Making Safeguarding Personal

What might 'good' look
like for the police?

Acknowledgements

Contents

1. Introduction

The police play a critical part in safeguarding adults both on the frontline and at a strategic level as statutory partners on safeguarding adults boards. 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. The full suite of resources is listed in the resources section below.

What is Making Safeguarding Personal?

Making Safeguarding Personal sits firmly within the Department of Health Care and Support Statutory Guidance as revised in 2017[1]. 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.

Making Safeguarding Personal must not simply be seen in the context of formal safeguarding enquiries[2] but in the whole spectrum of safeguarding activity, including in prevention.

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1   Care and Support Statutory Guidance, Department of Health (2017) paragraph 14.15
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 police – 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 police. They are not new or additional work. They are priorities and principles within existing police internal frameworks that need to be applied consistently in generic front line practice. The links from expectations of existing police regulatory frameworks and policy areas to the essential steps for Making Safeguarding Personal are set out in section 3 below.

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

Leading Making Safeguarding Personal

Step 1: Evidence strong leadership of Making Safeguarding Personal Establishing and developing Making Safeguarding Personal as a core objective within police safeguarding activity, recognising it as core business.

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

The culture and values within police organisations are clear and transparent. These are reflected consistently in police strategies and policies and support police officers to deliver on expectations set out in guidance and training.

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

The six statutory safeguarding principles are defined as core to Making Safeguarding Personal and there is an emphasis on wellbeing alongside safety. These principles are made clear to all police officers.

Supporting and developing the workforce

Step 4: Promote and support 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, development). Ensure that workplace values support police officers in this. Make sure that there is a range of support and information for officers and staff.

Step 5: Make sure that police officers 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 and 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 police officers and people living in communities to recognise the potential for abuse or neglect and to raise concerns.

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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.'

Step 7: Engaging with and including people who use services

So that police responses 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.[4] Support responds to the issues that people have themselves identified. Engagement supports people's resilience.

Step 8: Engaging across organisations in Making Safeguarding Personal

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).

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4   Detailed support and ideas for engagement at a strategic and policy level is offered in the 'resource for safeguarding adults boards to support increased involvement of people who may be in need of safeguarding support'. This is one of this suite of resources.

3. The current context

The statutory context for Making Safeguarding Personal

The police are statutory members of safeguarding adults boards. The Department of Health (DH) Care and Support Statutory Guidance to support implementation of the Care Act (2014) sets out the range of responsibilities and priorities relevant for Making Safeguarding Personal.

The table in Appendix 1 is helpful in defining the police 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].

Extracts from the statutory guidance that specifically refer to and apply to the police role in Making Safeguarding Personal are reproduced in Appendix 3. Appendix 2 offers advice, relevant for the police, on the statutory principles for adult safeguarding and highlights what these principles mean in practice.

This resource sets out essential steps in Making Safeguarding Personal. These 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. The resource sets out steps towards achieving this within existing police 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)

Links to existing police frameworks and responsibilities

Making Safeguarding Personal is important for the police because it supports best practice in safeguarding adults and helps put statutory responsibilities into practice such as the Human Rights Act (1998), the Mental Capacity Act (2005), the Care Act, (2014). It supports meeting requirements relating to working in partnership in both prevention and responses to safeguarding issues in a way that engages with individuals about the outcomes they want. The emphasis must be on wellbeing as well as safety.[8]

Making Safeguarding Personal has clear links to elements of the College of Policing Code of Ethics which sets and defines standards of behaviour for everyone who works in policing.[9]

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

8   Care and Support Statutory Guidance, Department of Health (2017), paragraph 14.7)
9   www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

Links are made in the table below between the essential steps for Making Safeguarding Personal and expectations of existing police regulatory frameworks.[1011]

Making Safeguarding Personal is integral to and can help to inform police core business:

Making Safeguarding Personal requires a focus on:	Police vulnerability inspections have a focus on:
Leadership	Leadership
...within principles set down in statutory guidance	Legitimacy
Early intervention and prevention, including engaging with people	Effectiveness: achieving positive outcomes for people; effective prevention and early intervention
Support and development of the workforce	Efficiency
Engaging with organisations across the partnership	

There are already some well-established measures/methodologies/policy areas for the police that can support Making Safeguarding Personal. This resource makes further reference to these in section 4.

They include:

• Achieving Best Evidence interviews

• The use of special measures and intermediaries for vulnerable and intimidated witnesses

• Use of advocates, including Independent Domestic Violence Advocates (IDVAs) and Appropriate Adults[12]

• The Victims' Code[13]

• Restorative justice

• Multiagency Safeguarding Hubs (MASH) and the police role in these

• Multiagency risk assessment conferences in relation to Domestic Abuse (MARAC) (see section 4). There is growing awareness of the need to ensure that the victim's views and wishes are heard especially if they are not present.

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10 For example, Her Majesty's Inspectorate of Constabulary (HMIC) PEEL effectiveness inspections (in respect of police response to vulnerability), which includes themes of effectiveness, efficiency, legitimacy and leadership

11 Joint targeted child protection inspections
www.justiceinspectorates.gov.uk/hmicfrs/our-work/child-abuse-and-child-protection-issues/joint-targeted-child-protection-inspections/

12 Appropriate adults have an important role to play in the custody environment by ensuring that the detained person whom they are assisting understands what is happening to them and why. Guidance on the role is available at
www.gov.uk/government/uploads/system/uploads/attachment_data/file/117625/guidanceappadultscustody.pdf

13 The Victims' Code is a statutory document which sets out the services and information victims of crime are entitled to from criminal justice agencies Ministry of Justice, (October 2015) Code of Practice for Victims of Crime
https://www.cps.gov.uk/legal/assets/uploads/files/OD_000049.pdf

Implicit in these are core principles of policing. If these principles are applied consistently within frontline police practice in safeguarding, then this will deliver Making Safeguarding Personal and Care Act principles (see Appendix 2). This needs to be made more explicit through working with the College of Policing.[14]

Implicit too within the above codes and practice (including in the principles and standards set out in the College of Policing Code of Ethics and within the Victims' Code) is a clear message that people who, for example, have a physical or mental disorder or illness; those who may lack mental capacity; older people; people with learning disabilities (often referred to as 'vulnerable victims') have the same right to access to justice as everyone else. These codes and practices underline: putting the victim first; responsive and supportive systems; treating people with respect and sensitivity. Through underlining these aspects of practice these codes support safeguarding people's rights.

14 www.college.police.uk/About/Pages/default.aspx

4. Developing Making Safeguarding Personal Approach

This section sets out and expands on why and how the essential steps summarised above should be developed in practice by the police.

Leading Making Safeguarding Personal

Step 1: Evidence strong leadership
Establishing and developing Making Safeguarding Personal as a core objective within police safeguarding activity, recognising it as core business:

What needs to happen?

- Senior police officers are active members of the local safeguarding adults board which has a leadership role in developing this agenda.

- There is awareness of the Police and Crime Commissioners in their role both in engaging with communities to address locally identified safeguarding priorities[15] and in bringing together community safety and criminal justice responses.

- There is clarity/support in respect of police responsibilities set out in the Care and Support Statutory Guidance (Department of Health, 2017) and what needs to be included in policies and staff development resources. (Extracts from the statutory guidance in relation to the police 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).

- There is organisational support for outcomes focused and person centred police practice. This has a focus on reducing risk and, where appropriate, on resolution rather than prosecution.

- Making Safeguarding Personal is led within existing regulatory frameworks rather than as a separate activity.

Step 2: Promote and model the culture shift required for Making Safeguarding Personal
The culture and values within police organisations are clear and transparent. They are reflected consistently in police strategies and policies and support police officers in delivering on expectations set out in guidance and training:

What needs to happen?

- Develop leadership of a culture shift that promotes and supports personalised outcomes and 'wellbeing' for individuals alongside safety. This can be demonstrated in person centred and positive approaches to managing risk.

- Ensure that core principles for safeguarding are not just visible in specialist police projects and measures but are developed into core business at the frontline.

- Develop an open and communicative 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. This includes learning from inquiries and reviews. Senior managers are 'visible' and accessible, actively engaging with members of the public. They find out what outcomes and responses people want and how far these are being met.

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

Step 3: Define core principles for strategy and practice

The six statutory safeguarding principles are defined as core to Making Safeguarding Personal and there is an emphasis on wellbeing alongside safety. These principles are made clear to all police officers:

What needs to happen?

- Police force policies and procedures reflect the six statutory safeguarding principles and the 'wellbeing' principle. A Making Safeguarding Personal approach will facilitate understanding of what makes for wellbeing in people's lives. (See Appendix 2).

- There is organisational support for frontline officers in translating these principles into practice.

- 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 and support. People know what to expect. There is a clear message that the police will work with people to empower them to find solutions. They will strive to allow the individual to remain in control.

- Links are made to existing agendas with similar and overlapping principles, such as restorative justice[16], and MARAC (Multiagency risk assessment conferences).[17] Making these connections across approaches will support and strengthen efforts in achieving the required cultural change.

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16 www.cps.gov.uk/legal/p_to_r/restorative_justice/#an01
17 A local, multi agency victim-focused meeting where information is shared on the highest risk cases of domestic violence and abuse between different statutory and voluntary sector agencies www.safelives.org.uk/sites/default/files/resources/The%20 principles%20of%20an%20effective%20MARAC%20FINAL.pdf

What indicates a need for this? What can be put in place?

There is some evidence from police force vulnerability inspections that the shift in culture that underpins Making Safeguarding Personal requires further development. For example:

"The police service should now create a deeper understanding of and commitment to addressing the often-complex needs of vulnerable people. Part of this would be through ensuring that the service has an organisational culture that is focused on training and uses data and evidence of what works to support effective responses and identify areas where further senior leadership focus is required" (A national overview of PEEL vulnerability Inspections, HMIC, 2015, Page 20).[18]

In addition:

"The THRIVE[19] system...provides a structured way of assessing the threat, harm, risk and investigation opportunities associated with a call, the vulnerability of the victim, and the engagement level required to resolve the issues. While this is designed to allow the police to tailor the service they provide according to the particular needs of the victim, there is evidence of some staff applying it to reduce or ration competing demands, rather than to tailor their service to the needs of victims"

(HMIC, 2015, p12)

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18 HMIC (Dec 2015), PEEL: Police effectiveness 2015 (vulnerability), A national overview
19 The threat, harm, risk, investigation, vulnerability and engagement decision making model

In terms of what will support putting in place principles required for Making Safeguarding Personal, the Victims' Code is an example of an existing framework which relies on principles in common with those for Making Safeguarding Personal.

Whether or not the Victims' Code applies in a police matter, applying its underlying principles more generally at the frontline in both prevention and intervention will support Making Safeguarding Personal.

The code aims to provide victims with the support and information they need. It sets out the services and information victims of crime are entitled to from criminal justice agencies. It tells the individual what they can expect and offers an enhanced service for some priority victims. The characteristics and content of the code includes that it:

- is based around the victim

- empowers the victim with information about:

  ◦ what involvement will look like

  ◦ whether there will be an investigation

  ◦ level of contact with the police

  ◦ entitlements (for example to be updated in a timely fashion)

  ◦ the choices they have

- gives entitlement to referral to specialist support for victims of crime

- gives opportunity to make a victim statement about the impact of the crime on them as an individual and choices as to how this will be used.

It requires knowledge of the Mental Capacity Act. This facilitates effective decisions about how to support people's understanding of their choices and whether they are able to understand these and weigh them up (see below). It also requires partnership working to support understanding of the individual.

If the principles at the heart of this, which align with statutory safeguarding principles (see Appendix 2), are applied more generally by all frontline officers in all safeguarding contexts, whether or not there is a crime victim as defined in the code, this will support Making Safeguarding Personal. It will support police officers in fulfilling requirements of the Care and Support Statutory Guidance (Department of Health, 2017).

This is one example of an existing framework which relies on principles in common with those for Making Safeguarding Personal. Others have been referred to in section 3 of this resource.

Examples from several police forces of leadership of the required values and of putting principles of Making Safeguarding Personal into practice:

- Some police forces have updated their safeguarding adults policies and procedures in line with the Care Act (2014) and include the required principles: eg West Yorkshire and Devon and Cornwall police forces. The former also includes the five principles of the Mental Capacity Act (2005) which are central to Making Safeguarding Personal.

- Some police forces are engaging in promoting and using 'family group conferencing' for adult safeguarding, where the focus is on the adult at risk and their informal network to take a lead in finding responses to risk and abuse (eg Hampshire).

- Police forces are working alongside statutory partners in councils (safeguarding teams and trading standards) to support victims of scams. This is established practice across the partnership, for example in the London Borough of Croydon. Not everyone wants all risk removed, response to scams is an example where a balance between safety and wellbeing is required and a right balance between resolution and prosecution. The following extracts (Olivier et al, 2015)[20] from a paper produced by London Borough of Croydon professionals illustrate this:

"Involvement in scams can provide a meaningful activity, particularly with those who are socially isolated and have limited contact with other people…"

"Breaking the cycle is not easy and practitioners need to understand the complex motivations that play a part in sustaining involvement in scams…"

"Engaging in scam mail and the utility this provides, the social connections it affords...and the hope the entire system of activity creates... all help the victim to feel less isolated, more meaningfully engaged and more hopeful about the future...In some cases, the loss of small sums...might be worth it when weighed against the positives that such activity provides."

Supporting and developing the police workforce

Step 4: Promote and support police 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 police officers in this. Make sure that there is a range of support and information for officers and staff.

Police can have a focus on:

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

- Seeking assurance on which police officers are trained and relevant areas of staff development, such as those highlighted in the research (Pike and Walsh, 2015)[21]. Appendices 1 and 3 offer examples of requirements from the Care and Support Statutory Guidance around Making Safeguarding Personal that inform a learning and development programme and requirements for police officers.

- Ensuring both specialist and non-specialist officers are skilled and supported to carry out this role including supervision of frontline practice to ensure the adult is seen and their views are recognised.

- Developing police officers to be able to have conversations early on with people about the safeguarding outcomes they want.

- Developing a learning culture that uses data and feedback to inform workforce development.

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20 Olivier, S; Burls, T; Fenge, L; Brown, K (2015) Winning and losing; vulnerability to mass marketing fraud. Journal of Adult Protection, vol. 17; no.6 pp 360-370

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

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.

Evaluations of national Making Safeguarding Personal programmes have highlighted that effective implementation of the Mental Capacity Act is key to Making Safeguarding Personal. This must be part of workforce development. The following should be facilitated:

- 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.

- The core principles of the Mental Capacity Act are integrated in safeguarding practice. There is particular emphasis on supported decision making and best interests decision making.

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

- There is appropriate use of, and commissioning of, advocacy and appropriate adults in supporting decision making, both for people who have capacity and for those who lack capacity in safeguarding situations.

What indicates the need for this?

There is some evidence from police force vulnerability inspections and from Safeguarding Adult Reviews (formerly Serious Case Reviews) of the need for development of the workforce:

"HMIC found that police officers in specialist protecting vulnerable people units generally conduct more effective investigations than non-specialists"

(HMIC, 2015, p13)

Development is needed outside of specialist teams in 'business as usual' to get key messages to generic frontline officers. There is a need to consider which elements of knowledge and expertise that are in the possession of specialist teams are needed by frontline officers. This includes neighbourhood teams, police community safety officers (PCSOs) and community safety officers (CSOs).

Safeguarding adults reviews should inform local development plans for Making Safeguarding Personal. These offer ideas as to initiatives and practice to support Making Safeguarding Personal, including in the context of the Mental Capacity Act, 2005. They can be found on safeguarding adults board websites for the relevant areas. A range of reviews, including the following, offer recommendations to the police which are relevant in Making Safeguarding Personal.

These offer further ideas for establishing Making Safeguarding Personal in practice:

• Warwickshire Safeguarding Adults Partnership (2011) Serious Case Review, The Murder of Gemma Hayter, 9 August 2010

• Surrey Safeguarding Adults' Board (2010) A Serious Case Review in Respect of CC, Died 2009, Executive Summary

• Cornwall Adult Protection Committee (2007) The Murder of Steven Hoskin, A Serious Case Review, Executive Summary

• An IPCC (Independent Police Complaints Commission) report into the death of Fiona Pilkington in 2007 (also the subject of a serious case review in Leicestershire).[22]

What can be put in place?

Examples from West Midlands Police in respect of workforce development:

• This police force has representatives from its leadership team sitting on quality assurance and safeguarding adult review subgroups of safeguarding adults boards, ensuring that trends and messages are integrated back into police policy and training.

• They attend board manager/emergency services meetings to discuss common development needs and to share ideas and resources.

• Its intranet has links for police officers to follow to connect to resources and support from other organisations.

• It is updating a frontline staff training package, to include Making Safeguarding Personal, through developing a video-box presentation.

The Birmingham Safeguarding Adults Board has developed a leaflet for all frontline staff across organisations about Making Safeguarding Personal.[23] Police forces will find it helpful to connect with safeguarding adults board initiatives such as this to support and develop staff.

Engagement with the College of Policing will be essential in taking this forward. However, these relatively straightforward initiatives are capable of being shared and implemented across organisations.

Early intervention and 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 police officers 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 police support is influenced by the people it serves, both in the way in which frontline practice is delivered and at a strategic and policy level. Support responds to the issues that people have themselves identified. Engagement supports people's resilience.[24]

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

24 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 àwho may be in need of safeguarding support', which is part of this suite of resources

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22 www.ipcc.gov.uk/sites/default/files/Documents/investigation_ commissioner_reports/pilkington_report_2_040511.pdf

"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 be put in place?

Police officers can focus on the following in prevention and in engagement with people:

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

- Involve and engage people and communities so that they are informed and empowered to resolve and prevent abuse and neglect in their own lives. This builds resilience. People are included and asked about what they want to happen when there is a safeguarding concern. All police officers ask people about the outcomes they want when safeguarding issues first arise. This leads responses.

- Make complaints processes and guidance readily accessible to citizens 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)[25] on SCAMS and prevention. This 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.[26]

- Have a focus on those assessed as low/moderate risk; not just those at highest immediate risk.

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

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

The case for prevention

The following from HMIC vulnerability inspections underline the need for more of a focus on early intervention and engagement with people, for example:

There is "limited evidence of victim engagement to provide forces with feedback on the service provided and how this can be improved."

(HMIC, 2015, p17)

"We found the support offered to those who are assessed as high risk to be generally more consistent than that provided to people identified as being at medium or standard levels of risk."

(HMIC, 2015, p11)

Lessons from safeguarding adult reviews (examples offered in section 4) illustrate the need for:

• Understanding the issues in the local community, effective early identification of vulnerability and including proactive monitoring and support of repeat callers and addresses, and proactive signposting to the right support and services.

• Early intervention: being there at lower levels of risk to stop escalation of abuse/neglect; engaging with people who wouldn't in general meet the thresholds for a service and taking early action rather than just passing on information.

Greater Manchester Police operates an initiative known as STRIVE[27], where early support is promoted in situations of domestic abuse, engaging with victims, perpetrators, families and communities and finding partnership approaches that work for the individual before the risk escalates.

A number of police forces are being proactive in identifying vulnerable members of the community and taking action to offer protection alongside other organisations. This is the case in Devon and Cornwall Constabulary, following the death of Steven Hoskin in 2007 (Flynn, M, 2009).[28]; which is also explored below.

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.

The importance of collaboration is illustrated in the Serious Case Review into the death of Steven Hoskin, an adult with learning disabilities, who died in Cornwall in 2006.

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27 www.gmp.police.uk/live/nhoodv3.nsf/WebsitePages/C1DDE8142DE605FC80257EF40036802F?OpenDocument

28 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)

"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)[29]

Partnership working is vital not only in identifying individuals at risk but also in finding approaches and outcomes that are acceptable to them. They need to be able 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 and together find a route in to develop a working relationship and support the individual. Safeguarding Adult reviews underline this. (See for example: Camden Safeguarding Adults Board, 2015[30]).

Policing in the context of Modern Slavery, identified in the Care and Support Statutory Guidance as an aspect of safeguarding adults, also requires this partnership response:

"Working with multiple agencies enables the police to bridge the gap between themselves and the victims of modern slavery... Organisations have a diverse range of skill sets that, combined, facilitates a significantly stronger response to modern slavery than any one organisation's individual action."

(McGeer, C, April 2017[31])

Organisations, such as the Salvation Army, may be best placed to find a 'way in' to connect with people so that they will accept help and support alongside the police role.

"An effective response to vulnerable victims frequently requires both statutory and voluntary sector organisations to work together, in order to undertake joint risk assessments and safety planning to address victims' often complex needs."

(HMIC 2015, p15)

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

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

31   McGeer, C, (April 2017) Eliminating Slavery: Enhancing the Police Response
www.cumberlandlodge.ac.uk/sites/default/files/public/Eliminating%20the%20Police%20Response%20Briefing%20Document-%20April%202017_0.pdf

What can be put in place?

Practice examples in Making Safeguarding Personal through partnership working:

A modern slavery partnership led by the Hampshire and Isle of Wight Constabulary acknowledges the dual need for support of potential victims alongside the police role in "ensuring...perpetrators face appropriate consequences for their actions" (McGeer, C, 2017). Without this personalised approach, it is often impossible for the police to achieve required outcomes in bringing perpetrators to justice.

The Staffordshire MASH (Multiagency Safeguarding Hub) has been established since 2011, where the police is a key partner agency. It identifies the following strengths[323] of a MASH for Making Safeguarding Personal:

- sharing information to get a holistic picture of the person and their circumstances

- sharing risk assessment

- consistency in decision-making

- clear accountability

- effective working relationships

- escalation is facilitated

- range of expertise available.

- The MASH acknowledges however that there are limitations, including:

- lack of consistent direct contact with people in need of support

- difficulty in demonstrating outcomes because, essentially, cases go through the MASH to be resolved elsewhere.

The MASH in Staffordshire identifies tangible ways in which a MASH can contribute to Making Safeguarding Personal:

- identification of people's views and outcomes from this very early stage

- achieving a clear understanding of risk

- ensuring the need for advocacy support is identified

- promoting a joined-up approach.

Some argue that the MASH facilitates the sharing of pertinent information but does not focus sufficiently on problem solving and action. The Staffordshire MASH offered an example to balance this view:

A person in receipt of safeguarding support had said that they did not want action taken against a perpetrator who was a person in a position of trust. The sharing of information within the MASH elicited information about other relevant misdemeanors (of the person in the position of trust). On reflecting information back to the individual, they were better informed to make the decision and decided to offer evidence for a prosecution. Sharing information with individuals to support decision making can be a crucial aspect of Making Safeguarding Personal.

Camden police officers and the London Borough of Camden has a safeguarding 'clinic' where there is discussion aiming to find person centred resolution to situations of risk and abuse in a multiagency forum.

These examples illustrate the benefits to Making Safeguarding Personal of working in partnership across agencies and with the individual.

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32 From a presentation by the Staffordshire MASH to the West Midlands regional Safeguarding Adults Conference March 2017

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 police, safeguarding adults will look like this for people, organisations and practice:

- 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 police forces. All organisations work together to make safeguarding personal.

- Police officers understand and practice within the legal framework including the Care Act (2014) and Care and Support Statutory Guidance (Department of Health, 2017) and the Mental Capacity Act (2005).

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

- All police officers and staff ask people (and/or their advocate) about the outcomes they want to achieve at the very beginning of safeguarding support. People are asked about their safety and wellbeing, and how far their expectations have been met at the conclusion of any support.

- People 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 police officers and staff in Making Safeguarding Personal.

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

- Police forces work alongside communities and individuals to prevent abuse and neglect and to intervene at an early stage where there are concerns.

- Police officers look out for signs of vulnerability of people in their communities and work with partner organisations to address identified concerns together.

- Local communities and people who may be in need of safeguarding support are involved in developing approaches to safeguarding support and keeping themselves safe.

- There is a learning culture. Senior managers 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.

Resources

The full suite of resources is available on the ADASS and 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-support-making-safeguarding-personal

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 police focus in support of MSP	Care and Support Statutory Guidance[34]	What supports MSP? (findings from MSP national programmes)[35]
• A focus on principles (wellbeing; safeguarding core principles; MCA principles)	• Outcomes reflect adult's wishes and/or best interests and are proportionate to concerns (14.79) • Everyone must focus on improving wellbeing (14.92)	• Focus on the person's outcomes and wellbeing
• Culture shift including policies/procedures reflecting core principles; leadership modelling framework for working with risk aligns with MSP; ensuring this translates into frontline generic practice	• Strong multiagency partnership; effective responses and prevention; clarity on roles and responsibilities; positive learning environment to help break down cultures that are risk-averse (14.12) • 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
• A focus on prevention: investing in community engagement; building resilience by engaging and empowering people to be part of resolving their own circumstances; engaging with people at an early stage to prevent escalation	• 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

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

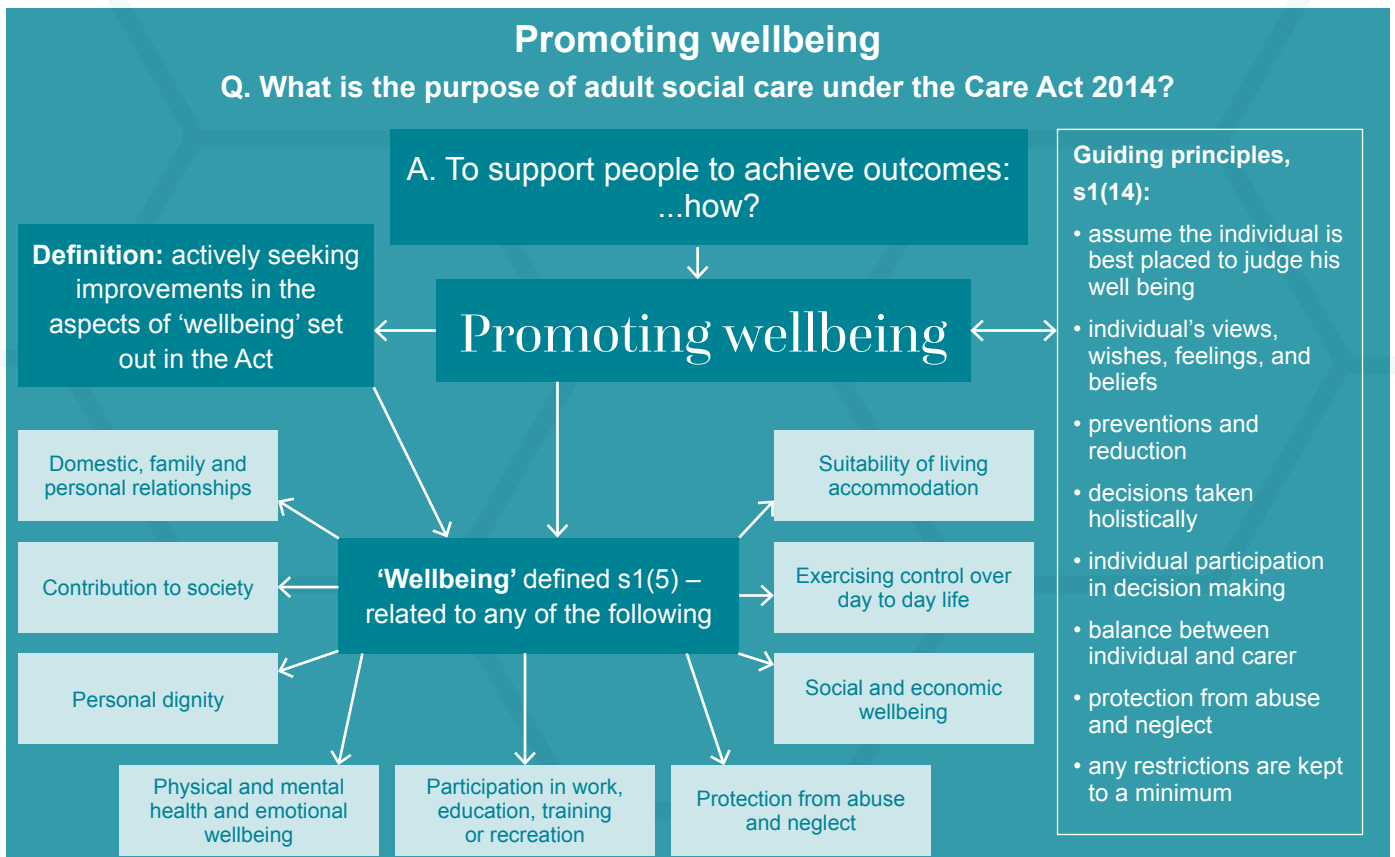| Priorities for police focus in support of MSP	Care and Support Statutory Guidance[34]	What supports MSP? (findings from MSP national programmes)[35]
• Workforce development/ support: a focus on frontline staff in non-specialist areas; reflective practice that considers best practice and reviews; focus on MCA and Care Act	• Regular face to face supervision to enable staff to work confidently and competently; guidance and 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 (police engagement in multiagency case file audit; providing relevant data; obtaining feedback from victims of crime)	• Safeguarding adult board should consider the extent to which outcomes have been realised (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 frontline practice	• Provide information and support in accessible ways (14.11) • Provide an independent advocate to represent and support adults (14.10; 14.48; 14.54; 14.77; 14.80) • MCA 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 a 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 MCA 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). 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.[35]

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

35 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 wellbeing 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[36] and in the London Multiagency Safeguarding Adults Procedures (London ADASS, 2016)[37] (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).[38]

36 NHSE (July 2015) Safeguarding Vulnerable People in the NHS –
    Accountability and Assurance Framework
37 London ADASS (2016); London Multi-Agency Safeguarding
    Policy and Procedures
38 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 police?

There is a range of specific police responsibilities within adult safeguarding, set out in the Care and Support Statutory Guidance (Department of Health 2017) that are pertinent to Making Safeguarding Personal):

- Paragraph 4.84-14.90 underlines and sets out the police duty at the onset of investigation to assist vulnerable and intimidated witnesses, indicating the range off special measures available to facilitate gathering and giving of evidence including intermediaries to facilitate communication.

- "A criminal investigation by the police takes priority over all other enquiries, although a multi-agency approach should be agreed to ensure that the interests and personal wishes of the adult will be considered throughout, even if they do not wish to provide any evidence or support a prosecution. The welfare of the adult and others, including children, is paramount and requires continued risk assessment to ensure the outcome is in their interests and enhances their wellbeing."
(Paragraph 14.91)

- Paragraph 14.96 refers to the importance of the wishes of the person which have to be balanced against wider considerations such as level of risk and risk to others including where the adult lacks capacity and: "Where an adult lacks capacity to make decisions about their safeguarding plans, then a range of options should be identified, which help the adult stay as much in control of their life as possible. Wherever possible, the adult should be supported to recognise risks and to manage them. Safeguarding plans should empower the adult as far as possible to make choices and to develop their own capability to respond to them."
(Paragraph 14.97)

- "Where the person who is alleged to have carried out the abuse themselves has care and support needs and is unable to understand the significance of questions put to them or their replies, they should be assured of their right to the support of an 'appropriate' adult if they are questioned in relation to a suspected crime by the police under the Police and Criminal Evidence Act 1984 (PACE). Victims of crime and witnesses may also require the support of an 'appropriate' adult. Read government policy documents about helping victims of crime."
(Paragraph 14.113)

- "Under the MCA, people who lack capacity and are alleged to be responsible for abuse, are entitled to the help of an independent mental capacity advocate, to support and represent them in the enquiries that are taking place. This is separate from the decision whether or not to provide the victim of abuse with an independent advocate under the Care Act."
(Paragraph 14.114)

- Paragraph 14.210 refers to specially trained police investigators in safeguarding adults working to advice and guidance that ensures a thorough investigation "to achieve successful outcomes for the individual."

- "The police service itself has identified ways that enable non-specialist officers to seek advice from supervisors at every stage of the safeguarding process, even when specialist departments are unavailable..."
(Paragraph 14.211)

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