



# NORWICH City Council

**Committee name:** Cabinet

**Committee date:** 13/11/2024

**Report title:** Revised Safeguarding Policy

**Portfolio:** Councillor Jones, Cabinet member for housing

**Report from:** Executive director of communities and housing

**Wards:** All Wards

## **OPEN PUBLIC ITEM**

### **Purpose**

To ensure the council meets its responsibilities for safeguarding adults and children. This report highlights the changes recommended to the council's safeguarding policy

### **Recommendation:**

It is recommended that the revised safeguarding policy be agreed and published on the council's website.

### **Policy framework**

The council has five corporate priorities, which are:

- A prosperous Norwich.
- A fairer Norwich.
- A climate responsive Norwich.
- A future-proof Norwich.
- An open and modern council.

This report meets the fairer Norwich corporate priority

This report addresses 'our city and local neighbourhoods are safe' and 'people have better health outcomes and longer life expectancy' priorities in the Corporate Plan

### **Report details**

1. The city council safeguarding children and vulnerable adults policy was last reviewed in 2020. The policy should be updated as legislation, processes and/or personnel change.

2. The review was recommended as part of the TIAA safeguarding audit in 2023.
3. Since that time, the draft policy had been reviewed by the following individuals and groups and their comments and feedback has been incorporated:
  - City Council Safeguarding group members
  - Safer Partnership (Children's services)
  - NP Law
  - Housing Leadership Team
  - Executive Director of Communities
  - NCC Health and Safety Manager
  - Unison members
  - The policy has also been drafted in line with Norfolk Safeguarding Adults Board 'Making Safeguarding Personal' Guidance
4. Summary of changes
  - 4.1 The title of the policy has changed to reflect current best practice in safeguarding.
  - 4.2 Links have been designed to enable easy updating using the Safeguarding sharepoint and to enable the reader to easily find more detailed information.
  - 4.3 The new policy reflects the current council structure and safeguarding responsibilities.
  - 4.4 Definitions of abuse are based on the categories of abuse under the Care Act 2014 and the Working Together to safeguard children guidance 2018.
  - 4.5 The policy refers to updated legislation and guidance including the Domestic Abuse Act 2021 and the Norfolk Continuum of Needs Guidance 2023.
  - 4.6 The policy refers to the NCC cuckooing guidance.
  - 4.7 The policy gives guidance about what to do if employees of those delivering services on our behalf are concerned about someone, but it is not a safeguarding issue.
  - 4.8 The policy stresses the importance of escalating concerns and information on how to do so.
  - 4.9 The policy provides information on support available for our workforce.

## **Implications**

### **Financial and resources**

5. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan 2024-29 and budget.
6. There are no proposals in this report that would reduce or increase resources.

## Legal

- NP Law have been consulted and their feedback incorporated into the revised policy.

## Statutory considerations

Consideration	Details of any implications and proposed measures to address:
Equality and diversity	The policy has a positive impact for people with protected characteristics – see attached EQIA
Health, social and economic impact	The policy will help officers support Norwich residents to stay safe
Crime and disorder	The policy reflects the provisions of the Domestic Abuse Act 2021 and refers to the city council cuckooing guidance
Children and adults safeguarding	The policy will ensure we meet our responsibilities to safeguard children and adults
Environmental impact	N/A

## Risk management

Risk	Consequence	Controls required
Staff and councillors do not understand or know how to fulfill their safeguarding responsibilities	Residents experience and remain at risk of harm	The policy will support staff and councillors to meet their responsibilities to help safeguard all Norwich residents

## Reasons for the decision/recommendation

7. Cabinet are asked to approve the updated policy to ensure we meet our safeguarding responsibilities

## Appendices: Appendix A – Safeguarding Policy

## Appendix B – Equality Impact Assessment

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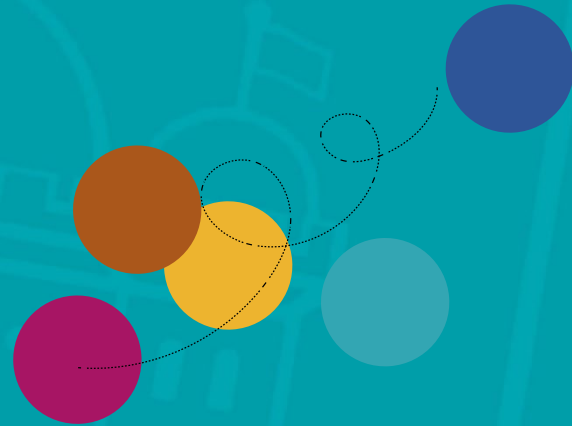
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**NORWICH**  
City Council



# Safeguarding children and adults at risk of harm

**Norwich City Council policy and procedures 2024**



**NORWICH**  
City Council

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Version control			
Date	Version number	Reason	Author

# Introduction

1.1 Norwich City Council prioritises health and wellbeing for all and be a place where everyone feels valued as part of a safe and caring community.

1.2 Norwich City Council is not a direct provider of social care services for children, young people or adults with needs for care and support. However, this safeguarding policy is designed to ensure that Norwich City Council meets its responsibilities and safeguards children (including unborn babies), young people and adults experiencing or at risk from abuse or neglect as well as protecting its staff, elected members and volunteers.

1.3 Quick Guide to Safeguarding Procedures

If you have a concern now – click here: ([Quick guide to safeguarding procedures](#))

# Definitions

2.1 Safeguarding

Safeguarding is broader than child or adult protection. It includes:

- promoting the welfare of children, young people and adults experiencing or at risk from abuse or neglect.
- protecting children, young people and adults from abuse and maltreatment, preventing harm to the health or development of children, young people and adults experiencing or at risk from abuse or neglect.
- ensuring children and young people grow up with the provision of safe and effective care.
- taking action to enable all children, young people and adults experiencing or at risk from abuse or neglect to have the best outcomes.
- the provision of specialist services where harm or abuse has or is suspected to have occurred.

**Safeguarding is everybody's business – the public, volunteers and professionals. The Council recognises that safeguarding is the corporate responsibility of every employee, councillor, organisations and contractors who work for or provide services on behalf of Norwich City Council.**

2.2 Child

The term child or young person is used to refer to anyone under the age of 18.

2.3 Adults experiencing or at risk from abuse or neglect

Under the Care Act 2014, a person who is 18 years of age or older is considered to be an adult at risk if she or he:

- Has needs for care and support (whether or not the Local Authority is meeting any of those needs) **and**;

- Is experiencing, **or** at risk of, abuse or neglect; **and**;
- As a result of those care and support needs is unable to protect themselves from either the risk of, or the experience of, abuse or neglect.

## 2.4 Other Terms

- The term ‘parent’ is used as a generic term to represent parents, carers and guardians.
- The term ‘staff’ or ‘employee’ is used to refer to any person working for or on behalf of the council in a paid or voluntary capacity.
- The term ‘elected member’ is used to refer to any councillor elected to serve Norwich City Council.
- The term contractor or sub-contractor is used to describe any individual or organisation delivering services on behalf of the council.

# Policy Statement

3.1 Norwich City Council believes that all children, young people and adults irrespective of their age, economic background, religion, culture, disability, gender, ethnicity or sexual preference have the right to protection from harm. We have a duty to promote the welfare of and safeguard all children, young people and adults experiencing or at risk from abuse or neglect as far as is reasonably practicable. We will do this by:

- Raising awareness of safeguarding and providing training across the organisation so that all staff are aware of their responsibilities.
- Ensuring our recruitment procedures are robust and proper checks and procedures are followed to prevent unsuitable people from working with children, young people and adults with needs for care and support.
- Where appropriate, ensuring contractors, funded organisations and other relevant third parties have safeguarding policies and procedures in place.
- Working in partnership with other agencies to safeguard children and adults at risk of harm by recognising, recording and referring cases of abuse to the relevant authorities to take or initiate action where necessary.
- Ensuring DBS checks are obtained as required.

3.2 This policy takes into account the provisions of the Children Act 2004 which places a statutory duty on all agencies to safeguard and promote the welfare of children, and the Care Act 2014 and associated guidance which requires people and organisations to work together to prevent and stop the risk and experience of abuse and neglect of adults, and other council policies and procedures. The council works in partnership with a range of agencies to safeguard children and adults at risk of or experiencing abuse or neglect in Norwich, including the Norfolk Safeguarding Children Partnership and the Norfolk Safeguarding Adults Board. This policy aligns with the Norfolk Multi-Agency Safeguarding Arrangements.

3.3 The Counter Terrorism and Security Act 2015 has placed a duty on the council to have due regard to the need to prevent people from being drawn into extremism and terrorism. “Prevent” is the name given to part of the Government’s strategy to prevent terrorism by



reducing the possibility of radicalisation and is included as part of our safeguarding responsibilities in accordance with published guidance.

3.4 This policy will be made available to all employees, councillors, volunteers, contractors, those we fund and other relevant third parties.

3.5 This policy will be available on the council's website and intranet.

## Oversight and Assurance of Policy

4.1 The council participates in an annual Section 11 audit undertaken by the Norfolk Safeguarding Children Partnership (NSCP). This audit is designed specifically to ensure that organisations comply with the requirements of the Children Act 2004. The audit includes a self-assessment tool which is used to identify and agree areas for improvement and this information is used to develop an action plan for the following year. This action plan is agreed and monitored by the Internal Safeguarding Group.

4.2 Internal Audit undertake periodic reviews of practices at the council. Any resultant audit report will include an action plan to improve the council's approach.

4.3 The council's Safeguarding Policy is approved by Cabinet and Council following consultation with Management Team, the Internal Safeguarding Group, Norfolk Safeguarding Children's Partnership and Norfolk Safeguarding Adults Board.

## Definition of abuse

5.1. Abuse is the violation of an individual's human and civil rights by any other person or persons (Department of Health 2000).

5.2. Abuse can happen anywhere including in the home, at school and during leisure activities. Abuse is not just about physical harm. For example, witnessing domestic abuse at home harms a child or young person emotionally and psychologically and impacts their ability to thrive.

5.3. Abuse is any form of physical, emotional or sexual mistreatment or lack of care that leads to injury or harm. It commonly occurs within a relationship of trust or responsibility and represents an abuse of power or a breach of trust.

5.4. Abuse can happen to anyone regardless of their age, gender, race or ability.

5.5. People may be abused in a family or in an institution or community setting by those known to them or, more rarely, by a stranger. They may be abused by an adult or adults, a child or children or a young person/people.

5.6. Abuse and neglect are forms of maltreatment of a child, young person or adult. Somebody may abuse or neglect a child by inflicting harm, or by failing to act to prevent harm.

5.7. Failing to act to prevent harm to a child or adult at risk of harm can imply acceptance of such behaviour, which in turn implies responsibility.

5.8. Abuse can be:

- Intentional or unintentional
- Active or passive
- Part of a pattern of behaviour or a single incident

## Types of abuse

6.1 There are many different categories of abuse, which include:

Adults (Care Act 2014):

- Physical
- Sexual
- Emotional / psychological
- Neglect and acts of omission
- Domestic abuse – including controlling and coercive behaviour
- Financial / material
- Modern day slavery and human trafficking
- Discriminatory
- Self-neglect (and hoarding)
- Organisational.

Children (Working Together to Safeguarding Children Guidance):

- Physical
- Sexual
- Emotional
- Neglect
- Domestic abuse – including controlling and coercive behaviour
- Sexual exploitation
- Child criminal exploitation
- Trafficking
- Online abuse
- Radicalisation.

6.2 Additional types of abuse that may be experienced by adults and/or children:

- Hate crime
- Female genital mutilation
- Forced marriages
- Honour based abuse
- Bullying and cyber bullying

- Cuckooing
- Grooming.

### **6.3 Physical abuse (child and adult):**

A form of abuse which may involve hitting, shaking, throwing, poisoning, burning or scalding, drowning, suffocating or otherwise causing physical harm. Physical abuse can be a deliberate act or can be caused by omission or a failure to protect.

### **6.4 Sexual abuse (child and adult)**

Involves forcing or enticing a child, young person or adult experiencing or at risk from abuse or neglect, to take part in sexual activities, not necessarily involving a high level of violence, whether or not the child or adult is aware of what is happening. This can include non-contact activities such as involving children and young people in looking at or in the production of pornography.

### **6.5 Emotional abuse (child and adult)**

The persistent emotional maltreatment of a child or adult such as to cause severe and persistent adverse effects on their emotional development. It may feature the imposition of age or developmentally inappropriate expectations.

### **6.6 Neglect (child)**

The ongoing failure to meet a child's basic physical and/or psychological needs, which is likely to result in the serious impairment of their health or development

## **6.7 Neglect and acts of omission (adult)**

Neglect for an adult only applies when the adult lacks mental capacity and is reliant on someone else to carry out activities. Neglect occurs when the individual responsible for carrying out those activities persistently fails to do so.

## **6.8 Domestic abuse (child and adult)**

An incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse by someone who is or has been an intimate partner or family member, regardless of gender or sexuality.

Children are also recognised as victims of domestic abuse. Being exposed to domestic abuse has serious consequences for children and young people; and it can affect how they feel, think, and behave in harmful ways.

Norwich City Council has made a FLOURISH pledge which is that we will prioritise the safety and welfare of children and young people whenever we are aware of domestic abuse and work closely with other agencies enabling children to access early support.  
[Flourish - Norfolk County Council](#)

The council is also working towards Domestic Abuse Housing Alliance Accreditation which will help us ensure we provide an appropriate response and support for residents and our staff experiencing domestic abuse.

[Domestic Abuse Policy - Residents](#)

[Domestic Abuse Policy for Employees](#)

## **6.9 Financial or material abuse (adult)**

The unauthorised, fraudulent obtaining and improper use of funds, property or any resources from an adult experiencing or at risk from abuse or neglect.

## **6.10 Sexual exploitation (child)**

Sexual exploitation is a subset of sexual abuse which involves exploitative situations and relationships where people receive 'something' (e.g. accommodation, alcohol, affection, money, gifts, cigarettes, drugs) as a result of them performing, or others performing on them, sexual activities. In all cases, those exploiting children have power over them by virtue of their age, gender, intellect, physical strength and economic or other resources. Many of these factors are also the same for adults experiencing or at risk from abuse or neglect.

## **6.11 Modern slavery and human trafficking (adult)**

Encompasses slavery, human trafficking, forced labour, forced criminality and domestic servitude where the threat or use of force, coercion, abduction, abuse of power or deception are exploited for the purposes of prostitution, forced labour, slavery or other similar practices.

### **6.12 Trafficking (child)**

The action or practice of illegally procuring and relocating children, typically for the purposes of forced labour or sexual exploitation.

### **6.13 Child criminal exploitation (child)**

Involves individuals being forced to work under the control of highly organised criminals in activities such as forced begging, shoplifting, and pickpocketing, cannabis cultivation, drug dealing and financial exploitation.

### **6.14 Discriminatory abuse (adult)**

Discriminatory abuse exists when values, beliefs or culture result in a misuse of power that denies mainstream opportunities to some groups or individuals.

### **6.15 Self-neglect (adult)**

Persistent inattention to personal hygiene and/or environment, repeated refusal of services that would improve their quality of life and causing self-endangerment through unsafe behaviours.

### **6.16 Hoarding (adult, but would have potentially negative effects on any child in the same environment)**

Hoarding is a standalone mental illness, although it can also be a symptom of other mental disorders. There are three categories of hoarding: inanimate objects, animal hoarding and data. This becomes a safeguarding issue when there are significant risks of harm to the person and /or their property and/or other people.

### **6.17 Online (child)**

Any type of abuse that happens on the internet. It can happen across any device that's connected to the web, like computers, tablets and mobile phones. And it can happen anywhere online.

### **6.18 Organisational abuse (adult)**

Organisational abuse occurs where the culture of the organisation places emphasis on the running of the establishment and the needs of the staff above the needs and care of the child, young person or adult at risk.

### **6.19 Radicalisation (child and adult)**

The process where a child or adult, often from a vulnerable background, starts to adopt extreme social, political or religious views and engage in extremist activities. Any concerns about individuals and radicalisation should be referred to a safeguarding champion or the Anti-Social Behaviour team.

### **6.20 Hate crime (adults)**

Any crime that is motivated by hostility on the grounds of race, religion, sexual orientation, disability or transgender identity.

### **6.21 Female genital mutilation (FGM) (adults and children)**

The collective term for procedures, which includes the removal of part or all of the external female genitalia for cultural or other non-therapeutic reasons.

### **6.22 Forced marriage (adults and children)**

Where one or both spouses do not consent to the marriage and there is some element of coercion involved. This is not the same as arranged marriages where the couple can choose to accept or decline the arrangement. Any marriage under the age of 18 is a child protection issue as the child is at significant risk of harm through physical, sexual and emotional abuse.

### **6.23 Honour based abuse (adults and children)**

A crime or incident which has or may have been committed to protect or defend the honour of the family and/or community.

### **6.24 Bullying and cyber bullying (adults and children)**

Behaviour by an individual or group, repeated over time, that intentionally hurts another individual or group either physically or emotionally.

### **6.25 Cuckooing (adults)**

A practice where people take over a person's home and use the property to facilitate exploitation. It takes the name from cuckoos who take over the nests of other birds. The most common form of cuckooing is where drug dealers take over a person's home and use it to store or distribute drugs.

[Cuckooing - Norwich City Council](#)

### **6.26 Grooming (adults and children)**

Grooming is where someone builds a relationship with a child or adult and/or their family to gain their trust for the purposes of sexual abuse or exploitation.

Groomers do this by:

- pretending to be someone they are not, for example, by saying they are the same age online.
- offering advice or understanding.
- buying gifts.
- giving the person experiencing or at risk from abuse or neglect a heightened level attention.
- using their professional position or reputation.
- taking them on trips, outings or holidays.

### **6.27 County Lines (adults and children)**

County Lines is a term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK, using dedicated mobile phone lines or other form of 'deal line'. They are likely to exploit children and vulnerable adults to move and store the drugs and money, and they will often use coercion, intimidation, violence (including sexual violence) and weapons.

6.28 In addition to the different categories of abuse listed, other potential safeguarding situations include:

- **Abuse by another adult experiencing, or at risk from, abuse or neglect**

Where the person causing the harm is also an adult experiencing or at risk from abuse or neglect, the safety of the person who may have been abused is paramount.

- **Missing children**

Norfolk Children's Services regard a child as 'missing' when the person responsible for them does not know where they are. Children who are most vulnerable to going missing from care and home include those missing from school, looked after children and asylum-seeking children.

When a child goes missing from care or home, they could be at risk of significant harm through physical or sexual abuse.

- **Private fostering**

This is where a child under the age of 16 (or 18 if disabled) is cared for by someone who is not their parent or a close relative. This is a private arrangement made between a parent and carer for 28 days or more.

In many cases, the child is also looked after away from a familiar environment in terms of region or country. Private foster carers and those with parental responsibility are required to notify the local authority by law of their intention to privately foster or to have a child privately fostered.

- **Unaccompanied asylum-seeking children**

These are children under the age of 18 years who are seeking asylum, but not living with their parents, relatives or guardians in the UK. Most come from countries which are in a state of chaos, including war and endemic violence.

Unaccompanied asylum-seeking children (UASC) require a broad package of support and should be referred to children's social care in order to establish the council's duties to support them.

- **Young carers**

Young carers are children and young people under 18 who look after someone in their family affected by illness, disability, mental health or substance misuse. The young person takes on practical and/or emotional caring responsibilities that would normally be expected of an adult.

Young carers are particularly vulnerable because their caring responsibilities can significantly impact upon a child's health and development.

## Legal Framework and Guidance

7.1 Key legislation includes:

- [Children Act 2004](#)
- [Working Together to Safeguard Children 2018](#)
- [The Human Rights Act 1998](#)
- [The Care Act 2014](#)
- [Mental Health Act 2007](#)
- [Mental Capacity Act 2005](#)
- [Domestic Violence, Crime and Victims Act 2004](#)
  
- [Domestic Abuse Act 2021](#)
- [Counter-Terrorism and Security Act 2015](#)
- [Equality Act 2010](#)
- [Mental Capacity Act 2005](#)
- [Modern Slavery Act 2015](#)

7.2 Key Guidance includes:

- Norfolk Safeguarding Adults Policy Guidance 2023  
[Section 1 – Policy Statement \(norfolksafeguardingadultsboard.info\)](#)
- Norfolk Safeguarding Adults Procedures 2023  
[Procedures 2015 \(norfolksafeguardingadultsboard.info\)](#)
- Norfolk Children's services Guidance:
- Norfolk Continuum of Needs Guidance 2023  
[Norfolk Guidance to Understanding Continuum of Needs | NSCP | PWWC \(norfolkscp.org.uk\)](#)
- Norfolk Safeguarding Children Partnership Policies and Procedures  
[Policies & Procedures | Norfolk Safeguarding Children Partnership \(norfolkscp.org.uk\)](#)



# Roles and Responsibilities

- 8.1 Safeguarding is everybody's responsibility. Therefore, responsibility for the implementation of this policy lies at all levels of the council.
- 8.2 All staff are responsible for acting upon any safeguarding concerns they have and to report them in line with the policy and procedures contained in this document. Even when concerns do not in isolation confirm abuse they should still be reported as, when considered with other concerns, they may provide indicators of a child or adult at risk.
- 8.3 The senior safeguarding officer is the Executive Director of Communities and Housing and has overall responsibility for:
- ensuring that safeguarding allegations are investigated and addressed.
  - coordinating the council's input into serious case reviews and domestic homicide reviews when appropriate
  - ensuring the council's safeguarding group promotes safeguarding throughout the council and develops processes and policies to ensure statutory duties are met.
  - Resolving any inter-agency issues and liaison with the relevant boards in relation to safeguarding.
- 8.4 Safeguarding champions represent specified service areas at the council's safeguarding group. It is their role to:
- act as a point of contact for guidance in relation to safeguarding issues and concerns that staff come across.
  - promote the welfare of children and vulnerable adults across the council.
  - ensure all required reporting and referral processes are followed by staff in their service area.
  - attend relevant safeguarding training courses to keep up to date on legislative and best practice process developments in relation to safeguarding – this includes face to face safeguarding champion training.
  - provide strategic oversight for all aspects of safeguarding work across the council via the internal safeguarding group meetings.
- 8.5 Human Resources and Organisational Development are responsible for:
- Providing training for staff and councillors appropriate to their safeguarding responsibilities.
  - Ensuring Disclosure and Barring Service (DBS) checks are in place for staff who require them.
- 8.6 Contractors and partner organisations delivering service on behalf of the council have a duty to report safeguarding concerns. This forms part of the contracts or service level agreements empowering those organisations to undertake work on the council's behalf.
- 8.7 Councillors should familiarise themselves with this policy and report any safeguarding concerns in line with this document.

# Codes of conduct for employees and Councillors

- 9.1 The council's codes of conduct [Constitution | Norwich City Council](#) outlines the standards

and principles of behaviour that demonstrate probity in our roles. This includes identifying the need for appropriate boundaries in supporting children or adults at risk of harm and ensuring information obtained as a result of our duties is viewed and shared only professionally and as appropriate.

9.2 This enables us to:

- Develop a positive and open working culture.
- Easily identify poor practice.
- Carry out timely investigations.
- Take disciplinary action where necessary.

## Partnerships and Networks

10. The council participates in a number of groups and partnerships as part of its commitment to meeting its safeguarding responsibilities. These include:

- Norfolk County Council Safeguarding Adults Board and associated groups
- Norfolk County Council Safeguarding Children's board and associated groups
- Police – who are responsible for effective agency working in the investigation and resolution of children or adult protection cases including cases of domestic abuse and sexual violence.

## Confidentiality and Record Keeping

11. Safeguarding children and vulnerable adults supersede any confidentiality concerns. Below are some key points to consider when working with children and vulnerable adults:

- Confidentiality is not absolutely guaranteed, and staff should be open and honest regarding its limitations.
- Children and vulnerable adults should be made aware of the limits to confidentiality and the potential consequences of disclosure.
- Where concerns are raised or allegations made regarding the parent of the child or young person, consultation should be made with a safeguarding champion on whether it is necessary to disclose any information to the parent. We should seek to gain consent from the parents to contact Norfolk Children's Advice and Duty Service (CADS), unless to do so would place the child at further risk of harm or undermine a criminal investigation.
- Where an employee has a suspicion of significant harm, safeguarding procedures as outlined throughout this document must be put in place.
- Clear records must be kept of any concerns using the council's electronic records systems and the relevant authorities notified.

11.1 Norwich City Council staff and councillors are reminded of how to legally and effectively share information to safeguard children and vulnerable adults using the HM Government's ["Seven golden rules for information sharing"](#).

## Training

12.1 All Norwich City Council staff are required to complete mandatory safeguarding training to understand their responsibilities to safeguard children and adults at risk of harm. Details of this can be

found on learning room:

[Course: Safeguarding Adults. \(learningpool.com\)](#)

[Course: Safeguarding and child protection for non-children's service workers e-learning \(learningpool.com\)](#)

12.2 This training must be refreshed at least every 3 years.

12.3 Some staff will also receive additional specialist training relevant to their role. Staff may also request additional training via their line manager.

## Reporting concerns

13.1 Quick Guide to safeguarding procedures table ([Quick guide to safeguarding procedures](#))

13.2 **Immediate Danger** - concerns that a child or adult is at immediate risk of harm should be reported to the police using 999.

13.3 **Concerns about a child at risk of harm, or likely to suffer from significant harm** - Contact Norfolk Children's Advice and Duty Service (CADS) on 0344 800 8021. When considering whether to make a referral to CADS consult the [CADS Flowchart](#) and the [Norfolk Continuum of Needs Guidance 2023](#).

13.4 **Concerns about an Adult at risk of harm**

If the person:

- has care and support needs (whether the authority is meeting any of those needs),
- is experiencing, or is at risk of, abuse or neglect, and
- as a result of those needs is unable to protect himself or herself against the abuse or neglect or the risk of it.' (Care Act 2014, section 42)

This is a safeguarding concern and must be reported to Adult Social Care on 0344 800 8020

If the person does not meet the above criteria but, for example, has a health need resulting in welfare concerns you can signpost them to [NHS 111](#) or contact their GP.

See separate good practice guide below for more information regarding specific scenarios.

**In all cases staff should complete a SIL form and note the action they have taken on the relevant case management system.** [Safeguarding - Safeguarding issue log form policy and procedures.pdf - All Documents \(sharepoint.com\)](#)

13.5 **Early Intervention** - Where there may be a safeguarding risk or concern, staff can access advice and support from a range of partners at the weekly Norwich Early Help (NEHH) collaboration meeting. The meetings take place via MS teams (for details on how to join, contact [neh@norwich.gov.uk](mailto:neh@norwich.gov.uk)).

## Escalating concerns

- 14.1 Where safeguarding concerns persist staff have a responsibility to escalate these to relevant external organisations [Escalation points of contact for organisations | Norfolk Safeguarding Adults Board](#)
- 14.2 To escalate adult concerns additional guidance can be found here [Complex Case guidance \(norfolksafeguardingadultsboard.info\)](#)
- 14.3 To escalate concerns relating to children and young people, in addition to contacting relevant agencies in 14.1, staff should also contact CADS [Children's Advice and Duty Service \(CADS\) Norfolk County Council | Norfolk Community Directory](#)

## Allegations against professionals

- 15.1 **Norwich City Council Whistleblowing Policy:**  
This policy [Introduction | Whistleblowing policy | Norwich City Council](#) supports staff to raise concerns about individual or organisational practice that cannot be addressed by their line manager. All staff must report concerns where they feel that behaviours may put the safety, care or wellbeing of a child or adult at risk.
- 15.2 Serious concerns about poor practice in the organisation or the council's approach to safeguarding can be raised via the council's whistleblowing policy or directly with the council's senior safeguarding officer, the Executive Director of Communities and Housing.
- 15.3 **Children** – suspicions of poor practice or abuse by a staff member or another professional that is observed or reported to a staff member should be reported to the Local Authority Designated Officer (LADO) on 01603 223473 as soon as possible.
- 15.4 **Adults** – to report concerns regarding a staff member or other professional who may pose a risk to adults with care and support needs, contact Adult Social Services on 0344 800 8020 and ask to speak with the adult social care safeguarding team. Ask them to send a safeguarding adults data sharing referral (SADS) form and email this once completed to [sccesecure@norfolk.gcsx.gov.uk](mailto:sccesecure@norfolk.gcsx.gov.uk)

## Support for staff

- 16.1 The council recognises that safeguarding situations or other scenarios where staff encounter people who have experienced or who are at risk of harm can be distressing. A wide range of support is available, and staff are encouraged to speak with a manager or human resources in the first instance.
- 16.2 We are committed to developing a workplace culture in which there is zero tolerance of abuse, and which recognises that the responsibility for domestic abuse lies with the perpetrator.
- 16.3 Further information on support services including details of the council's employee assistance

programme, domestic abuse champions and mental health first aiders can be found via the [wellbeing SharePoint site](#).

## Good practice guides and useful links

**An up to date list of resources, good practice guides and details of city council safeguarding champions are held on the safeguarding SharePoint and available to all city council staff.**

### Policy Review

This policy will be reviewed and updated as legislation or processes and / or personnel change.



If you would like this information in another language or format such as large print, CD or Braille please visit [www.norwich.gov.uk/Intran](http://www.norwich.gov.uk/Intran) or call 0344 980 3333

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## Equality Impact Assessment

<b>What is being assessed</b>	Safeguarding Children and Adults at Risk of Harm policy 2024	<b>Status</b>	First assessment of new policy
<b>Officer completing</b>	Rachel Omori	<b>Role</b>	Independent Living Manager
<b>Team</b>	Independent Living Team	<b>Directorate</b>	Community Services
<b>Senior leadership team sponsor</b>	Chris Hancock	<b>Role</b>	Director of Housing and Community Safety

<p><b>What are the main aims or purpose of the policy, practice, service or function?</b> <i>(include links to project briefs, cabinet reports etc)</i></p> <p>To ensure the council meets its responsibilities and safeguards children (including unborn babies), young people and adults experiencing or at risk from abuse or neglect as well as protecting its staff, elected members and volunteers.</p>
<p><b>How does it fit with other services and policies, and how does it support our <a href="#">corporate objectives</a> and <a href="#">City Vision</a>?</b></p> <p>It supports the objectives of an open and modern council and a fairer city by providing guidance to officers about their responsibilities to identify, record and report safeguarding concerns.</p>
<p><b>What is the reason for the proposal or change (financial, legal etc)?</b> <i>The Equality Act requires us to make this clear.</i></p> <p>The policy refers to new legislation and guidance as well as procedures and resources available.</p>
<p><b>Who implements, carries out or delivers the policy, practice, service or function?</b> <i>(person/team/body and other organisations who deliver under procurement or partnership arrangements)</i></p> <p>Safeguarding is everybody’s business – the public, volunteers and professionals. The Council recognises that safeguarding is the corporate responsibility of every employee, elected members, organisations and contractors who work for or provide services on behalf of Norwich City Council. Lead officers and key responsibilities are identified within the policy.</p>

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### What outcomes do we want to achieve, why and for who?

- Children and Adults at risk of harm are safe.
- Officers are aware of the signs of possible safeguarding concerns and know how to report them and to whom.
- Officers are aware of available support for residents and themselves should they need further guidance.

### Will anyone be disproportionately affected by the programme, and/or will it create any benefits? *(customers, employees, groups in the wider community etc)*

Research shows that people with protected characteristics and other relevant groups may be more at risk of abuse and / or neglect. The policy highlights who might be affected by particular forms of abuse and will be published on the council's website.

Children and adults at risk of harm will be positively impacted.

### If yes, complete the relevant sections below for any benefits and adverse impacts identified.

Affected group	Key findings from analysis of data and evidence. Identify any gaps in data here	Level & type of impact: low/medium/high, positive/adverse	Justifiable if adverse	Actions to mitigate impacts, maximise benefits or address identified gaps in data	By when
<b>Age</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive - High</b>	<b>N/A</b>	Policy applies to people of all ages including unborn babies	<b>N/A</b>
<b>Disability</b>	General shared knowledge and best practice relating to	<b>Positive – High</b>	<b>N/A</b>	The policy highlights that people with a disability may be more at	<b>N/A</b>

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	<p>safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.</p>	<p><b>Negative - Medium</b></p>		<p>risk of abuse and harm. It demonstrates the council's commitment to safeguarding children (including unborn babies) and all adults with care and support needs.</p> <p>Staff with mental health issues or who have experienced abuse themselves may find the content of the policy and associated training triggering. Information about sources of help is contained on learning room when officers look at the available training courses. Our well-being SharePoint site also contains resources and support about a range of issues affecting employee wellbeing, including our employee assistance programme which may help anyone affected.</p>	
<p><b>Gender reassignment</b></p>	<p>General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which</p>	<p><b>Positive - High</b></p>	<p><b>N/A</b></p>	<p>The policy highlights hate crime that may be motivated by hostility on the grounds of sexual orientation or transgender identity</p>	<p><b>N/A</b></p>



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	are recorded by relevant council staff.				
<b>Marriage and civil partnership</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive - High</b>	<b>N/A</b>	policy highlights forced marriage	<b>N/A</b>
<b>Pregnancy and maternity</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive – High</b>	<b>N/A</b>	policy covers unborn babies, children and adults	<b>N/A</b>
<b>Race/ethnicity</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim	<b>Positive -High</b>	<b>N/A</b>	policy contains guidance around discriminatory abuse and actions to protect people experiencing cultural issues such as forced marriage and Female Genital	<b>N/A</b>

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	to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.			Mutilation which tend to affect young people from ethnic minority backgrounds disproportionately. The Policy covers Modern Slavery which can affect migrant workers.	
<b>Religion and belief</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive - High</b>	<b>N/A</b>	Policy contains guidance around safeguarding affecting particular groups including female Genital Mutilation (FGM) and honour-based abuse.  Mandatory Prevent E-learning and Equality and Diversity training help ensure staff are aware of the principles of unconscious bias	<b>N/A</b>
<b>Sex/gender</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which	<b>Positive -High</b>	<b>N/A</b>	Policy contains information about abuse affecting people of particular genders such as Female Genital Mutilation. It also covers domestic abuse which has a disproportionate impact on women.	<b>N/A</b>

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	are recorded by relevant council staff.				
<b>Sexual orientation</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive - High</b>	<b>N/A</b>	Policy clarifies that abuse can affect anyone regardless of their sexual orientation, it highlights discriminatory abuse, and that hate crime may be motivated by hostility on the grounds of sexual orientation.	<b>N/A</b>
<b>Other groups</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive - High</b>	<b>N/A</b>	The policy recognises that some groups are more likely to experience modern slavery, cuckooing, grooming and be at risk of exploitation through county lines activity.	<b>N/A</b>

**What evidence and data has been used for this assessment, including community engagement and consultation?** *(include links to data sources, consultations etc)*

The draft policy has been shared with the council's internal safeguarding group, children's services, housing leadership team and NP Law and their feedback has been incorporated.

**How has the equality impact assessment informed or changed the proposal?**

The council’s following mandatory e-learning courses have been reviewed to ensure officers understand that people with protected characteristics may be at higher risk of abuse, warning signs of possible abuse and support available:

- Safeguarding adults
- Safeguarding children
- Prevent Duty and Radicalisation

A one-day face to face safeguarding training session is provided for safeguarding champions, managers and team leaders in front facing roles to strengthen knowledge and confidence.

Mandatory Equality and Diversity E-Learning ensures that staff are aware of the principles of unconscious bias and how this can lead staff to make assumptions about who needs safeguarding.

**What actions have been identified going forward?**

Uptake of mandatory safeguarding training will be monitored through 6-monthly reports to the safeguarding group and monthly reports to the senior leadership team.

**How will the impact of your proposal and actions be measured moving forward?**

Safeguarding Incident Log Reports (SIL’s) are shared with the internal safeguarding group every 2 months to identify themes and learning / development needs.

Reports confirming uptake of mandatory safeguarding training are shared with the safeguarding group on a 6 monthly basis.

**Once complete, email to: [strategy@norwich.gov.uk](mailto:strategy@norwich.gov.uk) For the assessment to be final, the relevant people agreeing it must sign off this section.**

Officer completing assessment	Rachel Omori	Date	August 2024
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## Equality Impact Assessment



<b>Senior leadership team sponsor</b>	<b>Chris Hancock</b>	<b>Date</b>	
<b>Equality lead (strategy team)</b>	<b>Joe Siggins</b>	<b>Date</b>	<b>14/08/2024</b>