

Overview & Scrutiny Committee



Contact the  
Child Safeguarding  
Team on

SCRUTINY PANEL  
**Child Sexual Exploitation (CSE)**

May 2017



**NORTHAMPTON**  
BOROUGH COUNCIL

# Overview & Scrutiny Committee



## **SPEAK OUT AGAINST CHILD SEXUAL EXPLOITATION**

Recognise the signs and speak out **SAY SOMETHING** IF YOU SEE SOMETHING

Contact the  
Child Safeguarding  
Team on

**0300 126 1000** or **northamptonshirescb.co.uk**  
Northamptonshire Police 101 or 999 in



## SCRUTINY PANEL Child Sexual Exploitation (CSE)

May 2017



**NORTHAMPTON  
BOROUGH COUNCIL**

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## Foreword

The objective of this Scrutiny Review was to ensure Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE)

### Key lines of Inquiry:

- To gain an understanding of the work currently being undertaken by partnerships, statutory and voluntary organisations, and the Police to address these issues
- To investigate how NBC contributes to the above work
- To raise awareness of CSE, human trafficking and domestic slavery of children in Northampton
- To explore best practice elsewhere in identifying and providing support to victims of CSE
- To understand what NBC is doing outside the Scrutiny process in relation to human trafficking and domestic slavery of children

The Scrutiny Panel was made up from members of the Overview and Scrutiny Committee: myself, Councillors Rufia Ashraf, Janice Duffy, Brian Sargeant, Zoe Smith and Graham Walker together with other non-Executive Councillors Councillor James Hill (Deputy Chair); Councillors Muna Cali, Cathrine Russell, Danielle Stone

The Review took place between May 2016 and March 2017.

It was a very interesting and informative Review; with clear evidence received. I would like to extend my thanks to those that have taken the time to contribute to the extensive evidence base of this Scrutiny Review, by either attending a meeting of the Scrutiny Panel, or by submitting written evidence where this was not possible.

The Scrutiny Panel held interviews with the Cabinet Members, Senior Staff at Northampton Borough Council and a number of external expert witnesses. Desktop research was carried out by the Scrutiny Officer.

Child sexual exploitation is still a largely hidden crime and the Scrutiny Panel acknowledge that the way to tackle this is for Agencies to work together. I highlight that from the wealth of evidence received it became apparent that Agencies are working together in Northamptonshire on this.

Our recommendations have been based on the evidence that was submitted to us over this ten month thorough period of putting the Review together.



**Councillor Dennis Meredith**  
Chair, Scrutiny Panel 1 – Child Sexual Exploitation (CSE)

## **Acknowledgements to all those who took part in the Review: -**

- Councillors Rufia Ashraf, Janice Duffy, Brian Sargeant, Zoe Smith and Graham Walker  
Councillors Councillor James Hill (Deputy Chair); Councillors Muna Cali, Cathrine Russell, Danielle Stone who sat with me on this Review, Councillor Alan Bottwood, Cabinet Member for Environment, Councillor Anna King, for providing evidence to inform the Review, Julie Seddon, Chair, Community Safety Partnership, Sophie Heasman, Senior Case Manager, Anti-Social Behaviour Unit, Sargeant Julie Parsons, Anti-Social Behaviour Unit, Detective Inspector Rich Tompkins, RISE Team, Mike Kay, Chief Executive, Northampton Partnership Homes, Keith Makin, Chair, Northamptonshire Safeguarding, Nicola Scott, Service Manager for Educational and Inclusion Partnerships, Northamptonshire County Council, Councillor Mary Markham (Leader of the Council at the time of presenting evidence to this Review), Councillor Mike Hallam, (Cabinet Member for Community Safety at the time of presenting evidence to this Review), Julie Seddon, Director of Customers and Communities and Ruth Austen, Environmental Health and Licensing Manager, NBC, Simon Ashton, E-Safety Officer, Northamptonshire County Council, Vicki Martin, Head of Commissioning, Office of the Police and Crime Commissioner (Northamptonshire), Jodie Low, Director, Free2Talk, Jane Dreamer, Chief Executive, ServiceSix, Dawn Thomas, Director, Northants Rape and Crisis Centre.

## **EXECUTIVE SUMMARY**

The purpose of the Scrutiny Panel was to ensure Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE)

### **Key lines of Inquiry:**

- To gain an understanding of the work currently being undertaken by partnerships, statutory and voluntary organisations, and the Police to address these issues
- To investigate how NBC contributes to the above work
- To raise awareness of CSE, human trafficking and domestic slavery of children in Northampton
- To explore best practice elsewhere in identifying and providing support to victims of CSE
- To understand what NBC is doing outside the Scrutiny process in relation to human trafficking and domestic slavery of children

The required outcomes being to make evidence based recommendations to improve the role that NBC has in tackling CSE and to make recommendations, as appropriate, regarding partnership working in tackling CSE.

The Overview and Scrutiny Committee, at its work programming event in April 2016, agreed to include a review that would look at how NBC played an active role in tackling CSE. The Overview and Scrutiny Committee commissioned Scrutiny Panel 1 to undertake the review. An in-depth review commenced in May 2016 and concluded in March 2017.

A Scrutiny Panel was established comprising of Councillors from the Overview and Scrutiny Committee: Councillor Dennis Meredith (Chair), Councillors Rufia Ashraf, Janice Duffy, Brian Sargeant, Zoe Smith and Graham Walker together with other non-Executive Councillors Councillor James Hill (Deputy Chair); Councillors Muna Cali, Cathrine Russell and Danielle Stone.

## **CONCLUSIONS AND KEY FINDINGS**

A significant amount of evidence was heard, details of which are contained in the report. After gathering evidence the Scrutiny Panel established that: -

- 7.2 Evidence from the RISE Team over the last year suggests that CSE is being committed in Northampton predominantly by individual adults offending against young persons. Evidence highlighted that there has fortunately been very limited information that gang related or organised CSE is taking place. Where such information has been received a number of intelligence led operations have been conducted; these include Operation Vacation which targeted a group of adult males (aged in their 20s and 30's) from Northampton who were believed to be exploiting teenage females and Operation Tanka, targeting offenders exploiting teenage females in the sex trade. This resulted in the prosecution of 34 year old female at Northampton Crown Court in June 2016.
- 7.3 The Scrutiny Panel further acknowledged that child sexual exploitation is still a largely hidden and unknown crime and that it is key for Agencies to tackle this issue by working together. There is good collaborative working between Agencies in Northampton.
- 7.4 Oxfordshire has an initiative - "hotel watch" whereby an adult and child try to book a room. If successful, officers will then approach the hotel and work with them to ensure they recognise and understand the risks of CSE. The Scrutiny Panel acknowledged that Officers from NBC have held discussions with Northants Police regarding how such initiatives could be supported in Northampton. The Scrutiny Panel felt that there is a need to keep a "watching eye" on known hotspots in the town.
- 7.5 It was noted that when the "Rotherham report" had been published, NBC had been very proactive in picking up on its responsibilities and actions. A Multi Agency conference had been held. NBC works in partnership with all the relevant Agencies. Frontline Officers have received the relevant awareness training. Training has also been rolled out to Taxi and Private Hire drivers. Such training is now part of the induction process for all new Hackney and Private Hire taxi drivers.
- 7.6 The Scrutiny Panel emphasised that from the evidence received, it was evident of the huge amount of work already done by Officers at Northampton Borough Council. The Scrutiny Panel agreed that it would be beneficial for National best practice online training for practitioners is used by the Borough Council.
- 7.7 The Scrutiny Panel felt that it would be useful for ward Councillors, should they have the opportunity, to encourage all secondary schools, including academies, to show the short video - "Kayleigh's Love Story" to its pupils.
- 7.8 The Scrutiny Panel felt that there needs to be education on healthy relationships and sex education within schools. Peer education is a powerful tool; it would be useful for peer mentors to get the messages across.
- 7.9 In addition, the Scrutiny Panel recognised that it is key for there to be training and the right behaviour. For example, the Scrutiny Panel had been

impressed by the safeguarding training that was offered to Councillors, delivered by Officers of the Council, the RISE Team and the Northants Rape Crisis Centre.

- 7.10 The Scrutiny Panel welcomed the fact that Operatives from Northampton Partnership Homes (NPH) have a card that they complete if they have any concerns regarding CSE or grooming. Operatives also have “Toolbox Talks” and receive awareness raising sessions. The Scrutiny Panel agreed that it is important that all Operatives have training on awareness raising.
- 7.11 Evidence received highlighted that there is an opportunity to further tackle CSE by utilising NBC staff more effectively, for example by training Neighbourhood Wardens and Food Safety Officers to recognise and report CSE. There are also opportunities to launch a hotel watch scheme and do more around the night time economy. It was acknowledged and welcomed that these are being progressed via a new action plan implemented by the CSE and Missing sub-group of the Northamptonshire Safeguarding Children’s Board.
- 7.12 The site visits undertaken by representatives of the Scrutiny Panel had highlighted that there are rigorous systems in place to protect children. The site visit to MASH was extremely useful in informing the evidence base of this Scrutiny Review; but the Scrutiny Panel was concerned by the number of reports of abuse.
- 7.13 There is a need to ensure that both the indoor and the outdoor environment are as safe as possible where children are likely to play in communal areas.
- 7.14 The Scrutiny Panel highlighted the need to promote on-line and telephone services available for young people.
- 7.15 Based on evidence provided by expert advisors, the Scrutiny Panel conveyed concern regarding exploitation that takes place on the Internet.
- 7.16 From the evidence gathered, the Scrutiny Panel was furnished with an understanding of what NBC is doing in relation to human trafficking and domestic slavery of children.

## **RECOMMENDATIONS**

The above overall findings have formed the basis for the following recommendations: -

- 8.1 The purpose of the Scrutiny Panel was to investigate how it could be ensured that Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE).



- 8.2 It therefore recommends to Cabinet that Northampton Borough Council establishes its own CSE Officer Group (to direct and co-ordinate all of the action the Council takes to detect, prevent and reduce CSE) and that:

### **Making Public Spaces Safer**

- 8.3 Northampton Borough Council and Northampton Partnership Homes undertake a systematic review of all public spaces within their control to ensure that those spaces are made as safe as possible.
- 8.4 Officers of Northampton Borough Council meet with the Service Manager of the RISE Team on a quarterly basis to plan a programme of joint operations in Northampton in order to detect, prevent and raise awareness of CSE.

### **Communication and E-Safety**

- 8.5 Officers of Northampton Borough Council work with Northamptonshire County Council's E-Safety Officer and the RISE Team to explore ways in which the Borough Council's website can be used to promote safe internet use by children and young people, and to publicise the services and information portals where young people can receive information and support.
- 8.6 Northampton Borough Council recommends to Northamptonshire County Council's Director of Education Services that healthy relationships and sex education are included within the school curriculum.

### **Training and Awareness Raising**

- 8.7 All Members of Northampton Borough Council are issued with a copy of the LGA toolkit, "Tackling CSE – A resource pack for Councillors" and the NSPCC's "Solution Focused Practice Toolkit – Helping Professionals use the approach when dealing with children and young people".
- 8.8 All Members of Northampton Borough Council should take positive steps (as Ward Councillors and School Governors) to persuade the all the borough's secondary and academies to show the short video, "Kayleigh's Love Story" to their students.
- 8.9 All Officers and Members of Northampton Borough Council receive training on how to recognise the signs of CSE and how they should report it.
- 8.10 The Chief Executive of Northampton Partnership Homes is asked to ensure that all of its Officers and relevant Board Members receive training on how to recognise the signs of CSE and how they should report it.

- 8.11 Relevant Officers and Members of Northampton Borough Council undertake online training for practitioners on national best practice.
- 8.12 Northampton Borough Council actively encourages and hosts a series of briefings and training sessions for community groups in the borough (including community centres and youth groups), in order to raise awareness of how to recognise the signs of CSE and how to report it.

### **Overview and Scrutiny Committee**

- 8.13 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.

# NORTHAMPTON BOROUGH COUNCIL

## Overview and Scrutiny

### Report of Scrutiny Panel 1 – Child Sexual

#### 1 Purpose

- 1.1 The purpose of the Scrutiny Panel was to ensure Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE)

#### Key lines of Inquiry:

- To gain an understanding of the work currently being undertaken by partnerships, statutory and voluntary organisations, and the Police to address these issues
- To investigate how NBC contributes to the above work
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- 1.2 A copy of the scope of the review is attached at Appendix A.

#### 2 Context and Background

- 2.1 The Overview and Scrutiny Committee, at its work programming event in April 2016, agreed to include a review that would look at how NBC played an active role in tackling CSE. The Overview and Scrutiny Committee commissioned Scrutiny Panel 1 to undertake the review. An in-depth review commenced in May 2016 and concluded in March 2017.

- 2.3 This review links to the Council's corporate priorities, particularly corporate priority 2 – Safer Communities – Making you feel safe and secure.

- 2.4 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:

- Presentation to set the scene: To identify the prevalence of the problem locally
- Relevant national and local background research papers
- Definitions – CSE, human trafficking and domestic slavery

- Case Studies
- Best practice external to Northampton
- Site visit to the RISE Team, Northampton, MAASH, and other areas of the country that have been recognised for its good work in CSE
- Internal expert advisors:
  - Leader of the Council, Northampton Borough Council (NBC)
  - Cabinet Member for Community Safety, NBC
  - Director of Customers and Communities, NBC and the Environmental Health and Licensing Manager, NBC
  - Chair of the Community Safety Partnership (CSP)
  - Service Manager, Anti-Social Behaviour Unit
- External expert advisors:
  - Head of Protecting Vulnerable Persons, Northamptonshire Police
  - Service Manager, RISE Team
  - Senior Manager, Northamptonshire Safeguarding Children's Board
  - Director, Education Services, NCC
  - Representative, Children's Rights' Group, Corporate Parenting Board
  - Chief Officer, Northamptonshire Victim Support
  - Cabinet Member for Adult Services, NCC
  - Cabinet Member for Children's Services, NCC
  - Chair, Northamptonshire Safeguarding Children Board
  - Service Manager, Barnardo's
  - Service Manager, Save the Children
  - Chief Officer, Service Six
  - Chief Officer, Lowdowne Centre
  - Manager, Free to Talk Group
  - Chief Officer, Rape and Crisis Centre
  - Chief Executive, Northampton Partnership Homes (NPH)
  - Chief Officer, Northamptonshire Healthcare NHS Foundation Trust

## **2.5 Government's Definition of Child Sexual Exploitation (CSE)**

"... a form of sexual abuse in which a person(s) exploits, coerces and/or manipulates a child or young person into engaging in some form of sexual activity, sometimes in return for something the child needs or desires and/or for the gain of the person(s) perpetrating or facilitating the abuse."

## **2.6 Child Sexual Exploitation – From a child's perspective:**

"Someone taking advantage of you sexually, for their own benefit. Through threats, bribes, violence, humiliation, or simply by telling you that they love you, they will have the power to get you to do sexual things for their own, or other people's benefit or enjoyment ..."

## **2.7 Grooming**

### **2.7.1 The grooming process:**

- "Grooming is when someone builds an emotional connection with a child to gain their trust for the purposes of sexual abuse or exploitation." (NSPCC definition)
- On line or in the real world
- By a stranger or someone they know
- By a male or female (of any age)
- Involves recruiting, controlling and then exploiting the young person
- Targeting, befriending, building trust
- Creating dependency and isolating them from family, friends, school, etc.
- Gaining control by manipulation, coercion, threats and intimidation

2.8 Concerns regarding the sexual exploitation of children were brought to the public attention by the publication in 2014 of initial findings from an inquiry into widespread child sexual exploitation in Rotherham between 1997 and 2013.

## **3 Evidence Collection and Desktop Research**

3.1 Evidence was collected from a variety of sources:

### **3.2 Background reports**

[Presentation to set the Scene](#) - Child Sexual Exploitation

### 3.2.1 Barnado's "Its not on the radar"

#### Executive Summary

*"Child sexual exploitation (CSE) can affect all children – including those with disabilities – regardless of gender identity, sexuality, ethnicity, faith or economic background. Nevertheless, public and professional perception often stereotypes victims of CSE as white girls from disadvantaged backgrounds who are assumed to be heterosexual. While some victims and children at risk do meet this description, assumptions can prevent the identification of other children who do not fit the stereotype*

*In 2015, a series of four round tables was held with experts in the fields of CSE and diversity to discuss how the two areas connect. The roundtables focused on:*

- boys and young men
- lesbian, gay, bisexual, trans and questioning (LGBTQ) young people
- disability<sup>1</sup>
- ethnicity and faith.

Bringing together the findings of the roundtable events and additional research, 'It's not on the radar' explores how perceptions of sexual exploitation can affect the identification of and response to CSE.<sup>2</sup>

Understanding CSE and the different methods that perpetrators use to exploit must be considered in parallel with the fact that children are not defined by one aspect of their identity. A victim of sexual exploitation may have multiple identities and, for example, be male, gay, come from a faith group that does not tolerate homosexuality and have a disability. What makes a young person vulnerable to sexual exploitation is very individual, and while an identity alone may not result in vulnerability, all aspects of a child's identity must be considered when identifying and raising awareness of CSE.

*Due to the complex identities of individuals, there are many themes that cut across all four areas. For example:*

- *A young person's chronological age may be different from their developmental age, or apparently at odds with their experience of relationships, for example if they have a learning disability or come out as LGBT in their late teens or early twenties.*
- *Young people and professionals may normalise abuse experienced through CSE, either because of lack of knowledge about CSE or because it is viewed as 'normal' for, or by, the network or group the young person has been exploited in.*
- *The lack of sex and relationships education affects all young people, regardless of their identity, although some children – such as those with learning disabilities or those who are LGBTQ – are less likely to receive any, or relevant, sex and relationships education*

*There are a number of factors that are relevant to particular 'groups' of children and young people addressed in this report. The roundtable events identified the following key findings:*

***Boys and young men:***

- *Societal values regarding masculinity and perceptions of males as perpetrators are seen to mask the fact that boys and young men can be victims too.*
- *Males seem to find it particularly hard to disclose abuse.*
- *Fear of being labelled gay, particularly in communities where there is homophobia, can prevent disclosure.*
- *There is too little recognition of the fact that a male can be both a victim and a perpetrator.*
- *Boys can be sexually exploited by peers, particularly in gang situations.*
- *Research has found that male and female CSE victims share certain common traits but also exhibit significant differences in terms of, for example, disability and youth offending rates.<sup>3</sup>*
- *It might be assumed that young men engaging in sex are doing so because they are highly sexualised, gay or bisexual, and not because they are being exploited*

***Lesbian, gay, bisexual, trans and questioning (LGBTQ) young people:***

- *LGBTQ young people may feel isolated and believe there will be a lack of acceptance by other people regarding their sexuality and gender identity. They may seek support via adult-orientated groups, online or, in the case of boys and young men, in public sex environments such as 'cottages' or 'cruising grounds'.*
- *There is little in the way of educational resources or general information that provides advice to LGBTQ young people about what a healthy relationship is.*
- *Professionals should only share information about a young person's sexuality and gender identity if the young person has agreed that they can do this. Agreement should also be reached on those individuals with whom this information may be shared.*
- *Possible sexual exploitation in lesbian and trans relationships should be given equal consideration as sexual exploitation within male gay relationships*
- *LGBT communities might be reluctant to talk about or acknowledge CSE for fear of exacerbating homo/bi/transphobia*

### **Ethnicity and faith:**

- *Community and faith groups are not homogenous and there can be a diversity of cultural and religious practices within communities.*
- *Victims of sexual exploitation come from all ethnic backgrounds, regardless of how conservative or 'protected' children may appear.*
- *Cultural and religious views and practices, particularly those that prize a female's virginity or a male's heterosexuality, may prevent victims from speaking out due to a fear of retribution or rejection from families.*
- *Access to communities should be via a broad range of stakeholders, rather than solely through male religious leaders, and particularly through those with child-centred perspectives.*
- *Working with groups that are committed to child protection and to opposing violence and abuse, such as women's organisations and others not often associated with CSE, could enable better identification of victims.*

### **Disabilities:**

- *Children and young people with a disability are three times more likely to be abused than children without a disability.<sup>4</sup> Within this group, children with behaviour or conduct disorders are particularly vulnerable*
- *Children and young people with disabilities are often over-protected and not informed about sex and relationships.*
- *The transition from children's services into independent living is a particularly vulnerable time for young people with disabilities.*
- *Learning difficulties or delayed development may be a consequence of trauma or sexual abuse.*
- *A lack of diagnosis and assessment for learning disabilities can result in a child's behaviour being misunderstood, and exclusion from school. This can lead to the child being vulnerable to CSE.*
- *The true scale of sexual exploitation is unknown, and it is recognised that that while not all children and young people will be victims, all must be given the confidence and resilience to identify risky relationships and develop healthy ones. No child is ever to blame for their abuse, regardless of their actions, and adults must be aware of the issue and confident to identify and respond, regardless of the sexuality and gender identity, ethnicity, faith or disability of the child concerned.”*  
A copy of the [full report](#) can be accessed.

### **3.2.2 HM Government – Tackling CSE**

In March 2015, HM Government published the above briefing paper. This report sets out how the government is dealing with child sexual exploitation and responding to the failures that have been identified



In August 2014, Professor Alexis Jay published a review of CSE in Rotherham. It showed that organised CSE had been happening on a huge scale over a number of years. Local Agencies had dismissed concerns or put in place an inadequate response. Louise Casey produced a report on 4 February 2015 that detailed that since the Jay report, many in the Council and its partners had continued to deny the scale of the problem and not enough action had been taken to stop the abuse.

The actions in the report are reported to create a step change in the Government's response. Highlights include:

- A new whistleblowing national portal for child abuse related reports that will help to bring CSE to light and will be able to spot patterns of failure across the country.
- A new national taskforce, and a centre of expertise will support areas that are struggling to get it right.
- The Government will eradicate the culture of denial, its actions include consulting on an extension to the new 'wilful neglect' offence to children's social care, education and elected members.
- To help tackle offenders the Government has given child sexual abuse the status of a national threat in the Strategic Policing Requirement so that this is prioritised by every Police Force.
- To support survivors the Government gave an additional £7 million in 2014 and in 2015/16 to organisations which support those who have experienced sexual abuse.

A copy of the [full report](#) can be accessed.

### **3.2.3 Local Government Association – Tackling CSE – A resource pack for Councils (2015)**

The Local Government Association (LGA) reports that recent events have shown that all areas need to be prepared to respond to this challenge robustly, and there are many good examples of effective work to be found around the country. The case studies in its report and online are reported to showcase some of the work that is already underway to improve local practice. These cover initiatives such as community engagement, regional work across local authority boundaries, building effective multi-agency partnerships and commissioning independent audits of local work.

Alongside these case studies, the LGA reports that its 2015 resource pack contains a range of materials that councils may find useful when planning work locally. This includes an overview of key learning from recent reports and inquiries, a myth busting guide to common stereotypes around CSE, and advice for Councillors on how to assess the effectiveness of local practice. Further resources, including training tools and advice on working with the media are available online, and will be updated regularly.

The LGA highlights that tackling child sexual exploitation must be a priority for everyone and the resources available in its 2015 report highlight the very real difference that councils and their partners can make in preventing this awful crime – and the crucial role of Councillors within this. This resource aims to help Councils implement effective responses to child sexual exploitation within their own organisation, with their local partners and their communities.

The LGA states that recognising that councils will have different approaches and circumstances, it does not set out a 'one-size-fits-all' resource that all councils should follow. It is reported that the Guide brings together and shares a set of resources, both new and existing, in order to provide Councils with ideas and materials that can be adapted to suit local needs. It includes briefings, communications support, training materials and case studies

A copy of the [Resource Pack](#) can be accessed.

### **Jay Report**

The publication of independent review in 2014 by Professor Alexis Jay - [Jay Report into child sexual exploitation in Rotherham](#) highlighted a number of serious failings by key agencies in meeting their statutory responsibilities to protect vulnerable children from being sexually exploited. A series of similar high profile CSE cases around the country have led to increased awareness of this still hidden crime and prompted responses from national and local decision makers to look critically at what is being done to protect vulnerable children.

The Government published a detailed response to the findings of the Jay Report - Tackling Child Sexual Exploitation (March 2015). The document makes reference to the overarching responsibilities of local authorities to safeguard and promote the welfare of children. The Scrutiny Panel was provided with details of this document at its meeting of 8 September 2016.

## **New system to tackle Child Sexual Exploitation**

A report was published by the University of Bedfordshire into a new system for tackling child sexual exploitation (CSE) at root. In theory this should significantly reduce the risk of organised paedophilia across the country.

The system, called Families and Communities Against Sexual Exploitation (FCASE) is a multiagency approach led by the child welfare charity Barnardo's, in cooperation with amongst other agencies, the police and social services. Over 2500 people working with children were trained while the study was focused on three geographical areas and looked after over 250 vulnerable children.

### **Early intervention**

The reported aim of FCASE is to prevention. Vulnerable children and families were identified and approached to keep them out of trouble.

A key factor in this was Barnardo's role. Its keyworkers were on the frontline in the project, talking to and relating with families. Families gained trust and good relations with the keyworkers – one mother said she felt as if she was talking to her best friend and that she could tell them anything.

Another family had a lot of distrust in the police, but in engaging with the system in this way began to feel that the police were on their side, and started talking to the police about their worries.

Children who had already been abused yet were on the verge of being abused again learned that the abuse wasn't their fault. Looking back 30 odd years to when it happened to me in the 1980's, I still have trouble believing that the sexual abuse I received wasn't my fault. Such early engagement can help heal lifelong wounds.

### **Family education and relations**

Adolescents think they are adults as soon as their hormones kick in. If there are problems at home they will seek solace among their social circles. It is reported that this is where paedophiles lurk, both online and offline in the real world.

FCASE spends eight weeks working with adults and children in those troubled families, working on conflict resolution within those families, and showing both the teenagers and adults how to spot when a paedophile is

grooming. In a number of cases, families didn't even realise that their child was being groomed even as it was happening. This was a bit of a shock, and on spotting it the families took action to prevent anything serious happening.

The report suggested that monitoring children's online and social media presence is a key action all parents should do to avoid grooming from taking place. Regular check ins with their children at all times of the day is something the more troubled families didn't do, and this changed too.

### **Community events**

57 community events were held to engage community groups and specific communities to help raise awareness of grooming and sexual exploitation. This included forced marriage within certain ethnic communities, but also got people thinking about children they knew.

### **Professionals' education**

As part of the process, professionals who worked with children in healthcare, police, social care and a number of other disciplines were trained as well. By law any professional who worries for the welfare of the child in any way should report it. The training however taught them how to spot the signs of CSE, and gave them a specific set of resources for reporting it.

### **Conclusions**

The report concluded that FCASE was a resounding success, and prevented a large number of children from being abused. Barnardo's CEO Javed Khan said of the pilot, "Keeping children safe and preventing abuse before it occurs has to be our overriding priority. Everyone has a role in achieving this and it is vital that families and communities are kept engaged and informed.

## **National Action Plan to Prevent and Tackle Child Sexual Exploitation (CSE)**

### **Strategic approach**

The report states that the Ministerial Working Group and National Sub-group have agreed the long term, intermediate and contributory outcomes which will achieve progress towards its aim of eliminating child sexual exploitation in Scotland.

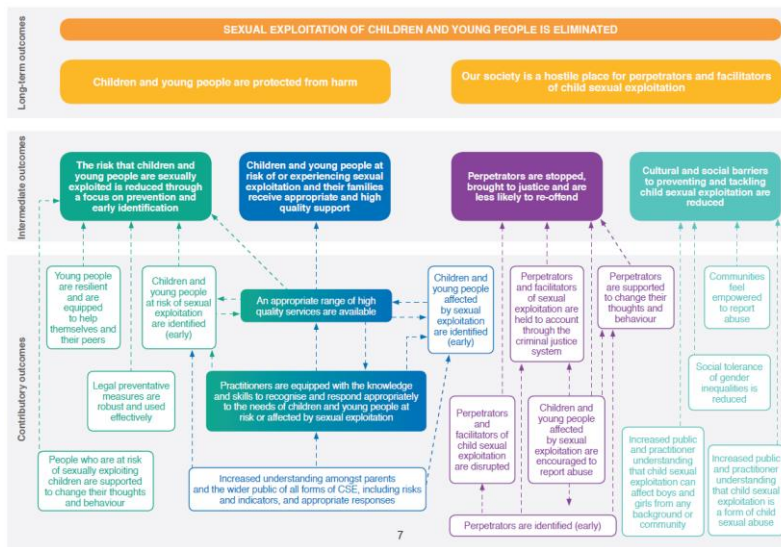
The plan is structured around four intermediate outcomes:

The risk that children and young people are exploited is reduced through a focus on prevention and early identification.

Children and young people at risk of or experiencing sexual exploitation and their families receive appropriate and high quality support.

Perpetrators are stopped, brought to justice and are less likely to re-offend. Cultural and social barriers to preventing and tackling CSE are reduced.

It is reported that each section provides an update on work underway since the publication of the first national plan and set out key actions over the next 2-3 years which build on current activity. Outcomes at each level are inter-related and many of the actions contribute to achieving more than one outcome. We will develop a set of indicators to measure progress towards achieving the outcomes set out in the plan by December 2016:



## What is being done:

### Raising awareness amongst parents and the wider public

- Building the knowledge and resilience of young people
- Helping young people understand their rights and stay safe online
- Improving protection and encouraging reporting in minority ethnic Communities
- Providing guidance and training to help equip practitioners to recognise and respond

- Raising awareness of legal preventative measures

## **What's next**

Details of what's next are stated in the report and include:

- Continue to build the knowledge and resilience of young people
- Strengthen the local response
- Develop a framework for Child Protection Committees to facilitate a consistent and collaborative approach to preventing, identifying and responding to child sexual exploitation across Scotland.
- Develop guidance for practitioners and agencies which will identify best practice and resources to support the identification and assessment of child sexual exploitation, by September 2016.
- Deliver three child sexual exploitation regional workshops for practitioners during 2016-17 to share learning and best practice.
- Develop a better understanding of scale and nature and a more robust evidence base
- Develop guidance for medical practitioners
- Support night-time economy workers to recognise and report warning signs
- Continue to raise awareness and empower communities to identify risks and act to prevent abuse
- Reform the system of civil orders to better protect communities from those who may commit sexual offences

### **3.3 Core questions**

3.3.1 The Scrutiny Panel devised a series of core questions that it put to key witnesses over a cycle of meetings (Copy at Appendix B).

3.3.2 Key witnesses provided a response to these core questions at the meetings of the Scrutiny Panel held on 8 September 2016, 10 November and 5 January 2017.

3.3.3 Salient points of evidence:

## Chair, Community Safety Partnership (CSP)

- CSE affects all communities; neither victims nor perpetrators come solely from any particular social, economic, ethnic or faith background. It is important that a joined up approach is taken across all agencies. This has been recognised within Northampton Borough Council and also the Northampton Community Safety Partnership (NCSP).
- A multi-agency countywide approach has been established to respond to and address issues of CSE. NBC Community Safety and NCSP has undertaken the following action:
  - CSE Training has been provided to:
    - Frontline officers
    - Councillors
    - Housing Officers
    - Taxi drivers (also included in the Taxi driver induction course for new drivers)
  - Established as a Community Safety Partnership (CSP) priority, under Violent Crime and Vulnerable people.
  - CSE established as a separate agenda item on CSP Board and Officer Group meetings and sub groups.
  - Community Safety representation on relevant countywide groups.
  - Community Safety are picking up on actions within the countywide CSE action plan
- There is an established multi-agency Countywide Information Sharing Agreements covering community safety (which would include CSE) in place. There are also more robust ISA's for specific areas such as Anti-Social behaviour and Housing; these too, would also enable information on CSE to be shared.
- Section 115 of the Crime & Disorder Act 1998 (revised 2005) enables any person to disclose information for the purposes of any provision of the Crime and Disorder Act 1998 to a relevant authority, or to a person acting on behalf of such an authority.
- Partnership working is well established within Northampton and NBC has a long history of working in this way. The following forums in Northampton and Northamptonshire enable joined up working to take place effectively:
  - Community Safety Partnership Board

- Community Safety Officers Group
  - Northampton Town Centre Task Group
  - Northampton Anti-Social Behaviour Action Group
  - Northampton Street Community Group
  - Countywide Community Safety Managers Group
  - Countywide Interpersonal Violence Group
  - Countywide Child Sexual Exploitation sub group
- Main information for Child Sexual Exploitation sits with the Police. Data is not shared routinely with CSP's., information is shared with NBC and the more specifically the CSP on a need to know basis to inform partnership working and enable response.
  - Over the past 12 months Northamptonshire Police and Northamptonshire County Council have led on a joint countywide CSE campaign to raise awareness within organisations and with local communities. This approach saw the following activities taking place:
    - Countywide Multi-Agency CSE Conference
    - NBC CSE Conference led by head of Housing & Wellbeing
    - Establishment of Countywide CSE sub group
    - 2 x countywide media campaigns
    - Information leaflets and posters distributed within NBC and to other local organisations on CSE
    - Training undertaken as detailed in question 1
    - Information leaflets available through NCSP 'Weeks of Action'
  - As NBC and NCSP form part of a wider countywide approach it is difficult to establish how effective we have been. However, referrals into the Reducing Incidents of Sexual Exploitation (RISE) team have increased significantly over the year, and this could be attributed to the higher levels of awareness raising undertaken within organisations and with communities.
  - Awareness could be raised further of CSE, human trafficking and domestic slavery of children in Northampton by:
    - Establishing CSE Awareness as part of Core Induction Programme for staff and councillors. This could be undertaken either through face to face training or an e-learning module.
    - Continuing supporting the countywide awareness raising campaigns led by Northants Police and NCC. Ensure key messages are cascaded within NBC and through our Communications team.



- Communicating through established groups such as Forums, Weeks of Action, CSP sub groups, One Stop Shop message board, community and NBC events, Community Centre management teams
- Working with business communities, contacts that we can have influence with such as licensed premises, taxis, public transport (Northgate Bus Station), hotels, Town Centre BID, Brackmills, BID, Pubwatch.
- Engaging with Local Safeguarding Children's Board and Northamptonshire Inter Personal Violence Group
- Training is currently provided on identified need or demand – initial training has been undertaken with front-line officers, housing officers, councillors and taxi drivers.
- CSE awareness training should be established as part of NBC's core induction programme for staff and councillors. Nominated officers trained to deliver face to face training and an e-learning module should be developed. Ideally refresher training should be undertaken every 2 years by staff. This could be monitored through the annual appraisal process.
- NBC would not deal directly with potential or historic victims as they require a specialist support service. Therefore, if we became aware of a victim a Safeguarding referral would be made via the RISE Team, who would then pick up on this. The RISE team is made up of a range of agencies that have the skills to provide support, such as social workers, family support, specialist police staff, drug & alcohol worker and specialist nurse.
- There is also specialist support available through VOICE (victim support services), Northamptonshire Rape Crisis Centre, Serenity (sexual assault referral centre) and Women's Aid
- There is good partnership working with the Police, NCC and other relevant agencies is key to ensuring a joined up and effective response to CSE. This is taking place through established working relationships and meeting structures.

### **Senior Case Manager, Anti-Social Behaviour (ASB) Unit**

- Officers of the Anti -Social Behaviour (ASB) Unit Officers do occasionally deal with young people, both boys and girls, who cause concern regarding the possibility of them having been groomed and exploited. The ASB Unit is mindful of CSE and where appropriate link in with the appropriate teams. Both the RISE team and the ASB Unit use one shared database called E-CINS which is for partnership

work. Officers always share access to the RISE team for any of its shared cases, but acknowledge that their work is sensitive and confidential, so they do not share access to their work with the ASB. The ASB is happy to work together to address any welfare and safeguarding issues above action that it might take against the youths in all its work with both offenders and victims/witnesses. The ASB is always looking at the best long-term solutions, at interventions and partnership working, long before we look at enforcement.

### **Service Manager, the RISE Team**

- The RISE team is Northamptonshire's specialist CSE team, comprising staff from Children's Services, Health, Police and CAN (a third sector organisation). They are co-located at Mereway, Police Force Headquarters. They operate at tier 4, providing support to those at the highest risk of CSE within the County. They currently work with 50 young persons aged between 11 and 18 years old (with two thirds of the cohort aged between 13 to 15).
- RISE has four engagement workers who undertake a programme of work in order to keep the young person's safe and reduce their risk of sexual exploitation. The specialist nurse conducts health assessments as well as acting as a conduit for information sharing, awareness raising and a training resource. Police officers on the team comprise 5 x Detectives and as well as a team of 6 x Proactive officers. The detectives primarily investigate CSE offences, particularly that the cohort are suspected to be victims of whilst the proactive officers actively develop intelligence and disrupt perpetrators of CSE – as well as conducting other safeguarding work for example searching for missing children, issuing child abduction warning notices and arresting suspects.
- The RISE Team holds a daily meeting during which information from partners is shared, CSE incidents and crimes from the preceding 24 hours are discussed, and current missing children reviewed to ascertain if further safeguarding activity is required. This meeting is recorded and actions monitored.
- The RISE Team produce a monthly report which is presented to the Northamptonshire Safeguarding Children's Board (NSCB) CSE and Missing sub-group by the Team's Service manager. This contains details of referrals, anonymised details of the cohort open the Service and work undertaken.
- The NSCB have a strategy to tackle CSE which is developed and driven by the CSE and Missing group. This meets monthly and is attended by senior managers from a number of organisations. The meeting is recorded and

actions administered by the NSCB business office. There is an associated CSE and Missing action plan that has just been refreshed in recognition of the fact the existing one has largely been completed.

- There is a county-wide monthly CSE and Missing forum. This takes place at Force headquarters and is chaired by the RISE service manager. It is attended by representatives from Children's services, Police, health (including A and E, sexual health, mental health), Education, children's homes, Youth Offending Service, Licensing, housing and some third sector organisations.
- The RISE Team attends several single agency forums – including the East Midlands Police CSE Quarterly forum, an East Midlands CSE local authority conference held at the end of 2015. The RISE specialist nurse has just established a CSE specialist Nurses forum, the first one being hosted in Northants in September 2016.
- The NSCB produce a county wide CSE multi- agency monthly dataset of statistics provided by agencies contributing to the CSE and Missing sub-group. This data covers a number of elements including the number of children missing from home and education, Police crime statistics, young persons in the county open to sexual health services and information from children's Services. The monthly RISE report contains a wealth of information covering statistics together with a narrative on the key activity undertaken by the team. An East Midlands regional CSE problem profile was completed in June 2016 and a local, county-wide one, has been commissioned and is being written at this time. This will focus on Northants as opposed to exclusively on Northampton.
- Evidence from the RISE Team over the last year suggests that CSE is being committed in Northampton predominantly by individual adults offending against young persons. There has fortunately been very limited information that gang related or organised CSE is taking place. Where such information has been received a number of intelligence led operations have been conducted; these include Operation Vacation which targeted a group of adult males (aged in their 20s and 30's) from Northampton who were believed to be exploiting teenage females and Operation Tanka, targeting offenders exploiting teenage females in the sex trade. This resulted in the prosecution of 34 year old female at Northampton Crown Court in June 2016.
- Two county wide awareness raising campaigns have been conducted. One coincided with the launch of the Northamptonshire CSE operational toolkit (available via the NSCB website) at a county wide CSE conference in May 2015. The second and most recent campaign ran from end of 2015 to February 2016. Evaluation have been completed for both and presented to

the NSCB via the CSE and Missing sub-group. Her Majesty's Inspectorate of Constabulary praised the counties response in its 'Missing Children: Who cares' report published in April 2016 stating 'in Northamptonshire an awareness raising campaign via social media, billboard advertising, digital audio advertising, a conference and an online toolkit for agencies resulted in a 50 percent increase in CSE referrals to the Forces specialist CSE team from frontline staff across the Force area'

- As well as targeting the public a large number of information raising events have been conducted. These have included awareness raising sessions to professionals working with young persons in the county, through to educating young people via rolling out 'Chelsea's choice' a CSE play delivered to over 30 secondary schools in the Northants in the spring of 2016. The BBC 'Look East' news programme also ran a feature on work of the RISE team. Northampton Borough Council held a CSE awareness raising event for a large number of staff in autumn 2015 that the RISE team presented at. The RISE team have identified that better engagement with harder to reach communities, including persons from the Black and Minority ethnic and disabled communities needs to take place. The RISE team have attended a number of events to support this, including discussing the subject at community group events.
- Reporting and intelligence gathering around CSE has markedly improved. In January 2015 the RISE team had 17 young people open to its service. Within 6 months, and following the launch of the CSE operational toolkit and risk assessment, numbers had trebled to 50, helping safeguard far more children. The college of policing reviewed Northamptonshire Police's response to CSE in July 2015 and found that 'Staff have noticed a real change in organisational emphasis and there is now a clear and tangible focus upon protecting vulnerable people and CSE'.
- A large amount of awareness raising has been undertaken in relation to CSE and whilst there is clearly always an opportunity to improve consideration to highlighting other risk area's such as human trafficking could be considered utilising the similar methods.
- Analysis within the county has identified that 2/3rds of the young person's open to the RISE team are aged 13 to 15 years old. There is an opportunity to improve education of young people, below this age range to help prevent CSE.
- There also seems an opportunity to improve liaison with volunteer groups and workers (for example youth groups, sports clubs, religious groups). A series of awareness raising events, lasting no more than an hour and half could be

provided in the evenings / weekends. Presentations and material could be provided by the RISE team and, providing premises were supplied free of charge the cost would be minimal.

- The NSCB have recently compiled a list of training programmes conducted by various agencies in the county. RISE has supported a raft of training and information awareness raising events. These are documented in the monthly RISE report and include presentations to new police staff, social workers, and teachers (the latter via Northampton University). Presentations have been delivered to health professionals, council staff and councillors. Presentations are currently being completed to the national Probation Service and Bench.
- The RISE Team works with children deemed to be at the highest risk of CSE in Northamptonshire. They support them with a programme of protective behaviour work. The team complete a risk management plan for each child, which all agencies within RISE contribute to and that is reviewed (as a minimum) every 8 weeks. RISE has also recruited a volunteer parent worker to help support the parents of children open to the service. This individual has undertaken accredited training with Parents Against Child Abuse (PACE). The RISE team was established to work with current CSE victims aged under 18 but in exceptional circumstances has supported young adults, for example a vulnerable looked after child who disclosed ongoing sexual exploitation. RISE holds a weekly referrals meeting that is also attended by a representative from the MASH education team and Youth Offending Service. Each referral is discussed and even where declined (which relates to about 50% of cases) recommendations and signposting for support from other agencies is made to the referrer.
- There is an opportunity to further tackle CSE by utilising NBC staff more effectively, for example by training neighbourhood wardens and food safety officers to recognise and report CSE. There are also opportunities to launch a hotel watch scheme and do more around the night time economy (these are being progressed via a new action plan implemented by the CSE and Missing sub-group of the NSCB).

### **Chief Executive, Northampton Partnership Homes (NPH)**

- Northampton Partnership Homes (NPH) has a range of staff within the Rehousing and Support Team who have attended Northamptonshire County Council's CSE conferences/training to obtain an understanding of the signs of CSE and appropriate safeguarding mechanisms.
- There are appointed Safeguarding Officers across the organisation and a Safeguarding lead in case an individual officer has concerns about a particular case. All staff are trained on Safeguarding procedures.

- Rehousing Case Officers carry out robust assessments of individuals referred into the service which covers a broad spectrum of personal issues from drug/alcohol misuse to domestic abuse and mental health issues. They are adequately trained to determine if there is cause for concern that CSE may be present within households/extended networks.
- Staff are also aware of the appropriate Safeguarding procedures to raise concerns. All Rehousing Case Officers and Support Officers are required to complete a Safeguarding assessment as part of the Case/Support process. NPH has a culture of supervision for complex cases and staff discuss any concerning cases with their line manager.
- Monthly 'Serious Risk Register' meetings are held by senior staff within Housing Management with representation from the Rehousing and Support Team to monitor tenancies that have been raised by officers to be of concern with a pro-active approach to case management.
- These cases are risk assessed and logged with a sliding scale of 'risk' indication, (red, amber, green), with legacy information held on cases that have been removed from the register. Solutions and actions required to ensure safety are considered at the meetings and information is shared and gained with/from relevant partner agencies wherever appropriate to effectively case manage, such as the police and social services.
- NPH regularly run its own Domestic Abuse Panel specifically to monitor domestic abuse cases. This panel also meets ad-hoc should an emergency case present and require urgent consideration. CSE risks are also be fully considered within this format where relevant.
- NPH also attends Oasis House Multi Agency Panel meetings and full consideration to action required pertaining to any risk to children in the cases raised, albeit CSE or any form of abuse and/or neglect would be managed as described.
- NPH attends the two-weekly Multi Agency Risk Assessment Conference (MARAC) - a multi-agency platform for managing high risk cases of Domestic Abuse in Northampton. Due to the presence at these conferences of agencies such Social Services, the Police and Northampton General Hospital, we are made aware of any known risk to children related to the cases heard and share any information we have with these organisations to assist them in their work.
- NPH are allocated actions from MARAC such as welfare checks, or checks on household occupancy within tenancies which serve in the provision of intelligence to relevant agencies in establishing level of risk. Case Officers who attend MARAC are experienced and also

debrief on cases with a line manager and further guidance on any additional beneficial actions to ensure adult/child safety is given.

- NPH collaborates effectively and positively with a range of statutory and voluntary organisations in an open and honest way in order to address the issues concerning CSE.
- NPH has developed its own Safeguarding and Supporting Vulnerable Adults Policy which makes specific mention of CSE. The Policy was approved by the NPH Operations Committee in September 2016.
- There are a variety of other forums to discuss both specific cases as well as strategic issues. In terms of strategic and specific case management, NPH is an active member of both the Northampton Anti-Social Behaviour Action Group (which is attended by both key Housing staff and the Police) and the Northampton Community Safety Partnership. NPH actively participates in any Serious Case Reviews and Domestic Homicide Reviews as required.
- A range of awareness and training events have been arranged and hosted by NBC and its partners. The communication around events has been cascaded well within Northampton. NPH has raised the issue directly with its customers and has publicised its approach on their website. It is unclear at present how other local communities are being engaged.
- Awareness could be raised further of CSE, human trafficking and domestic slavery of children in Northampton by introducing further training for professionals working with potentially affected families/children with mandatory refresher courses. More information available for the general public on signs of CSE and how to report concerns tailored to age range target i.e.: adults/teenagers. Greater emphasis on multi-agency working and clear guidelines on information sharing to encourage officer confidence in doing so.
- Safeguarding forms part of the NPH corporate induction programme and this approach may be more widely adopted. All NPH Heads of Service have a responsibility to ensure that safeguarding is embedded within their service area. NPH has designed and issued “concern cards” to front line operatives and raised awareness with contractors to ensure issues of concern or potential concern are formally raised, recorded, referred (where appropriate) and investigated.
- NPH is committed to providing help and support to victims of abuse or exploitation and currently has a support service to which victims who are tenants of NPH can be referred. There are specialist officers specific to this area.
- The Tenancy Agreements have a specific clause which refers to the “imprisonment of another person” and makes it clear that the tenant,

another member of their household, guest or visitor to the property should not engage in such activity.

### **Director of Children's Services, Northampton Borough Council**

- A copy of the [Child Sexual Exploitation Partnership Assessment, August 2016](#) was provided as evidence.
- "Kayleigh's Love Story" is now being shown nationally. Kayleigh had lived in Leicestershire.
- People that work with young people and children are being liaised with regarding using the Internet safely so that they are more knowledgeable and have a better understanding. The assumption is that children are groomed over a long period but Kayleigh was groomed over a short period of a few weeks and thousands of text messages were sent prior to the event that led to her murder. There is a need to ascertain how we can become a vigilant community. Good planning is needed and pupils need to be prepared prior to watching the video. Conversations take place both before and after the video showing. Chelsea's Choice was shown to the majority of schools last year. Officers from the RISE Team will go into schools when the films are shown.
- Following the showings of Chelsea's Choice, a lot of disclosures came out. This led to the unravelling of a paedophile network. Young people are able to identify to the characters in the film.
- There is a strong partnership within Northamptonshire with good team working. Materials such as training and toolkits are available. It is important that there is good communication on how to keep children safe.
- All teachers undergo safeguarding training
- Two thirds of all child abuse is committed in the home; a lot of CSE is reported by parents.
- The numbers of missing children are quite low.
- There are a number of brothels in Northampton, intelligence is being gathered and the Safeguarding Team are involved. Should there be children in brothels, they can (and have been) be closed down.
- Boys make up 10% of children who have been sexually abused. Blast, a charity, looks at boys and CSE.
- It is not just men who sexually exploit children.
- The Borough Council has an important role, as the Licensing Authority, which is crucial in terms of CSE.



## Chair, Northamptonshire Safeguarding Board

- The NSCB has a CSE Sub Group with members from across partnership agencies. Child Sexual Exploitation (CSE) and Missing Children is a Sub Group of the NSCB. The aim of the group is to:
  - Raise awareness
  - Identify areas of concern within the county
  - Develop an effective response to tackle perpetrators of CSE
  - Ensure that there is support for victims of CSE and their families
- The Sub Group sits on a monthly basis and has a progressive action plan that is reviewed at each meeting. The main priority areas over the next year include focus on the night time economy, work with schools and targeting harder to reach groups (LGBT, ethnic minority communities, young males and children with disabilities).
- Further examples of the work undertaken by the NSCB since 2015 include:
  - A 'Tackling CSE Toolkit' was created to provide advice for all professionals on their responsibilities in relation to identifying CSE and what action should be taken if it is identified. The Toolkit and presentations from the Northants Tackling CSE Conference held on 22<sup>nd</sup> May 2015 can be viewed on the website:  
<http://www.northamptonshirescb.org.uk/police/toolkits-professionals/>
  - A high profile publicity campaign with the tagline “Say Something If You See Something” to highlight the signs of CSE, and encourage reporting was completed.
  - A multi-agency CSE and Missing performance data scorecard has been developed and is reviewed regularly by the group.
  - Protective Behaviours and CSE training programmes for schools have been developed and delivered to a number of schools in the county throughout the year.
- In addition to the action plan, there is a CSE Strategy which is currently being updated and reviewed.
- There is a CSE and Missing Forum which sits on a monthly basis, the purpose of which is to review the cases of young people in the County who are considered to be most at risk of CSE and going missing. The Forum is made up of representatives from various agencies including Police, Children’s Services, YOS, Health and Education
- A local Problem Profile for Northamptonshire was finalised and would be published early in 2017
- As part of its focus on the night time economy, the NSCB Sub Group has recently requested position statements from all Districts and Boroughs in the

County to establish what progress has been made in relation to tackling CSE across the County. Once the position statements have been received, the intention will be for the NSCB to support the Districts and Boroughs in completing focused and targeted work within their respective areas in order to tackle CSE. This work will include engaging with the local community and awareness raising.

- Representation for the District and Borough Councils is provided by Nicola Riley, Shared Interim Community Partnerships and Recreation Manager for Cherwell and South Northants Council.
- NCC has a Policy Officer who has been tasked with developing policies and procedures in relation to child trafficking which will be available through the NSCB once finalised.
- A Modern Slavery Sub Group sits bi-monthly and the Policy Officer will ensure safeguarding of children is included, where relevant, in any work going forwards.
- A copy of the [RISE Team Monthly Report to the NSCB CSE and Missing Sub Group – September 2016](#) was provided as evidence
- All young people, who are open to the multi-disciplinary specialist RISE service have an allocated social worker.
- Although there is currently no plans for recruiting a ‘Parents Worker’; to engage with parents. The RISE practitioners engage with a young person’s families and parents can be signposted to a range of resources on the web.
- The CSE and Missing Sub Group are working with District and Borough Councils and focusing on the Night Time economy – night clubs, taxis, take ways for example.
- The Police, on behalf of the NSCB, lead on communications and the recent “*Say Something if you See Something*” campaign has been successful - detailed feedback is being gathered.
- A huge amount of work takes place in schools including engagement from NCC’s E Safety Officer. Television programmes often relay stories about issues such as CSE which is useful in getting messages out to children and young people.
- A lot of young people see Child line useful as a help line in respect of bullying issues. Regarding CSE, young people will often prefer to talk to their friends.
- Oxfordshire has an initiative - “hotel watch” whereby an adult and child try to book a room. If successful, officers will then approach the hotel and work with them to ensure they recognise and understand the risks of CSE.

## **Director, Education, Northamptonshire County Council**

- The Educational and Inclusion Partnerships Team (EIP) attends the monthly multi-agency CSE/missing persons' forum and also the monthly steering group.
- An EIP officer based in the MASH attend the weekly RISE (Reducing incidents of Sexual Exploitation) allocation meetings.
- Education Services is represented in the MASH and MASH steering group, the FGM/HBV sub- group and feed into the FGM community group. EIP are represented on the PREVENT and attends the Channel meeting where appropriate.
- From a NCC, Learning, Skills and Education perspective information is shared with schools. Schools are aware of their obligations towards safeguarding.
- In May 2015 professionals working directly with children in Northamptonshire had the opportunity to attend the launch of the CSE toolkit to support them to ascertain the level of risk of CSE children and young people may be exposed to. Schools Information is shared at Locality forums and Peer Support groups for schools' staff across the County on a termly basis. Secondary Schools and Academies have had the opportunity to access "Sophie's Choice", an awareness raising CSE education play devised for year 9+ (ages 13 and 14), which is followed by a question and answer session and follow up work in lessons. Part of this programme also includes 2 days training for schools' staff. This is delivered via the Targeted Mental Health (Tamhs) programme which is available to schools via the NCC Education Psychology Service.
- Local groups could have a lead responsible for raising awareness of CSE, human trafficking and domestic slavery of children in Northampton who is able to liaise with the relevant community groups and attend training sessions through the local Northamptonshire Safeguarding Children's Board in order to better understand the local context.
- The EIP team within Learning Skills and Education are currently devising a series of twilight training sessions for Designated Safeguarding Leads in all schools. It is anticipated that these will be held in four venues across the county on a termly basis where all safeguarding issues and information, including CSE, human trafficking and domestic slavery can be shared. We are hoping to be able to invite community groups and other professionals to help facilitate these sessions.
- Resources and Training, including the CSE toolkit, are available for children, parents, carers and professionals through the Local Northamptonshire Safeguarding Children's Board [www.northamptonshirescb.org.uk](http://www.northamptonshirescb.org.uk)

## Leader of the Council, Cabinet Member for Community Safety

- CSE affects all communities; neither victims nor perpetrators come solely from any particular social, economic, ethnic or faith background. Therefore, it is important that a joined up approach is taken across all agencies. This has been recognised within Northampton Borough Council and also the Northampton Community Safety Partnership (NCSP).
- A multi-agency countywide approach has been established to respond to and address issues of CSE. In response to this NBC Community Safety and NCSP has undertaken the following action:
  - CSE Training has been provided to:
    - Frontline officers
    - Councillors
    - Housing Officers
    - Taxi drivers (also included in the Taxi driver induction course for new drivers)
  - Established as a Community Safety Partnership (CSP) priority, under Violent Crime and Vulnerable people.
  - CSE established as a separate agenda item on CSP Board and Officer Group meetings and sub groups.
  - Community Safety representation on relevant countywide groups.
  - Community Safety are picking up on actions within the countywide CSE action plan
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- In addition to this Section 115 of the Crime & Disorder Act 1998 (revised 2005) enables any person to disclose information for the purposes of any provision of the Crime and Disorder Act 1998 to a relevant authority, or to a person acting on behalf of such an authority.
- Partnership working is well established within Northampton and NBC has a long history of working in this way. The following forums in Northampton and Northamptonshire enable joined up working to take place effectively:

- Community Safety Partnership Board
  - Community Safety Officers Group
  - Northampton Town Centre Task Group
  - Northampton Anti-Social Behaviour Action Group
  - Northampton Street Community Group
  - Countywide Community Safety Managers Group
  - Countywide Interpersonal Violence Group
  - Countywide Child Sexual Exploitation sub group
- Main information for Child Sexual Exploitation sits with the Police. Data is not shared routinely with CSP's. However, information is shared with NBC and the more specifically the CSP on a need to know basis to inform partnership working and enable response.
  - Over the past 12 months Northamptonshire Police and Northamptonshire County Council have led on a joint countywide CSE campaign to raise awareness within organisations and with local communities. This approach saw the following activities taking place:
    - Countywide Multi-Agency CSE Conference
    - NBC CSE Conference led by head of Housing & Wellbeing
    - Establishment of Countywide CSE sub group
    - 2 x countywide media campaigns
    - Information leaflets and posters distributed within NBC and to other local organisations on CSE
    - Training undertaken as detailed in question 1
    - Information leaflets available through NCSP 'Weeks of Action'
  - As NBC and NCSP form part of a wider countywide approach it is difficult to establish how effective we have been. However, referrals into the Reducing Incidents of Sexual Exploitation (RISE) team have increased significantly over the year, and this could be attributed to the higher levels of awareness raising undertaken within organisations and with communities.
  - Awareness can be raised further of CSE, human trafficking and domestic slavery of children in Northampton by establishing CSE Awareness as part of Core Induction Programme for staff and councillors. This could be undertaken either through face to face training or an e-learning module.
    - Continue supporting the countywide awareness raising campaigns led by Northants Police and NCC. Ensure key messages are cascaded within NBC and through our Communications team.
    - Communicate through established groups such as Forums, Weeks of Action, CSP sub groups, One Stop Shop message board, community and NBC events, Community Centre management teams

- Work with business communities, contacts that we can have influence with such as licensed premises, taxis, public transport (Northgate Bus Station), hotels, Town Centre BID, Brackmills, BID, Pubwatch.
  - Engage with Local Safeguarding Children's Board and Northamptonshire Inter Personal Violence Group
- Training is currently provided on identified need or demand – initial training has been undertaken with front-line officers, housing officers, councillors and taxi drivers.
  - CSE awareness training should be established as part of NBC's core induction programme for staff and councillors. Nominated officers trained to deliver face to face training and an e-learning module should be developed. Ideally refresher training should be undertaken every 2 years by staff. This could be monitored through the annual appraisal process.
  - NBC would not deal directly with potential or historic victims as they require a specialist support service. Therefore, if we became aware of a victim a Safeguarding referral would be made via the RISE Team, who would then pick up on this. The RISE team is made up of a range of agencies that have the skills to provide support, such as social workers, family support, specialist police staff, drug & alcohol worker and specialist nurse.
  - In addition to this there is also specialist support available through VOICE (victim support services), Northamptonshire Rape Crisis Centre, Serenity (sexual assault referral centre) and Women's Aid
  - Good partnership working with the Police, NCC and other relevant agencies is key to ensuring a joined up and effective response to CSE. This is taking place through established working relationships and meeting structures.
  - CSE is a key priority for the Community Safety Partnership under the vulnerability agenda.
  - CSE information and flyers have been distributed to all Taxi Operators for distribution to divers and for placing in staff rooms.
  - Training has been provided to CCTV operatives and this is assisting in identifying and reporting suspicious and inappropriate behaviour.
  - NPH frontline staff have received CSE awareness training.
  - Exploitation and vulnerability in take away outlets is investigated. Mechanisms are in place for referrals to the relevant Agencies.
  - On-line safety is the biggest concern. A lot of work is taking place in schools. It is important to get the messages across to parents and restrictions put on young people's ICT devices. Grooming via social media is now more common place and is causing the most concern. Sharing intelligence is key.

## **Director of Customers and Communities and Environmental Health and Licensing Manager, NBC**

- As a regulatory body CSE impacts on a range of the work of Environmental Health and Licensing. Frontline staff have all received briefings on CSE and are reminded to be alert for any signs of it occurring during their routine work. If any suspicious activity is noted and referrals made to the RISE team. Team members attended the CSE conference in 2016.
- Fit and proper person checks are carried out on taxi and private hire drivers and operators and a range of other licence holders. This process involves DBS checks. In addition, information about any taxi / private hire driver / operator arrested for sexual or violent offences is passed to the Licensing team by the Police under the Police Common Law Disclosure process. On the basis of information received licences may be revoked or other enforcement action taken. Information on CSE is included in the training day for all new Private Hire Drivers. The understanding of this information is tested as part of the driver assessment process. Two briefing sessions on CSE have been provided for hackney drivers and private hire drivers and operators which were attended by approximately 200 people. – it is proposed that further similar briefings for the taxi / private hire will be arranged in future and work is progressing to arrange similar briefings for the hotel and on-licensed trade.
- The Service works in accordance with CSE Toolkit.
- Arrangements are in place for information sharing with Police as outlined in 1 above. Northants Licensing Liaison Group which has reps from all District Councils, County Council (Health and Trading Standards), Police, and a range of other agencies discusses Licensing issues and Safeguarding / CSE is a standing agenda item.
- Environmental Health is a Member of the CSP officer group which has some discussion on CSE.
- Licensing has involvement where necessary in case conferences / LADO meetings on a case by case basis.
- CSE is a nationwide issue and of the existence of the RISE team in Northants. Awareness of overall issues through professional contacts /meetings.
- There is some involvement with multi-agency operations to address human trafficking. Joint visits have been carried out to food premises and to on and off licenced premises – these have not been specifically to target slavery involving children but have had a more general focus.
- Awareness can be raised further of CSE, human trafficking and domestic slavery of children in Northampton by further publicity campaigns, reporting successful cases and operations

- Test purchases for cigarettes and alcohol takes place. Intelligence from Officers is also received.

### **E-Safety Officer, Northamptonshire County Council**

- “Stranger danger” becomes blurred on the Internet
- Parents do not always engage on E Safety sessions offered by schools. Boundaries can lapse by year 4.
- Education has to happen at home.
- It takes just 25 minutes for a young person to be groomed online.
- Key messages regarding Internet safety need to be given to schools
- Young children need to be provided with the right safety tools to navigate the Internet.
- Grooming can take place on any site that comprises a messaging service.
- The E Safety Strategy is working on:
  - Embed
  - Embrace
  - Empower
- UKCCIS is an excellent example of an information website about sexting
- The average age for young people seeing pornography on the Internet is 9-11.
- 88% of images are passed onto other websites.
- 77% of children in Northamptonshire have no limits on the Internet at home.
- Should a child spent three hours a day online it can impact on their health and mental health.
- There are two excellent apps in respect of e-safety:
  - Internetmatters.org
  - Netaware
- Most apps have an age limit of 13, Whatsapp is 16
- Social media is very difficult to regulate
- Safer Internet Day is scheduled for 7 February 2017
- Education is key to healthy relationships and referred to a year 10 case.
- Sixth-formers advise that they get a lot of their behaviours from the Internet and it is normalised behaviour to chat to a stranger on line
- The Scrutiny Panel suggested a potential recommendation for inclusion within its report: “E Safety training for all borough Councillors is included with the Councillor Development Programme 2017/2018.”
- Parental controls can be put on PCs.



## Chief Officer, Northamptonshire VOICE

- VOICE is the Victim and Witness Service for Northamptonshire. It aims to deliver the PCC's Police and Crime Plan objectives for victims and witnesses:-
  - Supporting Victims and Witnesses
  - Swift and Sure Justice
- The VOICE family of services works closely with statutory agencies to offer advocacy and guidance to victims of CSE as appropriate. Voice works closely with statutory services to ensure children and young people are safeguarded against CSE.
- VOICE Children and Young People's Service offers advocacy to all children and young people who are victims or witnesses seeking support for all crime by supporting access to commissioned and third sector support and by delivering emotional and practical support. Victims of CSE are not currently in scope of Voice CYP services as specialist support is managed by the RISE Team and through statutory safeguarding pathways in the county.
- The OPCC also commissions the Sexual Assault Referral Centre (SARC) with NHS England which support children and young people and adults who have been raped, sexually assaulted or abused. Two Child's Independent Sexual Violence Advisors (CHISVA) and two adult Independent Sexual Violence Advisors (ISVA) offer support to victims who self-refer and report to the Police.
- The Office of the Police and Crime Commissioner (OPCC) will be recommissioning Victim and Witness Service in the county in 2017 and will include new services to help prevent CSE with partner's agencies within the county.
- The Voice Services work closely within safeguarding policy and are collocated with other agencies to promote collaboration and information sharing.
- The OPCC representative sits on the County Violence Against Women and Girls Strategy Group (VAWG) and the CSE sub group tasked with overseeing and understanding our responses to CSE in Northamptonshire.
- As a Victim and Witness Service receiving referrals directly from the Police, other agencies and the public Northants VOICE currently collates information on those who present to the service and therefore gain an understanding of the level demand and need from this data. National data is also used to inform our delivery of services.
- A high profile campaign for CSE in the county took place in the last year led by the Police on behalf of working group.

- The OPCC has led two consultations on online safety and teen relationships which have drawn a number of recommendations to improve the way services are delivered in the county.
- Bottom up engagement with communities and with agency touch points is the most effective way of continuing to spread the messages regarding CSE. This can include initiatives such as those currently targeting taxis drivers and hotel staff.
- All staff in commissioned service receive training on CSE and take part in delivering training out in the community on healthy relationships.
- All victim and witnesses can contact VOICE or the SARC for support regardless of status of the offence.

### **Manager, Free2Talk**

- Child sexual exploitation (CSE) is currently being addressed through needs analysis of Free2Talk's members' individual needs and informal education for wider groups. Free2Talks has not received any formal referrals for support in this area however it has provided group informal education.
- CSE falls under Free2Talk's safeguarding procedures:
  - Individual concern by lead Youth Worker
  - Case / Circumstance discussion with designated officer
  - Action plan to address agree
  - Communication and support to parents where appropriate
  - Referrals to partner agencies where appropriate.
- Free2Talk practice in accordance to the LSCBN strategy: <http://www.northamptonshirescb.org.uk/tackling-child-sexual-exploitation-cse/>
- Its designated safeguarding officer is CEOP trained.
- Multi-Agency forums that facilitate joint working include
  - Early Intervention and SSNP Queensway & Hemmingwell, Wellingborough
  - Diversion Group – Blackthorn Northampton
- Free2Talk's professional view is that victims are vulnerable and it can be prevented through protective behaviours; education and resilience building. There is a community development angle in addressing poverty and symptoms of poverty which is not being provided in the county. Reducing services for young people may mean that we have no access to some vulnerable young people; particularly post 16.

- Awareness can be raised further of CSE, human trafficking and domestic slavery of children in Northampton by an increase in funding and resources for practitioners working with children and young people and an increase in support and intervention for young women.
- Free2Talk uses the LSCBN training as it is free and accessible for its team. The only constraint is in its resource to pay people to attend training. Many of its team are part time and unable to attend Monday – Friday training; however online materials support their learning.
- Free2Talk provides individual support for young people 12-18 years if they self-refer or Social Care have previously spot purchased support.
- NBC has provided small grant funding to Free2Talk for this work through Northamptonshire Community Foundation; this has been useful to provide responsive small scale projects in accordance with arising needs.
- Within the 12 week programme offered by Free2Talk, young people want Internet access
- Staff from Free2Talk always work in pairs online. There are robust safeguarding procedures in place
- Free2Talk sees more vulnerable people seeking out how they can satisfy their self-esteem for example.
- There needs to be more support for young women in disadvantaged areas
- The E-Safety training Toolkit is excellent
- Funding is Free2Talk's biggest challenge so that they can train and maintain the team
- The Community Development Strategy is important. Activities and groups outside the home for children is very important.
- NBC, NPH works with organisations such as Free2Talk, the Lowdown Centre to lever in money.
- Children's health and wellbeing is a borough issue.

### **Manager, ServiceSix**

- TARGET - **T**argeting **a**nd **R**educing **G**rooming **E**xploitation & **T**rading of Children and Young People Online
- Facts:
  - 2012-2016: 26% increase at S6 in cases involving Online Sexual Exploitation and Abuse (OSEA)

- The extent, context and impact of OSEA are unknown representing a major intelligence gap
- Child Sexual Exploitation and Abuse is the first and highest threat listed on the National Crime Agency National Control Strategy for 2015-16
- Key Findings as at August 18<sup>th</sup> 2016:
  - Since October 2015, Service Six's TARGET project has engaged 1001 young people, 826 of whom were disadvantaged. All resided in Northamptonshire or Leicestershire and were aged between 5 -25 years, with most between 9 -17 years. 793 young people responded to semi-structured questionnaires and they told ServiceSix;
    - 51% are regularly contacted online by strangers:
    - 36% have received pornography including child:
    - 26% have sent pornography:
    - 19% have been asked to meet stranger/s:
    - 8% have met strangers:
    - 0.5% reported to an adult.
- Disadvantaged young people are:
  - 8% more likely to receive sexually explicit images or video
  - 6% more likely to send out sexually explicit images or video
  - 23% more likely to send out sexually explicit material willingly
  - 21% less likely to report unwanted stranger contact and or receipt of sexually explicit material to an adult
- The questionnaire findings were affirmed within 15 follow-up case study semi-structured interviews.
- TARGET: Aims:
  - It is increasingly apparent that disadvantaged young people's online activity represents;
    - Significantly high risks:
    - Substantial negative impacts:
    - Absent or inadequate online protective behaviours:
    - Absent or inadequate safeguarding.
  - ServiceSix is working with disadvantaged young people within Northamptonshire and Leicestershire who have experienced online sexual abuse and exploitation (OSEA). They are helping ServiceSix to:

- Understand their experiences and share this knowledge:
  - Develop the project:
  - Undertake further research:
  - Implement responsive services and resources:
  - Find meaningful and sustainable solutions:
  - Improve online safety for children and young people.
- The initial research has highlighted various con-current themes which need exploring further including;
    - Addiction to mobile phone use in particular (1000+ average communications per day):
    - Physical Impairment due to repetitive strain injury and potential reversal of cervical lordosis:
    - Apathy to pornography and online criminal activity:
    - Mental Health based on significant indicators of profound loneliness:
    - Disruption to Education due to constant mobile phone use during lessons:
    - Disruption to Cognitive Development and associated long-term negative impact:
    - Absence of Parental Monitoring and associated risk:
    - Inadequate Internet Security at schools and homes.
  - TARGET Partnerships & Collaboration:
    - 48 partners have already signed up to support TARGET's ambitions to develop a youth-led model to challenge OSEA and implement meaningful and sustainable solutions.
  - Current partners include:
    - De Montfort University (Dr Lee Hadlington PhD FHEA CPsychol AFBPsS), East Midlands Special Operations Unit – Regional Cyber Crime Unit (DS Carole Walton), RISE CSE team Protecting Vulnerable Persons Department. Northamptonshire Police, Serenity - Sexual Assault Referral Centre Northampton, NHS Nene & Corby Clinical Commissioning Groups, Northamptonshire Association of Youth Clubs, Women's Aid Northampton, Voluntary Impact Northamptonshire, The Falcon Centre, Eclectic, Positive Pathway Alliance, The Faraway Children's Charity, East Northants Faith Group, Action for Aspergers, The Mallows Company, Scott Bader Ltd,

Richmond Villages Ltd, Asda Community Life, Weatherby's, Places for People, The Maud Elkington Charitable Trust, Northamptonshire Health Foundation Trust, Ilife Children & Young People Services, The Education Fellowship, Blackthorn Academy, Clarendon Academy, Desborough College, Olympic Academy, Pembroke Park Academy, Risdene Academy, Rushden Academy, Ruskin Academy, Thorpeland's Academy, Warwick Academy, Windmill Academy, Wrenn Academy, Northampton Academy, Weston Favell Academy, Sir Christopher Hatton Academy, Gateway Academy, Streetvibe – Braunstone Grove Youth Centre, Birstall Fire Cadets, Action for Children (Laurie Long), Bottesford Youth Group, Army Cadets Force – Leicestershire, Northamptonshire County Council, Leicestershire County Council the Mayor of Burton Latimer

### **Chief Officer, Northants Rape and Crisis Centre**

- Northamptonshire Rape Crisis (NRC) has been supporting survivors of sexual violence in Northamptonshire for over 30 years. It provides frontline support to women, men and children (14+) who have experienced sexual violence in addition to working to raise awareness, improve the response of Government and other organisations and challenge public attitudes regarding the acceptability of sexual violence. The Centre was first founded in 1986 under the name of Northampton Rape & Incest Crisis Centre and continues to be the only organisation in Northamptonshire where victims and their families can access free and confidential advice and support. Our service is highly valued by our clients and by local statutory organisations such as mental health teams, GP's and health professionals, social services and Northamptonshire Police who recognise that, without our vital support, many more victims would go on leading lives that are blighted by the trauma of sexual violence. The stated aims and objectives of the organisation are:
  - To relieve the distress and trauma of women, men and children who have suffered sexual abuse, rape, incest, and domestic abuse and of the non-offending families of such persons who are in need of support and encouragement
  - To promote community education and research in the subject of rape, sexual abuse, incest, and domestic abuse and the effects thereof whether physical, medical, psychological or social and to disseminate the useful

results thereof provided that no person is therein identified without prior consent of that person. NRC acknowledges all forms of sexual violence including ; rape, sexual assault, childhood sexual abuse, same sex abuse, sexual harassment, rape in marriage, forced marriage, and so-called honour based violence, female genital mutilation, trafficking and sexual exploitation. Child sexual exploitation is a form of child sexual abuse, it occurs where anyone under the age of 18 is persuaded, coerced or forced into sexual activity in exchange for, amongst other things, money drugs/alcohol, gifts affection or status. Consent is irrelevant, even where a child may believe they are voluntarily engaging in sexual activity with the person who is exploiting them.

### **Sexual Violence Counselling**

- Counselling is available to anyone (14+) who has experienced sexual violence either recently or historically and is available short or long term, from 6 to 26 sessions. All counselling is person centred trauma therapy and is provided by our team of qualified sexual violence counsellors. All counsellors attend NRC's in-house 12 week specialist sexual violence trauma therapy training in addition to their professional training before starting their work with NRC. Emotional Support Available to clients that are not suitable for counselling, sometimes due to mental health, substance misuse or clients fleeing domestic abuse. IPV Telephone Helpline Our specialist helpline provides support for victims of interpersonal violence including rape, stalking, sexual abuse, FGM, harassment, historic sexual abuse, forced marriage, honour-based violence & sex trafficking. Available Monday to Friday 10am -- 3pm and staffed by a team of 5 specially trained counsellors. All calls are anonymous and callers do not have to self-identify; callers can be signposted into Northamptonshire Rape Crisis service provision or be signposted to other more appropriate services. Callers are able to access support via the helpline whilst receiving support from statutory organisations. Calls to NRC's helpline vary from recent rapes, historic rape, and historic childhood sexual abuse. NRC's helpline also receives calls from professionals seeking advice, survivor's friends or non-offending family members and work colleagues. Independent Sexual Violence Advisor (ISVA) Our ISVA advocacy service is for clients who need practical support to access or engage with the Police, GP, Sexual Health Clinics, Family Planning, Court Services and

Mental Health Service as well as specialist women's services such as Women's Aid. NRC's ISVA is a trained counsellor and has an ISVA Masters degree. The role of an ISVA is predominantly supporting clients from report to court; supporting the client throughout the whole criminal justice system whereby that support continues after the court procedures have concluded.

### **Therapeutic Group Work.**

- It has 3 specialist groups that support our clients in alternative therapeutic settings:
  1. A singing group that can be accessed whilst in therapy.
  2. Mindfulness, which is an 8 week course that allows clients opportunity to practise grounding techniques needed before coming into therapy.
  3. A short course called Enlightenment which offers a space for clients to look at healthy relationships and how to spot bullying or abusive behaviour. These courses give survivors the opportunity to meet together in a nonjudgemental environment and to address the many issues they face as a result of their abuse.
- Statutory Definition of Child Sexual Exploitation In March 2015, the Coalition Government published a report "Tackling Child Sexual Exploitation". This set out a national response to the failures in Rotherham, Rochdale, Oxfordshire and elsewhere, where children were let down by the very people who were responsible for protecting them. The report included a comprehensive and targeted set of actions to drive improvements across all parts of the system including healthcare, social care, education, law enforcement and criminal justice agencies. As part of this action plan, the Coalition Government committed to "Make sure that for the first time all professions work to the same definition of child sexual exploitation, so that they can more easily create joint risk assessments and work together to target disruption and investigate offending". The consultation on the proposed new statutory definition of CSE was opened in February 2016 and is ongoing.
- The following details are taken from the consultation: The current definition of child sexual exploitation was published in the 2009 guidance "Safeguarding Children and Young People from Sexual Exploitation" 'Sexual exploitation of children and young people under



18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities. Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social/economic and/or emotional vulnerability' Over time, a number of alternative definitions have been developed by voluntary organisations and devolved administrations and agencies. It has been said that this has led to agencies using different definitions or using the terms 'child sexual abuse' and 'child sexual exploitation' interchangeably, creating inconsistencies in risk assessment and data collection. This has led to some confusion and additional challenge for practitioners working with children and families. The "What to do if you're worried a child is being abused"<sup>4</sup> (WTDI) advice to practitioners published in March 2015, gave a non-statutory definition which was welcomed for being simpler and more concise. 'Child sexual exploitation is a form of sexual abuse where children are sexually exploited for money, power or status. It can involve violent, humiliating and degrading sexual assaults. In some cases, young people are persuaded or forced into exchanging sexual activity for money, drugs, gifts, affection or status. Consent cannot be given, even where a child may believe they are voluntarily engaging in sexual activity with the person who is exploiting them. Child sexual exploitation doesn't always involve physical contact and can happen online. A significant number of children who are victims of sexual exploitation go missing from home, care and education at some point.' We have tested the definitions of child sexual exploitation set out in 2009 and 2015 with a range of national and local partners drawing on the definition of child sexual abuse, to consider similarities and also highlight differences.

- Conclusions are that the 2009 child sexual exploitation definition is not fit for purpose and that it needs to:

- be a simplified/shortened version of the existing definition which is universally agreed and applied across all partners with good clear associated guidance
- state that child sexual exploitation is a subset of child sexual abuse but the way it happens can be different to other forms of child sexual abuse (such as intrafamilial sexual abuse) ' 9 Based on what partners have told the organisation, it proposes changing the current statutory definition to the definition below: 'Child sexual exploitation is a form of child abuse. It occurs where anyone under the age of 18 is persuaded, coerced or forced into sexual activity in exchange for, amongst other things, money, drugs/alcohol, gifts, affection or status. Consent is irrelevant, even where a child may believe they are voluntarily engaging in sexual activity with the person who is exploiting them. Child sexual exploitation does not always involve physical contact and may occur online.'
- The Organisation is aware that NSCB's RISE supports 50 children from the age of 10+ years old at risk of exploitation, NSCB also know this number represents just a small percentage of all the children potentially at risk, many children at risk will not self-identify as being exploited. It is therefore difficult to truly understand the extent of CSE in Northampton – As a counselling service supporting 522 clients in 2015 - 2016 over 70% of clients accessing our service were adult's survivors of childhood sexual abuse, of those 70% over 90% told no one in childhood. NSCB can therefore assume the extent is greater than that supported by NSCB's RISE.
- NSCB's RISE has little to no engagement with Northamptonshire Rape Crisis despite the fact that the organisation would be able to provide therapeutic intervention to both the 50 children and young people they support, it could also potentially provide therapeutic intervention to the children and young people that do not meet the RISE threshold.
- The organisation feels improved awareness could be achieved by working better with partners, NBC should promote any prevention campaign identifying that CSE is a form of CSA and it all have a duty to stop it.
- NSCB's training is delivered via Barnado's.
- Northamptonshire Rape Crisis (NRC) is the only counselling service free at the point of access available to adult survivors of childhood

sexual abuse or exploitation. As it is the only organisation providing a provision for survivors of sexual violence, referral from GPs, Social Service, mental health, police, local authority, drug and alcohol organisations and DA organisations continues to grow year on year.

- NRC would encourage NBC to work better with partners such as NRC, it would also encourage NBC to acknowledge that CSE is one form of CSA in order to help understand the true extent of the issue of sexual violence amongst our young people.

#### 4 **Desktop Research**

- 4.1 Desktop research was undertaken regarding organisations and Local Authorities noted for their best practice procedures in tackling child sexual exploitation.

##### **Local Government Association**

- 4.1.1 In its resource pack for Council's the Local Government Association (LGA) details a number of case studies that highlight various Local Authorities and organisations as examples of best practice.

##### **Pace – Parents Against Child Sexual Exploitation**

- 4.1.2 Pace has published a document – *“The Relational Safeguarding Model: Best practice in working with families affected by child sexual exploitation”*.

##### **University of Bedfordshire**

- 4.1.3 The University of Bedfordshire was commissioned to publish a document “A Study of Current Practice in London”. The report was commissioned by London Councils and the London Safeguarding Children Board.

It is reported that in autumn 2013, London Councils and the London Safeguarding Children Board commissioned a team of researchers from the University of Bedfordshire to map current responses to child sexual exploitation (CSE) across London.

The study was conducted in October/November 2013. The findings are drawn from an in-depth quantitative survey (completed by 30 London boroughs and local safeguarding children boards) and eight semi-structured interviews with statutory and voluntary sector providers.

4.2 Full details of the desktop research undertaken are provided at Appendix C.

## **5 Site Visits**

5.1 The Chair of the Scrutiny Panel, together with a member of the Scrutiny Panel, visited the MASH Team on 14 September 2016. They were given a guided tour. There are over 100 employees, including Call Centre staff, Social Workers, Police Officers and Liaison Officers.

5.2 Some departments, such as the Police Officers, deal directly with cases coming in from:

- CAN
- Schools
- Social Services
- General public

5.3 Should an individual have concerns that they may commit a crime, such as child abuse, they can contact MASH for help. MASH monitors such situations.

5.4 There are rigorous systems in place to protect children.

5.5 A member of the Scrutiny Panel observed a meeting of RISE on 20 September 2016. Key findings:

- The unit is divided into teams Social Workers, Police, Health, Education, missing persons unit.
- Officers of RISE all log onto different IT systems, but they capture the raw data at the end.
- The Safeguarding team, nurse, youth team, MASH Team all meet once a week to discuss case loads.
- Staff can emotionally get involved when child abuse reports come in but they have supervision to maintain their well-being.
- Cases are held only for six months and staff engage in the community.

- Officers of RISE concluded more and more people are grooming online, and common causes are family breakdown.

## **6 Community Impact Assessment**

- 6.1 This Scrutiny Review investigated how it could be ensured that Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE).
- 6.2 The Scrutiny Panel, in having regard to the general equality duty, was mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This was borne in mind as the Scrutiny Panel progressed with the review and evidence is gathered.
- 6.3 In order that the Scrutiny Panel obtained a wide range of views, a number of key witnesses provided evidence as detailed in section 3 of this report.
- 6.4 Any recommendations regarding the active role that Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE). would consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments are integral to any reports including actions plans.
- 6.5 Details of the Community Impact Assessment undertaken can be located on the Overview and Scrutiny [webpage](#).

## **7 Conclusions and Key Findings**

- 7.1 After all of the evidence was collated the following conclusions were drawn:
- 7.2 Evidence from the RISE Team over the last year suggests that CSE is being committed in Northampton predominantly by individual adults offending against young persons. Evidence highlighted that there has fortunately been very limited information that gang related or organised CSE is taking place. Where such information has been received a number of intelligence led operations have been conducted; these include Operation Vacation which targeted a group of adult males (aged in their 20s and 30's) from Northampton who were

believed to be exploiting teenage females and Operation Tanka, targeting offenders exploiting teenage females in the sex trade. This resulted in the prosecution of 34 year old female at Northampton Crown Court in June 2016.

- 7.3 The Scrutiny Panel further acknowledged that child sexual exploitation is still a largely hidden and unknown crime and that it is key for Agencies to tackle this issue by working together. There is good collaborative working between Agencies in Northampton.
- 7.4 Oxfordshire has an initiative - "hotel watch" whereby an adult and child try to book a room. If successful, officers will then approach the hotel and work with them to ensure they recognise and understand the risks of CSE. The Scrutiny Panel acknowledged that Officers from NBC have held discussions with Northants Police regarding how such initiatives could be supported in Northampton. The Scrutiny Panel felt that there is a need to keep a "watching eye" on known hotspots in the town.
- 7.5 It was noted that when the "Rotherham report" had been published, NBC had been very proactive in picking up on its responsibilities and actions. A Multi Agency conference had been held. NBC works in partnership with all the relevant Agencies. Frontline Officers have received the relevant awareness training. Training has also being rolled out to Taxi and Private Hire drivers. Such training is now part of the induction process for all new Hackney and Private Hire taxi drivers.
- 7.6 The Scrutiny Panel emphasised that from the evidence received, it was evident of the huge amount of work already done by Officers at Northampton Borough Council. The Scrutiny Panel agreed that it would be beneficial for National best practice online training for practitioners is used by the Borough Council.
- 7.7 The Scrutiny Panel felt that it would be useful for ward Councillors, should they have the opportunity, to encourage all secondary schools, including academies, to show the short video - "Kayleigh's Love Story" to its pupils.
- 7.8 The Scrutiny Panel felt that there needs to be education on healthy relationships and sex education within schools. Peer education is a powerful tool; it would be useful for peer mentors to get the messages across.
- 7.9 In addition, the Scrutiny Panel recognised that it is key for there to be training and the right behaviour. For example, the Scrutiny Panel had been impressed by the safeguarding training that was offered to Councillors, delivered by Officers of the Council, the RISE Team and the Northants Rape Crisis Centre.
- 7.10 The Scrutiny Panel welcomed the fact that Operatives from Northampton Partnership Homes (NPH) have a card that they complete if they have any concerns regarding CSE or grooming. Operatives also have "Toolbox Talks"

and receive awareness raising sessions. The Scrutiny Panel agreed that it is important that all Operatives have training on awareness raising.

- 7.11 Evidence received highlighted that there is an opportunity to further tackle CSE by utilising NBC staff more effectively, for example by training Neighbourhood Wardens and Food Safety Officers to recognise and report CSE. There are also opportunities to launch a hotel watch scheme and do more around the night time economy. It was acknowledged and welcomed that these are being progressed via a new action plan implemented by the CSE and Missing sub-group of the Northamptonshire Safeguarding Children's Board.
- 7.12 The site visits undertaken by representatives of the Scrutiny Panel had highlighted that there are rigorous systems in place to protect children. The site visit to MASH was extremely useful in informing the evidence base of this Scrutiny Review; but the Scrutiny Panel was concerned by the number of reports of abuse.
- 7.13 There is a need to ensure that both the indoor and the outdoor environment are as safe as possible where children are likely to play in communal areas.
- 7.14 The Scrutiny Panel highlighted the need to promote on-line and telephone services available for young people.
- 7.15 Based on evidence provided by expert advisors, the Scrutiny Panel conveyed concern regarding exploitation that takes place on the Internet.
- 7.16 From the evidence gathered, the Scrutiny Panel was furnished with an understanding of what NBC is doing in relation to human trafficking and domestic slavery of children.

## **8 Recommendations**

- 8.1 The purpose of the Scrutiny Panel was to investigate how it could be ensured that Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE).
- 8.2 It therefore recommends to Cabinet that Northampton Borough Council establishes its own CSE Officer Group (to direct and co-ordinate all of the action the Council takes to detect, prevent and reduce CSE) and that:

### **Making Public Spaces Safer**

- 8.3 Northampton Borough Council and Northampton Partnership Homes undertake a systematic review of all public spaces within their control to ensure that those spaces are made as safe as possible.
- 8.4 Officers of Northampton Borough Council meet with the Service Manager of the RISE Team on a quarterly basis to plan a programme of joint operations in Northampton in order to detect, prevent and raise awareness of CSE.

### **Communication and E-Safety**

- 8.5 Officers of Northampton Borough Council work with Northamptonshire County Council's E-Safety Officer and the RISE Team to explore ways in which the Borough Council's website can be used to promote safe internet use by children and young people, and to publicise the services and information portals where young people can receive information and support.
- 8.6 Northampton Borough Council recommends to Northamptonshire County Council's Director of Education Services that healthy relationships and sex education are included within the school curriculum.

### **Training and Awareness Raising**

- 8.7 All Members of Northampton Borough Council are issued with a copy of the LGA toolkit, "Tackling CSE – A resource pack for Councillors" and the NSPCC's "Solution Focused Practice Toolkit – Helping Professionals use the approach when dealing with children and young people".
- 8.8 All Members of Northampton Borough Council should take positive steps (as Ward Councillors and School Governors) to persuade the all the borough's secondary and academies to show the short video, "*Kayleigh's Love Story*" to their students.



- 8.9 All Officers and Members of Northampton Borough Council receive training on how to recognise the signs of CSE and how they should report it.
- 8.10 The Chief Executive of Northampton Partnership Homes is asked to ensure that all of its Officers and relevant Board Members receive training on how to recognise the signs of CSE and how they should report it.
- 8.11 Relevant Officers and Members of Northampton Borough Council undertake online training for practitioners on national best practice.
- 8.12 Northampton Borough Council actively encourages and hosts a series of briefings and training sessions for community groups in the borough (including community centres and youth groups), in order to raise awareness of how to recognise the signs of CSE and how to report it.

#### **Overview and Scrutiny Committee**

- 8.13 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.

## **Appendices**



## Appendix A

### OVERVIEW AND SCRUTINY

#### SCRUTINY PANEL 1 - CHILD SEXUAL EXPLOITATION (CSE)

##### 1. Purpose/Objectives of the Review

- To ensure Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE)

##### Key Lines of Enquiry

- To gain an understanding of the work currently being undertaken by partnerships, statutory and voluntary organisations, and the Police to address these issues
- To investigate how NBC contributes to the above work
- To raise awareness of CSE, human trafficking and domestic slavery of children in Northampton
- To explore best practice elsewhere in identifying and providing support to victims of CSE
- To understand what NBC is doing outside the Scrutiny process in relation to human trafficking and domestic slavery of children

##### 2. Outcomes Required

- To make evidence based recommendations to improve the role that NBC has in tackling CSE
- To make recommendations, as appropriate, regarding partnership working in tackling CSE

##### 3. Information Required

- Background data
- Background reports
- Best practice data
- Desktop research
- Evidence from expert internal witnesses
- Evidence from expert external witnesses
- Site visits (if applicable)

## 4. Format of Information

- Background data, including:
  - Presentation to set the scene: To identify the prevalence of the problem locally
  - Relevant national and local background research papers
  - Definitions – CSE, human trafficking and domestic slavery
  - Case Studies
  
- Best practice external to Northampton
  
- Internal expert advisors:
  - Leader of the Council, Northampton Borough Council (NBC)
  - Cabinet Member for Community Safety, NBC
  - Director of Customers and Communities, NBC and the Environmental Health and Licensing Manager, NBC
  - Chair of the Community Safety Partnership (CSP)
  - Service Manager, Anti-Social Behaviour Unit
  
- External expert advisors:
  - Head of Protecting Vulnerable Persons, Northamptonshire Police
  - Service Manager, RISE Team
  - Senior Manager, Northamptonshire Safeguarding Children's Board
  - Director, Education Services, NCC
  - Representative, Children's Rights' Group, Corporate Parenting Board
  - Chief Officer, Northamptonshire Victim Support
  - Cabinet Member for Adult Services, NCC
  - Cabinet Member for Children's Services, NCC
  - Chair, Northamptonshire Safeguarding Children Board
  - Service Manager, Barnardo's
  - Service Manager, Save the Children
  - Chief Officer, Service Six
  - Chief Officer, Lowdowne Centre
  - Manager, Free to Talk Group
  - Chief Officer, Rape and Crisis Centre
  - Chief Executive, Northampton Partnership Homes (NPH)
  - Chief Officer, Northamptonshire Healthcare NHS Foundation Trust

- Site visit to the RISE Team, Northampton, MAASH, and other areas of the country that have been recognised for its good work in CSE

## **5. Methods Used to Gather Information**

- Minutes of meetings
- Desktop research
- Site visits
- Officer reports
- Presentations
- Examples of best practice
- Witness Evidence:-

➤ Key witnesses as detailed in section 4 of this scope

## **6. Co-Options to the Review**

- Chair, Children, Learning & Communities Scrutiny Committee, Northamptonshire County Council, to be approached suggesting that they are co-opted to this Review for its life.

## **7 Community Impact Screening Assessment**

- A Community Impact Screening Assessment to be undertaken on the scope of the Review

## **8 Evidence gathering Timetable**

May 2016 – March 2017

- |                  |                         |
|------------------|-------------------------|
| • 12 May 2016    | - Scoping meeting       |
| • 7 July         | - Evidence gathering    |
| • 8 September    | - Evidence gathering    |
| • 10 November    | - Evidence gathering    |
| • 5 January 2017 | - Evidence gathering    |
| • 16 March       | - Approval final report |

Various site visits will be programmed during this period, if required.

Meetings to commence at 6.00 pm

## **9. Responsible Officers**

Lead Officers            Phil Harris, Head of Housing and Wellbeing  
Co-ordinator            Tracy Tiff, Scrutiny Officer

## **10. Resources and Budgets**

Phil Harris, Head of Housing and Wellbeing, to provide internal advice.

## **11. Final report presented by:**

Completed by March 2017. Presented by the Chair of the Panel to the Overview and Scrutiny Committee and then to Cabinet.

## **12. Monitoring procedure:**

Review the impact of the report after six months (approximately November/December 2017)

# NORTHAMPTON BOROUGH COUNCIL

## OVERVIEW AND SCRUTINY



### Appendix B

## SCRUTINY PANEL 1 – CHILD SEXUAL EXPLOITATION

### CORE QUESTIONS – EXPERT ADVISORS

The Scrutiny Panel is currently undertaking a review that is investigating Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE)

#### Key Lines of Enquiry

- To gain an understanding of the work currently being undertaken by partnerships, statutory and voluntary organisations, and the Police to address these issues
- To investigate how NBC contributes to the above work
- To raise awareness of CSE, human trafficking and domestic slavery of children in Northampton
- To explore best practice elsewhere in identifying and providing support to victims of CSE
- To understand what NBC is doing outside the Scrutiny process in relation to human trafficking and domestic slavery of children

The expected outcomes of this Scrutiny Review are:

- To make evidence based recommendations to improve the role that NBC has in tackling CSE
- To make recommendations, as appropriate, regarding partnership working in tackling CSE

## CORE QUESTIONS:

A series of key questions have been put together to inform the evidence base of the Scrutiny Panel:

1. Please provide details of the work currently being undertaken by your organisation to address child sexual exploitation (CSE)
2. Is there a clear and robust multi-Agency strategy for information sharing, preventing and managing CSE?
3. What other multi-Agency forums exist to facilitate joint working?
4. What is the extent and profile of CSE in Northampton? How do we know this?
5. How does NBC contribute to the above work (**question for internal witnesses.**)
6. To raise the Scrutiny Panel's awareness, please supply details of what NBC is doing, outside the Scrutiny process, in relation to human trafficking and domestic slavery of children (**question for internal witnesses**)
7. How effective has NBC, its partners and the Police, been in engaging with the local community and other organisations in raising awareness of CSE?
8. How can awareness be raised further of CSE, human trafficking and domestic slavery of children in Northampton?
9. How is CSE incorporated into local training programmes, and who is able to access this training?
10. What support is available to current, potential and historic victims of CSE?
11. Do you have further information regarding the role of NBC in tackling CSE?





NORTHAMPTON  
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## NORTHAMPTON BOROUGH COUNCIL

Appendix C

### OVERVIEW AND SCRUTINY

#### SCRUTINY PANEL 1– CHILD SEXUAL EXPLOITATION (CSE)

##### BRIEFING NOTE: DESKTOP RESEARCH

## 1 Introduction

- 1.1 The Scrutiny Panel, at its inaugural scoping meeting, agreed that desktop research would be undertaken regarding organisations and Local Authorities noted for their best practice procedures in tackling child sexual exploitation.

## 2 Information

### 2.1 Local Government Association

- 2.1.1 In its resource pack for Council's the Local Government Association (LGA) details a number of case studies that highlight various Local Authorities and organisations as examples of best practice:

### 2.1.2 Blackburn with Darwen Council: Engage Team

#### Background

Operation Engage was a police led operation set up in 2005, focusing on an area of Lancashire where there were a large number of missing children. Operation Engage worked with a total of 30 children, all girls, over a period of three years. The team built up ongoing, trusting and supportive relationships with the young people, who over time disclosed a range of sexual and violent abuse. All of the children (bar one) were looked after, and mostly cared for in children's homes.

#### The project

In 2008 the Engage Team, a co-located multi-agency response to tackle CSE, was established by Blackburn with Darwen Safeguarding Children Board to continue the work initiated under Project Engage. The team are co-located in one building and key partners are social care, police and health. Voluntary sector service providers are also a key delivery partner. The team consists of: one team manager; six young people's workers (from the council, Barnardo's and Brook); one social worker; one administrator; two nurses; one PACE worker (Parents Against Child Sexual Exploitation, parent support worker); one Princes Trust worker; one detective sergeant; four detective constables and one missing from home coordinator (police). Many external partners are also involved in the work of the team, with virtual support for the wider group of partners who have weekly team meetings e.g. youth offending, schools, the women's centre, drug and alcohol service and licensing services.

The team has developed over time, becoming more specialised in CSE services from 2009 onwards. Understanding of patterns of abuse, risk factors and warning signs of CSE has developed over time and the team approach reflects this. Since April 2014 the team has additionally been responsible for all interviews when a child returns from a missing episode. The team are independent of the care planning pathway process for 11 -18 year olds, and only involve social workers when there is a clear need, for example where there are cases of neglect at home. CSE demands a non-stigmatising response, so young people's workers are the preferred main point of contact.

The team has access to information on databases from all agencies; the information is shared openly (and legally) in order to protect children. The team reports are always reported up to the LSCB. A work culture where everyone has a genuine voice, where all agencies are equal partners, works well in Blackburn with Darwen; there is no single dominating partner and everyone has ownership of the issues.

### **Impact**

Current key challenges for the team are to ensure that they remain child focussed and non-stigmatising, whilst also aligning processes, such as the recording and evidencing required by social work procedures. Incorporating processes, without letting services be dictated by that process has been a key challenge, avoiding delays in supporting the child or loss of the sensitive approach.

### **Local case studies**

The team has achieved a number of successful prosecutions, resulting in a total of 700 years in custody for perpetrators. This accounts for sexual offences specifically, and does not include other disruption activity such as prosecution for offences such as drugs related charges or abduction order notices. Prosecutions are led by police staff in the Engage Team. The Engage Team worked with the Crown Prosecution Service (CPS) to assess how they could gain convictions using robust evidence, and consequently the team now looks for evidence which supports the young person's story, rather than identifying the gaps and weaknesses. A young person's key worker will prepare the child for the court process, throughout the case, including post-trial; and a PACE worker provides support for parents. The team has a 98 per cent success rate. Over time the team is now predominantly dealing with grooming offences; concentrating on prevention and disruption activity.

The Engage Team Manager, Nick McPartlan, advises that "senior leaders and politicians need to be open, honest and transparent and demonstrate flexibility when addressing the abuse. Political sign-up, resources and capacity are vital."

## **2.1.3 Calderdale Council: Co-located specialist CSE team and daily intelligence sharing meetings**

### **Background**

In Calderdale, prior to June 2014, children who were identified as being at risk of sexual exploitation were experiencing different levels of service provision across the first response and locality teams. Communication between the key agencies involved in service delivery was sometimes a barrier in ensuring young people received a swift joint approach to address their needs. The agencies delivering relevant services were based in different locations and not always available to respond immediately.

## **The project**

Since June 2014, police officers and social workers have been co-located in a specialist CSE team at the police station. Other key agencies such as The Children's Society's 'Safe Hands', health, youth services and the youth offending team are also part of the virtual team. Daily briefings are held and any intelligence is shared immediately so robust action can take place to ensure children identified at risk of CSE are safeguarded. The roles and responsibilities of the police officers and social workers within the team are clearly set out, as are the responsibilities of the key partner agencies working with the team. The wider operational group of partner agencies now attend a weekly meeting so that all information can be shared in a more timely and effective way.

## **Impact**

The new approach has led to a number of improvements in local work to protect children and young people from CSE:

- all new cases are discussed at the next daily briefing and multi-agency decisions are made
- regarding the appropriate action to be taken
- fewer transfer points are promoting greater consistency in services for children and young people
- there is improved communication and joint working between social care, the police and the voluntary sector service provider and an increased number of joint visits between the three key agencies
- the continuity of shared intelligence and response delivered by social care staff within the team has improved
- the team provides CSE expertise, support and where required, joint visits to children on the local CSE Matrix who have remained with other social care teams
- there is CSE social care support and guidance in respect of thresholds regarding young people who are on the CSE Matrix
- the team ensures that all operational group recordings and intelligence is shared with other social care staff and recorded on the child's electronic file
- social care staff are now a part of the preventative programme delivered to other agencies.
- Many of the actions being taken in Calderdale are recent processes, and results and improvements in processes are already being seen. The council and partners acknowledge

- that there are still areas for further action including the continual review of team, the processes
- in place and resources available and needed.

## **2.1.4 Essex Safeguarding Children Board: CSE champions**

### **Background**

Essex Safeguarding Children Board (ESCB) formed a strategic group with neighbouring local authorities, Southend and Thurrock, to ensure a joint approach to child sexual exploitation (CSE) across the County.

One of the key outcomes from the strategic group was to develop a CSE champion role, and each organisation was subsequently asked to nominate a lead within their agency.

### **The project**

The key features of the CSE champion's role are to:

- keep up to date with developments, policy and procedures in relation to CSE
- act as a point of contact for disseminating information from the ESCB
- provide advice and signposting in relation to individual cases.

The CSE champions are expected to be familiar with the Essex CSE risk assessment toolkit, know how to submit intelligence to Essex Police, cascade the learning from the CSE champions training and provide ongoing updates to their teams.

### **Impact**

There have been about 300 CSE champions trained from various organisations across Essex; some organisations have more than one champion because of their size.

Currently the format of the champions training comprises a full day, with the first half delivered by local practitioners from the Essex Police child sexual exploitation triage team and the Essex County Council CSE lead. The afternoon session is delivered by a psychotherapist who focuses on brain science, understanding perpetrators and making sense of responses of victims.

Going forward, Essex intends to make this a half day training session facilitated by the police and council with input from a voluntary sector organisation. The training will be more focussed on how to apply the tools available in Essex and will be a practical session using case studies.

One of the biggest outstanding challenges is being able to meet the demand for training, particularly as it is being delivered by operational staff and therefore has to fit in with the demands of their day job.

The champion role is an important mechanism for the ESCB, helping to raise awareness about CSE, the Essex risk assessment toolkit, and the importance of submitting the right

intelligence to the police. Champions also act as a key communication route through the agencies to staff teams and the community.

As a way of providing ongoing support, the ESCB has recently completed four CSE Champions networking forums in each quadrant area, which have been well attended. This is part of the ongoing commitment to supporting CSE champions in their workplace.

## **2.1.5 Greater Manchester: Project Phoenix, It's not okay campaign**

### **Background**

Project Phoenix emerged from the Greater Manchester Safeguarding Partnership in April 2012, following a scoping exercise into existing practice in relation to child sexual exploitation. The project was partly a response to high profile cases in Rochdale, Stockport and other parts of the country and recognition from all partners that a more effective joined-up approach was needed to tackle CSE. Project Phoenix was Greater Manchester's single, collaborative approach which aimed to improve the response to CSE strategically, operationally and tactically.

### **The project**

Phoenix is a key priority for the Association of Greater Manchester Authorities' (AGMA) Wider Leadership Team. The Phoenix Executive Board is chaired by the City Director for Salford City Council and the Board feeds directly into the AGMA Wider Leadership Team and the Greater Manchester Leaders' Forum. Tackling CSE is also a priority for the Police and Crime Commissioner and Greater Manchester Police.

The main objectives of Phoenix are to:

- raise standards across all partners in dealing with CSE
- improve cross-border working between local authorities in Greater Manchester
- improve consistency across Greater Manchester
- achieve buy in from all key partners
- raise awareness of CSE with the public, professionals, businesses, young people, etc.
- encourage people to report concerns in relation to CSE.

Under Phoenix there are now specialist CSE teams in place in each of the ten districts of Greater Manchester. Each team works with young people being sexually exploited and offers a joined-up, multi-agency response. Prior to Phoenix, there were only two such CSE teams in the region. Phoenix provides advice, support and guidance to these teams to ensure that all professionals are working to a consistent set of standards and procedures to improve services offered to victims and those at risk of CSE.

### **Impact**

One of the main achievements of Phoenix has been to develop and roll out a consistent

approach to measuring a young person's risk of CSE. Regardless of where a young person lives in Greater Manchester they will receive the same CSE assessment, meaning that all local authorities and key partners are talking about the same thing when it comes to CSE risk. The scoring system of the tool allows for professional judgements to be made and is child focussed. The information can be collated and sent to LSCBs in a consistent way and is used to develop a better picture of the scale of CSE across Greater Manchester. The project has also developed local information sharing protocols, education guidance and guidelines around disruption activity.

According to Damian Dallimore, Project Phoenix Manager, "Since its inception in 2012 Phoenix has made great strides in the services it offers to young people affected by CSE and their families. To do this it needs the support of the public, professionals, businesses and young people, to contact us with any concerns they may have in relation to young people being targeted and exploited in this way and I would encourage everyone to have a look at our website [www.itsnotokay.co.uk](http://www.itsnotokay.co.uk) where you can find out more about CSE as well as help and advice about where to report it and steps you can take to ensure young people are kept safe."

## **2.1.6 Pan-London Operating Protocol for CSE**

### **Background**

The Metropolitan Police Service (MPS) first set up a London wide CSE team in 2012, and the Pan-London Operating Protocol to tackle CSE emerged from the work of this regional team. Detective Superintendent Terry Sharpe chaired a multi-agency group and researched best practice in tackling and disrupting CSE from other areas, and those who had managed successful disruption and prosecution of offenders.

### **The project**

The Pan London Operating Protocol brought together a set of procedures on how to tackle CSE for all 32 London Boroughs, to ensure a consistent approach was being taken across the capital. The Protocol was originally trialled in the summer of 2013 to ensure it was fit for purpose and the final version was launched in February 2014 in London's City Hall. The primary aim of the Protocol is to safeguard children and young people across London from sexual exploitation, and all London boroughs and LSCBs are signed up to the Protocol.

The Protocol is designed to raise awareness, safeguard children and young people and enable identification of perpetrators of CSE and to bring them to prosecution. To do this local interventions and disruptions are being put in place. It can often take a long time to gain the trust of a victim to get them to disclose what has happened to them, so in the meantime creative disruptions are put in place to stop or prevent the abuse from happening. For example a CSE investigation into one perpetrator led to their vehicle registration number being added to the police database. As a result the perpetrator was pulled over and firearms were found in the back of their vehicle. The perpetrator is now in prison, but is not aware that he was stopped as a result of a child sexual exploitation investigation.

The Protocol has established three categories of CSE. The first category, Level 1, is used when there is suspicion of CSE, but no evidence as to what is happening. This is recorded on the police system, so that if there are further suspicions at a later point in time, then there is more evidence to support the case. The information also helps to identify perpetrators and potential 'hotspots.' Level 1 cases are dealt with by local borough police officers or the appropriate statutory agency who is best placed to provide clarity regarding these suspicions. Details of children and young people and with suspected perpetrators are entered onto the Police National Database (PND). Therefore, if a frontline officer finds a young person in a known 'hotspot' area for CSE, or if they stop a car and have concerns, they will be able to take the appropriate action to safeguard the child even when no offences have been disclosed. The level 1 category was not previously recorded by the police in London on a crime recording database, as no crime has been known to be committed at this stage. Level 2 and 3 cases are more serious and dealt with by the centralised MPS CSE Team.

## **Impact**

The Protocol is helping to raise awareness of CSE, particularly amongst frontline police officers. Two videos have been shown to all frontline officers, including telephone staff handling 101 calls. This includes a video outlining the warning signs of CSE. The mnemonic 'SAFEGUARD' has also been created to help officers remember the warning signs along with an app that can be downloaded to assist in remembering the signs. The second film highlights the approach taken by Thames Valley Police in the 'Operation Bullfinch' investigation and shares a victim's perspective of how she was dealt with by the police during her ordeal. This is followed up with a one hour training session, which all frontline Met police officers have attended.

The Protocol has led to improved awareness of CSE amongst the community, particularly with hoteliers and other local businesses such as taxi firms. For example, the London Borough of Waltham Forest has recently launched 'Operation Makesafe,' a partnership initiative with the local business community to identify potential CSE victims and, where necessary, to deploy police officers to intervene before any harm occurs to a child or young person. Operation Makesafe has involved an awareness raising marketing campaign and training for local hoteliers, off licences and taxi firms, to recognise the CSE warning signs and what action should be taken if CSE is suspected. As a result of the training a local firm agreed to donate marketing materials, such as hotel door adverts, posters and car mirror hangers for taxis, for free.

According to Detective Superintendent Terry Sharpe "senior level engagement across partner agencies in delivering the protocol makes a big impact in tackling CSE."

### **2.1.7 Portsmouth: CSE strategy and awareness raising campaign**

#### **Background**

The Portsmouth Safeguarding Children Board set up a CSE sub Committee in 2012 and tasked the Council in early 2014 with developing the local CSE strategy. The strategy has

been implemented across partners alongside a local CSE action plan and risk assessment tool.

## **The project/strategy**

In conjunction between the Portsmouth LSCB and the Safer Portsmouth Partnership, a marketing campaign was launched in 2013, using a web based approach and traditional billboard and bus adverts to promote 'Is this Love?' The campaign looked at the aspects of a healthy relationship, highlighting the concerns about both domestic abuse and sexual exploitation of young people. The campaign also tied into the Safer Portsmouth Partnership priority of addressing high rates of domestic abuse in the area, particularly amongst young people. It is important to distinguish CSE from other forms of abuse such as domestic violence, however, there may sometimes be links and similar indicators, so all teams in Portsmouth are joined up to ensure appropriate information sharing and plans are in place to safeguard children and young people identified as at risk of abuse.

In addition to the publicity work, a theatre based production for young people, Chelsea's Choice, was run in Portsmouth secondary schools to help young people explore the risks and warning signs of CSE. In early 2014 an awareness campaign was also delivered across local services including GPs and the police, this included a CSE conference for local agencies.

A risk assessment tool was developed as part of the local action plan, based on the Derby Model, and adapted to the local circumstances. This was recently implemented for local agencies to help identify children at risk of CSE. Spot the signs training was also delivered to professionals across the partner agencies. In early 2014 a local CSE strategy was developed; the strategy is a short document, used as a practical tool for front line workers, particularly to give local context to the CSE action plan. The CSE sub-committee of the Portsmouth Safeguarding Children Board has also established a multi-agency operational panel to ensure the coordination of the identification, assessment, and planning for children and young people at risk of or experiencing CSE.

## **Impact**

As a result of the specific local focus and joined up approach to tackling CSE; there have been huge improvements in identification and support for children and young people at risk of CSE.

In Portsmouth a Joint Action Team, with co-located services including social workers, police, health, a domestic abuse worker, targeted youth support worker and Barnardo's, lead on working with young people identified as being at risk of CSE or trafficking, as well as children and young people who have returned from a missing episode. The work of the team feeds directly into the multi-agency CSE operational group comprising health, police and children's services. The group regularly shares information on the age profiles of victims, gender and ethnicity information, as well as whether children are looked after by the local authority and any professional from any team can raise concerns they have about a specific young person.



Details of suspected perpetrators, locations of concern and disruption work are also shared within the group. The meetings give the police the opportunity to share 'soft information' of interest, for example where shops may have been selling legal highs.

The Portsmouth CSE strategy provides direction and filters down to the front line to give focus on CSE, and has influenced changes in practice, for example the risk assessment toolkit is being updated to reflect recent national level developments in CSE. The CSE action plan and strategy is in the process of being refreshed to ensure that it incorporates the wider approach to missing, exploited and trafficked children and young people. Portsmouth Council, the LSCB and the police have also been working on an improved data gathering process for children who go missing. Incidences of children who go missing are currently under-reported, and the council and key partners are working to understand the levels of need of children who have been trafficked.

The refresh of the CSE strategy and action plan is examining in closer detail the impact and outcomes of the local approach, for example, many local indicators are moving in the right direction but the committee is now evaluating impact to establish whether the improvements are a direct result of the local action plan, awareness raising and disruption activities.

Nicola Waterman, Strategy Manager, says that "commitment of all partners is essential in developing a CSE strategy and action plan. Involving all partners from the outset, particularly where there are a number of health agencies, is vital."

### **2.1.8 Slough Council: Licensing 'splinter' group**

#### **Background**

In late 2013, Slough LSCB and Thames Valley Police agreed to work together on a CSE awareness raising campaign for licensed premises. A 'licensing splinter' group was established, linked to the CSE sub- group and consisting of representation from Slough Borough Council licensing team, an Engage worker (CSE specialist team) and a Thames Valley Police Inspector. The group continues to meet on a bi-monthly basis; their work is strongly supported by councillors and forms a key part of the overall communications package on CSE awareness raising.

#### **The project**

In late 2013, the licensing group wrote a short article about CSE, which was published in the Slough Taxi & Private Hire Newsletter. CSE has consistently featured in subsequent newsletters to re-enforce awareness, and taxi firms and ranks are a key focus for the 'Licensed Premises' working group. CSE is now mainstreamed into the work of the council licensing team, which has been significant in helping to maintain momentum on issues such as delivery of a CSE presentation to the Pub Watch Scheme members in December 2013. The three teams involved in the working group set about coordinating premises visits in specific areas, and team members unfamiliar with CSE were trained and briefed on the key messages and action to take. A script with consistent messaging was developed to relay to local businesses. Thames Valley Police and the licensing team have

now visited all local hotels and B&B's. The Engage team and police community support officers visited other local businesses and the council's food and safety and trading standards officers are also raising awareness at fast food outlets and other retail outlets during routine inspections.

During visits to local businesses, awareness raising packs were distributed. Hotels and B&Bs received a Say Something If You See Something (SSIYSS) poster, Children's Commissioner CSE indicators, a letter from the Slough LSCB Chair and a Barnardo's leaflet.

## **Impact**

Following each 'wave' of visits, the team completed an evaluation detailing exactly which premises were visited and noting the time it took, who they spoke to and comments about the discussions with businesses and any concerns or questions that were mentioned.

- During 2013 there were 24 joint visits to hotels and B&B's, 44 packs were distributed.
- 261 joint visits were made to local businesses.
- Hotels contacted 101 to share concerns about CSE on three occasions.
- The number of visits in the two years up to December 2014 has now risen to 441.

The SIYSS posters and full awareness raising packs that the team put together, including the letter from the Chair of the LSCB, enabled a professional and credible range of information to be presented to the hotel trade. Over the summer of 2014 the team revisited premises in particular 'hotspot' areas, including hotels. The team took out posters and enquired to find out if they hotels had been displaying them and how staff members were being involved in being alert to CSE.

A multi-agency approach, embedded via the 'splinter group', has delivered enormous benefits, enabling a sharing of resources without placing a large capacity strain on a single agency. By visiting premises and hotels, publishing articles and having a better, wider presence across the town, the licensing working group has increased the degree of conversation within the communities about the issue of CSE in Slough.

In May 2014 the Engage team at Slough Council received an award from the National Working Group: Tackling Sexual Exploitation Network, for their work to address CSE. The council's licensing team was also recognised in early 2014 with a Berkshire Environmental Health Officers Award for Achievement for their work on raising awareness of CSE.

## **2.1.9 Stoke-on-Trent City Council: Commissioning an independent review of CSE and missing children services**

### **Background**

Stoke-on-Trent City Council has always taken a proactive approach to analysing the work being done to protect and support vulnerable children and young people and was keen to learn how they could improve their practices and processes in this area.

A third sector organisation, Brighter Futures, is commissioned to deliver services for young people at risk and victims of sexual exploitation in Stoke-on-Trent. The service, known as Base 58, was due to be re-commissioned by March 2015. In February 2014, the decision was made to examine the existing service provision, looking at the strengths and weaknesses of the wider CSE multi-agency system, and assess where there were improvements needed. Brighter Futures was additionally contracted, alongside Base 58, to follow up children who had been reported missing, with workers making contact with young people who had been reported as missing within 48 hours of their return.

The authority commissioned a review of its CSE and missing children service which took place between May and July 2014. In August 2014, 'The Child Sexual Exploitation Service and Missing Children Service for Young People in Stoke-on-Trent; A Review' was published.

### **The project**

The CSE and missing children service review was commissioned by children and young people's commissioners; with the public health team and the Stoke-on-Trent Safeguarding Children Board supporting the review.

The proposal for the review went to the LSCB for their approval and commitment. The process took a total of 8 months from the initial proposal to the final report. The design of the review included an assessment of best practice and benchmarking of the CSE and missing children services. Chanon Consulting in conjunction with the University of Bedfordshire was deemed to be the most appropriate bid, due to the academic rigour and credibility of the proposed approach.

The approach entailed a paper review of policies and procedures, as well as numerous qualitative and quantitative methods. Focus groups were conducted with practitioners, commissioners from the children and young people's service, police, managers, and third sector providers. Children in care were involved, as was the Chair of the LSCB. In addition, case studies of children and young people who had been using the services were also provided.

### **Outcomes**

The report highlighted significant good work and practice, particularly concerning the council's joined-up work with safeguarding partners. In addition, there was praise for the recognition by agencies that CSE continues after 18, with support for young people

transitioning to adult services; and mention of the efforts made with schools to raise awareness of the issues.

Recommendations for further work were also noted, with the need to address some minor issues, as well as longer term goals for the CSE and missing children service and suggestions for improved multi-agency working. Quick wins included the creation of a CSE coordinator post. The review has resulted in an action plan which has been put together and is being taken forward. The action plan is owned jointly by all agencies on the LSCB executive. The current CSE and missing children service has been extended for 12 months to enable the council to ensure that it gets the recommendations of the report right, and to implement any necessary CSE service and wider system re-design.

Amanda Owen, strategic manager for safeguarding and quality assurance at Stoke-on-Trent City Council, says: “We take the issue of child sexual exploitation extremely seriously. That is why, as part of our overall strategy to prevent CSE in the city and to protect our vulnerable young people, we commissioned this independent review. The report has left the city in a very good position to improve services.”

To fully benefit from a review of CSE services and strategies, councils and LSCBs should:

- be prepared to take an honest look at the services delivered
- be absolutely honest and transparent about arrangements, for example with the public, the media and all key stakeholders
- consider whether a review is being conducted for the right reasons. Are you willing to redesign and improve your services as an outcome of the review?
- ensure that the review is undertaken by professionals with an understanding of the effect of CSE on children and is undertaken with academic rigour.

## **2.1.10 West Midlands Region: Regional standards, pathways and self-assessment**

### **Background**

The West Midlands region recognised the cross boundary nature of CSE and the need for a robust response, so in 2011 set up a CSE strategic group. The group was established on a metropolitan area regional level involving the seven local councils and the respective police force in the region, as well as voluntary sector and health representatives. The group focussed on the common challenges of tackling CSE and what could be done together. The councils involved included: Birmingham City Council; Coventry City Council; Dudley Metropolitan Borough Council; Sandwell Metropolitan Borough Council; Walsall Council; Wolverhampton City Council and Solihull Metropolitan Borough Council as well as the West Midlands Police. There was recognition of the cross boundary nature of the threat and the need for a robust and consistent regional approach to CSE, to avoid a postcode lottery of service provision across the West Midlands.

### **The project**

In 2013 a task and finish group, chaired by a local authority chief executive, was set up to create a consistent and child centred approach to responding to CSE across the region.”

The group developed 15 regional standards and pathways for tackling CSE. Guidance was also developed for front line practitioners and managers to support the implementation of the regional standards and pathways. It is anticipated that the regional standards will be added to each member LSCB's safeguarding procedures manual. (The pathways, standards and self-assessment tool can be found online at [www.local.gov.uk/cse](http://www.local.gov.uk/cse) )

The aim of the approach was to create a consistent and child centred approach to responding to CSE across West Midlands Police Force area, underpinned by the See Me Hear Me framework developed by the Office of the Children's Commissioner. There are still locally tailored pathways in each council area, dependent on local level circumstances, but a more unified regional level approach is in place, for example through a regional induction pack for the workforce on missing children, trafficking and CSE.

## **Impact**

Implementation of the standards and pathways was managed at the local level, with LSCB Chairs playing a key role in monitoring the progress and impact of the regional standards. A self-assessment framework assisted LSCBs with local implementation, and also enabled the identification of common areas for improvement across the seven LSCB areas; a regional workshop for practitioners and managers was held to support with implementation.

As a result of the common pathways and standards, and self-assessment screening tool, Solihull MBC has found that they are now much better at identifying victims of CSE. There has been a significant increase in the number of young people identified as at risk of harm from CSE since the screening tool was embedded, with an increase of 104 per cent of children identified at risk between May 2013 and October 2014.

Key learning from the regional approach suggests that:

- effective data collection is critical to the delivery of a robust response and to regional
- problem profiling
- a regional response does not replace the need for robust, coordinated action at a local level
- establishing a regional approach needs a commitment to extra resources and capacity to
- ensure timeliness and understanding and embedding of the approach
- senior buy in is needed for influence and impact
- sound governance arrangements were crucial to embed the standards and pathways when
- partners were at different stages of implementation.

Liz Murphy, former Safeguarding Children Business Manager at the Solihull LSCB highlights that "our aim has been to create a consistent response to CSE across the region and, most importantly, to use feedback from children and young people to develop and embed a multi-agency response that recognises and responds to children and young

people as victims, and actively involves them in the safeguarding process. In addition we wanted to ensure sufficient emphasis on the disruption and prosecution of offenders.”

## **2.2 Pace – Parents Against Child Sexual Exploitation**

2.2.1 Pace has published a document – “*The Relational Safeguarding Model: Best practice in working with families affected by child sexual exploitation*”.

2.2.2 Pace reports that intervening early and adopting a ‘Relational Safeguarding Model’ when working with families (rather than using the standard ‘child protection model’) reduces the CSE risk factors for a child and maximises the ability of statutory agencies and parents to safeguard them.

Pace goes on to state that the relational safeguarding model has been developed out of the latest research and professional experience on the benefits of a family-centred approach for safeguarding children specifically from CSE.

Pace’s report on the model is rooted in best practice and encompasses the rationale behind the model, the benefits of a specialist parents’ support worker, and practical advice

### **What is the relational safeguarding model?**

It is reported that it can be defined as:

*Professionals work in partnership with parents, facilitating and supporting them, in order to maximise the ability and capacity of statutory agencies’ and families’ to safeguard a child at risk of/being sexually exploited.*

The model has been developed to:

- Safeguard children
- Respond to the specific emotional and relational dynamics of the ‘grooming’ of a victim by an external perpetrator and the impact on a family unit
- Increase focus on early intervention and prevention of CSE
- Increase prosecutions of perpetrators
- Improve parent and family engagement with statutory agencies
- Empower parents to provide long term support for the victim

### **Why is the relational safeguarding model needed?**

Pace reports that successful convictions, effective working practice, surveys and academic research increasingly confirm that working in partnership with parents and carers is crucial for both preventing and responding to CSE.

However, the existing child protection model does not adapt well to the reality of child sexual exploitation (where the risk is, as a rule, external to the family) as it is designed to

respond to child abuse within the home through the assessment of parental and home circumstances.

Pace adds that professionals taking the standard approach risk causing parental disempowerment and disengagement from the CSE safeguarding process. This in turn can exacerbate hostility and loss of the shared focus of all involved to safeguard a child.

The residues of victim-blaming persist, with many professionals continuing to believe that in most cases parents are in part responsible for the exploitation of their child. This issue needs to be confronted and eradicated, as it is taking the blame and focus away from the external perpetrator who is sexually exploiting and abusing a child and assuming the child's background is the root cause of abuse.

Working with families, keeping families together and helping to rebuild families needs to become an integral part of the statutory response to CSE across the United Kingdom.

Pace comments that all the professionals interviewed noted that by supporting the parents, they could then better protect the child.

### **What does the relational safeguarding model provide?**

- Potential statutory cost savings including reducing the risk of a child going into a secure unit, court cases collapsing due to the failure of child witnesses to attend and family breakdown.
- Cost effective support for parents in order to maintain the emotional, physical and mental resilience of the family while supporting a sexually exploited child.
- The empathy and time to build a relationship with families, which facilitates mutually beneficial engagement with the statutory agencies.
- Independent support to parents to empower them to work in partnership with statutory agencies in protecting a child and prosecuting perpetrators.
- An increase in parental understanding and knowledge of CSE and a reduction in the CSE risk to children and young people.
- A conduit for parents to share information with the police which can support intelligence-led mapping, targeting of perpetrators and prosecutions.
- Knowledge, support and practical intervention to ensure parents and the child or young person attend court as witnesses.
- Long term emotional support and resilience before, during and post the criminal justice process.

A copy of the document can be located: <http://www.paceuk.info/wp-content/uploads/2013/11/Relational-Safeguarding-Model-FINAL-PRINTED-May-2014.pdf>

## 2.3 University of Bedfordshire

2.3.1 The University of Bedfordshire was commissioned to publish a document “A Study of Current Practice in London”. The report was commissioned by London Councils and the London Safeguarding Children Board.

It is reported that in autumn 2013, London Councils and the London Safeguarding Children Board commissioned a team of researchers from the University of Bedfordshire to map current responses to child sexual exploitation (CSE) across London.

The study was conducted in October/November 2013. The findings are drawn from an in-depth quantitative survey (completed by 30 London boroughs and local safeguarding children boards) and eight semi-structured interviews with statutory and voluntary sector providers.

The report provides a snapshot of current responses to CSE across London, in relation to:

- Local scoping of the issue;
- Local policies and procedures;
- Training and awareness raising;
- Identification and early intervention (re. victims and perpetrators);
- Responding to cases of CSE (re. victims and perpetrators); and
- Overarching reflections on progress and challenges.

The University of Bedfordshire reports that although there is still much progress to be made, the report encouragingly demonstrates that significant work is underway within this field, with pertinent learning emerging from a number of different boroughs.

### Key Statistics

According to the information provided in the 30 survey returns completed by Assistant Directors (ADs) of Children’s Services and Local Safeguarding Children Board (LSCB) Chairs in October/November 2013:

- Local scoping of the issue: Eight London boroughs have a completed CSE problem profile at that point in time (2013). Fifteen more are developing this and just under two-thirds have some other form of scoping mechanism in place (most frequently multi-agency sexual exploitation panels, LSCB CSE sub-groups and/or multi-agency safeguarding hubs).
- Monitoring numbers of children at risk: Just over half of London boroughs have a system in place to monitor the numbers of children at risk of CSE in their local area. All but two of the remainder are developing this.
- Local Policies and Procedures: Seven out of ten London boroughs have a CSE strategy and four out of five have a local CSE guidance document or protocol. Three-quarters have a multi-agency and/or single agency CSE action plan, whilst three out of five have an information sharing protocol for cases of CSE. One in three currently has an outcomes framework for monitoring progress against their CSE strategy and/or action plans.



- Multi-agency forums: Six out of seven London boroughs have a CSE specific LSCB sub-group and/or a LSCB sub-group including CSE within its remit. Just over two-thirds have introduced multi-agency sexual exploitation (MASE) meetings as part of their local response to CSE. Seventy percent operate multi-agency safeguarding hubs (or the equivalent).
- CSE co-ordinators/agency leads: All but one London borough has, or is in the process of establishing, a CSE co-ordinator role holding either an exclusive portfolio for CSE or, more often, dealing with CSE as part of a wider safeguarding remit. Four out of five London boroughs have CSE agency leads within children's services and the police. Proportions of boroughs with agency leads vary considerably by other professions from 71% (youth service) to three percent (Crown Prosecution Service).
- Voluntary sector partnerships: Just under three-quarters of London boroughs have some form of formal partnership with a voluntary sector agency for tackling CSE within their borough. This includes both pan-London/national agencies and local agencies. Two-thirds of the 21 boroughs who reported having a voluntary sector partnership said that they funded this partnership in some way.
- Professional training: Just over four-fifths of LSCBs include CSE in their general safeguarding training. The same proportion offer bespoke training on CSE for professionals. The professional groups that this training has most frequently been delivered to across the different boroughs are children's services, education, health and the youth service. Two in five LSCBs have evaluated this training.
- Awareness-raising with children and young people: Thirteen LSCBs have undertaken awareness raising initiatives with children or young people; a further seven are developing this area of work.
- Awareness raising with parents/carers and the wider community: Twelve LSCBs have undertaken awareness raising initiatives on CSE for parents/carers; a further nine are developing this. Seven LSCBs have undertaken awareness raising work with wider communities; a further six are developing this. Three have done specific work with licensed premises and six more are developing this particular area of work.
- Identification of risk: Four-fifths of London boroughs have a set of vulnerability factors that they use to proactively identify children at risk of CSE within their area. Children's services, the police and education are the three most frequently identified sources of referrals for concerns about CSE across the different boroughs.
- Assessing and responding to risk: Just under three-quarters of London boroughs have a common risk assessment tool in use across agencies for assessing children who are at risk of CSE and identifying thresholds for statutory intervention. Similar proportions have a multi-agency forum in which cases of children at risk of CSE are discussed. There are high levels of representation from children's services, police, education, health and youth offending across these multi-agency operational forums. Youth service representatives are engaged in just over half of the London boroughs, as are voluntary sector providers.
- Support available for young people identified as being at risk of CSE: Diversionary or early help is available within four out of five London boroughs when concerns are identified about CSE. CSE focused individual work with young people is available in virtually all London boroughs, whilst group-based CSE work is available in just

under half. Support for associated issues and support for parents/carers are available in just under two-thirds of London boroughs.

- Support for victims of CSE: The three forms of support most frequently available across the boroughs for identified victims of CSE were (a) individual therapeutic support (93%), (b) sexual health/relationship education (89%) and (c) drug/alcohol support (89%). These, and other support services, were delivered by a range of statutory and voluntary sector providers.
- Use of secure, LAC systems and serious case reviews: Half of the London boroughs have secured a young person on welfare grounds as a result of concerns about CSE since 2009. Three-fifths have placed a young person in care as a result of concerns about CSE in the same period, whilst two-thirds have moved a young person out of area for the same reason. Two have undertaken a serious case review (SCR) where CSE was a feature, but none have conducted a SCR with CSE as the primary reason of concern.
- Identification and pursuit of perpetrators: Three-fifths of London boroughs have a specialist police response as part of their CSE case management system. Half have utilised disruption techniques (such as child abduction notices or prosecution for alternative illegal offences) in responding to suspected perpetrators of CSE. Just under three-fifths have had one or more criminal investigations in relation to CSE, whilst eight have had CSE related prosecutions.

## **Discussion of Findings**

The report details:

The last few years have witnessed significant developments across many London boroughs in terms of their recognition of, and response to, CSE. Progress is clearly observable at a strategic level in terms of the development of policies and procedures, investment in professional training and the establishment of multi-agency groups. Most areas are providing or commissioning some form of support for those at risk of and/or those experiencing CSE with increased recognition of the contribution the community and voluntary sectors can offer in this regard. There is also increased recognition of the need to focus on those perpetrating this abuse and a number of areas have instigated successful investigations and disruption strategies in this regard.

It goes on to note that whilst these developments are without doubt encouraging, significant scope for improvement still remains and boroughs themselves recognise this. Both survey respondents and interviewees identified ongoing challenges, and the need for further progress, with regard to a range of issues including:

- Evidence-based knowledge about the nature and extent of the issue in their local area;
- Alternative forms of CSE, such as peer on peer abuse;
- Vulnerability of specific groups, including looked after children;
- Cross-borough working;
- Translating policies and guidance into practice;
- Capacity/resources;

- Preventative initiatives;
- Identification of victims and assessment of risk, vulnerability and resilience;
- Provision of (ongoing) support for victims;
- Identification, disruption and prosecution of perpetrators;
- Community engagement; and
- Sustainable leadership and co-ordination of multi-agency working.

## **Moving forward**

Engagement in this study has presented boroughs with the opportunity to map and review their current strategic and operational response to CSE and their recognition of required improvements within this is to be welcomed. Moving forward, it is hoped that each borough will reflect on their individual survey response in light of the composite findings of this report to clarify areas for future development and evaluate their progress in relation to this. The University of Bedfordshire advises that it is also hoped that the findings of this study will provide those with a pan-London remit with useful baseline data from which to promote and facilitate more consistent levels of protection for all of London's children.

A copy of the full report can be located:

[https://www.beds.ac.uk/\\_data/assets/pdf\\_file/0020/302096/FullReportLondon.pdf](https://www.beds.ac.uk/_data/assets/pdf_file/0020/302096/FullReportLondon.pdf)

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