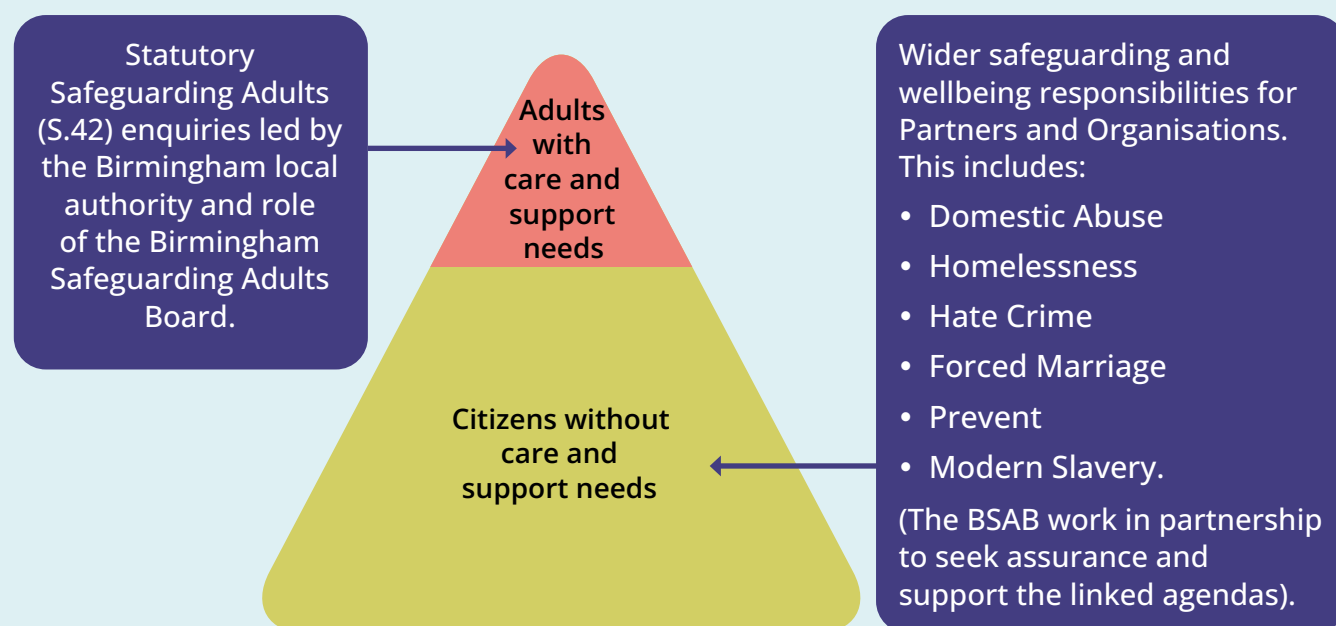
Lady Hale (R (M) v Slough Borough Council [2008] UKHL 52 at section 33).

## 9 Adults at Risk

An adult at risk **may** therefore be a person who, for example:

- is an older person who is frail due to ill health, physical disability or cognitive impairment.
- has a learning disability.
- has a physical disability and/or a sensory impairment.
- has mental health needs including dementia or a personality disorder.
- has a long-term illness/condition.
- misuses substances or alcohol.
- is an unpaid carer such as a family member/friend who provides personal assistance and care to adults and is subject to abuse.
- lacks the mental capacity to make particular decisions and is in need of care and support.

The diagram below demonstrates the responsibility of safeguarding for adults with care and support needs and those of wider citizens of Birmingham:



# 10 The Six Principles of Safeguarding

**Birmingham Safeguarding Adults Board (BSAB)** fully embraces the six adult safeguarding principles that should guide and inform the approach to delivery of safeguarding responsibilities by all partner agencies across the City. **These principles are:**

<p><b>Empowerment</b></p> <p>People being supported and encouraged to make their own decisions and informed consent.</p>	<p>“ I am asked what I want as the outcomes from the safeguarding process and these directly inform what happens. ”</p>	
<p><b>Prevention</b></p> <p>It is better to take action before harm.</p>	<p>“ I receive clear and simple information about what abuse is, how to recognise the signs, and what I can do to seek help. ”</p>	
<p><b>Proportionality</b></p> <p>The least intrusive response appropriate to the risk presented.</p>	<p>“ I am sure that the professional will work in my best interests, as I see them, and they will only get involved as much as needed. ”</p>	
<p><b>Protection</b></p> <p>Support and representation for those in greatest need.</p>	<p>“ I get help and support to report abuse and neglect. I get help so that I can able to take part in the safeguarding to the text to which I want. ”</p>	
<p><b>Partnership</b></p> <p>Local solutions through services working with their communities. Communities have a part to play in preventing, detecting and reporting neglect and abuse.</p>	<p>“ I know that staff will treat any personal information in confidence, only sharing what is helpful and necessary. I am confident that professionals will work together and with me to get the best result for me. ”</p>	
<p><b>Accountability</b></p> <p>Along with transparency in delivering safeguarding.</p>	<p>“ I understand the role of everyone involved in my life and so do they. ”</p>	

# 11 Making Safeguarding Personal

Birmingham Safeguarding Adults Board supports and promotes Making Safeguarding Personal principles and agree that:

“

**A shift in focus from process to people involves fundamental cultural and organisational change. It is not simply a question of changing individual practice, but the context in which that practice takes place and can flourish.**

”

Making Safeguarding Personal is about having the conversation with the individual first.

Making Safeguarding Personal continues to be a shift in culture and practice in response to what we now know makes safeguarding more-or-less effective from the perspective of the person being safeguarded.

It is having conversations with people about how we might respond in safeguarding situations in a way that enhances involvement, choice and control as well as improving quality of life, wellbeing and safety. It also involves taking into account their wishes feelings and spiritual needs.

It is about seeing people as experts in their own lives and working alongside them. It is about collecting information about the extent to which this shift has a positive impact on people's lives. It is a shift from a process supported by conversations to a series of conversations supported by a process.

Useful information can be found [www.local.gov.uk/our-support/our-improvement-offer/care-and-health-improvement/making-safeguarding-personal](http://www.local.gov.uk/our-support/our-improvement-offer/care-and-health-improvement/making-safeguarding-personal).

The Board encourages partners to have conversations with the people that they support to ensure that they have as much choice and control over their lives as possible whilst maintaining their safeguarding.

Citizens are the experts in their own lives, and we must always work alongside them to make sure that their quality of life, wellbeing, and safety is optimal, but on their terms with their input and influence.

We do not believe in safeguarding people to the point that we just make them unhappy; we will always consider the six principles of safeguarding, adopt them in our practices and seek them in our assurances. The standards are 'We' statements under the following themes:



# 12 Risk Enablement

Birmingham Safeguarding Adults Board (BSAB) believes that at the heart of adult safeguarding lies a tension between the duty to protect an adult from the risk of harm with the duty to support them to maintain as much control and choice over their life as possible.

All practitioners involved in safeguarding an adult at risk have a duty to understand this tension and to work with the adult (and others involved with them) to ensure that an appropriate balance is struck between managing risk and protection from harm with promoting their autonomy and wellbeing in any action they take. We call this “Risk Enablement”.

**The Practice Guidance** developed with partners aims to support practitioners to achieve the balance between protection and autonomy that is right for the adult in each case. [This can be found on our website.](#)

BSAB has an expectation that all its partner organisations support their front-line staff in adopting the principles of its Risk Enablement Guidance as part of meeting their adult safeguarding duties. Partners must ensure the values and culture of their organisations explicitly supports front-line staff in working in this way.

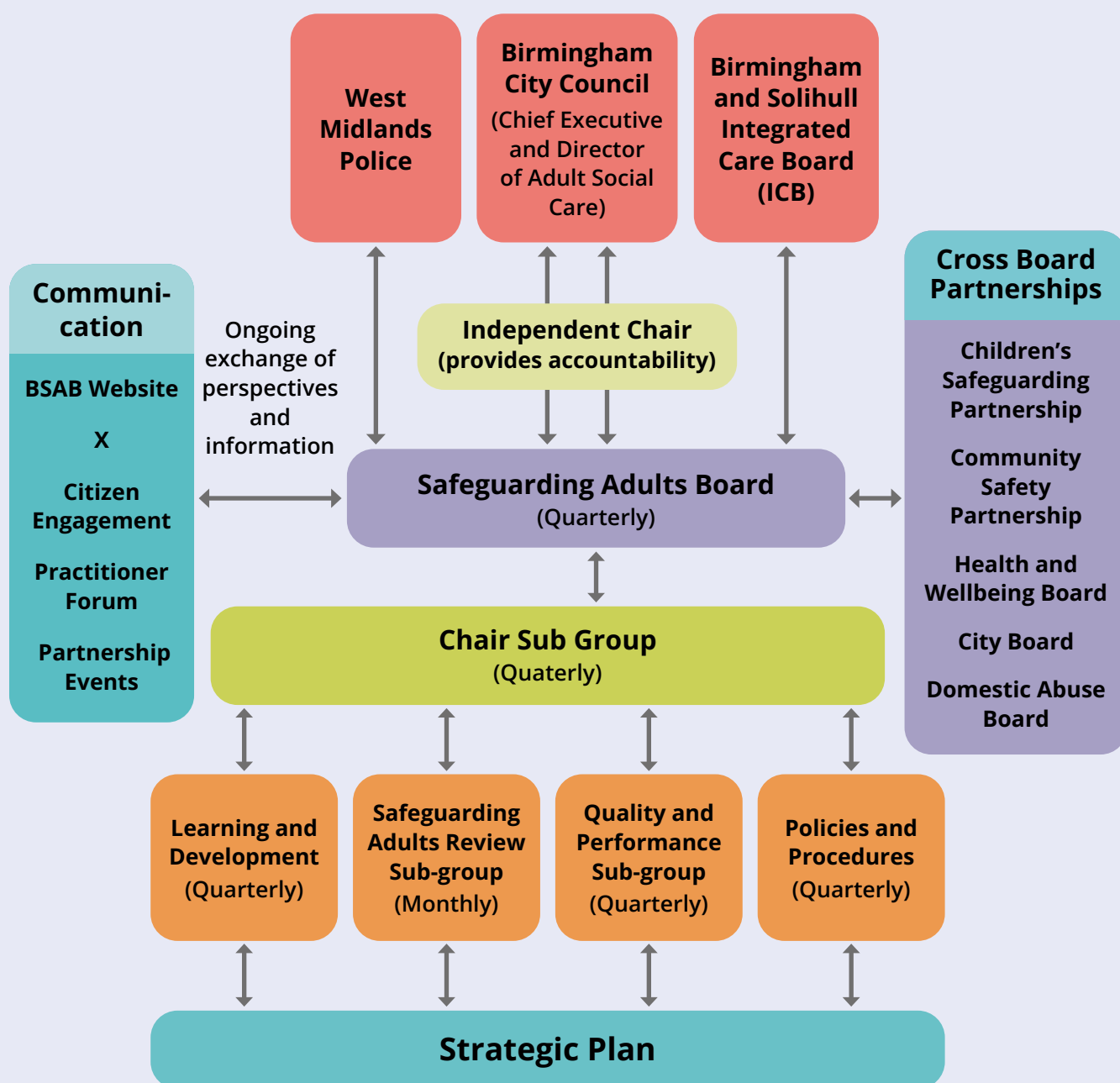


To view the guidance visit the BSAB website:  
[www.bsab.org/info/2/information-professionals/16/managing-risk-risk-enablement](http://www.bsab.org/info/2/information-professionals/16/managing-risk-risk-enablement)

# 13 Our Governance Structure and Oversight of our Strategic Plan

The diagram below demonstrates our governance model for the work of the Birmingham Safeguarding Adults Board and how we connect with other Partnerships who have wider safeguarding and wellbeing responsibilities for citizens of Birmingham:

**The Board Governance Model has been designed within the framework of the statutory requirements, accountabilities and key principles of safeguarding.**



# 14 Our Vision for Birmingham

“ People with care and support needs in Birmingham are able to live their lives free from abuse and harm because we have a city that does not tolerate abuse or neglect; the community works together to prevent abuse and neglect, and people know what to do when it happens. ”

“ Working as a Partnership to make Birmingham a place where vulnerable citizens live without the fear of harm and neglect. ”



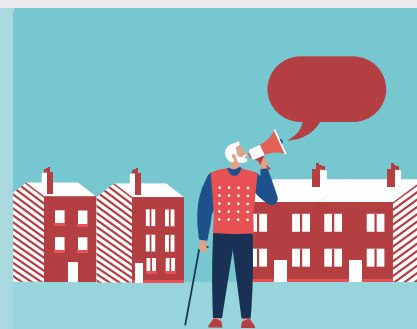


# 15 Our Priorities for 2025 - 2028

## Strategic Priority 1

### Communication and Involvement

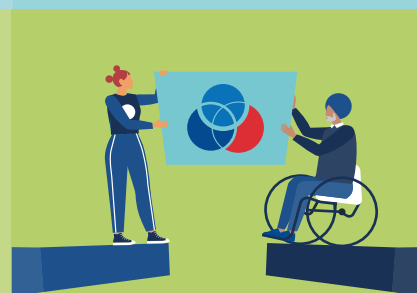
**We Will** - enhance our communication strategies by implementing regular feedback loops and ensuring all voices are heard.



## Strategic Priority 2

### Prevention and Early Intervention

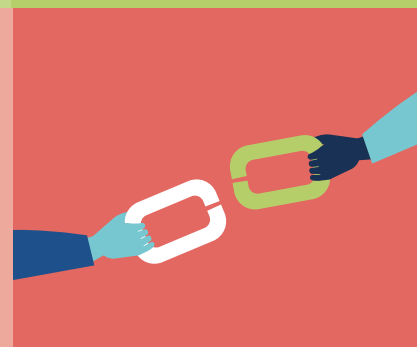
**We Will** - prioritise early intervention and provide timely support to prevent escalation of problems.



## Strategic Priority 3:

### Shared learning through Assurance

**We Will** - promote shared learning ensuring lessons learned are integrated into our processes.



## Strategic Priority 4:

### Making Safeguarding Personal

**We Will** - actively involve individuals in decision making process and tailoring our approaches to meet their unique needs.



## Strategic Priority 5:

### Systems, Processes and Performance

**We Will** - continuously evaluate and optimise our system processes to ensure they are efficient, effective and align with our vision.





# 16 What we will do

The following table shows what we intend to work on. These form part of a wider workplan which will be overseen by our Delivery Group and progress reports will be made to the BSAB Executive Board as shown on our governance model on **page 13**. We will report on the progress of these in our Annual Report.

 <b>Birmingham Safeguarding Adults Board Strategic Plan 2025 - 2028</b>				
<b>Our Vision: Working as a Partnership to ensure Birmingham is a place where vulnerable citizens live without the fear of harm and/or neglect</b>				
Our Core Function	Our Core Activity			Who are We
<ul style="list-style-type: none"> <li>To publish a Strategic Plan which details how we will meet our main objectives.</li> <li>To publish an Annual Report which includes what we have achieved and further areas of focus.</li> <li>Complete Safeguarding Adult Reviews when adults die or are seriously injured and ensure learning from such events.</li> </ul>	<ul style="list-style-type: none"> <li>Seeking assurance that local safeguarding arrangements are in place as defined in the Care Act.</li> <li>Assuring that safeguarding practice is person-centred and outcome focused.</li> <li>Work collaboratively to prevent abuse and neglect where possible.</li> <li>Ensuring that agencies and individuals work in a timely and proportionate manner where abuse or neglect has occurred.</li> <li>Seeking assurance that safeguarding practice is continually improving.</li> <li>Concern ourselves with a range of issues which may impact on people with care and support needs.</li> </ul>			<ul style="list-style-type: none"> <li>Executive Board with an Independent Chair.</li> <li>Subgroups with a focus on learning and development, quality and performance, policies and procedures, safeguarding adult reviews.</li> <li>Membership from across health, social care, voluntary, Police and Fire.</li> </ul>
Priority 1: Communication and Involvement	Priority 2: Prevention and Early Intervention	Priority 3: Shared Learning Through Assurance	Priority 4: Making Safeguarding Personal	Priority 5: Systems, Processes and Performance
<b>We Will</b> – enhance our communication strategies by implementing regular feedback loops and ensuring all voices are heard.	<b>We Will</b> – prioritise early intervention and provide timely support to prevent escalation of problems.	<b>We Will</b> – promote shared learning ensuring lessons learned are integrated into our processes.	<b>We Will</b> – actively involve individuals in decision making process and tailoring our approaches to meet their unique needs.	<b>We Will</b> – continuously evaluate and optimise our system processes to ensure they are efficient, effective and align with our vision.
What are we going to do				
<ul style="list-style-type: none"> <li>Co-produce and engage on core work with citizens and partners.</li> <li>Continue to review our leaflets and publications.</li> <li>Develop a communication and engagement strategy.</li> <li>Seek assurance around section 136 suites.</li> </ul>	<ul style="list-style-type: none"> <li>Ensure our Quality and Assurance Framework is fully implemented to reduce risk of neglect and abuse.</li> <li>Review and update the Self-neglect Guidance and Process and its uptake.</li> <li>Seek updates and assurance about rough sleeping and homelessness.</li> <li>Continue to seek assurances that vulnerable young adults are transitioning safely into adult services, including preparing for adulthood.</li> </ul>	<ul style="list-style-type: none"> <li>Continued to share learning and best practice.</li> <li>Continue to seek assurance regarding learning and actions from Safeguarding Adults reviews.</li> <li>Seek assurance around improving quality of Practice in the Care Market.</li> </ul>	<ul style="list-style-type: none"> <li>Seek assurance adults with care and support needs are being supported and encouraged to make decisions.</li> <li>Promote the use of advocacy.</li> <li>Raise awareness about Safeguarding Adults within the Faith Sector.</li> </ul>	<ul style="list-style-type: none"> <li>Review the Board's Governance, Scrutiny and Business Process.</li> <li>Develop a robust dashboard with intelligence from across the partnership.</li> <li>Develop an Escalation Policy and Process.</li> </ul>

# 17 Achieving Our Strategic Plan Through Partnership

The BSAB is committed to ensuring there is a broad partnership of agencies engaged in championing safeguarding principles and ways of working across the City. We will work towards full engagement with third sector, carer and user groups in the City.

We are committed to being inclusive whilst recognising the vital contribution non-statutory bodies have to offer in delivering effective safeguarding in Birmingham.

It is our continued ambition in 2025 - 2028 to make safeguarding everybody's business. Improve awareness of safeguarding across all citizens, communities and partner organisations.

“

Working with the Birmingham Safeguarding Adults Board (BSAB) from March 2024 to April 2025 has been a truly collaborative experience. The partnership has supported shared learning, strengthened strategic alignment, and fostered a collective commitment to improving safeguarding outcomes for adults at risk across Birmingham.

”

**Di Rhoden** – Birmingham and Solihull Integrated Care System

We encourage organisations of all sizes and shapes to work with us to roll out our vision. We feel we are stronger together and have a much greater opportunity to create real change within the city if we work in partnership.

We will continue to rise to the challenge of leading the safeguarding culture change in Birmingham and to make sure that our collective vision, values and culture translate into front-line practice that benefits the citizens of Birmingham.

“

Good housing is a cornerstone of good health, so to work in collaboration with BSAB strategic partners to assure ourselves that we maximise early intervention and prevention. The board also provides oversight to and develops how the city minimises the risk of abuse and neglect in our council homes, as well as safeguard people at risk of homelessness or who are temporarily homeless.

”

**Dave Ashmore** – Birmingham City Council Housing



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[www.bsab.org](http://www.bsab.org)

