

# Islands Safeguarding Children and Adult Partnerships

**Bailiwick of Guernsey**  
Annual Report

**2021**



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States of Guernsey

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# Contents

3	Foreword
<b>5</b>	<b>Section 1 - Local background and context</b>
5	Guernsey, Alderney, Herm and Sark (Bailiwick of Guernsey)
5	Population
5	Purpose of the Islands Safeguarding Children and Adult Partnerships
6	Safeguarding Children Overview
7	Safeguarding Adults Overview
7	Domestic Abuse
<b>8</b>	<b>Section 2 - Governance and accountability arrangements</b>
8	Membership
8	Attendance
8	*The Chief Executive for Alderney was only appointed part way through the year
9	Structure of the ISCP 2021
10	Business Support and Funding Arrangements
<b>11</b>	<b>Section 3 - Progress against the 2021 Business Priorities</b>
11	Priorities for Addressing safeguarding needs and risks
11	Priorities for Strengthening Engagement
12	Priorities for strengthening understanding of practice challenges and line of sight to practitioners
12	Priorities for strengthening accountability
<b>13</b>	<b>Section 4 - Reports from Sub-Committees</b>
13	ISCP/ISAP Learning and Improvement Sub-Committee
13	ISCP Online Safety committee
13	Child Death Overview Panel (CDOP)
14	Health Safeguarding Sub-Committee
<b>15</b>	<b>Closing comments</b>

# Foreword

I am delighted to provide the Annual Report of the Islands Safeguarding Children and Adult Partnerships (ISCP/ISAP) for 2021, which was been a busy and challenging year as we learned to live with COVID and services continued to adapt to meeting the changing needs of islanders.

Over the year, the ISCP/ISAP has continued to lead a full work programme to improve outcomes for islanders including engagement with the third sector, voluntary organisations and community groups to provide support in their important safeguarding roles. An event led by the ISCP/ISAP in July 2021 brought together 50 such organisations and provided an opportunity to hear first-hand about the needs of islanders to inform plans for addressing priorities for safeguarding across the Bailiwick, provide updates on a range of safeguarding topics, discuss training needs, and enable an important networking opportunity.

In preparation for publication of a Child Neglect Strategy, the annual ISCP/ISAP conference took place in November 2021 with a theme of neglect of adolescents and the impact of the pandemic on children. We were particularly pleased to hear directly from a young person from the island who shared their experience of being in care and what was important to them when accessing the support they needed. Despite needing to switch at short notice to a “virtual” event, the conference was very well attended and evaluated by 120 delegates.

2021 was the first full year of the new ISAP and saw the development of an adult safeguarding framework to ensure there is a consistent approach across all agencies to identifying and responding to adult safeguarding concerns. Although technically we have separate safeguarding partnerships for child and adult safeguarding, we are taking a joined-up approach and “think family” underpins all of our work.

Quality Assurance is a key priority for the ISCP/ISAP and in 2021, we introduced a new Quality Assurance Framework which over time will enable us to take a more structured approach to reviewing the performance of the safeguarding system and undertake regular safeguarding audits.

**Our Training provision and Learning Network continue to go from strength to strength with approximately 663 practitioners attending events across 2021 on a range of topics to support evidence-based practice and contemporary thinking.**

An annual planning event to review current and future safeguarding needs for the Bailiwick took place in December 2021 and shaped priorities for 2022 including a focus on “think family” detailed above and ensuring we have alignment with key strategies and plans such as the Domestic Abuse and Sexual Violence Strategy.

Over the course of 2021, our very small team of Business Manager Gareth Kidd, Trainer Alix Coubrough and Administrator Charlotte Edmonds have worked tirelessly to support and strengthen multi-agency safeguarding across the Bailiwick and I am most grateful for their skill and effort.

I would also like to thank the ISCP/ISAP Board, practitioners and managers across all agencies for their energy, hard work and continuing support to ensure we have the best possible safeguarding arrangements for children, young people, families and vulnerable adults in the Bailiwick.



Sarah Elliott

Pan Island Safeguarding Chair





UK

ALDERNEY

HERM

GUERNSEY

SARK

FRANCE

## Section 1

# Local background and context

### Guernsey, Alderney, Herm and Sark (Bailiwick of Guernsey)

Guernsey is the second largest of the Channel Islands. Along with Alderney, Herm and Sark, make up the Bailiwick of Guernsey. At present it is only Guernsey, Alderney and Herm who are subject to the legislation that underpins multi agency child protection practice in the islands; the Children (Guernsey and Alderney) Law, 2008 (the Children Law), which was implemented in January 2010.

Whilst the model of child protection shares similarities with England and Wales, the main difference is through the statutory footing (through the Children's Law) of the Office of the Children's Convenor and the Child, Youth and Community Tribunal (the CYCT). The CYCT is a welfare-based system, modelled on the Scottish Children's Hearings system. It replaces the Court in most cases where there is a need for compulsory intervention either to protect children and young people from harm or to support children and families to change harmful or risky behaviours. The CYCT therefore is an important part of the overall child safeguarding system, running alongside processes for early help, multi-agency support for children in need, child protection case conferences and the juvenile court.

At present, there is no statutory framework for safeguarding adults in Guernsey but some important legislation is in place for adults at risk such as the Capacity (Bailiwick of Guernsey) Law 2020 and the Mental Health Law 2013.

### Population

At the end of September 2021 there was an overall joint population of 65,927 for the islands. (Guernsey and Alderney) The child population for the islands at the end of December 2018 (last figures available) was 11,466 (under 18) – 11,256 in Guernsey and 210 in Alderney. More information and analysis of population trends can be found on the States of Guernsey website: <https://gov.gg/data>. In regard to Adults and specifically those over 60 in March 2020 there were 16,916 adults within this age bracket and in Alderney in 2021 there were 797 individuals residing who were 65 or over. Alderney Population Report 2021.indd (gov.gg).

### Purpose of the Islands Safeguarding Children and Adult Partnerships

The Islands Safeguarding Children Partnership is formally known as the Islands Child Protection Committee in the Children Law. The values and intention of the ISCP can be summed up in that it is intended to: *Improve the quality of life and opportunities for all children by working together and in partnership with parents, carers and the community to improve outcomes for children-keeping them safe.*

The recently established Islands Safeguarding Adults Partnership remit has encompassed:

*To develop and approve multi agency safeguarding adult policies, procedures and assessment tools. Commission multi agency safeguarding adult training. Agree and formalise information sharing arrangements and conduct reviews of serious adult safeguarding cases when needed, conduct multi agency safeguarding adult audits, contribute to the picture of need and risk to target multi agency actions and manage escalation if agencies have not been able to resolve disagreement about safeguarding adult cases.*

In summary, the overriding purpose of the partnerships is to:

- Co-ordinate what is done by each agency represented within the partnerships for the purpose of safeguarding and promoting the welfare of children and adults at risk
- Promote effective co-operation between all persons involved in safeguarding and promoting the welfare of children and adults at risk
- Provide appropriate guidance to employees working with children and adults at risk in Guernsey and Alderney
- Review any case or incident where a child or adult at risk has died or suffered Serious Harm



## Safeguarding Children Overview

The Multi Agency Safeguarding Hub (MASH) is a single point of entry to multi-agency help and support for children, young people and their families who have additional needs and who require the support of more than one agency or professional there were 1569 initial enquires to the MASH during 2021 of which 1241 went on to be discussed. This is in comparison to 2020 when there were 1624 enquires with 1486 being discussed.

Looking at the number of enquires in 2021 the demands on the hub remained broadly similar with 2020.

As per previous years, the Police, Education and Health (Primary and Secondary) were the three main referring agencies with 29%, 23% and 19% respectively of the total enquiries. These figures reinforce the key part these agencies have in identifying and reporting initial child safeguarding concerns.

In 2021 the number of children on the child protection register at the start and end of the year was between 71 in January 21 to 83 in December 21 with the highest figure being 92 in June 21. There was in total, 146 Children subject to a Child Protection Plan in 2021 which was a slight rise from 2020 (139). There were 78 new registrations over the year and the number of de-registrations totalled 65 children on the child protection register at any point during the year.

This compares to 2020 where child protection registration over the course of the year ranged from 69 at the end of January to 70 by the end of December.

Statistically, children in Guernsey subject to child protection plans per 10,000 children for 2021 was 66. The comparison with the overall rate in England for 2021 being 41.40 per 10,000. Child Protection Plans have decreased in England to its lowest point since 2013 whilst Guernsey continues to have a higher number. There may be a number of factors relating to this which will merit further investigation. It is of note though that over the last four years there have been a few different conference chairs for Child Protection Conferences in Guernsey and the number subject to plans has remained consistently high which indicates that those chairs have consistently found the threshold for registration to be met.

Regarding categories of abuse, of the 78 new registrations in 2021, 57.5% were registered under the main category of Emotional Abuse, 31% Registered under Neglect, 6.5% under Physical Abuse and 5% under Sexual Abuse.

Children looked after are defined as those who are accommodated by the Committee for Health & Social Care (HSC). Some children are looked after for short periods at a time while others are looked after on a long-term basis or go on to be adopted. Children can be looked after as the result of a Court Order or Care Requirement made by the CYCT, or on a voluntary basis, by agreement with their parents.

In total there were 57 children (average over the year) looked after during 2021. The number has reduced slightly in comparison to 2020 when 59 children were being looked after (average over the year). This continues a general trend since 2010 where there has been a decline in the number of children being looked after by HSC. This compares to an increasing trend for children looked after in all four UK nations to be increasing. The rate of children looked after at the end of 2021 in England was 67 per 10,000 children whilst in Guernsey, the rate was 49 per 10,000.

The number of children being looked after off-island continued to fall, in 2008 there were 28 children looked after off island, in 2021 at the end of December 5 looked after children were off island. This reflects significant efforts to meet demands, in particular, for specialist foster placements on island and is reflected in the Children and Young People Plan priorities and the Corporate Parenting Plan.

One area of concern in relation in 2020 was the increase of incidents of children being reported missing from care from 46 in 2019 to 169 in 2020. Positively, there was a decrease in 2021 to 127 and whilst continuing to be high, is the result of improved joint working between Police, Children and Families services, Education and the voluntary sector.

## Safeguarding Adults Overview

During 2021 there were 131 Adults discussed within the Adult Multi Agency Safeguarding Hub (MASH) unit which led to 45 Adult Strategy meetings.

The key categories of abuse that are seen within Adult Safeguarding in the Bailiwick relate to the following categories of abuse:

- Physical
- Financial
- Organisational
- Psychological (inc emotional abuse)
- Self-neglect
- Neglect (or acts of omission) this may be organisational or attributed to individual family members or carers
- Sexual
- Discriminatory

One of the general challenges is the lack of a legislative framework around safeguarding adults within the Bailiwick of Guernsey. Going forward, the implementation of the Capacity law in Guernsey & Alderney will provide more protection together with a legal framework in safeguarding 'at risk' adults who have also been assessed as lacking capacity.

Challenges in relation to Adult Safeguarding include clarity on multi agency information sharing and an understanding of the appropriate thresholds for decision making which can be complex. Often an incident may consist of several types of abuse which must be factored into decision making. The creation of multi- agency information sharing, and threshold guidance will be priorities for 2022.

## Domestic Abuse

Regarding Domestic Abuse in 2021, there were 678 Domestic Abuse Incidents reported to the Police. This compares with 2020 where there were 768 incidents reported to the police.

Whilst there has been a decrease in reported incidents from 2020, this may be reflected in part by the impact that Covid where there was a prolonged lockdown and the resultant pressures that placed on individuals being located together and less opportunity to remove themselves from the situation.

In relation to cases that were discussed at the Multi Agency Risk Assessment Conference (MARAC) which focuses on protection for those victims/potential victims deemed to be at highest risk) there were a total of 189 cases discussed in 2021 an increase on 2020 of 15%. Of these, 38% (71 cases) were repeat referrals.

2021 saw the introduction of Operation Encompass which although new to Guernsey, has been in place in other jurisdictions for some time. This allows the Police to quickly share information with schools when one of their pupils has been in a household where the police have attended a domestic incident. The purpose of the operation is to inform schools of what has happened to the child so that they can be prepared to accommodate the child's needs in school and reduce the negative impact that exposure to domestic abuse has on them. It allows schools to understand changes in behaviour or simply why the child may not have their physical education kit. All schools and pre-schools have signed up to the scheme.

For the four months of 2021 in which Operation Encompass was in place there were 81 incidents reported to schools involving 157 children.

## Section 2

# Governance and Accountability Arrangements

### Membership

The ISCP/ISAP is made up of senior representatives from the main States Committee areas for safeguarding children, the Office of the Children's Convenor as well as representatives from the private and voluntary sectors and the States of Alderney.

Since August 2019 the ISCP/ISAP has been chaired by Sarah Elliott, who is also chair of the Jersey Safeguarding Partnership Board.

Sarah's role as Independent Chair is to provide leadership, challenge and effective scrutiny of safeguarding practice. Sarah reports directly to the ISCP Executive Group to discuss progress and issues raised through the ISCP/ISAP. The Executive Group is chaired by the Head of the Public Service for the States of Guernsey and is also represented by of the Chief Secretaries of the Committee for Health & Social Care, the Committee for Education, Sport & Culture and the Committee for Home Affairs.

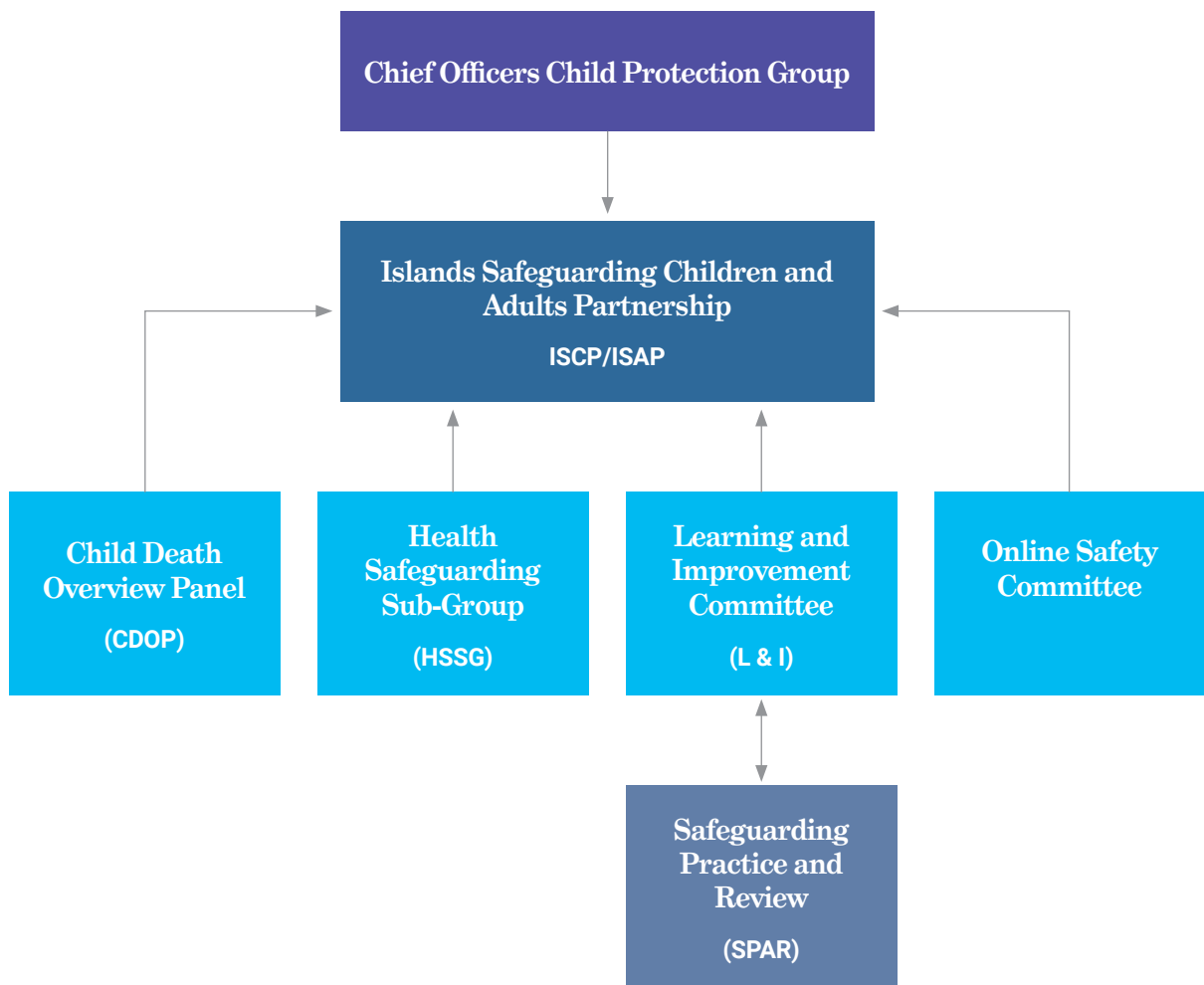
### Attendance

Islands Safeguarding Children Partnership and Island Safeguarding Adult Partnership *The ISCP and ISAP meetings were merged in to one meeting during 2021 Attendance at meetings 2021 (5 meetings in total)	
Dept/Organisations	No. of meetings attended
Independent Chair	5
Health & Social Care – Children and Families	5
Home/Probation	3
Police	3
Education, Sport & Culture	5
Alderney	2 *
Voluntary agencies	4
Convenor	5
Crown Advocate (by invite)	4
Designated Dr for Safeguarding children	5
Designated Nurse for Safeguarding children and adults	4

\*The Chief Executive for Alderney was only appointed part way through the year.



### Structure of the ISCP 2021



## Business Support and Funding Arrangements

The ISCP business support team consists of a full time Business Manager, an inter-agency training coordinator and an administrative assistant.

## Annual Budget

There was an underspend during 2021 which mainly related to Covid, which resulted in less expenditure, for instance regarding travel and accommodation costs. The Annual Conference did not take place as an in person event as originally planned towards the end of the year (again due to Covid) and the decision to move to an online event also resulted in a lowering of costs. In regards to training and development, there were a number of significant costs, including commissioning the NSPCC Harmful Sexual Behaviour Audit.

	Annual projection – 2021	Actuals – 2021
<b>Contributions</b>		
HSC	-161,575	-161,575
Home	-13,333	-13,333
Education	-32,333	-32,333
<b>Total Income</b>	<b>207,241</b>	<b>207,241</b>
<b>Expenditure</b>		
Independent Chair	21,000	20,514
Established staff	161,975	161,975
The Association of Safeguarding Partnership Association (TASP)	750	750
Annual conference	5,000	4,300
Training and Development	4,000	9,879
Travel and accommodation	5,000	1,658
Venue hire	1,500	1,318
Catering	1,348	0
COW operational	4,000	0
COW legal	2,068	1,129
	<b>206,641</b>	<b>199,852</b>

## Section 3

# Progress against the 2021 Business Priorities

### Priorities for Addressing safeguarding needs and risks

- Implementation and launch of Child Neglect Strategy and Graded Care Profile**

The roll out and implementation of training tools to identify and manage child neglect continued in 2021 and use of the licensed tool will be operational in 2022.
- Harmful Sexual Behaviours Audit**

Harmful sexual behaviour (HSB) involves one or more children engaging in sexual activity inappropriate for their age. An HSB audit undertaken in conjunction with the NSPCC (National Society for the Prevention of Cruelty to Children) was completed and highlighted some evidence of joint working and awareness of harmful sexual behaviours, but a need for greater understanding of thresholds for intervention and improved use of data to inform actions. From undertaking the audit, the NSPCC subsequently developed an action plan and work on progressing this plan will take place through 2022.
- Continue to develop a Trauma informed practice approach**

Recognising that children and adults may have experienced trauma earlier in their lives is important in understanding their mental health and ability to engage with services. Developing a trauma informed approach is built into multi agency training to support practice in this area.

### Priorities for Strengthening Engagement

- Developing and strengthening work with the third sector**

The ISCP/ISAP held its first engagement event with 50 people working in the third sector on the 16th of July 2021, providing several key safeguarding updates and outlining available training and support to enable everyone to play their part in safeguarding vulnerable islanders.
- Working with other jurisdictions/sharing expertise**

There continued to be a number of opportunities to work closely with others, in particular Jersey and utilising the input of our pan island independent chair. The Partnership is also a member of TASP (The Association of Safeguarding Partners) and this offers access to several useful safeguarding resources including webinars and sharing of best practice between Business Managers. Links have also been made with the Safeguarding partnership in the Isle of Man.
- Provided an online Annual Conference**

Whilst initially an “in person’ annual conference was planned for November 2021, the increasing COVID numbers necessitated a move to providing the conference online. Several logistical challenges were overcome to deliver a successful event with keynote speakers including Dez Holmes from Research in Practice who presented her research around adolescent neglect.



## Priorities for strengthening understanding of practice challenges and line of sight to practitioners

- **Investigating serious child and adult safeguarding incidents**  
There were a total of five referrals for consideration of a Serious Case Review (SCR) in 2021, of these three proceeded to the initial Rapid Review Stage, this being as the title suggests, an initial review to determine whether a full SCR is needed. No cases proceeded on to a full SCR in 2021. It is anticipated that the same process for Safeguarding Adult Reviews (SAR) will be in place for 2022.
- **Developing adult safeguarding multi agency procedures**  
The newly formed ISAP prioritised development of a suite of safeguarding adults' guidance and an information sharing agreement to ensure a consistent approach to safeguarding adults across agencies.
- **Health Safeguarding Sub-Group**  
Recognising the complexity of health services, a Health Safeguarding Sub -Group of the ISCP/ISAP was formed to address a range of priority areas including medical examination pathways and working with unregulated/private practitioners.

## Priorities for strengthening accountability

- **Support for Learning Network to foster best practice in safeguarding**  
The ISCP/ISAP has a thriving virtual Learning Network to support evidence based working and contemporary thinking in safeguarding. Led by Karen Brady the Children's Convenor and Designated Nurse for Safeguarding, Sue Walters, a range of sessions were held in 2021 with a focus on trauma informed working and other relevant topics. The sessions are attended by 40-80 people each time and have attracted attendees from Jersey and England as well as within the Bailiwick.
- **Supporting the case for an Island designated Officer (LADO) role**  
The ISCP continues to raise with the Chief Officers Group and Ministers the need for an Island Designated Officer role who would be responsible for managing allegations against adults who work with children. This is a statutory role in other jurisdictions and is important to ensure independence and objectivity in potential safeguarding investigations of staff working in social care, education, police, health and other organisations.
- **Develop the Islands Safeguarding Adult Partnership (ISAP)**  
As detailed above, an ISAP was formed in 2021 to formalise multi agency working for adults at risk including preparation of guidance, information sharing and training to front line practitioners across all sectors including voluntary groups.

## Section 4

# Reports from Sub-committees

### ISCP/ISAP Learning and Improvement Sub-Committee

2021 was a busy year for the Learning and Improvement Sub-Committee. The group met on five occasions through the year but also oversaw the majority of workstreams sitting under the Partnership.

There is now has a focus on ensuring that it maintains a strategic overview of the planning, and delivery of both child and adult multi agency safeguarding training. In respect of the training provision, the multi-agency offering relating to children is understandably more developed but there has been the beginning of focus on developing the adult safeguarding training package.

In total for 2021, 663 delegates received level 2-4 training and in addition, there have been a number of new courses developed in response to the current safeguarding needs of the island. This is a significant increase on the number of delegates trained in 2020 and reflects the focus on ensuring that training is targeted and relevant.

Training offered includes:

- Introduction to identifying and responding to Child Sexual Exploitation and Contextual Safeguarding
- Supervision for social work managers training

Courses that were refreshed included the Convenor and Child Youth Community Tribunal and the Disguised Compliance training with plans to revamp the 2-day Child Sexual Abuse training package in 2022.

Level 3 Child Safeguarding training was delivered in Alderney as well as expanding the pool of trainers able to deliver relevant courses there, along with an number of Level 3 courses being offered and run in Guernsey.

There has been significant work and development to roll out the introductory (level 1) e- learning packages for children and young people and adult safeguarding which will be coming on stream in 2022.

There will also be the rollout of the Graded Care Profile 2 for aiding in the identification, assessment and intervention for Child Neglect. Planning and designing the roll out took a significant amount of developmental work over the year, reporting back to the committee for input and guidance.

### ISCP Online Safety committee

*“Keeping children and young people safe in their digital world”*

### Raising Awareness

The planned online Digital Ace conference in 2021 which focusses on online safety and security was unfortunately cancelled due to the pandemic. The committee said goodbye to Tracey Moore Head teacher at Amhurst school as she moved on to a new role off island and had been instrumental in keeping the online safety agenda at the forefront of everyone’s minds. We welcomed Sue Coughlin, Headteacher at Cappelles Primary School as the new Chair of the Online Safety Sub Committee who has taken the opportunity to revisit and refresh the structure and focus of the committee.

### Child Death Overview Panel (CDOP)

Guernsey and Alderney Islands Safeguarding Children Partnership and Jersey Safeguarding Children Partnership Board convene a Child death Overview Panel at least bi-annually to review the deaths of all children under the age of 18, excluding still births and planned terminations. The panel, which is advisory, considers circumstances of all individual cases, contributory factors and preventability. It will then make recommendations for action and identifies any concerning patterns or trends.

Three panels were held in 2021 at which the panel considered a small number of child deaths across Guernsey, Jersey and Alderney.

## Health Safeguarding Sub-Committee

The Health Safeguarding Sub Committee continues to ensure appropriate health input to strategic planning for safeguarding children and has continued to work towards strengthening safeguarding work across the health sector in several areas including:

- Highlighting recruitment gaps and escalating concerns regarding levels of Health Visiting and School Nursing.
- Ensuring a structured approach to the needs of vulnerable pregnant women.
- Ensuring that safeguarding across the health sector is prioritised, that safeguarding is fully embedded at senior levels within health leadership and that management and that governance for safeguarding across the health sector is clear.
- Ensuring that specialist safeguarding roles are established with appropriate time allocated, adequate administrative support and engagement at appropriate levels within the safeguarding strategic and governance structure.
- Ensuring that a clear and acknowledged safeguarding training plan across the health sector which meets the standards and competencies in the Intercollegiate document *Safeguarding Children & Young People: Roles and Competencies for Healthcare Staff* is in place. The Named Nurse has started delivery of safeguarding training using a “think family” approach. A full training needs analysis is required to promote understanding of training requirements for health staff and this work will be undertaken in collaboration with the ISCP training co-ordinator.

Looking ahead to 2022, the ISCP/ISAP has a full work programme to further strengthen multi-agency safeguarding arrangements across the Bailiwick which is summarised in the following table.

### ISCP/ISAP – Plan on a Page Priorities for 2022

<h4>Addressing Safeguarding Needs and Risks</h4> <ul style="list-style-type: none"> <li>• Explore and address the issue of perplexing presentations put as third bullet point</li> <li>• Implementation of Child Neglect Strategy/Graded Care Profile Tool</li> <li>• Implementation of Harmful Sexual Behaviour action plan</li> </ul>	<h4>Strengthening engagement</h4> <ul style="list-style-type: none"> <li>• Revisit and refresh website</li> <li>• Annual Conference 2022 to focus on “Think Family”</li> <li>• Engaging with Government/Deputies – on priorities</li> <li>• Further develop and utilise Learning Network</li> </ul>
<h4>Understanding practice challenges and line of sight to practitioners</h4> <ul style="list-style-type: none"> <li>• Clarify and agree the multi-agency model of safeguarding practice</li> <li>• Quality Assurance framework continue to implement</li> <li>• To explore the values and culture the partnership needs to develop effective safeguarding practice</li> </ul>	<h4>Strengthening accountability</h4> <ul style="list-style-type: none"> <li>• Undertake thematic Audits- through Safeguarding Practice and Assurance Review Group</li> <li>• Scope understanding and means to address risks associated with unregulated practitioners</li> <li>• Development of a Safeguarding Accountability Framework</li> </ul>



# Closing Comments

The Annual Report for 2021 summarises a range of activities of the Islands Safeguarding Children and Adult Partnerships and reflects some of the excellent safeguarding work that takes place through individuals and organisations on a daily basis.

The safeguarding agenda for children, families and adults at risk is constantly evolving and learning from the pandemic has shaped how organisations need to work together to meet changing needs.

We need to continue to improve the way we listen to islanders, understanding their lives, their experience of safeguarding processes to help us to deliver personalised safeguarding responses.

I look forward to working with the Islands Safeguarding Children Partnership as we continue to learn together to further strengthen multi agency safeguarding in 2022 and beyond.

Sarah Elliott



Pan Island Independent Chair-Safeguarding Partnerships

