LONDONASSEMBLY

Police and Crime Committee

Keeping London's children safe

The Met's role in safeguarding children

July 2014

Police and Crime Committee Members

Joanne McCartney (Chair)	Labour
Jenny Jones (Deputy Chair)	Green
Caroline Pidgeon (Deputy Chair)	Liberal Democrat
Tony Arbour	Conservative
Jennette Arnold	Labour
John Biggs	Labour
Victoria Borwick	Conservative
Len Duvall	Labour
Roger Evans	Conservative

Contact:
Janette Roker
email: janette.roker@london.gov.uk
Tel: 020 7983 6562

Contents

Foreword

Given recent high profile child abuse cases, it is vital that Londoners have confidence in the Met's approach to safeguarding children. The Met deserves credit for the significant improvements it has put in place to keep children safe. Yet it is clear that protecting children and young people is ever more challenging and there is no room for complacency.

A one-third increase in the number of cases reported in recent years indicates the scale of this challenge. Although it is encouraging that people now feel more confident to report child abuse to the police, the increase in reporting brings new pressure that the Met is struggling to meet. Historic child abuse cases must not divert attention from protecting children at risk now. The Met must have sufficient resources to ensure a robust inquiry, whether the case is decades or days old.

The Met has some very dedicated officers dealing with this difficult area of policing. The improvements the Met has made should not be put at risk by an unsustainable workload for these specialist officers. Teams need to be comprehensively staffed and the Met must take immediate action to increase the number of officers dedicated to child protection.

Frequently faced with new safeguarding challenges, there is always more to be done. This report acknowledges how far the Met has come, but recognises the need for further changes to ensure an approach that fully protects and safeguards children in London.

We would like to thank everyone that contributed to this investigation.

Caroline Pidgeon MBE AM
Deputy Chair, London Assembly Police and Crime Committee
Chair of the Safeguarding Working Group

Summary

The police have a duty to promote and safeguard the welfare of children. Every police force is required to have the right arrangements and levels of resources to protect children and young people from abuse. However, in the past, concerns have been raised about the level of police resources dedicated to child protection, the status of this work and the quality of service provided.[1] In particular, a number of failings were identified in the Metropolitan Police Service (the Met) following the death of Baby P in 2007.[2] These included low levels of resources dedicated to safeguarding children, high vacancy rates, lack of supervision, and poor disclosure of information between safeguarding agencies. The Met has introduced significant changes since 2007. We urge the Mayor and Commissioner to remain vigilant and recognise the need for further changes to secure an approach that fully protects and safeguards children in London.

In this report, we review the Met's approach to safeguarding children. The Met deserves credit for the progress it has made; however, while these improvements are welcome, the need to safeguard children is ever more challenging. We expect allegations of abuse to continue to rise as confidence in the Met's performance improves. The Met faces the immediate challenge of ensuring that its child abuse teams are fully resourced. The Met and MOPAC (Mayor's Office for Policing and Crime) must immediately review the staffing of child protection teams and closely monitor the resourcing issues facing the SOECA (Sexual Offences, Exploitation and Child Abuse) command now, and in the future.

Safeguarding children is not the sole responsibility of the specialist child abuse investigation teams. The Met must do more to ensure that all police officers and staff are aware of their statutory duty to safeguard children. It should make sure that each of its commands communicates effectively and that its commitment at the strategic level filters down to the frontline.

The Committee found that the Met works well with partner agencies. It recognises the benefits of cooperation and is committed to the principle of inter-agency working. Progress is evident: procedures and protocols

for collaboration between the police, social care, health and other partners have been established. While these developments are encouraging, working across organisation boundaries and cultures remains a challenge. We heard how multi-agency training removes preconceptions and clarifies the roles, responsibilities and procedures of each agency involved in safeguarding children. However, the Met acknowledged that it does not always take part in multi-agency training; we also heard how the scale and quality of multi-agency training needs to be improved. We recommend the Met work with partner agencies to determine opportunities to increase investment in this area.

Better and more efficient information-sharing systems have been developed. The Committee commends the establishment of MASH (Multi-Agency Safeguarding Hub) and the positive impact it has had on timely information exchange. MASH has enabled the police to work more effectively with their partners and the Met has found MASH to be a much better way of sharing information. However, the Committee is concerned that the police officer sitting within the MASH is not senior enough to direct resources and secure the confidence of child abuse investigation teams (CAITs). The Met must determine how it can bring the CAITs and MASH closer together to create a better working relationship and efficiencies across commands.

Our report highlights the particular challenges the Met faces in responding to child sexual exploitation (CSE) and female genital mutilation (FGM). We welcome the Met's determination and proactive approach in tackling these issues. We heard how the Met has worked closely with safeguarding partners to establish the London Child Sexual Exploitation Protocol.[3] The Committee recommends that the Met closely monitors the impact of the protocol on reporting and identification of CSE in London, and dedicates enough resource to tackle demand.

The Met is forging strong relationships with communities and other agencies to tackle FGM. Assembly Members welcome the work the Met has done to engage with communities. However, the Committee heard that the Met could do more within communities to end FGM: in particular, raising awareness of the legal and health implications of the practice with community leaders, faith groups and schools. A systemised approach is needed across the Met, local authority, heath, education,

social care and other relevant agencies, and FGM prevention should be streamlined into statutory safeguarding training. Furthermore, MOPAC and the Met need to conduct a mapping exercise to understand the true nature and extent of FGM within communities in London.

MOPAC has responsibility for overseeing the Met's approach to safeguarding children. It must effectively hold the Met to account. MOPAC must more clearly define its oversight function and closely monitor the Met's performance with regard to its safeguarding duties. MOPAC has new commissioning powers to provide services to support victims of crime, which offer a good opportunity to provide a high quality service to all victims of child abuse. The Committee urges MOPAC to commission services that deal with victims of child abuse holistically and sensitively.

Our recommendations set out areas for further improvement and development. The Committee acknowledges how far the Met has come. However, there is no room for complacency. The Met still has issues with staffing levels and supervision, and needs to ensure the police officer within the MASH is senior enough to direct resources. The Committee will keep a very close eye on the challenges ahead and will return to this topic later in the year to make sure effective arrangements are in place to protect children and young people in London. We urge the Mayor and Commissioner to guarantee officers and staff are fully equipped with the skills and knowledge to effectively police this difficult and complex area of safeguarding.

1. Introduction

Safeguarding children is everyone's responsibility.[4] Vulnerable children are best protected when professionals clearly understand their individual responsibilities and collaborate effectively.[5] The police play a crucial role in safeguarding children. Every police force is required to have the right arrangements and level of resource to protect children and young people from abuse. Officers working in child protection must have specialist training to support them in their work. The Police and Crime Commissioner in each region must hold the Chief Constable to account for the exercise of the latter's duties in relation to safeguarding under sections 10 and 11 of the Children Act 2004.[6] This Act requires each police authority (now, in London, the Mayor's Office for Policing and Crime (MOPAC)) and chief police officer of each police force to make sure they protect and promote the welfare of children.

Substantial changes were introduced across the Metropolitan Police Service (the Met) following the publication of The Victoria Climbié Inquiry in 2003.[7] A dedicated Child Abuse Investigation Command (SCO5) was created within the Specialist Crime Directorate, and detectives were specially trained. However, in 2009, Lord Laming's progress report on child protection[8] questioned the level of resources devoted to police child protection teams, the specialist training of these staff, the vacancy rates, the status of this work and the quality of service provided. The report recommended that the police should be engaged in group meetings, reviews and casework decisions, and that they should fully understand the referral process. Despite considerable progress in inter-agency working, Laming concluded that *"there remain significant problems in the day-to-day reality of working across organisational boundaries and cultures, sharing information to protect children and a lack of feedback when professionals raise concerns about a child."*[9]

A number of failings were also identified in the Joint Area Review of safeguarding in Haringey in 2008**,** following the death of Baby P.[10] The Joint Area Review examined the circumstances of the baby's death and the role of each service involved with the family. It recommended that the Met improve its operations in light of a number of concerns. These

included: low levels of resources dedicated to safeguarding children; high vacancy rates (including maternity and long-term sickness absences); reduced supervision capability; incompatible workloads and supervision responsibilities; and poor disclosure of information between safeguarding agencies. The review criticised the Met for insufficient involvement in strategy meetings once referrals and initial responses had been completed. Police training was identified as sufficient, but not always timely.

The most significant review of safeguarding since then was the Munro Review (2011).[11] Munro pressed for the Chair of the London Safeguarding Children Board to work closely with the Police and Crime Commissioner to make the welfare and protection of children a priority for the police**.** Munro stressed that safeguarding children is a fundamental duty, not only for child protection officers, but for all police officers and staff.[12]

Why we carried out this review

In the light of repeated concerns raised by these high-level reviews, the Police and Crime Committee agreed to assess how well the Met's approach to safeguarding children is working; to examine the structural changes that have taken place in the Met; and to ensure that enough resource is dedicated to safeguarding children in the capital.

We decided to examine specifically the early findings from the roll-out of the Multi-Agency Safeguarding Hubs (MASH) and to look at specific examples of abuse, such as female genital mutilation (FGM) and child sexual exploitation (CSE)**.** The Committee recognises the serious nature of other crimes against children and young people, such as sexual violence in the context of gang culture, faith-based abuse, online abuse and child trafficking; but we were unable to focus on these issues within the scope of this investigation. Further information on how this investigation was conducted is set out in Appendix 1.

Our report commends the progress made by the Met, and we have identified areas for improvement and development. We expect allegations of abuse to continue to rise as confidence in the performance of the Met improves, and also as a result of recent high profile cases (such as Jimmy Savile and Rolf Harris). The primary challenge for the Met

is to guarantee that it has robust processes in place to protect London's children as demand increases. MOPAC must more clearly define its oversight function and closely monitor the Met's performance with regard to safeguarding children.

2. Allegations, investigations and Met resources

In the last two years, allegations, investigations and detections of abuse against children have risen. The Met has increased the Sexual Offences, Exploitation and Child Abuse Command's (SOECA) staffing to meet this increase, but evidence suggests that the command remains seriously under-resourced.

The Met's approach

The Met identifies child abuse as the ill treatment of children, including physical and emotional abuse, infanticide and child homicide**.** The Met works with partner agencies to safeguard children and investigate all offences of child abuse through the child abuse investigation section of SOECA.[13]

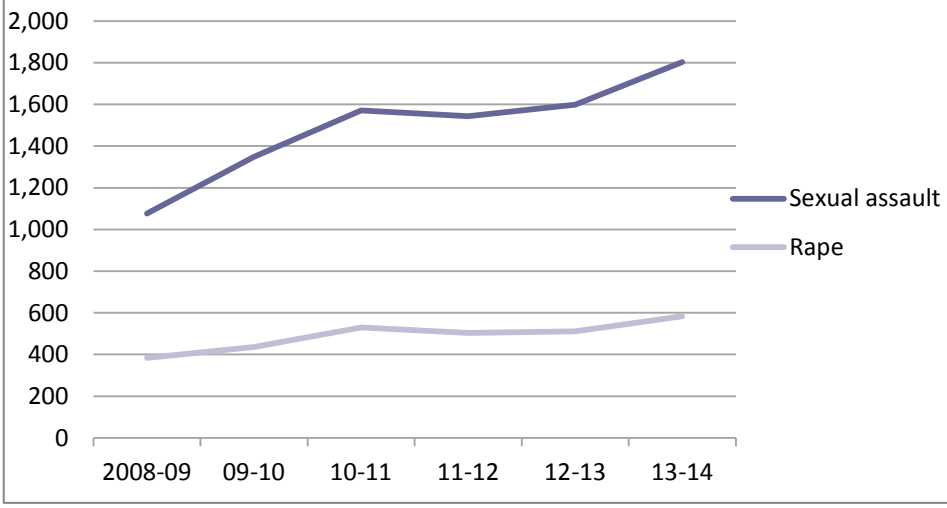
SOECA was established in June 2013 when the Met's rape command (SCO2) merged with the child abuse command (SCO5). It has 16 child abuse investigation teams (CAITs), which provide a pan-London response based in four regions of the capital. The CAITs investigate allegations of abuse against children under 18 years of age, involving family members, carers or people in a position of trust. Each of the CAITs is aligned to one or more local authority children's services departments. CAITs regularly receive referrals from children's services and decide the most appropriate course of action in accordance with the London Child Protection Procedures.[14]

Allegations investigated

For the six years from 2008-09 to 2013-14, the total number of allegations investigated by SOECA's CAITs had remained fairly steady (in 2008-09 there were 9,453 allegations compared to 9,972 in 2013-14). But there has been a sudden and marked increase since December 2012 in more serious crimes. Within the total number of allegations, those of rape and sexual assault have risen noticeably (by 52 per cent and 68 per cent respectively between 2008-09 and 2013-14 – see chart on next page). There have also been particularly sharp increases in allegations

investigated in the last year: rape allegations increased from 511 in 2012-13 to 583 in 2013-14 (14 per cent) and sexual assault allegations increased from 1,599 in 2012-13 to 1,803 in 2013-14 (13 per cent). According to Assistant Commissioner Mark Rowley, this increase reflects greater confidence in the police and judicial process, and also more people reporting historical claims of abuse as a result of the publicity around the Jimmy Savile case.[15]

Chart 1: Allegations investigated by the Child Abuse Investigation Teams



The Met has had some success in tackling the increase in allegations. The number of sanction detections[16] for each crime type[17] investigated by the CAITs has increased. In the year to November 2013, there were 2,268 sanction detections – over 10 per cent more than the previous year. The Met told us that to remove any incentive to under-report or to classify events as no-crimes, success is now measured by the increase in the number of charges year-on-year, rather than using the sanction detection rate.[18] Despite this, the Met recognise they need to do more to improve investigation and prosecution of rape.[19] The number of convictions for rape cases in London has dropped to a four year low and the Met admit that it is concerned with how it approaches and deals with rape offences.[20] Far more people are coming forward, yet the Met must improve its support to victims and the way they investigate and bring offences to court.[21] The Committee welcome the announcement that the Met and Crown Prosecution Service have commissioned an independent review into how both agencies investigate and prosecute allegations of

rape.[22] It is also important that the review considers the Met's approach to young victims of rape.

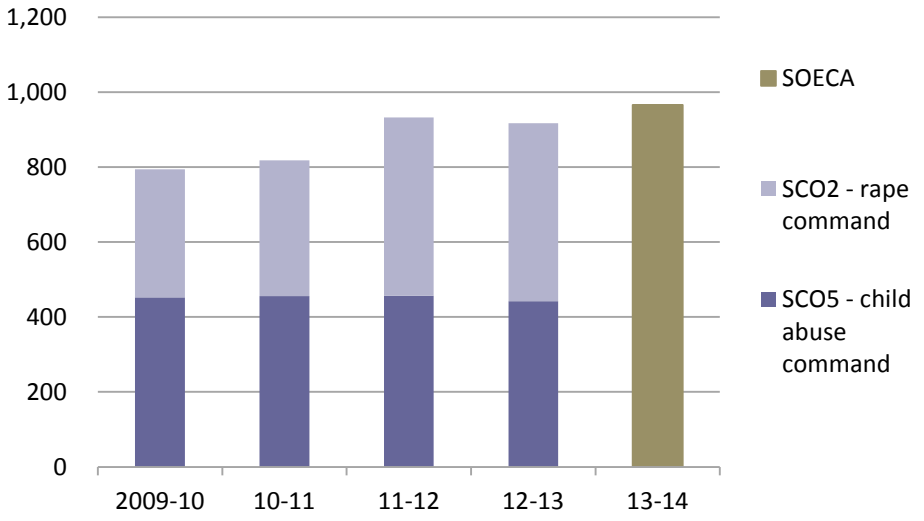
Workforce

Following the death of Baby P, the Met increased the number of police officers within its child abuse command (SC05). Between 2008 and 2012, the budgeted number of officers dedicated to tackling child abuse rose by seven per cent.

When the Met created SOECA in June 2013, it further increased resources in response to allegations of abuse against children. SOECA's budgeted workforce total (BWT) in 2013-14 was 966 police officers and 210 police staff. This represents a five per cent increase in budgeted police officers and a 13 per cent increase in budgeted police staff compared with the previous year.[23] But despite the extra financial resources following the establishment of SOECA, the Met has not yet filled all of these posts: over 50 police officer posts were vacant in September 2013.[24]

Chart 2: Since 2008, the Met has increased resources for tackling child abuse and serious sexual offences.

Budgeted police officers



Source: Metropolitan Police Service.

Similarly, recorded workforce levels do not always reflect the actual number of officers at work in SOECA. DCS Keith Niven (Detective Chief Superintendent responsible for SOECA) informed Assembly Members that, on paper, the workforce is at the right level in some teams.[25]

However, SOECA has around 150 officers abstracted (removed to other duties, including to Operation Yewtree, the inquiry triggered by abuse allegations against Jimmy Savile) and a large proportion of female officers on maternity leave.[26]

AC Rowley confirmed that this is a *"massively pressurised area"* and that resources for SOECA have been prioritised.[27] We heard that 40 officers are about to be diverted to SOECA from the homicide command and SOECA is looking for another 75 officers in order to compensate for abstractions and officers on maternity leave.

The Committee heard how child protection partners are feeling the pinch of these abstractions. The presence of CAIT officers at child protection conferences was reported as not always routine or regular.[28] In addition, Borough Operational Command Units (BOCUs) and CAITs have raised issues of significant pressures, which have affected their ability to attend case conferences and attend to wider safeguarding issues.[29] However, the Met said that its attendance at the critical first case conferences is close to 100 per cent.[30]

AC Rowley told us that some of the mistakes the Met made in the past were about supervisory strength.[31] Previous reviews have highlighted reduced supervisory capability and a lack of detective sergeants, with workloads incompatible with supervision responsibilities.[32] While the Met informed us that supervision numbers have been squeezed far harder in other areas than in the SOECA command,[33] the Committee recommends that the Met provides proper levels of supervision and robust management structures to effectively safeguard children.[34]

The Met is undertaking a strategic review into increased workloads. It is evaluating staffing levels against current and projected demand. AC Rowley confirmed that SOECA will probably need more officers in the future, and that it will keep this matter under review.[35] MOPAC also told us that it is monitoring the operational decisions made regarding the allocation of officers and will continue to do so.[36] The Committee urges the Met to resource teams properly. The Committee recommends that the Met increase the number of officers in order to meet current demand, including an option to overstaff to fulfil the specific immediate

challenges facing the command. The Committee recommends that MOPAC, as an oversight body, monitors these staffing issues closely and considers a long-term plan of action to ensure SOECA is comprehensively staffed now, and in the future.

Recommendation 1

- As part of its response to this investigation, the Met should publish its strategic review of demand and staffing levels. It should increase the number of officers in order to meet current demand, including an option to overstaff to help fulfil the immediate challenges facing the command.
- The Committee recommends that MOPAC, as an oversight body, monitors these staffing issues closely and considers a long-term plan of action to ensure SOECA is comprehensively staffed, with proper levels of supervision and robust management structures now, and in the future.

3. How the Met works with partner agencies

The Met takes its role in protecting London's children seriously.[37] It is the responsible agency for disrupting criminal activity and enforcement, and is a specialist in gathering intelligence to protect children. In partnership with local authorities, the police are also required to safeguard children: *"Whilst it is not largely us who safeguard children, and we protect them through prosecution largely, we help the safeguarding process by working collaboratively and effectively to help partners in specialist services, social services, youth services and all the rest of it do their jobs."*[38]

Partnership working is integral to the Met's approach to safeguarding children**.** Its partners[39] are positive about the Met's strategic approach. The evidence reported to us demonstrated that the Met is clear about its role and works well with its partners to safeguard children. Assembly Members were informed that the Met's relationship with its safeguarding partners is effective, open and focused on keeping children safe.[40]

Safeguarding Children Boards

At a strategic level, the Met is very committed in its safeguarding children duties.[41] It is fully engaged with the multi-agency London Safeguarding Children Board, which provides strategic advice and support to London's 32 local Safeguarding Children Boards. Members of the London Board are representatives from London boroughs, the police, health and probation services, and London independent, voluntary and community agencies.

The evidence we heard commended the Met's input. Helen Bailey, Chief Operating Officer, MOPAC, told us that: *"I am confident that the Met is working hard with the London Safeguarding Children Board and that they are doing their best to make sure there is good practice across London."*[42] The Met is also well represented on London's 32 local Safeguarding Children Boards. The boards coordinate the work to safeguard children locally. They have an important role in holding local partners to account and challenging the effectiveness of local arrangements. We were told that the Met is a strong partner on these boards, and regularly attends

meetings. We were also told that both the CAITs and BOCUs participate fully. However, praise for the Met's involvement is not universal. At our meeting in February 2014, Malcolm Ward, Independent Social Work, Training and Child Protection Consultant, questioned whether the police are ensuring the correct level of representation on local Safeguarding Children Boards.[43] However, Yvette Stanley, Director of Children, Schools and Families, London Borough of Merton, told us that, from research done across the London boroughs, there is a general view that the appropriate level is attending and that it tends to be the borough commander or a very senior deputy.[44]

Serious case reviews

Serious Case Reviews (SCRs) are undertaken by local Safeguarding Children Boards to identify how local professionals and organisations can work better together to safeguard children. The reviews take place after a child dies or is seriously injured, and abuse or neglect is known or suspected. SCRs aim to identify improvements to consolidate good practice.[45] They are transparent about any mistakes so that lessons can be learned.

The Met's involvement in SCRs is vital. We heard that its expertise is exceptional in supporting the process and sharing information, and that ongoing police involvement in the analysis and learning from SCRs is essential.[46] However, we were informed that the Met has only two officers who undertake SCRs on behalf of all local Safeguarding Children Boards in London.[47] As a result, we were told that, the Met is not contributing as efficiently to SCRs as it might, and learning from the reviews is not being implemented quickly enough.[48] The Committee is concerned by this resource issue.

Local commands and central specialist units

The evidence presented to us indicates that the Met's engagement at the strategic level does not always filter effectively to the frontline. The Children's Society, for example, told us that there is not a standardised service across the Met; police awareness and knowledge of safeguarding children can *"depend on who answers the phone."*[49]

We heard that there is a divide between local commands and central specialist units.[50] Sue Berelowitz, Deputy Children's Commissioner, told

us this divide gets in the way of effective policing and that the local commands are not sufficiently well briefed on what the issues are, what the policies are, or what they ought to be doing.

Similarly, Malcom Ward reported: *"there is a difference between the strategic – which is often very good on the shared policies or the police standard operational polices – and what gets translated down to the officers at the front line who are dealing with families … What I am not clear about is how research is filtering down the line, so what is informing frontline practice or even what is informing strategy."*[51]

The Met must ensure that each of its commands communicate at every level. We heard how leadership needs to be strengthened across the Met, so that local officers are aware of their responsibilities in safeguarding children. Malcolm Ward highlighted the need for *"a bit more smartness about that leadership at the local level, because there is this challenge between community policing and the more specialist sexual and child protection policing. Sometimes the community police feel "that is their responsibility" rather than "that is our responsibility"."* [52]

Intelligence

Intelligence is not always shared effectively. The Met relies on good intelligence; however, we heard how local commands are not always passing up intelligence to the central specialist units, which was identified as a London-specific problem that needs to be addressed.[53]

There has been some concern about the way that the Met has redesigned its intelligence services at a local level. Some intelligence functions, which in the past were provided in each borough, have been grouped together into regional hubs. Local partners are concerned that this reorganisation could compromise local capacity.[54] The Met told us that they are in the process of developing a service level agreement with London Heads of Community Safety in relation to this new intelligence model. They are planning to consult and extend this to wider safeguarding partners over the next three months. The Met is also due to conduct a formal review and impact assessment of these changes by the end of the year. The Committee urge the Met to include a robust evaluation of how child protection and safeguarding services have been

affected by the changes to intelligence services in its formal review and impact assessment of this new intelligence model.

Multi-agency training

Our review has highlighted the need for the police to be involved more effectively in multi-agency training. These training days clarify the roles, responsibilities and procedures of each agency involved in safeguarding children. They help professionals to revise any preconceptions they may have about partner agencies and to understand more fully how decisions are made. The Committee was informed that the police do not always engage in local multi-agency training.[55] DCS Keith Niven told us that "*it is not that we have not wanted to go on those training days. We have, but the staffing and resourcing issues have been such that actually one more abstraction from the office on these occasions has been really difficult.*"[56]

The evidence we heard especially commended MACIE (Multi-Agency Critical Incident Exercise) training. Identified by the Munro Review of Child Protection[57] as a good example of multi-agency training, MACIE helps safeguarding partners to understand their roles and responsibilities, and interact more effectively with other agencies. However, we heard that the Met no longer delivers MACIE. The Met expressed support for the re-establishment of MACIE;[58] AC Rowley confirmed that, if there is a shared view that partners ought to collectively invest more in multi-agency training, the Met would be willing to explore opportunities to do so.[59] We recommend that the Met does.

Information sharing and MASH

Many public inquiries and serious case reviews have highlighted the failure of safeguarding partners to share information effectively.[60] Our investigation also identified this as an issue. The Government's report, *Working Together to Safeguard Children*, [61] states that fears about sharing information cannot be allowed to stand in the way of promoting the welfare and safety of children. No professional should assume that someone else will pass on information that they think may be critical in keeping a child safe. We heard how information sharing between professionals and local agencies is essential for the effective identification, assessment and safeguarding of children. All organisations should have arrangements in place that set out clearly the processes and the principles for sharing information internally, with other professionals

and within the local Safeguarding Children Board. The Committee was pleased to hear that the Met is good at sharing information.[62] However, we were told that the Met need to prioritise and focus the information they pass on in order to avoid over-burdening partners. We also heard that the Met sometimes needs to be told what they need to share and when they need to share it, which is a concern.[63]

Multi-Agency Safeguarding Hubs (MASH) aim to improve the way local safeguarding partners work together. The model is designed to give agencies a better understanding of the issues, and to improve outcomes. It was first introduced in Devon and has been adopted across much of the UK. Harrow and Haringey were the first boroughs in London to establish a MASH; the model is now operational in 30 London boroughs.

MASH has already proved successful. We heard evidence that MASH is allowing for timely intelligence-sharing and that it has the potential to address some of the issues around poor information sharing identified in many SCRs. The Committee welcomes the excellent progress in establishing MASH in a relatively short time.

At a strategic level, the Met has been very engaged in sponsoring and resourcing MASH in London.[64] The London review of MASH[65] showed that MASH has helped the police to work more effectively with its partners. AC Rowley told us that the Met has found MASH to be a much better way of sharing information and identifies the development of MASH as a priority.[66]

MASH has necessitated structural changes and a shift in cultural attitudes.[67] It has brought together a range of child-safeguarding professionals, including police, children's social care, education, probation and health, into one secure research, assessment and referral unit. We heard how co-location is the most effective arrangement[68] and that the most important thing is having multi-disciplinary teams working together and sharing information in a very different way:[69] *"working in this way improves communication and breaks down professional boundaries which can sometimes act as a barrier to information-sharing."*[70]

We were told many positive stories of how MASH is going from strength to strength. During our site visit to Harrow MASH, we heard that vulnerable children are being identified at an earlier stage and we were told that decision-making is more informed and effective, evidenced by the reduced turnaround time from referral to decision. We were also informed that children in Harrow are receiving services more appropriate to their needs since the establishment of the MASH – evident through the low re-referral rates.

While Harrow was very positive about the IDVA (independent domestic violence advocate) that sits within the MASH, it was concerned that there are still some professionals that are not engaged in the process. Harrow is looking for greater commitment from key agencies and will address this through the local Safeguarding Children Board.

MASH has also improved the Met's response to children at risk of domestic abuse.[71] Officers are increasingly aware of the need to offer early help to children affected by domestic abuse; they are looking beyond crime and disorder issues and paying more attention to the welfare of the children involved. The Committee commends the work of the Met and the London Safeguarding Children Board in establishing MASH in London.

While MASH has made promising progress, it faces considerable challenges. More complex cases are developing, with multiple characteristics. Increasingly, domestic violence, child abuse, vulnerable adults and mental health issues all exist in the same environment. The Met explained that it is trying to bring processes *"tighter and tighter together because it is more efficient and more effective to do so."*[72] This point was reinforced by Cheryl Coppell, Chair of the London Safeguarding Children Board and Chief Executive of London Borough of Havering: *"We are trying to make sure that everything comes into a single place, so the analysis can be done once and social care can be really clear if it needs to take action, and the police can be really clear if they need to take action, as too can health, probation or whoever else is involved."*[73]

The Committee is concerned about the challenges facing MASH internally. These include heavy workloads, poor staffing levels and frustration with inadequate information technology resources.[74] Assembly Members

heard how further work is needed to educate those making child safeguarding referrals about the role and responsibilities of MASH, and that more needs to be done to enable parity of professionals within the MASH.

Certain elements of the Met's services could be better integrated within the MASH. BOCUs, for example, are an important partner in the MASH, and the evidence we heard suggests that they are well integrated. However, during our site visit to Harrow MASH, we were told by non-police partners that the relationship between the CAITs, MASH and local policing could be improved. We are concerned that the police officer sitting within the MASH is not senior enough to direct resources and secure the confidence of CAITs in the MASH process. We heard that CAITs are sometimes reluctant to engage with the MASH. As a result, MASH is not getting the best service from the Met and is, therefore, not fulfilling its potential. The 'referral desk' function within the CAIT is evidently well established and CAITs clearly liaise with the MASH.

However, the Committee agrees that having CAITs sitting within the MASH would increase effectiveness and minimise duplication of service, allowing the police within the MASH to take a more active role in supporting vulnerable children and managing cases. The Committee is pleased that the London Safeguarding Children Board is working with the Met to determine new systems and processes in order to get better value. We recommend that the Met determine how it can bring the CAITs and MASH closer together – including the possibility of the CAITs sitting within the MASH – to improve working relationships and efficiencies across commands.

Constant quality improvement of MASH is needed. MASH continues to identify the challenges that families and children face across London and we heard how local Safeguarding Children Boards need to ask questions about the quality of decision-making and improve confidence among partners.[75]

Proposals to pilot London's first integrated MASH across adult and children safeguarding have been discussed. Assembly Members heard about the benefits of dealing with child protection issues as part of a whole-family approach, where there are issues of domestic violence,

mental health problems and drug and alcohol abuse. Some adult referrals also overlap with child referrals. While the Committee recognises the benefits and efficiencies of integration, we are concerned that MASH in London is still in its infancy. It is essential to embed the safeguarding of children within the MASH, so that any problems are ironed out before the MASH expands to take adult referrals.

Recommendation 2

- MOPAC should monitor and hold the Met to account on Serious Case Reviews, identifying a mechanism to measure impact and improvement.

Recommendation 3

- The Met should include a robust evaluation of how child protection and safeguarding services have been affected by the changes to intelligence services in its formal review and impact assessment of the new intelligence model.
- By January 2015, the Met should provide the Committee with a report on the impact of the new intelligence model on child protection and safeguarding services.

Recommendation 4

- The Met should work with partner agencies to explore opportunities to increase its investment in multi-agency training, in particular, MACIE training.

Recommendation 5

- We recommend that the Met determine how it can bring the CAITs and MASH closer together to ensure a better working relationship and efficiencies across commands, including the possibility of the CAITs sitting within each MASH.
- The importance of the MASH for the police should be reflected by the appointment of a more senior police officer with the authority to be able to direct resources and secure the confidence of the CAITs in the MASH.

4. Challenges and priorities for the future

During our review, we identified particular issues of heightened concern in safeguarding children: child sexual exploitation and female genital mutilation. These issues should be prioritised for action in the future.

Child sexual exploitation

The Met faces a particular challenge in responding to child sexual exploitation (CSE). Evidence indicates that large numbers of children in the UK are being sexually exploited.[76] The Children's Commissioner's inquiry into CSE by gangs and groups, *If Only Someone Had Listened,*[77] concludes that, despite increased awareness of child sexual exploitation, *"children are still slipping through the net and falling prey to sexual predators."* It also found worrying trends in the response of partner agencies to CSE.

The Met identifies CSE as child abuse. It has shown significant progress in the way it responds to CSE, supports victims and brings offenders to justice.[78] In February 2014, the Met launched *The London Child Sexual Exploitation Protocol*.[79] The protocol sets out the procedures for the Met and partner agencies for safeguarding and protecting children from sexual exploitation. It aims to provide a standard and consistent response to CSE across London.

We were told that partner agencies welcome the Met's leadership and commitment in addressing CSE. They identify the protocol as a *"really effective framework to support London-wide, but also specifically borough-wide, intervention around sexual exploitation."*[80] We welcome the progress made by the police and the establishment of close working relationships with children's social care to increase understanding, embed learning, and develop a proactive approach to tackling CSE.

However, we heard that, generally, Met officers lack a clear understanding of what constitutes CSE. We were told that borough-based officers do not always have the skills, training and awareness to

enable them to recognise the signs of CSE and other forms of child sexual abuse. The Committee is therefore concerned that the Met may not be fully able to identify children who are at risk, and to take effective action to protect them.

Sue Berelowitz told us how she would like to see the Met accelerating what they are doing in response to CSE.[81] The Met is responding to this challenge. The Committee heard that over 1,000 officers from both specialist units and boroughs have received CSE awareness training. SOECA has also secured agreement to be part of the training programme for uniformed officers.[82]

The Met faces the further challenge that they devote enough of the right resources to tackling CSE. It is believed that, combined with the roll-out of the London CSE Protocol, officer training will increase referrals from the hundreds the Met is currently receiving to perhaps 2,000 or 3,000.[83] DCS Keith Niven stated that the Met has reduced some leadership numbers to increase the amount of frontline officers, providing a more dedicated capacity around CSE; nevertheless, the Committee questions whether the Met will have the capacity to deal with this increase in referrals.

Assembly Members welcome the progress made by the Met in tackling CSE. We are encouraged by the expected impact the protocol will have on identification, reporting and level of referrals. AC Rowley informed us that SOECA was brought into being to bring resources together and create dedicated capacity to respond to CSE.[84] He told the Committee that the Met wants 60 officers dedicated to tackling CSE and that it is a little over half way there (the rest of the team is dealing with Operation Yewtree).[85] By the end of the year, the Met reports that it will be in a better position to say how many cases, reports and pieces of information have been received relating to CSE, and whether it has sufficient resources to respond. The Committee recommends that this situation is closely monitored.

Concern exists about children missing from the care of local authorities. A 'looked after child' who goes missing is at serious risk of CSE, other forms of abuse, and excessive drug and alcohol consumption. Evidence presented to the Committee raises concern about the introduction of the

Association of Chief Police Officers' (ACPO) new "absent" and "missing" definition.[86] The new definition provides police with a tool to direct resources towards those cases where missing people are most at risk of harm.[87] However, a recent evaluation identified a number of challenges: risk assessments that are not sufficiently robust, inconsistent training, "absent" cases being overlooked, and a lack of joined-up work.[88] Concern also exists about the ability of police call handlers to identify the signs of CSE or other risks associated with children missing from care. We were told that those children identified as "absent" will have fewer chances to be identified early and to be referred for further support. There is a risk that vulnerable children will slip through gaps in service, preventing identification of abuse at the earliest possible stage.

We were told the Met must have robust measures in place to record data on missing children.[89] Information on children who go missing needs to be shared with local partners as soon as possible, so that young people are appropriately classified based on a comprehensive risk assessment. We were told that the role of the Met's missing person coordinators is crucial in ensuring that the Met is safeguarding London's children.

Female Genital Mutilation

The Committee reviewed how the Met is responding to Female Genital Mutilation (FGM). FGM is a high priority within the Met's child abuse strategy: it is clear that FGM is a violent crime and a serious child abuse offence.[90] The Met's response to FGM is led by Project Azure, a dedicated team within SOECA. Project Azure works with a range of statutory and voluntary agencies to prevent offending and improve intelligence. We were also told that the Met is tackling FGM by introducing new proactive methods of policing, with the support of specialist teams.[91]

The true scale of FGM is unknown. In 2007, ForwardUK estimated that approximately 66,000 women in the UK may have had FGM, and that 15,000 girls under 15 were at risk of FGM due to their cultural heritage.[92] In September 2013, the Evening Standard reported that 2,115 women have presented with FGM at London hospitals over the past three years. In the last year, the number of FGM referrals to the Met has increased (from 26 in 2012 to 69 in 2013).

The Met told us that they have dedicated a lot of resource and determination to tackling FGM**.** We heard that the Met has a proactive approach and is forging strong relationships with communities and other agencies. However, AC Mark Rowley reported that he thinks *"public authorities together have collectively not grabbed hold of this over 20 years as much as they should."* He went on the say that FGM *"is something that we should have made more progress on"* and *"historically, I do not think we have all done enough about it; we would like to get more referrals."*[93]

We heard how the Met works closely with partners to raise awareness and seek intelligence on FGM. It has worked with the Crown Prosecution Service to produce an FGM action plan and protocol; it has also established an FGM strategy group for health professionals in London.[94] Through Operation Limelight, the Met works closely with officers based at Heathrow and UK Border Agency to conduct air-side awareness and intervention campaigns directed at people travelling to and from high-risk countries. We were informed that Project Azure also held its first community engagement conference in March 2014, to encourage communities to speak out against FGM.

The Mayor has established a Harmful Practices Taskforce to tackle FGM.[95] According to the Mayoral Strategy on Violence Against Women and Girls,[96] the taskforce includes a pilot initiative which involves including harmful practices in safeguarding policies and MASH. The taskforce focuses on four key areas: early identification and prevention; safeguarding and access to support; enforcement and prosecutions; and community engagement.

A systemised approach to FGM is required, including better training for Met officers.[97] We were told that, in some instances, the Met lacks understanding of key cultural practices and what FGM is. As a result, it is ill-equipped to identify and investigate cases of FGM. Assembly Members heard that more work needs to be done to make tackling FGM part of the mainstream activity of all agencies.[98] The Committee agrees that a systemised approach is needed across the Met, the local authority, health, education, social care, and other relevant agencies. We welcome evidence that FGM prevention should be streamlined into statutory

safeguarding training,[99] and that the police need to be adequately trained on all forms of culturally based abuse, including FGM.[100]

We also heard how the Met needs to do more to liaise with different communities in tackling FGM.[101] Assembly Members welcome the work the Met has been doing to engage with communities; however, we were told that the Met could do more within communities to end FGM. Some evidence we received suggested that having more Met officers representing the diversity of London's population would make it easier for communities to come forward and report cases.[102] Other evidence highlighted the need to do more in raising awareness of the legal and health implications of FGM, in particular with community leaders, faith groups and schools.[103]

The Met and its partners need to do more to support young people in coming forward to report FGM. The Victoria Climbié Foundation reported: *"the practice is still viewed positively by its supporters and thus it is difficult for a young person to speak out against family or community, not because of fear, but because these are people that they love. Existing efforts to raise awareness of FGM are making a huge difference because relevant communities are aware of the laws and a debate and dialogue has been opened, but the belief system remains ingrained within these communities."*[104] The Committee notes that more and more young people accept that FGM is wrong, but recognises that it will take some time for these beliefs to work through.

The Met Commissioner has stated that a lack of "tip-offs" from the health and education sectors has hindered police efforts.[105] There is an ongoing conflict between health professionals, who are trying to support the health and wellbeing of individuals, and the police, who are actively seeking referrals. The Met informed us that they have been working closely with the NHS on tackling FGM in London, and that they are keen to work with the NHS to develop a joint strategy. The Committee commends the establishment of the FGM Strategy Group for health and the work that has been done to encourage hospitals to share information on FGM with the police. Assembly Members agree with the evidence provided by the Royal College of Midwives that all women and girls who present with FGM within the NHS should be considered as potential

victims of crime and should be referred to the police and support services.[106]

The Met Commissioner has warned that as many girls are subjected to FGM in this country as taken abroad to be cut.[107] The number may run into thousands. So, while good progress has been made, the Met must continue to strengthen its approach to FGM and do all it can to identify, protect and support victims, and potential victims. The Committee recommends that MOPAC and the Met conduct a mapping exercise to understand the nature of FGM within different communities in London, to identify which children are at risk, and to establish the extent to which FGM is practised in the capital in order to target resources.

The Committee is concerned by the lack of FGM prosecutions. Assembly Members heard how this failure to prosecute deters people from reporting. However, the Met recognises that victims are often unable to contact the police: sometimes because of their age, and sometimes because they would have to testify against their parents. Some communities do not understand that FGM is illegal in the UK.[108] In September 2013, the Met launched an appeal for information about the "cutters" carrying out FGM in London – part of an intelligence-led approach to gain evidence without waiting for girls to come forward to report offences.[109] While victims need to be supported to come forward and report, the Committee also commends an approach that relies less on victims giving evidence and places more emphasis on prosecuting the "cutters".

As part of our review, Assembly Members were invited to Heathrow Airport to observe Operation Limelight. The operation, part of a national week of action,[110] intercepted families flying to Heathrow from Nigeria and Liberia via Sierra Leone – "countries of prevalence of FGM". It aimed to deter potential offenders and gather information about those involved in FGM. The operation focused on families who may have returned from "cutting" ceremonies over the Easter holiday. Officers from the Met, UK Border Force and National Crime Agency approached 36 passengers to raise awareness and identify children who may have recently undergone FGM. They also sought to identify, arrest and prosecute the offenders. While Assembly Members were encouraged by the proactive nature of the operation, we are concerned by recent reports that British girls are

being flown to other countries for a more "medicalised" form of FGM.[111] Too tight a focus on stopping flights to and from Africa may mean that the police are missing potential offenders. The Met needs to recognise that perpetrators are becoming more aware of the operations against them, and may be using other routes or means of transport.

Recommendation 6

- The Met should, within 12 months, review the evidence and impact of the CSE Protocol on reporting and identification of CSE in London and the level of resource dedicated to tackling CSE. The Committee would welcome regular updates on progress.

Recommendation 7

- MOPAC and the Met should conduct a mapping exercise to understand the nature of FGM within different communities in London, to identify which children are at risk, and to establish the extent to which FGM is practised in the capital in order to target resources.

5. The role of the Mayor and MOPAC

The Committee was particularly keen to learn how MOPAC is taking forward the work of the former Metropolitan Police Authority (MPA)[112] on safeguarding and child protection. We were told that, *"as a strategic oversight body, MOPAC regularly monitors MPS performance and holds the MPS to account as part of the formal bi-lateral meetings between the Deputy Mayor for Policing and Crime and the MPS Commissioner and quarterly at the MOPAC Performance Challenge meetings."*[113] However, we are still unclear how MOPAC is fulfilling its oversight function and what this means in practice. Neither child protection nor safeguarding children has been the theme of any MOPAC Challenge meeting.

The Mayor's main strategy for safeguarding makes a number of commitments in relation to protecting girls.[114] However, boys are excluded from this strategy and it does not provide adequate protection or support to male victims of child abuse. The Violence Against Women and Girls Panel, responsible for providing oversight of the Met's performance in tackling violence against women and girls, is developing a specific performance framework. Once again, boys are omitted from this.

We were told that MOPAC does not want to set targets for child abuse crimes and it is actively talking about how best to use the data it has to exercise oversight. The Committee heard that the main priority for MOPAC is to avoid *"perverse behaviours around recording"* and encourage more people to come forward to report crimes and have more confidence that offenders will be prosecuted.[115] MOPAC informed the Committee that it is currently establishing a performance-monitoring framework for the crimes that fall outside of the MOPAC 7 priority crimes (this will include rape and sexual violence) – helping MOPAC to hold the Met and other relevant partners to account for meeting their safeguarding children duties.[116] Assembly Members encourage MOPAC to include all crimes investigated by SOECA within this performance-monitoring framework.

MOPAC is an active member of the London Safeguarding Children Board. It informed us that it uses this mechanism to ensure a coordinated multi-agency response to tackling child abuse in London.[117] The Committee recommends that MOPAC, as part of its oversight function, take the lead in guaranteeing that the Met fully contributes to the running of London's local Safeguarding Children Boards and supports full attendance at meetings.

MOPAC has taken on responsibility for commissioning non-statutory services to support victims of crime. MOPAC's new commissioning powers provide a good opportunity to ensure an appropriate high quality service to all victims of child abuse. The Committee urges MOPAC to commission services that deal with victims of child abuse holistically and sensitively. Such services should cater to their emotional and physiological needs, particularly in relation to FGM and CSE.

Recommendation 8

- MOPAC should set out a clear performance monitoring framework for holding the Met to account on their safeguarding children duties. As part of this, MOPAC should hold a challenge meeting, within the next 12 months, to hold the Met to account on its safeguarding children and child protection responsibilities.

Appendix 1 – Summary of recommendations

Recommendation 1

- As part of its response to this investigation, the Met should publish its strategic review of demand and staffing levels. It should increase the number of officers in order to meet current demand, including an option to overstaff to help fulfil the immediate challenges facing the command.
- The Committee recommends that MOPAC, as an oversight body, monitors these staffing issues closely and considers a long-term plan of action to ensure SOECA is comprehensively staffed, with proper levels of supervision and robust management structures now, and in the future.

Recommendation 2

- MOPAC should monitor and hold the Met to account on Serious Case Reviews, identifying a mechanism to measure impact and improvement.

Recommendation 3

- The Met should include a robust evaluation of how child protection and safeguarding services have been affected by the changes to intelligence services in its formal review and impact assessment of the new intelligence model.
- By January 2015, the Met should provide the Committee with a report on the impact of the new intelligence model on child protection and safeguarding services.

Recommendation 4

- The Met should work with partner agencies to explore opportunities to increase its investment in multi-agency training, in particular, MACIE training.

Recommendation 5

- We recommend that the Met determine how it can bring the CAITs and MASH closer together to ensure a better working relationship and efficiencies across commands, including the possibility of the CAITs sitting within each MASH.

- The importance of the MASH for the police should be reflected by the appointment of a more senior police officer with the authority to be able to direct resources and secure the confidence of the CAITs in the MASH.

Recommendation 6

- The Met should, within 12 months, review the evidence and impact of the CSE Protocol on reporting and identification of CSE in London and the level of resource dedicated to tackling CSE. The Committee would welcome regular updates on progress.

Recommendation 7

- MOPAC and the Met should conduct a mapping exercise to understand the nature of FGM within different communities in London, to identify which children are at risk, and to establish the extent to which FGM is practised in the capital in order to target resources.

Recommendation 8

- MOPAC should set out a clear performance monitoring framework for holding the Met to account on their safeguarding children duties. As part of this, MOPAC should hold a challenge meeting, within the next 12 months, to hold the Met to account on its safeguarding children and child protection responsibilities.

Appendix 2 – How we conducted this investigation

Why we carried out this investigation

The Police and Crime Committee agreed to investigate the Met's approach to safeguarding children in London. The Committee wanted to find out how well the Met's approach is working, to examine the structural changes that have taken place in the Met, following high profile cases and reviews, and ensure enough resource is dedicated to safeguarding children in the capital.

The Committee agreed that the investigation would also look at specific examples of abuse, such as female genital mutilation and child sexual exploitation. While the Committee recognised the serious nature of other crimes against children and young people, such as sexual violence in a gang-involved context, faith-based abuse, online abuse and child trafficking, it was unable to focus on these within the scope of this investigation.

The investigation's terms of reference were:

- To examine the Met's approach to safeguarding children and how they engage with key partners
- To assess the level of Met resources available to tackle child abuse
- To evaluate MOPAC's strategic oversight
- To establish what more the Met and MOPAC could do to ensure their approach fully supports children at risk and reflects best practice

How we carried out this investigation

The Committee set up the Safeguarding Working Group[118] to lead this investigation. Membership of the Safeguarding Working Group was:

- Caroline Pidgeon MBE AM (Liberal Democrat – Chair)
- Joanne McCartney AM (Labour)
- Jennette Arnold AM (Labour)
- Roger Evans AM (Conservative)

The Safeguarding Working Group held two public meetings to explore:

- Priorities and challenges of safeguarding children in London
- The Met's approach to safeguarding children and Met performance
- Working together with key partners
- Female Genital Mutilation
- Child Sexual Exploitation
- Multi Agency Safeguarding Hubs
- The role of the Mayor and MOPAC
- Abuse by those in a position of trust

The following guests attended the meetings:

13 February 2014

- Sue Berelowitiz, Deputy Children's Commissioner, Office of the Children's Commissioner
- Kathy Evans, Chief Executive Officer, Children England
- Malcolm Ward, Independent Social Work, Training and Child Protection Consultant
- Libby Fry, Assistant Director Children's Services, Barnardo's
- Lee Hopkins, Children Services Manager, London Borough of Merton
- Dominic Clout, Chair, Camden Safeguarding Children Board
- Jeanne King, London MASH Operational Delivery Group
- Detective Chief Superintendent Keith Niven, SOECA, Metropolitan Police Service

13 March 2014

- Cheryl Coppell, Chair of the London Safeguarding Children Board and Chief Executive, London Borough of Havering
- Assistant Commissioner Mark Rowley, Metropolitan Police Service
- Yvette Stanley, Director of Children, Schools and Families, London Borough of Merton
- Helen Bailey, Chief Operating Officer, MOPAC

A targeted written call for evidence was also issued focusing on:

- The effectiveness of the Met's approach to safeguarding and protecting children in London
- What more the Met and MOPAC could do to improve and ensure their approach to safeguarding fully supports children at risk and reflects best practice
- The impact of MASH in London
- Barriers to effective prevention and enforcement against FGM
- How the Met's response to domestic abuse protects and safeguards children

The following organisations responded to the written call for evidence:

- NHS Haringey CCG
- Tower Hamlets Safeguarding Children Board, Chair
- Islington Safeguarding Children Board, Chair
- Richmond Safeguarding Children Board, Chair
- Harrow Safeguarding Children Board, Chair
- Ms Understood Programme
- The Victoria Climbié Foundation UK
- Children and Young People's Services, London Borough of Newham
- NSPCC
- Enfield Safeguarding Children Board, Business Manager
- Barking and Dagenham Safeguarding Children Board, Chair
- The Children's Society
- Dr Peter Green (and Dr Jason Payne-James), Designated Doctor for Child Safeguarding and Consultant for Child Safeguarding – Wandsworth CCG and St George's Hospital
- NHS England, London Region
- Children and Families Across Borders
- St Thomas's Hospital, named midwife safeguarding vulnerable families
- AFRUCA
- Royal College of Midwives
- Forward
- Southall Black Sisters
- AVA

The investigation also carried out site visits to:

- Met's Central Child Abuse Investigation Team
- Operation Limelight, Heathrow
- Harrow's Multi Agency Safeguarding Hub.

Appendix 3 – Glossary

ACPO	Association of Chief Police Officers
AWT	Actual Workforce Total
BOCU	Borough Operational Command Unit
BWT	Budgeted Workforce Total
CAIT	Child Abuse Investigation Team
CPS	Crown Prosecution Service
CSE	Child Sexual Exploitation
FGM	Female Genital Mutilation
IDVA	Independent Domestic Violence Advocate
MACIE	Multi-Agency Critical Incident Exercise
MASH	Multi-Agency Safeguarding Hub
Met	Metropolitan Police Service
MOPAC	Mayor's Office for Policing and Crime
MPA	Metropolitan Police Authority
SCR	Serious Case Review
SOECA	Sexual Offences, Exploitation and Child Abuse

Appendix 4 – End Notes

[1] For example: Lord Laming (2003) The Victoria Climbié Inquiry and Lord Laming (2009) The Protection of Children in England: A progress Report

[2] Ofsted (2008) Joint Area Review, Haringey Children's Services Authority Area

[3] Metropolitan Police The London Child Sexual Operating Protocol, February 2014

[4] As defined by the Department for Education, safeguarding includes: 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 children to have the best outcome: Department for Education (March 2013) Working together to safeguard children

[5] The Government's "Working Together to Safeguard Children" outlines the legislative requirements and expectations on individual services to safeguard children. Department for Education (March 2013) Working together to safeguard children

[6] Section 11 of the Children Act 2004 places a duty on the police, including police and crime commissioners and MOPAC in London, to ensure that they have regard to the need to safeguard and promote the welfare of children. In addition, the Police Reform and Social Responsibility Act 2011 requires the Mayor to hold the Met to account in relation to safeguarding children (as detailed in the Children Act 2004).

[7] Lord Laming (2003) The Victoria Climbié Inquiry

[8] Lord Laming (2009) The Protection of Children in England: A progress Report

[9] Lord Laming (2009) The Protection of Children in England: A progress Report

[10] Ofsted (2008) Joint Area Review, Haringey Children's Services Authority Area

[11] Department of Education (2011) The Munro Review of Child Protection

[12] The Review commended the Met's multi-agency training programme (MACIE – Multi-Agency Critical Incident Experience) and supported the establishment of Multi-Agency Safeguarding Hubs (MASH). It recommended that police are fully engaged in the safeguarding inspection framework and that the framework fully examines the contribution of the police on the frontline. The review also recommended that the task of publishing an annual report for the Children's Trust Board should be transferred from Local Children

Safeguarding Boards to the local Police and Crime Commissioner and the Chair of the Health and Wellbeing Board.

[13] For further information see Sexual Offences, Exploitation and Child Abuse

[14] See http://www.londonscb.gov.uk/procedures/

[15] AC Mark Rowley, Safeguarding Working Group, 13 March 2014 – transcript

[16] Sanction detections include offences that are cleared up by a formal sanction to the offender. Not all sanction detections necessarily result in a conviction.

[17] Assault, neglect, rape and sexual assault

[18] Across all crime types (assault, neglect, rape and sexual assault), sanction detection rates have remained steady over the last five years. However, when broken down by crime type, sanction detection rates have increased for assaults but decreased for everything else (for example, the sanction detection rate for rape decreased by eight percentage points between December 2011-November 2012 and December 2012-November 2013).

[19] MPS, Commission of an independent review into rape investigation, 9 June 2014

[20] The Bureau of Investigative Journalism, Metropolitan Police admits drastic improvements on rape are needed, 10 June 2014

[21] MPS, Commission of an independent review into rape investigation, 9 June 2014

[22] MPS, Commission of an independent review into rape investigation, 9 June 2014

[23] When BWT in SCO5 (child abuse) was 442 and SCO2 (rape) was 475 – a total of 917 police officers.

[24] Information provided by the Met, 17 July 2014.

[25] DCS Keith Niven, Safeguarding Working Group, 13 February 2014 - transcript

[26] DCS Keith Niven informed the Working Group that 55 per cent of the SOECA workforce is women and about 50 of these on maternity leave.

[27] AC Mark Rowley, Safeguarding Working Group, 13 March 2014 – transcript

[28] Lee Hopkins, Children Services Manager, London Borough of Merton, Safeguarding Working Group, 13 February 2014 – transcript

[29] Chair, London Borough of Barking and Dagenham safeguarding Children Board – response to the Committee's call for written evidence

[30] AC Mark Rowley, Safeguarding Working Group, 13 March 2014 – transcript

[31] AC Mark Rowley, Safeguarding Working Group, 13 March 2014 – transcript

[32] Ofsted (2008) Joint Area Review, Haringey Children's Services Authority Area
[33] AC Mark Rowley, Safeguarding Working Group, 13 March 2014 – transcript
[34] With a Detective Chief Inspector in charge of the 16 CAITs and a Detective Inspector responsible for each CAIT.
[35] AC Mark Rowley, Safeguarding Working Group, 13 March 2014 – transcript
[36] Helen Bailey, Chief Operating Officer, MOPAC, Safeguarding Working Group, 13 March 2014 – transcript
[37] Chair, Islington Safeguarding Children Board – written evidence provided to the Safeguarding Working Group
[38] AC Rowley, Safeguarding Working Group, 13 March 2014 – transcript
[39] Under section 11 of the Children Act 2004, the key organisations with a duty to protect children include: local authorities, the police, probation, NHS bodies, youth offending teams, British Transport Police. These agencies also work very closely with the voluntary and community sector.
[40] Chair, Richmond Safeguarding Children Board – written evidence provided to the Safeguarding Working Group
[41] Cheryl Coppell, Chair of London Safeguarding Children Board and Chief Executive, London Borough of Havering, Safeguarding Working Group, 13 March 2014 – transcript
[42] Helen Bailey, Chief Operating Officer, MOPAC, Safeguarding Working Group, 13 March 2014 – transcript
[43] Malcolm Ward, Independent Social Work, Training and Child Protection Consultant, Safeguarding Working Group, 13 February 2014 – transcript
[44] Yvette Stanley, Director of Children, Schools and Families, London Borough of Merton, Safeguarding Working Group, 13 March 2014 – transcript
[45] Department for Education (March 2013) Working together to safeguard children
[46] Chair, Tower Hamlets Safeguarding Children Board – written evidence provided to the Safeguarding Working Group
[47] Chair, Richmond Safeguarding Children Board – written evidence provided to the Safeguarding Working Group
[48] Dr Peter Green and Jason Payne-James – written evidence provided to the Safeguarding Working Group
[49] The Children's Society – written evidence provided to the Safeguarding Working Group
[50] Sue Berelowitz, Deputy Children's Commissioner, Office of the Children's Commissioner, Safeguarding Working Group, 13 February 2014 - transcript

[51] Malcolm Ward, Independent Social Work, Training and Child Protection Consultant, Safeguarding Working Group, 13 February 2014 - transcript
[52] Malcolm Ward, Independent Social Work, Training and Child Protection Consultant, Safeguarding Working Group, 13 February 2014 – transcript
[53] Sue Berelowitz, Deputy Children's Commissioner, Office of the Children's Commissioner, Safeguarding Working Group, 13 February 2014 – transcript
[54] Lee Hopkins, Children Services Manager, London Borough of Merton, Safeguarding Working Group, 13 February 2014 – transcript
[55] Dominic Clout, Chair, Camden Safeguarding Children Board, Safeguarding Working Group, 13 February 2014 - transcript
[56] DCS Keith Niven, Safeguarding Working Group, 13 February 2014 – transcript
[57] Department of Education (2011) The Munro Review of Child Protection
[58] DCS Keith Niven, Safeguarding Working Group, 13 February 2014 – transcript
[59] AC Rowley, Safeguarding Working Group, 13 March 2014 – transcript
[60] For example, Victoria Climbié and Baby P
[61] Department for Education (March 2013) Working together to safeguard children
[62] Cheryl Coppell, Chair of the London Safeguarding Children Board and Chief Executive, London Borough of Haringey, Safeguarding Working Group, 13 March 2014 – transcript
[63] Sue Berelowitz, Deputy Children's Commissioner, Office of the Children's Commissioner, Safeguarding Working Group, 13 February 2014 – transcript
[64] Cheryl Coppell, Chair of the London Safeguarding Children Board and Chief Executive, London Borough of Haringey, Safeguarding Working Group, 13 March 2014 – transcript
[65] University of Greenwich, Assessing the Early Impact of Multi-Agency Safeguarding Hubs, December 2013
[66] AC Rowley, Safeguarding Working Group, 13 March 2014 – transcript
[67] University of Greenwich, Assessing the Early Impact of Multi-Agency Safeguarding Hubs, December 2013
[68] Lee Hopkins, Children Services Manager, London Borough of Merton, Safeguarding Working Group, 13 February 2014 – transcript
[69] Cheryl Coppell, Chair of the London Safeguarding Children Board and Chief Executive, London Borough of Haringey, Safeguarding Working Group, 13 March 2014 – transcript
[70] Cheryl Coppell, Chair of the London Safeguarding Children Board quoted in Multi-agency safeguarding teams cut child protection delays, finds report, 18 December 2013
[71]Dominic Clout, Chair, Camden Safeguarding Children Board, Safeguarding Working Group, 13 February 2014 – transcript

[72] AC Rowley, Safeguarding Working Group, 13 March 2014 – transcript
[73] Cheryl Coppell, Chair of the London Safeguarding Children Board and Chief Executive, London Borough of Haringey, Safeguarding Working Group, 13 March 2014 – transcript
[74] University of Greenwich, Assessing the Early Impact of Multi-Agency Safeguarding Hubs, December 2013
[75] Jeanne King, London MASH Operational Delivery Group, Safeguarding Working Group, February 2014 – transcript
[76] Office of the Children's Commissioner (2013) If only someone had listened
[77] Office of the Children's Commissioner (2013) If only someone had listened
[78] See http://content.met.police.uk/Site/tellsomebody
[79] Metropolitan Police The London Child Sexual Operating Protocol, 13 February 2014
[80] Lee Hopkins, Children Services Manager, London Borough of Merton, Safeguarding Working Group, 13 February 2014 – transcript
[81] Sue Berelowitz, Deputy Children's Commissioner, Office of the Children's Commissioner, Safeguarding Working Group, 13 February 2014 – transcript
[82] DCS Keith Niven, Safeguarding Working Group, 13 February 2014 – transcript
[83] DCS Keith Niven, Safeguarding Working Group, 13 February 2014 – transcript
[84] AC Rowley, Safeguarding Working Group, 13 March 2014 – transcript
[85] AC Rowley, Safeguarding Working Group, 13 March 2014 – transcript
[86] The Children's Society – written evidence provided to the Safeguarding Working Group
[87] Under the previous definition, anyone whose whereabouts is unknown is classed as missing until located. The new definition distinguishes between people who are 'absent' (not at a place where they are expected or required to be) and 'missing' (not at the place they are expected to be but the circumstances are out of character or the context suggests they may be subject of a crime or at risk of harm to themselves and others); see ACPO, Improving the response to missing people, 20 March 2013
[88] Shalev Green, K and Pakes, F (2013) Absent: An exploration of common police procedures for safeguarding practices in cases of missing children, ACPO
[89] The Children's Society – written evidence provided to the Safeguarding Working Group
[90] FGM has been a criminal offence in England and Wales since 1985, when the Prohibition of Female Circumcision Act 1985 was passed. The Female Genital Mutilation Act 2003 repealed and replaced the 1985 act in

England, Wales and Northern Ireland. Until recently there had been no charges or prosecutions. The first two prosecutions under the FGM Act were announced on 21 March 2014. See (London Evening Standard, True number of FGM victims in capital is far more than figures show, 9 September 2013)

[91] MPS Child Safeguarding Report – provided to the Committee, January 2014

[92] Dorkenoo et al (2007), A statistical study estimate the prevalence of female genital mutilation in England and Wales, FORWARD

[93] AC Rowley, Safeguarding Working Group, 13 March 2014 – transcript

[94] In response to concerns that a lack of accurate data from health professionals has prevented action being taken to stop FGM, the Government have introduced mandatory reporting of FGM cases by health professionals and will improve training to doctors and nurses to help them identify FGM – see The Guardian, NHS hospitals will have duty to report FGM, government announces, 6 February 2014

[95] The Harmful Practices Taskforce confronts FGM and other harmful practices including forced marriage, witchcraft killings and 'honour' crimes

[96] Mayoral Strategy on Violence Against Women and Girls, 2013-17

[97] AFRUCA – written evidence provided to the Safeguarding Working Group

[98] Royal College of Midwives – written evidence provided to the Safeguarding Working Group

[99] FORWARD – written evidence provided to the Safeguarding Working Group

[100] AFRUCA – written evidence provided to the Safeguarding Working Group

[101] The Victoria Climbié Foundation – written evidence provided to the Safeguarding Working Group

[102] AFRUCA – written evidence provided to the Safeguarding Working Group

[103] AFRUCA – written evidence provided to the Safeguarding Working Group and Guys and St Thomas' Hospital – written evidence provided to the Safeguarding Working Group

[104] The Victoria Climbié Foundation – written evidence provided to the Safeguarding Working Group

[105] London Evening Standard, Met chief Sir Bernard Hogan-Howe calls for shake-up to tackle FGM, 10 December 2013

[106] Royal College of Midwives – written evidence provided to the Safeguarding Working Group

[107] London Evening Standard, FGM girls being cut in Britain as often as abroad, says Met Commissioner, 9 May 2014

[108] Sir Bernard Hogan-Howe, speaking at the Home Affairs Committee, 3 December 2013 - transcript

[109] London Evening Standard, Met detectives go undercover to find suspected FGM 'cutters', 9 September 2013

[110] The week-long national initiative sought to prevent and detect cases of FGM. It monitored 14 inbound and outbound flights at six airports across the country.

[111] London Evening Standard, British girls flown to Singapore and Dubai for 'medicalised' FGM, 14 May 2014

[112] The *Metropolitan Police Authority* was disbanded and replaced by MOPAC on 16 January 2012.

[113] Letter from Marie Snelling to Chair of the Police and Crime Committee (page 9), 21 January 2014

[114] Mayor of London, Mayoral Strategy on Violence Against Women and Girls 2013-2017, November 2013

[115] Helen Bailey, Chief Operating Officer, MOPAC, Safeguarding Working Group, 13 March 2014 – transcript

[116] Letter from Marie Snelling to Chair of the Police and Crime Committee, 21 January 2014

[117] Letter from Marie Snelling to Chair of the Police and Crime Committee, 21 January 2014

[118] www.london.gov.uk/moderngov/mgCommitteeDetails.aspx?ID=351

Orders and translations

How to order

For further information on this report or to order a copy, please contact Janette Roker, Scrutiny Manager, on 020 7983 6562 or email: janette.roker@london.gov.uk

See it for free on our website

You can also view a copy of the report on the GLA website: http://www.london.gov.uk/assembly/reports

Large print, braille or translations

If you, or someone you know, needs a copy of this report in large print or braille, or a copy of the summary and main findings in another language, then please call us on: 020 7983 4100 or email: assembly.translations@london.gov.uk.

Chinese

如您需要这份文件的简介的翻译本，
请电话联系我们或按上面所提供的邮寄地址或
Email 与我们联系。

Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

Greek

Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.

Turkish

Bu belgenin kendi dilinize çevrilmiş bir özetini okumak isterseniz, lütfen yukarıdaki telefon numarasını arayın, veya posta ya da e-posta adresi aracılığıyla bizimle temasa geçin.

Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

Hindi

यदि आपको इस दस्तावेज का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

Bengali

আপনি যদি এই দলিলের একটা সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফো করবেন অথবা উল্লেখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

Urdu

اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں
درکار ہو تو، براہ کرم نمبر پر فون کریں
یا مذکورہ بالا ڈاک کے پتے یا ای میل
پتے پر ہم سے رابطہ کریں۔

Arabic

الحصول على ملخص لهذا المستند بلغتك،
فرجاء الاتصال برقم الهاتف أو الاتصال على
العنوان البريدي العادي أو عنوان البريد
الإلكتروني أعلاه.

Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં
જોઈતો હોય તો ઉપર આપેલ નંબર પર ફોન કરો
અથવા ઉપર આપેલ ટપાલ અથવા ઈ-મેઈલ સરનામા
પર અમારો સંપર્ક કરો.

Greater London Authority

City Hall
The Queen's Walk
More London
London SE1 2AA

Enquiries 020 7983 4100
Minicom 020 7983 4458
ISBN number: 978-1-84781-581-1

www.london.gov.uk

This publication is printed on recycled paper