Making Safeguarding Personal

What might 'good' look like for those working in the housing sector?

Contents

1 Introduction

The housing sector plays a critical part in safeguarding adults, both on the front line and at a strategic level, as partners on safeguarding adults boards. It aims to support housing commissioners and providers to make safeguarding personal.

This resource is part of a suite of resources to support safeguarding adults boards and partners to develop and promote Making Safeguarding Personal. These resources describe what 'good' might look like in Making Safeguarding Personal and promote ownership of this agenda within and across all organisations. References to the full suite of resources is available in the resources section below.

What is Making Safeguarding Personal?

Making Safeguarding Personal sits firmly within the Department of Health's Care and Support Statutory Guidance, as revised in 2017. It means adult safeguarding:

- is person-led
- is outcome-focused
- engages the person and enhances involvement, choice and control
- improves quality of life, wellbeing and safety (paragraph 14.15).[1]

Making Safeguarding Personal must not simply be seen in the context of a formal safeguarding enquiry (Care Act, 2014, Section 42 enquiry[2]), but also in the whole spectrum of activity.

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1   Department of Health (2017) Care and Support Statutory Guidance

2   An enquiry is any action that is taken (or instigated) by a local authority, under Section 42 of the Care Act 2014, in response to indications of abuse or neglect in relation to an adult with care and support needs who is at risk and is unable to protect themselves because of those needs.

2 Summary

This summary sets out the headlines of what should be developed and worked on by the housing sector – the essential steps – to make safeguarding personal. These essential steps are expanded on throughout the main body of the resource in section 4 (with suggestions for how and why these steps should be achieved).

A core message running through this resource, is that these steps are already integral to core business in the housing sector. They are not new or additional work; they are priorities and principles, within existing housing policy and guidance that need to be applied consistently in generic front line practice.

The following are essential steps in developing Making Safeguarding Personal for the housing sector:

Leading Making Safeguarding Personal

Step 1: Evidence strong housing leadership of Making Safeguarding Personal

Establishing and developing Making Safeguarding Personal as a core objective within the commissioning and provision of housing services, recognising it as core business.

Step 2: Promote and model the culture shift required for Making Safeguarding Personal

The culture and values of housing organisations are clear and transparent. They are reflected consistently in housing strategies and policies and support housing staff in delivering on expectations set out in guidance and training.

Step 3: Define core principles for strategy and practice[3]

The six statutory safeguarding principles

3 Core principles for safeguarding adults are central to success in Making Safeguarding Personal. These are familiar to boards and organisations. For ease of cross reference, they are set out in Appendix 2: 'Core principles for safeguarding adults in support of Making Safeguarding Personal.'

are defined as core to Making Safeguarding Personal and there is an emphasis on wellbeing alongside safety. These principles are made clear to all housing staff as well as contractors (such as for repairs, buildings management and gas services).

Supporting and developing the workforce

Step 4: Promote and support housing workplace and workforce development

Deliver and seek assurance on baseline standards that can contribute to Making Safeguarding Personal (including in respect of staff: recruitment, supervision, induction and development). Ensure that workplace values support staff in this. Make sure that there is a range of support and information for staff.

Step 5: Make sure that staff are aware of and respond to the requirements of the Mental Capacity Act (MCA) (2005)

Recognise its significance as empowering legislation that supports Making Safeguarding Personal.

Early intervention, prevention and engaging with people:

Step 6: Ensure there is a clear focus on prevention and early intervention

The Making Safeguarding Personal approach applies in prevention as well as to responses to abuse and neglect. Prevention and early intervention requires empowering both staff (housing staff and contactors) and people living in communities to recognise the potential for abuse or neglect and to raise concerns.

Step 7: Engaging with and including people who use services so that housing services are influenced by the people who use them, both in the way in which they are delivered and at a strategic and policy level.[4] Support responds to the issues that people have themselves identified. Engagement supports people's resilience.

Engaging across organisations in Making Safeguarding Personal

Step 8: Engage with the range of partners to support gaining a full understanding of the individual and their context; working together to achieve the outcomes people want.

Section 4 provides examples of current practice that support and illustrate these steps under the above headings (steps 1-8).

4   Detailed ideas and support for engagement at a strategic and policy level is offered in 'A resource for safeguarding adults boards to support increased involvement of people who may be in need of safeguarding support', which is part of this suite of resources (see section 6)

3. The current context

The statutory context for Making Safeguarding Personal

Making Safeguarding Personal is important for the housing sector because it supports best practice in safeguarding adults and helps put statutory responsibilities into practice, from: the Human Rights Act (1998); the Mental Capacity Act (2005), and the Care Act (2014). It offers support in carrying out requirements to work in partnership in both prevention and responses to safeguarding issues, in a way that engages with individuals about the outcomes they want, with an emphasis on wellbeing as well as safety.

The Care and Support Statutory Guidance (Department of Health, 2017) supports implementation of the Care Act. It sets out the range of responsibilities and priorities relevant for Making Safeguarding Personal. The table in Appendix 1 is helpful in defining the housing role. It provides a summary of priorities and expectations of all organisations and Safeguarding Adults Boards, drawn from the statutory guidance. The table sets this alongside learning from the evaluations of the national Making Safeguarding Personal programmes (Lawson et al, 2014)[5]; (Pike and Walsh, 2015)[6]; (Cooper et al, 2016)[7]. This resource draws on these evaluations.

Housing commissioners have a leadership role in encouraging development of Making Safeguarding Personal, leading discussions with providers about how best to achieve effective outcomes in preventing and responding to abuse and neglect. Providers must develop housing staff, supporting them in prevention as well as responses that get alongside people to understand and respond to what is important to them. Housing staff are supported to do this within workplace cultures that align with core principles set out in the statutory guidance in respect of Making Safeguarding Personal.

This resource signposts to sources of advice on fundamental principles for safeguarding adults which underpin Making Safeguarding Personal that are relevant for the housing sector. Appendix 2 highlights what these principles mean in practice.

Extracts from the statutory guidance that specifically refer to and apply to the housing role in Making Safeguarding Personal are reproduced in Appendix 3.

Essential steps for Making Safeguarding Personal are set out below. These steps underline that development of Making Safeguarding Personal is not simply about a focus on personalised front line practice. It requires a whole system approach across and within organisations. This resource sets out steps towards achieving this within existing housing frameworks.

"A shift in focus from process to people involves fundamental cultural and organisational change. It is not simply a question of changing individual practice, but the context in which that practice takes place and can flourish… Many [organisations] believe that skills development for practitioners will ultimately form part of a wider strategy for safeguarding, risk enablement and...practice as a whole."

(Lawson et al, 2014)

5   Lawson J; Lewis, S; Williams, C; (2014) Making Safeguarding Personal 2013/14; summary of findings; LGA/ADAS

6   Pike, L; Walsh, J (2015) Making Safeguarding Personal Evaluation; Local Government Association, LGA

7   Cooper, A; Briggs, M; Lawson, J; Hodson, B; Wilson, M; (July 2016) Making Safeguarding Personal Temperature Check, Association of Directors of Adult Social Services, ADASS

Links to existing housing best practice and guidance

This resource describes the above essential steps for Making Safeguarding Personal, drawing on existing literature in housing and safeguarding[8] from the Housing and Safeguarding Adults Alliance website.[9] This website offers a self-assessment tool for housing organisations (reproduced in Appendix 4), which already contains some of the essential steps for Making Safeguarding Personal set out below. The website also includes a helpful guide on promoting good adult safeguarding (published by the Chartered Institute for Housing, March 2015)[10]. That guide raises a range of issues pertinent to Making Safeguarding Personal, along with illustrative case studies. Some of these are included in section 4.

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8   In particular, the resource draws on the significant contribution of Imogen Parry to housing and safeguarding

9   www.housinglin.org.uk/Topics/type/Adult-safeguarding-and-housing/

10 www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/How_to_promote_good_adult_safeguarding_practice.pdf

4. Developing Making Safeguarding Personal

This section sets out and expands on why and how the essential steps (1-8) summarised above should be developed in practice by the housing sector.

Leading Making Safeguarding Personal

Step 1. Evidence strong housing leadership

Establishing and developing Making Safeguarding Personal as a core objective within the commissioning and provision of housing services.

- Be clear about statutory responsibilities in respect of safeguarding adults for housing and what needs to be included in housing contracts, specifications, policies and staff development resources, with reference to the statutory guidance. Extracts from the statutory guidance in relation to housing and safeguarding adults are set out in Appendix 3. Appendix 1 offers broad advice on statutory responsibilities and evidence based practice in relation to Making Safeguarding Personal.

- Connect with the local safeguarding adults board which has a leadership role in developing this agenda.

- Use the summary of essential steps for Making Safeguarding Personal, set out above, as well as statutory responsibilities set out in Appendix 1 to enhance the safeguarding self-assessment tool available on the Housing and Safeguarding Adults Alliance website11 (and reproduced in Appendix 4).

- Senior housing managers act as role models, actively championing and raising the profile of responsibilities in Making Safeguarding Personal as core business.

Step 2. Promote and model the culture shift required for Making Safeguarding Personal.

The culture and values of housing organisations are clear and transparent. They are reflected consistently in housing strategies and policies and support housing staff in delivering on expectations set out in guidance and training.

- There is a culture of dignity and respect that values, listens and responds to people. There is a genuine will to learn from this and to develop services accordingly.

- Services listen to the people affected when things go wrong and lessons are learned.

- Strategies, policies and training are put in place that support Making Safeguarding Personal and reflect consistency and transparency of culture and values.

Step 3. Define core principles for strategy and practice[12]

- Housing policies, procedures, commissioning frameworks and contracts are underpinned with the six statutory safeguarding principles as core to Making Safeguarding Personal. This includes integrating the core principles for Making Safeguarding Personal into commissioning of third parties, such as contractors for repairs or gas services or building management.

- Ongoing support and development from housing commissioners and provider managers helps in translating these into practice. Housing staff are supported to balance sometimes conflicting principles (such as empowerment and protection).

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11 www.housinglin.org.uk/Topics/type/Adult-safeguarding-and-housing/

12 Core principles for safeguarding adults are central to success in Making Safeguarding Personal. These are familiar to boards and organisations. For ease of cross reference, they are set out in Appendix 2: 'Core principles for safeguarding adults in support of Making Safeguarding Personal.'

- Be clear that safeguarding approaches must promote wellbeing alongside safety; that a Making Safeguarding Personal approach will facilitate understanding of what makes for wellbeing in people's lives (see Appendix 2).

- People are supported in weighing up and making decisions about risk and within this, wellbeing is considered alongside safety. Organisational culture supports person-centred and positive approaches to working with risk.

- People are empowered to participate in shaping safeguarding support and are asked about what they want to happen when there is a safeguarding concern.

- Information and advice is promoted including rights of people to advocacy support.

Examples of putting this into practice; sources of support in leading Making Safeguarding Personal within core values and principles

Leadership of this agenda within a housing context might be assisted by developing the housing and adult safeguarding self-assessment tool (which is reproduced in Appendix 4, with suggestions for development in line with Making Safeguarding Personal) against the above essential steps and the requirements set out in Appendix 1. The checklist was produced immediately following the publication of the Care and Support Statutory Guidance, since when there has been considerable development in Making Safeguarding Personal.

The safeguarding adults board has a lead role in facilitating Making Safeguarding Personal across the partnership. Housing sector membership of the board can be a valuable source of advice and support. See for example, support offered by the Birmingham Safeguarding Adults Board cited below.[13]

Making effective use of safeguarding adults board membership can be challenging for the housing sector. Some housing partners are addressing this by establishing a housing subgroup where resources and best practice are shared (see Chartered Institute of Housing, March 2015, page 5), for example in Thurrock.[14]

Putting values and core principles into practice

Signing up to and using the resources available from the Think Local Act Personal (TLAP), Making It Real Programme will support best practice. There is a range of resources available on the TLAP website.[15]

This includes advice on balancing sometimes competing principles: "The Government expects local authorities and others to help people with care and support needs, who may be at risk of abuse or neglect as a result of those needs, keep safe. But this must not mean preventing them making their own choices and having control over their lives. Everyone in the community should understand the importance of safeguarding and keep people safe" (TLAP and SITRA, 2016).[16] For example, in balancing safety and wellbeing:

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13 www.bsab.org/media/AFJ_BASB-Leaflet_2015.10.22_lores.pdf.
14 Chartered Institute of Housing, March 2015, How to Promote Good Adult Safeguarding Practice (sponsored by Knightstone)
15 www.thinklocalactpersonal.org.uk/Browse/mir/aboutMIR/
16 TLAP and Sitra (2016) Making it Real; guide for supported housing, Think Local Act Personal (TLAP) and Sitra, part of Homeless link

"Empowering people also involves respecting rights, so it is important that people are not forced to move to avoid abuse. They may feel less security of tenure or moving from adapted...accommodation. In addition, the person would face the disruption of moving and may face losing essential support...within the community..."

(SCIE, 2014)17.

Supporting people in weighing up and making decisions about risk: Achieving a balance between wellbeing and safety is at the heart of Making Safeguarding Personal. Person-centred and positive approaches to working with risk are key to this balance. Helpful guidance is available on some safeguarding adults board websites, for example, the Multi-Agency Risk Management Framework (March 2016) available from the Hampshire, Isle of Wight, Southampton and Portsmouth Boards' websites.[18]

"This guidance recognises that in complex cases, professionals are often dealing with long term and entrenched behaviours to which responses require a commitment to a longer term, solution-based approach which has at its core, a focus on building trust and a rapport with the adult".[8]

An example is where housing staff are trying to support an individual who is self-neglecting or hoarding. This is raised in the SCIE Guide for housing staff (SCIE, 2014) which sets out the following helpful advice:

"...professionals may argue that they cannot impose support on someone who is choosing to remain in an abusive situation or to neglect themselves. But it is important to assess the situation fully and try to make progress with persistent offers of support...Housing and social care staff should examine the situation carefully and consider whether the person has capacity to make the decision, whether they are being put under any pressure and whether others are at risk. Professionals should try to build trust over time and persuade the individual to accept support and to make safer choices. Decisions should be recorded and the situation regularly reviewed with renewed offers of support – it is not sufficient to simply say 'it is their choice' or that they are making a lifestyle choice...Professional services should be accessed to ensure careful consideration of risk."

Emphasis on identification of risk and sharing concerns is particularly relevant for housing staff in developing Making Safeguarding Personal. This is important both in commissioning and providing housing services.

Many frontline housing staff know individuals and the community well enough to identify those who are at risk as well as those who pose a risk. They can share information (appropriately and with the knowledge of the individual) and work with multiagency partners to support people. This is central to Making Safeguarding Personal.

"Housing providers have a key role in adult safeguarding, particularly as their staff may be in the best position to spot signs of abuse or neglect at an early stage..."

(College of Social Work; Skills for Care, 2014).[19]

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17   SCIE Guide 53 (2014) Adult safeguarding for housing staff: Guidance for housing managers

18   www.hampshiresab.org.uk/wp-content/uploads/Multi-Agency-Risk-Management-Framework-16-02-16.pdf

19   The College of Social Work; the National Skills Academy for Social Care; Skills for Care; (2014): Briefing, Care Act implications for safeguarding adults (p12)

Housing staff often have significant information to support partner agencies in establishing a complete picture of the individual to inform risk assessments. The vital role of housing staff in identifying, monitoring and managing risk alongside individuals needs to be recognised by partner agencies and asserted by housing managers. This is illustrated in a number of Serious Case Review (SCRs) reports (highlighted in a report of lessons from SCRs for housing providers (Parry, I, 2014),[20]) including in the case of Gemma Hayter, (Worcestershire Safeguarding Adults Board, 2013).[21]

Establishing and maintaining trust, being persistent in offering support, doing this within a multiagency context that robustly assesses and reviews risk alongside the individual (having regard to their mental capacity), are core practice for housing staff and core to Making Safeguarding Personal.

Supporting and developing the housing sector workforce

Step 4. Promote and support housing workplace and workforce development.

Deliver and seek assurance on baseline standards that can contribute to Making Safeguarding Personal (including in respect of staff: recruitment, supervision, induction and development). Ensure that workplace values support staff in this. Make sure that there is a range of support and information for staff.

Commissioners and providers can have a focus on:

- Establishing a common and robust approach to housing workforce recruitment and retention (consistent with Making Safeguarding Personal values and principles), with reference to a common resource, such as the toolkit produced by Skills for Care.[22] This includes support and advice on: recruitment, staff supervision, induction and staff development:

"The Together Housing Group[23] incorporates safeguarding into recruitment processes by checking attitudes and behaviour. Safeguarding is also part of the induction and competency frameworks"

(SCIE, 2014, Page 18).

- Seeking assurance on the impact of this through contract monitoring.

- Establishing Making Safeguarding Personal as integral to all safeguarding training.

- Seeking assurance on: which staff are trained and relevant areas of staff development, such as those highlighted in the research (Pike and Walsh, 2015)[24]. Appendices 1 and 3 offer examples of requirements from the Care and Support Statutory Guidance (Department of Health, 2017) for Making Safeguarding Personal. This can inform a learning and development programme and requirements for housing commissioners to include in contracts.

20 Parry, I (2014) Adult serious case reviews: lessons for housing providers; Journal of Social Welfare and Family Law, 36(2), 2014, pp.168-189.

21 https://apps.warwickshire.gov.uk/api/documents/WCCC-779-97

22 www.skillsforcare.org.uk/Recruitment-retention/Values-based-recruitment-and-retention/Recruiting-for-values-and-behaviours-in-social-care.aspx

23 www.togetherhousing.co.uk/

24 This might (depending on local learning needs analysis) include: working with risk and recording outcomes, using the range of legal responses, effective use of the Mental Capacity Act and working with coercive and controlling behaviour.

- Supporting staff confidence in having conversations early on with people about the safeguarding outcomes they want and responding to this.

- Seeking assurance that front line housing staff have a clear framework within which to achieve a balance between wellbeing and safety. Promoting high level organisational support for person-centred, outcomes focused working, linking training to strategic planning objectives.

- Signposting housing staff to local guidance about how to respond using a Making Safeguarding Personal approach. For example, guidance set out below offered by the Birmingham Safeguarding Adults Board.[15]

Step 5. Make sure that staff are aware of and respond to the requirements of the Mental Capacity Act (MCA) (2005) and recognise its significance as empowering legislation that supports Making Safeguarding Personal.

Evaluations of national Making Safeguarding Personal programmes (Pike and Walsh, 2015; Lawson et al, 2014) have highlighted that effective implementation of the Mental Capacity Act (2005) is key to Making Safeguarding Personal.

Commissioners and providers should facilitate and deliver the following:

- People who lack capacity are offered person-centred safeguarding support. An outcomes approach is provided to those who lack mental capacity as well as those with capacity.

- Mental capacity is an early consideration in safeguarding adults support.

- Be aware of the need for supported decision making and best interests decision making and signpost individuals to the right people to do this.

Examples of putting this into practice; sources of support in respect of workforce issues

Birmingham City Council Safeguarding Adults Board has produced a helpful guide for front line staff across all agencies: 'What do I do if I have an adult safeguarding concern? A guide for staff and volunteers working with adults with care and support needs'. It explicitly sets out a Making Safeguarding Personal approach. It is in line with statutory principles for safeguarding adults. This is constructed on a similar framework to the Making It Real 'I' statements set out above (page 9). The guide is available on the Birmingham Safeguarding Adults Board website.[25]

An example of supporting housing staff in applying the Mental Capacity Act (2005)

An initiative in Central Bedfordshire develops housing staff in application of the Mental Capacity Act (2005) and enhances interagency working. "Social workers invite housing staff to accompany them, when appropriate, on joint visits to investigate safeguarding referrals or assess mental capacity. Housing tenancy liaison officers have attended Mental Capacity Act training; joint assessments are carried out when there are concerns affecting housing. This enables housing staff to learn more about assessments of mental capacity and enables safeguarding staff to better understand the role of housing staff." (SCIE 2014, p23)

All of the above requires a culture within and across organisations that supports staff in developing the confidence to have often challenging conversations with people. Talking to people early on about the outcomes they want to achieve through safeguarding support and responding to this is central to Making Safeguarding Personal.

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25 www.bsab.org/media/AFJ_BASB-Leaflet_2015.10.22_lores.pdf

There are excellent examples in the SCIE guide for housing staff (SCIE, 2014, pp13-14) showing organisational support such as making this a priority for the chief executive and establishing safeguarding champions to support staff.

A number of safeguarding adults board websites have helpful tools to support staff in this context. For example, the Solihull board has such a toolkit.[26]

Early intervention, prevention and engaging with people

Step 6. Ensure there is a clear focus on prevention and early intervention.

The Making Safeguarding Personal approach applies in prevention as well as to responses to abuse and neglect. Prevention and early intervention requires empowering both staff (both housing staff and contractors) and people living in communities to recognise the potential for abuse or neglect and to raise concerns.

Step 7. Engaging with and including people who use services

So that housing services are influenced by the people who use them, both in the way in which frontline practice is delivered and at a strategic and policy level.[27] Support responds to the issues that people have themselves identified. Engagement supports people's resilience.[28]

"Agencies should stress the need for preventing abuse and neglect wherever possible. Observant professionals and other staff making early, positive interventions with individuals and families can make a huge difference to their lives, preventing the deterioration of a situation or breakdown of a support network...Agencies should implement robust risk management processes in order to prevent concerns escalating to a crisis point and requiring intervention under safeguarding adult procedures."

(Department of Health, 2017, paragraph 14.66)

What can housing providers and commissioners focus on in prevention and engagement of people?

- Develop staff to recognise situations where there is potential for abuse/neglect, and empower them to report and act on concerns.

- People are included and asked about what they want to happen when there is a safeguarding concern. All housing staff ask people about the outcomes they want when safeguarding issues first arise. This leads responses.

- Involve and engage people and communities so that they are informed, empowered and connected to social networks in the wider community. This enables them to resolve and prevent abuse and neglect in their own lives, and build their resilience. People look out for one another.

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26 www.ssab.org.uk/making-safeguarding.php
27 Detailed ideas and support for engagement at a strategic and policy level is offered in 'A resource for safeguarding adults boards to support increased involvement of people who may be in need of safeguarding support', which is part of this suite of resources (see section 6 below)
28 Detailed ideas and support for engagement at a strategic and policy level is offered in 'A resource for safeguarding adults boards to support increased involvement of people who may be in need of safeguarding support', which is part of this suite of resources

- Engage with and include residents so that services and strategies are influenced by the people who use them. Services respond to the issues that people identify.

- Complaints processes and guidance are readily accessible to residents and their families to help them in raising concerns. There are opportunities for people to discuss any concerns.

- Raise awareness of specific advice that will support prevention. For example, advice from ADASS (2017)[29] on SCAMS and prevention, which includes tips on how to spot the signs of someone who may be responding to mass marketing or doorstep scams.

- Make sure support is sufficiently personalised to identify and address issues of social isolation to prevent future risk of harm.[30]

The case for prevention

"The starting point for identifying and helping adults experiencing or at risk of abuse or neglect is collecting appropriate information to generate a profile of your residents and their needs...This tenant insight can be a starting point for mapping out households where there are potential concerns"

(The Chartered Institute of Housing, March 2015).

"While it is important for housing staff to respond promptly and appropriately to safeguarding concerns, it is always better to try to prevent people from being abused in the first place. People who are informed, in control of their lives and empowered to assert their views are less likely to be victims of abuse and neglect, and will be in a better position to speak out should it happen"

(SCIE, 2014, pp27-32).

The Serious Case Review into the death of Gemma Hayter (Worcestershire Safeguarding Adults Board, 2013) commented that people who are at risk should not be allocated tenancies in areas, or properties, where it could reasonably be predicted that they may be subject to antisocial behaviour or abuse.

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29 ADASS, (June 2016) Financial Abuse and Scams; Guidance for councillors, directors, managers and social work practitioners

30 Jones, H, (2017) Prevention, Social isolation and Making Safeguarding Personal; Think piece; ADASS

Examples of good practice:

There is a wealth of examples of prevention in the housing sector in available resources. Some of these are signposted below:

Early intervention

"Some organisations have raised awareness and provided training for staff who offer other services to people in social housing, as they are well placed to spot signs of risk and abuse. For example, training has been provided in: Manchester for Adactus maintenance staff; North Tyneside Council for front-line housing teams, refuse collectors, benefits advisers; Wakefield and District Housing for repairs staff; Redcar for...gas servicing...staff."

(SCIE, 2014)

"Thurrock Council has identified safeguarding champions in housing and runs an awareness – raising programme called 'Stay Safe' for older people and people with learning disabilities. This links with trading standards to ensure tenants are aware of the risks of cold-calling, rogue traders and postal scams."

(SCIE 2014)

These initiatives are often based on identification of tenants where there are a high number of risk factors as well as ensuring staff are equipped to spot signs of abuse and report these early on.

"The Bourneville Village Trust has IT in place to facilitate 'resident profiling' and alert staff at first point of contact about any specific concerns or issues."

(SCIE, 2014)

Engagement

Engagement is part of efforts to prevent abuse and neglect as well as to find out the outcomes that people want and respond accordingly.

Good practice examples:

The Riverside Group (registered provider of social housing) has "developed a training course to educate residents about the signs of abuse and how to report their concerns. Tenants have been trained to deliver the course, which includes a DVD of possible abuse scenarios. These examples were developed by residents and the staff team."

(Chartered Institute of Housing, March 2015)

An example cited in the Making Safeguarding Personal Temperature Check (Cooper, A, et al 2016):

"'Magic Me', an intergenerational arts organisation based in East London carried out preventive work at the request of a social housing organisation where there were issues about older people being frightened of younger people on a housing estate. Theatre and drama were used for an intergenerational group to get to know one another, before working on an intergenerational photography campaign to break down barriers and stereotypes. There is some evidence that this began to break down barriers."[31]

There are many other examples of good practice in prevention and early intervention set out in a range of resources including a SCIE guide on adult safeguarding for housing staff (SCIE, 2014, pp29-32). There are examples aimed at: informing people on how to stay safe, efforts to reach isolated individuals, safe places for people to report hate crime as well as measures that empower and develop staff in all parts of the system (including maintenance staff), to report early signs of concern.

These aspects of prevention are central to Making Safeguarding Personal.

Engaging across organisations in Making Safeguarding Personal

Step 8. Engaging with the range of partners to support gaining a full understanding of the individual and their context; working together to achieve the outcomes people want.

This is illustrated clearly in the serious case review into the death of an adult with learning disabilities, Steven Hoskin, who died in Cornwall in 2006.

"Not all staff receiving and collecting information made it available to others in their organisations or, as importantly, to partner organisations. Individual agencies did not have access to what other parts of their organisation and other agencies knew. Each held a piece or pieces of a jigsaw puzzle without any sense of the picture they were creating, or indeed the timeframe within which the puzzle had to be completed."

(Cornwall Adult Protection Committee, 2007)[32]

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31 Produced by Kate Lovell, when working for Toynbee Hall http://magicme.co.uk/shared-views-2/ and http://magicme.co.uk/wp-content/uploads/2015/02/Magic-Me-Annual-Report-2013_14-low-res.pdf

32 Cornwall Adult Protection Committee (2007). The Murder of Steven Hoskin. A Serious Case Review; Executive Summary

In response to this serious case review, Ocean Housing has acted to: review all policies pertinent to vulnerable tenants, reinforcing the need for staff to proactively liaise with support agencies, put in place a 'flag system' identifying vulnerable tenants and established a specific exchange of information protocol with the police. This is set out in Flynn, M, 2009.[33]

Partnership working is vital not only in identifying individuals at risk but also in finding approaches and outcomes that are acceptable to individuals and allow them to work with the staff they are most able to relate to and trust. This is especially important where people are resistant to engaging with services. Agencies need to jointly try to understand the complex mix of factors that are at the bottom of resistance. They need together, to find a route in, to develop a working relationship and support the individual. Safeguarding Adult Reviews underline this (for example: Camden Safeguarding Adults Board, 2015[34]).

33 Margaret Flynn (Feb 2009). Steven Hoskin Serious Case Review action plans (published on the Cornwall safeguarding adults board website www.cornwall.gov.uk/health-and-social-care/adult-social-care/safeguarding-adults/information-for-professionals/local-safeguarding-adults-policies-standards-and-guidance/safeguarding-adults-reviews/?page=5609)

34 Camden Safeguarding Adults Partnership Board (2015), Serious Case Review in respect of ZZ Died 10th June 2014, Aged 79 years

5. The impact of a Making Safeguarding Personal approach

This resource has set out what has to be done and what needs to be addressed in order to make safeguarding personal. If these steps are taken at all levels within the housing sector, safeguarding adults will look like this:

- The six core safeguarding adults principles and the wellbeing principle (Department of Health, 2017) are at the heart of safeguarding adults strategy and practice in housing. All organisations work together to make safeguarding personal.

- Housing staff understand and practice within the legal framework including the Mental Capacity Act.

- An outcomes approach is as much part of support for those who lack capacity as for those with capacity.

- All housing staff ask people (and/or their advocate) about the outcomes they want to achieve at the very beginning of safeguarding support.

- People and communities are actively involved in achieving those outcomes and develop resilience as a result.

- There is high level organisational support for person-centred, outcomes focused working that supports staff in Making Safeguarding Personal.

- Housing staff are trained and supported by managers at all levels to embed Making Safeguarding Personal in their practice. There are direct links between strategic planning and training.

- All housing organisations work alongside communities / individuals to prevent abuse and neglect and to intervene at an early stage where there are concerns.

- There is a learning culture. Housing leaders act on what they hear from people and staff. There is an open and transparent culture that values, welcomes and responds to feedback from staff and people who need support from safeguarding services.

- Information on outcomes is collected and reported on in such a way that the safeguarding adults board and all partners can evidence the difference they are making for people and use this to improve safeguarding support .

- Housing commissioning reflects and supports the values and principles necessary to make safeguarding personal.

6. Resources

The full suite of resources is available on the Association of Directors of Adult Social Services (ADASS) and Local Government Association (LGA) websites and comprises:

- Support for Boards in Making Safeguarding Personal across the Safeguarding Adults Partnership

- Making Safeguarding Personal; what might 'good' look like for health and social care commissioners and providers?

- Making Safeguarding Personal; what might 'good' look like for the police?

- Making Safeguarding Personal; what might 'good' look like for advocacy?

- Making Safeguarding Personal; what might 'good' look like for those working in the housing sector?

- A resource for safeguarding adults boards to support increased involvement of people who may be in need of safeguarding support.

www.local.gov.uk/topics/social-care-health-and-integration/adult-social-care/making-safeguarding-personal/resources

Safeguarding resources

www.local.gov.uk/topics/social-care-health-and-integration/adult-social-care/safeguarding-resources

Care Act 2014 Role and duties of safeguarding adults boards SCIE (2015)

www.scie.org.uk/care-act-2014/safeguarding-adults/safeguarding-adults-Boards-checklist-and-resources/role-and-duties.asp

Engagement and communication, Social Care Institute of Excellence (SCIE), (2015)

www.scie.org.uk/care-act-2014/safeguarding-adults/safeguarding-adults-boards-checklist-and-resources/making-safeguarding-personal.asp

Making Safeguarding Personal temperature check, ADASS (2016)

www.local.gov.uk/topics/social-care-health-and-integration/adult-social-care/making-safeguarding-personal

Appendix 1

Setting safeguarding adults board and organisations' priorities against expectations in the Care and Support Statutory Guidance

What does the statutory guidance indicate should be priority areas in seeking to make safeguarding personal? What does experience from the Making Safeguarding Personal (MSP) national programmes say that helps?

Priorities for focus in support of MSP	Care and Support Statutory Guidance[35]	What supports MSP? (findings from MSP national programmes)[36]
• **Principles** (wellbeing; safeguarding core principles; Mental Capacity Act principles) • Leadership on these	• Outcomes reflect adult's wishes and/or best interests and are proportionate to concerns (14.79) • Everyone must focus on improving the person's wellbeing (14.92) • Core safeguarding adults principles (14.13 and 14.14)	• Focus on the person's outcomes and wellbeing
• **Culture shift** across organisations • Leadership models and seeks assurance on this	• Strong multiagency partnership; effective responses and prevention; clarity as to roles and responsibilities; positive learning environment to help break down cultures that are risk-averse (14.12) • MSP underpins all healthcare delivery in relation to safeguarding (14.207) • Policies and procedures across organisations should assist the development of swift and personalised safeguarding responses and involvement of adults in decision making (14.52)	• Achieving the necessary cultural shift • All partners take on board benefits of outcomes focus • All partners develop personalised responses and procedures • Develop commissioners in how to build MSP into their commissioning practice
• **Prevention** is a priority in MSP	• Raise public awareness so communities play their part (14.11; 14.136; 14.139) • Aim of safeguarding to prevent harm (14.11) • Strong multiagency partnerships that provide timely and effective prevention" (14.12) • Six safeguarding principles (14.13) • Early intervention to prevent abuse (14.66) • Supporting adults to weigh up risks and benefits of different options (14.37; 14.56; 14.91; 14.97) • Early identification and assessment of risk; (14.62)	• Support wider prevention and awareness in community • Enhance prevention of abuse through empowerment • Build a pathway from alerts to a range of lower level responses • Empower people to manage risks in their own lives

35 This column shows related references from chapter 14 of the Care and Support Statutory Guidance
36 This column references findings from MSP national programmes 2013-2016

Priorities for focus in support of MSP	Care and Support Statutory Guidance[35]	What supports MSP? (findings from MSP national programmes)[36]
• Workforce development/ support	• Regular face to face supervision to enable staff to work confidently and competently; guidance & support for staff; skilled knowledgeable supervision focused on outcomes (14.56; 14.57; 14.202)	• Develop core skills/ tools to support practice • Support, supervision, reflective practice • Challenging practice through supervision: 'how good are you at having difficult conversations'?
• Measuring the difference made to people through safeguarding support	• Safeguarding Adult Board should consider the extent to which outcomes have been realized (14.157)	• Meaningful recording and measuring of outcomes
• Leading the shift to personalised safeguarding support through engaging with this broad range of aspects which might feature on the safeguarding adults board strategic plan and that connect with making safeguarding personal. These are all statutory requirements for all partners • Making sure that commitment at board level translates to changes in front line practice	• Provide information and support in accessible ways (14.11) • Provide an independent advocate to represent & support ...adults (14.10; 14.48; 14.54; 14.77; 14.80) • Mental Capacity Act 2005 compliance (14.55-14.61; 14.97) • Supporting adults to weigh up risks and benefits of different options (14.37; 14.56; 14.91; 14.97) • Procedures should assist in personalised responses and how to involve adults in decision making (14.52) • Clear methodology which involves the person at the centre and proportionate to concerns (14.92; 14.93) • Enquiries range from a conversation through to a much more formal multiagency action plan (14.77) • Enquiries will usually start with the adult's views and wishes, which determine next steps (14.93) • Discussion with person confirms cause for concern and agrees outcomes (14.92)	• Involve people in meetings/ reduce number of formal meetings • Simplify language and guides for people using services • Review outcomes • Involvement of advocates and IMCAs • Sound practice in context of Mental Capacity Act 2005 and Deprivation of Liberty Safeguards (DoLS) • Support people in managing risks • Policies and procedures need to be revised • Conversations with people and a move away from process and completing prescribed forms

Appendix 2
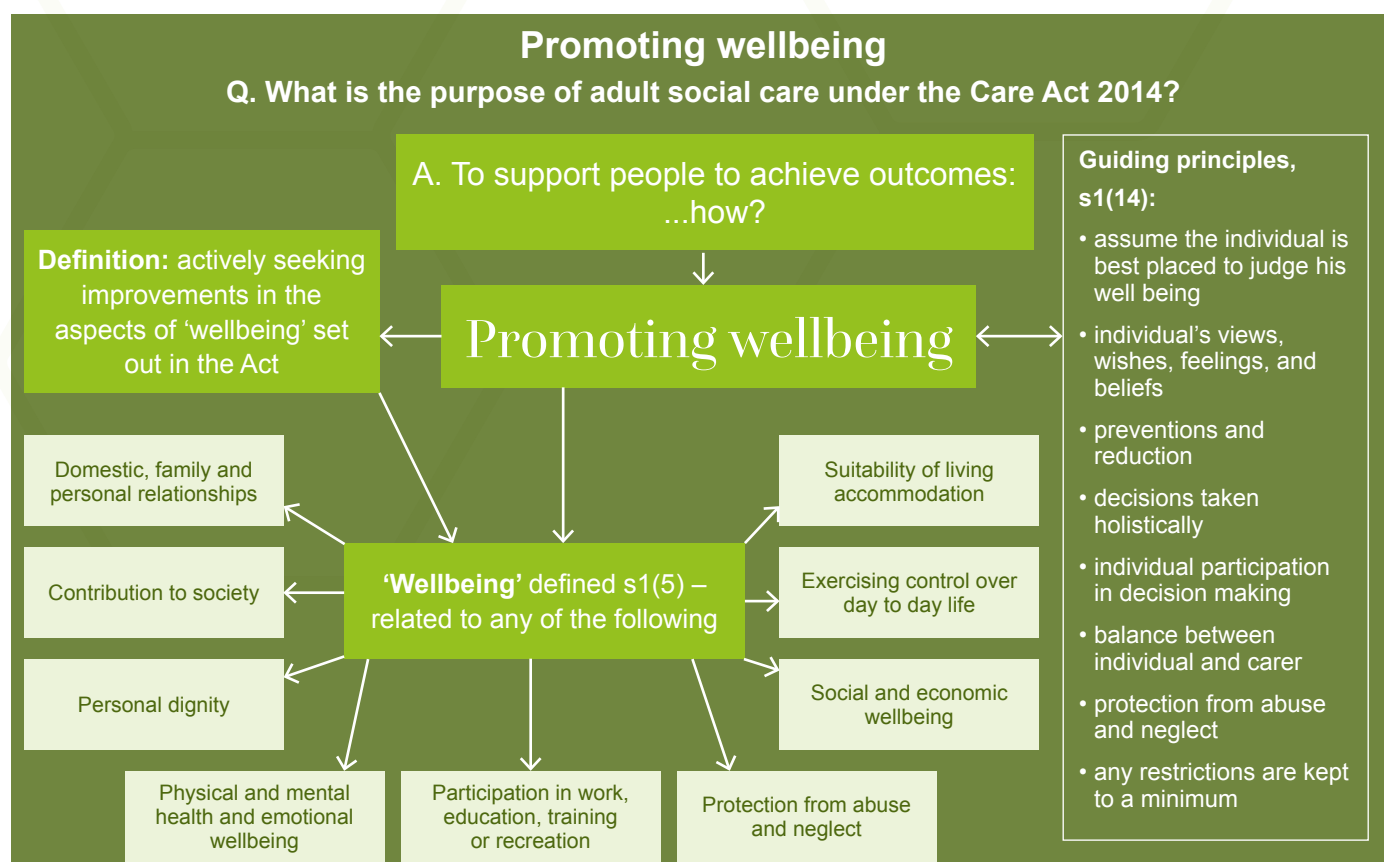## Defining core principles for strategy and practice

This appendix explores how the wellbeing principle and the six principles for adult safeguarding can support Making Safeguarding Personal.

Wellbeing

The wellbeing principle is at the heart of care and support (as set out in the Care Act, 2014). The Care and Support Statutory Guidance states that: "The core purpose of adult care and support is to help people to achieve the outcomes that matter to them in their life...Underpinning all...individual 'care and support functions'...is the need to ensure that doing so focuses on the needs and goals of the person concerned." (Department of Health, 2017, paragraph 1.1).

This is central to Making Safeguarding Personal which "engages the person in a conversation about how best to respond to their safeguarding situation in a way that enhances involvement, choice and control as well as improving quality of life, wellbeing and safety."[1] (Department of Health, 2017, paragraph 14.15)

(Housing is reflected specifically in the definition of wellbeing set out in the diagram below with the reference to 'suitability of living accommodation' as one of the elements that contributes to wellbeing.) This applies to safeguarding responsibilities in the broadest sense, not just to Section 42 enquiries under the Care Act (2014). The wellbeing principle is underlined in guidance across a range of organisations.[37]

Promoting wellbeing
Q. What is the purpose of adult social care under the Care Act 2014?

A. To support people to achieve outcomes: ...how?

Definition: actively seeking improvements in the aspects of 'wellbeing' set out in the Act

Promoting wellbeing

'Wellbeing' defined s1(5) – related to any of the following

- Domestic, family and personal relationships
- Contribution to society
- Personal dignity
- Physical and mental health and emotional wellbeing
- Participation in work, education, training or recreation
- Protection from abuse and neglect
- Suitability of living accommodation
- Exercising control over day to day life
- Social and economic wellbeing

Guiding principles, s1(14):
- assume the individual is best placed to judge his well being
- individual's views, wishes, feelings, and beliefs
- preventions and reduction
- decisions taken holistically
- individual participation in decision making
- balance between individual and carer
- protection from abuse and neglect
- any restrictions are kept to a minimum

Taken from 'Adult safeguarding: multi-agency policy and procedures for the protection of adults with care and support needs in the West Midlands', Sept 2016

37 NHS England (2012). Compassion in Practice – Our culture of compassionate care. Available at www.england.nhs.uk/nursingvision/
Ministry of Justice (2014). Our Commitment to Victims. Available at: http://londonadass.org.uk/wp-content/uploads/2014/12/Our-commitment-to-victims.pdf

The Care and Support Statutory Guidance, says that "Promoting wellbeing does not mean simply looking at a need that corresponds to a particular service. At the heart of the reformed system will be an assessment and planning process that is a genuine conversation about people's needs for care and support and how meeting these can help them achieve the outcomes most important to them" (Department of Health, 2017, paragraph 1.21). Key elements are responsiveness to the person's needs and wishes, creativity in finding solutions and within this, joining up across the partnership. There is a focus on giving people the information they need to take control and to choose the options that are right for them.

All partners should ask: 'are our safeguarding approaches specifically focused on promoting well-being alongside safety? Is a Making Safeguarding Personal approach facilitating understanding of what promotes wellbeing in peoples' lives?'

The six core safeguarding principles and the associated 'I' statements

These principles can be used by the safeguarding adults board and partner organisations to review, examine and improve local arrangements, both at practice and strategic levels. The principles apply to all sectors and settings and must inform the ways in which professionals and other staff work with adults.

Six key principles underpin all adult safeguarding work (Department of Health, 2017, paragraph 4.13)	
Empowerment: People being supported and encouraged to make their own decisions and informed consent.	'I am asked what I want as the outcomes from the safeguarding process and these directly inform what happens.'
Prevention: It is better to take action before harm occurs.	'I receive clear and simple information about what abuse is, how to recognise the signs and what I can do to seek help.'
Proportionality: The least intrusive response appropriate to the risk presented.	'I am sure that the professionals will work in my interest, as I see them and they will only get involved as much as needed.'
Protection: Support and representation for those in greatest need.	'I get help and support to report abuse and neglect. I get help so that I am able to take part in the safeguarding process to the extent to which I want.'
Partnership: Local solutions through services working with their communities. Communities have a part to play in preventing, detecting and reporting neglect and abuse.	'I know that staff treat any personal and sensitive information in confidence, only sharing what is helpful and necessary. I am confident that professionals will work together and with me to get the best result for me.'
Accountability: Accountability and transparency in delivering safeguarding.	'I understand the role of everyone involved in my life and so do they.'

These principles are underlined in guidance for partner organisations, such as the NHSE Safeguarding Accountability and Assurance framework[38] and in the London Multiagency Safeguarding Adults Procedures (London ADASS, 2016)[39] (which outline responsibilities across all organisations) as well as procedures elsewhere. They are indicated in an Adult Safeguarding Improvement Tool developed in partnership by: Association of Chief Police Officers (ACPO); Association of Directors of Adult Social Services (ADASS); Local Government Association (LGA); NHS Confederation; NHS Clinical Commissioners. (LGA 2015).[40]

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38 NHSE (July 2015) Safeguarding Vulnerable People in the NHS – Accountability and Assurance Framework
39 London ADASS (2016); London Multi-Agency Safeguarding Policy and Procedures
40 LGA (March 2015) Adult Safeguarding Improvement Tool

Appendix 3

What does the Care and Support Statutory Guidance (Department of Health, 2017) indicate is important for the housing sector?

The Care and Support Statutory Guidance (Department of Health, 2017) indicates a range of safeguarding responsibilities for the housing sector within which Making Safeguarding Personal is important, including:

- the need for awareness and vigilance in respect of safeguarding concerns

- the need for partnership working including in the identification and assessment of risk

- the importance of those staff (including in the housing sector) best known to people who may need safeguarding support, carrying out enquiries on behalf of the local authority

- the need for policies and procedures in each organisation which reflect the local safeguarding adults boardpolicy and procedures

- the need for prevention and early intervention.

Specific reference to the housing sector includes:

"Workers across a wide range of organisations need to be vigilant about adult safeguarding concerns in all walks of life including, amongst others in health and social care, welfare, policing, banking, fire and rescue services and trading standards, leisure services, faith groups and housing."

(paragraph 14.36)

"Local authorities must also co-operate with such other agencies or bodies as it considers appropriate in the exercise of its adult safeguarding functions, including...housing providers."

(paragraph 14.65)

"Who can carry out an enquiry? Although the local authority is the lead agency for making enquiries, it may require others to undertake them. The specific circumstances will often determine who the right person is to begin an enquiry. In many cases a professional who already knows the adult will be the best person...They may be a social worker, a housing support worker..."

(paragraph 14.100)

"All service providers, including housing and housing support providers, should have clear operational policies and procedures that reflect the framework set by the safeguarding adults boards in consultation with them."

(paragraph 14.222)

The emphasis on prevention and early intervention as well as on identification of risk and sharing concerns must be reflected in development of Making Safeguarding Personal. The Care and Support Statutory Guidance draws attention to the following in this context:

"Agencies should stress the need for preventing abuse and neglect wherever possible. Observant professionals and other staff making early, positive interventions with individuals and families can make a huge difference to their lives, preventing the deterioration of a situation or breakdown of a support network...Agencies should implement robust risk management processes in order to prevent concerns escalating to a crisis point and requiring intervention under safeguarding adult procedures."

(paragraph 14.66)

"Partners should ensure that they have the mechanisms in place that enable early identification and assessment of risk through timely information sharing and targeted multi-agency intervention...Policies and strategies for safeguarding adults should include measures to minimise the circumstances, including isolation, which make adults vulnerable to abuse."

(paragraph 14.67)

Appendix 4:

Adult safeguarding self-assessment checklist against the Care Act statutory guidance for housing and housing support

(It is suggested that this checklist could be developed by housing managers against the essential steps for Making Safeguarding Personal set out in sections 2 and 3 of this resource and requirements set out in Appendices 1 and 3 above.)

	Question	Para reference in the statutory guidance	Yes	No	In progress	Comments/ evidence
1a	Do you have a senior manager with strategic responsibility for safeguarding? OR	14.187 14.109				
b	Do you have an operational lead for adult safeguarding?	14.187 14.109				
2a	Have you a safeguarding adults' policy and internal procedures that cover ALL staff and are regularly reviewed?	14.29, 14.30, 14.41,14.54, 14.86, 14.196, 14.205				
b	Do they include the six principles? Do they include guidance on record keeping? Are staff vigilant about adult safeguarding?	14.13 14.87, 14.150 14.29, 14.30				
c	Do you have internal systems in place to ensure compliance with policies and procedures?					
3	Have you regular safeguarding training for all staff in contact with adults at risk?	14.30, 14.86				
4	Can staff access regular face to face supervision from skilled managers? Can staff access practical and legal guidance, advice and support?	14.46, 14.172 14.40				
5	Are you involved in a safeguarding adults board or housing sub group? If you are not directly involved, are you able to get involved via a housing representative on any safeguarding adults boards? Have you worked with other local housing providers to seek housing representation and other engagement with the safeguarding adults board?	14.117				

	Question	Para reference in the statutory guidance	Yes	No	In progress	Comments/ evidence
6	Have you discussed (internally and with the adult social care safeguarding lead) the implications of S42(2) in the Care Act and related para in the guidance of the possibility of being asked to 'make enquiries'	14.84, 14.59				
7	Have you sought to engage with the local multi-agency safeguarding hub (MASH) (if one exists?)	14.164				
8	Has anyone in your organisation made effective links with local authority safeguarding leads to ensure cooperation and information sharing, improve joint working, addressing barriers? Are roles and responsibilities clear and is there collaboration at all levels?	14.53, 14.154, 14.34 14.167				
9	Do you have arrangements in place to ensure review and learning?					
10	Do you engage with all customers regarding safeguarding (eg information, awareness raising)	14.11, 14.165				

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Additional value could be added to the tool through, for example, a focus on: competent practice in applying the expectations of the Mental Capacity Act (2005), developing values-based recruitment, clarity around which specific aspects of training will support Making Safeguarding Personal (see section 4 of this resource), a focus on early identification and assessment of risk, reference to responsibilities in the statutory guidance (Department of Health, 2017) in respect of prevention and early intervention (see Appendix 3 and section 4 of this resource).

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