

COVER REPORT: KEY INFORMATION

1. Why has this policy been developed?

This policy addresses a Council-wide need for a coordinated, multi-agency approach for working with adults who hoard and self-neglect. Adults who hoard or self-neglect often face intervention or require support from different services within the Council and partner agencies because of the way hoarding and self-neglect impacts different areas like housing, environmental health, adult social care and mental health.

Different parts of the Council and partner agencies may be working with the same adult at the same time or at different points in time. Therefore, it is important that Council services and partners share information and work together, to ensure the adult gets the help they need and risks to the adult are minimised. The policy fills this gap by setting out a basis for sharing information and working together across the Council and partner agencies, in order to support an adult who hoards or self-neglects.

2. Research and Informing Policy Development

Safeguarding Adults Reviews (SARs)

The policy responds to the lessons learned from Safeguarding Adults Reviews.

Safeguarding Adults Reviews are required under Section 44 of the Care Act 2014. A Review must be arranged when an adult in the borough dies from abuse or neglect and there is concern that partner agencies could have worked more effectively to protect the adult. A review must also be arranged if the Safeguarding Adults Board (SAB) knows or suspects that an adult has not died but has experienced serious abuse or neglect.¹

An Enfield Review from March 2018 concluded that poor communication between agencies and boroughs led to increased risk of harm². Further research of Safeguarding Adult Reviews in Enfield and other local authorities identified a common theme from the recommendations: multi-agency working and information sharing is key to safeguarding adults and minimising the risk of harm. As a result, the policy is informed by the experience of previous cases concerning abuse or neglect (note hoarding is classified as self-neglect, which comes under the category for abuse and neglect for safeguarding purpose).

¹ <https://mylife.enfield.gov.uk/enfield-home-page/content/safeguarding/safeguarding-adults-board/>

² https://mylife.enfield.gov.uk/media/24719/sar-report_p_march-2018.pdf

The policy responds to SAR outcomes and recommendations by adopting a multi-agency approach to working with adults and setting out a clear process for sharing information, making referrals and involving agencies at the right time. The policy stresses that interventions or support offered to adults who hoard and self-neglect are not likely to succeed if there is not a consistent multi-agency approach and wrap around support from services. For example, the policy does not permit enforcement against adults, such as Public Health Act enforcement or breach of tenancy enforcement, without first sharing information with key services and agencies, and ensuring the adult has support. This will help to ensure any adult at risk of facing enforcement due to hoarding, is not at risk of further harm due to their vulnerabilities and gets the right help. Information sharing between services and agencies, as backed up by the policy, ensures all the relevant professionals are involved in giving the adult support.

The research conducted and used to inform the policy is set out below:

Council	Key outcomes and recommendations from Safeguarding Adults Review (SAR)
Enfield	<p>SAR P March 2018: https://mylife.enfield.gov.uk/media/24719/sar-report_p_march-2018.pdf</p> <ul style="list-style-type: none"> • Poor communication between agencies and boroughs led to increased risk of harm (p.22) • GP must be informed in order for GP to oversee the patient's health needs and make referrals or requests for assessments, services and treatment. When GP is out of the loop it results in disconnect between agencies and the patient misses treatment opportunities (p.21) • All professionals have a responsibility to report safeguarding concerns. This means anyone who comes into contact with an adult, regardless of whether they are housing environmental health or adult social care, must raise a concern with the adult if they suspect neglect, abuse or other vulnerabilities. • All professionals have a responsibility to report concerns. <p>SAR Ms K January 2017: https://mylife.enfield.gov.uk/media/24718/sar-report_ms-k_jan-2017.pdf</p> <ul style="list-style-type: none"> • Host multi-agency meetings when there is a risk as early as possible • Timely sharing of information to ensure swift and accurate risk assessments • Encourage partners to contact the police where a crime has been committed (neglect of vulnerable adult etc) • A timely and coordinated approach by partners can change the course of actions • All taken from pages 9-10 (Learning and Recommendations) <p>SAR Mrs X March 2016: https://mylife.enfield.gov.uk/media/24717/sar-report_mrs-x_march-2016.pdf</p> <ul style="list-style-type: none"> • Mental capacity should be considered at key stages where concerns are indicated (p.19) • Defined professional roles and responsibilities identified at early stage (p.19) • Significant events or changes discussed and entered correctly (p.19)
Tower Hamlets	<p>SAR Mrs A 2016: https://www.towerhamlets.gov.uk/Documents/Adult-care-services/Safeguarding-adults/SAR_Report_Mrs_A.pdf</p> <ul style="list-style-type: none"> • The Board should require the London Borough of Tower Hamlets to demonstrate that that they have made failsafe arrangements for ensuring that referrals to domiciliary care services have been received and acted upon. <p>SAR Mr K: https://www.towerhamlets.gov.uk/Documents/Adult-care-services/Safeguarding-adults/SAR_Mr_K_Executive_Summary.pdf</p> <ul style="list-style-type: none"> • Key partner agencies to consider setting up Community Multi-Agency Risk Assessment Conference (MARAC) arrangements. These would provide a forum for discussing and developing risk management plans for people who

	<p>are hard to help, including people who would not normally meet the threshold for care management services</p> <ul style="list-style-type: none"> • A need to ensure an understanding of the safeguarding implications of self-neglect and how to assess the associated risks. • Establish robust arrangements for assessing mental capacity especially in situations where capacity may fluctuate, and implications of risk are not fully understood. • The Board should use this case review to promote a better understanding of self-neglect, and how best to respond to it, across all partner agencies.
Waltham Forest	<p>SAR Mark June 2017: https://search3.openobjects.com/mediamanager/walthamforest/fsd/files/2017_09_12_sar_john_final.pdf</p> <ul style="list-style-type: none"> • Clear leadership is needed to steer multi-agency action (hence need for clear multi-agency protocol which says who leads on what and a clear leader that oversees this, i.e. SAB or dedicated Community MARAC leader) • What about when a resident is in a host authority? What is the expectation? • What if your Council itself is the host authority? What is the expectation?
Hackney	<p>SAR Mr GH 2016: https://hackney.gov.uk/chsab-sars</p> <ul style="list-style-type: none"> • While liaison between agencies routinely occurred over day-to-day matters, overall coherence and coordination of the agencies' various care plans was missing. • No one agency took a holistic overview of his situation leaving a vacuum that became increasingly apparent as Mr GH's health deteriorated. • There was no concerted approach to accommodating his changing needs speedily and effectively • He would have benefited from an "explicitly multidisciplinary approach" and a "lead agency to take a strategic lead on his care"

See more information on Enfield's SAR procedure here:

<https://mylife.enfield.gov.uk/enfield-home-page/content/safeguarding/safeguarding-adults-board/>

Existing Research and Guidance: Person-Centred Approaches and Multi-Agency Working

The policy is also informed by existing research and guidance for hoarding and self-neglect. Recent research emphasises the importance of adopting a person-centred approach when working with adults who hoard and self-neglect. A person-centred approach means working with the adult, including them in decision making and considering their wishes and feelings, rather than making decisions for them. The policy used the Local Government Association's Making Safeguarding Personal Outcomes Framework³ to explain what it means to adopt a person-centred approach and how the Council will adopt this approach when working with adults.

Data in Enfield

Data is recorded by Adult Social Care on the number of safeguarding cases. Safeguarding cases can be categorised as 'abuse' cases – and the data is divided into categories of abuse. Hoarding and self-neglect is a category of abuse, collected by Enfield Council's safeguarding data. Therefore, Council data is able to capture how many safeguarding cases a year are concerning hoarding and self-neglect.

In the year 2016-17, 105 cases of self-neglect and hoarding were recorded and in the year 2017-18, 214 cases of self-neglect and hoarding were reported.⁴

Adult social care have advised that in 2019, the number of hoarding cases has already surpassed the number of cases recorded over the total of previous years.

³ <https://www.local.gov.uk/sites/default/files/documents/msp-outcomes-framework-may-2018-framework.pdf>

⁴ This data can be found in the Enfield Safeguarding Adult Board Annual Reports from 2016-17 and 2017-18.

Type of abuse



645 (28.5%)	● Neglect and acts of omission	557 (33.3%)
343 (15.2%)	● Emotion/psychological	240 (14.3%)
303 (13.4%)	● Physical	262 (15.6%)
272 (12.0%)	● Financial/material	206 (12.3%)
214 (9.5%)	● Self-neglect or hoarding	105 (6.3%)
156 (6.9%)	● Domestic abuse	102 (6.1%)
141 (6.2%)	● Pressure Sores	0 (0.0%)
110 (4.9%)	● Organisational	129 (7.7%)
51 (2.3%)	● Sexual abuse or exploitation	39 (2.3%)
10 (0.4%)	● Discriminatory	14 (0.8%)
8 (0.4%)	● Hate crime or disability hate crime	13 (0.8%)
4 (0.2%)	● Modern slavery of human trafficking	1 (0.1%)
2 (0.1%)	● Honour-based violence	1 (0.1%)
1 (0.0%)	● Forced marriage	4 (0.2%)
0 (0.0%)	● Female genital mutilation	2 (0.1%)

**There can be multiple forms of abuse so numbers do not add up to total number of cases*

1. Consultation

We will consult with professionals, care providers and service users via a survey. The survey will ask professionals and care providers questions about the approach of the policy, to understand if the policy will enable professionals to adopt a multi-agency approach, work effectively with adults who hoard and is clear on where to refer to and when. It will also ask if anything is missing from the policy. The survey will ask service users what they think about the approach taken by the policy and whether it will help adults who hoard feel supported and improve ease of access to help and support from Council services and partner agencies.

2. Key actions for implementation

To support the application and success of this policy, training and communications both require implementation.

Training is required for all the Council departments that are involved with working with adults who hoard and self-neglect. Training needs to include service to service training, such as Environmental Health delivering training to Adult Social Care or Mental health about their role in working with hoarders and what powers they have – and vice versa. Adult Social Care have offered to deliver training about hoarding, what it is and how to work with adults who hoard and what support they need.

Communication is required to promote the policy and create awareness of what hoarding is. We aim to work with corporate communications and Adult Social Care to achieve this.

3. Performance

To review the policy and understand whether the policy has been implemented, the plan is to discuss with stakeholders about whether the policy has helped and if it has successfully supported a multi-agency, joint-working approach to working with adults who hoard and self-neglect. Engaging different stakeholders from the council and partner agencies is important as the main outcome of the policy is to ensure professionals are able to work with other services and agencies in order to provide the best outcome for adults who hoard and self-neglect. Furthermore, it will be an important opportunity for stakeholders to feedback on the process of adopting a multi-agency, joint-working approach.