

COMMUNITY OUTCOMES

SAFEGUARDING VULNERABLE PEOPLE

8 January 2018

SUBJECT: CHILD SEXUAL ABUSE, SEXUAL ABUSE AND DOMESTIC ABUSE

Report of the Chief Constable

<p>PURPOSE OF THE REPORT</p> <p>1. This report provides an update to outline the Force's current position in relation to the policing of Child Sexual Abuse, Sexual Abuse and Domestic Abuse in West Yorkshire.</p>
<p>RECOMMENDATION</p> <p>2. That the Police and Crime Commissioner (PCC) uses this report to scrutinise Force performance in respect of Child Sexual Abuse, Sexual Abuse and Domestic Abuse.</p>
<p>POLICE AND CRIME PLAN</p> <p>3. Child sexual abuse including child sexual exploitation (CSE) remains a key priority in the Police and Crime Plan 2016 – 2021. There has been an increased focus on safeguarding the vulnerable which has led to significant increases in the number of investigations, successful convictions, and confidence in victims coming forward.</p> <p>Sexual violence and abuse is any harmful sexual behaviour which is unwanted and takes place without consent or understanding. This type of crime can have a devastating effect on the person's health and wellbeing. The PCC works with the police and partners to target offenders, give victims the confidence to come forward and report these crimes, and make all forms of sexual abuse and violence unacceptable.</p> <p>Domestic abuse can happen to anyone, it can be financial, emotional, or physical. The PCC will continue to work across all partner agencies including the Domestic Abuse Board to target offenders, challenge dangerous perceptions, raise awareness, encourage victims to come forward and provide the right support to them when they do.</p>
<p>KEY INFORMATION</p> <p>The PCC has:</p> <ul style="list-style-type: none">• Established a Domestic Abuse Board in 2015 following a commissioned review to bring partners together to identify how, by working together, a Yorkshire wide approach can be taken. Work areas include a study into how domestic reviews homicide are undertaken by partners in West Yorkshire, and the commissioning of a perpetrator programme for low to medium risk cases. Following a partnership consultation event in June 2017, a domestic and sexual abuse strategy has been published and can be accessed here.• Appointed a dedicated Safeguarding Advisor to lead, deliver and advise on the PCC's strategy for a coordinated, cohesive and consistent response to Safeguarding, in particular to CSA, in West Yorkshire. WYP were graded GOOD by Her Majesty's Inspector of Constabulary (HMIC) for being effective, efficient and legitimate at keeping people safe and

reducing crime. Inspectors were pleased with the improved response to newer threats such as child sexual exploitation.

- Commissioned the first West Yorkshire wide Independent Sexual Violence Adviser service, which started operating from July 2015. In collaboration with NHS England and the three other PCCs in Yorkshire and the Humber, the PCC has commissioned a fully functioning adult (16+) Sexual Assault Referral Centre (SARC), which started operating from 1 April 2016, with an independent provider, Mountain Healthcare.
- The PCC has funded 68 projects tackling these three priorities a Safer Communities Grant totalling more than £341k since 2014. A full list of successful project is on the website and can be accessed [here](#).
- Early in 2017, the PCC submitted a proposal for funding to the Violence Against Women and Girls (VAWG) Transformation Fund made available by the Home Office. The bid was partially successful – in June it was announced that funding had been provided to support the use of domestic violence protection orders. HMP New Hall also received funding to strengthen referral pathways.
- Work is currently underway to develop much better facilities for SARC services, including more integration of therapeutic support, and improved linkages with the courts where this is relevant. The work includes consultation about the views of service users.
- The PCC has played a key role in the development and delivery of an improved Child Sexual Assault Assessment Service (CSAAS) for West Yorkshire and in 2017 brought the providers of the service together with senior figures from local authorities and Social Care of West Yorkshire to share information about the service and with a view to strengthening partnerships and improving working practices.

PARTNERSHIP WORKING

4. On the 5th October 2017 the PCC hosted a Safeguarding Conference which was the first event to bring together district Community Safety Partnerships, Adults Safeguarding Boards and Children's Safeguarding Boards from across West Yorkshire. This event asked partners to highlight what they're top priorities were and to generate some joint actions to provide more collaborative working.

On the 21st November 2017, the OPCC held a consultation event with key partners on the new SARC Building proposals. Colleagues to work closely with service users were invited to enable us to obtain feedback in relation to the building layout and user requirements from a victim, survivor, family member and witness perspective.



Chief Officer Team Briefing for PCC

Title: Child Sexual Abuse, Sexual Abuse and Domestic Abuse

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Summary

This report combines updates on the previous separate Community Outcome Meeting reports on Child Sexual Abuse, Sexual Abuse and Domestic Abuse.

These key priorities are all experiencing increases in volume primarily associated with improvements in crime data integrity, proactive media campaigns to improve awareness and victim confidence in reporting and improving awareness of available support services.

In relation to Child Sexual Abuse, approximately 35% relate to reports of non-recent offences.

In relation to Sexual Abuse, approximately 28% relate to reports of non-recent offences.

Domestic abuse accounts for approximately 10% of all the incidents reported to West Yorkshire Police.

REPORT DETAILS

CSA

- Following the introduction of the new national definition of CSE, Force policies and process have now been updated.
- Following review at the Strategic Safeguarding Board in Spring 2017, West Yorkshire Police have applied the following caveats to the definition:-
 - The Offences are within an interfamilial or domestic setting and there is nothing to suggest a wider organisation and/or a commercial purpose.
 - Sexual Experimentation between children aged under 18, where the relationship is age appropriate and there are no identified exploitative concerns.
 - “Sexting” = Exchange of images of a sexual nature via use of technology between children under 18, where the relationship is age appropriate and there are no exploitative concerns.
- CSE Investigations: Over the past 12 months there have been 846 reports of CSE crime.
 - Bradford District has the greatest percentage of recorded CSE with 363 of the 846 cases (43%)
 - Wakefield has the least percentage of recorded CSE with 58 of the 846 cases (7%)
- A CSE Toolkit has been launched as a reference point for all staff should they need guidance/advice regarding police powers/procedures in a multi-agency setting.
- Following initial requests by the Independent Inquiry into Child Sexual Abuse (IICSA), this was replaced by one overarching statement by CC Simon Bailey and specific requests for named forces; West Yorkshire Police have not been identified as a named force.

Sexual Abuse

- West Yorkshire Police have embedded referral pathways with ISVA services to ensure that specialist support is offered to victims. A dedicated Child ISVA (ChISVA) now works in the West Yorkshire ISVA team providing specialist support to children and their families through the criminal justice system.
- ISVA’s are co-located in Safeguarding Units in some districts (Bradford, Calderdale and Kirklees) which aids communication and pathways to best support victims of sexual offences. Whilst there are no firm plans for Leeds and Wakefield at this time, the gap in provision in these districts is acknowledged and under early consideration.
- Joint training with Safeguarding Central Governance Unit and Mountain Healthcare (SARC provider) has been delivered on the Specially Trained Officer (STO) courses throughout 2017. A further course is scheduled for March 2018.
- Safeguarding Central Governance Unit now represent the Force on the CPS Rape Scrutiny panel. The panels are comprised of third sector support organisations such as ISVA’s and CPS leads from the RASSO unit. Cases are scrutinised to identify good practice and learning opportunities to be implemented within the Force.
- The CPS Rape and Serious Sexual Offence (RASSO) unit has delivered training to supervisors in October 2017.

Domestic Abuse

- Safeguarding Central Governance now attend the national domestic abuse working group, enhancing the force's ability to identify and share good practice.
- Between April - August 2017, West Yorkshire reported the following:
 - 24,259 incidents of domestic abuse reported YTD (upward trend)
 - Victim repeat rate of 44.6% (upward trend)
 - Suspect repeat rate of 31.2% (upward trend)
 - Child present in 30.7% of cases
 - 12,429 crimes recorded YTD (upward trend)
 - Crime arrest rate 49% (downward trend)
 - Pre charge NFA rate of 17.9%
 - Attrition rate of 17.7% (improved)
 - 183 Controlling and coercive behaviour crimes recorded, YTD (increasing)
 - Domestic Violence Protection Orders (DVPOs) 132 granted YTD (increasing)
 - Clare's Law used 113 times, YTD (right to know, right to ask)

ONGOING WORK AND DEVELOPMENTS

CSA

- The National Working Group CSA Assessment Tool is due to be launched nationally on the 1st of December 2017. Following discussion at the CSE Strategic Group, a working party is to be formed to further develop West Yorkshire practices and ensure national good practice is adopted.
- Safeguarding Central Governance are reviewing the Force's use of civil preventative orders to ensure the Force is making best use of such orders.
- Offender disruption risk assessment is being trialled as part of each individual investigation.
- The force are working with academia to improve effective offender management arrangements.
- Dedicated Case Conference Officers have now been recruited for all districts except Leeds and are due to start on the 27th of November. Recruitment is underway for Leeds district.
- The pilot of a CSE awareness input to year 7's developed by SCGU and Education Leeds has commenced with over 20 sessions delivered so far.

Sexual Abuse

- Work is progressing in relation to the new SARC building.
- The Regional Sexual Offences Working Group (YATH forces, Regional Scientific Support, CPS RASSO and Regional Procurement) are in the early stages of planning a Sexual Abuse conference for summer 2018.

- Safeguarding Central Governance Unit have supported a survivor of sexual abuse and as a result, she has filmed a video training resource. The film is currently being edited, however, it covers what the police did well and how we can improve.

Domestic Abuse

- In relation to the Whole Systems Approach:-
 - Funding was on hold but has now restarted in Sept 2017.
 - The bid now comprises of 3 themes;
 - Effective working with the criminal justice system.
 - Partnership work with Civil and Family Court.
 - Multi-agency Victim Support and Offender Management.
 - An initial evaluation of the introduction of the jointly staffed domestic abuse cars shows more convictions when the joint deployment was made and less “no further action” cases compared to when a routine resource was deployed.
- Controlling and Coercive Behaviour: After significant training and some successful convictions, the use of the legislation is increasing as officers become more aware and competent with use. Additional training has also been completed across the Force which includes controlling and coercive legislation, DASH risk assessment, the approach to non-engaging victims and encouraging evidence-led prosecutions.
- Domestic Abuse Survey: A new domestic abuse telephone survey was introduced in June 2016 and there is now sufficient data to assess. Some of the headlines were – 89% said they felt the police cared about them and would feel confident about contacting the police again and 86% were satisfied with the whole police experience. Areas for improvement included updating victims on progress of the investigation. 25% of victims said they did not receive any signposting to other agencies. As a result, a new domestic abuse leaflet has been designed to be handed to victims safely at first point of contact with details of national and local services.
- Domestic Violence Protection Orders (DVPOs): The bid to the Violence Against Women and Girls (VAWG) funding has been successful which will lead to the creation of a dedicated police staff team to professionalise the practice and provide greater efficiency in one centralised team serving the whole Force. They will be operational by early 2018. The accountability and performance will be monitored by the Domestic and Sexual Abuse Board at the OPCC.
- Domestic Abuse Campaign: In October 2017, the launch of a campaign in relation to controlling and coercive behaviour to try to increase public awareness about the legislation and the fact that it is a crime and to encourage reporting. A second campaign will follow in relation to 3rd party reporting to appeal to friends, neighbours and colleagues that anyone worried about another person suffering from abuse and giving them the courage to report it.

STRATEGIC RISK IMPLICATIONS

CSA

- Offences relating to Indecent Images of Children have increased and are predicted to further increase.
- There is a growing number of offenders being identified by 'paedophile hunters'. Whilst this does identify offenders this activity carries risks in terms of the tactics used, potential disruption of law enforcement activity, proper standards of victim care and the unpredictable scheduling of the groups' activity in arranging to meet online offenders.

Sexual Abuse

- Recorded crimes continue to show significant increases with non-recent offences accounting for around 28% of all sexual offences recorded. The majority of rapes are domestic or acquaintance related, rather than stranger rapes which are low. Increases are associated with improved crime data integrity, victim confidence to report such incidents and improved victim support services.

Domestic Abuse

- Domestic Abuse continues to increase although primarily as a result of improved Crime Data Integrity (CDI) and systems change. The crime arrest rate is decreasing, however, West Yorkshire arrest rate is 49% but nationally this ranges from 20%-80%, partly due to inconsistent recording practice. Some of the issues also relate to use of voluntary attendance rather than arrest, a victim led approach and delayed response times losing the initial opportunity to arrest. The number of investigations being taken to CPS for consideration is decreasing. West Yorkshire along with Forces nationally are working with the Strategic lead, DCC Rolfe to see the reasons for these trends. A workshop was held in February as part of a regional leads meeting and work is ongoing.
- In relation to IDVA's, the reduction of funding by the Government continues to be a risk as the IDVA workloads are heavy and they already cannot support every case.
- The review of DASH risk assessment by the College of Policing is still awaited including revision to place more weight on controlling and coercive elements of abuse rather than purely physical abuse. There is no timescale but this is much needed to provide clarity for officers in assessing risk.

EQUALITY, DIVERSITY AND HUMAN RIGHTS CONSIDERATIONS

There are currently no issues associated with this section as our response to Child Sexual Abuse, Sexual Abuse and Domestic Abuse is not determined by issues such as gender, age or sexual orientation.

SUPPORTING DOCUMENTATION

Nil