

CABINET

7 September 2016

REVIEW OF SAFEGUARDING - POLICIES, PROCEDURES AND PROTOCOLS

REPORT OF ASSISTANT DIRECTOR (ORGANISATIONAL AND SERVICE DEVELOPMENT)

Contact Officer: Alison Gavin Tel No: 01962 848233

Email: [agavin@winchester.gov.uk](mailto:agavin@winchester.gov.uk)

RECENT REFERENCES:

None

EXECUTIVE SUMMARY:

Safeguarding is the process by which an organisation seeks to protect vulnerable or potentially vulnerable people from harm to their health and wellbeing. For a public body such as the City Council, safeguarding policies relate both to its staff and to the residents and visitors to whom it owes a duty of care.

The Council believes that its staff and residents have should be free from harm, have the opportunity to fulfil their potential and have their rights and choices protected. The new safeguarding policies, procedures and protocols reflect this commitment.

A major review of the Council policies, procedures and protocols for safeguarding has been undertaken, to ensure that its arrangements and working practices comply with current legislation and accurately reflect the additional responsibilities placed upon it.

Existing policies have been reviewed and new ones developed, along with required training, to ensure that an overarching approach to safeguarding is embedded within all of the Council services, and that staff, elected Members and those delivering contracts or commissions on behalf of the Council, consultants, organisations receiving grant support for the Council and volunteers all understand their responsibilities in supporting all residents to live a life free from abuse, exploitation and intimidation.

RECOMMENDATIONS:

- 1 That the Overarching Safeguarding Policy, Reporting Procedures, Protocol and Practices attached as Appendix 1 to the Report be approved.
- 2 That the following detailed Policies, attached as Appendices 2-5 inclusive) be approved.
  - Safeguarding Children, Young People and Vulnerable Adults Policy
  - Missing, Exploited and trafficked (including Modern Slavery and Child Sexual Exploitation) Policy
  - Prevent Policy and Procedure
  - Domestic Violence and Abuse Policy
- 3 That all Council staff, Members and volunteers undertake training to respond to safeguarding issues, the level of training required being commensurate to their need according to their roles as set out in Appendix G to the Overarching Safeguarding Policy.

## CABINET

7 September 2016

### REVIEW OF SAFEGUARDING - POLICIES, PROCEDURES AND PROTOCOLS

#### REPORT OF ASSISTANT DIRECTOR (ORGANISATIONAL AND SERVICE DEVELOPMENT)

##### DETAIL:

##### 1 Introduction

- 1.1 The objective of safeguarding policy is to reduce the likelihood that people with whom the Council has interactions or for whom it has responsibilities will suffer avoidable harm to the health and well-being. Recent examples of failures in safeguarding have highlighted how serious the impact can be. The Council recognises that safeguarding is a responsibility to which it should make an overt commitment and believe in working in partnership with others to safeguard people from all forms of abuse, neglect or exploitation.
- 1.2 The safeguarding duties placed on the City Council by Government have been extended beyond safeguarding children, young people and vulnerable adults to encompass, also domestic violence and abuse, child sexual exploitation(CSE) and the missing exploited and trafficked (MET) agenda (including modern slavery). It also includes 'Prevent' (the Government's counter radicalisation strategy).
- 1.3 The Council has developed and reviewed policies, procedures and practices to ensure that it is compliant with current legislation and good practice and make sure that safeguarding is embedded into the organisation. A major review on these policies and procedures has now been completed, and this report seeks approval of these documents.
- 1.4 The policies outline the responsibilities of the Council, along with those of other agencies, to safeguard children, young people and vulnerable adults to keep them safe. This responsibility also applies to the safeguarding needs of Council employees, volunteers and elected Members. The policy applies to anyone with whom Council staff, elected Members, volunteers, key contractors, consultants and directly commissioned or grant-funded providers acting on behalf of the Council, has contact.
- 1.5 As set out in the Overarching Policy Statement (14) where organisations and groups that work with children and vulnerable adults apply to the Council for grant aid, the granting of funds is subject to the recipient organisation having a safeguarding policy in place and this will be checked as part of the application process. Community First Winchester can assist not for profit organisations to develop appropriate policies and procedures and to access relevant training. Failure to comply with the policy will lead to appropriate

actions being taken in accordance with the terms and conditions of the grant funding.

- 1.6 Set out in the Overarching Policy Statement (16) any contractor or sub-contractor engaged where workers are likely to come into contact with children, young people and/or vulnerable adults, are required to have either their own robust safeguarding policy or, failing this, must comply with the terms of the Council's policy. This will be checked as part of the contract tendering process. All new contracts involving services for children, young people and or vulnerable adults will include reference to complying with the policy and this will also be monitored as part of the contract monitoring process. Failure to comply with the policy will lead to appropriate actions being taken in accordance with the terms of the contract.

## 2 Policy Framework

- 2.1 A Corporate Safeguarding Group was established to review current policies, develop new policies and procedures where required and to continue to monitor progress, provide safeguarding support in service areas and make further improvements as necessary.
- 2.2 An Overarching Policy Statement has been produced (attached as Appendix 1 to this Report), along with reporting procedures and protocols for all aspects of safeguarding. In addition, a further set of detailed policies has then also been developed which give guidance in specific aspects of safeguarding and setting out roles and responsibilities. They are presented in the following separate, but closely related, safeguarding themes.
- Safeguarding Children, Young People and Vulnerable Adults Policy
  - Missing, Exploited and Trafficked (including Modern Slavery and Child Sexual Exploitation) Policy
  - Prevent Policy and Procedure
  - Domestic Violence and Abuse Policy
- 2.3 A training plan has been developed setting out the level of training required by each person commensurate with their , role, their level of contact with children, young people, parents/carers and vulnerable adults and their role in managing or supervising others (Appendix G). Training for elected Members will be developed in accordance with the need and relevant guidance. It is essential that elected Members recognise their responsibility for awareness and decision making which affect safeguarding issues as well as managers and front line staff.
- 2.4 Wherever possible, the Policies, Procedures and Protocols will be accessed via the Council's Intranet and will include hyperlinks to other agencies, relevant policies and documents. Reporting of incidents will be in accordance with the Safeguarding Process Flow Chart (Appendix 1a,1b,1c to

the Overarching Statement) and the Incident report Form online will be carefully followed through and progress monitored.

- 2.5 Members are asked to consider the Appendices and endorse the Council's approach to safeguarding and the required training programme.

OTHER CONSIDERATIONS:

3. COMMUNITY STRATEGY AND PORTFOLIO PLAN (RELEVANCE TO):

- 3.1 Safeguarding policies and practices are at the heart of ensuring the Council delivers on its commitment to providing a safe environment for the people who live and work in the District.

4 RESOURCE IMPLICATIONS:

- 4.1 The principle call on resources will be on officer time in undertaking the required training and implementing and monitoring the policies and processes.

5 RISK MANAGEMENT ISSUES

- 5.1 There are significant risks if the updated Safeguarding Policies and Procedures and the required training programme are not implemented for the people who live and work in the District and for the Council and its employees and Members, in terms of safeguarding health and wellbeing and a failure to deliver duties and responsibilities placed upon the Council.
- 5.2 However, the existence of good Policies and Procedures is only the starting point for effective safeguarding work. Members must ensure that testing and scrutiny of the Council's delivery takes place and that sufficient resources are allocated to the necessary activities. Managers must ensure that their teams implement and act upon their training and bring to the attention of colleagues and partner agencies areas of concern. Front line staff must be vigilant and confident that issues they raise will be dealt with effectively. Overall, the Council must create a culture which is alert and sensitive to safeguarding as a process.

BACKGROUND DOCUMENTS:

None

## APPENDICES:

Due to their size, the appendices are attached for Cabinet Members only. Copies are available on the Council's website via the following link:

<http://www.winchester.gov.uk/meetings/details/1527>

### Appendix 1 – Overarching Policy Statement

Appendices to Overarching Policy Statement:-

- A – Current Legislation (not currently included but links will be added to the intranet)
- B – Safeguarding Code of Conduct and Good Practice (attached)
- C – Internal and Partnership Policy Documents (not currently included but links to be added to the intranet)
- D – Glossary (attached)
- E – List of Lead Officers for Safeguarding (attached)
- F – Directory of Key Contacts (not currently included but links to be added to the intranet)
- G – Training and Development Framework (attached)
- H – Information/Data Sharing Protocol (attached)
- I – Safeguarding Process Flow Charts (attached)
  - Ia – Safeguarding overarching reporting process
  - Ib – Serious Case and Safeguarding Adults Review Process
  - Ic – Learning from Serious Case & Safeguarding Adults Reviews (SCR/SAR)
- J – Safeguarding Incident Report Form (attached)

### Appendix 2 - Safeguarding Children, Young People and Vulnerable Adults Policy

### Appendix 3 - Domestic Violence and Abuse Policy

### Appendix 4 - Prevent Policy

### Appendix 5 - MET Policy (Missing, Exploited, Trafficked-Including Child Sexual Exploitation)



# **SAFEGUARDING POLICY PROCEDURES, PROTOCOLS AND PRACTICE**

## **OVERARCHING POLICY STATEMENT**

Revision Date	September 2016
Review Date	September 2017

## Contents

<b>Section</b>		<b>Page</b>
1.	<b>Overarching Policy Statement</b>	
2.	<b>Safeguarding Children, Young People and Vulnerable Adults</b>	
3.	<b>Missing, Exploited and Trafficked (including Modern Slavery and Child Sexual Exploitation)</b>	
4.	<b>Prevent</b>	
5.	<b>Domestic Violence and Abuse</b>	
 <b>Appendices</b>		<b>Page</b>
A	<b>Current legislation</b>	
B	<b>Safeguarding Code of Conduct and Good Practice</b>	
C	<b>Internal and Partnership Policy Documents</b>	
D	<b>Glossary</b>	
E	<b>List of Lead Officers for Safeguarding</b>	
F	<b>Directory of Key Contacts</b>	
G	<b>Training and Development Framework</b>	
H	<b>Information/Data Sharing Protocol</b>	
I	<b>Safeguarding Process Flow Chart</b>	
J	<b>Safeguarding Incident Report Form</b>	



## Winchester City Council - Safeguarding Policy

### Overarching Policy Statement

#### 1 Foreword

At a time when the importance of safeguarding children, young people and vulnerable adults has never been better understood, Winchester City Council (WCC) has undertaken a major review of its policy to ensure its arrangements and working practices accurately reflect the additional responsibilities placed upon it. This new Policy outlines the responsibilities of the Council, along with those of other agencies, to safeguard children, young people, and vulnerable adults and to keep them safe. This responsibility also applies to the safeguarding needs of Council employees, volunteers and elected Members. The policy applies to anyone with whom Council staff, elected Members, volunteers, key contractors, consultants and directly commissioned or grant funded providers acting on behalf of the Council, has contact.

The Council believes that its staff and residents have the right to be free from harm, deserve the opportunity to fulfil their full potential and to have their rights and choices protected. The new Safeguarding Policy reflects this commitment.

The Council recognises that safeguarding is **everyone's** responsibility and is committed to working in partnership with others to safeguard people from all forms of abuse, neglect or exploitation and to ensure that its actions are aligned with the procedures set down by the Hampshire Safeguarding Children's Board and the Hampshire Safeguarding Adults Board.

#### 2 Statutory Duties and Obligations

In recent years the safeguarding duties placed on the City Council have been extended beyond safeguarding children, young people and vulnerable adults to encompass Domestic Violence and Abuse, Child Sexual Exploitation (CSE) and the Missing Exploited and Trafficked (MET) agenda (including Modern Slavery), and Prevent (the Government's Counter-Terrorism Strategy). This policy is therefore presented in the following separate, but closely related, safeguarding themes:-

- **Safeguarding Children, Young People and Vulnerable Adults**
- **Missing, Exploited and Trafficked (including Modern Slavery and Child Sexual Exploitation)**
- **Prevent**
- **Domestic Violence and Abuse**

More recently responsibilities have been further extended to ensure that the Council has policies, procedures and practices in place to champion e-safety and that processes are in place to disseminate learning from Domestic Homicide Reviews, Serious Case Reviews and Safeguarding Adults Reviews:-

- **Domestic Homicide Reviews (DHRs)** are commissioned by local Community Safety Partnerships in response to deaths caused through cases of domestic violence. They are subject to the guidance issued by the Home Office in 2006 under the Domestic Violence Crime and Victims Act 2004. The basis for the domestic homicide review (DHR) process is to ensure agencies are responding appropriately to victims of domestic abuse offering and/or putting in place suitable support mechanisms, procedures, resources and interventions with an aim to avoid future incidents of domestic homicide and violence.
- **Serious Case Reviews (SCRs)** are instigated to scrutinise services that have been provided to a child and family prior to the death or serious injury of a child where abuse or neglect are believed to be a contributory factor. Local Safeguarding Children's Boards (LSCBs) are required to undertake Serious Case Reviews under regulation 5 of the Children Act 2004 and guidance for this is contained in Chapter 4 of Working Together to Safeguard Children 2015 <http://www.workingtogetheronline.co.uk/>
- **Safeguarding Adults Reviews (SARs)** are the adult equivalent of SCRs. Under Section 44 of the Care Act 2014 local safeguarding adults boards are required to arrange a Safeguarding Adult Review (SAR) when an adult in its area dies as a result of abuse or neglect, whether known or suspected, and there is concern that partner agencies could have worked more effectively to protect the person at risk. It places a duty on all Board members to contribute in undertaking the review, sharing information and applying the lessons learnt.

In each case the City Council has a statutory obligation to participate in the review process.

The Care Act 2014 has introduced three new categories of abuse which covers: Modern Slavery, Domestic Abuse and Self-Neglect.

Legislation is also in place covering issues related to Forced Marriage, Honour Based Abuse and Female Genital Mutilation.

The Council will ensure that its Policy complies with all relevant legislation, a summary of which is listed in **Appendix A**, and as such we will review our policies, procedures, protocols and practices on a regular basis.

### **3 Aims:** the aims of this Policy are to:-

- Ensure that an overarching approach to safeguarding is embedded within all Council services, and that staff, elected Members, those delivering contracts or commissions on behalf of the Council, consultants, organisations receiving grant support from the Council and volunteers understand their role and

responsibilities in supporting all residents to live a life free from abuse, exploitation and intimidation.

- Protect those who need safeguarding by providing a critical reference point for Council staff, elected Members, volunteers, key contractors, consultants and directly commissioned or grant funded providers acting on behalf of the Council. In so doing protecting the Council and those individuals from failing to keep people safe.
- Clarify the role of Winchester City Council in collaboration with its partners in protecting children, young people and vulnerable adults from abuse, neglect and exploitation and ensure that the Council plays its full part in ensuring that the health, safety and wellbeing of children, young people and vulnerable adults is safeguarded and promoted at all times.
- Ensure that the Council's working practices and codes of conduct protect people from harm regardless of age, gender, disability, racial heritage, religious belief, sexual orientation or any other protected characteristic as covered by the Equality Act 2010.
- Support the promotion of a safe working environment and a culture of care in which the rights of people are protected and respected.
- Provide clear guidance on safeguarding processes and procedures to Council employees, volunteers, and elected Members in order to ensure that concerns about abuse and neglect to children and vulnerable adults are reported promptly to the appropriate authority.
- Provide effective management for employees and volunteers through effective supervision, support and training.
- Support the procedures for the safe recruitment of employees, Members and volunteers in accordance with relevant legislation and guidance.
- Ensure that the safeguarding needs of WCC staff, elected Members, and volunteers are protected.
- Raise awareness of safeguarding issues to ensure that the needs of children, young people and vulnerable adults are incumbent in decision making processes and through service provision.

#### 4 Definitions

For the purposes of this Policy the following definitions apply:-

**i) Children and Young People:** anyone who has not yet reached their 18<sup>th</sup> birthday.

**ii) Vulnerable Adults:** any person over the age of 18 with care and support needs. The definition under The Care Act 2014 refers to an 'adult at risk of

abuse or neglect with care and support needs'. For the purposes of this policy we will retain the term 'vulnerable adult'.

**iii) Parent / Carer:** this generic term is used throughout to represent parents, carers and guardians for both children and vulnerable adults. It is important to recognise that in providing services the Council is not acting 'in loco parentis' (in place of the parent).

## 5 Scope

### Section 2: Safeguarding Children, Young People and Vulnerable Adults:

This section covers:-

#### a) Safeguarding and Promoting the Welfare of Children and Young People

This encompasses the protection and welfare of children under the age of 18 (including unborn babies). It also incorporates the additional aims of preventing the impairment of children's health and development; ensuring they grow up in circumstances consistent with the provision of safe and effective care.

#### b) Safeguarding Vulnerable Adults

This encompasses the protection from harm or neglect of a person aged 18 and over who may need community care services due to a disability, age or illness, who cannot take care of, or protect themselves from significant harm or exploitation. Adults with care and support needs should be supported in maintaining control over their lives and make informed choices without coercion.

### Section 3: Missing, Exploited and Trafficked

This section also includes:-

**a) Child Sexual Exploitation (CSE)** – CSE is an illegal activity by people who have some form of power and control over children and use it to sexually abuse them. It involves forcing or enticing a child (under the age of 18) to take part in sexual activities whether or not the child is aware of what is happening, including exploitative situations, contexts and relationships where children (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of performing, and/or others performing on them, sexual activities. CSE can be a form of organised or complex abuse, involving a number of abusers and/or a number of children.

CSE can occur through use of technology without the child's immediate recognition, for example the persuasion to post sexual images on the

internet/mobile phones with no immediate payment or gain. In all cases those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources.

**b) Modern Slavery** - Modern Slavery (or Human Trafficking) involves the recruitment, transportation, transfer, harbouring or receipt of people who, with the threat or use of force, coercion, abduction, abuse of power or deception are exploited for the purposes of prostitution, forced labour, slavery or other similar practices. Victims are trafficked all over the world, including in and around the UK.

#### **Section 4: Prevent**

Prevent is a Government strategy, led by the Home Office, which focuses on working with individuals and communities who may be vulnerable to the threat of violent extremism and terrorism. Supporting vulnerable individuals and reducing the threat from violent extremism in local communities is a priority for statutory agencies and their partners.

There is no expectation that the City Council will take on a surveillance or enforcement role as a result of Prevent. Rather, the Council will work with its partner organisations to contribute to the prevention of terrorism by safeguarding and protecting vulnerable individuals and making safety a shared endeavour.

The Council's Prevent Lead will engage with partnership groups with the responsibility to share concerns raised within the organisation, including the Channel Panels. Channel is a multi-agency process which uses existing collaboration between partners to provide support to those who may be vulnerable to being drawn into terrorism.

#### **Section 5: Domestic Violence and Abuse**

Domestic abuse is defined as any incident or pattern of incidents of controlling, coercive or threatening behavior, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality.

## **6 Responsibility**

The Policy covers all functions and services of WCC and guides the conduct of:

- All employees, volunteers, and elected Members of WCC.
- Volunteers and other workers involved in the provision of Council services (but not directly employed by WCC) – this includes contractors, consultants, commissioned providers and grant aided organisations.

Safeguarding is everyone's business so accountability for the implementation of this Policy lies at all levels of the Council. All employees and elected Members must participate in any relevant training across the scope of this Policy. Most importantly, all staff, elected Members and volunteers will follow the Safeguarding Code of Conduct and Good Practice shown at **Appendix B**.

All Council employees, volunteers, elected Members, key contractors, consultants, directly commissioned providers and grant aided organisations acting on behalf of WCC **must** be aware of and act in line with this Policy and Procedures to identify concerns, to know how and when to take action, and to be confident to do so if they suspect someone may need safeguarding; **this applies even where they do not work directly or have regular contact with children or vulnerable adults.**

Ultimately, elected Members are responsible for ensuring that the Council has a robust Safeguarding Policy and for the regular review of this policy to reflect any changes to legislation.

## **7 Links to other Corporate and Partnership Policies**

Given the breadth and importance of this Policy and its procedures, it cannot be read and taken in isolation. **Appendix C** provides links to other relevant internal and external policy documents.

## **8 Glossary**

A detailed glossary of terms is provided at **Appendix D**

## **9 Corporate Safeguarding Group**

The Council has established a Corporate Safeguarding Group to promote a consistent approach to safeguarding across all services. Members of the group can provide support and informal advice on general safeguarding matters to staff and elected Members. The current membership of the group is shown at **Appendix E**.

However, a wish to discuss a particular issue **must not** delay the prompt reporting of safeguarding concerns to the appropriate authority. In addition, if a child or young person is in imminent danger and/or a vulnerable adult is at immediate risk you **must contact the emergency services at once on 999**.

## **10 Contacts**

A Safeguarding Directory of Key Contacts is shown at **Appendix F**. In view of the vast number of information and advice agencies operating across the wider safeguarding agenda, just the headline links have been provided.

## 11 Training

All those to whom this Policy and its Procedures apply need to be able to recognise and respond to possible safeguarding issues. The level of training required by each person will be commensurate to their need according to their role, their level of contact with children, young people, parents/carers, and vulnerable adults and their role in managing or supervising others.

Training for elected Members will be developed in accordance with need and relevant guidance.

The Training and Development Framework is shown at **Appendix G**

## 12 Effective Information Sharing and Confidentiality

In order to keep children, young people and vulnerable adults safe from harm, professionals will share relevant information across geographical and professional boundaries as required.

When there is a reasonable cause to believe that a child, young person or vulnerable adult, may be suffering or may be at risk of suffering significant harm, consideration will **always** be given to referring these concerns to Hampshire County Council Children's or Adult Services Departments (as appropriate) and/or the Police.

Information will be shared appropriately and always in accordance with the principles set out in the Council's Corporate Safeguarding and Information Sharing Protocols shown at **Appendix H**.

Remember that safeguarding concerns override the need for confidentiality in respect of relevant statutory authorities **as long as all activity is properly recorded**.

## 13 Process and Procedures

The process and procedures for dealing with cases of abuse or suspected abuse are set out at **Appendix I**.

## 14 Funding and Grants

Where organisations and groups that work with children or vulnerable adults apply to the Council for grant aid, the granting of funds is subject to the recipient organisation having a safeguarding policy in place. This will be checked on application by a self-declaration. Community First Winchester can assist not for profit organisations to develop appropriate policies and procedures and to access relevant training.

## 15 Hiring Council Facilities to Others

Any hirer who provides activities for children, young people or vulnerable adults must state this fact on the booking form and sign a self-declaration that they are aware of safeguarding procedures or have their own safeguarding policy in place.

## 16 Tendering and Contracting

Any contractor or sub-contractor engaged by the Council in areas where workers are likely to come into contact with children, young people and/or vulnerable adults, should have their own robust safeguarding policy or, failing this, must comply with the terms of this policy.

All new contracts let by the Council which involve services for children, young people and/or vulnerable adults will include appropriate reference to complying with this policy. Evidence is requested at point of tender and then subsequently checked at periodic intervals.

## 17 Out of Hours Working

It is recognised that employees, elected Members and volunteers work outside of office hours and therefore may have difficulties in contacting their line manager, a safeguarding lead or the Monitoring Officer. If there is a safeguarding incident or allegations of abuse outside of office hours, this should be reported directly to the **Hants Direct Out of Hours (Children and Adults Services) Duty team on 0300 555 1373**. The employee, elected Member or volunteer should then complete and submit the online 'Safeguarding Children, Young People and Vulnerable Adults Incident Report Form' (see Appendix J) at the earliest opportunity.

## 18 Record Keeping

Records should be stored securely and shared only on a 'need to know' basis. These procedures not only serve to protect children, young people and vulnerable adults but also protect employees, elected Members, volunteers and the Council itself. All communications should be marked CONFIDENTIAL and sent only to the named person/s dealing with the case. Electronic communications being sent outside the Council should be password protected.

## 19 Complaints Procedure

It is important to maintain an open culture whereby employees, elected Members, volunteers, associated workers, children, vulnerable adults and parents/carers can feel able to express concerns both about safeguarding and issues of poor practice when dealing with children and vulnerable adults.

Employees and elected Members can raise concerns about other employees or Members by following the Council's Grievance Procedure, the Whistle



Blowing Policy or other appropriate procedure. The complaints procedure for members of the public including partners, volunteers and young people is available on the Council's website on [www.winchester.gov.uk](http://www.winchester.gov.uk) or from the Council Offices in Colebrook Street.

## **20 Recruitment**

Through its recruitment procedures for all employees and volunteers who work directly with children, young people or vulnerable adults, Winchester City Council will:

- Check for convictions for criminal offences against children and vulnerable adults in accordance with current legislation
- Explore each applicant's experience of working or contact with children or vulnerable adults prior to an appointment being made
- Obtain two references, one of which must be from a current employer
- Verify qualifications and professional registration prior to an appointment being made
- Undertake any other pre-employment checks, for example confirmation of the applicant's right to work in the UK

## **21. Monitoring this Policy**

The main performance indicator for this policy is:

- % Staff/Members reporting that they are confident that they would be able to follow procedures in the event of an incident

The Council's Corporate Safeguarding Group is also responsible for monitoring the implementation of this policy.

## **22 Review**

The Policy and guidance will be reviewed at least bi-annually or whenever there is a change in the related legislation or when an incident occurs. This will ensure that the document is fit for purpose, up to date and compliant with the Council's statutory duties and obligations.

DRAFT

## Safeguarding Code of Conduct and Good Practice

When working with children or vulnerable adults the following code of conduct applies to all employees, volunteers, and elected Members. The code promotes positive practice and care and **must** be followed by all to whom it applies.

***These guidelines are designed not only to protect children and vulnerable adults but also to protect employees, volunteers, and elected Members from situations where false allegations may occur.***

It is **ALWAYS** good practice to:

- Treat children and vulnerable adults and their possessions with respect.
- Respect everyone's rights, dignity and worth, treating everyone equally.
- Be publicly open when dealing with children and vulnerable adults, avoiding situations where you are alone and unobserved.
- Provide an example you wish others to follow and remember that someone else may misinterpret your actions no matter how well intentioned.
- Ensure that where physical contact is needed, it is provided openly and in line with relevant guidelines (e.g. National Governing Body of Sport Guidelines).
- Work in pairs if supervision in changing rooms or similar places is required, avoiding entering opposite sex changing rooms; with mixed groups, supervision should be with a male and female members of staff together, wherever possible.
- Create an open environment where children and vulnerable adults feel comfortable enough to discuss attitudes or behaviour they do not like.
- Take **any** disclosure or evidence of abuse seriously, including anonymous tip offs. **Note:** professionals (Council staff) **cannot** make anonymous safeguarding referrals into social care. Where anonymous or 3<sup>rd</sup> party concerns are received by the Council, **they should be encouraged to report the concern themselves directly**. All such concerns **must** also be reported through the City Council's safeguarding process where it will be followed up as far as possible to ensure that concerns do not go unaddressed.
- Insist upon signed consent from parents/guardians/carers when children or vulnerable adults are to be transported by employees or volunteers.
- Request consent for photo or video footage.
- Challenge unacceptable behaviour and follow the procedures in the Policy, particularly if a person at any activity or service shows any signs or symptoms that arouse concern.
- Recognise that special caution is required when discussing sensitive issues.
- Be identifiable and carry your photo ID card at all times.
- Participate in any training identified as necessary to support you in your work with children and vulnerable adults.

It is **NEVER** appropriate to:

- Engage in physical games or horseplay, allow or engage in inappropriate touching of any form, or engage in sexually provocative games or make sexually suggestive comments about or to a person, even in fun.
- Use, or allow anyone else to use inappropriate language unchallenged, even in fun.
- Share a room with a child or vulnerable adult (e.g. overnight accommodation).
- Take a child or vulnerable adult to your home where they will be alone with you.
- Enter a house when a child or vulnerable adult is in there on their own.

- Transport a child or vulnerable adult alone in a car, however short the journey. If this is completely unavoidable e.g. in an emergency situation, it should only occur with the consent of your line manager (if available) and parent/guardian/carer.
- Make derogatory comments or gestures in front of children or vulnerable adults.
- Let an allegation or disclosure be ignored or go unrecorded.
- Use a mobile phone, camera or other recording device in a changing room or similarly private area. If access is needed e.g. to record vandalism, all customers should be temporarily excluded from the location.
- Take a child or vulnerable adult to the toilet: in an emergency, an additional same sex member of staff (as the child or vulnerable adult) should be asked to be present.
- Exaggerate or trivialise child or vulnerable adult abuse issues.
- Jump to conclusions about others without checking the facts.
- Meet up with children or vulnerable adults outside your work with WCC without the full consent and knowledge of the person's parent/guardian/carer and your line manager.

### Personal Care

Rarely, it may be necessary for employees/volunteers to do things of a personal nature for children or vulnerable adults, particularly if they are very young or disabled. These tasks should only be carried out with the full understanding and consent of the parents/guardians/carers. If an emergency situation arises that requires this type of help then parents/guardians/carers should be fully informed as soon as it is reasonably possible.

### Restraint

'Restraint' is where a child or vulnerable adult has to be held, moved or prevented from moving, against their will because not to do so would result in injury to themselves, or to others or would cause significant damage to property. Restraint should only ever be used as a last resort, when all other methods of controlling a situation have been tried and failed. Restraint should **never** be used as a punishment or to bring about compliance (except where there is a risk of injury).

Only those who are properly trained in restraint techniques should carry it out. The person should be restrained for the shortest period necessary to bring the situation under control.

All incidents must be recorded and passed to your line manager, detailing:

- the facts of the behaviour
- witnesses
- who restrained the person and how
- what other methods had been tried
- any follow up action

## Glossary

<http://www.hampshiresafeguardingchildrenboard.org.uk/resources-glossary.html>

<http://www.hampshiresab.org.uk/professionals-area/jargon-buster/>

DRAFT

### List of Lead Officers for Safeguarding

Safeguarding concerns should always be discussed with your line manager in the first instance. If further advice is required discuss with the one of the members of the Corporate Safeguarding Group (CSG).

#### Corporate Safeguarding Leads (CSLs)

This group receives the Online Safeguarding forms. They are members of the Council and the CSG which have additional relevant duties & specific areas of expertise as detailed below.

Name	Role	Additional relevant duties & specific areas of expertise
<i>Simon Eden (to be updated post September 2016)</i>	<i>WCC Chief Executive</i>	<i>Hampshire District Lead on HSCB – to be updated post September 2016</i>
Alison Gavin	Assistant Director (Organisational & Service Development)	Safeguarding children and vulnerable adults lead  Chair of CSG  WCC Local Authority Designated Officer (LADO)
Lorraine Ronan	Head of Health & Wellbeing	Safeguarding children and vulnerable adults lead  Serious Case Review District Rep  Senior Responsible Officer (SRO) for the Winchester Supporting Families Programme
Sandra Tuddenham	Head of Community Safety & Neighbourhood Services Team	Lead officer for Prevent  WCC Rep on the Hampshire Domestic Abuse Forum.
David Ingram	Head of Environmental Health & Licensing	MET Lead Officer

#### Deputies in the absence of the Corporate Safeguarding Leads:

For - Alison Gavin	Jamie Cann	HR Manager - 2437
For - Lorraine Ronan	Belinda Ambrose	Supporting Families Prog Coordinator - 2313
For - Sandra Tuddenham	TBC	

**List of Lead Officers for Safeguarding**

For - David Ingram	TBC	
--------------------	-----	--

**Corporate Safeguarding Group Members (CSG)**

Alison Gavin – <i>Chair</i>	Assistant Director (Organisational & Service Development)	2233
Lorraine Ronan – <i>Vice Chair</i>	Head of Health & Wellbeing	2369
Sandra Tuddenham	Head of Community Safety & Neighbourhood Services Team	2132
Dave Ingram	Head of Environmental Health & Licensing	2479
Janette Palmer	Project Coordinator, Housing	2120
Amber Russell	Head of Housing Management	2229
Gillian Knight	Head of Housing Options & Allocations	2577
Amanda Ford	Head of Sport & Physical Activity	2274
Denise Sadler	Head of Benefits and Welfare	2460

## Training Framework

	Essential Awareness Level 1	Responders Level 2	Level 2 (Corporate Safeguarding group and Decision Makers)
Safeguarding Children and Vulnerable Adults	New Starter Refresh every 2 years E-learning	New Starter Refresh every 3 years Role change w/s – course	New Starter Role change Refresh every 3 years Course
MET (Missing Exploited and Trafficked)	New Starter Refresh every 2 years E-learning	New Starter Refresh (on request) Role change CSE – 2 years (see below) w/s – course	New Starter Role change Refresh every 3 years Course
Domestic Abuse (including Female Genital Mutilation, honor based violence and forced marriage)	New Starter Refresh every 2 years E-Learning	New Starter Refresh every 3 years Role change w/s – course	New Starter Role change Refresh every 3 years Course
Prevent	New Starter Refresh every 2 years E-learning	New Starter Refresh every 3 years Role change WRAP (on request) w/s course	Course (new starter, role change or new to CSG) Refresh every 3 years
CSE (child sexual exploitation)	New starter Refresh every 2 years E-learning	New Starter Refresh every 3 years Role change Launch w/c course	Course (new starter, role change or new to CSG) Refresh every 3 years
Specialists		Serious case review training New Starter Refresh every 3 years Role change	Course Serious case review training (lead officers) E-learning refresher every 2 years



**Who?**

Level 1	All staff members & contractors
Level 2	HSG Officers HSG team members Supporting Families & Co-ordinator Health & Wellbeing Officer HSG Options Officers Temp/All managers NSO's Sports Development Manager Active Lifestyles Officer Corporate Safeguarding Group Environmental Health Officers Licensing Benefits
Specialist	CSG & Decision Makers

## Corporate Safeguarding & Information Sharing

Remember that under the Data Protection Act 1998, Schedule 2 (4) sharing personal information is permitted if it is necessary to protect the vital interests of the person.

'Information sharing is essential to enable early intervention and preventative work, for safeguarding and promoting welfare and for wider public protection.' *page 5 HM Govt Document – Information Sharing: Guidance for Practitioners and Managers (March 2009)*

There are a range of Information sharing protocols that exist to cover the transfer of information in carrying out the duties of Winchester City Council. These are listed below.

In some instances these agreements may also be used in situations covered under the corporate Safeguarding Policy and Procedure (i.e. safeguarding, domestic violence (including Domestic Homicide Reviews), Prevent, MET (Missing, Exploitation (including child sexual exploitation), Trafficking), Neglect).

### List of existing information sharing agreements

Document Title	Covers	Author & date
Hampshire and IOW Crime and Disorder Information Sharing Protocol	<ul style="list-style-type: none"> <li>• Community Safety</li> <li>• OVAL</li> <li>• ASB</li> <li>• Prevent</li> </ul>	Hampshire & the Isle of Wight Criminal Justice Board – April 2014
Troubled Families Data Sharing Agreement	Supporting Families	Hampshire County Council – <i>Under Review</i>
4 LSCB safeguarding procedures (Chapter 1.7)	Principles and guidance	4LSCB
Joint Working Protocol between WCC Housing Service & Solent NHS Trust and CRI (HOMER)	Clients shared by Housing and the Drugs & Alcohol team at Georges'	Housing – 2013 <i>Under Review</i>
Purpose specific Information Sharing agreement – Community Safety Accreditation Scheme	WCC Safe Neighbourhood Team and Hampshire Constabulary	Hampshire Constabulary ISA Ref 140 June 2014
Memorandum of Understanding Hampshire Hub Partnership Information Sharing	Statistical information to address partnership priorities and improve customer experience.	HHC May 2012

## Process

It has been agreed that the most effective way to ensure staff report concerns is to design a process which is straight-forward. However the corporate Safeguarding Policy and Procedure et al, cover several areas of responsibility which have different formal referral processes.

Therefore to keep it simple the start of process for reporting concerns will be the same for any of the areas covered by the corporate Safeguarding P&P.

In conjunction with a line manager, the corporate safeguarding form should be used (this should be available on line and will generate a unique reference number (URN)) and forwarded to HR as the coordinating team. This team will log the report and forward onto the appropriate lead to complete the formal referral process appropriate to the issue raised.

Any information sharing details not included in the original report should be emailed to HR quoting the Case reference number (URN) in the title.

## Audit Trail

The URN makes it possible to generate an audit trail. It's important that when information is shared the following details are recorded:

- What has been shared and the date
- With whom the information has been shared - name & title of officer and name of organisation
- Justification for sharing - how the information will be used

## Not sharing

If the assessment is that there is no legal basis on which to share information requested these same details should still be recorded in the same way.

## Staff awareness - Regular reminders

It was suggested that the corporate Coms team be asked to tweet elements from the policy and procedure on a regular basis as a reminder to staff.

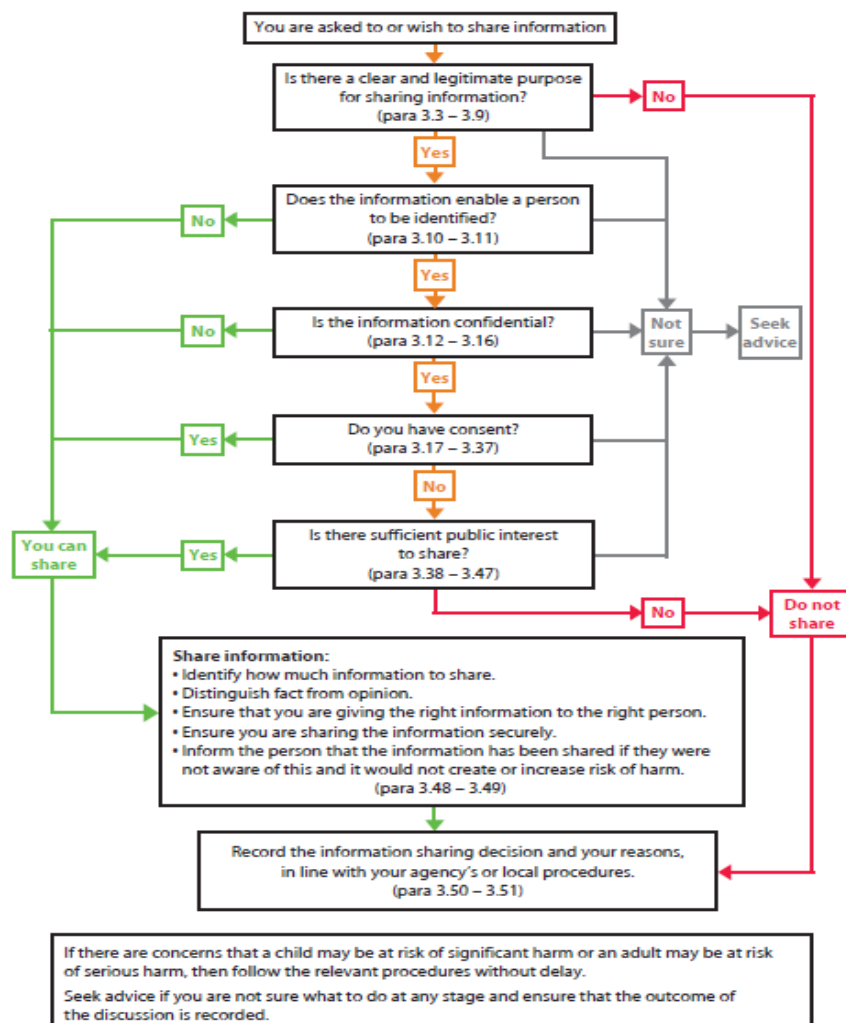
## 7 Golden Rules for information sharing

1. Remember that the **Data Protection Act is not a barrier** to sharing information but provides a framework to ensure that personal information about living persons is shared appropriately.
2. **Be open and honest** with the person (and/or their family where appropriate) from the outset about why, what, how and with whom information will, or could be shared, and seek their agreement, unless it is unsafe or inappropriate to do so.
3. **Seek advice** if you are in any doubt, *without disclosing the identity of the person where possible*.

4. **Share with consent** where appropriate and, where possible, respect the wishes of those who do not consent to share confidential information. You may still share information without consent if, in your judgement you can justify not doing so, i.e. that lack of consent can be overridden in the public interest e.g. threat to life, providing a phone number/address to allow another agency to check up on a person who they have concerns about. You will need to base your judgement on the facts of the case.
5. **Consider safety and well-being:** Base your information sharing decisions on considerations of the safety and well-being of the person and others who may be affected by their actions.
6. **Necessary, proportionate, relevant, accurate, timely and secure:** Ensure that the information you share is necessary for the purpose for which you are sharing it, is shared only with those people who need to have it, is accurate and up-to-date, is shared in a timely fashion, and is shared securely.
7. **Keep a record** of your decision and the reasons for it – whether it is to share information or not. If you decide to share, then record what you have shared, with whom and for what purpose.

From page 11 HM Govt Document – Information Sharing: Guidance for Practitioners and Managers (March 2009)

### Flowchart of key questions for information sharing



## Share Securely

Guidance on how to share securely is set out in:

- Troubled Families Programme Data Sharing Agreement – Transfer of data section and back page
- Housing Services Information Sharing Guidance – Appendix 6
- IMT Security and Conduct Policy – April 2014

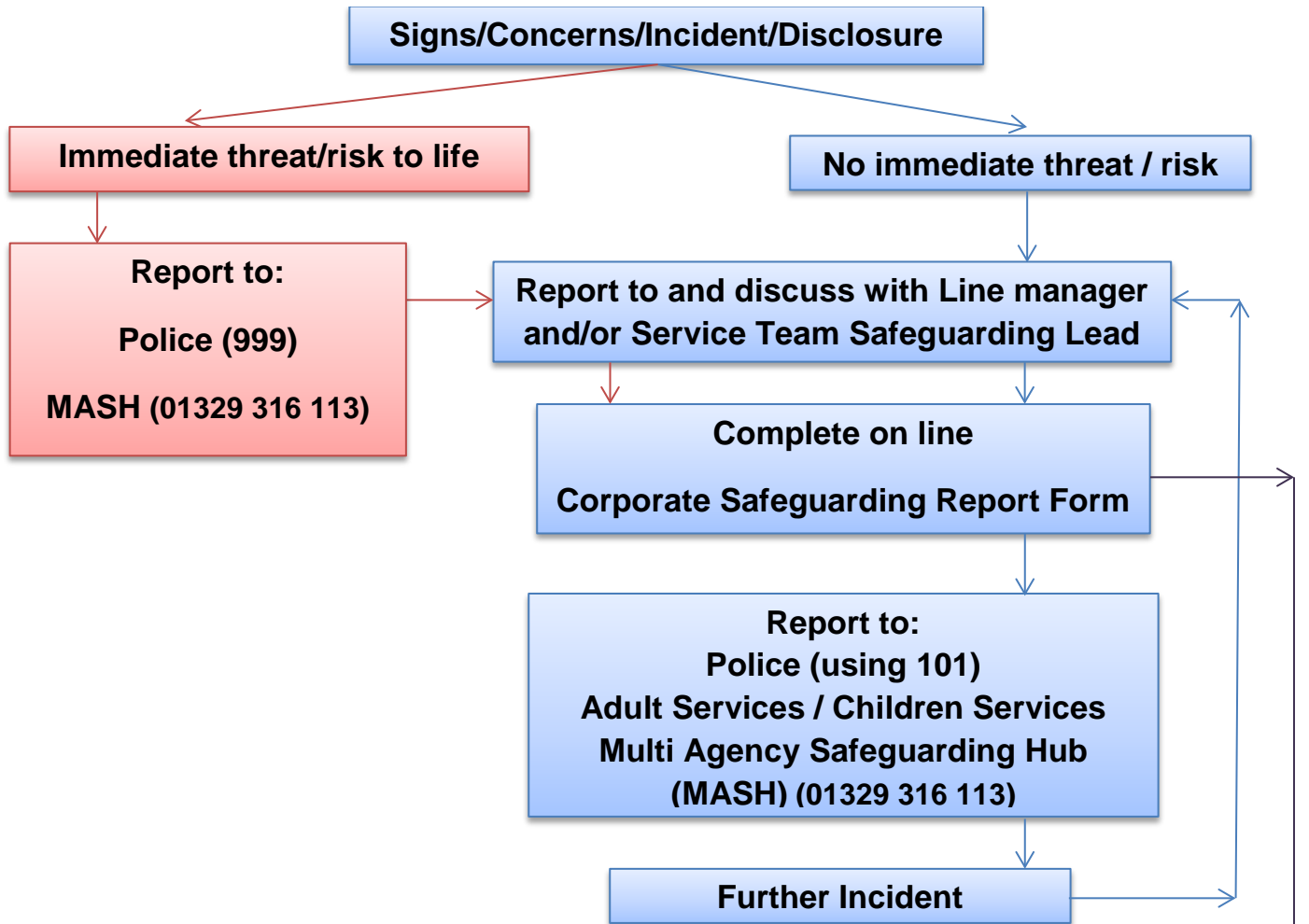
### Dare to share

Remember to operate in accordance with the legislation  
It's more about the **'how'** to share  
Rather than the should I share

For further information comprehensive guidance is available in the refer to the ICO (Information Commissioner's Office) Data Sharing Code of Practice and checklist, link below.

[https://ico.org.uk/media/for-organisations/documents/1067/data\\_sharing\\_checklists.pdf](https://ico.org.uk/media/for-organisations/documents/1067/data_sharing_checklists.pdf)

# Safeguarding Overarching Reporting Process



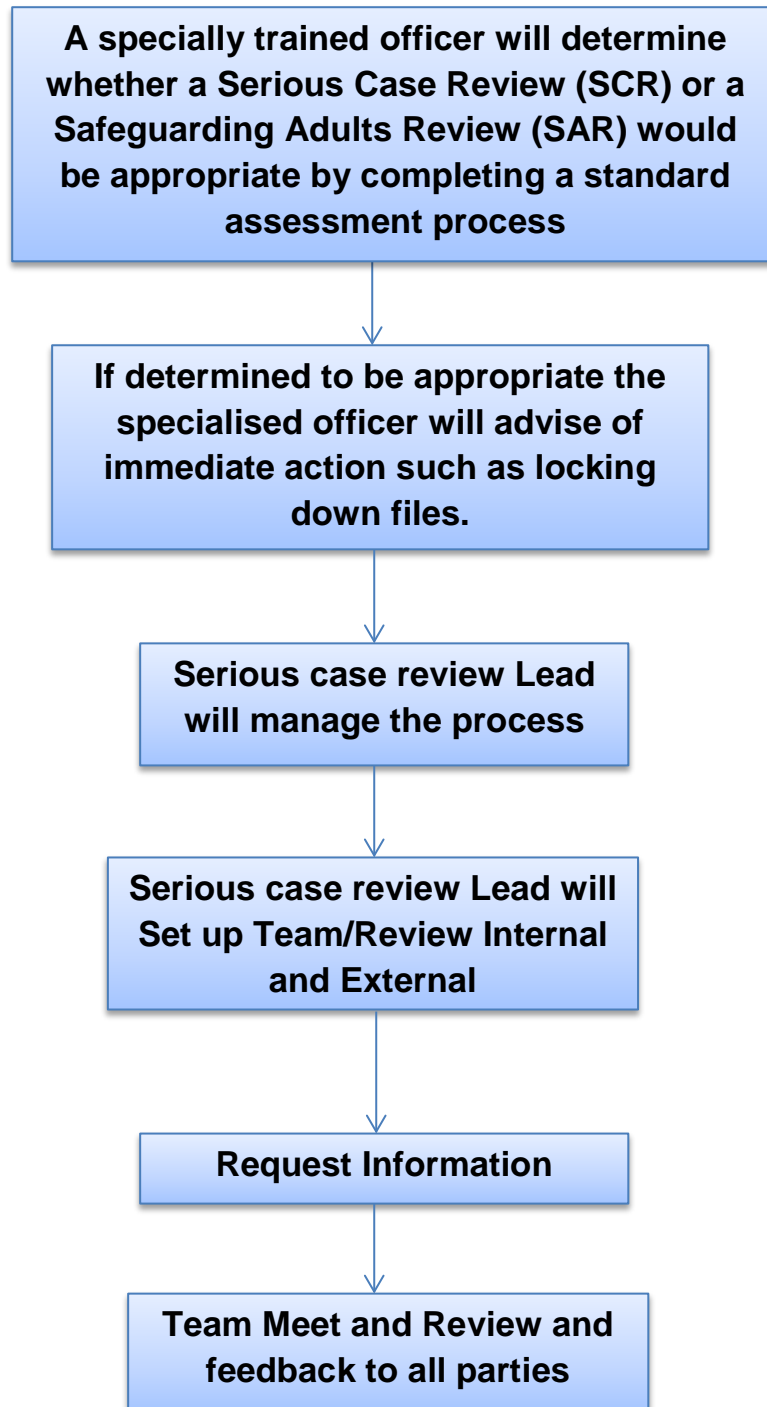
-----  
Quality Monitoring Process

The system automatically posts the On line Form to:  
 all Corporate Safeguarding Leads who

- Ensure WCC respond appropriately
- Flag up cases already known
- Request feedback from and follow up with lead agency as appropriate

Corporate Safeguarding Group  
 Consider Corporate Safeguarding Lead's Annual Report  
 To monitor outcomes, trends/statistics, recommend action.

# Serious Case and Safeguarding Adults Review Process



# Learning from Serious Case & Safeguarding Adults Reviews (SCR/SAR)





**Winchester City Council**  
**Corporate Safeguarding Report Form**  
 For staff, volunteers, apprentices & contractors

**If there is an immediate threat/risk to life call the Police on 999;**  
 and record the details on this form afterwards.

**Your Details**

Your name	
Your position	
Telephone number & extension	
Department	
Email address	
Date of submission	

**Person/s concerned about Details**

Name of person/s you are concerned about.	
Address (including post code)	
Telephone Number (if known)	
Date of birth (or age if known)	
Ethnicity (if known)	
School (if applicable)	

**Incident / Disclosure Details**

Date of disclosure / incident	
Observations (including location and time)	
Exactly what they said and you said	
Action so far	





# **SAFEGUARDING CHILDREN, YOUNG PEOPLE AND VULNERABLE ADULTS**

<b>Revision Date</b>	<b>September 2016</b>
<b>Review Date</b>	<b>September 2017</b>

## Contents

- 1 Introduction**
- 2 Winchester City Council's Commitment**
- 3 Aims of the Policy**
- 4 Definitions**
- 5 Early Help**
- 6 Types and Indicators of Abuse**
- 7 Process and Procedures**
- 8 Information Sharing and Confidentiality**

## **Safeguarding Children, Young People and Vulnerable Adults**

### **1. Introduction**

- 1.1 Winchester City Council delivers a varied range of services and functions which can bring employees, elected Members, volunteers, key contractors, consultants and directly commissioned or grant funded providers into contact with children, young people and vulnerable adults. This could be either as the main part of their role or indirectly when they are carrying out their work such as during a home visit, working outdoors in a public space or seeing customers in a reception area.
- 1.2 This policy primarily reflects the Council's responsibilities under The Children Act 2004, The Care Act 2014 and associated guidance documents.

### **2. Winchester City Council's Commitment**

- 2.1 The Council understands that the safeguarding of children and vulnerable adults is everyone's responsibility and will take steps to ensure that its staff, elected Members and anyone acting on its behalf adhere to relevant codes of conduct and are able to follow best practice appropriate to the level of contact they have.

### **3. Aims of the Policy**

- 3.1 In addition to the aims set out in the overarching policy statement (section 1), this policy:
  - Provides a framework for developing the Council's relationship with relevant statutory bodies such as the Hampshire Safeguarding Children Board (HSCB) and the Hampshire Safeguarding Adults Board (HSAB) to ensure that it continues to comply with all legal obligations and reflects best practice in respect of the responsibility of care of children and vulnerable adults.
  - Provides a solid foundation for the Council to collaborate with its key partners and multi-agency partnerships in order to keep children and vulnerable adults safe.
  - Supports and enables information sharing about safeguarding concerns with relevant agencies and also parents/carers, children and vulnerable adults where appropriate.

## 4. Definitions

### 4.1 Child Safeguarding:

The Children Act 2004 places a statutory duty on all prescribed agencies to safeguard and promote the welfare of children. Prevailing statutory guidance, 'Working Together 2015', defines this as:-

- **Protecting children from maltreatment;**
- **Preventing impairment of children's health or development;**
- **Ensuring that children grow up in circumstances consistent with the provision of safe and effective care; and**
- **Taking action to enable all children to have the best outcomes and optimum life chances.**

This is a much broader approach than 'child protection' which is defined as:-

- **Protecting individual children identified as either suffering, or likely to suffer, significant harm as a result of abuse or neglect.**

### 4.2 Adult Safeguarding

The Care Act 2014 defines adult safeguarding as:-

- **Protecting an adult's right to live in safety, free from abuse and neglect.**

It is aimed at adults with care and support needs who may be in vulnerable circumstances and at risk of abuse or neglect. The focus is on people and organisations working together to prevent and stop both the risks and experience of abuse or neglect, while at the same time making sure that the adult's wellbeing is being promoted.

### 4.3 The wider definition of Safeguarding as set out in paragraphs 4.1 and 4.2 above have been used in this policy.

### 4.4 In reflecting this broad definition of safeguarding, the Council's policy is therefore to consider the safeguarding of children and vulnerable adults:-

- in its policy framework and forward planning processes;
- in its budget setting;
- in the way that services are designed and delivered;
- in the way that services are commissioned from partner organisations;
- in the awarding of grants;
- in the monitoring of services; and,
- in the monitoring of contracts.

- 4.5 Much of the above will be implemented through training in order to create a culture of awareness and confidence in responding to these issues. Safeguarding will be discussed with individual staff through the annual appraisal process to ensure training is up to date.
- 4.6 Council Members have community roles which bring them into contact with children and vulnerable adults in the street, in clubs and societies, in schools, residential settings, and in people's homes. Members should ensure that they have taken up appropriate training and requested a Disclosure and Barring Service (DBS) check where appropriate.
- 4.7 A crucial emphasis of the Children Act 2004 and the Care Act 2014 is the need to work effectively across agencies. The Council will actively engage with the Hampshire Safeguarding Children Board and the Hampshire Safeguarding Adults Board, and will also participate as required in other local arrangements to collaborate for best practice e.g. Winchester Early Help Hub.

## 5 Early Help

- 5.1 Providing early help is more effective in promoting the welfare of children and young people than reacting later. In line with guidance set out in HM Government 'Working Together to Safeguard Children' (2015) changes have been made to the 'front door' of Children's Social Care with the development of Early Help Hubs (EHHs). The EHHs are weekly multi-agency case conference style meetings where children and families that would benefit from early help are identified. The Early Help processes that have been established in Hampshire allow local agencies to flag up emerging problems at the earliest stage and put in place targeted services to prevent issues escalating.
- 5.2 The City Council is an active member of the Winchester Early Help Hub.

## 6.0 Types and Indicators of Abuse

- 6.1 Remember, it is **not** the responsibility of employees, Members, contractors or volunteers to decide whether abuse has taken place or if a child, young person or vulnerable adult is at significant risk; they do however have a responsibility to act if they have any concerns.
- 6.2 **Children and Young People:** - there are four main forms of child abuse<sup>1</sup>

- **Physical Abuse** – a form of abuse which may involve hitting, shaking, throwing, poisoning, burning or scalding, drowning, suffocating or otherwise

<sup>1</sup> (*Working Together to Safeguard Children HM Government March 2015*)

causing physical harm to a child. Physical harm may also be caused when a parent or carer fabricates the symptoms of, or deliberately induces, illness in a child.

- **Emotional Abuse** – the persistent emotional maltreatment of a child such as to cause severe and persistent adverse effects on the child’s emotional development. It may involve conveying to a child that they are worthless or unloved, inadequate, or valued only insofar as they meet the needs of another person. It may include not giving the child opportunities to express their views, deliberately silencing them or ‘making fun’ of what they say or how they communicate. It may feature age or developmentally inappropriate expectations being imposed on children. These may include interactions that are beyond a child’s developmental capability, as well as overprotection and limitation of exploration and learning, or preventing the child participating in normal social interaction. It may involve seeing or hearing the ill-treatment of another. It may involve serious bullying (including cyber bullying), causing children frequently to feel frightened or in danger, or the exploitation or corruption of children.. Some level of emotional abuse is involved in all types of maltreatment of a child, though it may occur alone.
- **Sexual Abuse** – involves forcing or enticing a child or young person to take part in sexual activities, not necessarily involving a high level of violence, whether or not the child is aware of what is happening. The activities may involve physical contact, including assault by penetration (for example, rape or oral sex) or non-penetrative acts such as masturbation, kissing, rubbing and touching outside of clothing. They may also include non-contact activities, such as involving children in looking at, or in the production of, sexual images, watching sexual activities, encouraging children to behave in sexually inappropriate ways, or grooming a child in preparation for abuse (including via the internet). Sexual abuse is not solely perpetrated by adult males. Women can also commit acts of sexual abuse, as can other children.
- **Neglect** – a persistent failure to meet a child’s basic physical and/or psychological needs, likely to result in the serious impairment of the child’s health or development. Neglect may occur during pregnancy as a result of maternal substance abuse. Once a child is born, neglect may involve a parent or carer failing to:
  - provide adequate food, clothing and shelter (including exclusion from home or abandonment);
  - protect a child from physical and emotional harm or danger;
  - ensure adequate supervision (including the use of inadequate care-givers); or
  - ensure access to appropriate medical care or treatment



It may also include neglect of, or unresponsiveness to, a child's basic emotional needs.

**6.3 Indications that a child is being abused:** the following table shows some of the main indicators associated with the four types of abuse. Many children and young people will exhibit some of these signs and indicators at some time during their development: the presence of one or more does NOT prove that abuse is occurring. There may be other reasons for changes in a child's behaviour such as the death of a close relative, the birth of a new baby or relationship problems between parents or carers.

**Table 1 – Indicators of Abuse**

Type of Abuse	Physical Indicator	Behavioural Indicator
Physical Abuse	<ul style="list-style-type: none"> <li>• Frequent or unexplained bruising, marks or injury</li> <li>• Bruises which reflect hand marks or shapes of articles e.g. belts</li> <li>• Cigarette burns</li> <li>• Bite marks</li> <li>• Unexplained broken or fractured bones</li> <li>• Scalds</li> </ul>	<ul style="list-style-type: none"> <li>• Fear of parent being contacted</li> <li>• Behavioural extremes: aggressive or angry outbursts or withdrawn</li> <li>• Fear of going home</li> <li>• Flinching when approached or touched</li> <li>• Depression</li> <li>• Keeping arms/legs covered</li> <li>• Reluctance to change clothes</li> <li>• Panics in response to pain</li> <li>• Reports injury caused by parents</li> </ul>
Emotional Abuse	<ul style="list-style-type: none"> <li>• Delays in physical development or progress</li> <li>• Sudden speech disorders</li> <li>• Failure to thrive</li> </ul>	<ul style="list-style-type: none"> <li>• Neurotic behaviour</li> <li>• Sleeping disorders, unable to play</li> <li>• Fear of making mistakes</li> <li>• Sucking, biting or rocking</li> <li>• Inappropriately adult or infant behaviour</li> <li>• Impairment of intellectual, emotional,</li> </ul>

		social or behavioural development
Sexual Abuse	<ul style="list-style-type: none"> <li>• Pain/itching in the genital area</li> <li>• Bruising/bleeding near genital area</li> <li>• Sexually transmitted disease</li> <li>• Vaginal discharge/infection</li> <li>• Frequent unexplained abdominal pains</li> <li>• Discomfort when walking/sitting</li> <li>• Bed wetting</li> <li>• Excessive crying</li> </ul>	<ul style="list-style-type: none"> <li>• Inappropriate sexual behaviour or knowledge for the child's age</li> <li>• Promiscuity</li> <li>• Sudden changes in behaviour</li> <li>• Running away from home</li> <li>• Emotional withdrawal through lack of trust in adults</li> <li>• Unexplained sources of money / 'gifts'</li> <li>• Inappropriate sexually explicit drawings or stories</li> <li>• Bedwetting or soiling</li> <li>• Overeating or anorexia</li> <li>• Sleep disturbances</li> <li>• Secrets which cannot be told</li> <li>• Substance/drug misuse</li> <li>• Reports of assault</li> </ul>
Neglect	<ul style="list-style-type: none"> <li>• Constant hunger</li> <li>• Poor hygiene</li> <li>• Weight loss/underweight</li> <li>• Inappropriate dress</li> <li>• Consistent lack of supervision/abandonment</li> <li>• Unattended physical problems or medical needs</li> <li>• Poor living conditions</li> <li>• Persistent injuries including bruises, cuts or burns</li> </ul>	<ul style="list-style-type: none"> <li>• Begging/stealing food</li> <li>• Truancy/late for school</li> <li>• Constantly tired/listless</li> <li>• Regularly alone/unsupervised</li> <li>• Poor relationship with care giver</li> </ul>

6.4 **Vulnerable Adults** – the following types of abuse are defined in an adult safeguarding context:

- **Physical abuse** - includes assault, hitting, slapping, pushing, misuse of medication, restraint or inappropriate physical sanctions.
- **Sexual abuse** - includes rape, indecent exposure, sexual harassment, looking or touching inappropriately, sexual teasing or innuendo, sexual photography, subjection to pornography or witnessing sexual acts, indecent exposure, sexual assault or acts to which the adult has not consented or was pressured into.
- **Psychological abuse** - includes emotional abuse, threats of harm or abandonment, deprivation of contact, humiliation, blaming, controlling, intimidation, coercion, harassment, verbal abuse, cyber bullying, isolation, or unreasonable and unjustified withdrawal of services or supportive networks.
- **Discriminatory abuse** - includes harassment or slurs because of race, gender and gender identity, age, disability, sexual orientation or religion.
- **Organisational abuse** - includes neglect or poor care in one's own home or in an institution e.g. a hospital or care home; from one offs to ongoing ill-treatment; through neglect or poor practice as a result an organisation's structure, policies, processes and practices.
- **Neglect and acts of omission** - includes ignoring medical, emotional or physical care needs, failing to provide access to appropriate health, care or support services, withholding necessities such as medication, adequate nutrition and heating.
- **Self-neglect** - a wide range of behaviour involving failing to care for one's personal hygiene, health or surroundings, including hoarding.
- **Modern slavery** - includes slavery, human trafficking, forced labour and domestic servitude. Traffickers and slave masters coerce, deceive and force individuals into abuse, servitude and inhumane treatment. **(See Section 3)**
- **Financial or material abuse** - includes theft, fraud, internet scams, coercion regarding an adult's finances, in connection with wills, property, inheritance or financial transactions, or the misuse or misappropriation of property, possessions or benefits. Financial abuse and can occur in isolation but is often present alongside other forms of abuse. Potential indicators include:
  - Change in living conditions;
  - Lack of heating, clothing or food;
  - Inability to pay bills, unexplained shortage of money or withdrawals from an account, or unexplained loss or misplacement of financial documents;
  - The recent addition of authorised signers on a signature card; or

- Sudden or unexpected changes in a will or other financial documents.

Financial abuse can seriously threaten an adult's health and wellbeing, is theft or fraud, and needs a police investigation. If the abuse is by someone who has legal authority to manage an adult's money, the Office of the Public Guardian for deputies, and Department for Work and Pensions (DWP) for appointees should be contacted with the adult's name, address and National Insurance number.

- **Institutional Abuse** is abuse occurring in a social or health care establishment that may range from poor practice to ill treatment and gross misconduct. For example, lack of individual care, no flexibility of bedtimes or waking, deprived environment and lack of stimulation.
- **Hate Crime** is harassing, victimising, intimidating, bullying or abusing someone because of their race, faith, religion, disability or because they are lesbian, gay, bisexual or trans. A hate crime can include physical attacks, harassment, threats, disputes with neighbours, people swearing at you or making abusive remarks, people doing things that frighten, intimidate or distress you. Hate crime is based on offensive, senseless prejudices that have a degrading and destructive impact on the lives of others.
- **Disability hate crime** is when someone is being abused or harassed because they are disabled.
- **Mate Crime** happens when someone is faking a friendship in order to take advantage of a vulnerable person.

6.5 **Indications that an adult is being abused:** the following table gives examples of indicators associated with some of the main types of abuse.

**Table 2 – Indicators of Abuse**

Type of Abuse	Indicators
Physical Abuse	<ul style="list-style-type: none"> <li>• Any injury not fully explained by the history given.</li> <li>• Self-inflicted injury.</li> <li>• Unexplained bruises and welts on face, lips, mouth, torso, arms, back, buttocks, thighs in various stages of healing; clusters forming regular patterns, reflecting shape of an article or on several different surfaces.</li> <li>• Finger-marks.</li> <li>• Unexplained burns, especially on soles,</li> </ul>

	<p>palms and back; immersion burns; rope burns; electric appliance burns.</p> <ul style="list-style-type: none"> <li>• Unexplained fractures to any part of the body, in various stages of healing; multiple or spinal injuries.</li> <li>• Unexplained lacerations or abrasions to head, face, scalp, mouth, lips, gums, eyes, external genitalia.</li> <li>• Malnutrition - rapid or continuous weight loss, no evidence of food; dehydration; complaints of hunger.</li> <li>• Rapid weight gain /"gorging".</li> <li>• Subdued personality in presence of carer.</li> <li>• Untreated medical problems.</li> <li>• Urinary/faecal incontinence.</li> <li>• Signs of medication misuse (over or under-medication).</li> <li>• Use of furniture and other equipment to restrict movement.</li> <li>• Withholding walking aids to restrict movement.</li> </ul>
Sexual Abuse	<ul style="list-style-type: none"> <li>• Full or partial disclosure or hints of sexual abuse.</li> <li>• Wetting/soiling.</li> <li>• Poor concentration; sudden onset of confusion.</li> <li>• Unusual difficulty in walking and sitting.</li> <li>• Torn, stained or bloody underclothing.</li> <li>• Pain or itching, bruises, lacerations, bleeding in genital area.</li> <li>• Sexually transmitted disease / urinary tract /genital infections.</li> <li>• Love bites.</li> <li>• Finger marks, scratches, bruises on upper arms, thighs.</li> <li>• Significant change in sexual behaviour or outlook.</li> <li>• Pregnancy in a female who is not able to consent.</li> <li>• Sudden withdrawal from activities.</li> <li>• Wearing extra layers of clothing.</li> <li>• Self injury.</li> <li>• Showing fear or being aggressive to one particular person.</li> <li>• Refusing to be touched for personal</li> </ul>

	<p>care.</p> <ul style="list-style-type: none"> <li>• Loss of appetite.</li> <li>• Sleep disturbances, nightmares.</li> </ul>
Financial Abuse	<ul style="list-style-type: none"> <li>• Unusual or inappropriate bank account activity.</li> <li>• Unexplained or sudden inability to pay bills or buy essential items.</li> <li>• Power of Attorney obtained when person is unable to comprehend.</li> <li>• Recent change of deeds or title of house.</li> <li>• Person lacks belongings or services which they can clearly afford.</li> <li>• Money and valuables going missing.</li> <li>• Recent acquaintances expressing sudden or disproportionate affection for a person with means.</li> <li>• Carer asks only financial questions of the worker, does not ask questions about care.</li> <li>• Carer(s) withholding money.</li> <li>• Person managing financial affairs is evasive or uncooperative.</li> <li>• Tradespeople overcharging for services.</li> <li>• Disparity between income/assets and living conditions.</li> </ul>
Psychological Abuse	<ul style="list-style-type: none"> <li>• Ambivalence.</li> <li>• Tearfulness.</li> <li>• Passivity.</li> <li>• Resignation.</li> <li>• Fearfulness expressed in the eyes, avoids looking at caregiver, flinching on approach.</li> <li>• Excessive fears.</li> <li>• Emotional withdrawal.</li> <li>• Sleep disturbance, insomnia, need for excessive sleep.</li> <li>• Low self-esteem.</li> <li>• Confusion.</li> <li>• Unexplained paranoia.</li> <li>• Agitation.</li> <li>• Over meticulous.</li> <li>• Changes in appetite leading to unusual</li> </ul>

	<p>weight gain/loss.</p> <ul style="list-style-type: none"> <li>• Isolation e.g. confined to one room and denied social contact.</li> <li>• Showing lack of respect for the dependent person as an individual.</li> </ul>
Neglect or acts of omission by carers	<ul style="list-style-type: none"> <li>• Unkempt, unwashed, smell of urine /faeces.</li> <li>• Condition of environment is poor.</li> <li>• Physical condition of person poor, e.g. ulcers, pressure sores.</li> <li>• Clothing is inappropriate or in bad condition, e.g. unclean, wet.</li> <li>• Inadequate heating.</li> <li>• Inadequate lighting.</li> <li>• Failure to give prescribed medication.</li> <li>• Malnutrition, weight loss, dehydration.</li> <li>• Failure to access appropriate medical / social care.</li> <li>• Failure to ensure appropriate privacy and dignity.</li> <li>• Inconsistent or reluctant contact with health or social agencies.</li> <li>• Refusal of access to callers/visitors.</li> <li>• Failure to engage in social interaction.</li> <li>• Sensory deprivation, not allowed access to hearing aid, glasses.</li> <li>• Absence of mobility aids.</li> </ul>
Discriminatory Abuse	<ul style="list-style-type: none"> <li>• Signs of a sub-standard service offered to an individual.</li> <li>• Repeated exclusion from rights afforded to citizens e.g. health, education, employment.</li> <li>• Reluctance to go out, refusing to go to places previously visited.</li> <li>• Withdrawn.</li> <li>• Fear and anxiety.</li> <li>• Crying.</li> <li>• Anger.</li> <li>• Questioning self.</li> <li>• Lack of respect shown to an individual.</li> </ul>
Organisational Abuse	<ul style="list-style-type: none"> <li>• Lack of choice and consultation e.g. choice of food, bedtimes.</li> </ul>

	<ul style="list-style-type: none"> <li>• Lack of respect shown to vulnerable adult.</li> <li>• Controlling relationships – minimal interaction between workers and service users.</li> <li>• Inappropriate or poor care.</li> <li>• Failure to ensure privacy and dignity.</li> <li>• Lack of personal clothing and belongings.</li> <li>• Poor quality environment.</li> <li>• Sensory deprivation and lack of organised activities.</li> <li>• Denial of visitors and phone calls.</li> <li>• Misuse of medication.</li> <li>• Inappropriate use of restraint.</li> <li>• Restricted access to toilet, bathing, drinks or snacks.</li> <li>• Restricted access to medical or social care.</li> <li>• Lack of appropriate resources.</li> <li>• Poor staffing.</li> <li>• Inadequate policies and procedures.</li> <li>• Management acceptance.</li> <li>• Rigid routines and regimes.</li> </ul>
Self-Neglect	<ul style="list-style-type: none"> <li>• Health indicators which apply when there is no reasonable explanation, e.g. attributable to a person's medical condition: weight loss, incontinence, infected sores, skin integrity compromised, missed appointments, failure to follow treatment plans, repeated injuries as a result of falls or other accidents.</li> <li>• Environmental indicators: using unsafe electrical appliances, alerts raised by Fire &amp; Rescue Service, extreme clutter, windows/locks broken, no heating, water or electricity, little or no sign of food in the home, infestations.</li> </ul>

6.6 The responsibility of the employee, Member, contractor or volunteer is to ensure that if they have concerns about the welfare of a child, young person or vulnerable adult they should report it and must **never** assume that others will do so.



## **7 Process and Procedures**

- 7.1 The process and procedures for dealing with cases of abuse or suspected abuse are set out at **Appendix I**.

## **8 Information Sharing and Confidentiality**

- 8.1 The legal principle that 'the welfare of the child is paramount' means that the considerations of confidentiality that might apply to other situations within the City Council should not be allowed to override the right of the child to be protected from harm. The same principle applies to vulnerable adults. See also Overarching Policy Statement (paragraph 12) and **Appendix H**.

DRAFT

DRAFT



# DOMESTIC VIOLENCE AND ABUSE

<b>Revision Date</b>	<b>September 2016</b>
<b>Review Date</b>	<b>September 2017</b>

## Contents

- 1 Introduction**
- 2 Winchester City Council's Commitment**
- 3 Aims of the Policy**
- 4 Definitions**
- 5 Making the links between Adult and Children's Safeguarding and Domestic Abuse**
- 6 Types of Domestic Abuse**
- 7 Indicators of Domestic Abuse**
- 8 Process and Procedures**

### Appendices

- A 'Honour' Based Violence, Forced Marriage and Female Genital Mutilation - Hampshire, Portsmouth, Southampton and Isle of Wight multi-agency guidance document**
- B Guidance on how to respond to a disclosure of domestic abuse**

## **1 Introduction**

- 1.1 Domestic violence and abuse (DVA) is a serious and widespread problem. It happens in all kinds of relationships, regardless of race, culture, nationality, religion, sexuality, disability, age, socio-economic circumstances, class or educational level. It is most often perpetrated by men, but may also be perpetrated by women and between gay and lesbian partners as well as heterosexual partners. There are some instances where a family can join together in abusing a victim. Violence and abuse can also be carried out by an offspring who assumes the role of the abuser and physically hurts the parent who becomes the victim. This policy is intended to cover all such instances and will be supported by the Council's Safeguarding policy.
- 1.2 Although the majority of victims are women and the majority of perpetrators are men, men can be victims too and women can be perpetrators. It can be committed by a partner or ex-partner, or a family member, in an existing or a previous relationship.
- 1.3 DVA is still a hidden issue in our society and measuring the true scale of the problem is difficult to assess. The most reliable estimates come from the Crime Survey of England and Wales (CSEW) and latest figures show that this is a significant issue with 7% of women and 4% of men estimated to have experienced domestic abuse, equivalent to around 1.2 million female and 700,000 male victims. Overall, 30.0% of women and 16.3% of men have experienced any domestic abuse since the age of 16, equivalent to around 4.9 million female and 2.7 million male victims<sup>1</sup>.
- 1.4 Teenagers also experience high levels of relationship abuse. The 2011/12 Crime Survey for England and Wales found that young people aged 16 to 19 were more likely to suffer partner abuse in the last year than any other age range<sup>2</sup>.

## **2 Winchester City Council's Commitment**

- 2.1 Winchester City Council (WCC) recognises that we all have a responsibility to help protect people from DVA, prevent it if possible, help victims to obtain help and support, and bring perpetrators to justice. The aim of this document is to help everyone (employees, Members, contractors and volunteers) who has contact with customers to recognise the signs of DVA and outline the practices and process that must be followed when DVA is suspected, witnessed or disclosed.

---

<sup>1</sup> Office for National Statistics, Crime Statistics, Focus on Violent Crime and Sexual Offences, 2012/13, February 2014.

<sup>2</sup> The 2011/12 Crime Survey for England and Wales asked 11,000 people in England and Wales aged 16 to 59 questions on intimate violence via a self-completion module. Estimates from this survey showed that women between the ages of 16 and 19 were more likely to have been the victim of domestic abuse in the last year than any other age groups.

2.2 WCC will work in partnership with the following statutory bodies and lead agencies in delivering this policy:

- **The Hampshire Domestic Abuse Partnership (HDAP)** is made up of a variety of agencies, both statutory and voluntary, working together to tackle the issue of domestic abuse.
- **The Hampshire Domestic Abuse Steering Group** delivers domestic abuse services across Hampshire.
- **The Integrated Domestic Abuse Service for Hampshire (IDASH)** provides a range of support services for victims and survivors of domestic abuse.
- **Multi-Agency Risk Assessment Conference (MARAC)** where the police and partner agencies co-ordinate their approaches to protect and reduce the risks for high risk victims.

### 3 Aims of the Policy

3.1 In addition to the aims set out in the overarching policy statement (Section 1), the aims of this policy are:

- **Prevention** – raising awareness of the impact of domestic abuse on adults and children
- **Early intervention** – promoting early disclosure of abuse through ensuring staff, Members, contractors and volunteers are appropriately skilled to respond safely
- **Effective support** – providing or signposting/referring to a range of dedicated services accessible to all groups within our community
- **Risk management and enforcement** – implementing risk management and civil and criminal justice processes and holding perpetrators to account

### 4 Definitions

4.1 The Government definition of domestic violence and abuse is:

Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members<sup>3</sup> regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse:

- Psychological
- Physical
- Sexual
- Financial

---

<sup>3</sup>Family members are: mother, father, son, daughter, brother, sister & grandparents; directly-related, in-laws or step-family.

- emotional
- 4.2 Controlling behaviour is: a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.
- 4.3 Coercive behaviour is: an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.<sup>4</sup>
- 4.4 The Government definition, which is not a legal definition, includes so called 'honour' based violence, female genital mutilation (FGM) and forced marriage, and is clear that victims are not confined to one gender or ethnic group.
- 4.5 It has been widely understood for some time that coercive control is a core part of domestic violence. As such the extension does not represent a fundamental change in the definition. However it does highlight the importance of recognising coercive control as a complex pattern of overlapping and repeated abuse perpetrated within a context of power and control.
- 4.6 Without the inclusion of coercive control in the definition of domestic violence and abuse, there may be occasions where domestic violence and abuse could be regarded as an isolated incident. As a result, it may be unclear to victims what counts as domestic violence and abuse – for example, it may be thought to include physical violence only. We know that the first incident reported to the police or other agencies is rarely the first incident to occur; often people have been subject to violence and abuse on multiple occasions before they seek help.
- 4.7 The terms 'domestic violence' and 'domestic abuse' are often used interchangeably, but in this document 'domestic abuse' is used as it is felt to be a more inclusive way to describe a range of behaviours, which include violence as well as all other forms of abuse.
- 4.8 The definition of domestic abuse is informed by research evidence and Home Office that domestic abuse:
- is not a family argument or conflict between parents
  - is a pattern of coercive behaviour used by one person to establish and maintain power and control over another
  - is mainly perpetrated by men against women partners and women tend to experience more serious and fatal injuries and more repeat incidents of domestic abuse

---

<sup>4</sup> Home Office (2013) Guidance: Domestic Violence And Abuse. Available from: <https://www.gov.uk/domestic-violence-and-abuse>

- may also be perpetrated by women against male partners and can occur in same sex and transgender relationships (LGBT)

4.9 Family members within and between the generations may also perpetrate domestic abuse (family and inter-generational abuse). It includes abuse of the elderly and in specific minority ethnic communities it includes 'forced' marriage, female genital mutilation and so-called 'honour' based crimes and deaths. More focus needs to be given to family and intergenerational abuse and the way in which it may be different from partner violence, for example if the perpetrator is the victim's (adult) sibling, child, or grandchild. Abuse of an adult or child may also be used by a perpetrator to exercise control over their victim.

## 5 Making the links between Adult and Children's Safeguarding and Domestic Abuse

5.1 A significant proportion of people who need adult safeguarding support do so because they are experiencing domestic abuse.<sup>5</sup> Domestic violence is a category of abuse included in the Care Act 2014. For those adults who are victims of domestic abuse and where safeguarding duties apply, the Council's Safeguarding Policy must also be followed.

5.2 Exposure to domestic abuse is always abusive to children. Section 120 of the Adoption and Children Act 2002 clarifies the definition of significant harm (as outline in the Children Act 1989) as 'any impairment of the child's health or development as a result of witnessing the ill-treatment of another person, such as domestic violence'.<sup>6</sup> This means that where adult safeguarding and domestic abuse are being addressed and children are involved or present, professionals have a duty to refer to children's services as set out under the Council's Safeguarding Policy.

## 6 Types of Domestic Abuse

6.1 Remember, it is **not** the responsibility of employees, Members, contractors or volunteers to decide whether domestic violence and abuse has taken place or if a child, young person or vulnerable adult is at significant risk; they do however have a responsibility to act if they have any concerns.

6.2 This section provides greater detail of the different forms of domestic abuse, how to recognise the signs and signals and what you must do. The main forms of abuse are:

<sup>5</sup> Local Government Association Guidance (2015): Adult Safeguarding and Domestic Abuse

<sup>6</sup> The full text of the Act is available at <http://www.legislation.gov.uk/ukpga/2002/38/contents>



- **Psychological/Emotional** - can be verbal or nonverbal. Its aim is to chip away at the confidence and independence of victims with the intention of making her compliant and limiting her ability to leave. Emotional abuse includes verbal abuse such as yelling, name-calling, blaming and shaming. Isolation, intimidation, threats of violence and controlling behaviour.
- **Physical** - there are a broad range of behaviours that come under the heading of physical abuse including actions such as punching; slapping; hitting; biting; pinching; kicking; pulling hair out; pushing; shoving; burning and strangling. It should be noted that strangulation is the most common method of intimate partner homicide.
- **Sexual** - rape and sexual abuse is common in abusive relationships because a women's right to consent is likely to be ignored. In fact evidence suggests that 45% of all rape is committed by current partners and these incidents are less likely to come to the attention of the police than those committed by strangers . Any situation in which an individual is forced to participate in unwanted, unsafe or degrading sexual activity is sexual abuse.
- **Financial** - economic or financial abuse aims to limit a victim's ability to access help. Tactics may include controlling the finances; withholding money or credit cards; making someone unreasonably account for money spent/petrol used; exploiting assets; withholding basic necessities; preventing someone from working; deliberately running up debts; forcing someone to work against their will and sabotaging someone's jobs.
- **Controlling behaviour** - is a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.
- **Coercive behaviour** - is an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.
- **Honour' based violence (HBV)** - is a form of domestic abuse which is perpetrated in the name of so called 'honour'. The honour code which it

refers to is set at the discretion of male relatives and women who do not abide by the 'rules' are then punished for bringing shame on the family. Infringements may include a woman having a boyfriend; rejecting a forced marriage; pregnancy outside of marriage; interfaith relationships; seeking divorce, inappropriate dress or make-up and even kissing in a public place. HBV can exist in any culture or community where males are in position to establish and enforce women's conduct, examples include: Turkish; Kurdish; Afghani; South Asian; African; Middle Eastern; South and Eastern European; Gypsy and the travelling community (this is not an exhaustive list). Males can also be victims, sometimes as a consequence of a relationship which is deemed to be inappropriate, if they are gay, have a disability or if they have assisted a victim. This is not a crime which is perpetrated by men only, sometimes female relatives will support, incite or assist. It is also not unusual for younger relatives to be selected to undertake the abuse as a way to protect senior members of the family. Sometimes contract killers and bounty hunters will also be employed.

- **Forced marriage** - is a marriage that is performed under duress and without the full and informed consent or free will of both parties. Victims of forced marriage may be the subject of physical violence, rape, abduction, false imprisonment, enslavement, emotional abuse, and murder. It is important not to confuse 'forced' marriage with 'arranged' marriage. In the instance of an 'arranged' marriage both parties freely consent.
- **Female genital mutilation (FGM)** - sometimes referred to as female circumcision, involves females, usually under the age of 16, undergoing procedures wrongly believed to ensure their chastity and marital fidelity. Health professionals are often best placed to identify women who have experienced FGM. The procedure can range from impairment to complete removal of the labia and clitoris. This is often done without the young women's consent, anaesthetic or with regard for infection. It is estimated that every year two million women will undergo genital mutilation. FGM occurs in parts of Africa, the Middle East, Indonesia, Malaysia, Pakistan and Iraq. Many girls living in Britain will be affected as they are taken from their homes to other countries to undergo this procedure. This practice is against the law under the Female Genital Mutilation Act (2003) even if the procedure is undertaken abroad.

More detailed guidance on 'Honour' Based Violence, Forced Marriage and Female Genital Mutilation can be found in the Hampshire, Portsmouth, Southampton and Isle of Wight multi-agency guidance document in **Appendix A** of this document<sup>7</sup>.

## 7 Indicators of Domestic Abuse

7.1 The following lists give examples of the signs that may indicate different kinds of domestic abuse. They are not exhaustive lists.

### • Physical abuse signs

- A history of unexplained falls or minor injuries
- Bruising in well protected areas, or clustered from repeated striking
- Finger marks
- Burns of unusual location or type
- Injuries found at different states of healing
- Injury shape similar to an object
- Injuries to head/face/scalp
- History of GP or agency hopping, or reluctance to seek help
- Accounts which vary with time or are inconsistent with physical evidence
- Weight loss due to malnutrition, or rapid weight gain
- Ulcers, bed sores and being left in wet clothing
- Drowsiness due to too much medication, or lack of medication causing recurring crises/hospital admissions

Note: Some ageing processes and illnesses can cause changes which are hard to distinguish from some aspects of physical assault e.g. skin bruising can occur very easily due to blood vessels becoming fragile.

### • Sexual abuse signs

- Disclosure or partial disclosure (use of phrases such as 'It's a secret')
- Medical problems, e.g. Genital infections, pregnancy, difficulty walking or sitting
- Disturbed behaviour e.g. depression, sudden withdrawal from activities, loss of previous skills, sleeplessness or nightmares, self-injury, showing fear or aggression to one particular person, repeated or excessive masturbation, inappropriately seductive behaviour, loss of appetite or difficulty in keeping food down.

---

<sup>7</sup> Pan Hampshire Domestic Abuse Management Group & Honour Based Violence Strategic Action Group

- Behaviour of others towards a particular individual.
- Circumstances – e.g. two service users found in a toilet area, one in a distressed state.
  
- **Psychological/emotional signs**
  - Isolation
  - Unkempt, unwashed, smell
  - Over meticulous
  - Inappropriately dressed
  - Withdrawn, agitated, anxious, not wanting to be touched
  - Change in appetite or eating habits
  - Insomnia, or need for excessive sleep
  - Tearfulness
  - Unexplained paranoia, or excessive fears
  - Low self esteem
  - Confusion

Note: Some of these signs may have other causes such as mental illness or dementia.
  
- **Neglect signs**
  - Physical condition poor
  - Clothing in poor condition
  - Inadequate diet
  - Untreated injuries or medical problems
  - Failure to be given prescribed medication
  - Poor personal hygiene
  
- **Financial or material signs**
  - Unexplained or sudden inability to pay bills
  - Unexplained or sudden withdrawal of money from accounts
  - Disparity between assets and satisfactory living conditions
  - Extraordinary interest by family members and other people in the person's assets
  
- **Other signs of abuse**
  - Sensory deprivation e.g. removal or hiding of spectacles or hearing aid
  - Denial of visitors or phone calls
  - Failure to ensure privacy or personal dignity

- Lack of flexibility or choice e.g. bedtimes, choice of food
- Restricted access to toilet or bathing facilities
- Lack of personal clothing or possessions
- Controlling relationships between individuals

## 8 Process and Procedures

8.1 You may suspect domestic abuse because:

- You have general concerns about someone's well being
- You see or hear about something which could be domestic abuse
- Someone tells you something has happened or is happening to them, which could be domestic abuse

8.2 **Remember** it is not your role to investigate any concerns you may have. It is your role to pass on any concerns you may have.

8.3 **The one chance rule:** A potential victim may only have one chance to ask for your help. You may only have one chance to provide help. It is important to get it right on the first occasion.

8.4 You should **never** assume that someone else will recognise and report what you have seen or heard.

8.5 It can be difficult if the allegation is about a colleague or it is difficult to believe what you have heard – but you **must** still report any alleged domestic abuse, or concerns that you have.

8.6 If you think that your line manager is involved in the abuse, does not take what you say seriously, you **must** contact Human Resources and/or Hampshire County Council Adult Services &/or Children Services.

8.7 The process and procedures for dealing with cases of domestic violence and abuse or suspected cases are set out at **Appendix I** of the WCC Overarching Policy Statement (Section 1).

8.8 Further guidance on good practice on how to respond to a disclosure of domestic abuse is contained in **Appendix B** of this document.



# WINCHESTER PREVENT POLICY & PROCEDURE

Revision Date	September 2016
Review Date	September 2017

# Winchester PREVENT Policy and Procedure

## POLICY:

### 1.0 Introduction

- 1.1 The duty related to the Counter Terrorism and Security Act 2015 came into force in July 2015. It places a duty on specified authorities (amongst others it includes County/Districts/Boroughs) to have due regard to 'Prevent' and place appropriate weight on the need to prevent people from being drawn into terrorism<sup>1</sup>.
- 1.2 The Prevent strategy aims to respond to the ideological challenge of terrorism and those who promote it, prevent people from being drawn into terrorism, and work within a multi-agency partnership environment to reduce the risks associated to radicalisation.
- 1.3 This area of Prevent will build upon Channel<sup>2</sup>, the existing multi-agency programme to identify and provide support to people at risk of radicalisation. The programme will address the risks from all forms of terrorism. They must draw on the expertise of policing, local authorities and community organisations.
- 1.4 The overall framework within the Prevent strategy specifically requires specified authorities to:
- respond to the **ideological challenge** of terrorism and the threat we face from those who promote it;
  - **prevent people from being drawn into terrorism** and ensure that they are given appropriate advice and support; and
  - work with a variety of **sectors and institutions** where there are risks of radicalisation which we need to address.

### 2.0 Definition

- 2.1 Extremism – an extremist is a person who holds extreme political or religious views which they may use to justify actions which violate common moral standards. Violent extremism occurs when radical and/or extreme beliefs lead an individual or group of people to commit an act of violence. In the context of the Prevent agenda this could be a large scale attack such as 9/11 twin towers or the 7/7 bombings.
- 2.3 Radicalisation – comes in many forms, it doesn't only relate to terrorist organisations such as those operating in Syria and Iraq, for example it also relates to those associated with 'extreme right' groups. Radicalisation is the process by which an

<sup>1</sup> Prevent guidance – <https://www.gov.uk/government/publications/prevent-duty-guidance>

<sup>2</sup> Channel – a statutory group with a defined membership which undertakes a multi-agency approach to protect people at risk of radicalisation. The group identify individuals being drawn into terrorism, assess the extent of that risk and develop appropriate support plan for the individual concerned. Risk is a theme that runs throughout the Channel process e.g. risk to the individual, risk to the public, risk to statutory partners and intervention providers.

individual's religious or political views are changed, so that they change their beliefs from moderate to extreme.

### **3.0 Policy Links**

**3.1** The City Council will review current policy and Strategy in order to ensure that Prevent is embedded in corporate documents as appropriate.

**3.2** This policy should also be used in conjunction with or in support of the following:

- All the usual corporate policies e.g. I.T, Delegated Authority, Equality, Data Protection, recruitment and selection etc.
- Hampshire and Isle of Wight Prevent Board Strategy and Action Plan 2015-17.

### **4. Duty Lead**

**4.1** In two tier areas, County, Districts and Boroughs will need to make proportionate arrangements for sharing the assessment of risk and agreeing local Prevent action plans which incorporate intervention for those at risk of radicalisation and disruption for those who intend to present as extremist speakers.

**4.2** Across Hampshire & the Isle of Wight (IoW), a multi-agency PREVENT Board has been set up to oversee, coordinate and monitor PREVENT work being delivered both at a County and local level.

**4.3** The PREVENT Board is chaired by HCC. The Board has a number of objectives and responsibilities which can be found in the County PREVENT Strategy. However the group predominately aims to provide leadership and direction across the area on PREVENT issues including the development and publication of the local strategy and action plan.

### **5. WCC Responsibility & Role**

**5.1** In the exercise of its function the City Council will work in partnership with other agencies to deliver the following actions:

- Ensure ALL staff receive Channel awareness e-learning package and role out WRAP<sup>3</sup> training to frontline officers
- Ensure there are clear reporting pathways for staff and associates of the City Council in relation to reporting those at risk of becoming radicalised.
- Put in place a local action plan that delivers against the Hampshire Prevent Plan.
- Nominate a Council Officer to attend case management meetings, liaise with other authorities, a Single Point of Contact to the Home Office and advisory to the Leader and Chief Executive of the City Council in terms of risk and immediate threat.
- Update policy & procedure to take account of change in legislation, delegated authority, risk and process e.g. IT lockdown, intruder in the building.

---

<sup>3</sup> Workshop to Raise Awareness of Prevent (WRAP) – an introductory workshop about supporting and protecting people that might be susceptible to radicalisation and ensuring that individuals and communities have the resilience to resist violent extremism.



- Coordinate activity associated with the discharge of the duty e.g. Community Safety Team.

## 6. WCC Officer Roles

- 6.1** In the discharge of the Prevent duty there is a requirement to ensure that ALL staff are informed of the fundamental principles behind the Prevent legislation. Levels of accountability will be varied but the principle remains the same and that is to reduce the risks associated with terrorism and extremism.
- 6.2** ALL Officers and Members are responsible for discharging the Council's Prevent duty and will take responsibility for the following actions:
- Completing the e-learning module and if appropriate WRAP Training
  - Ensuring they are conversant with the Council's reporting/nomination process and aware of the risks associated with radicalisation
  - Reporting safeguard concerns about those they believe are a risk of radicalisation.

## PROCEDURE:

### 1. Record Keeping

- 1.1** When information is shared it is important that the following details are recorded:
- What you have shared and the date you shared
  - Who you have shared the information with (name, officer title and name of organisation) it may be more than one person so all must be noted
  - The justification for sharing and how the information will be used
- 1.2** In addition to completing the on-line safeguarding form (see 2.4 and 2.6) a note of the discussion/audit trail of events or concerns should be kept in a secure environment until such times as you are told that the case has been closed or lead/responsibility has been taken over by another authority/organisation e.g. MASH (Multi-Agency Safeguarding Hub) or Channel Panel.
- 1.3** Counter Terrorism Local Profiles and Action Plans (CTLP) –
- A full briefing document will be sent via an annual Chief Executive meeting with PREVENT Police leads.
  - A summary document of the CTLP will be sent to the CSP Managers to inform any local action required.
- 1.4** Storing of information, CTLP documents and the CX briefings will need to be kept in an electronic secure location e.g. locked down files.
- 1.5** All CTLP related paper documents must be scanned and filed as secure locked down electronic files.

## 2. Reporting – Sharing Information

- 2.1 Staff are duty bound to report any safeguarding concerns that they identify whilst conducting City Council business which includes issues related to the PREVENT agenda.
- 2.2 If a Safeguarding concern related to PREVENT is identified it should be considered as a safeguarding issue and any action undertaken should be undertaken in conjunction with the guidance from within the corporate policy e.g. use of the safeguarding incident report form (City-Net forms portal).
- 2.3 Consideration should always be given to safety and wellbeing, so it may help if you base your information sharing decisions on the safety and wellbeing of the person and others who may be affected by their actions.
- 2.4 If in doubt seek advice from your immediate line manager or SPOC (Single Point Of Contact) within your service, you don't necessarily have to identify the individual.
- 2.5 The safeguarding incident form should be completed on-line in order to help provide an audit trail of the referral.
- 2.6 The Safeguarding Incident Form **should** be sent to HR as soon as practically possible unless there is an immediate threat to life in which case a 999 call may be required.
- 2.7 In the case of PREVENT the Head of Community Safety is the SPOC for the City Council so should be copied into any completed safeguarding forms so that she can support the referral process to Channel if appropriate.
- 2.8 The Data Protection Act 1998, Schedule 2 (4) permits the sharing of personal information if it is necessary to protect the vital interests of the person/s.<sup>4</sup>
- 2.9 Remember that the Data Protection Act is not a barrier to sharing information it provides a framework to ensure that personal information about living persons is shared appropriately. Whilst one should operate in accordance with the legislation, it's important to take into account that when it comes to safeguarding it's more about **'how'** to share rather than should you share.

## 3. Referral/Channel Panel

- 3.1 The Channel Panel process is essentially a safeguarding programme aimed at supporting individuals identified as vulnerable to being drawn into violent extremism or terrorist related activity.

Channel draws on existing collaboration between local authorities, the police, statutory partners and the local community and has three objectives:

- Identify individuals at risk of being drawn into radical extremism

---

<sup>4</sup> Information Sharing Protocol – Please refer to the corporate safeguarding & information sharing guidance within the safeguarding policy which outlines the 7 golden rules for information sharing.

- Assess the nature and extent of the risk
  - Develop the most appropriate support for the individuals concerned
- 3.2** All staff are duty bound to make appropriate referrals and that may include a referral to Channel panel via your SPOC (Single Point OF Contact) or directly via the MASH process.
- 3.3** WCC will ensure that the Channel process is supported by the appropriate expertise as is the statutory duty in this legislation. As a result the Head of Community Safety will be invited to represent Winchester as appropriate.
- 3.4** Page 6 of the Prevent Board Strategy illustrates the Channel Panel process (see footnote 1). Appendix 1 attached to this document is the City Council’s internal flow chart which outlines the process leading up to the progression of a Channel referral.
- 3.5** All PREVENT related concerns will go to the MASH for agreement as to whether a case should be referred on to Channel Panel or sent back to be dealt with at a local level<sup>5</sup>. However there is an opportunity to seek their advice by contacting the MASH team to discuss a specific case using the following number for the Hampshire and IOW MASH **01329 316113** or you can email their generic email address: [hampshire.MASH.admin@hampshire.pnn.police.uk](mailto:hampshire.MASH.admin@hampshire.pnn.police.uk). Please note: they will only accept information via a secure email address.
- 3.6** In all cases of PREVENT related issues you should ensure that the Head of Community Safety is copied in.
- 3.7** In the absence of the Head of Community Safety a copy should be sent to the Community Safety Team within the City Council.

---

<sup>5</sup> MASH Referral – The multi-agency safe guarding hub is a ‘one stop’ office whereby decisions about referrals can be agreed at a multi-agency level e.g. Adult/Children’s Services, Health representatives etc.



# **WINCHESTER MET POLICY & PROCEDURE**

## **Missing, Exploited, Trafficked - Including Child Sexual Exploitation (CSE)**

Revision Date	September 2016
Review Date	September 2017

# Winchester MET Policy and Procedure

## Missing, Exploited, Trafficked - Including Child Sexual Exploitation (CSE)

### Introduction

It is our collective responsibility to identify those at risk of going missing and of being exploited including sexually exploited and/or being trafficked and to safeguard them from further risk of harm. The three issues are likely to appear together in day to day practice and this document serves as a single resource to guide practitioners.<sup>11</sup>

It aims to help practitioners recognise the signs that people may be at risk of this type of abuse or are being abused and outline the processes that should take place to safeguard and promote the welfare of children, young people and vulnerable adults when officers have concerns.

This document covers the following:

- **Missing**
- **Sexual exploitation** including child sexual exploitation (CSE)
- **Modern slavery** which has various forms as follows:
  - **Trafficking**
  - Forced labour
  - Exploitation
  - Domestic servitude
  - Organ harvesting
  - Forced criminality

It's worth bearing in mind that victims are often unwilling to come forward to law enforcement or public protection agencies, not seeing themselves as victims, or fearing further reprisals from their abusers. In particular, there may be particular social and cultural barriers to men identifying themselves as victims. Also victims may not always be recognised as victims of modern slavery by those who come into contact with them.<sup>12</sup>

**Legislation / duty** – Modern Slavery Act 2015, Sexual Offences Act 2003

From 1 November 2015 under the Modern Slavery Act, public authorities including the police, local authorities and the National Crime Agency have a legal duty to notify the Home Office when they encounter a potential victim of modern slavery, including human trafficking.<sup>16</sup>

### Links with other Policies/Documents

- WCC Child Safeguarding Policy & Procedure
- WCC Domestic Abuse Policy & Procedure
- Hampshire, Isle of Wight, Portsmouth & Southampton 4LSCB - Missing, Exploited and Trafficked Children Protocol – Dec 2013
- 4 LSCB Safeguarding Procedures, Chapter 3 (Managing Individual Cases where there are Concerns about a Child's Safety and Welfare).
- Sexual Crime Strategy – Due to be published in Autumn 2015 by OPCC

## Definition

- **Missing**

Governmental guidance describes a young runaway or a missing child as ‘children and young people up to the age of 18 who have run away from their home or care placement, have been forced to leave, or whose whereabouts is unknown’<sup>1</sup>.

However, it is important to be aware that within Hampshire Constabulary not all children reported to the police as missing will be recognised as such. There are 2 category definitions used by the Police:

- **ABSENT:** A person is not at a place where they are required or expected to be. The level of risk is assessed as no risk or tolerable risk.
- **MISSING:** Anyone whose whereabouts cannot be established and where circumstances are out of character, or the context suggests the person may be the subject of crime, or they may be a risk themselves or others. Risk will be assessed as medium or high.

- **Sexual exploitation**<sup>13</sup>

Sexual exploitation involves any non-consensual or abusive sexual acts performed without a victim’s permission. This includes prostitution, escort work and pornography. Women, men and children of both sexes can be victims. Many will have been deceived with promises of a better life and then controlled through violence and abuse.

- **Child Sexual Exploitation**

“Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive ‘something’ (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities.

Child sexual exploitation can occur through the use of technology without the child’s immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources.

Violence, coercion and intimidation are common, Involvement in exploitative relationships being characterised in the main by the child or young person’s limited availability of choice resulting from their social/economic and/or emotional vulnerability”<sup>2</sup>.

The guidance applies to male and female children up to the age of 18 years irrespective of whether they are living independently, at home, with carers, or in a residential setting.

- **Modern slavery**

Modern slavery, in particular human trafficking, is an international problem and victims come from all walks of life. Victims may have entered the United Kingdom legally, on forged documentation or clandestinely, or they may be British citizens living in United Kingdom. Modern slavery takes a number of different forms, including sexual exploitation, forced labour and domestic servitude.<sup>12 & 18</sup>

- **Trafficked**

Human trafficking is defined by the UNHCR<sup>3</sup> as a process that is a combination of three basic components (the Palermo Protocol<sup>15</sup>):

- Movement (including within the UK);
- Control, through harm / threat of harm or fraud;
- For the purpose of exploitation

The National Crime Agency<sup>13</sup> presents the broad categories of exploitation linked to human trafficking as:

- Sexual Exploitation (see above)
- Forced labour
- Domestic Servitude
- Organ harvesting
- Child trafficking

- **Child trafficking**

Children are particularly vulnerable to exploitation by individual traffickers and organised crime groups. They can be deliberately targeted by crime groups, or ruthlessly exploited by the people who should protect them. About a quarter of the victims referred to the UKHTC are children. Common countries of origin include Vietnam, Nigeria, Romania, Slovakia and the UK.<sup>13</sup>

Children are a special case for whom there are only two components – movement and exploitation. **Any child transported for exploitative reasons is considered to be a trafficking victim** – whether or not s/he has been deceived, because it is not considered possible for children to give informed consent. Even when a child understands what has happened, they may still appear to submit willingly to what they believe to be the will of their parents or accompanying adults.

**Internal Trafficking** – refers to the organised movement of local children for the purpose of sexual exploitation. It usually involves a group of abusers targeting vulnerable children, including, but not confined to, those who are looked after. This would include children being moved within districts in Hampshire as well as those children being taken out of Hampshire.

- **Forced labour**

The International Labour Organisation (ILO) define forced work as: '*All work or service which is exacted from any person under the menace of any penalty and for which the person has not offered himself voluntarily*'.<sup>18</sup>

Forced labour involves victims being compelled to work very long hours, often in hard conditions, and to hand over the majority if not all of their wages to their traffickers. Forced labour crucially implies the use of coercion and lack of freedom or choice for the victim. In many cases victims are subjected to verbal threats or violence to achieve compliance.<sup>13</sup>

- **Domestic servitude**

Domestic servitude involves the victim being forced to work in private households. Their movement will often be restricted and they will be forced to perform household tasks such as child care and house-keeping over long hours and for little if any pay.<sup>13</sup>

- **Organ harvesting**

Organ harvesting involves trafficking people in order to use their internal organs for transplant. The illegal trade is dominated by kidneys, which are in the greatest

demand. These are the only major organs that can be wholly transplanted with relatively few risks to the life of the donor.<sup>13</sup>

- **Forced Criminality**

Forced criminality is understood as the exploitation of a person to commit:

- Shop lifting
- Pick pocketing
- Begging
- Cannabis Cultivation
- Illegally working
- Sham marriage

## Lead Agencies

- **Hampshire MET** – Strategic multi agency group (a sub group of the Hampshire Safeguarding Children Board) responsible for:
  - Hampshire MET **Strategy and Action plan**
  - Roll out of the Sexual Exploitation Risk Assessment Framework form (**SERAF**) for **all** agencies to use.
- **Operational MET (OP MET)** – Multiagency group at which children & young people deemed at risk are discussed and risk assessment level agreed.
- **Multi Agency Safeguarding Hub (MASH)** – work to offer the right service to the right children
- **Children’s Reception Team (CRT)** – screen all referrals aged 10+ for CSE
- **Willow Team** – specialist multiagency MET Team – CSD, Police, Health and Barnardo’s, work with children who are medium to high risk of CSE, Missing and Trafficking. Operate a professional advice line – 023 80 664 789.
- **CEOP** – Child Exploitation and Online Protection Centre – lead the national safeguarding work to prevent the sexual abuse of children across the UK.

## Role & Duty of Winchester City Council

- **Identify a lead officer** for missing, exploited and trafficked children. In addition, each team or service etc. should identify a lead practitioner or manager for these issues.

These lead individuals should have, or develop, a level of expertise. They should be able to advise within their organisation on identifying and referring a child at risk and how their organisation can contribute to risk reduction work and a safeguarding plan.

- **Raise awareness** through roll out of Child Sexual Exploitation E-Learning course.
- **Engage** in the wider MET Strategy.
- **Attendance at** –
  - **Multiagency groups** and boards as required, such as MASH, Early Help Hub,



- **Strategy Discussions** - to identify within core agencies intelligence that may identify vulnerabilities or risk indicators. A strategy discussion should take place in all cases where there is a reasonable cause to believe that the child is being exploited or trafficked. A child going missing is likely to trigger a strategy meeting where there are repeated episodes of going missing or particular risks identified such as the child or young person being at risk of violence, exploitation or contact with a sex offender.

The strategy discussion should share and discuss all information received/gathered, and decide on the next course of action within 24 hours or without delay if there is immediate concern for the child. The person making the referral should be informed of the outcome of the strategy discussion.

- **Multi-Agency Strategy Meetings** - which should always be convened for children at risk of or being trafficked or at moderate or significant risk of sexual exploitation and should be conducted as set out in 4 LSCB Procedures (3.3.3).
- **OPCC Sexual Crime Strategy/Project Steering Group**
- **Housing/placements** - The Council's Private Rented Sector has enforcement powers to tackle rogue landlords and identify anyone at risk of exploitation and/or trafficking living in unsuitable private rented sector accommodation. The Housing Options team have a duty to provide housing advice and assistance to all households homeless or threatened with homelessness. Assistance will include an offer of safe emergency accommodation for known victims of exploitation and/or trafficking.
- **Gathering and recording information/evidence** to support the police and criminal justice agencies identify, disrupt and prosecute perpetrators. (see FIB details on page 8)

## Responsibilities by officer

- **Lead Manager for MET** (missing/exploited and trafficked children)  
Overall Responsibility for collecting information to monitor prevalence, activity patterns and effectiveness of interventions for children in their area and for passing that information onto the LSCB.
- **MET Support Managers** for HR, Community Safety, Housing, Sport, Benefits, Environmental Health and Licensing Team (Taxis & Private Hire).  
Support Lead Manager in their role and responsibilities.
- Head of Community Safety & Neighbourhood Services Team – **WCC Rep on OPCC Sexual Crime Strategy/Project Steering Group**
- **Officers** working with young people - familiarise themselves with the signs that a young person is being exploited so they are able to identify issues early & share this information with colleagues/managers and/or professionals in other organisations.

## Guidance – Identification

This section is for practitioners who may become aware of people at risk; the Signs and signals to look out for, what you might see, how to identify people at risk.

While it will be necessary in some of the content below to highlight distinct issues for each area of concern, the overlap and interaction between them is inescapable and should always be borne in mind.<sup>11</sup>

- **Missing**<sup>11</sup>

Whilst children and young people go missing for a range of reasons, and for different lengths of time, there is always concern for a child/young person when they are not where they should be and it is essential that any response to a missing child is timely, effective and proportionate.

- Children living within the **local authority care system** - vulnerability to these risks are even greater and are disproportionately represented within the group of children known to be sexually exploited.
- Within the care system those living in **residential care homes** are at an even higher level of risk.
- Young people reported as **absent** as opposed to missing
- Not all children at risk of CSE go missing or absent. In such cases it will be other information about the young person, changes in their behaviour & presentation that will be the trigger for concern.
- Children and young people go missing for a number of **reasons**. A range of 'push' and 'pull' factors may be present:
  - Push factors:
    - Conflict with parents/carers
    - Feeling powerless
    - Being bullied/abused
    - Being unhappy/not being listened to
  - Pull factors:
    - Wanting to be with family/friends
    - Peer pressure
    - For those who have been trafficked into the United Kingdom as unaccompanied asylum seeking children there will be pressure to make contact with their trafficker
- **Sexual Exploitation**  
See Modern Slavery below.
- **Child Sexual Exploitation**  
Evidence gathered on CSE across the UK suggests that CSE often takes place 'off street', in private accommodation, hotels, or sauna/massage establishments. The hidden nature has a significant impact on the visibility of the problem. Disclosure of exploitation and violence is always difficult for children and young people. The associated grooming and priming processes executed by perpetrators and the abuse, act as additional barriers, which increase the fear for themselves and in some cases their families and make disclosure especially difficult.<sup>11</sup>

Typical vulnerabilities in children PRIOR to abuse<sup>8</sup>

- Living in chaotic or dysfunctional household (including parental substance use, domestic abuse, parental mental health issues, parental criminality)
- History of abuse (including child sexual abuse, risk of forced marriage, risk of 'honour' based violence, physical & emotional abuse & neglect)
- Recent bereavement or loss
- Gang association either through relatives, peers or intimate relationships
- Attending school with children who are sexually exploited
- Learning disabilities
- Unsure about their sexual orientation or unable to disclose sexual orientation to their families.
- Friends with young people who are sexually exploited
- Homeless
- Lacking friends from same age group

- Living in a gang neighbourhood
- Living in residential care
- Living in a hostel, bed and breakfast accommodation or in a foyer
- Low self esteem
- Young carer

Signs and behaviour in children already being sexually exploited<sup>8&5</sup>

- Going missing for periods of time from home or care, or regularly coming home late
- Physical injuries
- Drug or alcohol misuse
- Involvement in offending
- Repeated sexually transmitted infections, pregnancy and terminations
- Regularly missing or absent from school or education or not taking part in education
- Evidence of bullying and /or vulnerability through the Internet and/or social networking sites
- Having older boyfriends or girlfriends
- Estranged from their family
- Appearing with or receipt of unexplained gifts & new possessions from unknown sources
- Displaying inappropriate sexualised behaviour
- Associating with other young people involved in exploitation
- Recruiting others in to exploitative situations
- Mood swings or changes in emotional wellbeing;
- Poor mental health
- Self harm
- Thoughts of / or attempts at suicide

Evidence shows that any child displaying several vulnerabilities from the above lists should be considered at high risk of sexual exploitation. Professionals should immediately start an investigation to determine risk, along with preventative and protective action.<sup>9</sup>

Practitioners should also be aware that many children and young people who are victims of sexual exploitation do not recognise themselves as such.

- **Modern Slavery - Victims<sup>19</sup>**
  - **Physical appearance**
    - Victims are likely to show evidence of self harm or other forms of physical abuse or degradation
    - Victims trafficked for sexual exploitation may only show moderate signs of physical abuse as a result of an assault inflicted to reinforce their level of fear but not to prevent them working
    - Victims trafficked for sexual exploitation may be excessively made up and children dressed to make them look older
  - **Age**
    - Although victims are statistically more likely to be young adults, they can be any age
    - Younger and more elderly victims may be more vulnerable as a result of their physical and mental capabilities
    - Victims may be made to look older or younger, they may not act their age or give their real age when asked
    - Remember: under the Children Act 1989, people under 18-years-old are offered protection by Local Safeguarding Boards.
  - **Nationality**

- The trafficking of human beings happens throughout the world, across borders and within countries and therefore can include European and other foreign nationals, both legal and illegal immigrants, as well as British citizens
- Humans can be made vulnerable to trafficking through personal domestic circumstances such as homelessness, drug or alcohol misuse, as well as international conflicts such as war, political or financial instability, or natural or manmade disasters, that act as a catalyst for them wanting to leave or forcing them from their country of origin in order to find a place of safety
- Victims can come from any country across the world, including Britain and mainland Europe and not just poorer nations
- The greatest number of adult victims come to the UK from China, South East Asia and Eastern Europe
- Child victims are trafficked in greatest numbers from Vietnam, Nigeria, China and Eastern Europe
- **Demeanour**
  - Victims are likely to be frightened, appear uncomfortable and agitated in the surroundings
  - They may appear quiet, reserved or isolated from others around them
  - They are likely to be in fear of their captors or controllers even if they aren't present
  - They are likely to be in fear of the police and other officials; their mistrust will have been reinforced by their captors or controllers
  - They may have concerns about officials depending on their experience in their country of origin
  - They are likely to fear for their own safety and the safety of family and friends in their country of origin
  - They may be in fear of other people on the premises
  - Their captors or controllers may be with them exercising close, but not 'hands on' control
  - They may have succumbed to 'Stockholm Syndrome' where hostages sympathise with, or have positive feelings about, their captors
- **Language**
  - Victims trafficked from non-English speaking countries are likely to speak very little or no English
  - Anyone acting as an 'interpreter' may be involved
- **Possessions**
  - Victims are likely to have no personal or material possessions
  - They are unlikely to be in possession of their passport or any other identity documents
  - They may be in possession of forged identity documents which, in the case of a young person, may show them to be older than they are
- **Situational / environmental**
  - living and / or working at a location where intelligence suggests potential victims are held
  - living in 'degraded,' unsanitary or overcrowded conditions
  - poor health and hygiene (including poor dental hygiene and malnutrition)
  - injuries old and new, apparently as a result of assault or restraint or typical of certain jobs possibly due to lack of appropriate clothing or equipment
  - others speaking for the person with whom you are trying to talk to
  - others attempting to influence you or the people with whom you are trying to talk

- others trying to distract you from your enquiries
  - any evidence of control over movement either as an individual or a group including segregation
- **Modern Slavery - Offenders**<sup>19</sup>
  - People who commit human trafficking crimes are sometimes referred to as controllers
  - These are the people who will be in control of a victim or group of victims
  - There are very few common signs that denote someone is a controller
  - They may appear themselves as victims and make victims appear as controllers
  - They may have access to communications such as mobile phones or carry credit cards or cash
- **Modern Slavery - Location**<sup>19</sup>
  - Point of entry into the UK, e.g. customs, immigration, airports, ports
  - Petrol stations and motorway or arterial route services
  - Massage parlours and saunas
  - Brothels
  - Construction sites
  - Nail bars
  - Farms with seasonal workers
  - Restaurants (as workers)
  - Fast food outlets (as workers or purchasing food)
  - Car washes
  - Other companies with a manual workforce
  - Traveller encampments
  - Medical and health centres offering immediate access to health care (victims won't have access to services that require registration)
- **Forced Labour**

Manufacturing, entertainment, travel, farming and construction industries have been found to use forced labour by victims of human trafficking to some extent. There has been a marked increase in reported numbers in recent years. Often large numbers of people are housed in single dwellings and there is evidence of 'hot bunking', where a returning shift takes up the sleeping accommodation of those starting the next shift.<sup>13</sup>

The International Labour Organisation [ILO] has identified six elements which individually or collectively can indicate forced labour. These are:

- Threats or actual physical harm
- Restriction of movement and confinement to the workplace or to a limited area
- Debt-bondage
- Withholding of wages or excessive wage reductions that violate previously made agreements
- Retention of passports and identity documents (the workers can neither leave nor prove their identity status)
- Threat of denunciation to the authorities where the worker is of illegal status<sup>13</sup>

Signs to look out for include<sup>14</sup>:

- Heavy security personnel at a location like a factory, farm or construction site
- Barred windows, locked doors or electronic surveillance cameras
- People living and working at the same address
- Workers' driven in between premises
- People working in cramped and/or overcrowded conditions
- People collected very early and/or returned late

- Signs of malnourishment or looking unkempt
- Inappropriate clothing for the work /lack safety equipment
- **Domestic servitude**<sup>13</sup>  
Victims will lead very isolated lives and have little or no unsupervised freedom. Their own privacy and comfort will be minimal, often sleeping on a mattress on the floor in an open part of the house. In rare circumstances where victims receive a wage it will be heavily reduced, as they are charged for food and accommodation.
- **Trafficked** - See details under Modern Slavery
- **Trafficked Children**<sup>11</sup>  
Children are unlikely to disclose they have been trafficked, as most do not have an awareness of what trafficking is or may believe they are coming to the UK for a better life, accepting that they have entered the country illegally. It is likely that the child will have been coached with a story to tell the authorities in the UK and warned not to disclose any detail beyond the story, as this would lead them to being deported.

**The sponsor could:**

- Be a community member, family member, or any other intermediary;
- Have previously made multiple visa applications for other children and/or has acted as the guarantor for other children's visa applications; and/or
- Is known to have acted as the guarantor on the visa applications for other visitors who have not returned to their countries of origin on the expiry of those visas.

**Whilst resident in the UK (in addition to those listed above)**

The child:

- Receives unexplained / unidentified phone calls whilst in placement / temporary accommodation;
- Shows signs of physical or sexual abuse, and/or has contracted a sexually transmitted infection or has an unwanted pregnancy;
- Has a history with missing links and unexplained moves;
- Is required to earn a minimum amount of money every day;
- Works in various locations;
- Has limited freedom of movement;
- Appears to be missing for periods;
- Is known to beg for money;
- Performs excessive housework chores and rarely leaves the residence;
- Is being cared for by adult/s who are not their parents and the quality of the relationship between the child and their adult carers is not good;
- Is one among a number of unrelated children found at one address;
- Has not been registered with or attended a GP practice;
- Has not been enrolled in school;
- Is excessively afraid of being deported.

**Children internally trafficked within the UK - Indicators include:**

- Physical symptoms (bruising indicating either physical or sexual assault);
- Prevalence of a sexually transmitted infection or unwanted pregnancy;
- Reports from reliable sources suggesting the likelihood of involvement in sexual exploitation / the child has been seen in places known to be used for sexual exploitation;
- Evidence of drug, alcohol or substance misuse;
- Leaving home / care setting in clothing unusual for the individual child (inappropriate for age, borrowing clothing from older people);

- Phone calls or letters from adults outside the usual range of social contacts;
- Adults loitering outside the child's usual place of residence;
- Significantly older boyfriend;
- Accounts of social activities, expensive clothes, mobile phones or other possessions with no plausible explanation of the source of necessary funding;
- Persistently missing, staying out overnight or returning late with no plausible explanation;
- Returning after having been missing, looking well cared for despite having no known base;
- Having keys to premises other than those known about;
- Low self-image, low self-esteem, self-harming behaviour including cutting, overdosing, eating disorder, promiscuity;
- Truancy / disengagement with education;
- Entering or leaving vehicles driven by unknown adults;
- Going missing and being found in areas where the child or young person has no known links; and/or
- Possible inappropriate use of the internet and forming on-line relationships, particularly with adults.

## Guidance and References

<sup>1</sup> DCSF (2009) *Statutory guidance on children who run away and go missing from home or care*

<sup>2</sup> DfE (2009) *Safeguarding children and young people from sexual exploitation. National Working Group for Sexually Exploited Children and Young People (NWG) 2008*

<sup>3</sup> UNHCR (2006) *Eligibility guidelines for assessing the international protection needs.*

<sup>5</sup> Barnardos (2011) *Spot the signs (leaflet)*

<sup>6</sup> London LSCB (2011) *Safeguarding Trafficked Children Toolkit, p5, 1(b).*

<sup>7</sup> London LSCB (2011) *Safeguarding Trafficked Children Toolkit, p18, 1 (j).*

<sup>8</sup> Child Sexual Exploitation – CEOP *Can you recognise the signs?*

<sup>9</sup> Office of Children's Commissioners Inquiry: *CSE in Gangs & Groups: Interim Report 2012*

<sup>10</sup> Vanessa Johns, New Forest District Manager, Children Services Dept. email 04.12.14

<sup>11</sup> **Hampshire, Isle of Wight, Portsmouth & Southampton 4LSCB - Missing, Exploited and Trafficked Children Protocol – Dec 2013**

<sup>12</sup> Sandra Tuddenham – *Briefing note for Corporate Safeguarding Group 30.09.15*

<sup>13</sup> National Crime Agency– Types of Human Trafficking webpage

<sup>14</sup> Devon & Cornwall Police – Human Trafficking Webpage

<sup>15</sup> National Crime Agency– Common Myths about Human Trafficking webpage

<sup>16</sup> Home office - Crime and policing news update: October 2015

<sup>17</sup> Modern Slavery Partnership for Hampshire and the Isle of Wight webpage

<sup>18</sup> **Home office – Victims of Modern Slavery – Version 2 – July 2015**

<sup>19</sup> Bishops Waltham Police, MDS SPOC Winchester District email 14.01.16