

EASY-TO-READ SUMMARY A REGULATORY FRAMEWORK FOR ADULT SAFEGUARDING

Easy-to-Read summary of our report on a regulatory framework for adult safeguarding in Ireland

What is our report about?

In our report, we talk about new laws for adult safeguarding in Ireland.

At the moment, we don't have any adult safeguarding laws in Ireland. A lot of people agree that we need them.

In our report, we focus on the most important things for new adult safeguarding laws to include. We think it is important that adult safeguarding laws:

- are based on peoples' rights,
- stop abuse happening now and in the future, and
- make sure that there are high standards for adult safeguarding in lots of different areas.

In this summary, you can read what each chapter is about. You can read each Easy-to-Read chapter in more detail in <u>our Easy-to-Read report, if</u> you click here.

Chapter 1: The need for a regulatory framework for adult safeguarding





This chapter is about why we need clear laws, or a "regulatory framework", to prevent harm to at-risk adults in Ireland.



Right now, there are some laws and rules about adult safeguarding. But:



- there are gaps in these laws and rules, and
- they are not enough to prevent harm to at-risk adults.

We think this needs to change.





Lots of other countries have laws about adult safeguarding. These laws are detailed and clear.





We think new laws should be made to safeguard at-risk adults in Ireland.

These laws will help everyone work better together for adult safeguarding.



NEW!

In this report, we recommend new adult safeguarding laws and suggest what those laws should say.





Rights



New laws will fill in the missing pieces. These laws will make sure that:

- at-risk adults have the power to look after themselves,
- at-risk adults' rights are protected, and
- at-risk adults are protected from harm and abuse.



Making new laws is important.

However, we also need to tell
people about them and make sure
everyone is prepared for the new
laws. This will make sure that the
new laws work well.



Social care is also relevant to adult safeguarding. So, we recommend that the government should think about making stronger laws for social care in Ireland.

Chapter 2: Defining key terms for adult safeguarding legislation

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Words Safe Guarding Person Opponen	This chapter explains certain key words about adult safeguarding. It is important that everyone knows what these words mean.
Words Person Day Open	We want all the words to mean the same thing to everyone, so that future laws can be understood by everyone.
	We recommend using the term "adult at risk of harm", and shortening it to "at-risk adult".
Safe Guarding	An "at-risk adult" is a person who needs support to protect themself from harm. This may be because of:
	 a physical condition, a mental condition, life circumstances, or personal characteristics like age or disability.



"Safeguarding" is doing things to look after the health, safety and well-being of at-risk adults. This includes:

- lowering the risk of harm to at-risk adults, and
- helping at-risk adults to protect themselves.



A "safeguarding plan" is a document which contains actions to:

- lower the risk of harm to an at-risk adult,
- promote the health, safety and well-being of an at-risk adult, and
- help an at-risk adult to protect themselves.



"Capacity" means a person's ability to understand the reason and effect of making a decision at the time they make the decision.

 Harm" can mean: being physically harmed or not being cared for properly, being sexually abused, or having belongings or money taken or damaged.
"Reportable harm" is when the harm is so serious that it needs to be reported. (We talk about this in chapter 9.)
We use a different kind of "harm" when we are talking about criminal law. This is to make sure the rules are clear.
"Neglect" is when someone doesn't take proper care of someone else.



"Self-neglect" is when someone does not take proper care of themselves.

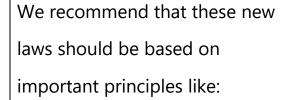
Chapter 3: Guiding principles underpinning adult safeguarding legislation





This chapter is about the guiding principles that new adult safeguarding laws should be based on.







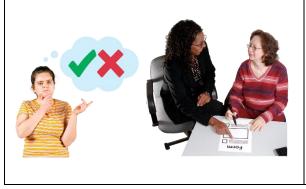
protecting rights,



focusing on the at-risk adult,



- protection,
- prevention,
- proportionality,
- working together, and
- taking responsibility.



We know that at-risk adults can usually decide things for themselves. This is important to remember for new adult safeguarding laws.



We talk about the rights of at-risk adults in more detail in chapter 4.

We also talk about balancing different rights.

Chapter 4: A rights-based adult safeguarding framework

Chapter 4. A rights-based addit safeguarding framework	
Law	This chapter is about the rights that new adult safeguarding laws should be based on.
Rights	We also talk about making sure that the people who are safeguarding at-risk adults respect the rights of at-risk adults.
do not disturb	People need to be careful when they are affecting rights like: • freedom,
	privacy,respect, and
	• feeling secure at home.





Sometimes, people need to limit rights to keep at-risk adults safe.

However, they should only do this when it is really needed.





We think that new adult safeguarding laws should make sure that people only take actions to keep at-risk adults safe when the actions are really needed.

These actions also cannot go too far. This is called "proportionality".





A safeguarding order is an order that allows people to take certain actions to keep at-risk adults safe.

We explain these orders in chapters 10, 11, 12 and 13.





We recommend that when a judge makes a safeguarding order, they must choose the action that respects the rights of at-risk adults the most.

Chapter 5: A Safeguarding Body: functions, duties and powers

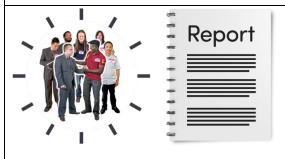


This chapter is about why we need a Safeguarding Body, and what powers it should have.

The Safeguarding Body would be responsible for adult safeguarding in Ireland.



The Safeguarding Body's main job would be to promote the health, safety and well-being of at-risk adults in Ireland.



The Safeguarding Body should deal with reports made by people who know or think that an at-risk adult has been harmed.



The Safeguarding Body should be able to take action to prevent harm to an at-risk adult. The Safeguarding Body could take action where it believes there is a risk to the health, safety or well-being of the adult.





The Safeguarding Body should be able to make safeguarding plans.





The Safeguarding Body could tell the Gardaí or other organisations if they think an at-risk adult is being harmed.





The Safeguarding Body should work with other organisations and make sure that everyone is working together to prevent harm to at-risk adults.





The Safeguarding Body should also be able to ask a court if they need to:

- check on an at-risk adult,
- move an at-risk adult to a safe place, or
- stop someone from contacting an at-risk adult.





The Safeguarding Body should teach people how to prevent harm to at-risk adults.



The Safeguarding Body should also collect information about harm to at-risk adults.

This will help it to learn what it, the government, and other organisations need to do to prevent harm to at-risk adults.

Chapter 6: Organisational and regulatory structures – A Safeguarding Body and powers of various regulatory bodies





The Safeguarding Body could be:

- a new organisation set up by law, or
- set up by law inside an organisation that already exists.



We think that it would be best for the government to decide what organisation should be the Safeguarding Body.



If the government cannot decide this straight away, we think that the Safeguarding Body should be set up by law inside the HSE.

This would be done until the government decides what to do in the long term.

We think this should be done because adult safeguarding in Ireland needs to improve straight away.



We think that an independent organisation called a "regulator" should be in charge of making sure that the Safeguarding Body does its work and uses its powers properly to prevent harm to at-risk adults.

We don't think a new regulator is needed.

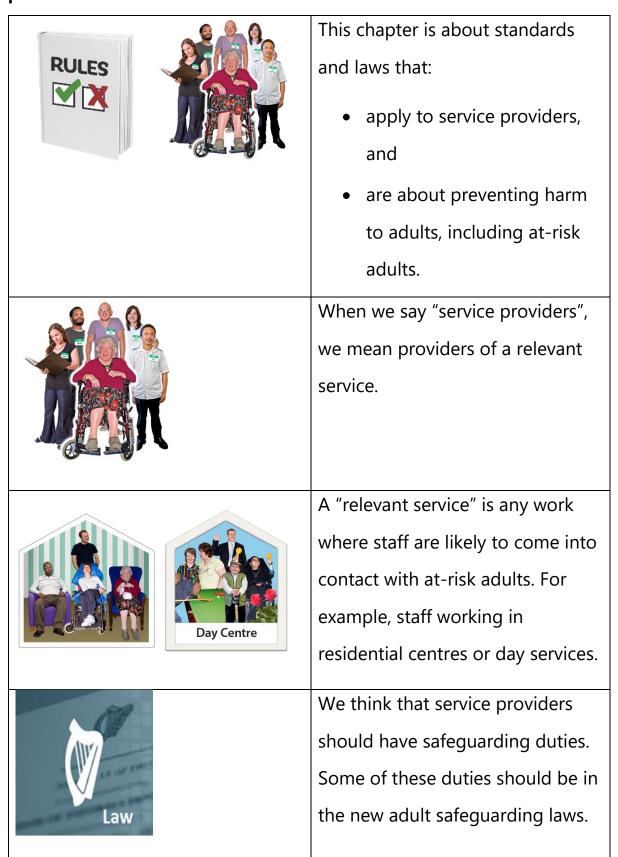




We think this could be done by changing the law to:

- give more responsibilities to HIQA, or
- give more responsibilities to a group of regulators.

Chapter 7: Imposing safeguarding duties on certain service providers







Service providers should prevent harm to adults using their services, including at-risk adults.



Service providers must check for any dangers to at-risk adults and write down how they will manage those dangers. This is called a "risk assessment".





Service providers must tell
everyone how they prevent harm
to at-risk adults, in a document
that everyone can see. This is
called an "adult safeguarding
statement".



Service providers should have other duties that are not in adult safeguarding law. These duties can be added to existing laws, standards and policies.





Where an adult is at risk of harm, service providers should prepare a plan to keep them safe. This is called a "safeguarding plan".





Safeguarding plans can be added to any care plans or personal plans that the at-risk adult and the service have already made.



Service providers also need to train their staff about how to:

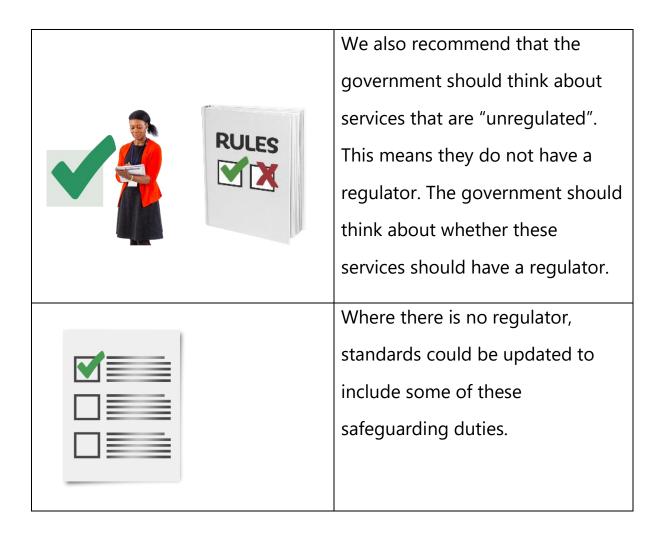
- spot abuse and harm to atrisk adults, and
- stop any abuse and harm.



We think that regulators should check to see that the service providers are following their safeguarding duties.



An example of a regulator is
HIQA. Regulators set standards
for the services they are in charge
of, and make sure that these
services meet the standards.



Chapter 8: Independent advocacy



This chapter talks about independent advocates. These are people who help adults who have difficulty explaining their opinions or telling others what they want.



We recommend that the law should change about independent advocacy for adults, including atrisk adults.



This includes at-risk adults living in:

- centres for adults with disabilities,
- centres for older people,
- centres for adults with mental disorders.



Soon, the government will introduce new laws on home support services. We think these laws should include a right to independent advocacy.



The Safeguarding Body might need to engage with an at-risk adult or an adult it believes is an at-risk adult while doing its job.



We recommend that the
Safeguarding Body should make
sure, as much as it can, that the
adult can access independent
advocacy when it engages with
them.



Independent advocates should be for:

 adults who find it hard to understand information and express their views, and



 when there is no other suitable person that can help the adult.

Chapter 9: Reporting models



	1
	choose to report if they know
	about abuse or neglect.
Law	Instead, we recommend that the
	government should make a law
	requiring "mandated people" to
	report harm to at-risk adults.
	For example, the Gardaí, medical
	professionals and social workers
	would be mandated people.
Safe Guarding ALERT!	We recommend that mandated
	people must report to the
	Safeguarding Body if they know,
	believe, or think that an at-risk
	adult:
	 has been harmed,
	• is being harmed, or
	• is at risk of being harmed
	in the future.

We recommend that if the at-risk
adult (who the mandated person
reasonably believes has capacity)
does not want harm to be
reported, then the mandated
person does not have to report it.
If a mandated person tells the
Safeguarding Body, they should
be protected for doing this.
Mandated people should have
regular training on:
 how to spot signs of abuse
or harm and
how to prevent abuse or
harm.

Chapter 10: Powers of entry to and inspection of relevant premises



This chapter is about new laws that will let staff who work in the Safeguarding Body go into "relevant premises". We explain what "relevant premises" are below.



This new law will allow the
Safeguarding Body to do this
without needing to ask a judge
first.



We need to make sure that harm to at-risk adults is prevented, without taking away their rights.



So, we recommend that certain staff who work in the Safeguarding Body should be able to go into "relevant premises" to check on an at-risk adult's health, safety and well-being.





The staff of the Safeguarding Body can be helped by other people.

These can be health or social care workers, or anyone else that might be able to help.



If someone tries to stop the staff of the Safeguarding Body, the staff can ask a judge for an order. This will let them bring the Gardaí with them to go into the relevant premises.





Relevant premises are places where adults live and receive services. This includes:

- hospitals,
- residential centres for older people (for example, nursing homes),
- residential centres for adults with disabilities.
- centres for people with mental disorders, and
- day services.





If the at-risk adult agrees, staff of the Safeguarding Body and health or social care workers can:

- talk privately with the at-risk adult, and
- assess the at-risk adult's health.



We recommend that it should be a crime for someone who works in the relevant premises to stop the staff of the Safeguarding Body, Gardaí, or people they bring with them, from entering a relevant premises.



It would not be a crime for the atrisk adult or their family or friends to stop the staff of the Safeguarding Body, Gardaí, or people they bring with them, from entering a relevant premises.

Chapter 11: Powers of access to at-risk adults in places including private homes



This chapter is about allowing the staff of the Safeguarding Body and the Gardaí to access at-risk adults in places like people's homes.



We recommend that the staff of the Safeguarding Body or Gardaí will need to ask a court before they do this.





The law should make sure that the staff of the Safeguarding Body and the Gardaí only do this when it is needed to prevent harm to an at-risk adult. This is because homes are protected by the law.





The Gardaí or the staff of the Safeguarding Body can be helped by other people when they do this. These can be health or social care workers or anyone else that might be able to help.





If the at-risk adult agrees, certain staff of the Safeguarding Body and health or social care workers can:

- talk privately with the at-risk adult, and
- assess the at-risk adult's health.





We think that in some cases, the Gardaí should be able to enter a place, including a home, without needing to ask the court.

However, this can only happen if the Gardaí believe that there is a risk to the at-risk adult's life.



If the Gardaí use this special power, they must write down their reasons for using it. They must tell the Safeguarding Body about this as soon as possible.





Under the new law, it will be possible to use a reasonable amount of force to enter a place. This is only if it is not possible to enter any other way.



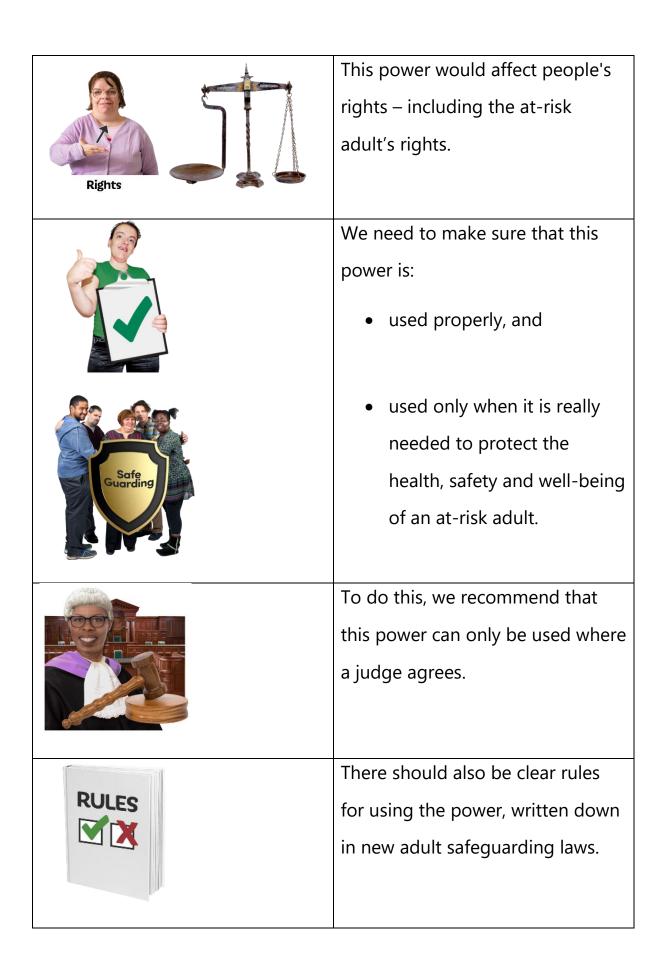
It will be a crime for someone to stop the staff of the Safeguarding Body, Gardaí or people they bring with them, from accessing the atrisk adult.



It would not be a crime for the atrisk adult to stop the staff of the Safeguarding Body, Gardaí or people they bring with them.

Chapter 12: Powers of removal and transfer







The new law should say that the Gardaí and staff of the Safeguarding Body must try to understand what the at-risk adult wants before asking the court for permission to remove them.

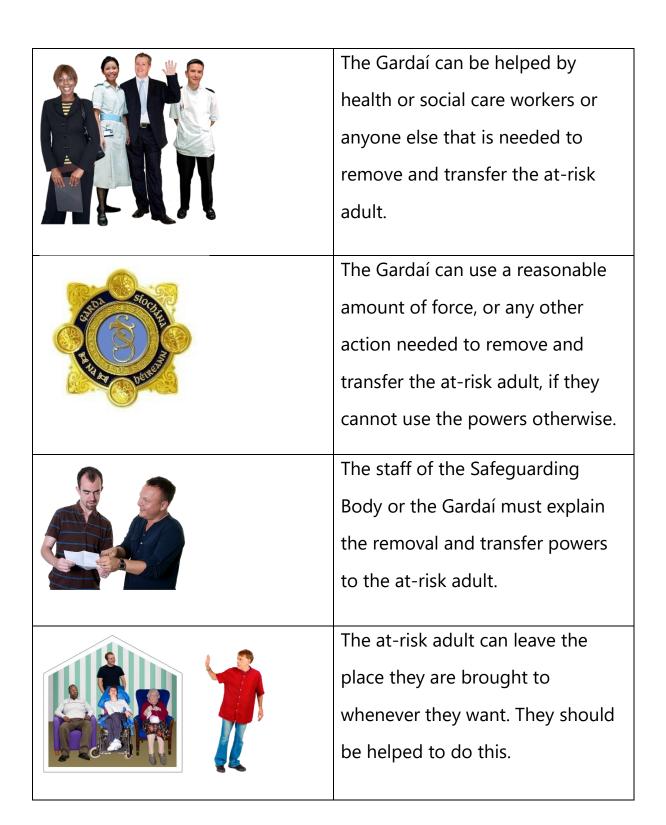






The power should only be used if:

- there is a serious risk to the health, safety or well-being of the at-risk adult,
- action is needed to prevent harm to the at-risk adult, and
- the at-risk adult cannot be assessed in the place they are in now.





If the at-risk adult agrees, staff of the Safeguarding Body and health or social care workers can:

- talk privately with the at-risk adult, and
- assess the at-risk adult's health.



It will be a crime for someone to stop the staff of the Safeguarding Body, Gardaí or people they bring with them, from using the removal and transfer order.





It would not be a crime for the atrisk adult to stop the staff of the Safeguarding Body, Gardaí or people they bring with them.

Chapter 13: No-contact orders



This chapter is about orders that stop another person from contacting an at-risk adult. These are called no-contact orders.



At the moment, there are some orders that can stop contact in domestic violence situations.

However, there are no orders for adult safeguarding situations.



We recommend that the law about domestic violence orders should be changed to include more types of relationships with at-risk adults.



We also recommend that there should be new orders for cases that do not involve domestic violence. These are called adult safeguarding no-contact orders.



These adult safeguarding nocontact orders would stop someone from contacting, following, bothering or coming near an at-risk adult.





The staff of the Safeguarding
Body or the at-risk adult
themselves can ask a judge for an
adult safeguarding no-contact
order.



If the staff of the Safeguarding Body is asking the judge, they must ask the at-risk adult what they want beforehand.



The judge should only make an adult safeguarding no-contact order when the health, safety or well-being of the at-risk adult requires the order.



It should be a crime for a person to not obey the no-contact order, for example by contacting the atrisk adult.



It should not be a crime for the atrisk adult to contact the person the order was made against.



While the judge is deciding on whether to make a no-contact order, it can make an **interim** (temporary) no-contact order.

This would have the same effect as the normal order, but would only be in place for a very short time.



We also think there should be an emergency no-contact order available under new adult safeguarding laws.



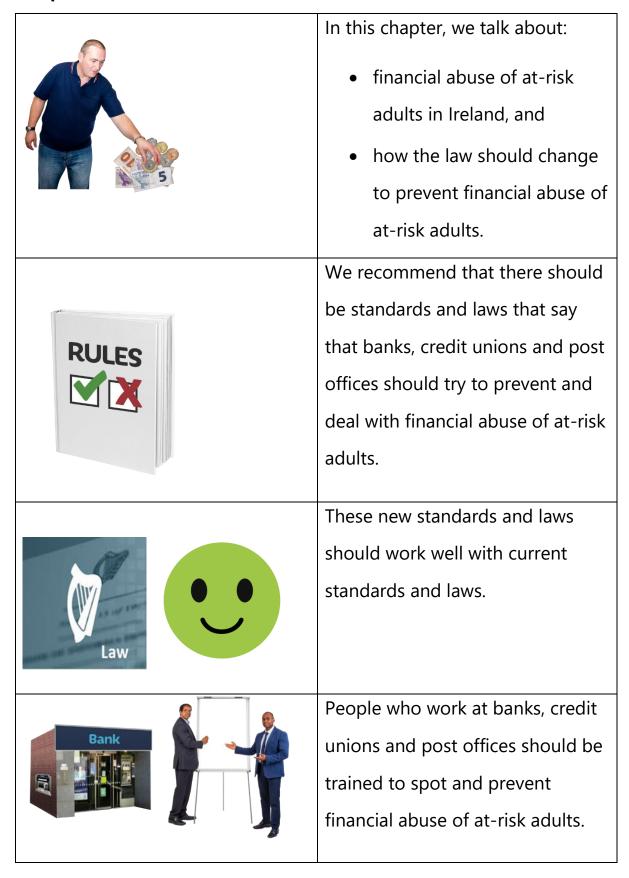


The judge could make an emergency no-contact order if they think it is needed to:

- prevent harm to the at-risk adult, or
- assess the freedom or capacity of the at-risk adult to decide to have contact with the person who is harming them.

This would have the same effect as the normal order, but would only be in place for a very short time.

Chapter 14: Financial abuse





If a bank thinks someone is trying to take advantage of an at-risk adult, they could pause or freeze a payment. This could give them time to check if the at-risk adult is being taken advantage of.





It should not be a crime for a bank or bank worker to pause or freeze a payment if they do it to try to prevent financial harm.



The Safeguarding Body should get reports about all abuse of at-risk adults, including financial abuse.



When at-risk adults get help or services at home, they should know how much it costs and how those costs were added up.

Chapter 15: Cooperation



In this chapter, we look at how organisations should work together to prevent harm to atrisk adults.



We recommend that the
Safeguarding Body must be able
to work with other people and
organisations when it is carrying
out its functions (legal jobs).



We recommend that certain public service bodies and providers of certain services to adults (who could be at-risk adults) should work with the Safeguarding Body to prevent harm to the health, safety or wellbeing of at-risk adults.



We also recommend that a group of people from different government departments should make sure that the following bodies work together:

- the Safeguarding Body,
- certain public service bodies and
- providers of certain services to adults (who could be atrisk adults).



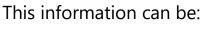
We believe that the government should think about whether new laws are needed for when young people are moving from children's services to adult services.

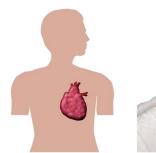
Chapter 16: Information sharing



This chapter is about why we need to share information to prevent harm to at-risk adults.









- personal data, or
- special categories of personal data (for example, data about a person's health or religion).





At the moment, the rules about sharing information are not clear.





We recommend that there should be new laws that let relevant bodies share information with each other to prevent harm to atrisk adults.



Before these new laws are made, regulations should allow relevant bodies to share information to prevent harm to at-risk adults.



This means that when a relevant body is worried about an at-risk adult, they can share information with another relevant body who can help.





We also think there should be clear guidance and a code of conduct on how to share this information in a legal way.

Chapter 17: Adult safeguarding reviews

2011 2021 2031	 This chapter is about: learning lessons from the past, and preventing harm to at-risk adults in the future.
Safeguarding Adults Review	Where something very serious happens that involves an at-risk adult, we think there should be a review. This will be called an "adult safeguarding review".
	Adult safeguarding reviews are for all care settings, where there are at-risk adults.
	These reviews should help us learn from what happened. They are not about blaming people for what happened.





These reviews should be done the same way every time and include everyone involved in what happened.

The findings of these reviews should be shared with everyone.

We think these reviews must take place if the conditions for a review are met. A review will only be required if something very serious happened.



An adult safeguarding review must be done when:



- it is believed that an at-risk adult might have died because of abuse or neglect, or
- an at-risk adult was or is being seriously abused or neglected.



An adult safeguarding review must happen when it looks like there have been serious failures in care by people who are (or were) responsible for caring for and protecting at-risk adults.



We have not chosen who should do these reviews, because there are a lot of things to think about. We think the government should make this decision.











The body doing these reviews can stop or pause a review when:

- someone else is reviewing what happened,
- it happened a long time ago,
- the issues have been fixed,
- the issues are being talked about in court, or
- the Gardaí are looking into what happened.







The body doing these reviews should have the power to:

- ask people questions,
- get information, and
- read documents about what happened.



The reviewing body should be able to apply to the court for an order where someone does not help them with their review.

Chapter 18: Regulation of professionals and occupational groups





In this chapter, we talk about the rules for people whose job it is to help and care for at-risk adults.





Some people who look after atrisk adults do not have specific rules they have to follow. For example:

- health care assistants and
- health care support assistants.





We recommend that health care assistants and health care support assistants should have to follow certain rules in their jobs. This would mean they would be "regulated".



"Vetting" is when we check a person's background before they get a job or volunteer.





The government has written a new law for "mandatory revetting". This would mean people have to be checked again even if they do not change jobs, once every 3 years.



However, this law has not come into force yet. We recommend that it should come into force.



Some countries use "barred lists" to stop certain people from working with at-risk adults.

We do not think these lists should be introduced in Ireland.



Instead, we recommend that
Irish law should introduce
"prohibition orders". These
orders stop people from
working in certain jobs if they
have been found guilty of
certain crimes.



At the moment in Irish law, prohibition orders are only for people who have been found guilty of sexual crimes.



We think this law should include people who commit a crime where their victim is a "relevant person". We explain this term in chapter 19.

Chapter 19: Adult safeguarding and the criminal law





This chapter is about how the criminal law in Ireland prevents harm to at-risk adults.

NFW!



We recommend that there should be new crimes for harming or not caring properly for certain at-risk adults.





We use "relevant person" to talk about specific at-risk adults in criminal law, because people need to know who the crimes apply to.





We recommend that there should be a new crime of abuse, neglect, or ill-treatment against a relevant person, where this was done on purpose or without taking proper care.



We recommend that there should be a new crime of placing a relevant person in danger of serious harm or sexual abuse.



We recommend that there should be new crimes of coercive control and coercive exploitation of a relevant person in our suggested criminal law.

Chapter 20: A regulatory framework for adult safeguarding – implementation and a whole of government approach





The government should decide what departments should be members of this group. This would include the lead department.



The government should decide what departments should make a plan for the work they do, to safeguard at-risk adults.



There also needs to be guidance for the Safeguarding Body, public bodies, service providers and individuals. This is so that they understand what they must do under the new laws to prevent harm to at-risk adults.





We also think that the government should think about how our new adult safeguarding laws would work with laws that are already in place in Ireland and with any future laws that are made.