

## Glossary

Term	Definition
Abuse	A single or repeated act or failure to act that has a negative impact on a person. Abuse can involve physical abuse, emotional abuse, sexual abuse or financial abuse. This is not an exhaustive list of the forms of abuse.
Adult at risk of harm/at-risk adult	A person who is not a child, and by reason of their physical or mental condition or other particular personal characteristics or family or life circumstance (whether permanent or otherwise) needs support to protect themselves from harm at a particular time.
Adult safeguarding	Measures that are, or may be, put in place to promote the health, safety and welfare of at-risk adults, minimise the risk of harm to at-risk adults, and support at-risk adults to protect themselves from harm.
Adult Safeguarding Review	A learning review to identify ways to improve the safety, quality and standards of adult safeguarding services in response to very serious adult safeguarding incidents that meet a high threshold. In Chapter 17, the Commission recommends that Adult Safeguarding Reviews should be established on a statutory basis in Ireland (i.e. contained in Irish legislation).
Adult safeguarding statement	A written statement prepared by a provider of a relevant service which outlines the policy, procedures and measures that the provider has in place to minimise the risk of harm to adults availing of the service including adults who are, may be, or may become at-risk adults. In Chapter 7, the Commission recommends the components of an adult safeguarding statement.
Approved centre	A service regulated by the Mental Health Commission under the Mental Health Act 2001 to provide in-patient treatment to people experiencing mental illness or mental disorders.
At-risk customer	An at-risk adult who is a customer of a regulated financial service provider.
Authorised officer	A person appointed by the Safeguarding Body to carry out functions of the Safeguarding Body under the Commission's Adult Safeguarding Bill 2024.
Autonomy	The right to make decisions and take actions that are in line with one's beliefs and values.
Barred lists	Databases containing details of individuals who are banned from working or volunteering with children or at-risk adults

	<p>due to past behaviours (which may have fallen below the threshold for a certain criminal offence to have been committed) or because they have committed certain criminal offences. Barred lists are in place in other jurisdictions but are not currently in place in Ireland.</p>
Capacity	<p>Decision-making capacity as defined in the Assisted Decision-Making (Capacity) Act 2015. A person's ability to make decisions for themselves. This is based on the person's ability to make a specific decision about something, at a specific time.</p>
Care plan	<p>A plan that outlines the health, personal and social care needs of an adult availing of a service and how a service intends to meet those needs in line with the adult's preferences. This is usually developed between the service and the adult concerned following an assessment of care and support needs.</p>
Care setting	<p>The place where a person receives care, for example, a person's home, a hospital, a nursing home, a residential centre, or a day service.</p>
Coercive control	<p>A pattern of controlling and threatening behaviour. This is a criminal offence under section 39 of the Domestic Violence Act 2018 which criminalises a person knowingly and persistently engaging in behaviour that is controlling or coercive, has a serious effect on a person, and which a reasonable person would expect to have a serious effect on a person. In Chapter 19, the Commission recommends the creation of an offence of coercive control of a relevant person that extends to a broader category of relationships that the existing offence under the Domestic Violence Act 2018.</p>
Coercive exploitation	<p>A new criminal offence proposed by the Commission in Chapter 19. This proposed offence would criminalise a person who, without a reasonable excuse, controls or coerces a "relevant person" so as to get control or be able to exercise control over their property or financial resources to gain a benefit or advantage for themselves or another person.</p>
Committee of the Person / Committee of the Estate	<p>In the past, if a person was unable to make certain decisions because of capacity difficulties, they might have been made a ward of court. When a person was made a ward of court, a Committee was appointed to control their assets and make decisions about their affairs. This has changed since most of the provisions of the Assisted Decision-Making (Capacity) Act 2015 came into force in April 2023.</p>

<p>Community Health Organisations</p>	<p>Nine HSE structures providing primary care, social care, mental health, and health and wellbeing services across Ireland. Community Health Organisations are currently being replaced by six health regions as part of the restructuring of the HSE.</p>
<p>Cooperation</p>	<p>A range of bodies working together for a common purpose. It involves the sharing of information, shared decision-making and responsibility, the pooling of resources, and the sharing of expertise and best practice. In Chapter 15, the Commission recommends that the Safeguarding Body, certain public service bodies and certain service providers should have a duty to cooperate with one another to address adult safeguarding concerns.</p>
<p>CORU</p>	<p>The Health and Social Care Professionals Council, otherwise known as CORU, protects the public by promoting high standards of professional conduct, education, training and competence through statutory registration of health and social care professionals in Ireland. It regulates multiple health and social care professions including social workers, occupational therapists, physiotherapists and speech and language therapists.</p>
<p>Cross-sectoral legislation</p>	<p>Legislation that applies to a variety of sectors, instead of one specific sector.</p>
<p>Cuckooing</p>	<p>A practice where a person or many people take over an at-risk adult's home and use the property for anti-social behaviour or criminal activity.</p>
<p>Day services</p>	<p>Services provided to adults with disabilities and older adults in day centres where they participate in activities such as recreational, social, leisure and rehabilitation activities. These services are usually provided in the community and are non-residential.</p>
<p>Decision Support Service</p>	<p>A service established under the Assisted Decision-Making (Capacity) Act 2015 to support people who face difficulties and need support exercising their decision-making capacity. It is a part of the Mental Health Commission, but it has a separate role. The Decision Support Service promotes awareness of the 2015 Act, regulates and registers decision support arrangements, and supervises the actions of decision supporters.</p>
<p>Designated centre</p>	<p>A service or centre within the meaning of section 2 of the Health Act 2007 that is regulated by HIQA. These services or centres are inspected and monitored by the Chief Inspector of Social Services. It includes residential centres for older people and residential centres for adults with disabilities.</p>

DSGBV Agency (“Cuan”)	The Domestic, Sexual and Gender-Based Violence Agency, established on 1 January 2024. The legal name for the Domestic, Sexual and Gender-Based Violence Agency is An Ghníomhaireacht um Fhoréigean Baile, Gnéasach agus Inscnebhunaithe. It will be known as Cuan.
Empowerment and person-centredness	This includes the presumption of decision-making capacity; the facilitation of supported decision-making, where requested or required; ensuring informed consent; respecting the right to autonomy and the right to full and effective participation in society; the realisation of the right to independent advocacy; ensuring respect for will and preferences; ensuring respect for the right to have risks and options explained; and ensuring respect for the right to be consulted at every step of an intervention under adult safeguarding legislation.
Financial abuse	Theft, fraud, exploitation or pressure relating to wills, property, inheritance or financial transactions, including: (a) wrongful or unauthorised taking, withholding, appropriation or use of money, assets or property; (b) action or inaction to control, through deception, intimidation or undue influence, money, assets or property; or (c) wrongful interference with or denial of ownership, use, benefit or possession of money, assets or property.
Financial services	Services involving the investment, lending or management of money, assets or property that are provided by banks, post offices or credit unions.
Harm (civil)	Assault, ill-treatment, neglect or self-neglect in a manner that affects or is likely to affect health, safety or welfare of an at-risk adult, sexual abuse of an at-risk adult, or loss of, or damage to, property by theft, fraud deception or coercive exploitation. It may be a single, series or combination of acts, omissions or circumstances.
Harm (criminal)	Harm to body or mind which includes pain and unconsciousness, any injury or impairment of physical, mental, intellectual, emotional health or welfare, or any form of property or financial loss.
Health care assistant	These workers provide direct personal care and assistance with activities and daily living to patients and residents in a variety of health care settings. They work on implementing care plans and practices and work under the supervision of medical, nursing or other health professionals.
Home support services	Services providing care and assistance to older people and people with disabilities to allow them to live at home. This could include assisting older people and people with

	disabilities with their personal hygiene, their nutrition, or helping them take their medication or helping them to exercise.
HSE National Safeguarding Office	A national office established in 2015 in line with the HSE Social Care Division's Safeguarding Vulnerable Persons at Risk of Abuse National Policy and Procedures. The office oversees the implementation, monitoring, review and ongoing evaluation of the National Policy and Procedures. The office supports the work of the HSE's Safeguarding and Protection Teams.
HSE's National Policies and Procedures	The HSE's Safeguarding Vulnerable Persons at Risk of Abuse National Policy and Procedures published in 2014. It applies to HSE managed or funded disability services and older people's services, and to reports or allegations of harm in respect of adults living in the community who have disabilities or are over the age of 65.
Independent advocacy/ independent advocate	Advocacy support that is provided by an organisation or person who is independent from health and social care service providers and the family of the person receiving the advocacy support. An independent advocate can empower a person to express their will and preferences, communicate their perspectives and engage in decision-making processes that affect their lives.
Inherent jurisdiction of the High Court	A set of default powers, not contained in legislation, which arise from Article 34.3.1° of the Constitution. The powers have been used on a case-by-case basis to vindicate the fundamental constitutional rights of children and certain categories of adults.
International protection	Protection granted by the Government to someone who has left another country to escape being harmed or persecuted. This may include refugee status, subsidiary protection, permission to remain or temporary protection.
Issues Paper	The Law Reform Commission's Issues Paper on a Regulatory Framework for Adult Safeguarding (LRC IP 18-2019) which was published in January 2020.
Mandated person	People who are required by legislation to report actual or suspected abuse. The classes of persons (usually specific professions) who are subject to reporting requirements are generally listed in a schedule to legislation. In this report, where a mandated person knows, believes or suspects, that an at-risk adult has been harmed, is being harmed, or is at risk of being harmed, the Commission recommends that they should be under a statutory duty to report that knowledge, belief or suspicion as soon as possible to the

	Safeguarding Body. See the definition of “reportable harm” below.
Mandatory reporting	Requires the reporting of certain types of actual or suspected abuse or neglect or requires reporting of actual or suspected abuse or neglect in particular settings only, for example, a nursing home. It can also require the reporting of actual or suspected abuse by mandated persons.
Neglect	Neglect in a manner likely to cause an adult suffering or injury to their health or to seriously affect their wellbeing means a failure to adequately protect an adult under a person’s care from preventable and foreseeable harm, a failure to provide adequate food, clothing, heating or medical aid, or in circumstances where a person cannot look after an adult under their care, a failure to take steps to have them looked after under relevant legislation.
No-contact order	<p>An order proposed in Chapter 13 to be available under adult safeguarding legislation. If granted by the District Court, the order would prevent a non-intimate and non-cohabitating third party from engaging in one or more of the following behaviours:</p> <ul style="list-style-type: none"> <li>(a) following, watching, pestering or communicating (including by electronic means) with or about an at-risk adult for whose protection the order is made;</li> <li>(b) attending at, or in the vicinity of, or besetting a place where the at-risk adult resides;</li> <li>(c) approaching or coming within a specified distance of the at-risk adult.</li> </ul> <p>In addition to “full” no-contact orders, which may last for up to two years, the Commission recommends that interim and emergency no-contact orders be available in particular cases.</p>
Permissive reporting	Permits people to report actual or suspected abuse or neglect of at-risk adults but does not require them by law to do so.
Personal plan	A plan specific to an adult availing of a service that reflects their needs, wishes, abilities and aspirations. Personal plans typically outline the goals an adult wants to achieve and how the service will support them in their personal development. They are tailored to the individual and developed between the service and the adult concerned.

Policing and Community Safety Authority	A body that will soon be established under the Policing, Security and Community Safety Act 2024. Its legal name will be An tÚdarás Póilíneachta agus Sábháilteachta Pobail.
Power of access to at-risk adults in places including private dwellings	A proposed power to allow authorised officers of the Safeguarding Body or members of the Garda Síochána, or both, to access at-risk adults in places, including private dwellings, to assess their health, safety or welfare. This power is exercisable on foot of a warrant issued by the District Court, which will be valid for three days.
Power of entry to and inspection of relevant premises	A proposed power to allow authorised officers of the Safeguarding Body to enter and inspect relevant premises to assess the health, safety or welfare of at-risk adults. The power is exercisable without a warrant, although a warrant may be obtained if entry and inspection is being obstructed. This would allow for accompaniment by a member of the Garda Síochána.
Power of removal and transfer	A proposed power to allow members of the Garda Síochána, accompanied by authorised officers of the Safeguarding Body, where possible, to remove an at-risk adult from where they currently are, and transfer them to a designated health or social care facility or other suitable place. The power would not allow for detention of an at-risk adult in the facility or suitable place. The power is exercised to assess the at-risk adult's health, safety and welfare, and assess whether any actions are needed to safeguard them, where this cannot be done in the place where the at-risk adult currently is. This power is exercisable on foot of an order issued by the District Court and is valid for three days.
Prevention	Proactive steps are taken to minimise the risk of harm to adults, including adults who are, may be or may become at-risk adults before harm occurs.
Relevant person	The term used to describe a specific category of at-risk adults against whom the Commission's proposed offences in Chapter 19 can be committed. A relevant person means an adult whose ability to guard themselves against violence, exploitation, abuse or neglect by another person is significantly impaired through (a) a physical disability, physical frailty, illness or injury, (b) a disorder of the mind, such as mental illness or dementia, (c) an intellectual disability, (d) autism spectrum disorder.
Regulated financial service provider	A financial service provider whose service is regulated by the Central Bank of Ireland or an authority in a country in the European Union, Iceland, Liechtenstein or Norway whose

	functions are comparable to the functions of the Central Bank of Ireland.
Regulated profession	A profession where access to, or the practice of, the profession is restricted to those who meet professional qualifications required by law.
Relevant premises	Certain premises in which adults, who may be at-risk adults, are likely to be residing in, and in receipt of care or services. This includes “designated centres”, “approved centres”, hospitals and residential centres for adults in the international protection process. The full list of premises is set out in Chapter 10.
Relevant service	Any work or activity provided by a person or organisation, a necessary and regular part of which consists mainly of a person or organisation having access to, or contact with adults, or adults who are, may be, or may become at-risk adults.
Reportable harm	Assault, ill-treatment or neglect in a manner that seriously affects, or is likely to seriously affect, health, safety or welfare, sexual abuse, or serious loss of, or damage to, property by theft, fraud, deception or coercive exploitation. This harm can be caused by a single act, omission or circumstances, or a series or combination of acts, omissions or circumstances. It excludes self-neglect where the person has capacity or is believed to have capacity to make personal care or welfare decisions.
Residential care settings	Where an adult who is, may be, or may become an at-risk adult is living in residential care, such as a public or private nursing home or a residential centre for people with disabilities, including a centre providing temporary residential respite care.
Rights-based approach	Ensuring that the rights of at-risk adults are respected, including their rights to autonomy, respect, dignity, bodily integrity, privacy, control over financial affairs and property, non-discrimination, equal treatment in respect of access to basic goods and services, and respect for their beliefs and values.
Risk assessment	A process to identify any risks arising in the provision of services to adults or adults who are, may be, or may become at-risk adults.
Safeguarding and Protection Teams	Teams of social workers established within the HSE, with responsibility for assessing and managing reports or concerns regarding abuse or neglect in HSE managed and

	<p>funded services for older people and people with disabilities, and safeguarding referrals arising in the community.</p> <p>The teams support services in investigating reports, and directly assess complex cases. They also provide quality assurance, oversight and advisory support to HSE managed and funded services for older people and people with disabilities, provide training regarding adult safeguarding, and collate and publish data.</p>
Safeguarding plan	<p>A plan that is prepared where there is an adult safeguarding concern in relation to an adult availing of a service. It outlines the planned actions that have been identified to address the adult's needs and minimise the risk of harm to that adult or other adults within the service. It may be incorporated into a care plan or personal plan.</p>
Self-neglect	<p>Inability, unwillingness or failure of an adult to meet their basic physical, emotional, social or psychological needs, which is likely to seriously affect their wellbeing.</p>
Serious harm	<p>Injury which creates a substantial risk of death, is of a psychological nature which has a significant impact or causes permanent disfigurement or loss or impairment of the mobility of a body as a whole or of the function of any particular member or organ.</p>
Social care	<p>The planning and provision of services and supports to individuals who need them. This may include, for example, the provision of "Meals on Wheels", personal assistance, home care and home support, nursing care or residential services.</p> <p>It also encompasses delivery mechanisms and processes such as eligibility assessments and personal budgets.</p>
Summary power of access to at-risk adults in places including private dwellings	<p>A proposed power to allow members of the Garda Síochána to access at-risk adults in places including private dwellings, where the member reasonably believes there is a risk to the life and limb of the at-risk adult.</p> <p>This power is exercisable without a warrant, and is to be used when there is insufficient time to make an application for a warrant for access to the District Court. This summary power reflects the existing position under the common law, but adds clarity and strengthens the applicable safeguards.</p>
Transitional care arrangements	<p>Arrangements for young people as they move from the care of the State to aftercare, independent living, supported living or residential care. They can also be put in place when</p>

	young people move from children’s social care services to adult social care services.
Undue Influence	Exploitation of a position of power to cause a person to act, or not act, in a way that is detrimental to their best interests and which confers, or intends to confer, a benefit or advantage on another person.
United Nations Convention on the Rights of Persons with Disabilities (“UNCRPD”)	An international agreement which aims to protect the human rights and fundamental freedoms of people with disabilities.
Universal mandatory reporting	Requires everyone to report actual or suspected abuse or neglect of at-risk adults, irrespective of the setting or profession.
Vetting	Enquires and examinations conducted by the National Vetting Bureau of the Garda Síochána, employers recruiting employees or bodies recruiting volunteers to determine whether or not a person applying for work or activity, a necessary and regular part of which consists mainly of the person having access to, or contact with, children or “vulnerable persons”, has a criminal history or criminal convictions. This is required by Irish vetting legislation for some professions and volunteer groups.
Ward of Court	In the past, if a person was unable to make certain decisions because of capacity difficulties, they might have been made a Ward of Court to protect them and their property. When a person was made a Ward of Court, a Committee was appointed to control their property and finances and make decisions about their affairs, including their welfare. This has changed since most of the provisions of the Assisted Decision-Making (Capacity) Act 2015 came into force in April 2023.
Wardship	The legal practice of a person being made a Ward of Court. The purpose of wardship was to protect the person and their property and finances when they lacked the capacity to do so themselves. The arrangements under the Assisted Decision Making (Capacity) Act 2015 are now replacing wardship, and all existing Wards of Court are being gradually discharged from wardship.
Warrant	An order granted by a court, usually allowing named individuals (such as members of the Garda Síochána) to enter a particular place and search it. The Commission discusses warrants for access in the adult safeguarding context in Chapters 10 and 11.

The following abbreviations are used throughout this Report:

<b>Abbreviation</b>	<b>Definition</b>
ALRC	Australian Law Reform Commission
APC	Adult Protection Committee
ASPP	Adult Support and Protection Partnership
ASU	Adult Safeguarding Unit (South Australia)
CBI	Central Bank of Ireland
CCPC	Competition and Consumer Protection Commission
CEO	Chief Executive Officer
CFA	Child and Family Agency
CHO	Community Health Organisation
CIB	Citizen's Information Board
CIS	Care Inspectorate Scotland
CIW	Care Inspectorate Wales
CO	Chief Officer of the HSE Community Health Organisation
COG	Chief Officer Group in the HSE
CORU	Health and Social Care Professionals Council
CPC	Consumer Protection Code
CQC	Care Quality Commission
DBS	Disclosure and Barring Service
DHSSPS	Department of Health, Social Services and Public Safety in Northern Ireland
DPA	Data Protection Act
DPC	Data Protection Commission
DPO	Data Protection Officer
DSGBV	Domestic, Sexual and Gender Based Violence
DSS	Decision Support Service
ECB	European Central Bank
ECHR	European Convention on Human Rights
ECtHR	European Court of Human Rights
EDPB	European Data Protection Board
EEA	European Economic Area
EU	European Union
GDPR	General Data Protection Regulation (EU) 2016/679
HCA	Health Care Assistant
HCCI	Home and Community Care Ireland
HCSA	Health Care Support Assistant
HETAC	Higher Education and Training Awards Council
HIQA	Health Information and Quality Authority
HIS	Healthcare Improvement Scotland
HMICS	His Majesty's Inspectorate of Constabulary in Scotland

HSE	Health Service Executive
HSENI	Health and Safety Executive for Northern Ireland
IASW	Irish Association of Social Workers
ICO	Information Commissioner's Office
IFSAT	Irish Financial Services Appeal Tribunal
IHA	Integrated Health Area
IPAS	International Protection Accommodation Service
ISCO	International Standard Classification of Occupations
LCDC	Local Community Development Committee
LCSP	Local Community Safety Partnership
LED	Law Enforcement Directive (EU) 2016/680
MABS	Money Advice and Budgeting Service
MHC	Mental Health Commission
NAS	National Advocacy Service for People with Disabilities
NDA	National Disability Authority
NGO	Non-governmental organisation
NHS	National Health Service
NISCC	Northern Ireland Social Care Council
NIRP	National Independent Review Panel
NMBI	Nursing and Midwifery Board of Ireland
NPHE	National Public Health Emergency Team
NMBI	Nursing and Midwifery Board of Ireland
NSO	National Safeguarding Office
OECD	Organisation for Economic Co-operation and Development
OPCAT	United Nations Optional Protocol to the Convention against Torture
PAS	Patient Advocacy Service
PHA	Public Health Agency
PSNI	Police Service of Northern Ireland
QQI	Quality and Qualifications Ireland
RFSP	Regulated Financial Service Provider
RQIA	Regulation and Quality Improvement Authority (Northern Ireland)
SAB	Safeguarding Adults Board
SAI	Serious Adverse Incident
SALRI	South Australia Law Reform Institute
SAO	Senior Accountable Officer according to HSE Incident Management Framework
SAR	Safeguarding Adult Review
SCR	Serious Case Review
SEC	Securities and Exchange Commission
SPT	Safeguarding and Protection Team

SPPG	Strategic Planning and Performance Group in Northern Ireland
SRE	Serious Reportable Event
SSSC	Scottish Social Services Council
SUSR	Single Unified Safeguarding Review (Wales)
UNCRPD	United Nations Convention on the Rights of Persons with Disabilities
VCPR	Voluntary Care Professional Register
WHO	World Health Organisation