

SUBJECT: Safeguarding

Report of the Chief Constable

<p>PURPOSE OF THE REPORT</p> <p>1. This report outlines work undertaken by West Yorkshire Police to Safeguard Vulnerable People.</p>
<p>RECOMMENDATION</p> <p>2. That the Police and Crime Commissioner (PCC) uses this report to scrutinise Force performance in respect of Safeguarding.</p>
<p>POLICE AND CRIME PLAN</p> <p>3. Safeguarding vulnerable people is central to the work of the police and community safety partners. A person is vulnerable if as a result of their situation or circumstances, they are unable to take care or protect themselves, or others, from harm or exploitation or other adverse impact on their quality of life. Vulnerability can take many forms and can be linked to mental health, substance misuse, age, etc. this means that each individual must be supported in a way which recognises their personal circumstances.</p> <p>4. This requires different agencies working together to safeguard people in different ways and requires a great deal of coordination and communication. Safeguarding people was considered the biggest priority by respondents to the “Your Priorities, Your Plan” consultation with 70% of people saying it was of importance to them. I will continue to work together to protect those most at risk ensure that safeguarding the vulnerable is at the forefront of all of our partners’ work and aim to deliver this in a coordinated, consistent and cohesive way across West Yorkshire.</p>
<p>KEY INFORMATION</p> <p>5. The PCC is committed to safeguarding all children and other vulnerable people and this is reflected in his Police and Crime Plan and the work he does across West Yorkshire and nationally to raise awareness, invest in prevention, support victims and build stronger more effective partnerships. Examples of this work include:</p> <ul style="list-style-type: none">• The now established Domestic and Sexual Abuse Board continues to bring partners together to identify how, by working together a West Yorkshire wide approach can be taken. Working to a domestic and sexual abuse strategy and action plan the board is overseeing a number of strands of work and is currently developing a partnership performance dashboard to better understand the demand and to develop effective solutions.• The PCC’s dedicated Safeguarding Advisor to continues to lead, deliver and advise the PCC’s strategy for a coordinated, cohesive and consistent response to Safeguarding, in West Yorkshire and has now established a children’s risk and vulnerability strategic group bringing together safeguarding children partnerships and police safeguarding leads to ensure that

across West Yorkshire a consistent, collaborative and coordinated response is provided to all children and young persons who are at risk of neglect, abuse or exploitation.

- Established an Independent Domestic Abuse scrutiny panel bringing professionals from statutory and non-statutory domestic abuse specialists together to scrutinise in detail cases and identify good practice as well as learning points for West Yorkshire Police.
- A conference was organised to focus on the links between homelessness and modern day slavery at the University of Huddersfield. The event was inspired by a 2017 report from charity 'The Passage', which highlighted modern day slavery's connections with homelessness. The event welcomed 106 delegates working across sectors including law enforcement, local authorities, health services, and the Third Sector, as well as members of the West Yorkshire Anti-Trafficking and Modern Slavery Network. The event saw real steps forward in improving our combined understanding of the safeguards for people vulnerable to being exploited. Outcomes included work to enhance information sharing and preventative measures, training and awareness raising of support pathways for those who are homeless, rough sleeping or in temporary accommodation. Delegates also identified that strong partnerships in West Yorkshire could be further improved by better information sharing, and the need for specific health and counselling services for homeless people who may have experienced sexual, mental, or physical abuse.
- The PCC addressed one of these recommendations when the OPCC joined forces with Modern Slavery charity Hope for Justice and the Association of Directors of Adult Social Services (ADASS) to provide two training events for 'first responders' – in this case frontline social workers from across the Yorkshire and Humber region. First Responders are in a key position to refer potential victims of modern slavery and human trafficking for government funded support through the National Referral Mechanism (NRM). The NRM is the national framework for identifying victims of modern-day slavery and ensuring they receive the necessary support to help them rebuild their lives.
- West Yorkshire safeguarding week was held again in June with numerous events held across all the districts of West Yorkshire. This must be one of the largest collaborative safeguarding events held anywhere. Safeguarding week is a great opportunity to champion one of our collective core aims, safeguarding our communities and helping to keep people safe. It provides a real platform to raise awareness and celebrate achievements but also to identify gaps and continue to strive to improve services across all organisations and the communities of West Yorkshire.
- The annual cybercrime schools competition was won by Bradford based Carlton Bolling College. The competition was run in conjunction with West Yorkshire Police and sponsored by Asda. The competition challenged pupils from years 7,8 and 9 from schools across the county to design a resource to help keep people safe online. 17 projects were entered into the competition with a handful of schools going through to the grand final held in February at West Yorkshire Police's Learning and Development Centre in Wakefield. Carlton Bolling College won the competition with their entry, a play and rap covering online grooming.
- A major partnership conference was held in Leeds yesterday aimed at tackling Child Criminal Exploitation (CCE), and the many forms that this may take, across the region. The free event, which was part of Safeguarding Week and hosted by the Leeds Safeguarding Children Partnership (LSCP), was specifically targeted at key organisations and practitioners working in child protection.
- The PCC joined forces with a leading child protection charity to support their campaign to tackle sexual images of children online. The regional campaign represents a multi-agency approach to tackling the growing demand for sexually explicit images of children. It brings

together robust law enforcement work with work already being undertaken by UK child protection charity, The Lucy Faithfull Foundation.

- An innovative animation, specifically designed to safeguard children from exploitation and abuse premiered last month at the National Science and Media Museum in Bradford. The event was attended by the Children's Commissioner, Anne Longfield, West Yorkshire school children and safeguarding practitioners. The animation, called 'Mister Shapeshifter' which is also delivered as a stage play by G.W. Theatre, uses a modern 'fairy tale' to depict how some adults' can abuse children's trust and highlights ways in which they can protect themselves. The resource is intended to reach as wide an audience as possible and is available online for anyone to use, supported by a free to access package of training material and activities. It is designed to help teachers, parents and community groups to discuss these complex issues and deliver a consistent message to children across the county. To find out more visit www.mrshapeshifter.com
- The PCC attended the Home Affairs Select Committee (HASC) in January to give evidence as part of their Modern Slavery inquiry. He shared his experiences with the Committee, and specifically around the need for more collaborative working, greater care for victims and survivors, as well as additional resources and training. The Independent Review into the Modern Slavery Act 2015 also released an interim report in January and the recommendations published within largely mirror many of the PCC's own observations, particularly around the role of businesses and their supply chains, which has been discussed at the National Anti-Trafficking and Modern Slavery Network (NATMSN) which the PCC chairs.
- "West Yorkshire is united in the fight against all forms of exploitation". That was the message from a special safeguarding workshop held in July in Wakefield. Representatives from each of the districts Safeguarding Adults, Safeguarding Children, Community Safety and Health and Well Being Boards and Partnerships were present and gave a collaborative presentation on their work to safeguard people. Following the presentations, a dedicated session explored what more can be done to keep vulnerable people safe across West Yorkshire. The effects of Adverse Childhood Experiences (ACEs), something which is widely believed to have an enormous impact on individuals, families and communities was also discussed at length.



Title: **Safeguarding Report**
COT Sponsor: **ACC Hankinson**

SUMMARY

The purpose of this report is to outline the work undertaken by West Yorkshire Police (WYP) to safeguard vulnerable people and achieve the outcomes set out in the Police and Crime Plan. The report focuses on specific areas of ongoing work and developments within this area. A detailed report on Mental Health was presented at the Community Outcomes Meeting in May 2019.

ONGOING WORK AND DEVELOPMENTS

Safeguarding is a complicated and multi-faceted subject that includes child and adult abuse, sexual offences and also extends to human trafficking, modern slavery, domestic abuse, missing persons, mental health, forced marriage and hate crime. The emergence of child criminal exploitation and county lines (criminal networks sending children to sell and store illegal drugs on their behalf) present challenges in terms of identifying and safeguarding children vulnerable to organised criminals. These are not single agency issues and require a partnership response.

- The Working Together to Safeguard Children 2018 legislation sets out new arrangements establishing the police as one of 3 partners including the Local Authority and clinical commissioning groups (CCG's) that have joint statutory obligations to safeguard children. The new arrangements will see the transition from Local Safeguarding Children Boards to Child Safeguarding Partnerships (CSP) and must be operational by September 2019. All districts in West Yorkshire have now published their Multi Agency Safeguarding Arrangements (MASA). One of the key changes is that a Local Child Safeguarding Practice Review will replace the current Serious Case Review process. This is a streamlined and robust process that requires findings to be published within 6 months. A national panel now has oversight of this process and will work with local partners to improve learning and

professional practice arising from these cases. This will improve contemporary learning and good practice will be embedded at the earliest opportunity.

The new legislation provides further opportunities for joint working. In addition to the Gold Group established and chaired by ACC Hankinson, an operational group of local authority partnership managers, WYP and the Office of Police Crime Commissioner (OPCC) advisor are currently working to develop further collaborative options to deliver a more consistent service to children across West Yorkshire. This includes joint audit, training and communication functions.

- The West Yorkshire Safeguarding Communications Group is an established partnership meeting that provides a co-ordinated approach to delivering safeguarding campaigns across the force area. In the last 12 months, the group has overseen Domestic Abuse campaigns promoting the use of Clare's Law. This has resulted in the number of disclosure requests under this legislation increase significantly. A joint campaign with the Lucy Faithful foundation has focused on deterring viewing of indecent images of children with a Helpline to offer support.
- The WYP Force Management Statement focuses on the current and predicted demand facing West Yorkshire Police over the next four years. It highlights that safeguarding demand is predicted to increase in most areas, in particular domestic abuse, child sexual exploitation and abuse (CSEA), sexual offences, adult safeguarding, hate crime and modern slavery/human trafficking (MS/HT). Greater awareness of certain areas with staff and the public lead to more offences being reported and identified.
- Domestic abuse (DA) is an area of particular concern and reported incidents are predicted to increase by over 27% by March 2023. DA crimes have increased by almost 7% this year compared to last year, which equates to over 700 crimes. Key factors influencing this rising demand include victim confidence in reporting incidents and better identification and recording of other offences associated with DA including stalking, harassment and controlling and coercive behaviour. We are working with Workforce Planning to ensure we are building the right skills and capacity in this area.
- The upward trend of reported CSEA continues with over 6,600 offences recorded in 2018 (a 15% increase on the previous year). Non-recent CSE (committed over 12 months before being reported to the police) continues to present demand pressures and accounts for around 40% of CSE investigations. All these cases are complex, can be protracted and require intensive victim engagement from the police and partners. We move resource around the Force to deal with the demand.
- With a continued commitment to safeguarding vulnerable people, further resource investment is being made to specialist safeguarding teams following the increase in the policing precept. This will see a growth of Police staff investigators, public protection officers who manage registered sex offenders in the community and case builders who create files for court and manage complex disclosure requirements.

- West Yorkshire Police have recently been inspected by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) to determine our effectiveness, efficiency and legitimacy across all areas of Policing. One of the key areas inspected was how effective the force is at protecting those who are vulnerable from harm. The final report has not yet been published however, certain aspects of the inspection are commented on below.

West Yorkshire Police promote the importance of the early identification of vulnerability. Significant training is provided in this area for new recruits, frontline officers and specialist officers in safeguarding teams. This has improved officer's understanding, recognition and response to vulnerable victim's and suspects. Officer's understanding of vulnerability has been highlighted by the HMICFS in their recent inspection.

Call handlers also receive safeguarding training. The Force use the T.H.R.I.V.E. (Threat, Harm, Risk, Investigation, Vulnerability & Engagement) model to assess risk and all incidents. When a call is received through the Customer Contact Centre, the call taker will make an assessment using this model to determine the level of harm that individual is facing and decide on the most appropriate response.

Joint training with partners also takes place. As an example, WYP held a national Forced Marriage event in Leeds attended by a multitude of professionals across the country aimed at improving our cross agency response.

Neighbourhood Policing Teams (NPT) are committed to protecting the most vulnerable in the community, in particular those who are repeatedly victims of crime, working with partners to prevent reoccurrence. HMICFRS made comment on the strong working arrangements the Police have with a range of partner organisations and were impressed with neighbourhood officer's awareness of both vulnerable people and offenders in their area, their proactive involvement in the safeguarding of vulnerable victims and the management of high risk offenders in the community.

- Assistant Chief Constable (ACC) Catherine Hankinson is the National Police Chiefs Council (NPCC) lead on missing persons and is the WYP portfolio lead for safeguarding. Significant effort has been made by Police and partners that has seen missing person incidents reduce by almost 10% compared to last year.

Recent problem-solving activity is starting to have a positive impact on those people who go missing repeatedly. District monthly senior multi-agency operational meetings and "Missing and Children Exploited" meetings ensure the most vulnerable children are receiving the right services, safeguarding measures are put in place and disruption opportunities are implemented.

WYP have introduced a new hospital standard policy agreed with NHS Trusts for them to take additional responsibility to locate missing persons from hospitals that prevent police deployment unless there is an immediate risk of serious harm or death. The new policy went live in April 2019 and is anticipated will lead to a 50% reduction in police deployments to such incidents.

Problem solving principles are applied to repeat missing cases and WYP work closely with agencies to develop early intervention strategies to prevent a reoccurrence or the child becoming exposed to harm or victim of crime. Wakefield district have introduced a dedicated missing from home team and deploy PCSO's specially to work in children's homes to prevent, protect and locate at the earliest opportunity.

- WYP and other forces in the North East region are involved in the Whole Systems Approach (WSA) to Domestic Abuse initiative. WYP have taken the lead in introducing a dedicated Independent Domestic Violence Advocate (IDVA) to work with a Police officer and attend incidents of domestic abuse to address the initial support needs of victims and support the evidence gathering process. IDVA cars have now attended over 1500 incidents. An interim independent evaluation has taken place highlighting a significant increase in criminal justice outcomes when an IDVA car is deployed.

A dedicated Domestic Violence Protection Order (DVPO) Team was introduced 2 years ago to make applications on behalf of the force. This is one of only a few teams of this kind operating across England and Wales. A DVPO is a preventative civil order that can be applied for when there is insufficient evidence to charge the suspect and protection is required for the victim. As a result, the number of successful applications have increased.

An Independent Domestic Violence Advisor (IDVA) seconded to the team immediately informs the victim that the order has been granted, creates a safety plan and co-ordinates support through other agencies. Independent evaluation of the team highlights in particular the IDVA role as being a hugely valued service to victims.

- An Independent Domestic Abuse Scrutiny Panel was established as part of the WSA and it has been agreed that this important 'learning' tool will continue. The panel is chaired by the safeguarding advisor to the Police Crime Commissioner (PCC) and is made up of professionals from a wide range of services from across West Yorkshire. The panel scrutinises in detail randomly selected domestic abuse cases identifying good practice as well as areas for development and these findings are fed back to WYP and partners to improve training and processes. The panel reports its findings to the West Yorkshire Domestic and Sexual Abuse Board and they are also discussed in Local Accountability Meetings.

In response to the growing issue of child criminal exploitation (CCE) existing district CSE teams have been re-modelled to manage all forms of child exploitation and have developed processes to ensure that referral, review and action mirrors established CSE processes.

During a regional networking event attended by the Police and Crime Commissioner, the Police and partners reaffirmed the points raised in the recent Children's Commissioner's report "Keeping Kids Safe" that child exploitation is not a single agency issue.

Partnership arrangements in this area are improving resulting in a better understanding of the threats and connections with organised crime, missing people, CSEA and MS/HT. All districts have an established referral pathway for CCE related matters through to the MASH for triage and professional discussion. Missing and Child Exploitation (MACE) meetings are the common partnership forums to assess new cases and review ongoing risk. Work is also

ongoing to devise a common risk assessment tool for CCE. This will provide front line practitioners a consistent method across all 5 districts to recording concerns and ensure any action taken is based on the same criteria.

- The number of Modern Slavery and Human Trafficking offences recorded has increased significantly in West Yorkshire due to greater awareness, identification and knowledge. A dedicated team operating in the Protective Services Crime department conduct multi-agency operations and work in partnership with the Anti-Trafficking Network and District forums to disrupt criminal networks and safeguard vulnerable exploited people.

The Force consistently is one of the highest referrers of Potential Victims of Trafficking to the National Referral Mechanisms (NRM) (The UK processes for supporting victims of modern slavery and trafficking).

The largest number of MSHT offences recorded relate to CSE followed by forced labour and sexual exploitation. The profile of MSHT is now broadening with an understanding of the more local and 'domestic' trafficking ongoing across the county linked to the criminal exploitation of children and vulnerable adults. There are links not only to county lines and drugs but also to other types of crime such as organised acquisitive crime (burglary, theft and shoplifting).

- Levels of reports of historic CSE incidents are increasing as we demonstrate our commitment to victims irrespective of how long ago the offence took place. Dedicated investigation teams manage the most complex of these cases resulting on successful court outcomes, notably Operation Tendersea, a Kirklees investigation that resulted in a grooming gang receiving sentences exceeding 220 years.

A successful Home Office Special Grant Fund has resulted in WYP receiving £1.2 million to tackle the growing number of historic cases and to provide support to victims. The Home Office has asked HMICFRS to review the application and will be carrying out a visit to West Yorkshire. This inspection will provide an opportunity to highlight the significant resourcing challenge WYP has in terms of delivering positive outcomes for victims of CSE.

Detective Superintendent Jon Morgan