

COMMUNITY OUTCOMES

SAFEGUARDING VULNERABLE PEOPLE

2 May 2017

SUBJECT: HONOUR BASED ABUSE

Report of the Chief Constable

<p><b>PURPOSE OF THE REPORT</b></p> <p>1. This report outlines the Force's current position in relation to the policing of Honour Based Abuse in West Yorkshire.</p>
<p><b>RECOMMENDATION</b></p> <p>2. That the Police and Crime Commissioner (PCC) uses this report to scrutinise Force performance in respect of Honour Based Abuse.</p>
<p><b>POLICE AND CRIME PLAN</b></p> <p>3. Honour based abuse (HBA) can include forced marriage and female genital mutilation. Victims of "honour" based abuse can find themselves in conflict with people they care about the most. Isolated from family and friends, victims can feel like they have no one to turn to. For this reason it is crucial that victims can have the confidence in the police and criminal justice system that the perpetrators will be brought to justice. Awareness of these crimes is increasing, the PCC has said he will continue to work with all relevant organisations including community groups and charities to raise awareness and to provide support</p>
<p><b>KEY INFORMATION</b></p> <p>4. The PCC has:</p> <ul style="list-style-type: none"><li>• Made HBA a key priority in the new Police &amp; Crime Plan.</li><li>• Worked with the Chief Constable to take a victim led approach in delivering the legislation which will respect the views of victims and provide the necessary support.</li><li>• Continued to work with Karma Nirvana and Staying Put and speak at events to raise awareness.</li><li>• Have an OPCC colleague sit on the Honour Based Abuse/Forced Marriage Steering Group, which meets quarterly, this also includes, Local Authority Leads, CPS and Karma Nirvana. The purpose of the meeting is to work collaboratively with partners to increase knowledge of HBA and Forced Marriage, increase the reporting of HBA/FM, share best practice and ultimately the priority is to effectively safeguard victims.</li><li>• Resources, such as one minute guides, have been produced by Safeguarding Central Government Unit and will be disseminated to districts as well as the helpdesks, District Control Room's (DCR) and Customer Contact Centre (CCC.)</li><li>• Has awarded £36,909 to 7 projects tackling HBA (including FM) through the Safer Communities Fund since 2014.</li></ul>

## **PARTNERSHIP CONTRIBUTION**

5. Supporting the Day of Memory for Victims of Honour Killings campaign on 14<sup>th</sup> July in partnership with Karma Nirvana.

Chaired the afternoon of the Coercive and Controlling Behaviour Conference held by Karma Nirvana.



**Chief Officer Team  
Briefing for PCC**

**Title: Honour Based Abuse**

**CoT Sponsor: ACC Foster**

**Report Author: D/Supt Minton**

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**Summary**

‘Honour based abuse is an incident or crime involving violence, threats of violence, intimidation, coercion or abuse (including psychological, physical, sexual, financial or emotional abuse), which has or may have been committed to protect or defend the honour of an individual, family and or community for alleged or perceived breaches of the family and / or community’s code of behaviour.’

So called honour based abuse is a fundamental abuse of human rights involving a collection of practices, which are used to control behaviour within families to protect perceived cultural and religious beliefs and/or honour.

Honour based abuse stems from cultural traditions and is not religiously motivated, impacting a range of communities across the world. Forced Marriage (FM and Female Genital Mutilation (FGM) fall under Honour Based Abuse (HBA.) The National Police Council (NPCC) have produced a delivery plan for work in this area.

A recent HMIC investigation stated that ‘the police service has some way to go before the public can be fully confident that HBA is properly understood by the police and that potential and actual victims are adequately and effectively protected’ (HMIC, 2015: 8). This requires a two-pronged approach: first, police services must seek to grasp the scale of HBA within their area through the correct identification and flagging of HBA cases. Second, the perspectives of victims and key stakeholders must be understood, in order to determine the type of response that is required in order to offer such adequate protection.

## REPORT DETAILS

Below is recent data taken from the Safeguarding Bulletin (up to the end of February 2017.)

There were 198 **Forced Marriage** (FM) incidents this YTD, 69 of which were Domestic. 24 related to Forced Marriage Protection Orders, and 21 were Child Protection incidents.

Last 12m - Not including where ethnicity was not recorded, 74.7% of forced marriage victims were Asian. One third (33.6%) of victims were aged under 18. 29 victims were aged under 16.

There were 131 **Honour Based Abuse** (HBA) incidents this YTD, 42 of which were Domestic.

Last 12m - Not including where ethnicity was not recorded, 68.4% of honour-based abuse victims were Asian. 12.4% of victims were aged under 18. There were 5 victims aged under 16 years.

In September 2016 an HBA and FM problem profile (attached in the supporting documents) was compiled in order for the Force to understand the scale of the issue. Whilst this gives us a picture across the 5 districts, HBA and FM is perceived to be significantly under reported. Some key findings from the report are below;

- HBA Niche occurrences have decreased by 8.8% from 80 in 2014/2015 to 73 in 2015/2016.
- In 2015/16 occurrences Kirklees recorded the most offences (35.6%) of HBA, this was followed by Bradford (31.5%), Leeds (20.5%), Calderdale (2%), and Wakefield (0). 7 Occurrences occurred out of Force where the victims had fled to the West Yorkshire area.
- Victims of HBA and FM tended to be Asian females aged between 18 and 22 years. Whilst offenders of HBA tended to be Asian males aged between 40-44 years.
- Similar to FM the main communities which are vulnerable to Honour Based Abuse are Pakistani and Indian Nationals.
- There has been a 10.8% increase in Honour Based Abuse intelligence reports between 2014/15 and 2015/16. A sample of intelligence showed there were three key areas identified;
  - concern for people who were believed to be subjected to HBA or Domestic Abuse (DA) with links to honour;
  - reports of relationships which were frowned upon by the family and;
  - reports from other Police Forces identifying individuals who were fleeing HBA into the West Yorkshire area.

## ONGOING WORK AND DEVELOPMENTS

### Action Plan and HMIC Recommendations (9, 10 and 11)

- Safeguarding Central Governance Unit (SCGU) have produced an action plan based on the NPCC Delivery Plan in order for the Force to capture developments and work being carried out internally and also collaboratively with partners.
- HMIC recommendations 9, 10 and 11 have recently been updated with current work and processes. As requested, this has been submitted to the NPCC Lead in January 2017 (attached in the supporting documents.)

## **Collaboration**

- SCGU have set up an Honour Based Abuse/Forced Marriage Steering Group, which meets quarterly. Initially this group was an internal meeting, however has since expanded to include the OPCC, Local Authority Leads, Crown Prosecution Service (CPS) and Karma Nirvana. The purpose of the meeting is to work collaboratively with partners to increase knowledge of HBA/FM, increase the reporting of HBA/FM, share best practice and ultimately the priority is to effectively safeguard victims.
- SCGU chair the Regional Meeting for HBA/FM/FGM with forces from Yorkshire and the Humber (YaTH) and the North East. The purpose of the meeting is to share best practice and to feedback ongoing work in the region to the NPCC Lead.
- In February 2017, the Police and CPS Joint Protocol for handling cases of Honour Based Abuse and Forced Marriage has been signed by ACC Foster and Chief Crown Prosecutor.

## **Audits**

- SCGU conduct 6 monthly audits in relation to HBA/FM/FGM. These areas of Safeguarding are being audited throughout March 2017 and a report highlighting key findings and recommendations will be provided to districts. A previous audit was carried out in September 2016 and the current audit will include a reality check to monitor the implementation of previous recommendations for each district. Good practice was identified at Districts, however previous recommendations included ensuring that DASH risk assessments were completed, ensuring that Hub Commanders were informed and training and awareness raising for staff.
- The OPCC audit team have carried out an audit in relation to HBA/FM/FGM. SCGU are awaiting the draft report.
- The SCGU has, in consultation with Districts, revisited and revamped the Force Standard Operating Procedures regarding a number of safeguarding responsibilities including CSE, Sexual Offending and Serious Sexual Offending. These are now available on the SCGU intranet page.

## **Training**

- One minute guides have been produced by SCGU and disseminated to districts as well as the District Control Rooms (DCR) and Customer Contact Centre (CCC) (these are attached in the supporting documents.)
- Specialist Karma Nirvana training (3 day course) was delivered to 18 Safeguarding staff in October 2016 (a feedback summary is attached in the supporting information.)
- Karma Nirvana have also delivered training to Safer Schools Officers in February 2017 to better equip them to identify and respond effectively (One Chance Rule.)
- Karma Nirvana are delivering training on the Foundation Training Course during 2017. FTS are offering additional places to District Safeguarding Units to upskill staff in this area of work.
- Following a **DHR**, a Safeguarding Induction Pack has been produced. This pack containing important information/guidance, aide memoires, standard operating procedures and recommended E-Learning/iLearn is to be circulated to new staff into Safeguarding and also a wider audience such as the CCC, DCR and helpdesks.

## **Further work to be developed**

- Safeguarding App on the handheld devices for officers is being developed. The app will include HBA/FM/FGM giving officers quick and easy access to aide memoires, useful contacts, key information and standard operating procedures.

- SCGU to look at funding streams to utilise specialists to review WYP cases in order to identify where HBA cases have been missed and any potential reasons as to why (i.e. to identify factors that inhibit and enable identification of cases,) and to identify and develop practice to improve identification of such cases.
- The development of an internet portal for partners to submit intelligence online is being discussed. Potentially, partners (through the steering group) would pilot the internet portal as a tool to provide intelligence to the police for HBA/FM/FGM. SCGU are working the Force Intelligence Manager to progress this piece of work.

## **STRATEGIC RISK IMPLICATIONS**

As per national guidance, the force will maintain the confidentiality of the victim and, under no circumstances will record information which may potentially compromise their safety on unrestricted systems. Information relating to honour based abuse and forced marriage is extremely sensitive and is restricted to safeguarding staff in order to prevent any leakage of information which could potentially put the victim at further risk.

HBA/FM are very much hidden crimes and West Yorkshire Police need to be pro-active in engaging with communities. Despite the recorded numbers, HBA and FM still remains a hidden practice, as many more cases remain unreported. However, with specialist support services and awareness of the issues there could be an increase in the number of reported cases.

A multi-agency response is vital in order to provide support and protect victims from Honour based abuse and forced marriage. West Yorkshire Police must continue to work with partners.

The force are ensuring that officers are aware of the 'One Chance Rule' and that failure to respond effectively and appropriately to disclosures of HBA/FM could result in victims being at risk of serious harm.

Districts report that demands within safeguarding teams show no sign of abating, with welfare issues regarding staff being of constant concern.

## **EQUALITY, DIVERSITY AND HUMAN RIGHTS CONSIDERATIONS**

The Force is committed and will continue to work with our Partners in helping to reach those victims in communities who may struggle to approach the Police directly to report abuse. It is vital that through increased and effective partnership working that all agencies offer the appropriate prevention and proactive initiatives and support to all individuals, across all strands, most notably age, gender, race, religion, disability and sexual orientation.

## **SUPPORTING DOCUMENTATION**

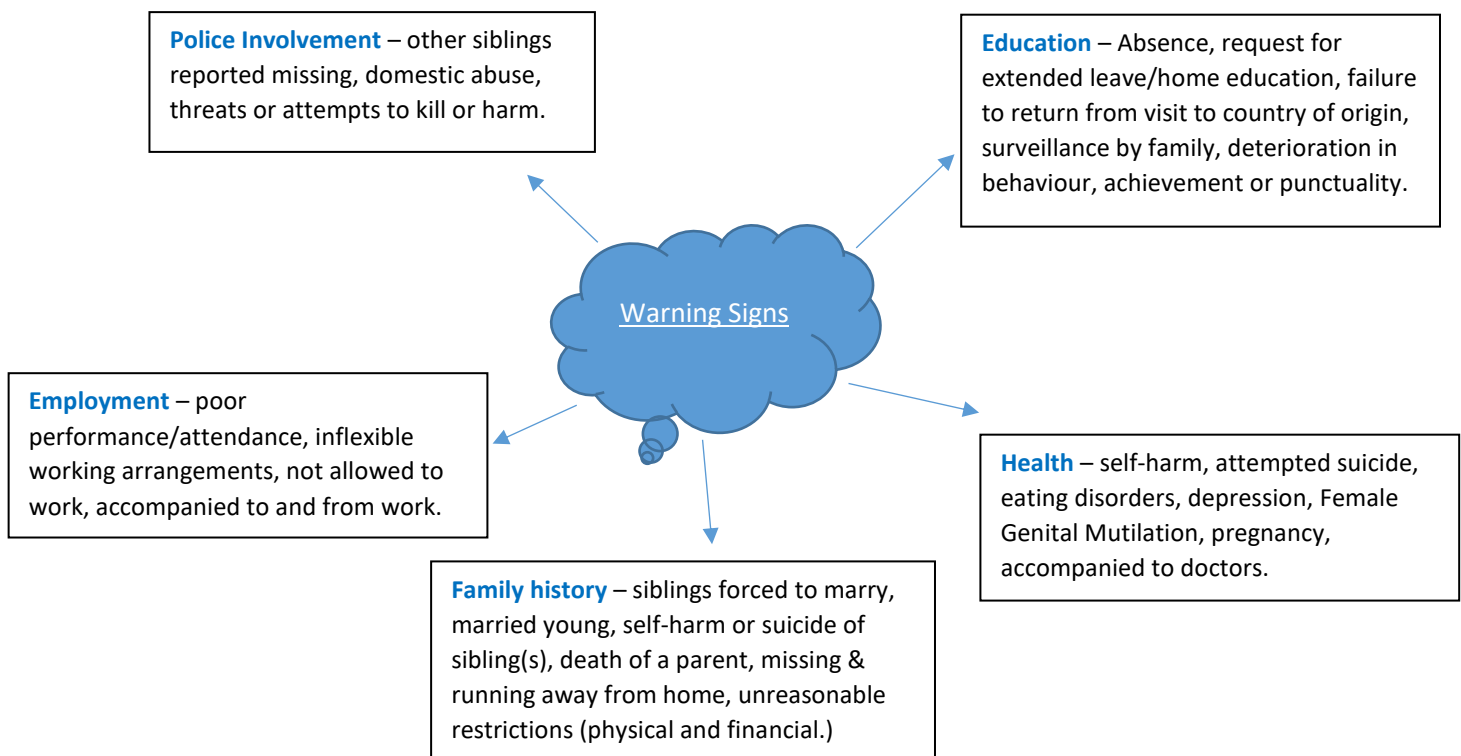
### **Appendix A – What is Forced Marriage and Honour Based Abuse?**

## Item 7a - Forced Marriage

### What is Forced Marriage?

A **Forced Marriage (FM)** is a **marriage** conducted without the valid consent of one or both parties, or where consent is unable to be given (due to learning/physical disabilities) and where duress is a factor. Duress can include physical, psychological, financial, sexual and emotional pressure, use of deception and other means. Duress may come from parents, the wider family and/or the community. Duress and forced marriage cannot be justified on religious or cultural grounds.

Parents who force their children to marry may seek to justify their behaviour, believing that it protects their children, preserves cultural and/or religious traditions and caters for stronger family relationships. Some other key reasons may include controlling unwanted sexuality, preventing perceived unsuitable relationships, protecting 'family honour', achieving financial gain, ensuring care for a child or adult with additional needs and assisting claims for residence and citizenship.



### What should we do?

- Be aware of the warning signs.
- Ensure that the victim is safe.
- Relatives, friends, community leaders and neighbours **should not** be used as interpreters.
- **Do not** send the victim back to the family home.
- **Do not** attempt to mediate.

### The Law

Forced Marriage is now a specific offence under s121 of the Anti-Social Behaviour, Crime and Policing Act 2014. This means that an individual will commit an offence if s/he uses violence, threats or any other form of coercion to force another person to enter into a marriage, without their consent. Those who force a person to marry can be prosecuted for a variety of offences including; conspiracy, assault, kidnap, abduction, false imprisonment, harassment, child cruelty and trafficking.

### KEY CONTACTS

FORCED MARRIAGE UNIT 020 7008 0151

KARMA NIRVANA 0800 3999 247

# Honour Based Abuse

## What is Honour Based Abuse?

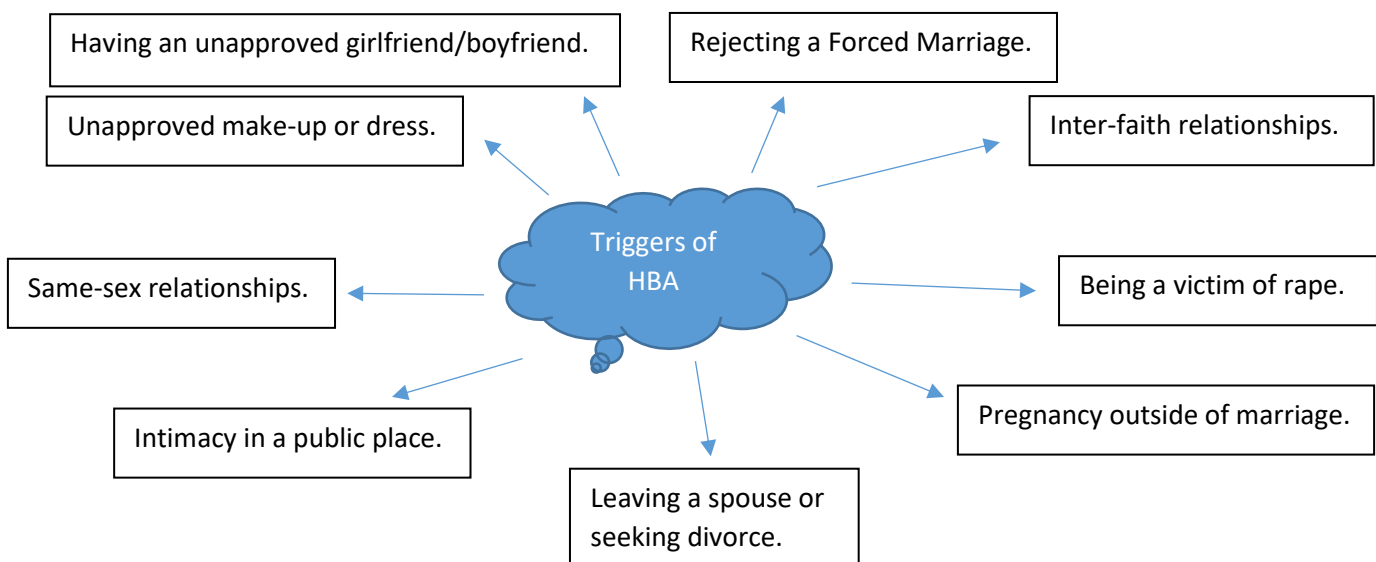
Honour Based Abuse (HBA) is a crime or incident committed to protect or defend the honour of a family and/or community.

There is not one specific crime; HBA generally occurs in domestic settings and can involve a range of offending behaviours which are used against individuals, families or other social groups to control and protect perceived cultural/religious beliefs and honour.

HBA may include murder, fear of or actual forced marriage, controlling sexual activity, domestic abuse (including psychological, physical, sexual, financial or emotional), child abuse, rape, kidnapping, false imprisonment, assault, harassment and forced abortion. This list is not exhaustive.

Such crimes cut across all cultures, nationalities, faith groups and communities. They are violations of human rights and there is no 'honour' in the commission of them.

HBA may occur when the perpetrator(s) perceive that a person has shamed the family/community by breaking an honour code. The abuse can include planning, premeditation and family/community conspiracy; often the belief is that the victim(s) is 'deserving' of the punishment.



### Potential Warning Signs

- May go missing (from home and school) in an attempt to keep themselves safe.
- Self-harm, appear depressed, angry and/or desperate.
- Restricted in movements and overly supervised.
- May not have access to the internet, mobile phones, passport or other family members.
- May be forced to marry against their will.

### What should we do?

- Be aware of the triggers of HBA.
- Be aware of the potential signs of HBA.
- Ensure that the victim is safe.
- Relatives, friends, community leaders and neighbours **should not** be used as interpreters.
- **Do not** send the victim back to the family home.
- **Do not** attempt to mediate.



