

COIMISIÚN UM ATHCHÓIRIÚ AN DLÍ LAW REFORM C 0 M M I S S I 0 N

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

(LRC ER 128 - 2024)

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

#### What is our report about?

In our report, we talk about new laws for keeping at-risk adults safe.

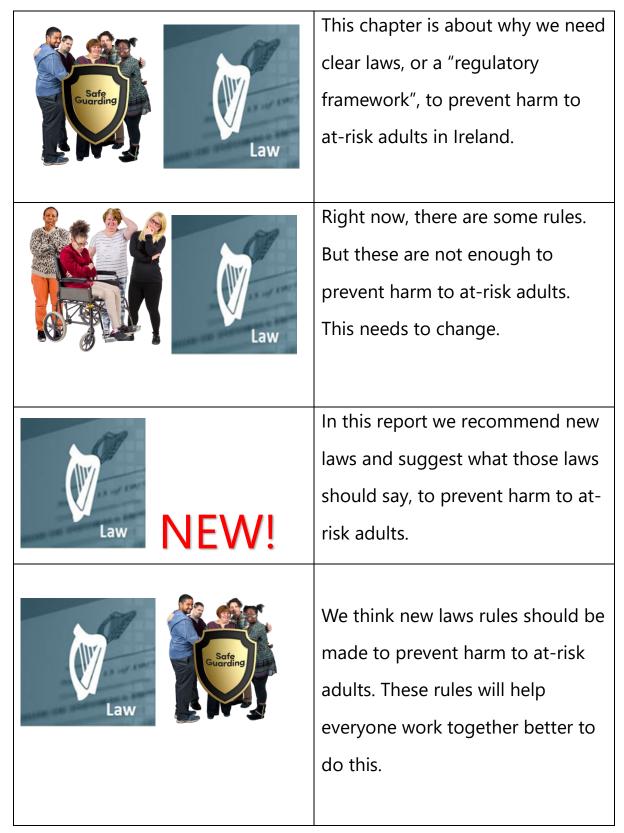
At the moment, we don't have any adult safeguarding laws in Ireland. A lot of people agree that we need them.

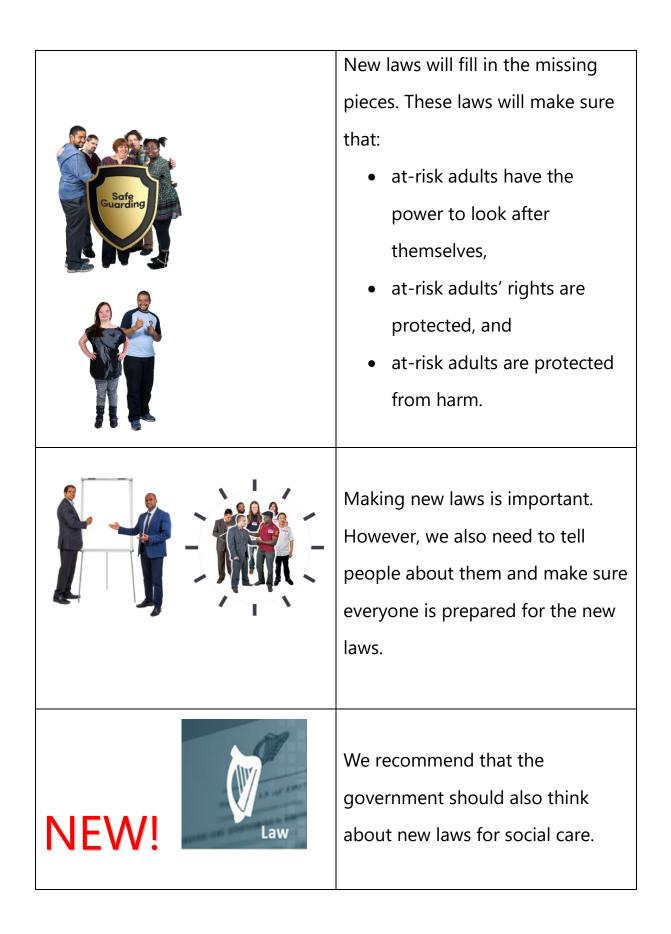
In our report, we focus on the most important things for new adult safeguarding laws to include. We think it is important that adult safeguarding laws:

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

This is a summary of our report. In this summary, you can read what each chapter is about.

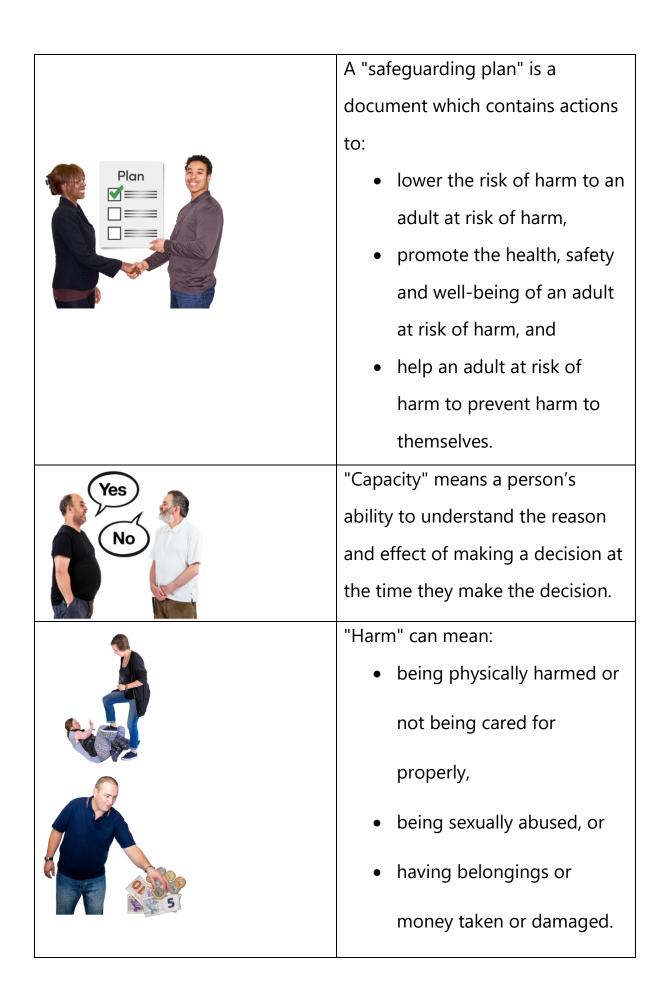
## Chapter 1: The need for a regulatory framework for adult safeguarding





# Chapter 2: Defining key terms in adult safeguarding legislation

	This chapter explains certain key
Stop Lello Con Guarding	words about preventing harm to
	at-risk adults. It is important that
perso" Ogy Open	everyone knows what these words
	mean.
stop, NO a	We want all the words to mean
Words	the same thing to everyone so
person Open	future laws can be understood by
	everyone.
	We should use "adult at risk of
	harm" or "at-risk adult" in laws
	about preventing harm to adults
	who are at risk of harm.
	"Safeguarding" is doing things to
	look after the health, safety and
	well-being of adults at risk of
	harm. This includes:
Cuarding Cuarding	<ul> <li>lowering the risk of harm to</li> </ul>
	adults at risk of harm, and
	<ul> <li>helping adults at risk of</li> </ul>
	harm to prevent harm to
	themselves.



"Reportable harm" is when the harm is so serious that it needs to be reported.
We use different words for harm when we are talking about criminal law. This is to make sure the rules are clear.
"Neglect" is when someone doesn't take proper care of someone else.
"Self-neglect" is when someone does not take proper care of themselves.

## Chapter 3: Guiding principles underpinning adult

### safeguarding legislation

	This chapter is about the guiding
Safe Guarding	principles that new adult
	safeguarding laws should be
Law	based on.
	The new laws we recommend are
	based on important ideas like:
	<ul> <li>protecting rights,</li> </ul>
Rights	<ul> <li>focusing on the person,</li> </ul>
	<ul> <li>protection,</li> </ul>
	<ul> <li>prevention,</li> </ul>
	<ul> <li>balancing,</li> </ul>
	<ul> <li>working together, and</li> </ul>
	<ul> <li>taking responsibility.</li> </ul>
	We know that at-risk adults can
	usually decide things for
	themselves. However, we still think
	new laws in Ireland should explain
	how at-risk adults can get support
	if they want it.



We recommend that the actions taken should think about the rights of at-risk adults. If there is an emergency, action might need to be taken.

### Chapter 4: A rights-based adult safeguarding framework

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





Rights

Sometimes, people need to limit rights to keep at-risk adults safe. However, they should only do this when it is really needed.



We think that new adult safeguarding laws should make sure that people only take actions to keep at-risk adults safe when the actions are really needed. These actions also cannot go too far. This is called "proportionality".





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

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

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

#### powers



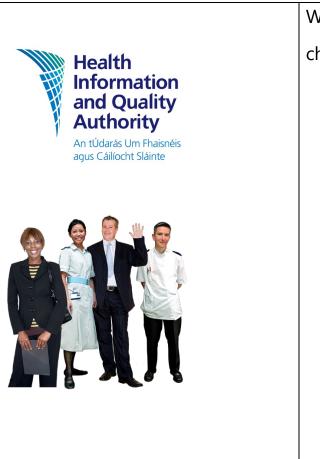
Safe         Guarding	The Safeguarding Body should be able to take action to prevent harm to an at-risk adult. The Safeguarding Body could take action where it believes there is a risk to the health, safety or well- being of the adult.
Plan A	The Safeguarding Body should be able to make safeguarding plans.
	The Safeguarding Body could tell the Gardaí or other groups if they think an at-risk adult is being harmed.
	The Safeguarding Body should work with other groups and make sure that everyone is working together to prevent harm to at- risk adults.

	The Safeguarding Body should
	also be able to ask a court if they
	need to:
1 / /	<ul> <li>check on an at-risk adult,</li> </ul>
	<ul> <li>move an at-risk adult to a</li> </ul>
	safe place, or
	<ul> <li>stop someone from</li> </ul>
	contacting an at-risk adult.
	The Safeguarding Body should
	teach people how to prevent harm
	to at-risk adults.
	The Safeguarding Body should
	also collect information about
(i)	harm to at-risk adults to help it to
	learn what it, the government and
	other organisations need to do to
	prevent harm.

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

	This chapter is about the
	organisations that should be in
	charge of adult safeguarding in
	Ireland.
	We also talk about the powers that
CTOP .	certain organisations should have.
	This is to make sure that they are
ADUSE	doing their best to prevent harm
	to at-risk adults.
	The Safeguarding Body that we
	recommend should:
	a promoto the health cafety
Safe	promote the health, safety
Guarding	and well-being of at-risk
	adults, and
*	deal with reports made by
Report	people who know or think
*	that an at-risk adult has
*	been harmed.

	<ul> <li>The Safeguarding Body could be:</li> <li>a new organisation set up by law, or</li> <li>set up in organisation that has already been set up in law by the government.</li> </ul>
	We think that it would be best for the government to decide what organisation should be the Safeguarding Body.
HE	If the government cannot decide this straight away, we think that the Safeguarding Body should be set up by law in the HSE – until the government decides.
	We think that an independent organisation called a "regulator" should be in charge of making sure that the Safeguarding Body does its work and uses its powers properly to prevent harm to at-risk adults.



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

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

## Chapter 7: Imposing safeguarding duties on certain

#### service providers

RULES RULES	This chapter is about standards and laws that exist already that apply to service providers to prevent harm to at-risk adults and other adults.
	A service provider is a provider of a relevant service.
Image: second	A relevant service is any work where staff are likely to come into contact with at-risk adults. For example, staff working in residential centres or day services.
Law	We think service providers should have safeguarding duties. Some of these duties should be in the adult safeguarding laws.

	Service providers should prevent harm to adults, including at-risk adults. Service providers must check for any dangers to at-risk adults and write down how they will manage
Scrie Guarding ALERT!	those dangers. This is called a "risk assessment".
	Service providers must tell everyone how they prevent harm
	to at-risk adults in a document
	that everyone can see. This is called an "adult safeguarding
	statement".
Policy	Service providers should have
· · · · · · · · · · · · · · · · · · ·	other duties that are not in adult safeguarding law. These duties
-	can be added to existing laws, standards or policies.

Plan       Sarie       Output	Where an adult is at risk of harm – service providers should prepare a plan to keep them safe. This is called a "safeguarding plan".
Care Plan	Safeguarding plans can be added to care plans, or personal plans already made by the at-risk adult and the service.
	Service providers need to train their staff about how to spot danger and harm to at-risk adults, and how to stop it.
	We think regulators should check to see that the safeguarding duties in standards and laws are being followed.
Health Information and Quality Authority An tÚdarás Um Fhaisnéis agus Cáilíocht Sláinte	An example of a regulator is HIQA. Regulators set standards for the services they are in charge of and make sure that these services meet the standards.

RULES I CONTROLES I CONTROLES	We also recommend that the government should think about services that do not have a	
	regulator. It should think about whether these services should have a regulator.	
		Where there is no regulator, standards could be updated to include some of these safeguarding duties.

### Chapter 8: Independent advocacy

	This chapter talks about
	independent advocates. These are
	people who help adults who have
	difficulty explaining their opinions
	or telling others what they want.
	We recommend that the law
	should change about independent
	advocacy for adults, including at-
	risk adults ("adults").
	This includes at-risk adults living
	in:
	<ul> <li>centres for adults with</li> </ul>
	disabilities,
	<ul> <li>centres for older people,</li> </ul>
	• centres for adults with
	mental disorders.
Law	The government will introduce
	new laws on home support
	services. We think this should
	include a right to independent
	advocacy.

The Safeguarding Body might need to engage with an at-risk adult or an adult it believes is an at-risk adult while doing its job.
We recommend that the Safeguarding Body should make sure, as much as it can, that the adult can access independent advocacy when it engages with them.
<ul> <li>Independent advocates should be for:</li> <li>adults who find it hard to understand information and express their views, and</li> </ul>
<ul> <li>when there is no other suitable person that can help the adult.</li> </ul>

### Chapter 9: Reporting models

	This sharter is about how to
STOP ABUSE	This chapter is about how to
	report when at-risk adults are
	being harmed or not taken care of
	properly.
	We believe it is important to
STOP	report these things because it can
	catch problems quickly and stop
	more abuse from happening.
NO -	We think the government should
	change the laws about reporting
	to better prevent harm to at-risk
Law	adults.
	We do not think Ireland should
	have "universal mandatory
	reporting". This would require
	everyone to report abuse or
	neglect.
	We also do not think "permissive
	reporting" should be included in
	new laws in Ireland. "Permissive
	reporting" lets people choose to
	report if they know about abuse
	or neglect.

	We recommend that the
	government should make a law
	requiring "mandated people" to
	report harm of at-risk adults. For
Law	example, the Gardaí are mandated
	people.
	We recommend that mandated
	people must report to the
	Safeguarding Body if they know,
	believe, or think that an at-risk
	adult:
	<ul> <li>has been harmed,</li> </ul>
Safe Guarding	<ul> <li>is being harmed, or</li> </ul>
ALERTI	• is at risk of being harmed in
	the future.
	We recommend that if the an at-
	risk adult (who the mandated
	person reasonably believes has
	capacity) does not want harm to
	be reported, then the mandated
	person does not have to report it.

	If a mandated person tells the
	Safeguarding Body, they should
	be protected for doing this.
	Mandated people should have
	regular training on how to spot
	signs of abuse or harm and how
	to prevent abuse or harm.

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

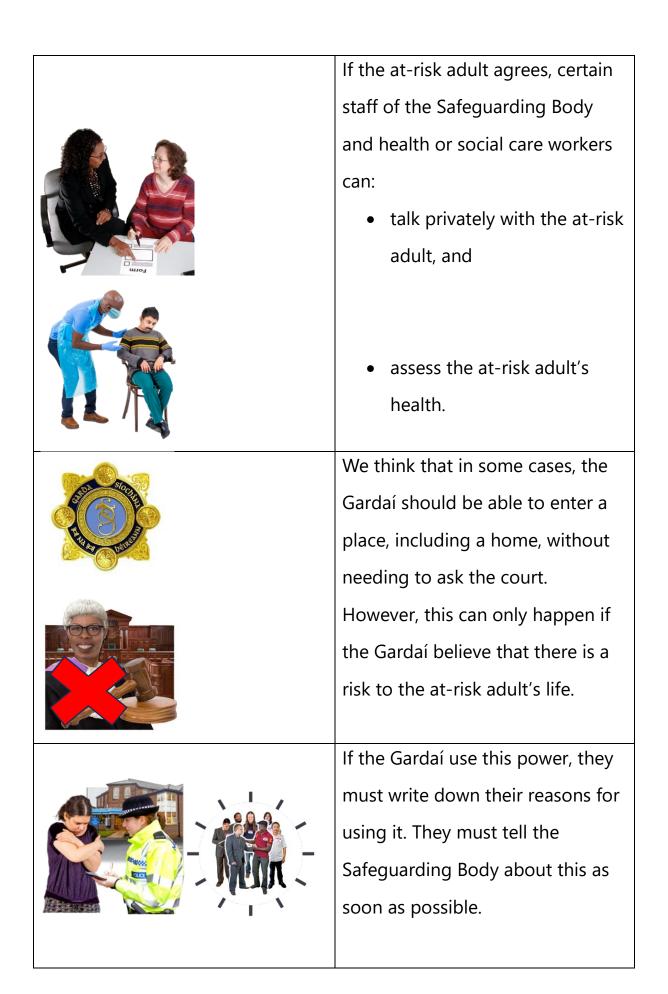
	This chapter is about new laws that will let staff who work in the Safeguarding Body go into "relevant premises". We explain what "relevant premises" are below.
	This new law will allow the Safeguarding Body to do this without needing to ask a judge first.
Rights	We need to make sure that harm to at-risk adults is prevented without taking away their rights.
	So, we recommend that certain staff who work in the Safeguarding Body should be able to go into "relevant premises" to check an at-risk adult's health, safety and well-being.

	The staff of the Safeguarding Body
	can be helped by other people.
	These can be health or social care
	workers or anyone else that might
	be able to help.
	If someone tries to stop the staff
	of the Safeguarding Body, the staff
	can ask a judge for an order. This
E TO AN DESIGN	will let them bring the Gardaí with
	them to go into the relevant
	premises.
	Relevant premises are places
	where adults live and receive
	services. This includes:
	<ul> <li>hospitals,</li> </ul>
	<ul> <li>residential centres for older</li> </ul>
	people (for example, nursing
	homes),
Day Centre	residential centres for adults
	with disabilities,
	centres for people with
	mental disorders, and
	<ul> <li>day services.</li> </ul>

	If the at rick adult agrees, staff of
	If the at-risk adult agrees, staff of
	the Safeguarding Body and health
	or social care workers can:
	• talk privately with the at-risk
	adult, and
	<ul> <li>assess the at-risk adult's health.</li> </ul>
	We recommend that it should be a
	crime for someone who works in
	the relevant premises to stop the
	staff of the Safeguarding Body,
	Gardaí, or people they bring with
	them, from entering a relevant
	premises.
	It would not be a crime for the at-
	risk adult or their family or friends
	to stop the staff of the
	Safeguarding Body, Gardaí, or
	people they bring with them, from
	entering a relevant premises.

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

	This chapter is about allowing the
	staff of the Safeguarding Body
	and the Gardaí to access at-risk
	adults in places like people's
	homes.
	We recommend that the staff of
	the Safeguarding Body (or Gardaí)
	will need to ask a court before
	they do this.
	The law should make sure that the
	staff of the Safeguarding Body
	and the Gardaí only do this when
My House	it is needed to prevent harm to an
	at-risk adult. This is because
	homes are protected by the law.
	The Gardaí or the staff of the
	Safeguarding Body can be helped
	by other people. These can be
	health or social care workers or
	anyone else that might be able to
	help.

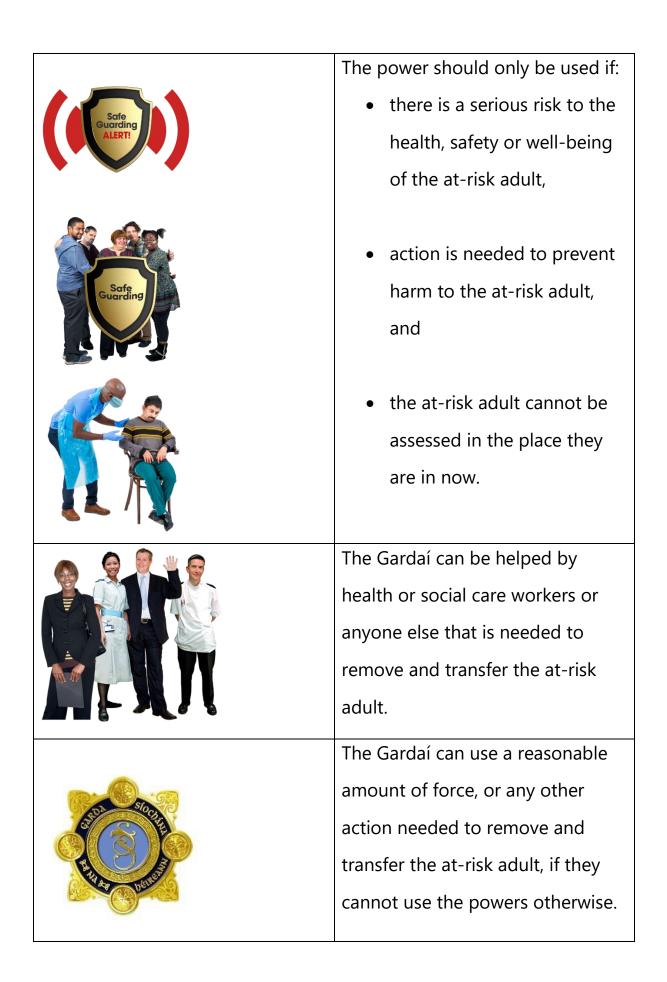


Under the new law, it will be possible to use a reasonable amount of force to enter a place. This is only if it is not possible to enter any other way.
It will be a crime for someone to stop staff of the Safeguarding Body, Gardaí or people they bring with them, from accessing the at- risk adult.
It would not be a crime for the at- risk adult to stop the staff of the Safeguarding Body, Gardaí or people they bring with them.

## Chapter 12: Powers of removal and transfer

	This chapter talks about a new
	power for the Gardaí and
Guarding	Safeguarding Body. We think it
	should be included in new adult
	safeguarding laws.
	This power would let Gardaí
	remove an at-risk adult from
	where they are and move them to
	a different place, to check their
	health, safety and well-being.
	The at-risk adult could be moved
	to:
	a place where health or
	social care services are
	provided, or
	<ul> <li>another safe place that the</li> </ul>
	court has approved.
	This power would affect people's
	rights – including the at-risk
	adult's rights.
Rights 🙀 🚔	

(Far	We need to make sure that this
	power is:
	<ul> <li>used properly, and</li> </ul>
	<ul> <li>used only when it is really</li> </ul>
	needed to protect the
Guarding	health, safety and well-being
	of an at-risk adult.
	To do this, we recommend that
	this power can only be used where
Law	a judge agrees.
RULES	There should also be clear rules
	for using the power, written down
	in new adult safeguarding laws.
	The new law should say that the
	Gardaí and staff of the
	Safeguarding Body must try to
	understand what the at-risk adult
	wants before asking the court for
	permission to remove them.



	The staff of the Safeguarding
	Body or the Gardaí must explain
	the removal and transfer powers
	to the at-risk adult.
	The at-risk adult can leave the
	place they are brought to
	whenever they want. They should
	be helped to do this.
	If the at-risk adult agrees, staff of
	the Safeguarding Body and health
	or social care workers can:
	• talk privately with the at-risk
	adult, and
	<ul> <li>assess the at-risk adult's</li> </ul>
	health.
	It will be a crime for someone to
	stop staff of the Safeguarding
	Body, Gardaí or people they bring
	with them, from removal and
	transfer order.
	It would not be a crime for the at-
	risk adult to stop the staff of the
	Safeguarding Body, Gardaí or
	people they bring with them.

## Chapter 13: No-contact orders

	<b>-</b>
	This chapter is about orders that
	stop another person from
	contacting an at-risk adult. These
	are called no-contact orders.
	At the moment, there are some
	orders that can stop contact in
Safe Guarding	domestic abuse situations.
	However, there are no orders for
	adult safeguarding situations.
AND -	We recommend that domestic
	abuse orders should be changed
	to include more types of
Law	relationships with at-risk adults.
	We also recommend that there
	should be new orders for cases
	that do not involve domestic
	abuse. These are called adult
	safeguarding no-contact orders.
	These adult safeguarding no-
	contact orders would stop
	someone from following,
	bothering or coming near an at-
	risk adult.

	A no-contact order will not affect a person's rights to property.
	The staff of the Safeguarding Body or the at-risk adult themselves can ask the court for an adult safeguarding no-contact order.
	If the staff of the Safeguarding Body is asking the court, it needs to ask the at-risk adult what they want before they ask the court.
Safe Guarding	The court should only make an adult safeguarding no-contact order when the health, safety or well-being of the at-risk adult requires the order.
	It should be a crime for a person to disobey the no-contact order, for example by contacting the at- risk adult.

<b>B</b>	It should not be a crime for the at-
	risk adult to contact the person
	the order was made against.
	While the court is deciding on
	whether to make a no-contact
	order, an interim (temporary) no-
	contact order can be made. This
	would have the same effect as the
	normal order, but would only be
	in place for a very short time.
	The court can also make an
	emergency no-contact order if it
Safe Guarding ALERT!	thinks it is needed to prevent
	harm to the at-risk adult or assess
	the freedom or capacity of the at-
	risk adult to have contact with a
	person. This would have the same
	effect as the normal order, but
	would only be in place for a very
	short time.

## Chapter 14: Financial abuse

	In this chapter we talk about
	financial abuse of at-risk adults in
	Ireland. We talk about how the
	law should change to prevent
5	financial abuse of at-risk adults.
	We recommend that there should
	be standards and laws that say
RULES	that banks, credit unions and post
	offices should try to prevent and
	deal with financial abuse of at-risk
	adults.
	These new standards and laws
	should work well with current
	standards and laws.
Law	
	People who work at banks, credit
Bank	unions and post offices should be
	trained to spot and prevent
	financial abuse of at-risk adults.

	If a bank thinks someone is trying
839A	to take advantage of an at-risk
	adult, they could pause or freeze a
	payment. This could give them
	time to check if the at-risk adult is
	being taken advantage of.
	It should not be a crime for a bank
	or bank worker to pause or freeze
	a payment if they do it to try to
	prevent financial harm.
	The Safeguarding Body should get
	reports about all abuse of at-risk
	adults, including financial abuse.
	When at-risk adults get help or
	services at home, they should
	know how much it costs and how
	those costs were added up.

#### **Chapter 15: Cooperation**



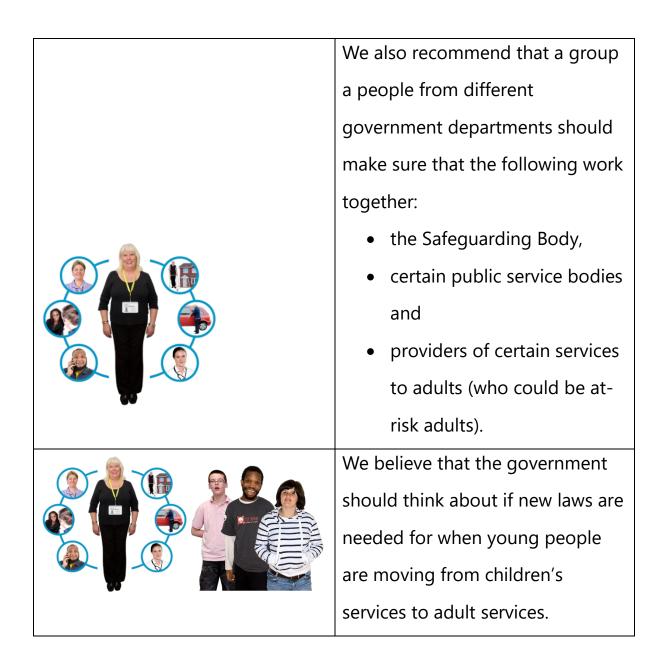
This chapter looks at how organisations should work together to prevent harm to atrisk adults.



We recommend that the Safeguarding Body must be able to work with others when it is carrying out its functions.



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



## Chapter 16: Information sharing

	This chapter is about why we need
	to share information to prevent
	harm to at-risk adults.
	This information can be:
(1)	<ul> <li>personal data, or</li> </ul>
	<ul> <li>special categories of</li> </ul>
	personal data (for example,
P.HG	data about a person's health
	or religion).
?	
	At the moment, the rules are not
Law	clear.
Real Providence	We recommend new laws that let
NEW!	relevant bodies share information
	with each other to prevent harm
Law	to at-risk adults.

	Before these new laws are made, regulations should allow relevant bodies to share information to prevent harm to at-risk adults.
	This means that when a relevant body is worried about an at-risk adult, they can share information with another relevant body who can help.
Cuidance	We also think there should be clear guidance and a code of conduct on how to share this information in a legal way.

## Chapter 17: Adult safeguarding reviews

$\bigcirc$	This chapter is about learning
	lessons from the past and
2011 2021 2031	preventing harm to at-risk adults
	in the future.
<ul> <li>Safeguarding</li> <li>Adults</li> <li>Review</li> </ul>	Where something very serious
	happens, we think there should be
	a review. This will be called an
	"adult safeguarding review".
	Adult safeguarding reviews are for all care settings where there are at-risk adults.
	These reviews should help us learn
	from what happened. They are not
	about blaming people for what
	happened.
	These reviews should be done the
	same way every time and include
	everyone involved in what
	happened.
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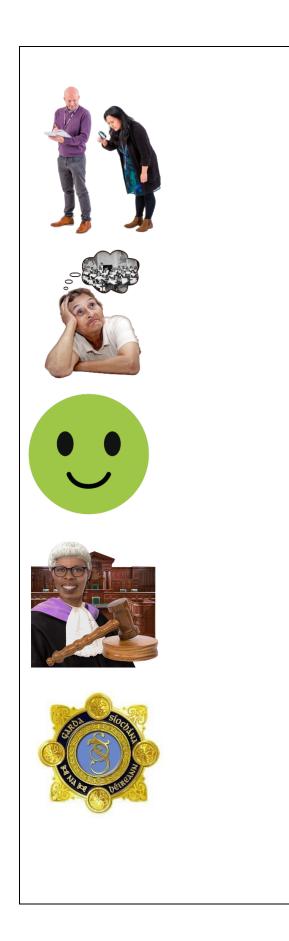




An adult safeguarding review must happen when it looks like there have been serious failures in care by people responsible for caring for and protecting at-risk adults.



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



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

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

	I
	The body doing these reviews
	should have the power to:
	<ul> <li>ask people questions,</li> </ul>
i	• get information, and
	<ul> <li>read documents about</li> </ul>
	what happened.
	The reviewing body should be
	able to apply to the court for an
	order where someone does not
	help them with their review.

# Chapter 18: Regulation of professionals and occupational

#### groups

	In this chapter we talk about
RULES	the rules for people whose job
	it is to help and care for at-risk
MFNN	adults.
	Some people who look after at-
	risk adults do not have specific
	rules they have to follow. For
	example, health care assistants
	and health care support
	assistants.
	We recommend that health
RULES RULES	care assistants and health care
	support assistants should have
	to follow certain rules in their
	jobs. This would mean they
	would be "regulated".

	1
	"Vetting" is when we check a
	person's background before
	they get a job or volunteer.
	The government has written a
Job	new law for "mandatory re-
Description	vetting". This would mean
	people have to be checked
Tasks	again even if they do not
Law	change jobs, once every 3
	years.
5-02	However, this law has not come
	into force yet. We recommend
	that it should come into force.
Law	
	Some countries use "barred
	lists" to stop certain people
	from working with at-risk
2	adults. We do not think these
3	lists should be introduced in
	Ireland.



#### Chapter 19: Adult safeguarding and the criminal law

Law	This chapter is about how the criminal law in Ireland prevents harm to at-risk adults.
NEW!	We suggest new crimes for harming or not caring properly for certain at-risk adults.
	We use "relevant person" to talk about specific at-risk adults in criminal law, because people need to know who the crimes apply to.
	We recommend that a crime of abuse, neglect, or ill-treatment against a relevant person (on purpose or without taking proper care) should be made law.
	We recommend a crime of placing a relevant person in danger of serious harm or sexual abuse.



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

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

	In this chapter we talk about what
	jobs different bodies and
	government departments have
	under our adult safeguarding
	laws.
	At the moment, different bodies
	and government departments do
	different things to prevent harm
	to at-risk adults. However, we
	think it is important that everyone
	works together.
- FE	We recommend that the
	government should decide which
	department should be the lead
	department for preventing harm
	to at-risk adults.
	The government should decide
	what departments should be
	members of a group that focuses
	on keeping at-risk adults safe
	from harm. This would include the
	lead department.

	1
	The government should decide
	what departments should make a
	plan for the work they do to
	prevent harm to at-risk adults.
Cuidance	There also needs to be guidance
	for the Safeguarding Body, public
	bodies, service providers and
	individuals. This is so that they
	understand what they must do
	under the new laws to prevent
	harm to at-risk adults.
Law	We also think that the
	government should think about
	how our new laws would work
	with laws that are already in place
	in Ireland and with any future laws
	that are made.



The Law Reform Commission is an independent statutory body established by the Law Reform Commission Act 1975. The Commission's principal role is to keep the law under review and to make proposals for reform, in particular by recommending the enactment of legislation to clarify and modernise the law.

The Commission's law reform role is carried out primarily under a Programme of Law Reform. Its Fifth Programme of Law Reform was prepared by the Commission following broad consultation and discussion. In accordance with the 1975 Act it was approved by the Government in March 2019 and placed before both Houses of the Oireachtas. The Commission also works on specific matters referred to it by the Attorney General under the 1975 Act.

The Commission's Access to Legislation work makes legislation more accessible online to the public. This includes the Legislation Directory (an electronically searchable index of amendments to Acts and statutory instruments), a selection of Revised Acts (Acts in their amended form rather than as enacted) and the Classified List of Legislation in Ireland (a list of Acts in force organised under 36 subject matter headings).