



# Hull Safeguarding Children Partnership



**SAFE AND  
SUPPORTED  
IN HULL.**

**Hull's Contextual  
Safeguarding  
Strategy  
2023-2026**

“Working together to ensure that children in Hull are safe, well and able to reach their full potential”



**Hull**  
City Council



# Hull Safeguarding Children Partnership

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# Foreword:

## Message from the Chair of the HSCP

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This strategy outlines Hull's continued commitment to a collaborative approach to tackle all forms of contextualised safeguarding (extra-familial harm). It lays out, clearly, how we will co-ordinate our multi-agency delivery to provide targeted and appropriate protection and support young people experiencing contextualised safeguarding, to reduce the risks they face and help them to get their lives back on track and achieve their potential. Additionally, we will focus on the equally important task of prevention and early intervention work with young people who may be at risk. Our approach will also focus on identifying, disrupting, and pursuing those who seek to harm and exploit our young people.

Young people's views are central to this strategy and everything we do as a partnership. Our approach will continue to be informed by robust multi-agency intelligence and the lived experience of our young people, their families, and communities. We speak to young people every day across our partnership; their views and thoughts are listened to by our professionals on the ground, which informs planning and support for our young people at all levels.

As a partnership, we recognise that, as children enter adolescence, it's a time of increased independence, risk taking, and young people want to explore new things. Influences outside of the family home take on more of a role in young people's lives; their peers, the community environment, school and, of course, the on-line world young people have access to. The vast majority of young people in Hull are able to negotiate this period of their lives safely, with the support of their family, but for some young people, that is not the case and risks such as criminal exploitation, online harm, and abuse are experienced. Our partnership in Hull is committed to preventing this happening and supporting those young people who are experiencing it.

Kay Durrant  
**Chair of Hull Safeguarding  
Children's Partnership**



# Section One – Introduction, Definition, Local Context

## Introduction:

### Policy context:

“Working Together to Safeguard Children (2018)” and “Keeping Children Safe in Education” both refer to contextual safeguarding, which is all about how partners in Hull respond, understand, assess, and reduce the risk of harm outside the family home. This approach is all about taking a holistic view of the child’s neighbourhood, school, peer groups, online space, as well as home environment. The work has also developed in line with the requirements in the OFSTED Inspection of Local Authority Children’s Services (ILACS) Framework.

The Strategy has clear links with a range of other strategies and plans, which drive our partnership work across Hull for children and young people:

- The Hull Youth Justice Plan
- The Humberside Violence Prevention Strategy
- Humberside Police Early Intervention Strategy
- Safer Hull Community Safety Strategy
- Hull Early Help and Prevention Strategy

### What is Contextual Safeguarding?

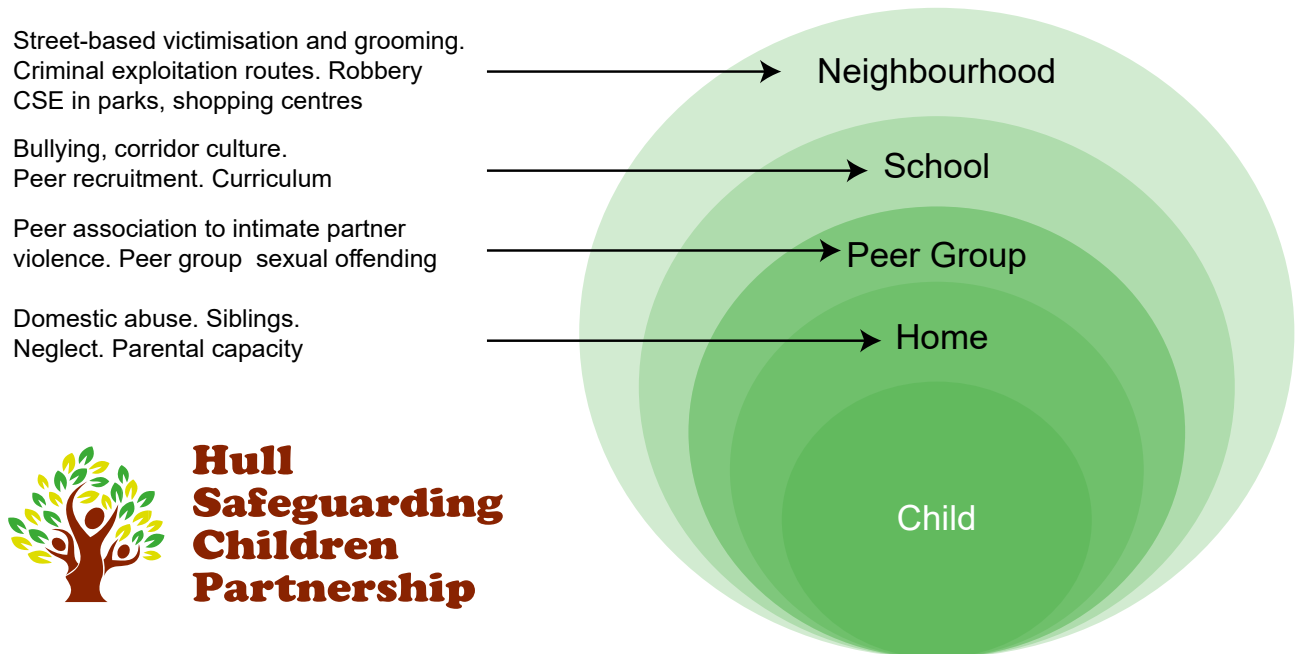
Contextual Safeguarding is an approach to understanding and responding to children’s experiences of significant harm beyond their family and home.

This approach recognises the different relationships children have in their schools, peer groups, online, and in their community. Parents and carers may have little influence over these contexts and children’s exposure to extra-familial abuse can negatively impact a parent-child relationship.

When it comes to Child Exploitation, more often the risk is posed outside of the family home. Contextual Safeguarding enhances traditional child protection systems to recognise children are vulnerable to extra-familial abuse. Considering a child’s neighbourhood, school, peer groups, online space, as well as home, ensures, when assessing the risk of child exploitation, it is more accurate and holistic of how a child experiences risk in order to provide appropriate intervention by recognising these spaces.



## Contextual dynamics of abuse, vulnerability and risk (Firmin, 2015)



There are a range of contexts where some young people may be exposed to risk and harm in an extra-familial way, which includes the following primary presenting issues:

- Child sexual exploitation
- Child criminal exploitation, including county lines, gang involvement and serious youth violence
- Child on child abuse
- Risky teenage relationships and domestic abuse
- Missing Young People
- Radicalisation and extremism
- Modern Slavery and trafficking
- Online harm and abuse including exploitation.

There are also a range of secondary presenting issues, which are risk factors for increased vulnerability, and these include:

- Family breakdown
- Financial challenges

- Poor mental health
- Homelessness or housing problems
- Unmet health needs, including sexual health
- Absence from education
- Care experienced young people
- CYP with additional needs (SEND)
- Unaccompanied Asylum Seeking Children

While some children and young people are at greater risk, all children and young people, including those with no apparent vulnerabilities, can experience exploitation and other forms of extra-familial harm.

### The Local Context:

Hull is the 4th most deprived local authority area in the country. We know that a number of things increase the likelihood of a child or young person suffering abuse (vulnerability factors). Poverty and poor housing, substance misuse, levels of crime and domestic abuse, and the strength of family networks, are all socio-economic factors outside the family home which increase a young person's vulnerability to risks outside the home.

Hull has an estimated population (Mid 2021) of: 266,500 and is the 60th largest district / unitary authority in England (out of 310). Hull has a high Population Density: 3,730 people per km<sup>2</sup> (2021 Census), which is the 17th highest outside of London. This is due to having a tight administrative boundary. Hull's natural suburbs are in the East Riding, which then impacts on internal migration and compounds overall levels of deprivation.

Hull City Council is ranked as the 4th most deprived local authority in England (IMD2019) with 54% of the population living in 20% most deprived areas of England.

Over the last 20 years, Hull has become significantly more diverse and, currently, 16% of Hull residents are from a Black, Asian or Minority Ethnic (BAME) background, increasing from 3.6% to 16.1%. The largest individual ethnic group is 'White Other' (7.4%) and contains many economic migrants from Eastern Europe – larger than nationally (6.3%). Hull has seen significant emergence and growth of Polish, Romanian, Latvian, and Lithuanian communities, which builds on existing communities: Arabic, Kurdish, Turkish, Pakistani, Bangladeshi, Indian, and Chinese.

Children and young people in Hull are particularly impacted by deprivation and poverty in Hull. According to the 2021 Census:

- 58% of children under 16 live in low-income areas of high deprivation
- 30% of children under 16 live in lone parent households
- 36% of residents with dependent children are unemployed or economically inactive or live in poverty (32%)
- Government figures (2022) suggest that 28.2% of children under 16 live in low-income families, compared to 20.1% across UK. This citywide figure masks wide disparity across the city's 21 electoral wards where figures vary from as little as 12.7% (Kingswood ward) to as much as 43.6% (Central ward).

The mid 2021 population estimate for children and young people is as follows:

- 84,211 children and young people aged 0 - 24 years (31.6% of the total population):
  - 15,786 aged 0 – 4
  - 33,990 aged 5 – 14
  - 15,365 aged 15 – 19
  - 19,070 aged 20 - 24

As of 30 April, vulnerable children and young people are:

- 803 children with a child in need plan
- 411 children subject to a child protection plan
- 143 missing episodes started and ended in April; of these, 75% are for children who are open to social care, 35% (50) are episodes where the child / young person is looked after
- 83% of the missing episodes ended within 24 hours, with 10% lasting 1 to 2 days. 1% lasted 5+ days
- Of the 127 missing episodes which required a Return Home Interview, 104 (82%) were offered, with 50 (48%) taking up this offer and the RHI being carried out. 74% of these return home interview, took place within 72 hours, 12% within 3-4 days, 2% within 4 to 5 days and 12% took place in 5+ days

## **MACE and LERMS:**

- From 1st September 2022 to 31st March 2023, there have been 59 young people discussed at LERMs, 38 of whom were escalated to MACE
- 63% of these young people were successfully de-escalated from MACE processes due to the risk being reduced through the multi-agency response and disruption tactics
- Of the 59 children discussed at LERMs, 42 of them had NRM referrals submitted, meaning children are being considered and recognised as victims of modern-day slavery to ensure that they have a comprehensive package of support

## **Hull – A Trauma Informed City:**

Recognising that trauma and adverse childhood experiences are the key reasons for individuals experiencing Severe and Multiple Disadvantage (SMD), Hull is committed to becoming a trauma-informed city, with the aim of all services being trauma-informed and able to meet the needs of those experiencing SMD.

This work is currently being scoped and, as a minimum, it is likely to cover:

- Programme of cultural transformation through a wide-scale training programme to raise awareness of the impacts of trauma and resulting severe and multiple disadvantage
- Trauma-informed practice becomes the norm across all services – universal and specialist
- Psychologically informed environments (PIE) becomes a key consideration in all public sector buildings/commissioned



## Section Two - Vision, Objective & Partnerships

### Vision and Objectives:

*“Working together to ensure that children in Hull are safe, well, and able to reach their full potential”  
(HSCP Vision 2023)*

### Objectives:

Contextualised Safeguarding is one of four priorities within the HSCP Business Plan, which outlines a number of key objectives:

- To work with all partner agencies to identify and reduce the number of children affected by exploitation
- The focus will be on ensuring that there is a good understanding across the partnership of the complex and inter-related risks associated with child exploitation, to enable support and intervention to take place at the earliest opportunity to reduce this
- Practitioners will be supported to recognise the early signs of risk so that preventative intervention can be provided
- We will provide a joined up, multi-agency response to children who are at risk of, or subjected to, exploitation

## Outcome for children

Children and young people in Hull are protected from child exploitation and support is in place for children at risk so that the partnership has assurance that the approach to safeguarding children from harm outside the home is effective.

### Hull Safeguarding Children's Partnership – our response:

Strong multi-agency working is at the heart of Hull's response to contextualised safeguarding. No one agency can tackle these issues alone and we have, therefore, created a partnership network including a range of different organisations and agencies:

- Hull City Council – Children's Social Care/Early Help/Youth Justice/Parks and Open Spaces/

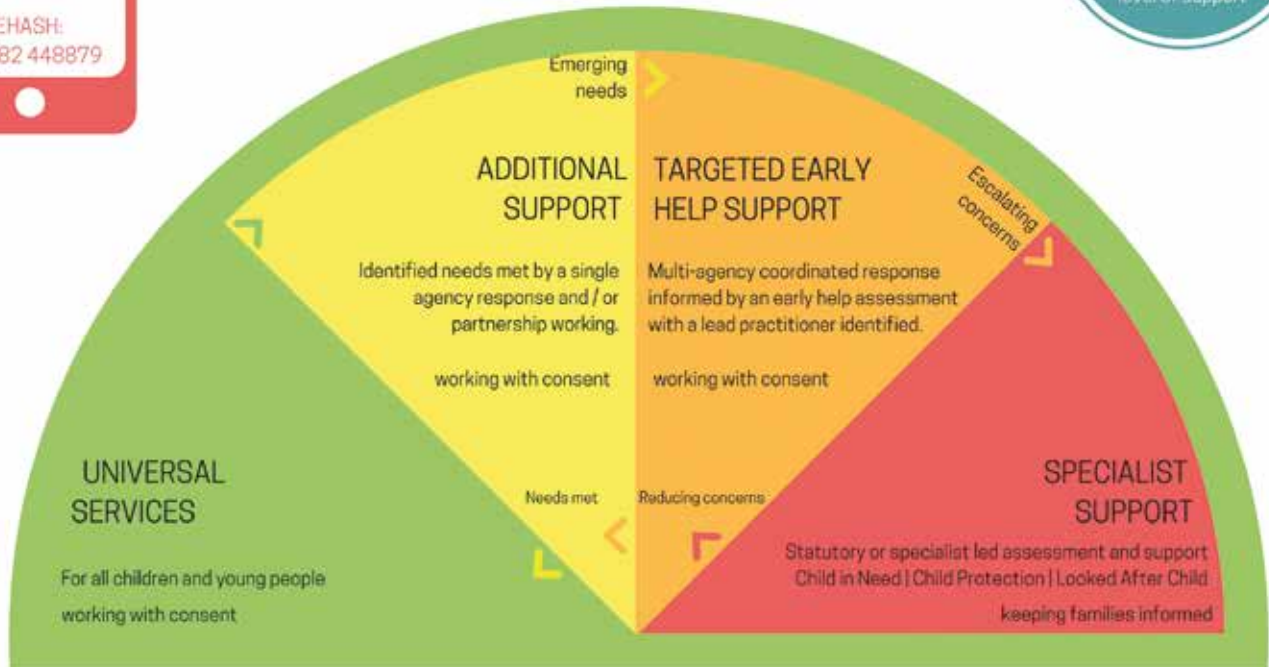
Housing/Adult Social Care/Public Health/Safer Hull, and Neighbourhood Nuisance/, Domestic Abuse Partnership

- Humberside Police
- Hull and East Riding Probation Service
- Hull Health and Care Partnership and a range of health providers
- The Voluntary and Community Sector
- British Transport Police
- Education Providers via the Hull Learning Partnership

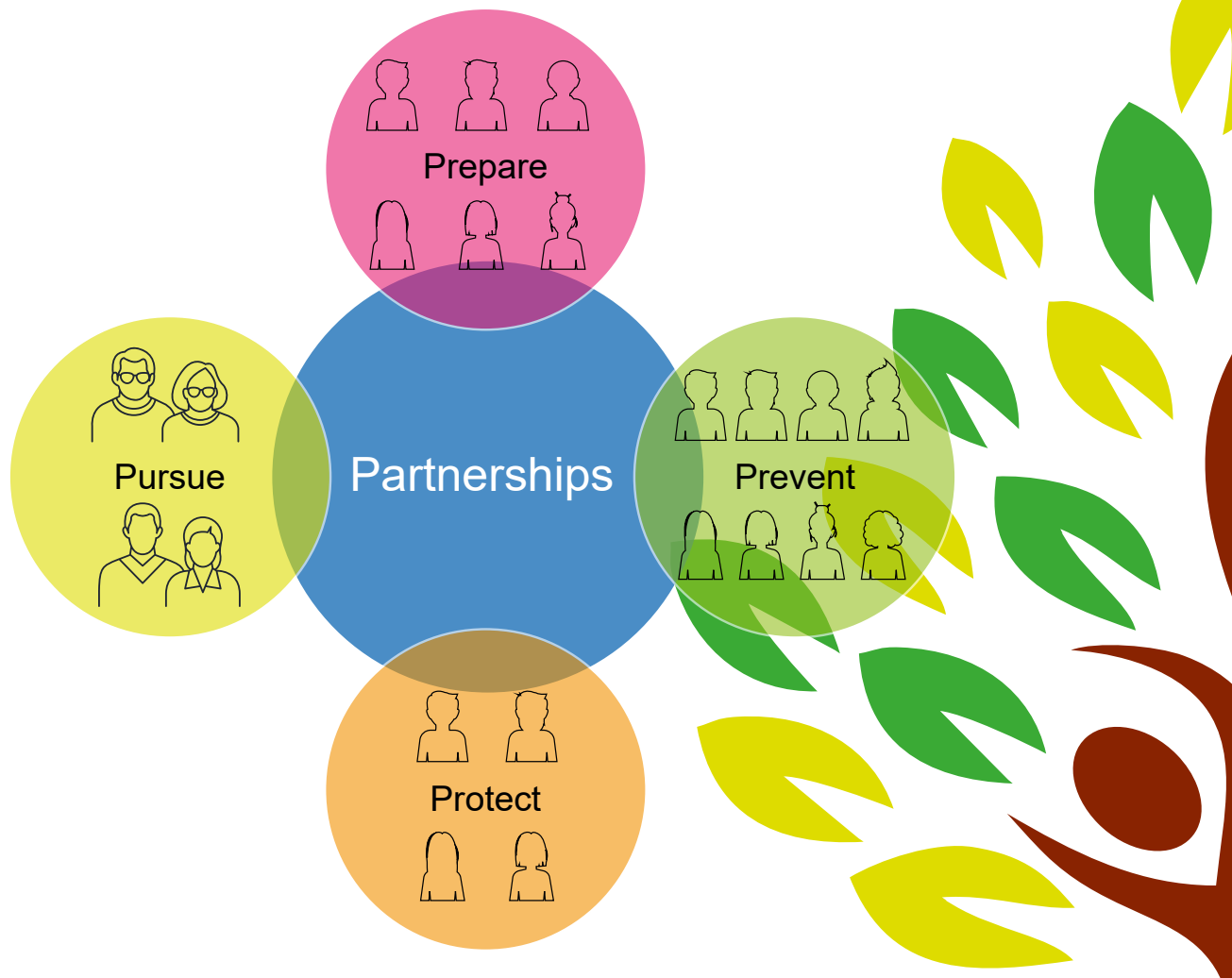
Our response in Hull is shaped under '5 P's' across the Threshold of Need:



## THRESHOLD OF NEEDS







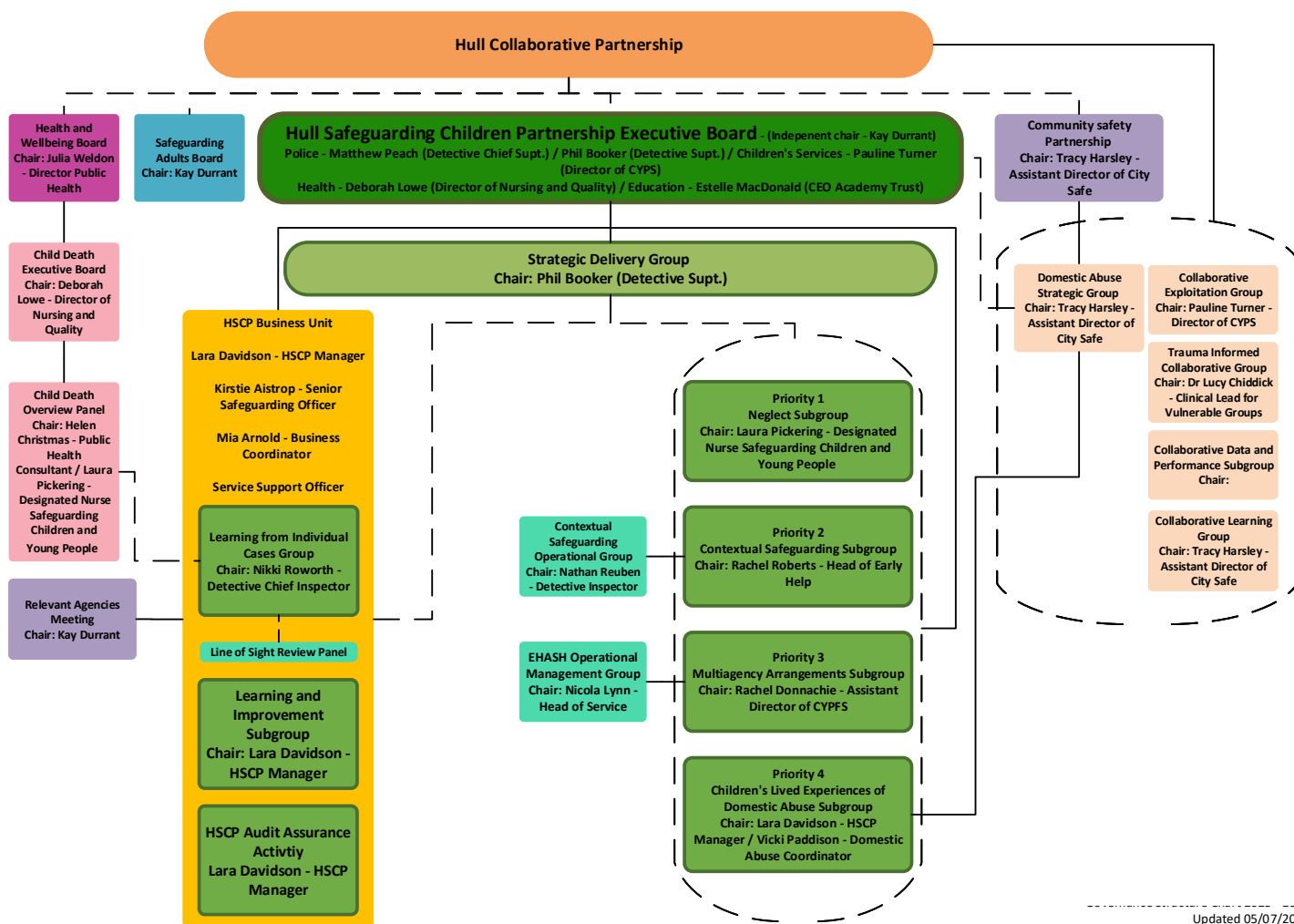
- Preparing CYP to be aware of CS risks and have the resilience to avoid them – this involves a wide range of universal and services who offer additional support across the Early Help Partnership, supporting children and young people at the left hand side of the continuum. This includes schools, GPs, youth services, policing teams, school nursing, voluntary sector organisations and other similar sectors
- Prevent CYP who are more vulnerable to becoming victims or being exploited or harmed – these services work together to provide more targeted support to prevent young people who are potentially more vulnerable, from becoming the victims or being exploited or harmed. This includes Targeted Youth Services (council and VCS), family support services, Mental Health Support Teams, school nursing, policing teams, neighbourhood nuisance teams, substance misuse services, pastoral teams in schools
- Protect by providing acute and specialist support for higher level needs and protect CYP who are victims of contextualised safeguarding risk factors – acute and specialised support with responsibilities for protecting young people who are victims of contextualised safeguarding risks. This includes Children’s Social Care and the Vulnerable, Exploited and Trafficked Team (VEMT), Hull Youth Justice Service, Targeted Youth Services (council and VCS), including substance misuse and housing options, acute health services, Pupil Referral Units, DAP, family support, etc
- Pursue the perpetrators of CS, including organised crime gangs – Humberside Police lead the ‘operations’ across Hull to identify and disrupt across online safety, organised crime, and exploitation.
- Strong multi-agency partnership working to ensure we achieve our objectives – this is achieved through our Strategic and Operational Contextualised Safeguarding Groups which sit under the HSCP Governance arrangements. There are also significant links into multi-agency partnership arrangements across the Serious Violence and Youth Justice agendas. At an operational level, the following section also outlines arrangements for MACE and OCG partnership groups

# Section Three - Governance



## Hull Safeguarding Children Partnership

Diagram 3 - HSCP Governance Structure



Updated 05/07/2023

Sitting underneath the HSCP arrangements are a range of partnership groups which play various roles in supporting our collective partnership efforts to safeguard young people from contextualised safeguarding risks. These include:

Multi Agency Child Exploitation Meeting (MACE) and Locality Exploitation Risk Meeting (LERM):

The MACE meeting is a multi-agency arrangement and consists of 2 panels. The model was revised in January 2022 to increase frequency in recognition of levels of risk and the need for timely and robust safety management plans. The LERM Panel, a smaller panel that meets weekly rotating around the three locality areas.

The purpose of the LERM is to discuss the risks/ concerns using the Signs of Safety model and Risk Indicator Tool (RIT) to devise a plan which includes disruption and consideration of contextual safeguarding issues. The meeting will agree the plan and a risk rating. Low and medium risk cases will be kept within the allocated social care team to manage with partnership support, high risk cases will be escalated to discuss at MACE.

NRM Modern day slavery and NRM devolved decision making pilot:

The National Referral Mechanism (NRM) is a framework for identifying and referring potential victims of modern slavery and ensuring they receive the appropriate support.

Modern slavery is a complex crime and may involve multiple forms of exploitation. It encompasses:

- Human Trafficking
- Slavery, servitude, and forced or compulsory labour

The Hull NRM Pilot went live in June 2021 and forms part of a wider Transformation Programme of activity

to identify sustainable longer-term options for the NRM nationally. The purpose of the Pilot Programme is to test whether determining if a child is a victim of modern slavery within existing safeguarding structures is a more appropriate model for making modern slavery decisions for children. This approach is intrinsically linked to local safeguarding processes and will enable decisions about whether a child is a victim of modern slavery to be made by those involved in their care and ensure the decisions made are closely aligned with the provision of local, needs-based support and any law enforcement response.

**Hull Youth Justice Management Board** – responsible for ensuring the delivery of the Hull Youth Justice Plan, ensuring effective youth justice services are operating in Hull. Key targets include reducing first time entrants to the youth justice system and reducing re-offending.

**Humberside Violence Prevention Partnership (HVPP)** - To lead and co-ordinate Humberside’s response to Serious Violence, taking an evidence-based whole-system/public health approach based around strong multi-agency partnerships. Funded by the Home Office via Offices of the Police and Crime Commissioner (OPCCs)

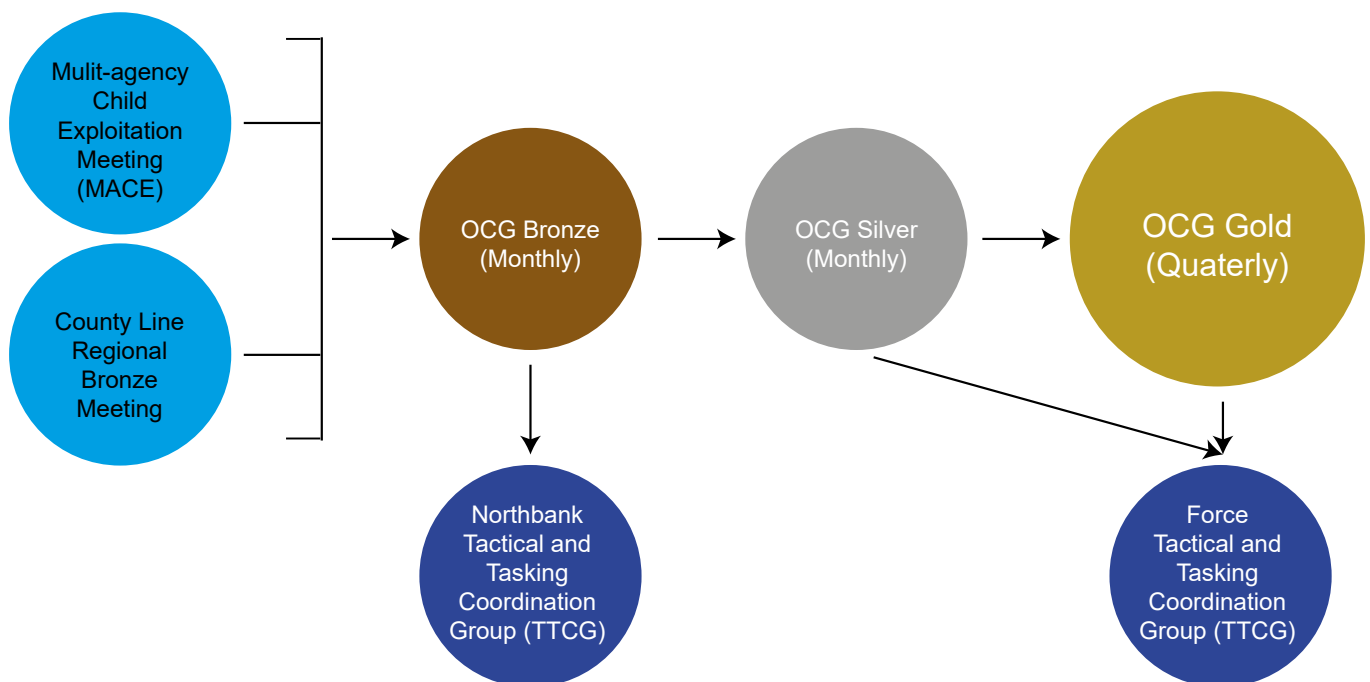


Diagram 4 – Humberside Police governance structure for multi-agency partnership arrangements to support ‘protecting and pursuing’. The OCG Gold, Silver and Bronze meetings are vital forums to coordinate efforts to identify and disrupt organised crime groups. For example, the Silver multi-agency meeting brings

together a range of key partners to look at each OCG in operation across Hull and East Riding, their levels of criminality, what we know currently, what we need to know and identifies opportunities for where partners can support activity such as Housing supporting council tax checks and tenancy arrangements at identified properties.

## Referral Pathways via EHASH:

Referrals for direct work, advice and support for children/YP who go missing and/or are considered to be at risk of exploitation will be considered within one of 3 pathways.

1. Emerging Risk – Intervention at the earliest stage when potential risk is first identified. This route will offer advice and support to children and their families with signposting to other services as appropriate
2. Moderate Risk – Likely to require planned direct work, advice and support for the child and family/ carers. May include allocation to or support from VEMT Youth Engagement Worker or Social Worker and other targeted services
3. Significant Risk – More intensive intervention required in relation to exploitation and other risks associated with going missing. Support that can be offered will be provided by a VEMT Social Worker or Cornerhouse CARE project and by HYJS for YP known to them where there is a CCE risk.

The VEMT team also offer a 'consultation' service which provide specialise advice, guidance and direct work where needed.

## Evidencing Impact – are we making a difference for young people?

Evidencing the impact of this strategy and its associated delivery plan is key and we will do this through monitoring a range of performance measures and listening to the voice of children and young people across Hull:

- A reduction in persistent absence from school
- Fewer children entering custody
- Fewer children entering the criminal justice system
- An increase in the number of children receiving an out of court disposal to prevent escalation of offending behaviour
- A reduced number of missing episodes
- A decrease in referrals into MACE
- Children providing feedback that informs our service delivery and development

