

COMMUNITY OUTCOMES

SAFEGUARDING VULNERABLE PEOPLE

19 June 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 98 projects tackling these three priorities a Safer Communities Grant totalling £476,161.48 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

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.

Changes to our crime recording is clearly having an impact on the number of offences recorded. Detailed analysis continues to identify that the majority of the recorded crime is attributable to this administrative change rather than an increased risk of becoming a victim of crime.

REPORT DETAILS

CSA

- CSE Investigations: Over the past 12 months there have been 938 reports of CSE crime.
 - Bradford District has the greatest percentage of recorded CSE with 341 of the 938 cases (36%)
- The online threat concerning the possession, downloading and distribution of indecent images of children is increasing. Associated demand is increasing in line with West Yorkshire Police's capability to identify and address such offending.
- IICSA have made a number of requests to West Yorkshire Police as part of the investigation strand 'Children in Custodial Institutions'. On the 9th July 2018 the IICSA will begin a two-week public hearing surrounding the extent of any institutional failures to protect children from sexual abuse and exploitation while in custodial institutions. Whilst West Yorkshire police have not been called to give evidence cases relating to institutions within the county are expected to be included in the public hearing.

Sexual Abuse

- Reports of serious sexual offences continue to increase (36.3% from 2016 to 2017.) The figures for the past two years show a continuation of the increasing trend in sexual offences, impacted by improvements in crime recording, more effective processing of data on Force systems alongside increased victim confidence to report offences of this nature to the police.
- The increasing number of sexual offences now being reported and recorded has resulted in an increase in the total number of victims and an increase in the number of those victims that have previously been the victim of a sexual offence in the previous 12 months.

Domestic Abuse

- Domestic abuse continues to be a priority for West Yorkshire Police. It is anticipated that the demand on the force will increase, due to victims having the confidence to report and also as a result of improved crime recording.
- Between April 2017 – March 2018, West Yorkshire reported the following:
 - 58,967 incidents of domestic abuse reported (increase of 11.6% YTD)
 - Victim repeat rate of 45.8%
 - Suspect repeat rate of 33%
 - Child present in 30.2% of cases
 - 33,441 crimes recorded (increase of 37.6% YTD)
 - Crime arrest rate 43.6%
 - Pre charge NFA rate of 17.8%
 - Attrition rate of 18.1%
 - 751 Controlling and coercive behaviour crimes recorded
 - 339 Domestic Violence Protection Orders (DVPOs) granted
 - Clare’s Law used 396 times (right to know, right to ask)

ONGOING WORK AND DEVELOPMENTS

CSA

- Safeguarding Central Governance are to undertake a district roadshow regarding the use of civil orders seeking to improve front line knowledge and ensure the Force are making best use of these.
- Training (from Dr Graham Hill) is to be delivered to specialist CSE Officers around the delivery of a suspect warning letter (the C5 notice). This is a disruption tool for circumstances where a potential CSE perpetrator is identified through intelligence and where there is insufficient information (and no potential for development of that information) for a criminal investigation to take place, or where a criminal investigation has been conducted but failed. The aim for completion is before the end of May 2018.
- Safeguarding Central Governance are currently undertaking a CSE audit, the focus is around
 - Misper 18’s (bespoke missing from home action plans) – their quality and use and also generic missing from home plans for low/medium risk victims of CSE.
 - the number of children referred into the National Referral Mechanism
 - preparation for transition to adulthood for those identified as at risk of CSE

- use of the suspect toolkit and how this and other tactical options are being used to disrupt and control suspects.
- The Year Seven Pilot educating children around 'sexting' and consent has now been evaluated. Safeguarding Central Governance are looking at the feasibility of this being used by our education partners throughout West Yorkshire.
- The Abusive Images Assessment Hub have developed a prioritisation matrix to ensure consistency in the identification and prioritisation of high harm offenders involved in the possession, downloading or distribution of indecent images of children, whilst continuing to exploit all available technology.
- A CPD day for staff dealing with Abusive Images, who will now be called Policing Online Investigation Teams (POLIT), is being planned for June. This will bring together AIU staff from districts together with the Force's central Abusive Images Unit providing specialist inputs including cyber experts and 'Safer Lives' (a charity supporting people out of harmful sexual behaviours including support for porn users, post arrest and for partners and families).
- In terms of Online CSA Activist Groups ACC Dan Vajzovic (who has been appointed by Mr Bailey to lead on this) has appointed two working groups nationally, one developing policy and practice and the other looking at intelligence and threat. Safeguarding Governance have secured a regional agreement for cross boarder issues relating to suspects identified by Online CSA Activist Groups and a formal supporting protocol has been developed to promote this across forces. There is no indication time wise of when the national guidance will be produced.

Sexual Abuse

- Joint training with the Safeguarding Central Governance Unit and Mountain Healthcare (SARC provider) continues to be delivered on the Specially Trained Officer (STO) courses throughout 2018, with positive feedback from officers.
- The Safeguarding Central Governance Unit continue to 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 Force has a SARC lead within the Safeguarding Central Governance Unit to maintain effective working relationships between the Force and the SARC provider.
- Plans to re-locate the existing SARC building to larger premises with improved facilities, such as live court links is progressing well.
- 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 autumn 2018.

Domestic Abuse

- The Safeguarding Central Governance Unit have been part of the DA consultation in relation the DA Bill which includes changes to the definition, increasing civil powers and the creation of a DA Commissioner.
- The Safeguarding Central Governance Unit completed Structured Learning Forums with each district. The purpose of these forums is to reflect on current practice in tackling vulnerability. The forum involves speaking to officers and supervisors to review

randomly selected cases and stimulate discussion about what was done well and how we can learn from those cases. Recent Structured Learning Forums have reviewed the initial response to a stalking/harassment case, a domestic incident and a missing person. Learning has been shared force wide.

- Further audits have been carried out recently by SCGU in relation to outcome 16 (Evidential Difficulties, Suspect ID (Victim Based)) and the use of appointments for domestic abuse incidents. Findings from the audits will be shared with districts, with recommendations for implementation.
- In March 2018, the Domestic Abuse satisfaction figures had increased to 85.8%
- A peer review meeting for DA, initiated by Wakefield has been hailed as good practice. PCs and Sergeants are invited to discuss three DA investigations and to identify good practice and areas for improvement. A Safeguarding expert is present for advice and the Chair (Sergeant) shares any learning with the Chief Inspector who can cascade general messages to staff. This has been shared across the Force and will be rolled out Force wide.
- The Force Domestic Abuse Action Plan has been published on the public facing website, following a recommendation from HMIC (Link in supporting documents.)
- Following the successful Domestic Abuse Campaign in October 2017, a second campaign was launched 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. The campaign included posters and short video clips surrounding a fictitious victim and those people saying “if only they had said something.” The coercive and controlling behaviour campaign and the 3rd party reporting campaign continue to be key messages on Social Media.

Clare’s Law

- The Safeguarding Central Governance Unit has completed an audit across the five Districts in relation to the Domestic Violence Disclosure Scheme (Clare’s Law.) Recommendations include some administrative improvements and to scope the possibility of the partnership meeting to consider the potential disclosures taking place in a Daily Risk Assessment Meeting (DRAM)/Daily MARAC instead of waiting for a separate meeting to provide a more timely process and to ultimately safeguard victims.
- In April 2018, we have commenced a pilot to proactively publish Clare’s Law data rather than await FOI requests for information. (Link to data in the supporting documents.)
- A Clare’s Law advice booklet has been produced for WYP from a Home Office approved booklet created by another Force. This booklet has been circulated to districts to provide information to victims and share with partners at the DRAM/MARAC.

The Whole Systems Approach to Domestic Abuse.

- The domestic abuse car (mentioned in previous updates) has now extended to Leeds and Wakefield with a PC and IDVA attending the scene of a domestic incident as a secondary car. This means that the same approach is now being taken across the whole of West Yorkshire.
- A Child and Family Court Liaison Officer (intended to enhance the understanding of the judiciary and key court staff, provide enhanced on- site support for victims, support police officers and improve the exchange of information between agencies) has been recruited and awaiting a start-date in May 2018.
- As part of ongoing perpetrator work, the project will support the “Tackle it” programme which is delivered by Leeds Rhinos Community Trust to men in custody who have previous domestic abuse offending.
- Work is continuing to progress delivering coercive and controlling behaviour training jointly with CPS.
- An Independent Scrutiny Panel (chaired by the OPCC) has been set up with the first meeting being held in April 2018. Panel members consist of police, OPCC and 3rd sector organisations with a view to reviewing cases, sharing best practice and learning lessons from cases.

VAWG project – DVPO Team

- The force has promoted the use of DVPN/DVPO’s over the last 12 months. In 2016/2017 there were 99 DVPO applications recorded on Niche, compared with 342 in 2017/2018 (an increase of 345.5%)
- The DVPO (Domestic Violence Protection Order) team completed their initial training and became operational on 12 Feb 2018. The team comprise of a team supervisor, three caseworkers and one admin support assistant. The team are responsible for presenting DVPO applications and prosecuting breaches for the whole of West Yorkshire and bringing consistent practice across the five Districts.
- Between 12 Feb and 9 April 2018 they have dealt with 45 DVPO applications; 40 were uncontested and 5 were contested by the perpetrator. Only 2 were not granted by the court. They have also dealt with 15 breach of DVPOs. For the same time period in 2017, there were 14 DVPO applications (an increase of 321.5%.)
- As well as recording the number of DVPOs, the team are also capturing victim feedback and discussing with the victim their experience after the initial 28 day period. Only 10 questionnaires have been completed to date with 7 out of 10 expressing that they felt more supported. One comment included...”happy and felt supported by police officers and other agencies, felt like the police actually cared”. The remaining 3 victims who expressed that the DVPO had a negative effect expressed feelings of fear and isolation and fear of retaliation once the order expired, showing the importance of the ongoing intervention. The team will also examine the repeat rate after 3, 6 and 9 months to see how it compares to non DVPO repeat rates.

STRATEGIC RISK IMPLICATIONS

CSA

- Offences relating to Indecent Images of Children have increased and are predicted to further increase.
- There remains a growing number of offenders being identified by 'Online CSE Activist Groups'. 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. Between 2016 and 2017 serious sexual offences increased by 1658 (36.3%). With the largest increases being seen in offence categories of 'rape of a female' and 'sexual assault of a female'.
- Safeguarding Units take primacy for serious sexual offence investigations, there is a strategic risk that the Safeguarding Units are unable to cope with the demand.

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 crime arrest rate is 43.6% but nationally this ranges from 20%-80%, partly due to inconsistent recording practice. West Yorkshire Police have seen a decrease in crime arrest rate, as a result we are re-emphasising positive action to mitigate the risk. Some of the issues 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.
- The capacity at court can also be an issue.
- 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

Clare's Law Data <https://www.westyorkshire.police.uk/advice/abuse-anti-social-behaviour/domestic-abuse/domestic-violence-disclosure-scheme-clares-law>

DA Action Plan <https://www.westyorkshire.police.uk/advice/abuse-anti-social-behaviour/domestic-abuse/domestic-abuse/domestic-abuse>