



Report to: Police and Crime Panel

Date: 10th June 2022

Subject: Safeguarding Report

Report of: Alison Lowe – Deputy Mayor for Policing and Crime

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1. PURPOSE OF THE REPORT

- 1.1. The Safeguarding paper is designed to give an overview of the current position in the county and the progress over the last period with an understanding of the key challenges that have emerged
- 1.2. This links to the strategic priority of Keeping People Safe and Building Resilience. Under this strategic priority the Police and Crime plan states that the focus is on keeping people safe from (and preventing) harmful behaviour, exploitation and abuse. We will support people in building the resilience to overcome and survive criminal behaviours
- 1.3. Under this priority we are looking to work in partnership to reduce crimes that disproportionately affect women and girls and understand the extent of child sexual offences and domestic abuse which was hidden during the pandemic.

We will do this by ensuring that more victims are accessing support services and we are working with all partners across organisational boundaries to support vulnerable people

1.4. The performance measures from the Police and Crime Plan that link to this subject are as follows

Measures		2019/20	2020/21	2021/22	Difference	Trend over time
Monitor the number of young persons flagged as at risk of Criminal Exploitation		419	491	650	159	↑
Reduce number of repeat victims of Domestic Abuse		30,836	30,661	33,427	2,766	↑
Reduce number of repeat victims of Hate Crimes		2,057	2,189	2,715	526	↑
Increase use of DVPO/DVPN	DVPO	303	281	441	+160	↑
	DVPN	308	333	456	+123	↑
Increase use of Stalking Prevention Orders		0	3	1	-2	↔

Measures	Comment
Monitor the number of young persons flagged as at risk of Criminal Exploitation	Figures include both victims and suspects who are flagged as at risk of Child Criminal Exploitation.
Reduce number of repeat victims of Domestic Abuse	The increasing number of domestic crimes being recorded is contributing to the increase in repeat victims.
Reduce number of repeat victims of Hate Crimes	The increasing number of hate crimes being recorded is contributing to the increase in repeat victims.
Increase use of DVPO/DVPN	The Force are reporting increasing use of interventions related to domestic abuse
Increase use of Stalking Prevention Orders	All four SPOs obtained by the Force are currently live.

2. INFORMATION

2.1. Most recently the following work has taken place

- a) West Yorkshire Safeguarding Communications Group continues to bring West Yorkshire Police (WYP), West Yorkshire Combined Authority (WYCA), Local Authority communications leads and the third sector together to develop and deliver collaborative safeguarding campaigns. A 12-month Communication Plan for 2022 has been developed with key dates and campaigns and shared with the members.
- b) The 16 Days of Action Against Domestic Abuse took place in November '21 – including a new campaign to look at adolescent to parent abuse

with the message 'Before you see red, talk to someone instead'. See <https://www.westyorkshire.police.uk/TalkToSomeone>

The group supported the two #LookCloser awareness weeks, 7th - 20th March 2022 and shared links and learning events with the group members.

- c) WYP and WYCA supported National Stalking Awareness Week – w/c 25th April and posted messages on social media accounts. These posts are linked to the West Yorkshire Police webpage - Stalking and harassment. We also shared messages from The Suzy Lamplugh Trust National Stalking Awareness Week 2022.
- d) The DMPC supported International Missing Children Day – 25th May, using the running away campaign on social media. This was supported by social media examples and animated GIFs.
- e) The West Yorkshire Anti-Slavery Partnership (WYASP) chaired by the Deputy Mayor for Policing and Crime (DMPC) met in December 2021 and March 2022. Network members, as well as sharing and discussing local updates and good practice heard from the Office of the Independent Anti-Slavery Commissioner (IASC). The current IASC Dame Sara Thornton, after laying her annual report before Parliament on the 27th of April is stepping down from the role. The meetings also heard from West Yorkshire Police Serious and Organised Crime Community Coordinator, the Home Office Modern Slavery Unit, Hope for Justice on the Independent Modern Slavery Advocate (IMSA) Model, and the Yorkshire and Humber Regional Organised Crime Unit.
- f) The WYASP were presented with an overview of the yearly data for 2021 which captured the local picture of the threat of modern slavery and exploitation across West Yorkshire and identified a significant increase in the number of crimes recorded for domestic servitude. This has been accredited to the significant uplift in training for front line officers and staff to identify the signs and indicators to this type of exploitation and an innovative awareness campaign.
- g) The Deputy Mayor for Policing and Crime (DMPC) has written to the Home Secretary in response to the Nationality and Borders Bill. The letter also captures the views of the National Anti-Slavery Network on the Bill following an Immigration Policy Workshop for PCCs which was delivered in September.

- h) During this quarter, the DMPC has responded to the HMICFRS report regarding the 'Safe to share? Report on Liberty and Southall Black Sisters' super-complaint on policing and immigration status. She has also responded to the HMICFRS report 'The Hidden Victims Report on Hestia's super-complaint on the police response to victims of modern slavery'.
- i) In March 2022 the DMPC again chaired the NASN and in addition to the standing updates from the Office of the Independent Anti-Slavery Commissioner (OIASC), Modern Slavery & Organised Immigration Crime Unit (MSOICU) and the Home Office Modern Slavery Unit, the senior national stakeholders heard a presentation from the Medaille Trust. The Medaille Trust exists to provide refuge and freedom to victims of modern slavery, supporting them as they rebuild their lives. They are one of the largest providers of supported safe house beds for victims of modern slavery in the UK.
- j) The West Yorkshire Children's Risk and Vulnerability Group (WYR&V) met in March and was well attended by WYP Safeguarding leads, Local Children's Safeguarding Partnership Managers and Health representatives. This independently chaired meeting heard a presentation from Counter Terrorism Policing North-East on Prevent and the links to safeguarding,
- k) The WYR&V group also had standing agenda updates and best practice sharing from the WYP Safeguarding Central Governance Unit, district police leads, the Local Safeguarding Partnerships and the Violence Reduction Unit. The group also had an update from health on the Integrated Care System safeguarding approach going forward, the WY Safeguarding Communications Group and a discussion on the impact of safeguarding reforms and the KANTAR Public report on multi-agency reform: Key behavioural drivers and barriers.
- l) Partners may wish to note that Rebecca Hurlock Coordinator of the WYASP and NASN has now left the WYCA to pursue other interests.

2.2. As well as the above local and national meetings, the DMPC has also had regular updates from West Yorkshire Police on the progress of the Safeguarding Review that took place in 2021. The main headlines from the review were as follows

- Resourcing and Recruitment – this has been escalated to a gold group overseen by an ACC to ensure quick completion

- Training - ensuring that all in the safeguarding units have completed the relevant training
 - Allocation of crimes – looking at the effectiveness of a pilot looking at reducing demand. This is now under independent review to evaluate.
- 2.2.1 Each district Commander is committed to ensuring that resources within their district is aligned to demand and risk and their plans evidence this with Safeguarding being the priority.
- 2.2.2 Opportunities are being afforded to all officers including students to undertake a secondment into the Safeguarding Team to enable experience and this is proving positive in encouraging career pathways into Safeguarding.
- 2.2.3 The force Safeguarding Review team have worked closely with Workforce development and Corporate Communications in designing a robust recruitment campaign aimed at bringing experienced officers from other forces into West Yorkshire Police. The unique selling proposition that makes West Yorkshire Police attractive is that we have dedicated structures and specialisms that investigate and support vulnerable adults and children. This recruitment campaign is proving very successful and will start to reduce the shortfall of the 79.
- 2.2.4 There are currently 32 external transferees going through the transfer into force process with the first induction course having taken place and additional induction courses are planned throughout the year to welcome the new talent. This process combined with the district plans to align resources to Safeguarding by the Commanders will see the shortfall reduced and we fully expect to be in a position to fulfil the aims of the review from a staffing perspective
- 2.3. This is part of a quarterly update to the DMPC from West Yorkshire Police
- 2.4. **Child Sexual Exploitation and Abuse (CSEA), Child Abuse and Neglect**
- 2.4.1 Safeguarding children is a priority for West Yorkshire Police as reflected in the Force's Protecting Vulnerable People Strategic Plan and the CSEA, Abuse and Neglect Tactical plan developed to deliver further improvements in this critical area. A six weekly Tactical Delivery Group underpins this attended by all key stakeholders.
- 2.4.2 Child Protection is rightly highlighted nationally at present following a number of tragic cases including Arthur Labinjo-Hughes, Hakeem Hussain and Star Hobson. The additional safeguarding issues caused by lockdown, the

economic pressures on the cost of living and the picture of children missing from education highlight but a few current complexities in this area

- 2.4.3 The National Panel's Report into the murders of Arthur Labinjo-Hughes and Star Hobson has now been published. West Yorkshire Police assisted with the completion of this report through submission of statements, documents and participating in interviews with the authors. The report is thoughtful and sets out ambitious change for the field of Child Protection across all partners and sectors.
- 2.4.4 West Yorkshire Police have also identified the need to ensure the safeguarding of vulnerable adults and children fleeing the conflict in Ukraine, flagging this to the national Child Protection NPCC Lead. In relation to the Ukrainian refugee housing scheme, we are engaging with partners to gain a shared understanding of placement within the county, to ensure that effective information sharing, and vetting has taken place and that there is an effective response to any highlighted concerns.
- 2.4.5 In relation to CSEA, West Yorkshire Police welcome the recently announced national HMICFRS review, albeit the terms of reference are yet to be announced.
- 2.4.6 This area presents a significant challenge for West Yorkshire Police and forces nationally, particularly in relation to the demand associated with complex and non-recent offences. Nevertheless, West Yorkshire Police continue to encourage the identification and reporting of such abuse.
- 2.4.7 To this end, the Force have secured the support of the Centre of Expertise to deliver refresher training to officers and staff.
- 2.4.8 Online CSEA continues to present a significant and growing challenge nationally. We have previously highlighted placing additional resources within our district-based Policing Online Investigation Teams and committed to increasing resourcing within our Abusive Images Assessment Hub which is currently being implemented. The Force have recent been subject of a national thematic inspection, publication of which is expected later in 2022. As a thematic inspection, the report will not attribute findings to specific forces but as a force we have sought to use the inspection as an opportunity and are seeking to enhance our response in this area in line with national best practice. The Inspectors highlighted several areas of good practice as well as learning points and found the force to have a strong Safeguarding ethos
- 2.4.9 The DMPC has secured a workshop for panel members in the autumn when

the current position with CSE will be discussed

2.4.10 WYP are also bidding for a further £2.4 m from Government to continue the excellent work of the Non-Recent CSEA Team

2.5. **Domestic Abuse#**

2.5.1 The Safeguarding Central Governance Unit (SCGU) continue to maintain a comprehensive and ongoing Domestic Abuse Tactical Plan which is one of three bespoke plans sitting under the Protecting Vulnerable People (PVP) Strategic Plan, on behalf of the force. A six weekly Tactical Delivery Group underpins this attended by all key stakeholders

2.5.2 Within this field we hold well-established six weekly meeting with the District Domestic Abuse Detective Inspector leads, where standing issues and newly emerging issues can be discussed and actioned out at an operational level. This is also the practical operational forum for the implementation of recommendations arising from Domestic Homicide Reviews (DHR). In terms of ongoing work and by way of example, this forum has been used to create a Tasking & Finishing group to examine how Districts handle and disclose under the Domestic Violence Disclosure scheme (or Clare's Law).

2.5.3 The force has embarked upon a comprehensive and wide-ranging programme of Domestic Abuse training. This involves an extensive rollout of Domestic Abuse Matters training to all operational officers and staff in 2023 (which will also encompass training around Violence Against Women and Girls).

2.5.4 In addition, further training is planned with Dr Jane Monckton-Smith around her work on the 'eight stages of domestic homicide'. The SCGU continue to strengthen the links between awareness around Domestic Abuse and where is overlaps with Stalking and so-called Honour Based Abuse. Police officers and staff remain updated on the developing legislative framework around Domestic Abuse from the Domestic Abuse Act 2021 and the Police, Crime, Sentencing and Courts Act 2022

2.5.5 Continuing and new work streams include:

- Implementing and developing the use of TecSOS and the app-based platform for smart phones
- Clearer understanding of IDVA provision across the Force and liaison with WYCA and Local Authority Domestic Abuse leads around development of commissioned provision

- Hosting a West Yorkshire wide Operation Encompass meeting which is currently looking at the inclusion of those in early years provision and developing an information sharing agreement
- Working with the newly appointed Suicide Prevention Coordinator on ensuring that any cases of suicide where there is a link to Domestic Abuse (whether as victim or perpetrator) are passed to the Serious Case Review Team for dissemination to Local Authority Domestic Abuse leads for consideration of DHR or Fatal Incident Review.
- The extension of PPN usage to Domestic Abuse which will provide consistency of reporting across the Force, better auditing and clearer links/referrals of children in the household or present at Domestic Abuse incidents to partner agencies.
- Applying to partake in the National Pilot for Domestic Abuse Prevention Orders (DAPO)

2.5.6 The forensic marking initiative (SmartWater) to deter and detect Domestic Abuse is now live across four of the five Districts.

2.5.7 Over 100 victims have now been protected in West Yorkshire. 83% of these report the initiative having a positive impact on them. This work has recently won the National Police Professional Innovation Award and is a shortlisted finalist for the British Security Awards. The approach will also feature as promising practice in the College of Policing 'What Works' Magazine (May 2022). Nationally seven other Forces are also now adopting this approach

2.6 **Stalking and Harassment**

2.6.1 Following a detailed review and submission by the SCGU, West Yorkshire Police has agreed to establish a force wide Stalking Coordination Team to run for a 12-month pilot. The aim is to establish improvements in the handling of stalking cases, better identification of risk, complete comprehensive referrals to support agencies and to make increased use of protective measures like Stalking Protection Orders. Recruitment and set up of this is now underway

2.6.2 As the North-East regional lead for Stalking & Harassment, West Yorkshire lead on a meeting with the other six forces on a quarterly basis to share concerns and good practice, and to feed these into the national working group. The regional meeting has been revamped by West Yorkshire and attendance of all forces is now secured.

2.6.3 As part of the WYP approach to stalking, the SCGU has developed and completed the first specialist investigators' training course in conjunction with

the Suzy Lamplugh Trust which they hope to roll out further nationwide. This was attended by nominated investigators from the five districts and another course will be run in the summer. Stalking awareness training is planned for frontline officers at the end of May 2022. This course will cover the dynamics of stalking, stalking legislation, the impact of stalking on victims and safety considerations

2.6.4 From 4 July 2022, West Yorkshire Police will be a pilot force in the NPCC's second stage assessment of the Stalking Screening Tool. West Yorkshire Police will be piloting this in Wakefield District, and training will be given to officers in June ahead of the go live date. This pilot will run for six months

2.7 **So-called Honour Based Abuse (HBA), Forced Marriage and Female Genital Mutilation (FGM)**

2.7.1 The Force continues to be the regional lead for this area. A revamped regional meeting structure is now in place and the Force hosts the national regional leads meeting at West Yorkshire Police HQ on a quarterly basis. As regional lead we see all Forced Marriage Protection Orders and Female Genital Mutilation Protection Orders sent to regional forces. Nationally, West Yorkshire remains the force with the highest level of protective orders. This is a reflection of the strong partnership work carried out alongside Children's Social Care in obtaining them as lead agencies

2.7.2 Karma Nirvana have recently delivered training to 120 officers and staff across the force to raise awareness of So-called HBA and forced marriage. The training aimed to build confidence in identifying and challenging so-called HBA and forced marriage, increase professional confidence and improve and develop supportive and effective responses to victims. A three-day course designed for investigators is planned for later in the summer.

2.7.3 SCGU continues to update officers in changes to legislation, including the increase of the minimum age for marriage and civil partnership to 18.

2.8 **Mental Health**

2.8.1 Together with partners from Health, SCGU have recruited and employed a Suicide Prevention Coordinator who began their role in April 2022. They are in the process of developing the collation and sharing of relevant data from police systems and will be working on developing the provision of support contact for bereaved families, to better understand the available data around self-harm and attempt suicide, to reduce risk to individuals and to offer support for those who are struggling.

- 2.8.2 The force lead has completed a package of neurodiversity awareness training material which will be included in the Force's training programme at an appropriate time
- 2.8.3 The Force has a refreshed internal Mental Health improvement meeting which meets quarterly, to discuss Mental Health data and gaps in understanding.
- 2.8.4 The meeting is designed to ensure consistency across the Districts as well as sharing good or developing practice. Representatives from all district SLTs are present along with Custody Services and Criminal Justice

2.9 **Missing persons**

- 2.9.1 Niche Missing Module 2 (NMM2) has now been delivered across the Force and is now Business as Usual. This has prepared the Force well for the use of the new and updated Niche system due for release in 2022/2023
- 2.9.2 Following the amendment of the first half of Force policy on Missing Persons, changes are now being looked at around the final parts of the policy, including inspector and chief inspector reviews and filing of missing reports to ensure national best practice is adhered to
- 2.9.3 More recently the DMPC has asked for a detailed report on Missing People as it was recognized as a key challenge in this area, particularly those missing from children's homes. The DMPC will be raising this issue with Council leaders as part of a WYCA meeting and look at the problems of unregulated homes that have increased in West Yorkshire
- 2.9.4 Review and examination of this report has also taken place in the force and senior police leads have met with Directors of Children's Services around the next steps forward in this area.

2.10 **MASA (Multi-Agency Safeguarding Arrangements).**

- 2.10.1 Following the HMICFRS PEEL Inspection for 21/22, although WYP had an overall grading of Good in the area of Protecting Vulnerable People there was an Area For Improvement (AFI) relating to referrals. This is as follows

"The force should ensure that when it is sharing information with children's social care organisations about vulnerable children, a full picture of information is shared"
- 2.10.2 Update on work on all the AFI's and other areas from the HMICFRS reports

are part of a report to the Mayor on a regular basis and this includes the information on the above AFI.

- 2.10.3 A multi-agency MASH (Multi-Agency Safeguarding Hub) review is underway overseen by the Safeguarding Central Governance Unit with a dedicated Detective Chief Inspector. Addressing this AFI will form part of the Terms of Reference. The DCI is working closely with the National working group to reflect good practice and develop best ways of working
- 2.10.4 Buy-in has been sought from Directors of Service which has been successful. In terms of resource and commitment from Childrens Social Care Teams and Health, discussions are ongoing and positive. Alongside the force roll-out of PPN, we are confident that we can build on existing processes to ensure that we are, as a partnership, sharing and considering the full picture
- 2.10.5 A multi-agency Terms of Reference document is currently being drawn up, utilising pertinent and valuable feedback from those partners, to strengthen and enhance existing partnership working arrangements across West Yorkshire. This will ensure the individual MASH provisions across West Yorkshire are working together effectively to safeguard the welfare and well-being of children and their families

2.11 Areas of Good Practice in West Yorkshire Police

- 2.11.1 The following are just some examples from across the force of good practice in working together to support and safeguard young people and children from abuse. It is important to highlight this work which is not often seen publicly due to the distressing nature of it. Officers involved in this field are supported with specialist Occupational Health Unit (OHU) involvement and are committed and dedicated to children.

The examples given are sanitised both to avoid identifying any parties and to avoid overly distressing content for the reader.

- a) From previous professional involvement, the officer was aware that there has been police and partner agency working with a family. Following attendance at the address, the police were in possession of Body Worn Footage (BWF) from the incident.

The officer realised that the BWF, if viewed, would be pivotal in partner's decision making as to immediate safety planning for the children. The footage depicts a distressing Domestic Abuse related

incident that the two young children were exposed to. It was clear the children were highly distressed with parents assaulting police officers just prior to their arrest. There is no doubt that this will have lasting effects on the children.

Having shared the footage with the allocated social worker, an urgent strategy meeting was called. Relevant footage was also played during the strategy meeting. The outcome was that a S47 Assessment would be completed for both children – with legal advice sought to consider removal at family court. The BWV undoubtedly changed the course of social care's decision making and this is being seen as best practice to inform multi-agency decision making.

- b) A referral was received through a 3rd party at the MASH detailing a child being neglected and abused. This was reviewed by an officer and together with CSC they decided to hold a strategy discussion. Further enquiries were conducted and a joint visit with social care arranged. The child was visited at school and their account obtained. The child was hesitant and worried about giving a disclosure. But the officer was able to gain the trust of the child. The disclosure made was described by the experienced professionals as 'harrowing'.

The officer put together a comprehensive report, alongside partners, which formed the basis of a criminal investigation. This led to the mother and stepfather being arrested with the victim and young sibling being taken into Police protection, before being accommodated by social care. The officers and social workers actions and partnership working were commended as 'outstanding' by their line management.

- c) A referral was received from a School's Student Welfare Officer into the MASH. Concerns were raised as a student had approached the staff member and disclosed that their friend in school had told them about non recent sexual abuse against them by a known party over a long period of time. The MASH quickly identified the potential risk and arranged for a joint visit by police and social care.

The decision was correctly made that this visit should not be delayed. Sufficient information was provided to both agencies prior to the visit to understand the circumstances and the parties involved.

The visit was completed within hours of the report once the parties and whereabouts had been confirmed. The child on the initial visit did

not make any disclosures to the officer or social care but a follow up meeting was arranged the next day – with appropriate safeguarding measures being put in place for the child in the meantime.

The child went on to disclose abuse the next day to a teacher who informed the officer. The child provided an account and as such, the suspect was quickly arrested, interviewed, and bailed with conditions to protect the victim and other vulnerable children.

- d) Concerns were raised about a child's online profiles. CSC brought the matter to the daily multi-agency risk assessment meeting (RAM) for a multi-agency decision and CSE assessment. At this time the child was referred to 'Trusted Relationships' for support and work to reduce their risk and a Police notification flag was created. Following school raising further concerns about contacting older males online, the risk was increased to significant. CSC and police worked together to deliver intervention work with the child. Police commenced an investigation, and a referral was also made to Barnardo's Turnaround for specialist exploitation work and engagement with family. The child was also referred for counselling. However, both the child and mother to some extent disengaged from support.

After the school identifying messages of concern on the child's phone a further police investigation commenced which revealed that the child had exchanged images of themselves with numerous males whom they have contacted over the internet and to whom they revealed they were only 15 years old.

This shows how risk fluctuates continually and is monitored and managed by the partnerships. Due to the continued intervention of the wider partnership for this child, the increase in risk level has been identified prior to any contact offences occurring, of which there was evidence of grooming / pre-planning discovered in chat logs.

- e) A referral was received into MASH and after a discussion with CSC, a decision was made to hold a strategy meeting. The officer attended the strategy meeting with CSC, health and education, and it was immediately recognised there were significant indicators of risk to a vulnerable autistic child who was living with Mum and her violent aggressive partner, who was shown to have a concerning criminal history. Both these individuals posed a real ongoing threat to this child's physical and mental wellbeing.

Through the open and honest sharing information by all partner agencies, patterns were identified that revealed the child had been subjected to abuse and neglect. This ensured plans were put in place for the immediate removal of the child to protect them from further harm. The officer followed protocols and obtained the appropriate authorities, completing the required paperwork for a Police Protection Order.

This resulted in the safe removal of the child within a couple of hours without any further incidents.

3. EQUALITY, DIVERSITY AND INCLUSION BENEFITS AND IMPLICATIONS

- 3.1. Every effort is made to ensure that any equality, diversity and inclusion implications for any of the work is considered and mitigations for any negative effects put in place
- 3.2. As part of normal business, problem profiles for the different areas are produced which ensure that any issues with equality, diversity and inclusion are studied and the benefits realized. These are used to inform senior managers when deciding on actions taken.

4. IMPLICATIONS FOR YOUNG PEOPLE IN WEST YORKSHIRE

- 4.1 Much of the work has implications for young people across West Yorkshire and this is highlighted in the report. More detailed work on those crimes that particularly affect young people is being conducted and will result in workshops / information coming to panel in future meetings.
- 4.2 This report also particularly highlights some of the good examples of work that is taking place across the county with regard to young people.

5. FINANCIAL IMPLICATIONS

- 5.1. As stated in the paper, much of this work is time consuming and costly and will form part of a bid to the Home Office to give support due to the nature of the offenses. Any bids of this sort will be agreed with the Mayor and Deputy Mayor and form part of ongoing discussions.

6. LEGAL IMPLICATIONS

6.1. None

7. EXTERNAL CONSULTATION

7.1. As stated in document where relevant

8. RECOMMENDATIONS

8.1. That the panel note this report

BACKGROUND PAPERS AND APPENDICES

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