

ENFIELD SAFEGUARDING ADULTS STRATEGY

“Putting People First”

**Preventing abuse and
keeping safe**

EXECUTIVE SUMMARY

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WHAT IS ABUSE?

Abuse is “a violation of an individual’s human and civil rights by any other person or persons” and is often a crime.

An ‘adult at risk’ is a person who is 18 years or over and who is, or may be in need of community care services by reason of mental or other disability, age or illness. It also includes those who are not in receipt of community care services but by definition of the potential abuse, become vulnerable. The adult is, or may be, unable to protect themselves against harm or exploitation. It can take many forms including:

- **Physical abuse** - the threat or the use of force which results in pain or injury or a change in the person’s physical health OR the non-accidental infliction of physical force that results in bodily injury, pain or impairment. This includes, for example, unreasonable restraint, misuse of medication, slapping, beating, pushing, or forcing somebody to do something against their will.
- **Sexual abuse** - when a person has been involved in a sexual activity or relationship which they did not want, have not consented to or consented to under duress OR they did not have capacity or understanding to allow them to have consented OR is against the law. This includes, for example, sexual assault, indecent exposure, inappropriate touching or harassment.
- **Psychological or emotional abuse** is the wilful infliction of mental suffering by others. This includes, for example, swearing, bullying, humiliation, instilling fear, loss of liberty and denial of access to others, outings or important events.
- **Financial or material abuse** is when an adult at risk has not given permission for the use of their property, income or any other resource. It occurs when these resources are being inappropriately used by a third person. It can include the entry of the vulnerable person into contracts or transactions, which they did not fully understand and are to their disadvantage. This includes, for example, taking of money or possessions – theft, coercion or persuasion to offer gifts, inappropriate changes in wills.
- **Neglect and acts of omission** is the repeated deprivation of assistance to an adult at risk that is required to meet their daily living and health and safety needs. This includes, for example, failure to provide personal care, unhygienic living conditions and failure to address medical and other needs.
- **Discriminatory abuse** links to all other types of abuse and is already enshrined in law thus making this abuse a clear criminal offence. It includes discrimination on the grounds of race, religion, gender, age, sexual orientation or disability, and includes, for example, unequal treatment, discriminatory remarks, inappropriate humour
- **Institutional abuse** is the mistreatment or abuse of an adult at risk by a regime or an individual within an institution. It can be repeated acts of poor or inadequate care and/or professional practice, and can occur when the needs of the institution override the needs of the individual or where placements are not rigorously monitored. This includes, for example, discouraging the involvement of family, rigid/authoritarian management, or too few or poorly trained/supervised staff

IF YOU ARE CONCERNED ABOUT SOMEBODY OR WANT TO REPORT ABUSE, PLEASE RING THE SAFEGUARDING ADULTS LINE ON: number to be inserted.

Enfield Safeguarding Adults Board – June 2009

Foreword from Ray James, Director of Health and Adult Social Care and Chair of the Enfield Safeguarding Adults Board



Thank you for your interest in this strategy, there can be few issues that define a community more than its attitudes to abuse in all its forms.

This strategy has been developed following extensive consultation with local people and organisations and reflects our shared wish to make Enfield a place where everyone does all they can to both prevent abuse and to offer the best possible care and support to its victims.

Abuse is often a very difficult and complex issue. I want to take this opportunity to pay tribute to the many courageous people in Enfield who have spoken out in the past and to colleagues who have consistently handled extremely sensitive investigations with such compassion and professionalism.

This strategy aims to help prevent abuse by ensuring many more people who live and work in Enfield know what to look out for and who to contact for advice and support. We must then ensure local organisations respond in a timely and effective way to allegations of abuse, and consistently promote the prevention of abuse.

I want to take this opportunity to thank my colleagues on Enfield's Safeguarding Adults Board for their contributions to this strategy, we will continue to oversee progress and provide the determined yet considered leadership these most important and complex of issues deserve.

Together I hope we can help our community be defined as one where everyone does all that they can to prevent abuse, and reduce the suffering caused by abuse.

Partner Logo's and signatories to be inserted on publication

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Glossary of terms

NHS – National Health Service

HM – Her Majesty’s (Government)

ISA – Independent Safeguarding Authority

MAPPA – Multi-Agency Public Protection Arrangements

MARAC – Multi-Agency Risk Assessment Conference

INTRODUCTION

This strategy is about preventing the abuse of some of the most vulnerable people in Enfield. It is about how the people of Enfield, whether residents, families and friends, visitors, businesses or members of organisations providing services, can work in partnership to make the borough a safer place. It is about a place where people can live free from harm and abuse, and where their dignity is respected, whatever their circumstances.

In 2000, the Government published a document called 'No Secrets'. This document is guidance for local authorities on developing and implementing multi-agency policies and procedures to protect adults at risk from abuse. The guidance clearly states that: "There can be no secrets and no hiding place when it comes to exposing the abuse of vulnerable adults". The guidance was developed in response to a series of incidents that demonstrated the need for immediate action to ensure that vulnerable adults, who are at risk of abuse, receive protection and support. 'No Secrets' refers to a vulnerable adult, which we refer to in this document as an 'adult at risk'.

In Enfield, we have been successful in implementing the 'No Secrets' guidance, but we strongly believe that, as well as ensuring people are protected and supported, success is about preventing abuse happening in the first place. This strategy will enable us to do this, and sets out a new direction in safeguarding adults. When it is the right thing to do, as well as taking firm action by protecting people from harm, we will focus on preventing abuse, so that we can help stop the unacceptable exploitation and harm towards adults at risk, much of which is a crime.

A 62 year old man suffering with Multiple Sclerosis was supported to live at home by an extensive care package. He looked upon his care worker, Jan, as a close friend as much as a paid care worker. Jan took advantage of this and began to borrow money from him and accept gifts including a DVD, a TV and cash birthday presents for her children. She also withdrew money from his bank account using his PIN number. The man eventually disclosed to another care worker that the loans had not be repaid and that large sums of money had gone missing from his bank account. Jan was eventually dismissed by her domiciliary care agency.

From 'In Safe Hands Update' Welsh Assembly,

Most of us will be familiar with the phrase 'prevention is better than cure'. This cannot be more important than where it involves the most basic of human 'right to life' and 'freedom from torture and degrading treatment'. We know that across the country adults at risk are being harmed, often by the very people they should be able to trust.

Make safeguarding adults your business - it is an issue that can affect any one of us and together we can stop it!

THE PRIORITIES

The vision for safeguarding adults in the borough is that we all work together in partnership, so that adults at risk are:

- safe and able to protect themselves from abuse from abuse and neglect
- treated fairly and with dignity and respect
- protected when necessary
- able to easily access the support, protection and services that they need

It is also about making it everybody's business, which means all the communities that make up the borough of Enfield. We aim to ensure that the people of Enfield know what safeguarding adults is about and:

- **understand** what abuse is and recognise it when it happens
- **know how to stop it** and prevent it happening in the first place
- **feel listened to**, taken seriously and believed when they report abuse
- **know how to report** abuse and receive a quality service and the support they need when they do
- **recognise** when an adult is vulnerable and ensure that they are not discriminated against
- **speak with confidence** about safeguarding matters and know they will be listened to when they speak about it
- **receive services** that are safe and do not cause harm

Enfield is a borough that will not tolerate the abuse of adults at risk.

THE CONTEXT

The local safeguarding arrangements have been developed through strong leadership by the Safeguarding Adults Board. The Board has the strategic

ENFIELD is London's northernmost borough and one of the largest by land and population, being home to about 280,000 people. It is 12 miles from the centre of London. Enfield has a large population of both 0-14 year olds and older people in comparison to the rest of London. Enfield's population is quite diverse – state school pupils have recorded themselves under 87 different ethnic groups and the single largest minority grouping recorded in the 2001 Census was Other White at 13% - this is composed largely of Greek, Turkish and Cypriots.

responsibility for overseeing the local safeguarding arrangements, which includes responding to reports about abuse, and prevention strategies.

Safeguarding adults is a complex area, often fraught with conflict and negative societal attitudes towards vulnerable people.

People can be abused in many different ways and it can occur anywhere.

Both men and women can be at risk and the abuser is usually well known to the person being abused.

Although we know that most people are well cared for, some adults are at risk of abuse and we need to fully understand the risks so that we can do everything we can to minimise them.

This is particularly important with the transformation of Adult Social Care. Known as 'personalisation' and set out in 'Putting People First – A shared vision and commitment to the transformation of Adult Social Care' (HM Government, December 2007); these arrangements mean that people will have maximum choice, control and power over the support services they receive. This will form a key part of our strategy.

KEY ISSUES

There are a number of key issues that underpin this strategy:

- Ensuring our safeguarding arrangements are focused and meet people's needs
- Supporting unpaid carers to keep those they care for safe
- Understanding of abuse in different communities
- Preventing abusers from accessing employment where they will have access to adults at risk, and taking firm action against employees that have harmed adults at risk
- Ensuring that adults at risk have equal access to the justice system and appropriate action is taken with perpetrators
- Learning from peoples' experiences and finding new and improved ways of working
- Ensuring a partnership approach to safeguarding adults in the borough, including joint working with the Safeguarding Children Board.

Steven Hoskin was vulnerable because of his learning disability. His body was found on 6 July 2006 at the base of the St. Austell railway viaduct. In addition to the catastrophic injuries associated with falling 30 metres, a post-mortem examination found that Steven's body bore evidence of abuse consisting of cigarette burns, neck bruises from the dog collar and leash he had been dragged around in, a lethal dose of paracetamol tablets and alcohol, and footprints on his hands which finally caused him to fall to his death. Steven was murdered by people he thought were his friends. The principal perpetrator of Steven's abuse and murder was sentenced to 25 years in prison.

THE PRIORITIES

Our ten priorities were formed by a process of an audit against safeguarding standards, information about the prevalence of abuse, what we know we need to do and an extensive consultation process. Our priorities are:

- **a community awareness campaign** - so that Enfield residents will be able to recognise, prevent and report abuse
- **standards for agencies and organisations working with adults at risk** - to ensure that systems are in place to safeguard adults at risk using their services
- **improving responses to abuse** - making it easier to report abuse; supporting and enabling adults at risk of abuse to recognise and prevent it; and access to a range of support services including places of safety
- **listening to the voice of people at risk of abuse** - we want people to feel they are listened to and most importantly, to feel safe. We need to learn from their experience and continually improve services
- **self protection strategies** - advice, information and training to help vulnerable people set up safeguards to decrease the risk of, and prevent abuse
- **supporting people arranging their own care (Personalisation)** - people understanding how to protect themselves and knowing where to get help to do this
- **access to the justice system** - working with the Police, the Crown Prosecution Service and the courts to ensure adults at risk get equal access to the justice system and to increase the number of prosecutions
- **working with perpetrators of abuse and those at risk of harming others** - identifying people at risk of abusing others and finding ways of preventing abuse
- **information collection about abuse** - using information to improve how we plan our work
- **a safeguarding adults charter mark** - recognising the achievement of safeguarding standards

Our action plan, which is underpinned by the priorities, has been agreed by the Safeguarding Adults Board. These are set out in Appendix 1.

The strategy will be reviewed in three years and new tasks identified throughout the delivery of this strategy will be included in annual plans.

WORKING IN PARTNERSHIP

This document is a result of a year-long project commissioned by the Safeguarding Adults Board. Led by a multi agency project group, it would not have been possible without the cooperation of local partner organisations and agencies, residents and visitors to the Borough, and importantly those who use services.

Producing this document has had a significant impact on raising awareness of the abuse of adults at risk. The consultation process was brought to the attention of hundreds of people through meetings, discussions, leaflets, questionnaires and other means of communication. This enabled the Board to set out a clear direction and focus that is based on the views of local people.

The Board is in no doubt that working in partnership is the only way to eliminate abuse and make our borough a safer place to live, work and do business.

APPENDIX 1: OUR ACTION PLAN

Tasks for year one have been identified. Target dates for all other tasks and new tasks identified, will be agreed by the Safeguarding Adults Board as part of the annual planning cycle.

A community awareness campaign - so that Enfield residents will be able to recognise, prevent and report abuse

- ❖ Articles about the prevention of abuse in a variety of publications and communication - year 1
- ❖ Host an Annual Safeguarding Awareness Week and poster campaign - year 1
- ❖ Article containing key information about abuse and how to prevent it in local educational clubs' and school newsletters Arrange school participation events to promote safeguarding adults and prevention of abuse
- ❖ Produce a regular Safeguarding Adults newsletter - year 1
- ❖ Set up a Safeguarding Adults website page on Enfield Council and partner websites - year 1
- ❖ Identify and use opportunities for using local radio stations to raise awareness of abuse and how to prevent it, including to reach different communities that make up the borough of Enfield
- ❖ Raise awareness of abuse within specific community groups e.g. black and minority ethnic community groups - year 1
 - Improve understanding of the prevalence of abuse and support required to different communities
- ❖ Produce a safeguarding adults protection card about keeping adults safe and reporting concerns - year 1
- ❖ Set up a programme of carer awareness events to (year 1):
 - Improve recognition and reporting of abuse of those they care for
 - Provide appropriate emergency advice and support for carers who may be at risk of abusing, as a result of the pressures of caring for somebody (as part of the development of a Carers Centre)
 - Increase carers' understanding of the possible consequences for people who abuse and the impact on the cared-for person
- ❖ Raise General Practitioners' awareness of abuse and of risk situations that could lead to someone perpetrating abuse - year 1

Standards for agencies and organisations working with adults at risk - to ensure that systems are in place to safeguard adults at risk using the services

- ❖ All partner organisations to have in place procedures that link into the multi-agency Safeguarding Adults Policy and Strategy including:
 - procedures for reporting alleged abuse incidents that interface with the multi agency procedure - - year 1
 - procedures for safe recruitment practices
 - procedures for managing risk that interface with multi agency arrangements e.g. Serious Untoward Incidents

- ❖ Produce safeguarding adults standards for partner organisations, which will be created and implemented by a working group of representatives from the Safeguarding Adults Board, the voluntary and independent sector, and Commissioners:
 - produce the Standards Tool - year 1
 - years 2 and ongoing – implement the standards across partner organisations and set up monitoring arrangements
- ❖ Partner organisations to develop quality assurance arrangements that promote a learning culture; lessons to be learnt from Safeguarding Adults practice and improvements to services - - year 1
- ❖ Safeguarding Adults is included in relevant plans e.g. service and business plans, commissioning and strategic plans - year 1 commence process
- ❖ Establish a joint Council and NHS Enfield Deprivation of Liberty Safeguards Office - year 1

Improving responses to abuse - making it easier to report abuse; supporting and enabling adults at risk of abuse to recognise and prevent it; and improving access to a range of support services including places of safety

- ❖ Improve the performance for responding to allegations of abuse and safeguarding protection plans, including (year 1):
 - alert to strategy agreements
 - safeguarding protection plans and risk management arrangements
 - safeguarding reviews – individual cases and audits
- ❖ Set up a safeguarding risk management process for identifying those at risk of abuse and those known to be at risk of abuse - year 1
- ❖ Provide and publicise a single safeguarding adults telephone number for reporting abuse - year 1
- ❖ Produce guidance for investigating allegations of financial abuse and its prevention - year 1
- ❖ Agree an annual training plan for staff and agencies, which includes raising awareness of, responding to and preventing abuse - year 1 and ongoing
- ❖ Develop places of safety as part of commissioning arrangements including:
 - as part of the Adult Placement Scheme
 - as part of the development of the commissioning arrangements and options
- ❖ Review the structures in place to support the work of the Safeguarding Adults Board and local arrangements, e.g. Board sub groups

Listening to the voice of people at risk of abuse - we want people to feel they are listened to and most importantly, to feel safe. We need to learn from your experience, as well as continually improving the service

- ❖ Further develop and implement quality assurance processes including:
 - outcomes for Safeguarding Adults work that are informed by people who use services - year 1
- ❖ Set up an organisational learning forum - year 1

- ❖ Set up a reference group of local people, those who use services and carers to inform operational and strategic safeguarding arrangements - year 1
- ❖ Expand the membership of the Safeguarding Adults Board to include local people/those who use services. Support arrangements to be available as required - year 1

Self protection strategies - advice, information and training to help vulnerable people set up safeguards to decrease the risk of, or prevent abuse

- ❖ Provide information and leaflets about self protection and preventing abuse - year 1
- ❖ Provide information and facilitated sessions about strategies for self protection at service user groups
- ❖ Provide awareness-raising sessions about the prevention of financial abuse, including signposting to further information and advice - year 1
- ❖ Produce guidance with, and for, banks and their customers about financial abuse and its prevention (reference to the Safeguarding Adults Charter Mark)

Supporting people arranging their own care (Personalisation) - people understanding how to protect themselves and knowing where to get help to do this

- ❖ Incorporate information and strategies for self protection throughout the assessment and care planning process - year 1
- ❖ Provide information about safeguarding and self protection for people arranging their own care e.g. leaflet and relevant policy information. To include arrangements regarding access to Criminal Records Bureau checks for care workers and personal assistants - year 1
- ❖ Awareness raising sessions with mixed groups of service users, carers and care workers/personal assistants
- ❖ Provide information about services (signposting) to support people arranging their own care to safeguard themselves from abuse - year 1

Access to the justice system - working with the Police, the Crown Prosecution Service and the courts to ensure adults at risk get equal access to the justice system and to increase the number of prosecutions

- ❖ Embed the new Metropolitan Police Safeguarding Adults Protocol in local policy and practice - year 1
- ❖ Set up a monitoring system for the above, including complex case discussion - year 1
- ❖ Joint training to be developed and provided for social workers and the Police Community Safety Unit - year 1
- ❖ New recruits to the Police Community Safety Unit to receive induction sessions about the local Safeguarding arrangements - year 1
- ❖ Information and access to police advocates and intermediaries to be made available to service users, as required - year 1

- ❖ Raise awareness of Safeguarding Adults arrangements and abuse with the Crown Prosecution Service

Working with perpetrators and those at risk of harming others - identifying people at risk of abusing others and finding ways of preventing abuse

- ❖ Raise awareness and produce guidance about the Independent Safeguarding Authority Scheme (ISA) so that referrals and checks are made as necessary - year 1
- ❖ Produce a risk tool to identify those that may be at risk of harming others
- ❖ Work with perpetrators and develop strategies to prevent further abuse:
 - In conjunction with the Community Services section of the Probation Service
 - As part of the Multi-Agency Public Protection Arrangements (MAPPA) and Multi-Agency Risk Assessment Conference (MARAC) process
 - By identifying and accessing available rehabilitation services

Information collection about abuse - using information to improve how we plan our work

- ❖ Ensure the local data collection system is consistent with the new national data set - year 1
- ❖ Agree an action plan (year 1) that will demonstrate how the data collection and use of data will be improved including:
 - data analysis to include the reporting of trends to inform the Safeguarding Strategy and Annual Action Plans
 - data collection arrangements in key partner organisations

A Safeguarding Adults Charter Mark - recognition for the achievement of agreed safeguarding standards, e.g. for businesses and community organisations

- ❖ Scope the project and agree the partners and organisations for the project group
- ❖ Identify the funding source for the project
- ❖ Design a charter mark symbol (safeguarding adults logo)
- ❖ Develop a range of standards that can be used within a variety of organisations, in order to achieve continuous improvement
- ❖ Agree and implement a marketing strategy and publicity for the charter mark so that the standards are widely publicised to organisations and the general public
- ❖ Design and set up monitoring systems to ensure compliance by those organisations taking part in the scheme

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