



# Lancashire Safeguarding Adults Board (LSAB)

## Multi-Agency Prevention and Early Intervention Strategy

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## 1. Introduction:

The Lancashire Safeguarding Adults Board approved this document to act as an overarching framework for prevention and early intervention in adult safeguarding. Member organisations are invited to use this strategy to inform the development of local plans and associated work.

### Our Vision (why we are here)

*"Every adult in Lancashire has the right to lead a safe and fulfilling life, free from abuse and neglect. As a Partnership we will do our very best to work with residents, carers, friends, families and communities to enable this to happen."*

As safeguarding partners, our commitment is to:

- Not tolerate abuse and neglect.
- Ensure that the public in all communities in Lancashire feel confident that adults are protected.
- Respect the views of residents, including their right to take risks.
- Work preventatively by early identification of safeguarding issues.
- Deliver excellent safeguarding practice through a culture of learning.
- Share information on safeguarding issues in a timely manner.

Critical to the vision of the Care Act 2014 is the aim of ensuring the care and support system works to actively promote wellbeing and independence and does not just wait to respond when people reach a crisis point.

It is vital that the care and support system intervenes early to support individuals, helps people retain or regain their skills and confidence, prevents need and responds appropriately where the board becomes aware of system delays which may impact on safeguarding people with care and support needs.

This approach applies equally to adult safeguarding.

It is important to note that this prevention strategy is focused on prevention in the context of adult safeguarding with the intention to reduce risk of abuse or neglect. [Prevent Duty \(County Terrorism\)](#) and [Prevention Duty \(Homelessness\)](#) are managed through separate guidance.

### Our Values

#### Six Safeguarding Principles

**Empowerment** – People being supported and encouraged to make their own decisions and informed consent.



**Prevention** – It is better to take action before harm occurs.



**Proportionality** – The least intrusive response appropriate to the risk presented.



**Protection** – Support and representation for those in greatest need.



**Partnership** – Local solutions through services working with their communities. Communities have a part to play in preventing, detecting, and reporting neglect and abuse.



**Accountability** – Accountability and transparency in delivering safeguarding.



The Care Act 2014 places a duty on Local Safeguarding Adults Boards to develop and implement a clear strategy around the prevention of abuse or neglect of adults at risk. Prevention is one of the core principles of safeguarding and as such, forms a fundamental part of local adult safeguarding policy frameworks and arrangements.

The Lancashire Safeguarding Adults Board will have an overview of the prevention work taking place in its area, and will maintain links with other strategic forums to ensure connectivity and oversight of all activity, which will be managed through business activity of the Board.

These include links with the Health and Wellbeing Board, Children's Safeguarding Assurance Partnership, Community Safety Partnerships, Domestic Abuse Board, Police and Crime Commissioner's Office and the Care Quality Commission.

Although the LSAB will focus on prevention of risk of abuse or neglect, it will support the awareness of primary prevention which focuses on tackling health inequalities, lifestyle factors and the wider determinants of health. Key factors include:

- Enabling healthy lifestyles: supporting people to give up smoking, reduce alcohol consumption, be more physically active, and be a healthy weight
- Supporting education and employment opportunities
- Access to healthcare services
- Safe and affordable housing
- Mental Health and wellbeing support

This strategy recognises there are several key enablers for prevention and early intervention, including:

- A well-trained workforce operating in a culture of zero tolerance of abuse.
- Individuals being informed of their rights to be free from abuse and neglect, and to be supported to exercise these rights, including through access to advocacy.
- An information sharing protocol acting as a framework for confidentiality and information sharing across agencies.
- Access to good universal services, such as community safety services.
- Needs and risk assessments to inform people's choices.
- Safeguarding aims to achieve a balance between protecting people and preserving their right to make decisions for themselves.
- Availability of a range of options for tailored support, to keep people safe from abuse and neglect.
- An informed public that is aware of the issues to ensure the success and effectiveness of the strategy.

Vulnerable groups and risk factors include but are not limited to:

- vulnerable adults and children (where being vulnerable is defined as in need of special care, support, or protection because of age, disability, risk of abuse or neglect)
- those with learning disabilities and cognitive impairment, including those with dementia
- those with disabilities that rely on others to access their health/care record
- those living away from home
- asylum seekers
- children in contact with the youth justice system
- children looked after or with Special Education Needs and Disabilities up to age 25

- victims of domestic abuse
- those who may be singled out due to their religion, ethnicity, gender identity or sexual orientation or other protected characteristics including age.
- those who may be exposed to violent extremism
- those with serious mental health conditions
- those who may be homeless

[NHS England » Safeguarding](#)

## 2. Key messages

The following principles and key messages underpin this guidance:

- Prevention plays a vital role in safeguarding.
- Prevention in safeguarding should be broadly defined and should include all health and social care user groups and service settings [Pan-Lancs Multi-Agency Policy](#).
- Prevention needs to take place in the context of person-centred support and personalisation, with individuals empowered to make choices and supported to manage risks.
- Professionals in safeguarding should exercise professional curiosity and use trauma informed, person-centred and strengths-based approaches.
- Professionals should have an understanding of lived experience and listen to the voice of the individual, to inform safeguarding response and respond to any gaps in practice appropriately.
- To help de-escalate situations of risk, safeguarding reporting should ensure support in communities at earliest opportunity, is advised [LCC Portal](#).
- Anonymised safeguarding data and other intel should be used to monitor emerging and ongoing trends i.e. groups or localities most at risk to then target specific prevention activity.
- Under-represented and seldom heard groups should be identified and consulted with to enable strategies to be put in place to overcome structural and cultural barriers to engagement and offer practical suggestions to increase participation.
- Implementation and extension of the personalisation agenda and direct payments has highlighted the need for the agencies to work preventively, to ensure service users are supported to protect themselves and make informed decisions about action, when experiencing or likely to experience abuse, neglect, or exploitation.
- Service users, their families, friends, and carers should be actively encouraged to participate in developing solutions to challenges they may be facing. ‘Co-production’ and collaborative strength-based practice is an approach which enables the individual to influence the support and services they receive (or when groups of people get together to influence the way services are designed, commissioned, and delivered). This approach contributes to developing the resilience of individuals and groups and helps promote self-reliance and independence.
- Effective prevention requires good partnership working and a multi-disciplinary approach adopted within and across local services. Partners have a shared understanding of risk through proportionate information sharing.
- Robust risk assessment and management (undertaken within the context of positive risk taking) are important tools in effective prevention and early intervention.
- Organisations should ensure safeguarding training strategies and programmes address prevention and early intervention and include as core knowledge and skills: Making Safeguarding Personal, risk enablement, risk management, community safety, legal powers, and remedies. Staff will access such training as relevant to their role.

- Organisations will create a robust arrangement for professional supervision and create a reflective learning culture, where organisations can identify and implement learning from Safeguarding Adult Reviews and Domestic Abuse Related Death Reviews (DARDRs).
- Clear escalation policies should be in place to support agencies to overcome and resolve barriers to undertaking a preventative approach. Organisations will identify and implement learning from this, by identifying how we are learning from positive prevention and multi-agency working.

Assurance will be sought through activity from the Safeguarding Adults Board business activity, including delivery from the sub-groups and learning from reviews.

### 3. Continuum of Need

There are a range of activities and toolkits to support agencies to escalate or de-escalate through a continuum of need covering three areas;

1. General Health & Wellbeing
2. Promoting Prevention in Safeguarding
3. Safeguarding and Risk Management

Further guidance is available via the decision-making tool:

Lancashire [Guidance for Safeguarding Concerns \(lancshiresafeguarding.org.uk\)](http://lancshiresafeguarding.org.uk)

Activities in each of these areas could include:

#### **Tier 1 General health and wellbeing**

- Promoting healthy and active lifestyles.
- Promote the 5 steps to wellbeing - 5 steps to mental wellbeing - NHS ([www.nhs.uk](http://www.nhs.uk))
- A Wellbeing and Early Help Service offer e.g. Living Better Lives in Lancashire which signposts service users to support services
- Promote access to claiming welfare benefits
- Listening to residents e.g. through resident surveys, events
- Promoting volunteering opportunities
- Providing universal access to good quality information such as personal safety online
- Supporting safer neighbourhoods.
- Developing and promoting a range of 'Keeping Safe' initiatives e.g. Mail and Telephone Preference Services, Safer Places, No Cold Calling Zones, SCAM Awareness initiatives, Neighbourhood Watch, Dementia Friendly Communities.

#### **Tier 2 Promoting prevention in safeguarding**

- Create bespoke "Days of Action" to raise awareness about Adult Abuse and/or Community Safety and seek feedback from Lancashire residents.
- Community Commissioned Support for key vulnerabilities (community services)
- Supporting carers by offering a needs or carer's assessment and use this as an opportunity to explore the individuals' circumstances, and consider whether it would be possible to provide information, or support that prevents abuse or neglect from occurring, for example, by providing training to the carer about the condition that the adult they care for has or to support them to care more safely.

- Promote awareness of what abuse and/or neglect looks like and how to make referrals .
- Reinforcing through literature and day to day interactions with people accessing services that everyone has the right to be free from abuse and neglect, and ensuring where someone needs support in exercising this right, they can access appropriate support, including advocacy services.
- Individual agency responsibility to deliver safeguarding training to their workforce.
- Actively addressing hate crime or anti-social behaviour.
- Ensuring people are safe in whatever setting they live and that they are protected by the crime prevention measures aimed at the whole community and that they can access mainstream criminal justice and victim support services. This requires effective links between adult safeguarding. arrangements and the full range of community safety services and resources.
- Reducing loneliness or isolation, such as via befriending schemes or community activities.
- Providing information to families about care arrangements if a family member becomes ill or disabled.
- Identifying vulnerability factors and potential risks as part of the needs assessment and addressing these as part of the support planning process.
- Using support plans to reduce loneliness or isolation and helping the person to strengthen or build their social and support networks.
- Promote effective Transitional Safeguarding Practice based on Best Practice Principles.

### **Tier 3 Safeguarding and risk management**

- Using accessible ways and support to help people understand the different types of abuse and its prevention, including what to look out for and the steps to take if abuse is suspected.
- Providing people with information about sources of independent information, advice, and advocacy, ensuring it is accessible for all.
- Promote effective decision making and compliance with the Mental Capacity Act 2005.
- Providing people with information about the role of the Court of Protection and Office of the Public Guardian as well as the mechanisms available (e.g., power of attorney, deputyship, Department of Work and Pensions appointee-ship) to ensure their best interests are protected, and to safeguard against financial exploitation e.g. if they lose their capacity to make welfare and/or property and financial decisions in the future.
- Ensuring there are effective links between local adult safeguarding arrangements and government strategies on PREVENT, Modern Slavery, Domestic Abuse, and the Serious Violence Duty.
- Monitoring adults for the risk of exploitation and radicalisation given that current research has highlighted that criminal exploitation and radicalisers are increasingly targeting people with a learning disability, autism, or other vulnerabilities.
- Providing a consistent and swift response when triaging safeguarding concerns.
- Ensuring a process for spotting safeguarding themes and trends, enabling proportionate and timely responses to individual or organisational safeguarding concerns.
- Recognition that abuse or neglect may be unintentional and may arise because a carer is struggling to care for another person. This makes the need to act no less important, but in such circumstances, an appropriate response could be a carer assessment and support package for the carer and monitoring.



- Identify when Domestic Abuse is occurring, signposting to local Domestic Abuse Services and utilising Multi Agency Partnerships to create risk management plans.
- Work collaboratively with Criminal Justice Agencies to disrupt criminal activity and hold perpetrators to account.
- Ensuring the person can access support and services to help them recover from the abuse or neglect they have experienced. This approach will also help build future resilience.

#### 4. Managing allegations against a Person in a Position of Trust (PIPOT)

All organisations should comply with their own Person in Position of Trust Procedures. Moreover, it is important that any member of staff who works (or volunteers/is on a placement) with Adults at Risk, is aware that they hold a Position of Trust. Should an incident occur in their personal lives which could impact on their working duties, i.e. a Police Arrest for Domestic Assault, they will be subject to a PIPOT Enquiry. This may result in dismissal, a DBS barring and/or removal of professional status. [PiPOT Policy and Guidance](#).

#### 5. Activities to promote prevention and early intervention in care settings may include:

- Organisations should ensure that the principles of wellbeing and adult safeguarding are directly linked into commissioning, contract and procurement activity; developing a culture where all staff are aware of their personal responsibilities for safeguarding and information sharing.
- Commissioners should assure themselves, through contracting arrangements that providers have clear arrangements in place, to prevent abuse or neglect and that they undertake a range of activities aimed at keeping people accessing services safe. This includes developing and promoting a learning culture to ensure continuous improvement, policies, arrangement and records, to ensure consent to care and treatment is obtained in line with legislation and guidance.
- Care providers should be able to demonstrate a person-centred approach to care; a zero tolerance of abuse and neglect which encourages whistleblowing; staff, service user and family awareness of the nature of abuse and what to do if this is suspected; safe recruitment practices; regular quality monitoring and audit of care; regular staff training and updating of skills and clear policies and practice guidance available to all staff and volunteers.
- Care providers including semi-supported living providers for care leavers should make their staff aware through internal guidelines of what to do when they suspect or encounter abuse of adults in vulnerable situations. This should be incorporated in staff manuals or handbooks, detailing terms and conditions of appointment and other employment procedures so that individual staff members will be aware of their responsibilities in relation to safeguarding adults. This information should emphasise that all those who express concern will be treated seriously and will receive a positive response from managers.
- Care Providers should utilise the Lancashire County Council Quality Performance and Improvement Planning (QPIP) Process. This enables Providers to identify and report quality concerns in a timely way and for the Local Authority to identify themes and trends. Preventative measures can then be put in place by the Care Provider to reduce the risk of repeated incidents.
- Commissioners should assure themselves, through contracting arrangements that a provider is capable and competent in responding to allegations of abuse or neglect, including having robust processes in place to investigate the actions of members of staff.
- Commissioners should put in place robust arrangements to enable poor or unsafe care to be identified and addressed at an early stage.



- All commissioners or providers of services in the public, voluntary or private sectors should disseminate information about the multi-agency safeguarding policy and procedures.

## 6. Measuring Impact of Prevention

Activities to measure impact of prevention plan, and evidence-based change could include:

- Establishing shared Learning Panels/Circles to support awareness of interventions/support available.
- Monitoring levels of Safeguarding concerns raised, which are closed following interventions, and risk reduced.
- Case file Audits on key areas of risk to consider preventative measures.
- Assurance of improved practice following training on particular subjects/themes.
- Learning from all Safeguarding Adult Reviews.
- Check and balance measures to test out learning is embedded across agencies.
- Consider response to repeat learning themes and how the Board will address these.
- Undertake organisational audits to assess the quality and maturity of their processes and practice.
- Having a programme of good quality supervision to ensure staff are supported and feel able to be empowered to be creative in supporting vulnerable adults, ensuring they are well equipped to manage a range of support including traumatic/highly emotive situations, and that they have time to reflect on practice.
- Consider the impact of vicarious trauma and use of restorative supervision across agencies.
- Undertake regular review of the strategy to ensure it remains relevant and effective.

## 7. Resources and Useful Information

- [Self-Neglect Framework](#) - Under review
- [Revisiting safeguarding practice - GOV.UK \(www.gov.uk\)](http://www.gov.uk)
- [Making Safeguarding Personal: What might 'good' look like for those working in the housing sector? | Local Government Association](#)
- [Making Safeguarding Personal for commissioners and providers of health and social care | Local Government Association](#)
- [Making Safeguarding Personal: What might 'good' look like for the Police \(local.gov.uk\)](http://local.gov.uk)
- [Making Safeguarding Personal: What might 'good' look like for advocacy? | Local Government Association](#)
- [A Guide to Prevention in Safeguarding - Ann Craft Trust](#)
- [Preventing abuse and neglect of adults with care & support needs \(scie.org.uk\)](http://scie.org.uk)
- NICE safeguarding adults in care homes: [Overview | Safeguarding adults in care homes | Guidance | NICE](#)