



**NORWICH**  
City Council

Norwich City Council

# **Safeguarding adults policy and procedures**

**NOVEMBER 2013**

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## 1.0 Introduction

Norwich City Council recognises the serious effect that abuse can have on all residents. Abuse can occur irrespective of background and in different forms, from a spontaneous act of anger and frustration to systemic bullying. This document addresses the abuse of older or vulnerable people.

Norwich City Council acknowledges that it has a duty to protect residents from any form of abuse. This policy has drawn on a variety of local and national good practice.

Some of our residents may be especially vulnerable because of social, psychological or health reasons and we aim to protect these individuals as far as is possible from abuse.

### Purpose

This policy sets out to ensure that all allegations of abuse are recorded and investigated, and that procedures are in place to deal with them. It has been devised for all employees but recognises that some service areas have greater contact with vulnerable adults. This includes employees in sheltered housing and community alarm schemes, neighbourhood housing officers, and neighbourhood wardens. In addition services delivered by external organisations on behalf of the council are required to show how they work to these procedures and how they are compliant.

### Context

At present, there is no specific legislation relating to safeguarding adults. A wide range of legislation applicable to adults who may be vulnerable has been developed over a number of years, and these allow powers to act.

In November 2000 the Department of Health issued '**No Secrets**', statutory

guidance on developing policy and procedures to protect vulnerable people, whether living in the community or in a care setting. It requires all commissioners and providers of health and social services in collaboration with agencies from all sectors to work together in partnership to ensure that policies, procedures and practices are in place and implemented. It also recommends that this is done in consultation with service users, their carers and representative groups.

Click here for the '**No Secrets**' guidance.

The council commits to following the guiding principles as laid out in "No Secrets":

- actively work together within an interagency framework based on the guidance in "No Secrets"
- actively promote the empowerment and well being of vulnerable adults through the services they promote
- act in a way which supports the rights of the individual to lead an independent life based on self determination and personal choice
- recognise people who are unable to take their own decisions and /or protect themselves, their assets and their bodily integrity
- recognise that the right to self determination can involve risk and ensure that such risk is recognised and understood by all concerned and minimised whenever possible (there should be an open discussion between the individual and the agencies about the risks involved to her or him)
- ensure the safety of vulnerable adults by integrating strategies, policies and services relevant to abuse within the framework of the vulnerable adults' joint policy and operational procedures and other relevant legislation

- ensure that when the right to an independent lifestyle and choice is at risk the individual concerned receives or is guided towards appropriate help, including advice, protection and support from the relevant agencies
- ensure that the law and statutory requirements are known and used appropriately so that vulnerable adults receive the protection of the law and access to the judicial process.

## 2.0 Safeguarding policy statement

Norwich City Council has identified vulnerable adults at risk of abuse as a priority for action and is an active member of the Norfolk Safeguarding Adults Board (NSAB), working closely with relevant partners and agencies. In addition, the council has a representative who Chairs the County Community Safety Partnership (CCSP) and it holds active representation on the countywide Domestic Abuse and Sexual Violence Board (DASVB).

The work of the council is guided by the principles of best practice and the guidance provided by the NSAB, CCSP and DASVB. The policy reflects the role that other organisations play; in particular the statutory roles played by Norfolk County Council, Norfolk Constabulary and NHS Norfolk. On an operational level, Norwich City Council officers work closely with the Norfolk Multi Agency Safeguarding Hub (MASH) where appropriate, to ensure all relevant statutory and support partners are informed and in place to support vulnerable adults.

This policy will outline:

- how Norwich city council will respond to situations where vulnerable adults are at risk
- a common approach to monitoring and recording

- a co-ordinated approach to training
- accessible information to employees and the general public
- a designated senior manager to take responsibility for implementation and monitoring of internal policy and procedures and external representation in partnership bodies
- the commitment to an organisational culture which values good practice and good customer service.

## Equality and diversity

Norwich City Council is committed to fairness and equality for all regardless of colour, race, ethnicity, nationality, gender, sexual orientation, marriage or civil partnership status, disability, health, age, belief or religion, appearance, family circumstances, or criminal convictions. Our aim is to ensure that our policies and procedures do not create an unfair direct or indirect disadvantage for protected groups.

## 3.0 Abuse

### What is abuse?

Abuse is the violation of an individual's human and civil rights by any other person or persons (Department of Health 2000).

Abuse can be:

- intentional or unintentional
- active or passive
- part of a pattern of behaviour
- or a single incident.

### Types of abuse

This list is not exhaustive.

#### Physical abuse:

- Hitting, shaking, pushing, kicking, throwing, poisoning, burning or scalding, drowning, suffocating, punching, biting, deliberate burns, stabbing, strangulation, unnecessary or inappropriate restraint and other forms of assault.

- Medical mistreatment such as withholding or inappropriately altering or administering medication or other treatments, and fabricating the symptoms of, or deliberately inducing, illness.

### **Psychological or emotional abuse:**

Deprivation of social contact or deliberate isolation, overprotection and limitation of exploration and learning, being made to feel worthless or inadequate, humiliation, blaming, verbal abuse, lack of privacy or choice, use of coercion, using threats or fears to over-ride a person's wishes, treating an adult as if they were a child. It may involve serious bullying.

### **Neglect:**

- Lack of care, deprivation of necessary personal care, failure to protect from harm, failure to provide adequate food, clothing and shelter (including exclusion from home or abandonment), failure to provide access to appropriate medical care or treatment, removal of aids to daily living.
- For children it includes neglect of or unresponsiveness to a child's basic emotional needs. For vulnerable adults it includes failure to give information about sexual and reproductive health.

### **Sexual Abuse or exploitation:**

Involves forcing or enticing a vulnerable individual to take part in sexual activities including prostitution whether or not they are aware of what is happening. This may include non contact activities such as watching or producing online images, and watching sexual activities.

### **Financial abuse or exploitation:**

Stealing, theft of money or property, deceiving or manipulating a person out of money or property, withholding or misusing money or property, stripping

a person of their assets, exploitation of dependence for personal gain, misuse of benefits by others.

### **Discriminatory abuse:**

- Racist, sexist, or homophobic abuse, abuse relating to age, disability or illness.
- Acts or comments, including incitement to others to commit abuse.

### **Domestic abuse**

Domestic abuse is defined as any incident of threatening or coercive behaviour, violence or abuse (whether physical, sexual, emotional, psychological, financial or verbal) that occurs between parties where there is or was an intimate relationship.

It occurs across the whole of society regardless of age, gender, race, marital status, religion, sexual orientation, or whether they have a disability, and can occur in any type of relationship, such as marriage/civil partner, former marriage/civil partner, former/current boyfriend/girlfriend, family or former family members, extended family or former extended family members, including sibling to sibling and young person to parent and any form of cohabitation.

Domestic abuse can affect adults and children either from being abused, threats of being abused or from the impact of witnessing such abuse. Crimes committed in the name of 'honour', forced marriage and female genital mutilation are also considered acts of domestic abuse. Recent changes in domestic abuse law protect victims from aged 16 and incorporate the crimes of stalking.

Domestic abuse is rarely a one off incident and typically involves a pattern of abusive, persistent and controlling behaviour, where the perpetrator seeks power over the victim.

## 4.0 Promoting good practice

### What is safeguarding?

The term 'safeguarding' is used to describe:

- the provision of specialist services where harm or abuse has, or is suspected to have occurred
- other activities designed to promote adults' wellbeing and safeguard their rights.

In its broadest sense, safeguarding is everybody's business – the public, volunteers and professionals. By 'safeguarding' we mean at least four kinds of activity.

Prevention and raising awareness	To improve everyone's general wellbeing, and help communities 'look out for each other' and whether a member of the public, a professional or a volunteer, to know what to do if they think someone may be suffering harm or abuse.
Inclusion	Service providers need to identify and support people who are vulnerable to poor life circumstances and outcomes, and design activities which recognise this and are inclusive of vulnerable adults.
Personalised benefit and risk management	Specific actions to identify and help people protect themselves when they are suffering, or at risk of suffering harm or abuse. Helping people manage risks and benefits when organising or receiving adult social care services.
Specialist safeguarding services	Specific actions to make sure that people who may have experienced harm or abuse can protect themselves and are involved in decisions about their safeguarding. This will include specific support through advocates and inclusive processes, so that their best interests are pursued. It also ensures that justice is facilitated when vulnerable adults are the victims of crime.

### Norwich City Council responsibility

To confirm the council's commitment to safeguarding adults, there is a nominated elected member and corporate director leading and championing safeguarding. A senior manager acts as the senior designated officer.

City Council employees provide a safe working environment for each other, and for vulnerable adults when required to do so. This not only avoids allegations against employees, but also promotes a positive working environment.

It is recognised that not all employees will have contact with vulnerable adults as part of their roles. It is important that Norwich

The Norfolk Safeguarding Adults Board has developed the strapline "If in doubt shout it out" which is a useful approach.

If an abusive incident takes place within a Norwich City Council service and is concluded to be the result of poor practice, this may be dealt with in conjunction with Norfolk County Council as the lead authority for safeguarding adults. Norwich City Council and Norfolk County Council will decide whether to make a referral to the Police Adult Protection Unit, having considered the above issues.

## Safeguarding champions

Safeguarding champions have been identified in most services whose role is to:

- act as the service point of contact for guidance
- promote the welfare of adults
- ensure referrals are made to the housing service, even if only for monitoring purposes.

Safeguarding champions (see list on page 12) will have the appropriate support and training to implement this role and follow good practice guidelines.

## Training

Where relevant and appropriate employees will receive training in order to recognise and understand their individual responsibilities for ensuring the safeguarding of adults. The training will develop employee's ability to review their own best practice and:

- critically review council policies, procedures or practices which could potentially place adults at risk
- identify potential poor practice by others
- identify potential incidents and indicators of abuse or neglect
- provide a clear understanding of the procedures for reporting and discussing those concerns, and the support that the council will give to employees as a result.

Training for employees who work closely with potentially vulnerable adults or families will recognise their particular ability to identify where adults may be a risk.

## Code of conduct

The code of conduct exists to ensure that all employees adhere to principles and behaviour which demonstrates probity in our roles. This benefits us by:

- The development of an open and positive environment
- Poor practice to be identified
- Investigations to be carried out
- Disciplinary action to be taken if appropriate

Click [here](#) to view the Code of Conduct.

A social relationship developed during employment between an employee and vulnerable adult using council services is likely be considered inappropriate; where previous relationships are made known, managers will work to ensure that employees are appropriately placed to maintain professional boundaries. If employees have concerns about aspects of organisational practices which are not addressed by their line manager, there is a corporate whistle-blowing policy.

If you have concerns about the conduct of a fellow employee which you perceive as putting the safety, care or well-being of a vulnerable adult at risk, it is imperative that you act immediately, using the quick guide procedure on page 11.

Your concerns could relate to behaviour which you feel:

- constitutes abuse. This could be physical, mental or emotional harm and could also include inappropriate contact or conversations;

or

- result in a person being placed at risk (for example through dereliction of duty or other behaviour which undermines systems, procedures or other methods of working, put in place to contribute to a person's safety, care or wellbeing);

or

- may demonstrate a failure to understand or ability to carry out systems, procedures or other methods of working, put in place to contribute to a person's safety, care or wellbeing.

## Antisocial behaviour

Older people or people with disabilities may find that they are continually subjected to anti-social behaviour or hate crime, in public places or at home committed by strangers. The council is mindful of the lessons learned by the serious case review of 2008 by Leicestershire county council following the death of two individuals. Key areas highlighted include:

- the nature and impact of anti-social behaviour and hate crimes
- approaches to the support of vulnerable adults
- partnership working between agencies.

Council officers also have a role in recognising where reports of ASB – in particular regarding noise – may be an indicator of domestic abuse on a member of the alleged perpetrator's household.

It is very unlikely that one agency can deal effectively with a family in difficulty if working in isolation. Therefore it is critical that agencies share sufficient information with each other to allow for holistic,

multi-agency interventions in situations where families or individuals are vulnerable and under considerable pressure. At the heart of this is the basis by which agencies collaborate in carrying out their duties towards vulnerable people.

## 5.0 Working in partnership

### Inter-agency working

Norfolk Safeguarding Adults Board (NSAB) is made up of senior representatives from agencies in Norfolk who have regular contact with vulnerable adults and with delegated responsibility for safeguarding adults.

The role of the board is:

- to oversee the implementation and working of the safeguarding adults procedures, including publication, distribution and administration of the joint policy
- the management of inter agency organisational relationships to support and promote the implementation of procedures
- to make recommendations for revisions and changes necessary to the procedures

Norfolk County Council Community services have the lead responsibility for the co-ordination of investigating situations where vulnerable adults may be at risk of abuse. However, referrals may also be made to the Police. The Police will always assume the lead in any allegation involving a criminal offence. The County community safety partnership will be responsible for the implementation and co-ordination of domestic homicide reviews, where relevant, following any criminal investigation.



The city council will contribute to an adult serious case review where relevant at the request of and in liaison with the Norfolk Safeguarding Adults Board.

## Resources

Norfolk County Council Community services provide a variety of information and guidance in the Adult Protection section of the Norfolk County Council website. This includes on-line training resources (click on training) and a link to the social care information and learning services website (SCILS).

For further information on safeguarding adults, please review the multi agency arrangements by Norfolk county council:

Click here for Norfolk County Council's **Safeguarding Adults** information.

Click here for the Norfolk County Council **Safeguarding Adults policy**.

Click here for the Norfolk County Council **Safeguarding Adults procedure**.

Click here for the Norfolk County Council **Referrers checklist**.

## Confidentiality

Safeguarding vulnerable adults supersedes any inter agency confidentiality concerns. The following are some key points to consider when working with vulnerable adults:

- confidentiality is not absolutely guaranteed, and employees should be open and honest with vulnerable adults regarding its limitations.
- individuals should be made aware of the limits to confidentiality and the potential consequences of disclosure.

- where concerns are raised or allegations made regarding the partner or carer of the individual at risk, consultation with the designated officer on disclosing information to the partner or client is necessary.
- where an employee has a suspicion of significant harm (as defined earlier), vulnerable adult protection procedures as outlined throughout this document must be put in place.
- the limit to confidentiality is reached when significant harm is suspected or disclosed. At this point records must be kept and the relevant authorities notified.

## 6.0 Reporting procedures

If concerns are raised about abuse of a vulnerable adult either by information obtained or disclosure from the adults themselves, employees must prioritise the situation and respond immediately.

When there are concerns about abuse, the following procedure must be followed;

1. Alerting responsibility of Norwich City Council
2. Reporting responsibility of Norwich City Council
3. Investigating responsibility of Norfolk Constabulary or Norfolk County Council
4. Monitoring and reviewing responsibility of Norfolk Constabulary or Norfolk County Council

If the council becomes aware of abuse, or a suspicion of abuse, it will support the people affected. In each case, we will always respect the rights and wishes of the individual. Depending on how serious the issue is, we may involve other agencies, such as Norfolk County Council or the Police.

## Allegations of previous abuse

Allegations of abuse may be made some time after the event, for example by an adult who was abused as a child or by an employee who is still working with vulnerable adults. Where such an allegation is made, the procedures detailed above should be applied, and the matter reported to Norfolk County Council or the Police. This is because others may still be at risk.

## Allegations from third parties

All council contractors must adhere to the same principles and robust policies and have access to the council’s safeguarding adult’s policy and procedures.

While it is not the responsibility of employees to decide whether or not abuse is taking place, it is their responsibility to report concerns to the designated officer (or in their absence directly to the senior designated officer or Norfolk County Council) so the appropriate agencies can make enquiries and take any necessary action to protect the individual.

**Norwich City Council will review this policy and procedures on an annual basis.**

## NOTES

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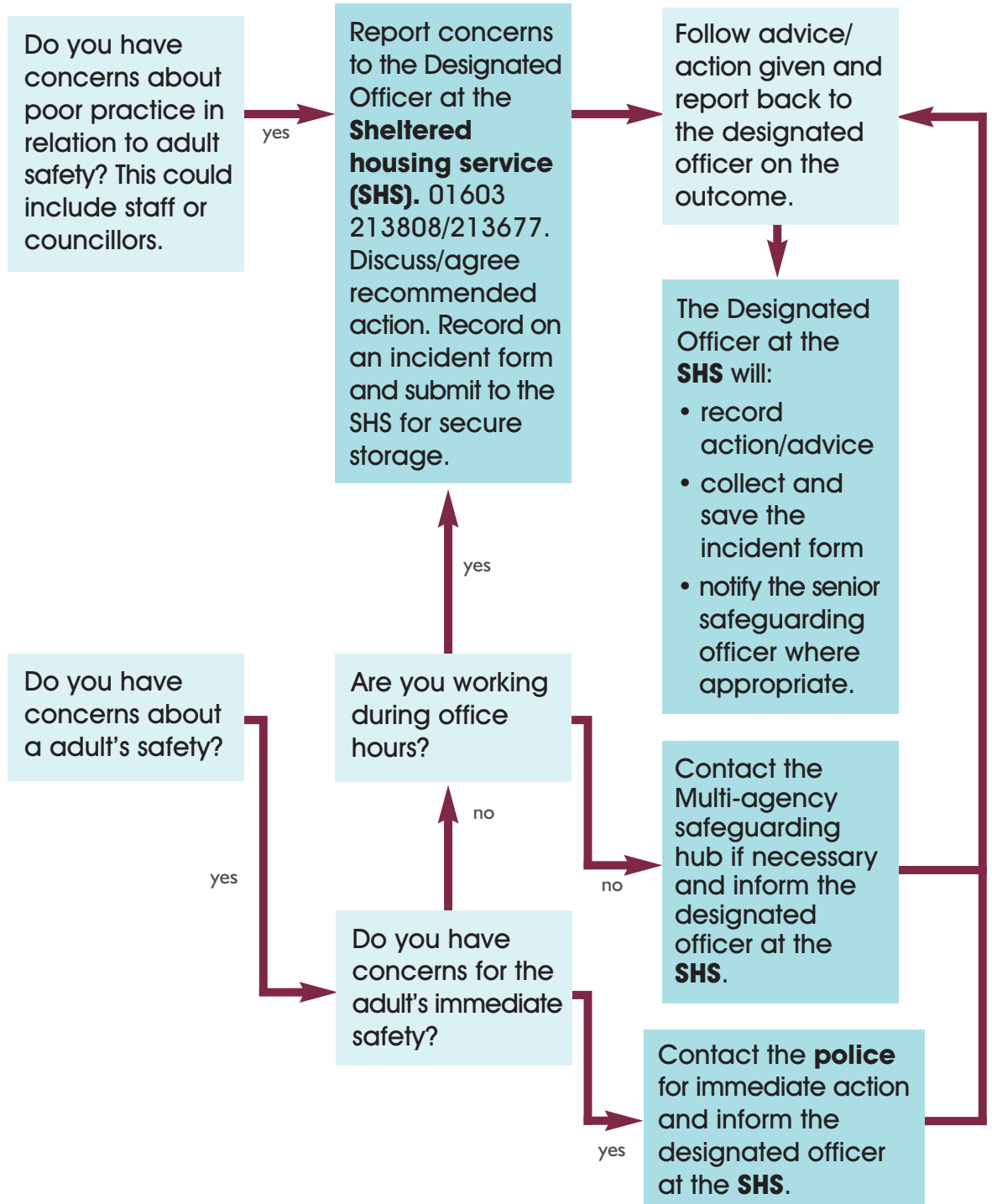
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## APPENDIX 1 – FLOW CHART FOR OFFICERS

### Quick guide to Norwich City Council safeguarding adults procedures



Police: **101** or emergency **999** ● Community Services/MASH: **0344 800 8020**  
 The sheltered housing service (SHS): **01603 213808/213677**

## APPENDIX 2 – SAFEGUARDING CHAMPIONS

Below are details of the safeguarding champions to contact with concerns about safeguarding adults.

Directorate		Safeguarding champions	
Customers, communications and culture	Name Role T: E:	Martine Holden Leisure and sports development manager • 01603 212114 martineholden@norwich.gov.uk	
Customers, communications and culture	Name Role T: E:	Helen Beeson Operations manager 01603 212128 helenbeeson@norwich.gov.uk	Dan Badham Customer contact manager 01603 212750 danbadham@norwich.gov.uk
	Name Role T: E:	Julia Medler Operations manager 01603 212791 juliamedler@norwich.gov.uk	Jo Sapsford Safer communities co-ordinator 01603 212130 josapsford@norwich.gov.uk
Strategy, people and democracy	Name Role T: E:	David Langston, HR business partner 01603 212934 davidlangston@norwich.gov.uk	Dawn Bradshaw Head of HR and learning 01603 212434 dawnbradshaw@norwich.gov.uk
Operations	Name Role  T: E:	Chris Haystead Housing options manager  01603 212936 chrishaystead@norwich.gov.uk	Carol Marney Property services manager NPS, Norwich 01603 213463 carolmarney@norwich.gov.uk
Operations	Name Role T: E:	Tracey Fordham Housing operations manager 01603 213581 traceyfordham@norwich.gov.uk	Paul Nicholson Neighbourhood manager 01603 213568 paulnicholson@norwich.gov.uk
Operations	Name Role T: E:	Simon Meek Open spaces manager 01603 212403 simonmeek@norwich.gov.uk	Kevin Ayers Strategic housing support team leader • 01603 212 341 kevinayers@norwich.gov.uk
Senior designated officer	Name Role T: E:	Nigel Andrews Tenancy support service manager 01603 212572 nigelandrews@norwich.gov.uk	Designated officer Tracey Harris Project manager (sheltered housing) 01603 213808 traceyharris@norwich.gov.uk
Senior safeguarding officer	Name Role  T: E:	<b>Bob Cronk,</b> <b>Head of local neighbourhood services</b> <b>01603 212373</b> <b>bobcronk@norwich.gov.uk</b>	Designated officer Julie Davis Team leader (sheltered housing support) 01603 213677 juliedavis@norwich.gov.uk



If you would like this information in another language or format such as large print, CD, audio cassette or Braille please call 0344 980 3333 or email [info@norwich.gov.uk](mailto:info@norwich.gov.uk)

Norwich City Council's Safeguarding adults policy and procedure



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