



AGENDA NO:

POLICE AND CRIME PANEL: 22 SEPTEMBER 2017

PROTECTING VULNERABLE PEOPLE

REPORT BY THE POLICE AND CRIME COMMISSIONER

PURPOSE OF THE REPORT

To provide information about the thirteen strands of Protecting Vulnerable People (PVP) and the associated activity undertaken by Dorset Police and the Office of the Police and Crime Commissioner. This paper will also describe the ways in which the PCC scrutinises the Force for delivery of PVP and update members regarding progress on the related Police and Crime Plan Commitments.

1. BACKGROUND/INTRODUCTION

1.1 Protecting Vulnerable People (PVP) is pivotal to the Police and Crime Plan priority of Protecting People from Risk of Harm. Dorset Police, working closely with partner agencies, uses several assessment processes to identify vulnerable people – adults and children – so that they can be appropriately safeguarded and supported. The PCC has instigated, supported and pledged to deliver a range of work to focus on PVP concerns in Dorset.

1.2 The specific commitments made by the PCC in respect of protecting vulnerable people at risk of harm are to:

- Increase the size of the Paedophile Online Investigation Team (POLIT) in response to increasing demand;
- Continue the pan-Dorset cyber-crime awareness campaign;
- Increase the Safe Schools and Communities Team (SSCT) by one post which will focus on working with schools and youth organisations to better inform our next generation of the dangers of sexting, online bullying and online abuse; and
- Aspire toward the creation of a Vulnerable Persons Directorate for both children and adults.

2. PROTECTING VULNERABLE PEOPLE

2.1 Dorset Police has identified 13 relevant strands, as follows:

- Adults at Risk (AAR)
- Child Abuse
- Child Sexual Exploitation (CSE)
- Domestic Abuse (DA)
- Female Genital Mutilation (FGM)

- Forced Marriage (FM)
 - Honour Based Abuse (HBA)
 - Human Trafficking & Modern Slavery
 - Managing Offenders
 - Missing Persons
 - Prostitution & Vice
 - Sexual Offences
 - Stalking & Harassment
- 2.2. To identify vulnerability, the Force requires all officers and staff in regular contact with Dorset's communities to undertake assessment processes when speaking with members of the public.
- 2.3 Often the first point of contact, the Force Command Centre (FCC) uses the THRIVE (Threat Harm Risk Investigation Vulnerability Engagement) model to identify vulnerability. THRIVE states that 'a person is vulnerable if, as a result of their situation or circumstances, they are unable to take care or protect themselves, or others, from harm or exploitation'. This may be as a result of their situation or:
- Family circumstances: such as a child at risk, domestic abuse (DA), or presence of a child;
 - Personal circumstances: if the individual considers themselves vulnerable, there is evidence of social isolation, poor social skills, history of offending, or self-neglect;
 - Repeat victimisation: a victim three or more times in rolling 12 months;
 - Health and disability: evidence of learning difficulties, physical disability, illness, mental health needs, drug and/or alcohol misuse;
 - Equalities/discrimination factors: evidence of hate crime or discrimination related to sex, disability, gender reassignment, race, religion or belief, age, sexual orientation, marriage and civil partnership, or pregnancy and maternity.
- 2.4 Police officers are trained in the reporting requirements for Public Protection and are issued with a pocket notebook leaflet 'Be Curious and Act'. This guidance explains the 13 themes, using the National Decision Model (NDM), and highlights what, how and where to report concerns.
- 2.5 Her Majesty's Inspectorate of Constabulary (HMIC) published its effectiveness report under PEEL (police effectiveness, efficiency and legitimacy programme) for all forces on 18 February 2016. Dorset Police received a 'good' grade. The Inspectorate stated that the Force is "*good at keeping people safe and reducing crime. Crime reduction and community safety are central to all force activity. [The Force] works well with partners to support vulnerable victims and its investigation of crime and management of offenders is good*".
- 2.6 Dorset Police has a Protecting Vulnerable People Board which meets monthly and monitors performance – the OPCC are included in the membership of this Board.
- 2.7 The 13 Public Protection themes mentioned in 2.1 are detailed as follows:
- **Adult at Risk (AAR)**
An Adult at Risk of abuse or neglect is someone who has needs for care and support (including healthcare), is experiencing, or is at risk of abuse or neglect as a result of their care needs, and is unable to protect themselves. This Care Act definition is expanded in the Dorset Police response to Adults at Risk to include victims who may have needs relating to (as defined in the Force's guidance); mental health, dementia, misuse of alcohol or drugs, reduced ability to self-care (self-neglect), domestic

abuse, disability and/or long term illness, or a carer who is a family member or friend (paid/unpaid) and is subject to harm; leaving them susceptible to becoming victims of crime. At present, Dorset has over 4,600 people flagged as an Adult at Risk. In the last year, over 1,000 crimes have been linked to one of these adults at risk as a victim. Dorset Police has specialist officers who work with referred cases and, when appropriate, share information with and/or refer on to other safeguarding adult agencies such as social services and health. This is done in order to tailor the response to the victim's personal needs and provide support and guidance with partner agencies throughout the criminal justice process.

- **Child Abuse**

This includes physical, sexual and emotional abuse, and neglect. There were over 520 child sexual abuse offences recorded in Dorset in the 12 months to 31 July 2017. This is an increase on the volume on the 400 such crimes recorded in the 12 months to 31 July 2016. The Force has specialist officers who work to investigate cases of abuse and to share information and data with partners through the Multi Agency Safeguarding Hub (MASH). The Force has the Child Abuse Investigation Team (CAIT) where expertise is available 24 hours every day.

- **Child Sexual Exploitation (CSE)**

This is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity in (a) exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. CSE does not always involve physical contact and it can also occur through the use of technology. At present, the Force has identified 102 children and young people who are deemed to be at moderate or significant risk of CSE. IMPACT is the force's Integrated Missing Person and CSE Team. They deal with all cases of CSE and proactively target offenders.

- **Domestic Abuse (DA)**

Defined as any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to psychological, physical, sexual, financial and emotional. In the last 12 months to 31 July 2017, the Force has recorded over 5,300 DA crimes. This compares to just over 5,000 recorded DA crimes in the 12 months to 31 July 2016. Domestic abuse teams are based at Bournemouth and Weymouth, and the Maple Project including Domestic Abuse Advisors (DAAs), with funding contributed to by the PCC, is based at Poole. The DA teams can provide specialist advice and resources to officers and staff in respect of Stalking and Harassment, Honour Based Violence, Forced Marriage, Female Genital Mutilation, Domestic Violence Protection Notices/Orders, Domestic Violence Disclosure Scheme (Claire's Law), Victim Safeguarding and Multi-agency Safeguarding Protocols. Dorset Police works in partnership on relevant DA cases through the Multi Agency Risk Assessment Conference (MARAC) process.

- **Female Genital Mutilation (FGM)**

The mutilation of the external female genitalia for non-medical reasons. There were no prosecuted crimes for FGM in the last 12 months. However, Dorset

Police has recorded six safeguarding occurrences with the originating referral coming from Health, MARAC and police. There is evidence of an increased awareness of FGM and multi-agency meetings have been held to ensure continuous learning within relevant agencies. The PCC has supported an event to promote the awareness of this issue and FM to a range of agencies and organisations across Dorset. The Force focussed on this issue during July with awareness raising and partnership working. Partner agencies such as health have a key role in identifying this crime, such as through midwives.

- **Force Marriage (FM)**

This crime is committed when one (or both) partner(s) are pressured into a marriage that they don't (or can't) consent to. Although Dorset Police has not recorded any Force Marriage crimes with Dorset victims in the last 12 months the Force has recorded safeguarding occurrences to assist partner agencies and other police forces with the safeguarding arrangements for victims of FM who have fled to Dorset from other parts of the country. This cooperative working allows officers dealing with victims living in Dorset to be aware of the victim's circumstances, the sensitivities of their case and protective factors that are in place for these residents of Dorset. The Force focuses on awareness raising during the summer holidays, due to higher risks.

- **Honour-Based Abuse (HBA)**

This is any violence or abuse (including murder) which is committed to protect or defend the honour of the family or community. Three crimes have been recorded in the last 12 months to July 2017 relating to honour based abuse. The Force focuses on awareness raising during the summer holidays, due to higher risks.

- **Human Trafficking & Modern Slavery**

Men, women and children are moved and exploited for sex, labour, domestic servitude and other criminal activities. With both modern slavery and human trafficking, men, women and children are forced into a situation through the use of violence (or threat of violence), deception or coercion. In the last 12 months to 31 July 2017 there have been 19 modern slavery crimes and seven human trafficking crimes recorded in Dorset. The Force has specialist officers who work with referred cases and, when appropriate, share information with and/or refer on to other safeguarding adult agencies such as social services and health. Police officers have been trained in modern slavery.

- **Managing Offenders**

The Management of Sexual Offenders & Violent Offenders (MOSOVO) Team manage registered sex offenders (RSOs), but also violent offenders under MAPPA (Multi Agency Public Protection Arrangements) and offenders who are identified by Dorset Police as being potentially dangerous persons (PDPs). At present, the Force has 13 actively flagged MAPPA 2 and 3 Violent & Sexual Offenders. The Force has over 900 managed RSOs – some of whom are in custody rather than in the community.

- **Missing Persons**

A missing person is anyone whose whereabouts cannot be established and where the circumstances are out of character or the context suggests the person may be subject of crime or at risk of harm to themselves or another. In the last 12 months to 31 July 2017, over 4,400 missing person occurrences have been recorded; an increase on the 3,300 cases in the 12 months to 31 July 2016. IMPACT is the Force's Integrated Missing Person and CSE Team

and provides specialist support in this area. All officers and staff must adhere to the College of Policing's Authorised Professional Practice (APP) for missing persons. The PCC co-commissions, with Bournemouth Borough Council (BBC), Borough of Poole (BoP) and Dorset County Council (DCC), the Missing Persons Return Home Interview Service through Barnardo's, this also deals with any identified CSE cases.

- **Prostitution & Vice**

There is a clear risk of harm to and exploitation of, people involved in prostitution. With an increasing focus on trafficking, investigations bring law enforcement agencies into contact with people who, although are not deemed to be trafficked, could benefit from involvement with health or other services. In the 12 months to 31 July 2017, the Force has recorded eight crimes relating to exploitation of prostitution/abuse of children through prostitution or pornography. This is a reduction on the 15 crimes recorded for the comparable period the previous year. The purpose of the inter-agency strategy for responding to prostitution (on and off street) is to keep those involved in sex working, safe. This includes the identification of trafficking and safeguarding of adults and children. Neighbourhood Policing and Patrol teams also have contact with on street sex workers and have knowledge of off street locations. They provide signposting to health and other multi-agencies who can help facilitate an exit from prostitution. There is a partnership process in place to deal with cases, the Sex Workers Risk Assessment Conference. The PCC co-commissions with BBC and Dorset HealthCare to provide appropriate support to sex workers.

- **Sexual Offences (SO)**

Sexual assault is a form of sexual violence, and it includes rape, sexual touching and child sexual abuse. Dorset recorded over 1,500 sexual offences in the 12 months to 31 July 2017; an increase on the 1,300 recorded in the 12 months to July 2016. The Shores, formally known as the SARC (Sexual Assault Referral Centre) is based in Bournemouth and provides an independent service for victims of SO, it includes a forensic service to enable victims to report a crime should they choose to. There is also an Independent Sexual Assault Advisor Service. Both these services are supported with funding through the PCC. In addition, Dorset Rape Crisis is funded to provide a counselling service for victims of current and historic sexual assaults.

- **Stalking & Harassment**

Harassment is behaviour intentionally carried out with the aim of causing a person to feel alarmed, threatened, humiliated or distressed. Stalking is unwanted and obsessive attention by an individual or group towards another person that places that person in fear. In the 12 months to 31 July 2017, the Force has recorded over 1,500 stalking & harassment crimes, compared to just over 1,430 in the 12 months to July 2016. The Force has a procedure in place and there are specialist officers in the DA teams.

3. WORK SUPPORTING THE PCC'S COMMITMENTS

3.1 During his first 100 days following re-election, the PCC providing funding to enable the expansion of the Paedophile Online Investigation Team (POLIT), in recognition of this emerging trend.

3.2 The Force's Cyber Crime Prevention Officer, has delivered more than 100 presentations to 3500 Dorset residents within his first year. These presentations help to equip members of the public with the technical knowledge to stay safe

online. The officer works with a range of partner agencies and organisations to reduce the risk of cyber-crime and focuses on people most vulnerable to being victims. The Cyber Crime Prevention Officer works closely with Get Safe Online and the Force and PCC's Communications and Engagement Teams to promote simple steps people can take to reduce the risk of either themselves or their relatives and friends becoming victims. The Dorset-wide CyberSafe campaign was funded by the Police and Crime Commissioner.

- 3.3 The PCC continues to contribute toward the costs of the Safe Schools and Communities Team (SSCT). In 2016/17 officers delivered training and/or workshops to a total of 55,027 staff, parents/guardians and young people on the following topics: CSE, personal safety, and online safety. The SSCT is also responsible for managing TRIAGE which is the way Dorset Police responds to school incidents and youth internet safety incidents. In 2016/17 951 incidents have been diverted from front line officers. These incidents included online safety, youth produced sexual imagery and CSE.
- 3.4 The development of a multi-agency Vulnerable Person's Directorate continues and, as outlined above in 2.5, the existing MASH for children highlights a model that may assist with the aspiration to provide a similar service for adults, with combined partnership budgets.
- 3.5 Related PCC commitments include work to reduce repeat victimisation and to keep repeat victims with serious mental health issues safe. The Force is supporting this work through posts originally funded by the PCC.

4. GOVERNANCE

- 4.1 PVP work is managed through the monthly Protecting Vulnerable People Board, chaired by the Dorset Police Head of Crime and Criminal Justice. The OPCC Head of Policy is a standing Board member, leading on this work on behalf of the PCC.
- 4.2 Dorset Police, the Office of the Police and Crime Commissioner and partner agencies throughout Dorset and across the Alliance, continue to tackle issues of vulnerability and to protect people from risk of harm. The PCC's Policy Team will be working closely with experts in this arena to develop new ideas, identify best practice nationally and commission work where gaps arise.
- 4.3 The Police and Crime Panel will be updated on developments in this area as part of ongoing reporting against the Police and Crime Plan.

5. RECOMMENDATIONS

- 5.1 Members are invited to note this update in relation to Protecting Vulnerable People.

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