

NORTHERN IRELAND ADULT SAFEGUARDING PARTNERSHIP



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ANNUAL REPORT

1st April 2012 to 31st March 2013

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EXECUTIVE SUMMARY

This is the second Annual Report of the Northern Ireland Adult Safeguarding Partnership (NIASP), and covers the period 1 April 2012 to 31 March 2013.

Adult safeguarding is an emerging area of practice, which covers a wide range of activities. In 2012 – 13 NIASP adopted a Workplan which reflected the diverse group of agencies, organisations and individuals involved in adult safeguarding, and which set out a number of key priorities in each area. The Workplan was arranged around the following themes:

1. Leadership and Partnership Working;
2. Public Awareness and Prevention;
3. Access to Adult Safeguarding Services;
4. Effective Interventions;
5. The User Experience;
6. Training and Practice Development; and
7. Governance and Quality Assurance

While the majority of these objectives have been achieved, there are a number, for example the inclusion of adult safeguarding in the Electronic Care Record, which will be rolled over into next year.

In 2012 – 13, NIASP brought forward a number of initiatives aimed at preventing abuse of adults at risk. These focused primarily on awareness-raising among staff and members of the public so that the signs and symptoms of abuse are identified quickly and further abuse can be prevented, and on working at a strategic level to ensure that adult safeguarding and the prevention of abuse is included in local crime prevention and community development plans.

Adult safeguarding is a complex task which cuts across many organisational and professional boundaries. In 2012 – 13 NIASP

established positive partnerships with, amongst others, service users, the Department of Justice, the Police Service of Northern Ireland and the Regulation and Quality Improvement Authority.

NIASP produced guidance for practitioners in the form of the Handbook of General Legal Advice on Safeguarding Adults in Northern Ireland, and sought to support colleagues working in institutional care settings by the development of the Abuse in Care training DVD and supporting workbook.

NIASP also ran a number of successful events, including a conference to raise awareness of adult safeguarding for staff working in acute care settings, a seminar on the application of Family Group Conferencing to adult safeguarding and a workshop on financial abuse.

While NIASP took forward a number of successful initiatives in 2012 – 13, there are also a number of significant challenges which adult safeguarding must address in 2013 – 14.

Between 1 April 2012 and 31 March 2013 adult safeguarding services received a total of 5724 referrals. This is an increase of 2120 or 59% on referrals for the same period in 2011 – 12. In the coming year, NIASP will seek to find ways of responding to this increase in activity whilst maintaining the quality of current responses.

The absence of a regional policy statement on adult safeguarding continues to pose challenges for practitioners, particularly as general awareness of adult safeguarding continues to grow and as practitioners develop a more sophisticated understanding of abuse of adults at risk.

NIASP will seek to address these challenges in a measured and structured way. The Workplan for 2013 – 14 sets out a number of objectives for NIASP, accompanied by clear rationale which indicate who is responsible for leading the work as well as setting out the expected timescale for completion.

1. Introduction:

This is the second Annual Report of the Northern Ireland Adult Safeguarding Partnership (NIASP), and covers the period 1 April 2012 to 31 March 2013.

NIASP was established in September 2010 to:

“.. determine the strategy for safeguarding vulnerable adults, develop and disseminate guidance and operational policies and procedures, monitor trends and outcomes and monitor and evaluate the effectiveness of partnership arrangements” (Adult Safeguarding in Northern Ireland, 2010).

NIASP is made up of members from the main statutory, voluntary and community organisations involved in adult safeguarding work across the region, including representation from service providers. A full list of NIASP members is included in Appendix 1.

This report:-

- Addresses NIASP’s workplan for 2012 – 13;
- Highlights key activities in relation to prevention, protection and partnership working;
- Outlines significant achievements by NIASP in 2012 - 13;
- Presents an analysis of adult safeguarding activity in 2012 – 13;
- Highlights a number of challenges for 2013- 14; and
- Outlines a workplan for NIASP for 2013 -14.

2. Workplan for 2012 – 13:

Adult safeguarding is an emerging area of practice, which covers a wide range of activities and involves a diverse group of agencies, organisations and individuals. It is vitally important that there is clarity and agreement about key priorities and objectives, so that adult safeguarding resources can be deployed effectively and progress measured.

In 2012 – 13 NIASP adopted a Workplan to take forward the development of adult safeguarding services arranged around the following themes:

1. Leadership and Partnership Working;
2. Public Awareness and Prevention;
3. Access to Adult Safeguarding Services;
4. Effective Interventions;
5. The User Experience;
6. Training and Practice Development; and
7. Governance and Quality Assurance

Each theme was supported by a number of objectives, with associated target completion dates. Responsibility for taking forward each objective was given either to one of NIASP's Workstreams or the Regional Adult Safeguarding Officer. The Workplan was a central part of the agenda for each NIASP meeting, where progress reports were received from Workstream Leads and the Regional Adult Safeguarding Officer.

This section of the NIASP Annual Report indicates the progress made by NIASP in meeting those objectives as reported by the Workstream Lead or Regional Adult Safeguarding Officer. Where an objective has been fully or substantially completed, it is assigned a green status (●). When an objective has been partially achieved, it is

assigned an amber status (●). Red status (●) indicates that limited or no progress has been made in achieving the objective. Each objective is also accompanied by a brief comment outlining the nature of the progress made or providing an explanation for lack of progress. All red and amber status objectives have been rolled over into the Workplan for 2013 – 14.

Theme 1: Leadership and Partnership Working				
	Rationale:	Lead responsibility:	Status	Commentary
Review of workstream arrangements	NIASP will review the current structure of workstreams and working groups within both NIASP and Local Adult Safeguarding Partnerships (LASPs), and will bring forward proposals for the more efficient use of resources	Regional Adult Safeguarding Officer	●	Separate workstreams have been established to take forward User Engagement and Communication issues.
Integration with other regional strategies	NIASP will develop linkages with other public protection awareness-raising campaigns such as Domestic Violence,	Regional Adult Safeguarding Officer	●	NIASP is represented on the development groups for the regional Domestic and Sexual Violence Strategy and on the Community Safety Strategy Steering Group.

	<p>Sexual Violence and Human Trafficking strategies, to ensure that adult safeguarding is an integral part of such programmes</p>			<p>NIASP is also represented on the Organised Crime Task Force Immigration and Human Trafficking Sub-group and the NGO Engagement group for Human Trafficking, Chaired by the Department of Justice (DoJ).</p> <p>NIASP has also responded to a number of public protection consultations including:</p> <ul style="list-style-type: none"> • Community Impact Assessments; • PPS Draft Policy re the prosecution of cases of human trafficking; • Arrangements for the welfare and protection of victims of human trafficking; and • EU Directive on Human Trafficking
<p>Improvement of liaison arrangements between NIASP and RQIA</p>	<p>NIASP will work with the Regulation and Quality Improvement Authority (RQIA) to ensure that lines of communication between NIASP and RQIA are effective.</p>	<p>Regional Adult Safeguarding Officer</p>		<p>Regular meetings have taken place with RQIA. However, further work is required to consolidate communication channels and ensure that RQIA and NIASP work more effectively as partners in adult safeguarding.</p>

Theme 2: Public Awareness and Prevention				
Introduction of Safeguarding Impact Assessment Tool	The Screening Tool developed to assist organisations assess the impact of new policies or strategies on adult safeguarding will be rolled out to all NIASP partner organisations	NIASP Operational Policy and Procedures Workstream		The DHSSPS are currently in the process of developing a new regional policy for adult safeguarding in Northern Ireland. This work was due for completion in 2012 – 13, but, due to unforeseen circumstances the finalisation of this policy has been postponed. It is now scheduled for public consultation in December 2013. Introduction of the screening tool has paused pending the finalisation of the new policy by DHSSPS.
Provision of awareness raising information for front line staff	NIASP will develop and make available information and advice for individuals, families and carers on keeping safe and how to access adult safeguarding services when necessary	NIASP Communications Workstream		Information leaflets for staff developed and distributed. Leaflets for service users developed with assistance of users. Now published and distributed to Trusts for use as appropriate.

<p>Engaging with Community Safety Partnerships</p>	<p>NIASP and LASP Chairs will work with the emerging Police and Community Safety Partnerships to ensure that adult safeguarding issues are given appropriate consideration at a local level</p>	<p>LASP Chairs; Regional Adult Safeguarding Officer</p>		<p>Each LASP Chair has met with relevant Managers of the local Police and Community Safety Partnerships (PCSPs) The PCSPs are currently identifying local priorities and developing associated action plans. Further work is required to set out areas of joint working or overlap.</p>
<p>Engagement with Public Protection Arrangements for Northern Ireland (PPANI) and Multi Agency Risk Assessment Conferences (MARAC)</p>	<p>NIASP will continue to work with PPANI and MARAC structures to ensure that adult safeguarding contributes effectively to public protection arrangements in Northern Ireland</p>	<p>Regional Adult Safeguarding Officer</p>		<p>NIASP has undertaken an audit of the adult safeguarding contribution to the MARAC process. Proposals for a standardised approach and application of resources will be brought forward for consideration by NIASP.</p>

Theme 3: Access to Adult Safeguarding Services				
Introduction of role of Safeguarding Adults Manager (SAM)	NIASP will work with all partner organisations to ensure that each organisation has an identified Senior Manger designated as the organisation's Safeguarding Adults Manager (SAM)	NIASP Operational Policy and Procedures Workstream		Introduction of the role of SAM has paused pending the finalisation of the new policy by DHSSPS. This is now scheduled for public consultation in December 2013.
Ensure the Electronic Care Record (ECR) includes alerts in relation to adult safeguarding	NIASP will ensure that the ECR incorporates information from SOS CARE and PARIS and is able to identify adults at risk with an emerging pattern of attendance at Hospital Emergency Departments	NIASP Information Management Workstream		The inclusion of adult safeguarding information in the ECR requires staff to have a working knowledge of alerting signs and symptoms of potential abuse. Work has started on raising awareness of these issues with Hospital Emergency Department staff. Adult safeguarding is included in the ECR development schedule for 2013 – 14. This priority will be included in the NIASP workplan for 2013 – 14.

<p>Electronic Referral to adult safeguarding</p>	<p>NIASP will establish an easy-to-use, standardised electronic referral form for use by all partner organisations</p>	<p>NIASP Information Management Workstream</p>		<p>An electronic referral form which includes confidential client information requires access to a secure network and the development of Information Sharing Agreements with all partner organisations. Trust Adult Safeguarding Specialists now all have access to the Criminal Justice Secure Messaging Network system which allows for safe transmission of confidential information to and from colleagues in PSNI. Information sharing agreements in relation to MARAC processes and the Department of Agriculture and Rural Development (DARD) are nearing completion.</p> <p>This priority will be included in the workplan for 2013 – 14.</p>
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Theme 4: Effective Interventions				
<p>Ensure a corporate response to adult safeguarding referrals</p>	<p>NIASP will work with LASP Chairs to ensure that individuals who are referred to adult protection services but who do not match Programme of Care definitions receive an appropriate response and level of care and support.</p>	<p>NIASP Operational Policy and Procedures Workstream and LASP Chairs</p>		<p>Each LASP/Trust has arrangements in place to ensure that any adult at risk of harm (eg an adult victim of Human Trafficking) receives the appropriate intervention and level of support.</p>
<p>Review of the Protocol for Joint Investigation of Cases of Alleged or Suspected Cases of Abuse of Adults (2009)</p>	<p>Following the publication of the RQIA/CJINI joint review of the Protocol, NIASP, in partnership with RQIA, the PSNI and the Public Protection Service, will revise the Joint Protocol and ensure that it is relevant, up-to-date and fit for purpose.</p>	<p>NIASP Operational Policy and Procedures Workstream</p>		<p>Work on the revision of the Protocol was interrupted by service re-engineering and re-organisation within partner organisations. It has now resumed and is scheduled for completion in the autumn of 2013.</p>

Theme 5: The User Experience				
Establish a formal mechanism to enable NIASP to engage with Service Users	NIASP will bring forward proposals for effective engagement with users of adult safeguarding services	NIASP User Engagement Workstream		E-forum established with 20 members. Contributions have been sought in relation to the use of Family Group Conferencing and the draft Strategic Plan.
Theme 6: Training and Practice Development				
Development of a Regional Training Strategy for Adult Safeguarding	NIASP will develop and agree a menu of adult safeguarding training opportunities which will specify learning outcomes, core content and target groups to meet a range of identified training needs	NIASP Training Workstream		The NIASP Training Workstream has developed a strategic approach to training which outlines the different expectations of staff in the various roles and responsibilities they hold. The Training Strategy has been adopted by all NIASP member organisations.

Northern Ireland Adult Safeguarding Partnership

<p>Clarification and strengthening of NIASP Governance Arrangements</p>	<p>NIASP will develop and publish a governance scheme which will set out core responsibilities and accountability arrangements in relation to adult safeguarding for NIASP, LASPs and all partner organisations</p>	<p>NIASP Chair and Regional Adult Safeguarding Officer</p>		<p>This is not yet completed. In the interim, NIASP will act within the Governance Scheme of the HSCB and the governance arrangements outlined in Adult Safeguarding in Northern Ireland (2010).</p>
<p>Audit of safeguarding activity</p>	<p>NIASP will undertake an audit of the role and contribution of adult safeguarding within MARAC arrangements</p>	<p>Regional Adult Safeguarding Officer</p>		<p>This audit is nearly completed. NIASP will consider the findings in due course.</p>

3. Prevention Activity:

In the past, adult safeguarding has focused primarily on the investigation of allegations of abuse and the development of appropriate care and protection plans for individuals. However, it is vitally important that expertise and resources are directed towards preventing abuse occurring in the first place. Whilst most prevention activity will, by its very nature, take place on a local level, there are also a number of prevention activities that are require a regional approach.

Within adult safeguarding, prevention has two main strands:

- a) Awareness-raising among staff and members of the public so that the signs and symptoms of abuse are identified quickly and further abuse can be prevented.

In 2012 – 13 NIASP produced and distributed leaflets targeting staff reminding them of these signs and symptoms and prompting them in relation to the actions that they should take to prevent further abuse occurring. NIASP also published information leaflets for service users which clarify the different stages of an investigation and their participation in any investigation and care and protection plan.

- b) Working at a strategic level to ensure that adult safeguarding and the prevention of abuse is included in local crime prevention and community development plans.

NIASP is working with the Department of Justice (Community Safety Branch) to implement significant aspects of the Community Safety Strategy, including the development of local Police and Community Safety Partnerships (PCSPs) and responding to hate based crime, which includes crimes directed against people with disabilities. The PCSPs are also expected to address fear of crime amongst older people. These prevention activities are supported at an operational level by the Local Adult Safeguarding Partnerships.

4. Partnership Working:

Adult safeguarding is a complex task, and one that is not the sole responsibility of any one group of staff or agency. Effective safeguarding requires close and productive collaboration between a range of disciplines and organisations. These include the PSNI, the RQIA, Health and Social Care Trusts, the Social Security Agency (SSA), the DHSSPS and service users themselves.

In 2012 – 13, the following examples of partnership working made significant contributions to protecting adults at risk of harm:

a) Partnership with users:

NIASP's User Engagement Workstream has taken forward proposals to establish an effective online user E-Forum for individuals and organisations across Northern Ireland who have experience of, or an interest in, the development of adult safeguarding services. This is a virtual forum which builds on existing local and regional user engagement structures and facilitates meaningful two-way communication with as wide a range of community and user groups as possible. Membership is currently at 20 and to date members have been engaged in sharing their views and experiences of Family Group Conferencing as well as providing feedback on the content of the draft Adult Safeguarding Strategy.

b) Department of Justice:

In 2012 – 13 NIASP worked with the Department of Justice (DoJ) on a number of developments which will either have an immediate impact on adult safeguarding or have the potential to improve adult safeguarding over time. These initiatives include:

- Provision of Pre-trial Therapy: In January 2012 the Department of Justice (DoJ) and the Criminal Justice System Northern Ireland (CJSNI) jointly published "Achieving Best Evidence in Criminal Proceedings: Guidance on interviewing victims and witnesses, the use of special measures and the provision of pre-trial therapy" (ABE).

The guidance makes it clear that the best interests of the witness are paramount when deciding whether, and in what form, therapeutic help is given prior to any criminal trial. The clarity provided through this guidance has assisted practitioners as they have worked with victims of abuse in developing Care and Protection Plans.

- Introduction of Registered Intermediary Scheme: The Criminal Evidence (Northern Ireland) Order 1999, as amended by the Justice Act (Northern Ireland) 2011, made provision for a range of “Special Measures” for cases involving vulnerable and intimidated witnesses (including victims as well as witnesses for both the prosecution and defence) to give their best evidence in court. One of these special measures is the intermediary special measure (Article 17). Registered Intermediaries will help to make the criminal justice process accessible to some of the most vulnerable people in our society. In some cases a Registered Intermediary will be the difference between a victim or witness being able to testify or not. While the introduction of Registered Intermediaries into Northern Ireland will require some amendments to existing protocols for joint working with colleagues in criminal justice agencies, the availability of this service will undoubtedly improve access to justice for victims of abuse, neglect and /or exploitation.

- c) Police Service of Northern Ireland: The PSNI is a long standing partner in adult safeguarding and is central to the successful protection of adults at risk. While the majority of partnership and co-working activities are co-ordinated through the Public Protection Units of the PSNI, in 2012 – 13 NIASP also developed productive partnership arrangements with some of the more specialist police services such as the Serious Crime Task Force and fraud investigation teams.

- d) Regulation and Quality Improvement Authority: The RQIA plays a number of significant roles within adult safeguarding, including oversight of regulations and standards within regulated services

and facilities, assisting with adult safeguarding investigations and the audit and review of services. In 2012 – 13 NIASP worked with RQIA to review safeguarding arrangements in mental health and learning disability facilities. Work also started with RQIA on the development of a Human Rights-based approach to adult safeguarding and on understanding the nature and extent of financial abuse.

5. Protection:

The title “Protection” covers a diverse range of activity, including the development of Care and Protection Plans and working with individuals, their families and carers to reduce the risk of abuse recurring.

In 2011 – 12, NIASP continued the task of revising the Protocol for the Joint Investigation of Alleged and Suspected Cases of Abuse of Vulnerable Adults (2009). Work also continued on the development of a manual of Operational Policy and Procedures. Both these developments have the capacity significantly to improve adult safeguarding practice. However, it has proved challenging to progress both these substantial pieces of work in the absence of a regional policy statement on adult safeguarding.

NIASP worked with colleagues from Emergency Departments of local hospitals to develop an adult protection flowchart, which provides guidance to staff on how to respond to situations of suspected abuse, neglect and exploitation. It quickly became obvious that this work was relevant and applicable to a number of areas, including Domestic and Sexual Violence and Human Trafficking. After consultation with colleagues in these specialist areas, they were incorporated into the flowchart. The flowchart is currently being piloted within local Emergency Departments and will be evaluated in 2013 – 14.

NIASP is represented on the Immigration and Human Trafficking Sub-group of the Serious and Organised Crime Task Force. To date, adult safeguarding has responded to only one case of suspected trafficking of an adult. However, this is an extremely complex and growing area of work which requires significant investment of time from highly skilled practitioners.

In 2011 – 12 NIASP had identified Family Group Conferencing as an intervention which has the potential to assist individuals and their families to devise and implement a plan to keep an adult at risk safe from any further harm. In 2012 – 13, NIASP organised a workshop for practitioners that enabled them to better understand the principles of Family Group Conferences and also to consider whether it is applicable to “real life” situations.

6. Achievements:

In addition to working towards the completion of objectives contained in the Workplan for 2012 – 13, NIASP took forward the following initiatives:

- Handbook of General Legal Advice on Safeguarding Adults in Northern Ireland: Unlike other safeguarding services, there is no single piece of legislation to underpin adult safeguarding practice and to support decision making. Where necessary, practitioners make use of a wide range of legislation drawn from both civil and criminal practice.

To assist practitioners in this complex area, NIASP commissioned the Directorate of Legal Services of the Business Services Organisation to compile a “Handbook of General Legal Advice on Safeguarding Adults in Northern Ireland”. The Handbook was launched at an event on 14 May 2012. It was distributed widely and was also published on the Safeguarding Adults at Risk Information Hub (SAaRIH).

- Abuse in Care DVD: Staff employed in regulated services and facilities are working with some of the most vulnerable adults in our society. It is vital that they, and their employers, are fully aware of the signs and symptoms of abuse and know how to respond if they have a concern. In 2012 – 13 NIASP commissioned a small sub-group of the Training Workstream to work with colleagues in the independent sector to produce a training DVD for staff working in nursing and domiciliary care settings. The DVD is accompanied by suggestions for training sessions and a workbook for staff. The Abuse in Care DVD was formally launched on 14 May 2012.

- Adult Safeguarding in Acute Care Settings: On 13 November 2012, NIASP hosted a conference aimed at highlighting the role of colleagues working in acute care settings in adult safeguarding. The conference included contributions from the British Medical Association, Royal College of Nursing and representatives from acute services. Colleagues from the PSNI highlighted emerging challenges in relation to Human Trafficking. The conference provided an opportunity to launch the pilot phase of the flowchart to support safeguarding practice within Emergency Departments and successfully raised awareness of adult safeguarding within the acute sector. The conference was “live streamed” to the SAaRIH website, which allowed participants to review the presentations after the conference and also allowed those people who were unable to attend to access material from the speakers.
- Family Group Conferencing Workshop: A Family Group Conference (FGC) is a process in which families can be enabled to meet together, to find solutions to problems that they and the adult at risk are facing, within a professionally supportive framework. The FGC process involves all family members, friends and other adults who the family feel can contribute to making plans for the adult concerned. Whilst originating in services for children, FGC has the potential to support families, carers and adults at risk to ensure that that adult is protected and kept safe from further harm. A workshop was held on 25 February 2013 which was designed to allow adult safeguarding practitioners to explore how FGC might be applicable to adult safeguarding and identify any barriers to implementation.

Financial Abuse Workshop: In 2012 – 13 there was a significant increase in the number of referrals to adult safeguarding in relation to allegations or suspicions of financial abuse. These allegations range from petty theft through to concerns about the costing structures within specific services.

Financial abuse poses particular challenges for adult safeguarding as many of the concerns, such as disposal of assets or property,

sit outside the professional competences of adult safeguarding practitioners. Indeed, the means to address many of these concerns sit outside the Health and Social Care system. Dealing with allegations of financial abuse also requires careful and sensitive consideration of issues of capacity and consent.

On 8 March 2013, NIASP hosted a workshop on the topic of financial abuse. The workshop was attended by representatives from the banking sector, PSNI, the Office of Care and Protection, DLS/BSO, Health and Social Care Trusts and the independent and voluntary sector.

The workshop had two main goals; to assist the different organisations understand each other's contributions to the prevention and detection of financial abuse; and to identify the initial actions required to begin to tackle financial abuse. Taking forward these initial steps will be a key action for NIASP in 2013 – 14.

- Draft Strategic Plan for Adult Safeguarding (2013 – 18): NIASP has developed a draft Strategic Plan which sets out 7 broad themes and a number of associated objectives to improve adult safeguarding over the next 5 years.

The Strategic Plan is currently subject to a process of public consultation and the final version will be published in early autumn 2013.

7. Governance:

NIASP is currently subject to the governance arrangements within the HSCB and the requirements set out by the DHSSPS and NIO (now Department of Justice) in “Adult Safeguarding Arrangements in Northern Ireland (2010)”.

Work will continue in 2013 – 14 to develop a governance structure for NIASP which will also set out the necessary governance relationships with all partner organisations.

In order to progress the adult safeguarding agenda, NIASP has set up 5 Workstreams to address the following areas: Operational Policy and Procedures; Training and Staff Development; User Engagement; Communication and Information Management.

Each Workstream is Chaired by a member of NIASP who has the capacity to co-opt members to the Workstream as appropriate. The Chairs also provide regular updates on activity and progress towards achievements set out in the Annual Workplan at each NIASP meeting.

NIASP has also established a number of short-term working groups to address specific topics such as the development of practice guidance for staff working in Emergency Departments of acute hospitals. These working groups are also Chaired by members of NIASP.

The Regional Adult Safeguarding Officer (RASO), on behalf of NIASP, meets with the Chairs of the Local Adult Safeguarding Partnerships on a quarterly basis. This is an important opportunity to share learning and developments and to promote a standardised approach across Northern Ireland.

The RASO meets with Trust Adult Safeguarding Specialists on a monthly basis. In addition to sharing learning and ensuring standardisation of approaches, these meetings allow the RASO to monitor progress in relation to the NIASP annual objectives and to identify emerging trends and issues.

The LASPs, through the Health and Social Care Trusts, provide monthly returns on adult safeguarding activity to the HSCB and thence to the DHSSPS, as well as annual reports through the Delegated Statutory Functions processes.

In 2012 – 13, the RQIA conducted a “Review of Safeguarding of Children and Vulnerable Adults in Mental Health and Learning Disability Hospitals in Northern Ireland”. NIASP will work with colleagues in Children’s Services and the Health and Social Care Trusts to implement the recommendations contained within the overview report, and will establish a mechanism to ensure regular reports on progress are provided to the DHSSPS.

8. Activity Analysis:

This section of the NIASP Annual Report provides the key findings from the Safeguarding Vulnerable Adults (SVA) data collection for the period 1 April 2012 to 31 March 2013. This records safeguarding activity relating to adults at risk of harm or in need of protection aged 18 years or over.

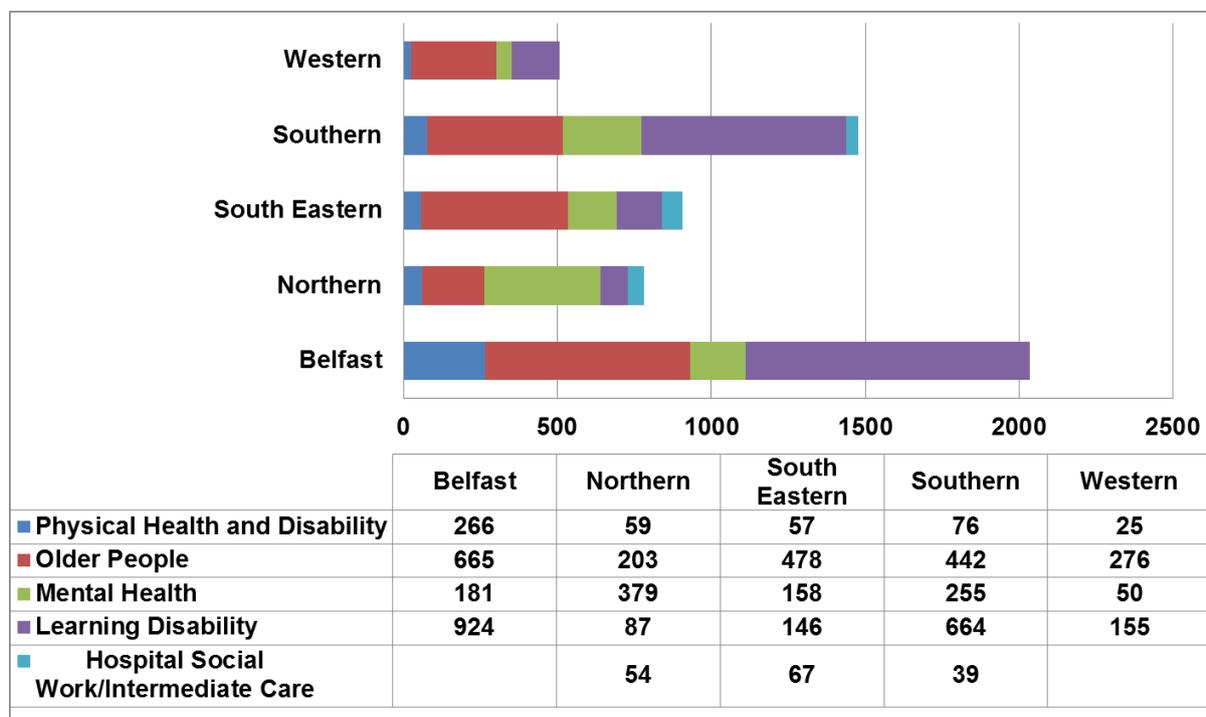
For the purposes of this return, an adult at risk or in need of protection is defined as

“a person aged 18 years or over who is, or may be, in need of community care services or is resident in a continuing care facility by reason of mental or other disability, age or illness, or who is or may be, unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation”.

Data for the SVA return is recorded by adult safeguarding teams within Health and Social Care Trusts. Data is returned to the HSCB on a monthly basis.

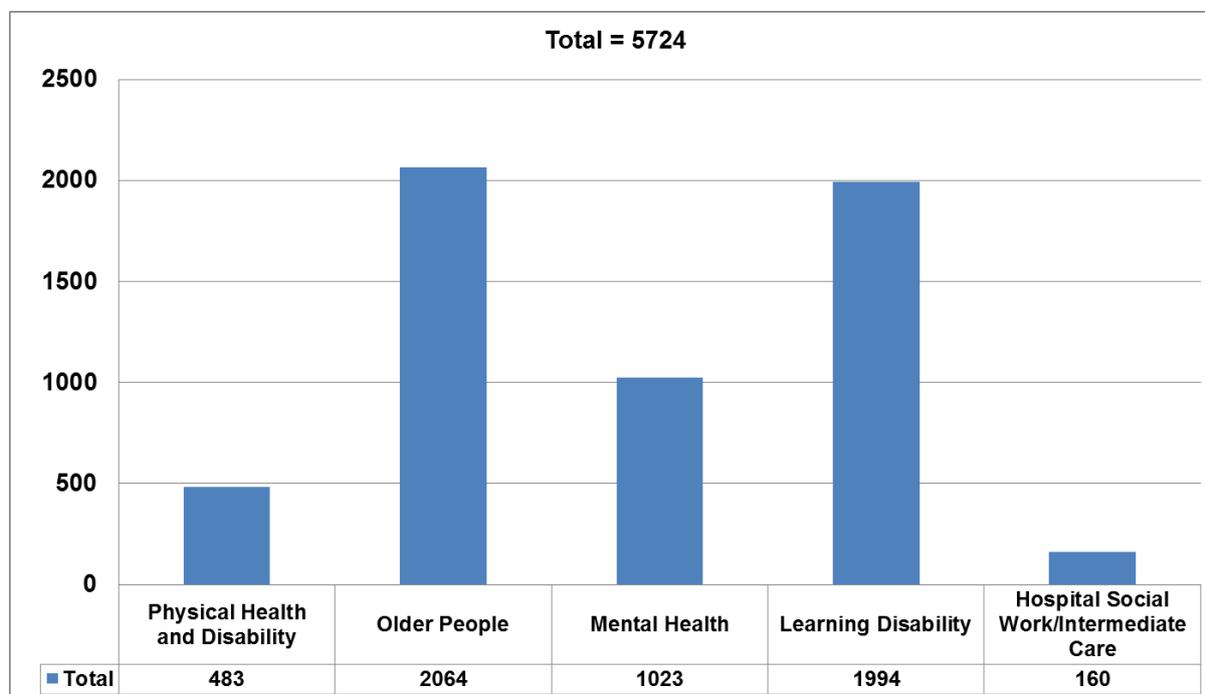
Between 1 April 2012 and 31 March 2013 adult safeguarding services received a total of **5724** referrals. This is an increase of 2120 or **59%** on referrals for the same period in 2011 – 12.

Adult Safeguarding Referrals 2012 – 13 By Trust and by Programme of Care (Total = 5724)



All Trusts reported significant increases in referral rates compared to 2011 – 12.

The majority of referrals (2054 or 36%) continue to be made to the Belfast Trust, with the Southern Trust receiving 1476 or 26% of the total referrals. While the Western Trust has the lowest number of referrals at 506 or 9% of the total, this still reflects an increase of 265 or 109% on the previous year.

Adult Safeguarding Referrals 2012 – 13**By Programme of Care**

A total of 2064 or 36% of referrals were made on behalf of older people. Given the size of the population of people over the age of 65 years, this is to be expected. However, prevalence research on the levels of abuse of older people suggests that the actual level of abuse is approximately 2% of the population or 5274 individuals. NIASP would, therefore expect to see further increases in the referral rate for older people.

1994 or 35% referrals originated in the Learning Disability Programme of Care. This represents approximately 23% of the population of adults with a learning disability, which is consistent with prevalence research in relation to the frequency with which adults with a learning disability are subjected to some form of physical abuse.

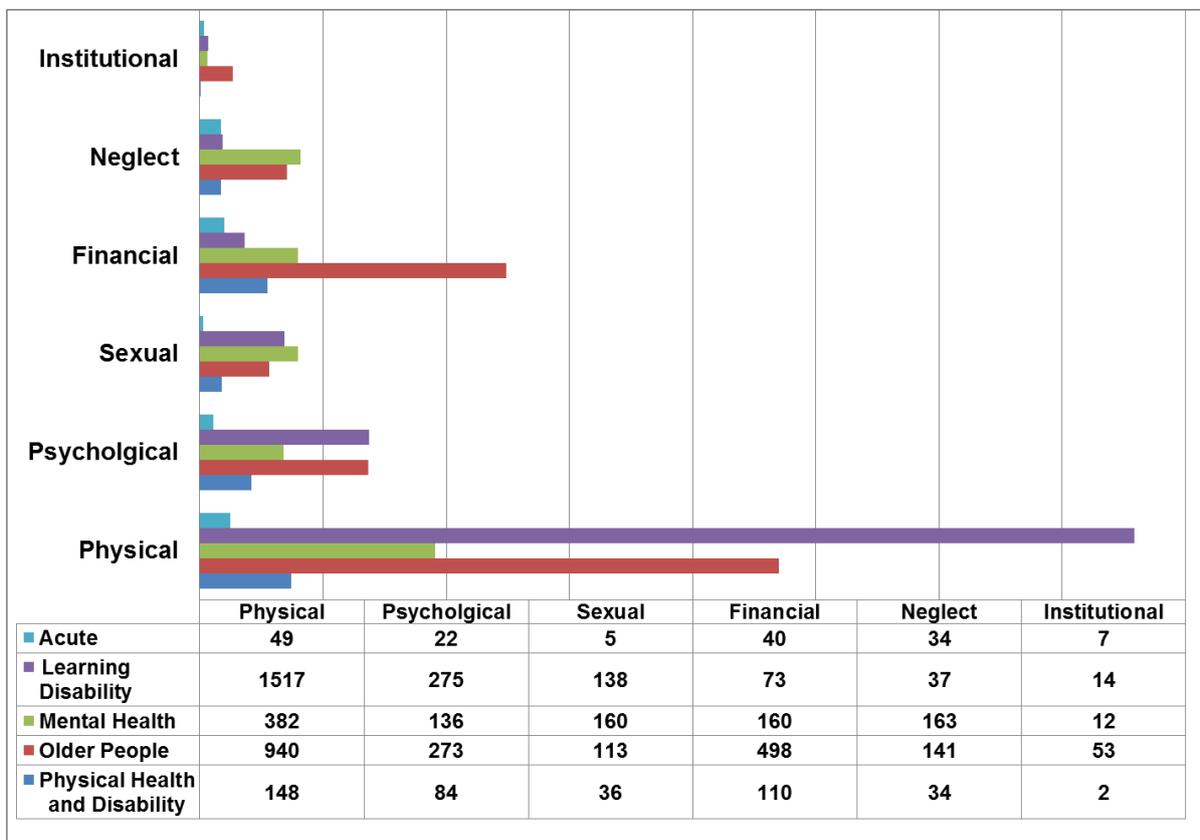
A total of 1023 referrals were received from the Mental Health Programme of Care. This equates to 18% of the total and is a significant increase on referrals from the previous year where just 432 referrals were made. While this increase is a positive indication of an increase in staff and service user awareness of adult safeguarding issues, it should be remembered that in at least one Trust, older people experiencing

some form of cognitive deterioration are included under the Mental Health rather than the Older People’s Programme of Care. This may have resulted in a slightly distorted picture of Programme of Care activity, although it does not affect the overall totals.

Referrals from the Physical Disability and Sensory Impairment Programme of Care increased by 235 or 95% compared to last year which reflects high levels of awareness raising activity by LASPs.

Referrals originating in the acute sector also rose significantly, increasing from 81 in 2011 – 12 to 160 in 2012 – 13. While this increase is to be welcomed, there remains a considerable amount of work to be done to ensure that all patients in acute care settings have access to safeguarding services.

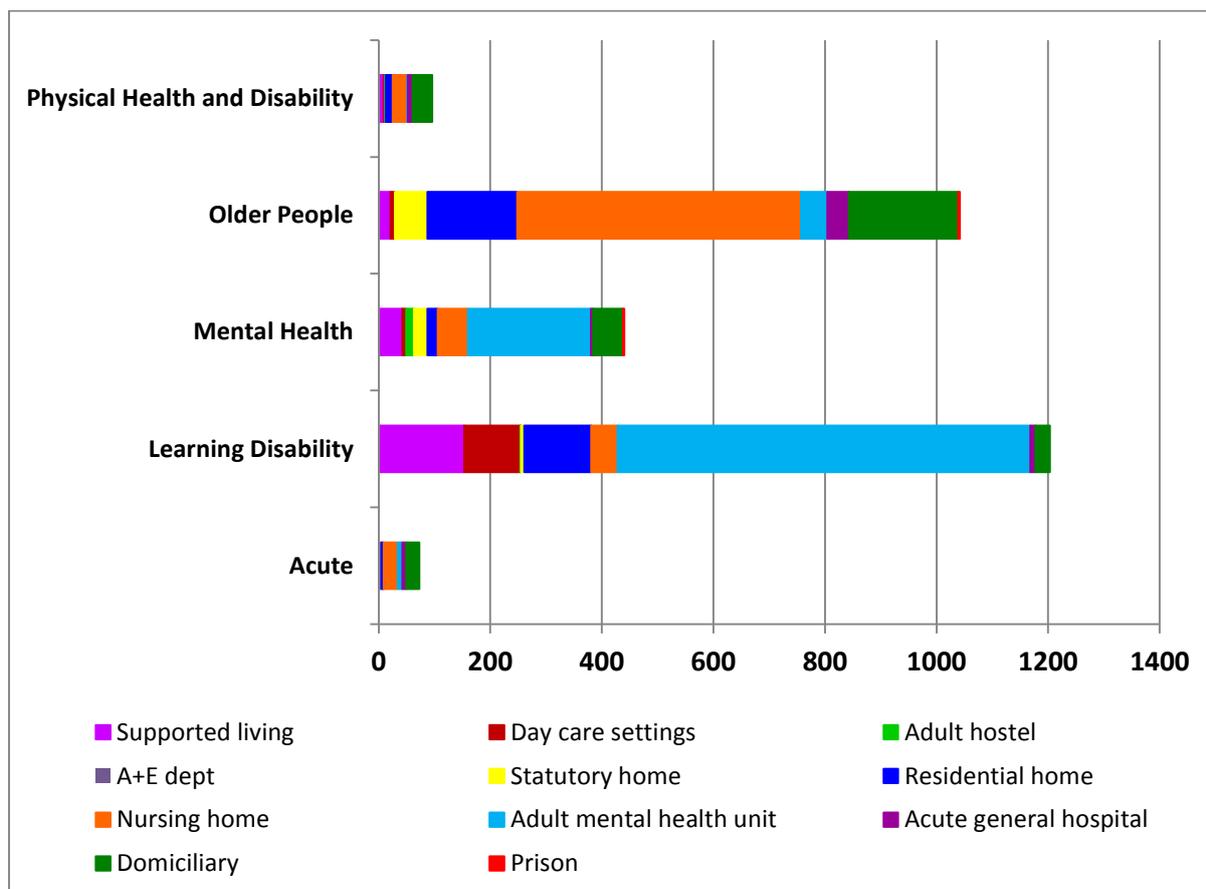
Adult Safeguarding Referrals 2012 – 13 By Category of Abuse and by Programme of Care



3036 or 53% of referrals concerned allegations or suspicions of physical abuse, with 881 or 15% relating to allegations of financial abuse. A further 790 or 14% of referrals referred to allegations of psychological or emotional abuse.

However the nature of the alleged abuse is not spread evenly across each Programme of Care. For example, the most common form of abuse experienced by people with a learning disability is physical abuse (1517 referrals), and the least common form of abuse is institutional abuse (14 referrals). In contrast, for the Older People’s Programme of Care, the most common form of alleged abuse was physical at 940 referrals, followed by financial abuse at 498 referrals.

New Investigations involving Regulated Facilities and Services By Programme of Care (Total = 2854)

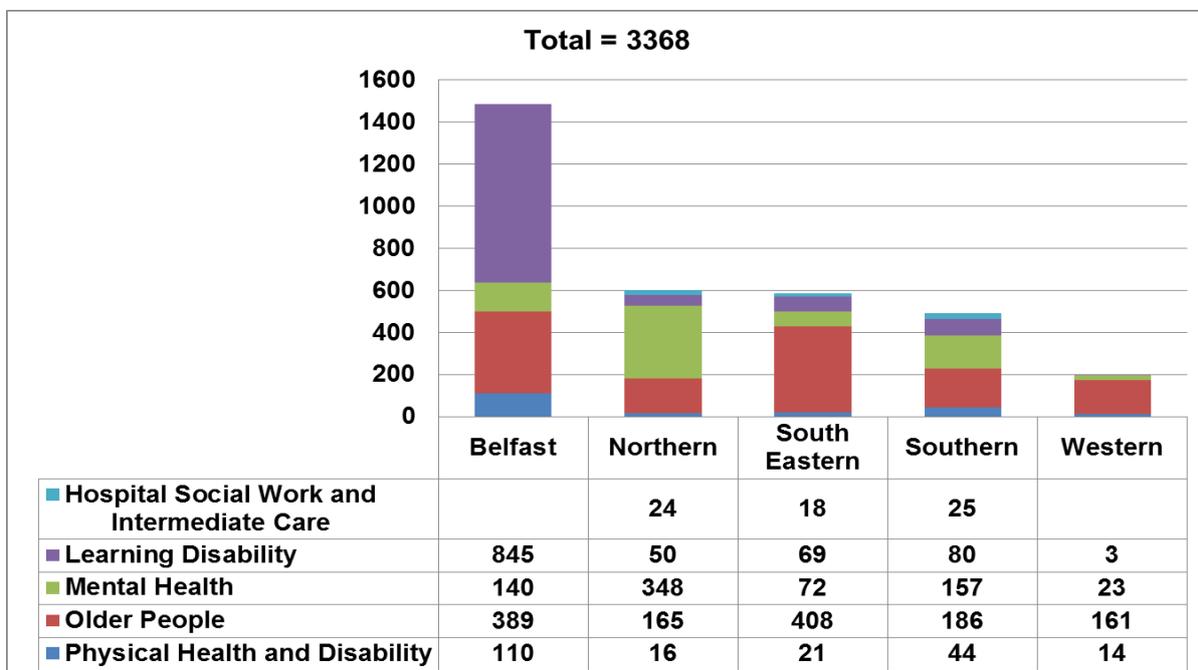


A total of 2854 referrals were received where the allegation or suspicion of abuse arose within a regulated facility or service. These referrals account for 50% of the total number of referrals received by adult safeguarding in 2012 - 13.

Of these referrals, 42 % or 1203 related to people with a learning disability. 36% or 1042 referrals were in relation to people over 65 years of age. 1016 or 35% of these referrals were in relation to acute mental health units, which includes specialist learning disability in-patient facilities. Adding together the categories of “Statutory Home”, “Residential Home” and “Nursing Home”, it becomes clear that 1067 or 37% of all referrals in relation to regulated services or facilities arose within institutional care settings.

Care and Protection Plans in Place on 31 March 2013

By Trust and by Programme of care

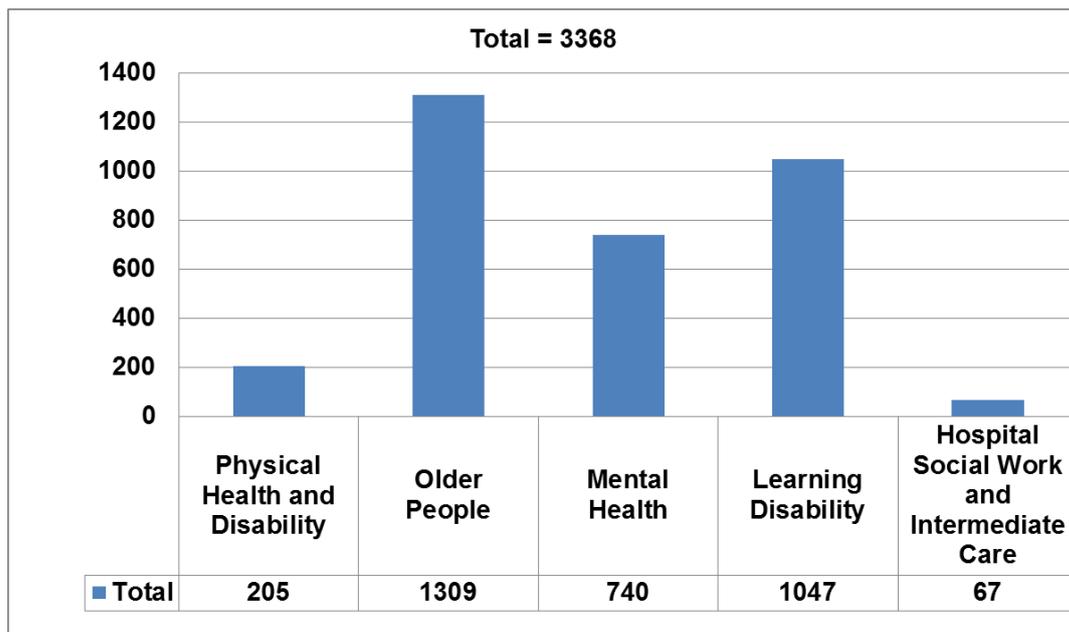


Care and Protection Plans are the steps taken by the Health and Social Care Trusts, in partnership with service users, to protect the service user

from either further harm or the very real likelihood of harm. A Care and Protection Plan is put in place from the very start of an adult safeguarding investigation and is subject to regular review and modification.

In 2012 – 13 the Trusts implemented a total of 3368 Care and Protection Plans. It should be noted that this figure reflects the number of plans in place on 31 March and not the total number of such plans put in place throughout the year. Further analysis is required with the Trusts to better understand the ratio of referrals to Care and Protection Plans regionally and within each Trust and to understand the variances where, for example the Southern Trust has only 492 Care and Protection Plans (33% of the total number of referrals received by the Trust), compared to 1484 or 72% of referrals within the Belfast Trust. This ratio varies from 77% of referrals in the Northern Trust to 33% in the Southern Trust. It is likely that this will be included on the NIASP audit programme for 2013 – 14.

Care and Protection Plans in place on 31 March 2013 By Programme of Care



Of the 3368 Care and Protection Plans in place on 31 March 2013, 1309 or 39% supported older people. This represents 63% of total referrals to adult safeguarding services.

There were 1047 or 31% of Care and Protection Plans in place for adults with a learning disability, representing 52% of all referrals.

Within the Mental Health Programme of Care, there were 740 or 22% of Care and Protection Plans in place and within Physical Disability there were 205 (6%) such Plans in place.

These ratios appear to reflect the different referral rates across the different Programmes of Care.

Programme for Government Commitments:

Programme for Government 2011 – 15 included a key commitment under Priority 3 to “introduce a package of measures aimed at improving outcomes for children and vulnerable adults”. One of the associated measures for this commitment is an increase in activity in relation to adult safeguarding, both in total and across the different Programmes of Care.

The data returns indicate that adult safeguarding services have exceeded the anticipated levels of activity in relation both to referrals and the number of Care and Protection Plans as follows:

REFERRAL ACTIVITY		
Programme of Care	Anticipated Activity Level 2012 - 13	Actual Activity Level 2012 - 13
Older People	1109	2064
Mental Health	261	1023
Learning Disability	437	1994
Physical Sensory Disability	226	483
Total	2033	5564

CARE AND PROTECTION PLANS IN PLACE ON 31 MARCH 2013		
Programme of Care	Anticipated Activity Level 2012 - 13	Actual Activity Level 2012 - 13
Older People	399	1309
Mental Health	320	740
Learning Disability	149	1047
Physical Sensory Disability	97	205
Total	665	3301

This is the third year running when Trusts have reported significant increases in adult safeguarding activity. Some of this increase can undoubtedly be attributed to an increased awareness of adult safeguarding issues in the general public and amongst practitioners, partly as a result of deliberate awareness raising activities such as the conference on adult safeguarding in acute care settings. Referrals following RQIA inspection visits have also increased.

However, a significant part of the increase in activity is directly attributable to the highly developed skills and expertise of Trust Adult Safeguarding Specialists, supported by knowledgeable and experienced LASP Chairs.

While there has been a significant increase in resources to allow Trust staff in particular to respond to a growing number of referrals, the adult safeguarding service is under pressure to respond to all referrals in a timely manner. This pressure is likely to increase as the number of referrals progresses towards the rate suggested by the available prevalence data. Responding to the increase in demand will require NIASP and the LASPs to continually review not only the level of investments available to adult safeguarding but also to review how those resources are deployed and to identify any structural or organisational changes that could free up resources to respond to referrals and implement Care and Protection plans.

9. Challenges:

In developing an Action Plan for 2013 – 14, NIASP must address a number of significant challenges. These include:

- Absence of a Regional Policy Statement on Adult Safeguarding:
The absence of a policy context continues to pose challenges to NIASP in the production of Operational Policy and Procedures and in taking forward some of the developing areas of adult safeguarding practice such as responding to Domestic and Sexual Violence or Human Trafficking and Forced Marriage.
The DHSSPS intends to have a draft regional policy statement on adult safeguarding ready for public consultation by December 2013. The proposed new policy will apply across a range of government departments including the Department of Justice, and will greatly assist the further development of safeguarding services.
- Growing understanding of adult safeguarding: Adult safeguarding is a relatively new area of specialist practice. Understanding the nature, extent and scope of safeguarding continues to grow, through research and experience. This poses a number of challenges both for practitioners and the structures and processes put in place to respond to allegations or suspicions of abuse. It is vital that practitioners are equipped with the most relevant and up-to-date skills required for their role.
NIASP will continue to work through the Training Workstream to enhance the skills and capacity of staff to respond to allegations of abuse. This will include prevention as well as investigative and protection activities.
- Serious Case Reviews: As an increasing number of adult safeguarding investigations meet the regional criteria for Serious Adverse Incidents, NIASP will seek to ensure that all relevant learning is identified and shared across all partner organisations. In England and Wales a system of conducting Serious Case Reviews (SCRs) has been set up to facilitate the identification of

all relevant learning and to disseminate that learning as effectively as possible.

In 2013 – 14 NIASP will test the usefulness of conducting SCRs in adult safeguarding in Northern Ireland. A pilot scheme will be set up at the conclusion of which an evaluation report will be submitted to NIASP and the DHSSPS which will make recommendations for future action.

- Increase in Referrals: Section 8 of this report outlined the activity levels within adult safeguarding and highlighted an overall increase of 59% in referrals on the previous year. This, coupled with a more sophisticated understanding of the nature and scope of the abuse of adults, continues to place significant additional demands on both specialist practitioners and core services.
Significant additional investment in 2013 – 14 will assist the HSC Trusts to respond appropriately to individual referrals. Each HSC Trust is also engaged in streamlining and simplifying their adult safeguarding arrangements. NIASP has a significant role in ensuring that these developments are implemented smoothly across the region and that there is a standardised response to all referrals or requests for assistance.
- Financial Abuse: In 2012 – 13 there was a significant increase in the number of referrals in relation to financial abuse. This varies from petty theft to misuse of significant levels of financial and other assets. Following the workshop on financial abuse, NIASP will take forward the initial actions arising from this event and other related initiatives on this topic from the DHSSP throughout 2013 – 14.

11. NIASP WORKPLAN 2013 – 14

The NIASP workplan for 2013 – 14 is organised around 7 core themes of:

- Leadership and Partnership Working;
- Public Awareness and Prevention;
- Access to Adult Safeguarding Services;
- Effective Interventions;
- The User Experience;
- Training and Practice Development and
- Governance and Quality Assurance.

It includes actions outstanding from the 2012 – 13 workplan and emerging issues which will require consideration in 2013 – 14.

The Workplan sets out the objectives NIASP wishes to achieve in the coming year, presents a rationale for each of those objectives, indicates who is responsible for leading the work and sets out the expected timescale for completion.

The Workplan will be a core component of every NIASP meeting, with each Workstream Lead and the Regional Adult Safeguarding Officer providing regular up-dates and reports on progress.

Theme 1: Leadership and Partnership Working:			
Objective:	Rationale:	Lead Responsibility:	Timescale for Completion:
Finalise and begin implementation of Regional Adult Safeguarding Strategic Plan	The consultation period for the Strategic Plan is due to finish at the end of June 2013. The final version of the Strategic Plan is due by September 2013, and implementation should begin immediately thereafter.	Regional Adult Safeguarding Officer	March 2014
Meet the commitments in relation to adult safeguarding for 2013 – 14 as set out in Programme for Government 2011 – 15.	PfG contains a number of commitments aimed at “improving safeguarding outcomes for children and vulnerable adults”. These include the development of a Strategic Plan and increased activity in relation to adult safeguarding.	Regional Adult Safeguarding Officer	March 2014
Work with local Police and Community Safety Partnerships (PCSPs) to ensure that adult safeguarding issues are given appropriate consideration at a local level.	LASP Chairs will work with local PCSPs to ensure that adult safeguarding issues are prioritised within local community safety strategies and plans.	LASP Chairs	March 2014

Improvement of liaison arrangements between RQIA and NIASP	NIASP will work with RQIA to ensure that lines of communication between NIASP and RQIA are effective and that adult safeguarding activities are taken forward in a collaborative, effective way.	Regional Adult Safeguarding Officer	March 2014
Finalise and complete public consultation on Operational Policies and Procedures	NIASP will produce operational guidance for practitioners that fully reflects the depth and scope of adult safeguarding activity.	NIASP Operational Policies and Procedures Workstream	March 2014
Theme 2: Public Awareness and Prevention			
Introduction of Safeguarding Impact Assessment Tool	The Screening Tool developed to assist organisations assess the impact of new policies or procedures on adult safeguarding, will be rolled out to all NIASP partner organisations.	NIASP Operational Policies and Procedures Workstream	March 2014
Consider and cost the use of social media such as Facebook and Twitter to communicate key messages in relation to keeping safe	NIASP will seek to find new and effective ways to communicate with actual and potential service users to ensure that their views opinions and suggestions are used to inform future developments.	NIASP Communications Workstream	March 2014

Theme 3: Access to Adult Safeguarding Services:			
Introduction of role of Safeguarding Adults Manager (SAM)	NIASP will work with all partner organisations to ensure that each organisation has an identified Senior Manager designated as the organisation's Safeguarding Adults Manager (SAM)	NIASP Operational Policies and Procedures Workstream	March 2014
Ensure the Electronic Care Record (ECR) includes alerts in relation to adult safeguarding.	NIASP will ensure that the ECR incorporates information from SOS CARE and PARIS and is able to identify adults at risk who have an emerging pattern of attendance at Emergency Departments	NIASP Information Management Workstream	March 2014
Develop an electronic referral form to adult safeguarding	NIASP will establish an easy-to-use, standardised electronic referral form for use by all partner organisations	NIASP Information Management Workstream	March 2014
Theme 4 Effective Interventions:			
Develop and begin implementation of an action plan to address financial abuse	Referrals to adult safeguarding where there is an allegation or suspicion of financial abuse continue to increase. NIASP will find ways to work effectively	Regional Adult Safeguarding Officer	March 2014

	with other key stakeholders in this area such as the Office of Care and Protection and Banks, to develop an appropriate and effective response to financial abuse.		
Review of the Protocol for the Joint Investigation of Cases of Alleged and Suspected Cases of Abuse of Adults.	NIASP, in partnership with the PSNI and RQIA, will revise the “Protocol for Joint Investigation of Cases of Alleged and Suspected Cases of Abuse of Vulnerable Adults” to ensure that it is relevant, up-to-date and fit for purpose.	NIASP Operational Policies and Procedures Workstream	March 2014
Work with groups of service users to evaluate at least one new or developing intervention eg the use of Non-molestation Orders in adult safeguarding cases.	NIASP will work with service users to assess the usefulness of Non-molestation Orders in adult safeguarding cases.	NIASP User Engagement Workstream	March 2014
Theme 5: The User Experience:			
Pilot and evaluate a project to introduce Serious Case Reviews (SCRs) into adult safeguarding.	NIASP will work with the DHSSPS to assess the usefulness of SCRs in adult safeguarding in Northern Ireland.	Regional Adult Safeguarding Officer	March 2014

Develop and implement an audit programme that includes qualitative measures of users experience of adult safeguarding	NAISP will identify a range of audit topics each of which will include service user feedback.	NIASP User Engagement Workstream	March 2014
Theme 6: Training and Practice Development:			
Review specialist training provision.	NIASP will conduct a review of the specialist training provided to support the “Protocol for Joint Investigation of Cases of Alleged and Suspected Cases of Abuse of Vulnerable Adults” to ensure that it is relevant, up-to-date and fit for purpose.	NIASP Training Workstream	March 2014
Theme 7: Governance and Quality Assurance:			
Clarify and strengthen NIASP governance arrangements.	Develop and publish a governance scheme which will set out core responsibilities and accountability arrangements in relation to adult safeguarding for NIASP, LASPs and all partner organisations.	Regional Adult Safeguarding Officer	March 2014

Appendix:

NIASP membership

NAME		ORGANISATION
Aidan Gordon	Social Work	Western HSC Trust
Alison Conroy	Criminal Justice Department	PSNI
Anne McAllister	Professional Officer	NIASW
Anne Donaghy	Chief Executive	Ballymena Borough Council
Audrey Allen	Area Manager	AMH New Horizons
Brendan Forde	AHP Consultant	PHA
Christine Best	Chief Executive	Crossroads
Colum McQuillan	Assistant Director	NIHE
Desmond Lowry	RCN Officer	RCN
Eleanor Ross	Nurse Consultant	PHA
Helen Ferguson	Director	Carers NI
Hugh Hamill	Assistant Director	PBNI
Irene Sloan	Director of Care	Praxis Care
Janet Montgomery	Director	IHCP
Jennifer Irwin	Human Resources Manager	Crossroads
Judith Jamison	Director of People and Quality	Extra Care
Kevin Keenan	Assistant Director	Social Care & Children's Directorate
Linda Robinson	Director of Care Services	Age NI
Lindsay Conway	Director of Social Services	Presbyterian Church in Ireland
Maire Grattan	Acting Chief Executive	Cause
Maria Dowds	Medical Adviser	Southern Health & Social Care
Marie Heaney	Co-Director of Older People & Physical Disability Services	Belfast Health Trust
Miceal Crilly	Assistant Director Physical and Sensory Disability	SHSCT

NAME		ORGANISATION
Michael Kelly	Assistant Director	SSA
Noelle Barton	Assistant Director, MHOPS	NHSCT
Paul Darragh	Consultant in Public Health Agency	HSCB
Pauline Brown	Senior Services Manager	Red Cross
Rosemary Magill	Area Manager	Women's Aid
Roslyn Dougherty	Assistant Director	South Eastern Health & Social Care Board
Sarah Browne	Assistant Director of Older People Services	SEHSCT
Steve Compton	Chairman	Action on Elder Abuse
Susan Reid	CEO	Victim Support Northern Ireland
Veronica Gray	Safeguarding Manager	Volunteer Now