

**COMMUNITY OUTCOMES MEETING
18 June 2015**

SUBJECT: REPORT ON THE CURRENT WORK TO SAFEGUARD CHILDREN AND TACKLE CHILD SEXUAL EXPLOITATION (CSE) ACROSS WEST YORKSHIRE.

Joint Report of the Police and Crime Commissioner and the Chief Constable

PURPOSE OF THE REPORT

1. The purpose of this report is to review the multi-agency work being undertaken by West Yorkshire Police and the Police and Crime Commissioner (PCC) to safeguard children and tackle Child Sexual Exploitation (CSE) and achieve the outcomes as set out in the Police and Crime Plan.

RECOMMENDATION

2. That the PCC is satisfied with the current level of multi agency activity and resources allocated to tackle both historic and current child abuse cases in West Yorkshire.

POLICE AND CRIME PLAN

3. Safeguarding against violent and serious crimes is a priority in the Police and Crime Plan with CSE specifically recognised as one of the highest priorities for the police and other partners in West Yorkshire. This is an extremely important issue that cannot be tackled by the police alone and is rightly an important area of work that is subject to significant national scrutiny, guidance and policy.

KEY INFORMATION

4. The PCC has been working with partners to tackle CSE since he was elected in November 2012. The PCC has spoken to victims and to the families of victims as well as those who represented them. The PCC then organised an event in July 2013 to bring key stakeholder partners together to ensure all were working effectively to best tackle CSE here in West Yorkshire. This was shortly followed by a further CSE multi-agency seminar held in November 2013 which aimed 'to learn from others, the problems faced and to develop a more cohesive approach to CSE'.
5. The Rotherham report raised serious concerns and on its publication in September 2014 the PCC brought together child protection experts from across the county to discuss the recommendations from the Rotherham report and specifically how agencies could work better together going forward. Building on the good work already being done they discussed the opportunity for increased working in West Yorkshire which would include increased awareness raising, improved information sharing, support for victims, intelligence gathering and ensuring all

agencies were taking a more joined up approach to tackling CSE. This was taken forward by the PCC and the enhanced work is taking shape through the Directors of Children's Services with progress being made on training taxi drivers on CSE and CSE awareness sessions in schools.

6. The PCC made available an extra £3.5m to the police for increased capacity to deal with CSE, human trafficking and cyber-crime in recognition of these serious challenges and the resources needed to meet them.
7. In West Yorkshire the CSE Strategy Group involving the five Local Safeguarding Children's Boards and West Yorkshire Police Safeguarding leads have come together to share good practice and work to support victims and ensure prosecutions.
8. A new Safeguarding Co-ordinator has been recruited and will work alongside WYP, the PCC, the Directors of Children's Services (DCS), Safeguarding Children's Boards and other partners to co-ordinate, advise and add value to the good work currently being undertaken by all agencies across West Yorkshire.
9. On the 9th June the PCC convened another meeting of safeguarding experts from all five districts in West Yorkshire to further discuss the progress made, in regards to recently commissioned work and establishing what more can be done in West Yorkshire to overcome challenges.
10. At the meeting, the Safeguarding Co-ordinator outlined his short, medium and long term ambitions for the role along with initial areas of focus since the commencement of his employment.
11. This report brings together all of the current key activity undertaken by West Yorkshire Police (Appendix A) and the Police and Crime Commissioner (Appendix B).

COMMUNITY IMPACT

12. The community impact of CSE and Safeguarding issues cannot be underestimated. All communities in West Yorkshire rightly require assurances, the PCC has committed to continue to work with partners to make children, wherever they are, safer from those who exploit them, identifying and punishing those in groups and gangs sexually exploiting children and to monitor the number of children protected from harm.
13. Through his Safer Communities Fund (a community grant giving scheme funded by the retrieval of assets under Proceeds Of Crime Act legislation) the PCC has allocated grants to 11 community and partner projects totalling £61,000.

EQUALITY AND DIVERSITY CONSIDERATIONS

14. It is vital that through increased partnership working all agencies offer the appropriate prevention and proactive initiatives and support to all individuals, across all strands, most notably age, gender, race, religion, disability and sexual orientation.

HUMAN RIGHTS CONSIDERATIONS

15. Child Sexual Exploitation relates to article 3 of the Human Rights Act which states no one shall be subjected to torture or to inhuman or degrading treatment or punishment.

STRATEGIC RISK IMPLICATIONS

16. Above all else, is the risk that children and young people may become victims of CSE and child abuse.
17. The safeguarding of children and tackling CSE carries huge reputational risks for both West Yorkshire Police and the PCC. The risk becomes heightened without sufficient resources and effective awareness raising. The PCC and the Chief Constable have allocated a substantial audit resource against safeguarding risk to provide assurances in this area. The audit team are in the process of scoping work in this area which will provide resource for audits to take place which reflect the Strategic Risk Assessment and CSE action plan respectively.

ATTACHMENTS

West Yorkshire Police - Update
PCC Update

West Yorkshire Police

Chief Constable's Report to the Police and Crime Commissioner for Information

Tackling Child Sexual Exploitation (CSE) Report

Paper requested by: OPCC for Community Outcomes Meeting June 2015

Summary

West Yorkshire Police Review of the Delivery of Police Safeguarding Service

Throughout the latter part of 2014 and into the first quarter of 2015 a comprehensive review was conducted of the Force's; structures, capacity, capability and delivery model in respect of safeguarding vulnerable children and adults across the Force. This Review was commissioned by the Chief Constable through the Programme of Change Board and sponsored by ACC Mr Foster as Forces strategic safeguarding lead.

The Review Team reported findings and recommendations in order to enhance service delivery in respect of safeguarding to the Programme of Change Board at the end of March 2015. The nineteen recommendations made to the Board were agreed and direction given for the immediate implementation of changes to be commenced with a deadline to fully implement changes within 6 months and by October 2015.

Work is ongoing to implement the agreed changes which in the main relate to structures, functionality and resource capacity of the 5 District Safeguarding Units.

The key highlights of the changes to be implemented include:-

- Corporate and consistent structures across all 5 District Units
- Corporate and consistent delivery of Safeguarding functions within the District Units.
- Realignment of other police resources to increase capacity and capability of Safeguarding Units.
- Together in negotiation and with agreement of partners progress corporate functionality for delivery of a Multi-Agency Safeguarding Hub.
- Together in negotiation and with agreement of partners progress corporate functionality for delivery of Joint Investigation Teams.

Districts are now well advanced with work to implement proposed structures and resourcing levels within the 5 District Safeguarding Units. Negotiations and progress towards establishing Multi Agency Safeguarding Hubs and Joint Investigation Teams are as you would anticipate at different stages of development.

A number of working groups have also been established to progress further recommendations contained within the Review and reporting to the Implementation Board, these include:-

- Performance regime and measures
- Standard Operating Procedures
- Training and Development
- Health and Wellbeing

Child Sexual Exploitation (CSE) Investigations

CSE is identified as a significant and increasing threat in the Force's Strategic Threat and Risk Assessment process. The levels of information, intelligence, incident reporting, referrals and investigations linked to CSE both in respect of contact and on-line offences continues to grow.

As we achieve success and victims feel more confident in coming forward and with use of improved technology, particularly in the area of on-line offending involving indecent images of children, we can anticipate further increases in demand.

Forming part of the Safeguarding Review each of the 5 Districts has made proposals to increase investigative capacity around both current and non-recent (legacy) CSE investigations.

Approaches to investigations and prosecutions are being explored in an effort to streamline how we investigate and what is needed to successfully and effectively prosecute offenders in the most efficient way and without putting victims at risk. It will of course mean discussion and negotiations with the prosecuting authorities to agree the way forward. Many forces are finding themselves in this position and work is ongoing nationally led by National Crime Agency (NCA) / Child Exploitation On-line Protection (CEOP) supported by forces to address these issues.

West Yorkshire Police has in place a CSE Action Plan driving management arrangements and operational activity in Districts through a monthly CSE Gold Group led by ACC Mr Foster.

Dedicated CSE investigation teams for both current and non-recent (legacy) investigations are established in all 5 Districts working closely alongside and in some cases co-located with partner-agency and third sector agency staff. The aspiration is to have co-located joint investigation teams in all Districts in the fullness of time.

More recently the NCA through the CEOP team has published a Regional level CSE Action Plan operated by the Regional Organised Crime Units (ROCU) this Action Plan outlines objectives and activity at a Regional level for tackling CSE adopting the 4 x P's strategic approach of Protect, Prevent, Prepare and Pursue. National funding has also been provided for the ROCU to recruit additional resources to tackle CSE including a Regional CSE Coordinator and Analyst.

The NCA are also currently developing a national strategy and standard operating procedures for dealing with Child Sexual Exploitation on-line. This is aimed at identifying and prosecuting those offenders who are involved in the file sharing of indecent images of children peer to peer.

West Yorkshire Police Abusive Images Unit under Protective Services Crime have commenced specialist internet intelligence research to identify those offenders in West Yorkshire who are sharing indecent images of children across the internet.

CSE Investigation Data/Volumes

All Districts report monthly to the CSE Gold Group with details of ongoing investigations volumes and current local threats and risk around CSE.

The Force currently has a total of 196 ongoing 'current' CSE investigations of which 127 are contact offences and 69 are on-line offences.

Those offences involve a total of 128 identified victims and 164 identified perpetrators.

Of the 164 perpetrators a total of 133 have been arrested of which to date 41 have been charged with offences and are pending prosecution.

The Force currently has a total of 37 ongoing non-recent (legacy) case CSE investigations of which 36 are contact offences and 1 is an on-line offence.

Those 37 legacy cases involve a total of 97 identified victims and 123 identified perpetrators.

To date of the 123 identified perpetrators 38 have been arrested of which 19 have been charged and are pending prosecution.

The Force operates a 'flagging' system for children subject or at potential risk of CSE and for perpetrators engaged in Child Sexual Abuse. This is to assist frontline officers in decision making when coming into contact with children or potential perpetrators in circumstances on the ground that may give rise to concern.

CSE Awareness Raising and other Prevention Activity

In support of CSE investigative activity there is a great deal of work ongoing jointly between police and partner agencies to raise the awareness of CSE issues and other preventative and disruption activity.

The 'Know the Signs Campaign' to raise overall awareness of what to look out for where CSE may be happening has been very well publicised and received across the County. This has recently been followed by the 'say something if you see something' campaign targeted at proprietors of hotels and bed and breakfast establishments where it is believed perpetrators take children for the purpose of CSE.

A third awareness campaign phase 'Do you know who you are talking to' was launched in August 2014 and aimed at potential victims of on-line internet CSE and was further reiterated over the Christmas period 2014.

More recently work in this area has also included:-

- Issuing CSE warning letters
- CSE suspects included into Integrated Offender Management framework
- Disruption activity around known places of resort for CSE
- Pursuit of Civil Orders to manage un-convicted offenders and control of premises.
- Taxi licensing operation

Police and Crime Commissioner - Update

1. In February 2014, the Police and Crime Commissioner made an extra £3.5 million to the police for increased capacity to deal with CSE, Human Trafficking and Cyber-Crime to reflect the changing nature of policing to reflect more of a safeguarding approach.
2. Upon the publication of the Alexis Jay Report on Child Sexual Exploitation in Rotherham the Police and Crime Commissioner required all the recommendations (where applicable) to be embedded, information about all live cases to be provided for scrutiny and reassurance around historic cases to be provided.
3. In September 2014 the Police and Crime Commissioner called a meeting of West Yorkshire Safeguarding experts (West Yorkshire Police colleagues, Local Authority Portfolio Holders, managers of Local Safeguarding Children Boards and Directors of Children Services) given the publication of the Alexis Jay Report to establish how we can better tackle CSE together in West Yorkshire. From this meeting a proposal was written from the 5 district Directors of Children Services to develop enhanced working on CSE which focused on CSE awareness raising and engagement in schools, increased support for victims, providing out of district sanctuaries for victims and the establishment of an information and data tracking exercise to cross reference vulnerable people across local authority boundaries.
4. Enhanced work, led by the Directors of Children Services, is now taking place. Taxi drivers have now been trained on CSE and training in schools is being to take place with three different training options available to capture a wide audience from whole year groups, at risk children and teachers.
5. The proposal also included the recruitment of a Safeguarding Co-ordinator which will be integral to co-ordinating the work on CSE from a West Yorkshire level and bring together new initiatives so duplication is avoided and lessons are learnt. This post has now been recruited and the new Safeguarding Co-ordinator has begun to bring together work from a West Yorkshire level working with partners across the county.
6. In addition, the Police and Crime Commissioner approved a proposal to invest in tackling historic CSE allegations and allegations of historic child abuse in residential care homes across West Yorkshire. It was proposed that 30 additional investigators would mitigate the resourcing risk being experienced. The CSE investigators have now been recruited and posted to district.
7. West Yorkshire Police have created a comprehensive action plan which incorporates all recommendations from the Alexis Jay Report. The action plan outlines the risks to the force and actions which will be undertaken by districts and departments to combat the risk. The actions cover the broad aims prevent, prepare, protect and pursue.
8. There has also been a recent HMIC (Her Majesty Inspectorate of Constabulary) inspection into child protection which included examples of positive work and good practise shown by the force. Most notably, the HMIC found examples of very good investigations involving sensitive interviewing of children and the pursuit of evidence and good examples of work done by multi-agency joint investigation teams. HMIC also provided some constructive criticism regarding multi-agency teams, responses to low risk child missing persons reports and recording of information.

9. Along with the action plan, West Yorkshire Police are committing more resources and time into developing proactive responses to measuring the number of at risk children in West Yorkshire. Furthermore, a proactive risk assessment tool (algorithm) has been developed to scan police systems to identify at risk individuals which once further developed will be shared with partner databases to further assist officers in identifying potential victims of child sexual exploitation and child abuse.