



WEST YORKSHIRE POLICE AND CRIME PANEL

1 March 2019

Performance Update – Child Sexual Abuse and Exploitation

Introduction

This report aims to provide an overview of activity against delivery of the Police and Crime Plan. Each Police and Crime Panel meeting will focus on one priority from the Plan, looking at the five areas identified below. Additional briefing papers will be provided where applicable however this summary will pull together key information from the briefing papers under the relevant sections.

Background/Context

Tackling child sexual abuse and exploitation has been a priority of the PCC since first being elected in 2012. Below is the narrative from the PCC's refreshed Police and Crime Plan 2016-2021:

“Child sexual abuse and exploitation (CSA/E) remains a key priority. 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. I will continue to work with the police and other partners to ensure that awareness and prevention are key areas of focus, that victims are protected, supported and safeguarded and that offenders are dealt with through an efficient criminal justice system. I will encourage timely information sharing, and a consistent, collaborative and cohesive response to safeguarding the vulnerable across West Yorkshire.”

Progress and Key Challenges

2012 – West Yorkshire Police (WYP) devised and implemented an action plan in relation to CSE during January. As a living document this was updated and revised on a regular basis, incorporating the national CSE action plan and other recommendations.

2013 – A summit with key stakeholders, organised by the PCC, was held during July 2013. This was followed by a multi-agency seminar in November with the aim of ‘learning from others and developing a more cohesive approach to tackling CSE and supporting victims’.

2014 – Following publication of the Alexis Jay report on CSE in Rotherham, the PCC brought together child protection experts from across the County to discuss the recommendations and to look at how agencies could work better together. Particular areas for future focus included increased awareness raising, improved information sharing, and support for victims, intelligence gathering and agencies taking a more joined up approach.

An action plan incorporating all recommendations from the report saw WYP committing more resources and time into developing responses to measure the number of at risk children in West Yorkshire.

It was agreed that information about all live cases would be provided to the PCC for scrutiny and reassurance on historic cases would also be provided.

Working with the Directors of Children's Services (DCS), across West Yorkshire, training was progressed with taxi drivers on spotting signs of CSE and awareness raising sessions took place within schools.

A comprehensive review of the police's structures, capacity, capability and delivery model to safeguard vulnerable children and adults commenced. The findings from this review were presented during March 2015 to the Programme of Change Board. More detail on these is available in the Additional Information report attached. .

A HMIC inspection into Child Protection took place during August 2014 and the final report was published during January 2015. The response from the PCC can be found on our website.

2015 – As part of the 2015 Precept the PCC made an extra £3.5million available to the police for increased resources to deal with CSE, Human Trafficking and Cyber Crime.

Funding agreed through the PCC's Partnership Executive Group (PEG) allowed for the recruitment of a Safeguarding Adviser to work within the OPCC and alongside WYP, the DCS, Safeguarding Children's Board and other partners. This aims of this were to better co-ordinate, advise and add value to the good work already ongoing. A further partnership event with safeguarding experts took place during June to consider progress to date, recently commissioned work and discuss how to overcome current challenges.

The Safeguarding Adviser and CSE Policy Lead attended a College of Policing Peer Review. The subsequent report recognised CSE was clearly identified as a strategic priority for both the PCC and WYP, explicitly featuring in the Police and Crime Plan, the Child Sexual Exploitation Strategy 2015-17 and the Force Strategic Assessment.

A HMIC inspection on vulnerability including CSE, as part of the PEEL Effectiveness inspection took place during June 2015, and the Safeguarding Advisor was interviewed as part of this process. The report was published in December 2015.

The first West Yorkshire wide Independent Sexual Violence Advisor Service (ISVA) was commissioned by the PCC and began operating during July 2015.

The PCC formally responded to the Home Secretary on the publication of two HMIC reports 'Online and in the edge: real risks in a virtual world' and 'In harm's way: the role of the police in keeping children safe'. These responses are available on the PCC's website here: <http://westyorkshire-pcc.gov.uk/our-business/external-inspections/responses.aspx>

During October, WYP implemented a CSE Minimum Standards of Recording to improve accuracy of data collated and to ensure all cases of CSE were identified and appropriately responded to.

2016 – A conference was held on 18th March in Halifax to coincide with National CSE Day. This event was used to launch the West Yorkshire Crimestoppers CSE perpetrator awareness campaign, which was also the National Crimestoppers Campaign for 2016.

In collaboration with NHS England and the PCC's from South/North Yorkshire and Humberside, the PCC commissioned the Sexual Assault Referral Centre for victims aged 16+, using the independent provider Mountain Healthcare.

The West Yorkshire CSE Strategy Group was supported and managed by the Safeguarding Adviser, with an independent chair funded by the PCC. The Adviser is vice chair of the West Yorkshire Safeguarding Communications Group, this brings together WYP, Local Authorities and NGOs to develop and deliver collaborative and relevant

safeguarding messages to West Yorkshire, some of which have been recognised as good practice nationally.

Recently launched campaigns have included 'Child Sexual Exploitation, Know the signs', a campaign to highlight internet offences and how parents can add security and a direct campaign at potential victims called 'Do you know who you are talking to' was launched. The 'Think before you send' campaign was specifically launched to tackle the issue of sexting.

The PCC was instrumental in the development of the now established West Yorkshire Safeguarding week. A joint week of action in conjunction with WYP, the British Transport Police and 5 local authorities was held during Safeguarding Week (17-23 October) to raise awareness of the signs associated with a young person who is being exploited and the ways it can be report.

In December 2016 the PCC and Chief Constable in collaboration with the Marie Collins Foundation hosted a Safeguarding Children in the Digital World Conference. At the WYP Carr Gate Complex. This was attended by 300 delegates and a number of local and national speakers addressed the audience on these issues.

2017 – A new national definition of CSE was introduced in February, following H.M Government concluding that the previous was 'unclear and out of date'.

Within the 12 month period 01/04/2016 to 31/03/17 – 792 sexual crimes against children recorded by WYP were internally identified as meeting the definition of CSE.

25% of these crimes were classified as "non-recent" which describes a report to the police made over 12 months after the incident occurred.

Having played an important role in the development and delivery of an improved Child Sexual Assault Assessment Service (CSAAS) for West Yorkshire, the PCC brought together the providers of the service with senior officers from local authorities and social care to share information about the service to strengthen partnership working and improve current working practices.

During October the PCC organised the first event to bring together representatives from each of the 5 Community Safety Partnerships, Adult's Safeguarding Boards and Children's Safeguarding Boards. During this event partners were asked to highlight their top priorities and progress joint action points to encourage more collaborative working.

A consultation event with key partners was held during late 2017 to gather feedback on proposals for an improved SARC facility and change of location. The development of a new Sexual Assault Referral Centre (SARC) and Child Sexual Assault Assessment Service (CSAAS) is now well underway and this will vastly improve the services and support to victims across West Yorkshire.

A pilot on CSE Awareness relating to sexting and consent, aimed at Year 7 pupils and developed by the Safeguarding Central Governance Unit (SCGU) and Education Leeds commenced, with an evaluation set for mid-2018.

During 2017, West Yorkshire Police arrested 149 adults on suspicion of possession of indecent images of children. Those arrested included four company directors, two solicitors and four people working in the computer industry.

2018 – Launch of the new core referral service delivered by Victim Support, offering support across all crimes to adults and for the first time all young people under the age of 18 with dedicated staff trained to support victims within this category.

In February the PCC and his Safeguarding Adviser contributed to a Bradford & District Community Empowerment Network (CNet) (who are funded through the OPCC Third Sector District Networks) event entitled focussing on: 'How can the voluntary community sector contribute to the planning and delivery of CSE services within the Police and Crime Plan?'

Also in February the PCC spoke at an event organised by Keighley MP John Grogan under the strapline of 'Safeguarding Children How to Make Keighley the Best'.

In a continuance and expansion of the very successful primary school programme delivered in 2017, the PCC provided funding of £40,000 for the delivery of the specially created theatre performance Mister Shapeshifter (MSS); in schools across the 5 West Yorkshire local authorities targeting 9 to 11 year old children to raise awareness of risk and vulnerability in relation to child sexual exploitation and abuse and online safety.

The now established West Yorkshire Safeguarding week was held again during in June with a large number of professional and community based events being held across West Yorkshire some of which the PCC was able to attend.

During April a new campaign was launched targeted at adults who viewed online indecent images of young people under 18 years old.

Specific training to specialist CSE officers on the delivery of suspect warning letters was provided and concluded by the Summer of 2018.

Following evaluation of the Year 7 pilot within schools the SCGU were looking at the feasibility of the input being utilised by education partners throughout West Yorkshire.

A continuing personal development day was organised for staff working within Abusive Images Units both at district and central levels. The PCC and ACC Hankinson attended this day and spoke with the staff carrying out this important and challenging work. Going forward these teams are to be called the Policing Online Investigations Teams?

For the second year the PCC funded a schools cybercrime competition aimed at secondary schools pupils in years 7, 8, 9 across West Yorkshire for them to develop materials to help keep children safe on line.

In collaboration with Calderdale Local Authority the PCC has jointly funded support for victims of CSE through a Parent Liaison Officer (PLO) provided by Parents Against Child Sexual Exploitation (PACE) in the belief that they reduce the risk of further harm and demand upon services.

2018/19 - Following three trials at Leeds Crown Court during 2018, a total of 20 men were convicted of 121 offences and sentenced to 221 years in jail as part of Operation Tendersea for CSE crimes committed between 2004-2011 in Huddersfield. Consequently an independent review of CSE in Kirklees has been commissioned by the Kirklees Safeguarding Board to look at the roles of the council, police, education establishments and health sector.

The review has now been supported by the Government Minister for Crime, Safeguarding and Vulnerability and is ongoing.

2019 – A Parent Liaison Officer (PLO) provided by Parents Against Child Sexual Exploitation (PACE) has now been appointed in Kirklees and again is jointly funded between Kirklees local authority and the PCC.

The West Yorkshire CSE strategy group has been reviewed in partnership with its members and has been relaunched as the West Yorkshire children's risk and vulnerability strategic group to reflect the current understanding of linked vulnerabilities, complex and contextual safeguarding. This places West Yorkshire in a stronger position to respond to

child abuses and exploitations and a new contextual safeguarding strategy and action plan has been developed to support the work of this strategic group. The PCC has funded the appointment of an experienced independent chair to the group. The group aims to support local partner agencies, through common working arrangements, training and development opportunities and intelligence gathering and analysis, to aid working together more effectively to safeguard children.

As part of the legacy from the initial CSE Innovation project the premiere of the Mister Shapeshifter animation, funded by the PCC, at the National Science and Media Museum in Bradford. The Children's Commissioner for England Anne Longfield attended and spoke at the event and is supporting the wider distribution of this free resource nationally. More information is available in the additional information paper.

Challenges:

CSEA can be linked to a number of other serious crimes such as gang related activity, drugs and or county lines activity, serious violence, domestic abuse or human trafficking and modern slavery. Many young victims may commit criminal offences linked to their exploitation or as a result of their exploitation. Sometimes this criminal behaviour will be to purposely attract the attention of law enforcement. Another indicator of CSEA can be the child or young person going missing.

It is possible for a child or young person to be both a victim of sexual exploitation and be a perpetrator of exploitation or sexual exploitation at the same time as well as involved in other criminality.

Offences relating to indecent images of children across possession, downloading and distribution have increased and are predicted to further increase. However at the current rate the associated demand is increasing in line with WYP's capability to identify and address such offending.

The volume of non-recent CSEA being reported is a threat in that resources must be maintained at an appropriate level to manage these investigations. These cases are not only reported through traditional routes but also through the Independent Inquiry into Child Sexual Abuse (IICSA) or the National Child Sexual Abuse referral Panel where victims can request a review of how a previous investigation prior to June 2013 was carried out.

There is a continuing increase in the number of offenders or suspects being identified by 'online CSE activist groups'. Whilst this does aid to identify offenders, the activity carries risk in terms of the tactics used, potential disruption of law enforcement activity, not meeting proper standards of victim care or support and the unpredictable scheduling of such activity when arranging to meet suspected online offenders.

The welfare of staff working within this area is a constant concern and the police are regularly exploring ways to provide help and support for these members of staff and officers. Advice and guidance must also be up to date and readily available to frontline staff to ensure the most effective response to CSA related crime.

Working with WYP and Partners

The Community Outcome Meetings (COM) between the Chief Constable and the Police and Crime Commissioner focus on important policing and community safety issues which are of a high public interest. The aim is to offer greater transparency to communities on how the PCC holds the Chief Constable to account on these important issues.

A report on CSE/A is received twice yearly at COM as part of an agenda focused on the Plan outcome to 'safeguard vulnerable people', with the latest being discussed on 18 June 2018 as part of a wider Safeguarding report on CSE, Sexual Abuse and Domestic Abuse. The reports and minutes are published on the PCC's website.

At this meeting discussion and questions from the PCC focused on the below areas:

- Whether WYP had an understanding of why the Bradford district had the highest number of reported CSE incidents in West Yorkshire and whether this was due to repeat recording.
- The level of engagement with the IISCA and the views of WYP on the recommendations published in April 2018

There has been continuing dialogue between the PCC and WYP on all issues and current cases within West Yorkshire and consideration for ongoing lessons learnt in the wider context of CSEA. As part of this the PCC is kept up to date on any significant investigations through WYP/Chief Officer Team and review work through the force's Professional Standards Department.

As discussed at a previous Panel meeting both WYP and the PCC are also fully engaged where appropriate with the independent review now being conducted within Kirklees, where the suggested approach has recently been supported by Government Ministers.

Aims and Future Delivery

The Priority Plan for Child Sexual Abuse is attached as Appendix A. These plans will be refreshed, renewed and are work in progress but we will report on our delivery against these Priority Plans in public facing Community Outcomes Meetings and as part of discussion at Delivery Quarterly meetings between the PCC and Chief Officer Team at WYP.

The OPCC Plans for the future are to:

- To build on the work of the West Yorkshire CSE strategy group and through the West Yorkshire Risk and Vulnerability Strategy Group develop an action plan to help deliver the West Yorkshire contextual children and young people safeguarding strategy 2018-2021.
- Continue to identify opportunities and best practice locally and nationally through partnership working, research, data analysis, community feedback and environmental scanning to strengthen relationships and support the delivery of safeguarding across West Yorkshire. Further developing an evidence based approach and needs analysis to inform delivery.
- Ensure the Mister Shapeshifter animation and resources are launched and promoted in each of the districts of West Yorkshire linking in with other online safeguarding messages and explore how these resources can be developed to reach minority and diverse groups and communities.
- Support and encourage the further development of relationships and engagement across the districts, boards and groups across West Yorkshire including other aspects of child and adult safeguarding to ensure a more holistic approach to safeguarding enhancing the prevention, early intervention and support opportunities and responses reducing risk and vulnerability to CSEA.

Resources and Funding

The PCCs Safer Communities Fund has in total funded 31 projects to the value of £153,351. 17 that specifically address child sexual abuse/exploitation. However, many more SCF projects with a focus on sexual violence or safeguarding vulnerable people are likely to tackle this issue, although these are not specified as part of the application process due to the set-up of the application form.

Funding through the Partnership Executive Group allocated £385,000 for delivery during Year 1 (2015) and £297,000 for Year 2 (2016) for a programme of work aiming to raise awareness amongst young people of CSE, recruitment of a Safeguarding Adviser, support for victims and information sharing and data tracking activity.

As part of the 2015 Precept the PCC made an extra £3.5million available to the police for increased resources to deal with CSE, Human Trafficking and Cyber Crime.

During 2015 the PCC approved a proposal to invest £1.5m in tackling historic CSE allegations and 25 additional investigators were recruited to look specifically at non-recent cases.

A number of services within West Yorkshire for CSA/E victims received Ministry of Justice Funding, administered by the PCC from Norfolk for 2015/16. An approach was made to the West Yorkshire PCC to continue some of this funding from 2016 and the following funding was provided for 2016/17:

- £68,011 to Bradford Rape Crisis to provide support to historic victims of CSA/E.
- £52,401 to Basis (formerly Genesis) to provide support to historic victims of CSA/E
- £45,000 to the Jyoti Project (delivered by Bradford Rape Crisis) to provide victim counselling, advocacy and support to BME women and girls

A number of funding decisions were made during 2017 for services for victims and these included:

- £12,000 provided to Noah's Ark to deliver therapeutic services to 20 victims of sexual abuse, sexual assault or rape.
- £12,730 to Barnardo's for the delivery of therapeutic group work to support child victims of CSE.
- Continued funding of £45,000 for 2017/18 to the Jyoti Project. A further decision was made to continue this funding until end of September 2018 to the value of £34,005
- Continued funding for Basis of £52,401 for 2017/18

An ongoing yearly commitment has been made with regards to the Child Sexual Abuse campaign 'Know the signs', jointly utilised by the PCC and West Yorkshire Police.

Funding grant of £36,000 provided to the GW Theatre Company for creation of the Mister Shapeshifter animation during 2018/19.

Our priority

Child sexual abuse including child sexual exploitation (CSE) remains a key priority. The intensive work in West Yorkshire toward safeguarding vulnerable children has led to a significant increase in the number of investigations and successful convictions related to CSE, and has had a positive impact on the confidence of victims who come forward. Partners will continue to raise awareness of this devastating crime, ensure that the police and partners are sufficiently resourced to catch and convict those who sexually abuse and exploit children, and provide support for those who have been affected.

How we are going to deliver

Our main objective is to reduce child sexual abuse across West Yorkshire and therefore our focus has to be on prevention and early intervention; providing information to children, young people, families, carers, those who work with children, and the wider community. By doing this we can empower people to identify vulnerabilities, recognise the risks, and raise concerns - keeping themselves and others in their community safe. We must also work together to identify those who would cause harm, intervene and investigate, and appropriately and confidently share information and best practice across agencies. Where harm has taken place, we must work together to provide support for victims and their families through and beyond the criminal justice system. To do this effectively we must:

- Bring the voice of the child and young person into our policy and service design. **Listening to people.**
- West Yorkshire Police and partners such as local authorities, safeguarding boards, colleagues working in education, health and social care, and national bodies such as HMIC, will gather information and intelligence to develop a profile of the problem in West Yorkshire to direct our joint efforts. **Understanding our communities.**
- We will learn from professional challenges and internal audits across organisations, and develop a partnership approach to sharing information, intelligence, and best practice. This will help us to develop policies and procedures that continue to provide a consistent, cohesive and coordinated approach to child sexual abuse and exploitation across West Yorkshire. **Working together.**
- The police and partners will use all information available to identify and focus on those who are at risk. We must identify gaps in delivery, areas of vulnerability, and emerging threats, to help prevent CSE through proactive partnership work. **Preventing and intervening earlier.**
- All relevant agencies must ensure any recommendations from external or internal scrutiny are implemented and monitored. **Improving our services.**

How we will know whether we've delivered

We will measure our progress against this priority through our Community Outcome Meetings, through which in-depth reports into the prevention of Child Sexual Exploitation and Abuse will present the progress of the OPCC, West Yorkshire Police, and relevant partners against the objectives above. It will draw on a range of information available including HMIC inspection reports, national guidance, and performance data. Our Delivery Quarterly report will also monitor our progress against outcomes, for example through our **safeguarding vulnerable people**, and **supporting victims and witnesses**. Indicators of progress may include:

- Increasing the proportion of convictions for child sexual abuse.
- Funding more projects and initiatives focused on tackling child sexual abuse, with a focus on raising awareness, empowering people, and therapeutic support for those affected.
- Safeguarding boards in West Yorkshire will comply with their statutory roles and responsibilities.