

**ORIGINATOR: CHIEF CONSTABLE**

**PAPER NO:**

**AP19/04**

**SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL –  
8 MARCH 2019**

**SUBJECT: CRIME, SAFEGUARDING & INCIDENT MANAGEMENT  
(CSIM)/COUNTY POLICING COMMAND - CHILDREN AND  
YOUNG PEOPLE UPDATE**

**SUMMARY:**

1. This report provides an update in relation to the Constabulary's approach to Children and Young Persons, it provides key performance information and highlights areas of significant organisational and operational development.
2. The demand on policing continues to increase in a number of areas including many related to children and young people. As previously reported this places great strain upon policing resources engaged in the investigation of child abuse and safeguarding.
3. Changes to legalisation governing local safeguarding arrangements will come into effect from spring/summer 2019. This will see the replacement of the current Local Safeguarding Children Board (LSCB) with new child safeguarding plans delivered under the direction of the three statutorily responsible agencies (Police, Health and Local Authority). These plans will be presented to relevant executive officers. In addition there is a likely financial implications brought about by changes to the funding arrangements for the new arrangements.
4. The Constabulary continues to work in partnership with a range of agencies to respond to the ongoing threat to Children and Young Persons from Urban Street Gangs and County Lines. The Constabulary's Youth Gang Prevention Team is focussed on providing a range of intervention and enforcement focussed work.

**RECOMMENDATION:**

1. The Accountability and Performance Panel is asked to note the content of this report.

## **1. INTRODUCTION**

- 1.1 Child Safeguarding continues to be an area of focus for the public sector widely and attracts extensive scrutiny from Her Majesty's Inspectorate of Constabulary and Fire Rescue Service (HMICFRS), Ofsted, Care Quality Commission (CQC) and other review bodies. The extent to which the scrutiny is co-ordinated is likely to gain greater clarity through the Joint Targeted Area Inspections framework that is due to further embed during 2019. This inspection tool holds the police and partners to account for the partnership approach and ensures all agencies contribute in line with their statutory responsibilities and that they secure positive outcomes for children and young persons.
- 1.2 Changes to the Suffolk local policing model delivered throughout 2018 have placed greater local ownership in delivering community safety functions through three Area based Neighbourhood and Partnership Teams. Dedicated resources in each of the nine localities provide a problem solving focus on working with partners to manage high harm and high demand issues that include those related to children and young persons. Strategic oversight of Children and Young Persons is now shared across two Superintendent roles. One focused on safeguarding and crime investigation the other on how policing services are delivered to children. Governance Boards are in place to provide leadership and oversight.
- 1.3 The Constabulary has received positive commentary for its effectiveness in respect of children and other vulnerable people from recent OFSTED and HMICFRS inspections.

## **2. CHILD SAFEGUARDING PARTNERSHIPS**

### **The Local Safeguarding Children Board (LSCB)**

- 2.1 The Suffolk Local Safeguarding Children Board (LSCB) is a statutory body with a wide remit to safeguard and promote the welfare of children and young people in Suffolk. Under the leadership of an Independent Chair agencies hold each other to account for safeguarding effectiveness across Suffolk.
- 2.2 The current LSCB Sub groups comprise:
  - Executive Group
  - Serious Case Review Panel
  - Child Death Overview Panel
  - Child Exploitation Strategic Group
  - Learning & Improvement Group
  - Policy Planning & Engagement Group
- 2.3 The Secretary of State for Education commissioned Alan Wood to a lead a fundamental review of the role and functions of Local Safeguarding Children Boards (LSCBs) within the context of local strategic multi-agency working. As a result of the recommendations of this review the current Suffolk safeguarding arrangements will cease to exist by April 2019. The revised Government 'Working Together 2018' guidance is now final and was made available to all agencies on the 1<sup>st</sup> August 2018. Local Authorities, Health and the Police were required to develop and publish their plans for new local safeguarding arrangements by April 2019 and implement new arrangements no later than July 2019. There will be significant changes to the structures, membership and funding arrangements. A detailed timeline of consultation is currently being developed for executive level review for any proposed model. New arrangements will build on current good practice that is in place within Suffolk. A new chair for both the Child and Adult Safeguarding Boards has been

selected and will take up this post in time for the commencement of the new arrangements. There are no national government changes planned to the Safeguarding Adults Board guidance contained in the Care Act 2014.

2.3 The Exploited Children Sub-Group continues to make use of the regional child sexual exploitation (CSE) Strategic Assessment and national best practice to inform a revised two year action plan that focusses on the following four themes:

- Protecting, Supporting, Safeguarding Vulnerable Young People from Exploitation and Managing Risk
- Information and Intelligence Gathering, Sharing and Analysis
- Awareness Raising, Communications and Public Confidence
- Learning and Development of Professionals

### **Multi-Agency Safeguarding Hub (MASH)**

2.4 The MASH is the county's flagship partnership model for coordinated safeguarding of children and young people and also vulnerable adults. The Suffolk MASH has been nationally recognised as a model of best practice in a number of reviews. Alongside the MASH the multi-agency tasking and coordinating process, focussing on missing and exploited children, continues to ensure coordination of responses and risk management in this high risk area.

2.5 This tasking and coordination process discusses ten children and young people based on the level of harm and missing frequency. Information from each agency is collated in advance to allow for meaningful discussion and appropriate decision making.

2.6 The impact of Domestic Abuse on children and young persons is well evidenced and bespoke processes in the MASH ensure that these issues are identified and appropriately managed. This includes a process for informing schools where children have been exposed to domestic abuse in order that 'enhanced attention can be provided. Work completed in August 2017, supported by SafeLives', sought to further enhance these processes and identify opportunities for a 'single front door' model for Domestic Abuse. By April 2018 the Pilot had been evaluated, and as a result the Integrated Domestic Abuse Pathway is now fully developed within the MASH and is led by Local Authority and Police. This is an effective but streamlined process working with the county's Multi-Agency Risk Assessment Conferences (MARAC).

2.7 Due to the introduction of a new ICT system within the MASH (Liquid Logic) there are limitations on the current performance data comparable that can be provided making comparison to previous reporting periods difficult. The volume of referrals into the MASH in respect of Children and Young People has remained stable when comparing January 18 - June 18 with July 18 - December 18. The number of referrals linked to Domestic Abuse has also remained static.

2.8 As has previously been reported 37% of all referrals to the MASH relating to children are generated by the police.

2.9 The introduction of a shared database across MASH and social fieldwork teams now means that there is a consistent approach that now counts all children linked to S.47 Children' Act enquiries, this generates a higher figure than would previously have been recorded. It is therefore difficult to compare performance across the periods. The number of S.47 enquiries started between July 1 2018 and December 31 2018 was 798. The number of children is just over twice the number of enquiries with many enquiries now focussing on the needs of multiple children within one family. Currently data is not collected as to the number of enquiries that are classed as 'joint', these

are jointly investigated by police and social care. Previous reports indicated that about 71% would be joint investigations.

### **Gangs and Youth Violence Board**

- 2.10 There is a partnership led Governance of the response to County Lines and Youth Gang Violence across Suffolk. The Gangs and Youth Violence Board ensures the coordination of activity delivering against a strategic action plan.
- 2.11 In support of the County Strategic Plan, separate area based Tactical Action Plans have been developed in the East, West and the South policing commands. A series of multi-agency workshops have been held with partner agencies ensuring that tactical plans meet local needs. Governance and accountability for delivery of the tactical plans is being managed by local Community Safety Partnerships (CSPs). The focus has been on engagement & raising awareness.
- 2.12 Public and voluntary sector senior leaders attended a workshop on “What have we achieved during the past 12 months” arranged by the Police & Crime Commissioner, and local councillors have been briefed at Council Twilight sessions. Schools have been prioritised based on risk/deprivation, and a bespoke education product (Alter Ego) will be delivered in coming months. The LSCB are hosting a resource library containing county lines material specific to Children and Young Persons & available to all agencies. Finally, train the trainer sessions have been arranged for public, private and voluntary sector organisations. Sessions are designed to raise awareness amongst practitioners of signs of risk amongst Children and Young Persons, supplemented with “what to do” guidance.
- 2.13 Multi-Agency Gangs Panels have been developed within the three geographical commands, East, West and South. The West Panel will be the first to be launched with an anticipated start date of April 2019. These monthly panels will co-ordinate appropriate intelligence led and evidence based multi-agency interventions with individuals who are involved in, are at risk of or are directly affected by gang related offending. The panels will be chaired by the newly appointed Gangs and County Lines Manager. Lead agencies will be identified. Partner agencies will include Police, Integrated Offender Management, multi-agency public protection, Probation Service, Health Well-being & Children’s Services, Social Care, Youth Offending, Education and Borough and District Council (not exhaustive).
- 2.14 A multi-agency Gangs Team is now in place. The team consists of consultant social worker and support social worker, community engagement officer, YOS practitioners, restorative justice practitioner, detached youth work and psychologist amongst other positions. The team focus on gaps in provision, safeguarding, reducing risk and achieving positive outcomes. The team are working on the objectives set under the Strategic Action Plan, as well as activity identified by the Multi-Agency Gangs Panels.
- 2.15 The Constabulary Youth Gang Prevention team continues to provide a spectrum of policing response from early intervention to enforcement. They are working closely with a number of young people directly linked to gangs within Suffolk. In addition to conducting search warrants and undertaking enforcement operations this team, for the six month period of June to December 2018, made 50 visits to schools, conducted 222 engagement visits young people and made 60 Safeguarding referrals.

### **Suffolk Youth Offending Service & Suffolk Constabulary Partnership**

- 2.16 The Constabulary continues to work with the Suffolk Youth Offending Service (SYOS) to deliver the nationally recognised Youth Diversion scheme. The Diversion Programme focuses on early assessment of young people aged between 10-17 who

have, or are, at risk of offending and provides effective intervention to prevent criminalisation.

- 2.17 The model allows the use of officer discretion to deliver a Community Resolution to a young person. Further offending would then lead to an SYOS and an assessment. Following parental contact and a home visit a decision on the most appropriate disposal is made jointly by an SYOS manager and seconded police officer.
- 2.18 The Diversion programme includes a focus on prevention with a referral pathway open to all services including parents/carers. This is for children and young people aged between 8–17 who are at risk of becoming involved in offending and anti-social behaviour, and includes referrals relating to concerns about harmful sexual behaviour or those at risk of gang involvement.
- 2.19 The Constabulary has worked with SYOS to develop a joint Protocol to reduce offending and criminalisation of children in care. The agreement once implemented will place further emphasis on early intervention, diversion and restorative justice for children in such settings in an attempt to break the offending cycle that is often seen to escalate. This is one of the four key areas within the Constabulary Children and Young Persons (CYP) strategy.
- 2.20 The Internal governance structure for delivery of Suffolk Constabulary's Children and Young Person strategy is currently subject of review by T/ACC Local Policing and the Superintendent with strategic ownership for Children and Young persons. The meeting will include partner agencies, it will focus on delivering the National Strategy, the Constabulary's Strategic Plan, and working in cooperation with key agencies to achieve those strategic aims.
- 2.21 A new Constabulary CYP Delivery Group is now in being and brings key roles within the organisation together focussing on the tactical delivery of the Constabulary's Strategic Plan. One area of attention is working with Education to build high risk areas of policing into mainstream school curriculums via PSHE (County Lines; CSE; Healthy Relationships; Knife Crime; Online Safety).

### **3. OPERATIONAL DELIVERY & PREVENTATIVE INITIATIVES**

#### **Child Sexual Exploitation & Missing Children**

- 3.1 As has previously been reported Suffolk Constabulary continues to work closely with the Regional CSE Coordinator and across a range of statutory and voluntary sector agencies. The Constabulary continues to identify opportunities to link with the Eastern Region Specialist Operations Unit (ERSOU) and has been involved in proactive operations targeting perpetrators of child sexual exploitation (CSE) and child sexual abuse (CSA).
- 3.2 Between 20 February 2017 and the 20 February 2018 there were 2897 missing episodes involving 921 children. For the same period in 2018/19 this reduced to 2814 cases from 844 children. This is a reduction of 77 children (85). It is widely recognised by professionals and through review of high profile CSE cases that missing episodes increase the risk of sexual exploitation for the children involved. There has been a partnership wide investment in the completion of 'return to home interviews' which has seen much higher completion rates and analysis of the information has provided a richer understanding of the issues than has previously been achieved. Furthermore, the sharing of information between the police and CYPS is now much better and police are now able to see the content of a CYPS Return interview and vice versa. At this current time the data showing the number of home interviews completed is not collected

- 3.3 The Constabulary continues to receive referrals from Operation Hydrant. For the period 1 July 2018 to 31 December 2018 ten new referrals were received. Four of these related to historic abuse in schools or by doctors whilst 5 relate to historic inter-familial abuse. Operation Hydrant is the national coordinating response to historic allegations of child sexual abuse linked to prominent individuals or institutions. There have also been referrals from the National Child Abuse Panel and the Independent Inquiry into Child Sexual Abuse (IICSA).
- 3.4 The Constabulary continues to develop and embed a matrix tool to assist with early identification of children vulnerable to exploitation by gangs and groups. This evidence-based approach draws on current knowledge of specific risk factors in order to highlight children who may be at elevated risk. Whilst this is limited at this time to police data there is an aspiration to use wider multi-agency data to make this more informative.
- 3.5 The 'disruption toolkit' is now being used by front line police officers as a directory of available tactical options for dealing with CSE. This includes advice and guidance of several pieces of rarely used legislation that can be used in tackling this criminality.

### **Child Sexual Abuse and Online Investigation**

- 3.6 As previously reported it should be noted that numbers of Child Sexual Abuse (CSA) offences reported to police continues to increase year on year in Suffolk. This is believed to be due to increased confidence of victims to report based on media coverage of a number of high profile cases. The increases correspond with the start of Operation Yewtree (Saville investigation). This position is replicated nationally.
- 3.7 From 1 January 2018 to 30 June 2018 447 CSA offences were recorded. For the following six months (1 July 2018 to 31 December 2018) 597 offences were recorded, an increase in over 30%.
- 3.8 The addition of a further Detective Inspector into the Safeguarding Units in recognition of the additional demand now placed on these teams.
- 3.9 The Constabulary continues its focus on those individuals making, possessing, sharing and distributing Indecent Images of Children (IIOC). The Constabulary makes effective use of technology to identify those using file sharing platforms. From the 1 January 2018 to 30 June 2018 59 investigations were undertaken. For the following six months (1 July 2018 to 31 December 2018) there were 49 investigations.
- 3.10 Between 1 January 2018 and 30 June 2018 the Online Investigation Team undertook enforcement action against 63 individuals linked to IIOC. For the period of 1 July 2018 to 31 December 2018 this was 74.
- 3.11 The indication from the National Crime Agency (NCA) is that the number of referrals to forces concerning IIOC is likely to increase. In response to this identified risk the NCA have significantly increased resources both at the national and regional level to support forces. The Constabulary has introduced a dedicated Detective Sergeant to oversee the Online Investigation Team (OLIT) increasing supervision and accountability. This role has now been embedded and is providing greater resilience and scrutiny to the team performance.

### **Sexual Assault Referral Centre (SARC)**

- 3.12 The addition of a specialist child facility at the Suffolk SARC, with specialist equipment and staffing continues to provide an effective service to young victims of serious sexual abuse and wider support to their family or carers.

- 3.13 In the period from 1 January 2018 to 30 June 2018 there were 38 child referrals to the SARC. From 1 July 2018 to 31 December 2018 there were 75 referrals, this represents an increase of almost 100%. The 12 months figures however remain stable when compared to 2017. As reported previously a programme of awareness raising remains ongoing with GPs and other professionals coupled with successful multi-agency partnership working. The overall figure of children attending the SARC remains significantly above the 3-year average. As serious sexual offences are known to be significantly under-reported then increased reporting of offences to the police is an indication of confidence in the service provided and recognition of the awareness raising across the county within schools and other organisations.
- 3.14 The ages of children seen at the SARC in 2018 has again remains stable when comparing against 2017.

	Age under 13yrs	Age 13 to 17yrs	Total
<b>01.01.17 – 31.12.17</b>	19	96	115
<b>01.01.18 – 31.12.18</b>	22	91	113

### **Police Community Support Officer School Liaison SPOC Roles and Community Safety Activities**

- 3.15 The three School Liaison PCSO are now working within the area based Neighbourhood Partnership Teams, introduced within the 2018 changes to the local policing model. This change seeks to integrate the work of these individuals, and the wider community safety work, more closely with the Safer Neighbourhood Teams (SNTS). The tactical lead for Children and Young Persons provides the supervision of these roles and is building on a consistent and effective deployment and tasking of this function.
- 3.16 The Schools Liaison Officers are now firmly embedded and have strong links into schools across the county and have positive relationships with school leadership and pastoral care teams. This increased engagement has led to a greater degree of prevention and intervention within schools. The Schools Liaison Officers working closely with locality based Link Officers also attend the locality multiagency meetings where appropriate to assist in looking for ways to assist those most vulnerable within the school system.
- 3.17 The Suffolk Youth Offending Service (SYOS) Diversion programme is embedded within schools and is regularly used by the Schools Liaison officers to refer young people to. Training in Restorative Justice enables suitable interventions to be delivered within the school communities reducing criminalisation of children and allowing greater self-reflection and taking responsibility for their actions.
- 3.18 The liaison posts continue to develop, support and engage with a number of initiatives around youth and knife crime including 'Crucial Crew' and support of the Constabulary Operation Sceptre (knife amnesty). In 2019 the "Crucial Crew" material will focus on raising awareness and safety messages associated with County Lines.
- 3.19 The national document 'Police in the classroom: a handbook for the police and PSHE teachers has been disseminated across the Schools Liaison Officers and Neighbourhood partnership team and provides guidance on working with schools.

### **Volunteer Police Cadet and Emergency Services Cadet Scheme**

- 3.20 The Volunteer Police and Emergency Services Cadet scheme currently has 158 cadets across the county and a waiting list of 58 potential new recruits. There is still a need for further Police Officer Cadet Leaders and ongoing recruitment campaign is in

place. There are currently 8 active Cadet Units throughout the county, made up of 5 Police Cadet Units and 3 Emergency Services Cadet Units.

- 3.21 There are currently 32 Police Officer/Staff Cadet Leaders who volunteer their time to support the Cadet Scheme, and 19 Specials/PSV Cadet Leaders, 11 of these being ex Cadets who have returned to the Scheme as Volunteers, wishing to give something back to a scheme which for themselves provided a safe and fun environment to develop as a young person. Our 3 Joint Emergency Services Units are also supported by 9 Fire Cadet Leaders in addition to the Police Cadet Leaders.
- 3.22 The police cadets undertake engagement activities across the county at weekends and on other significant events such as the Suffolk Show and the Latitude music festival. They continue to support local charity fund raising. There is an additional focus on safeguarding arrangements within cadet groups nationally and the Constabulary is working to ensure it is fully compliant with national guidance.
- 3.23 The Constabulary is maintaining support for enrolments onto the free qualification, BTEC Level 2 in Teamwork and Personal Development in the Community, making this available to all of our Cadets aged 16 and over, thus ensuring the educational value of the scheme.

#### **4. FINANCIAL IMPLICATIONS**

- 4.1 The potential financial implications, referenced in the last APP paper in relation to the restructure of local safeguarding arrangements remain. At this time agreement has been reached that funding will remain as per the current year for the first year of the new arrangements and will then be subject to review.

#### **5. OTHER IMPLICATIONS AND RISKS**

- 5.1 Demand relating to child protection and CSE continues to rise in keeping with national trends. It is anticipated this will continue to be the case as more hidden harm is identified and professionals become more experienced in the recognition of CSE/ CSA. The increase will provide ongoing challenges to the managers and practitioners charged with providing a service to this most vulnerable group of the community.

<b>ORIGINATOR CHECKLIST (MUST BE COMPLETED)</b>	<b>PLEASE STATE 'YES' OR 'NO'</b>
Has legal advice been sought on this submission?	No
Has the PCC's Chief Finance Officer been consulted?	No – minor financial impact other than 4.1.1 for noting of financial implications
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	No – there are no issues likely to impact on either diversity or human rights implications
Have human resource implications been considered?	Yes – no HR implications identified.
Is the recommendation consistent with the objectives in the Police and Crime Plan?	Yes – Objectives 2 and 3.
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Yes – MASH and SARC are subject to multi-agency governance arrangements. SYOS also consulted.
Has communications advice been sought on areas of likely media interest and how they might be managed?	Yes
Have all relevant ethical factors been taken into consideration in developing this submission?	Yes