

NORTHAMPTON BOROUGH COUNCIL
Scrutiny Panel 1 – Child Sexual Exploitation

Your attendance is requested at a meeting to be held in The Jeffrey Room,
The Guildhall, St. Giles Square, Northampton, NN1 1DE on
Thursday, 8 September 2016, commencing at 6:00pm

D Kennedy
Chief Executive

If you need any advice or information regarding this agenda please phone Tracy Tiff, Scrutiny Officer, direct dial 01604 837408 email ttiff@northampton.gov.uk who will be able to assist with your enquiry. For further information regarding **Scrutiny Panel 1 - Child Sexual Exploitation (CSE)** please visit the website www.northampton.gov.uk/scrutiny

Members of the Panel

Chair	Councillor Dennis Meredith
Deputy Chair	Councillor James Hill
Panel Members	Councillor Rufia Ashraf Councillor Sally Beardsworth Councillor Muna Cali Councillor Janice Duffy Councillor James Hill Councillor Cathrine Russell Councillor Zoe Smith Councillor Danielle Stone Councillor Graham Walker

Calendar of meetings

Date	Room
10 November 2016 6:00 pm 5 January 2017 16 March	All meetings to be held in the Jeffery Room at the Guildhall unless otherwise stated

Northampton Borough Scrutiny Panel 1 - Child Sexual Exploitation (CSE)

Agenda

Item No and Time	Title	Pages	Action required
1. 6:00pm	Apologies		The Chair to note apologies for absence.
2.	Deputations and Public Addresses		<p>The Chair to note public address requests.</p> <p>The public can speak on any agenda item for a maximum of three minutes per speaker per item. You are not required to register your intention to speak in advance but should arrive at the meeting a few minutes early, complete a Public Address Protocol and notify the Scrutiny Officer of your intention to speak.</p>
3.	Declarations of Interest (Including Whipping)		Members to state any interests.
4.	Minutes	1 - 4	Members to approve the minutes of the meeting held on 7 July 2016.
5.	Witness Evidence		The Scrutiny Panel to receive a response to its core questions from a number of expert advisors.
5 (a) 6:05pm	Chair, Community Safety Partnership	5 - 9	
5 (b) 6:25pm	Senior Case Manager, ASB		
5 (c) 6:45pm	Service Manager, RISE CSE team	10 - 14	
5 (d) 7:05pm	Head of Protecting Vulnerable People, Northants Police		
5 (e) 7:25pm	Chief Executive, NPH	15 - 19	
6. 7:45pm	Background Information	20 - 25	The Scrutiny Panel to note a briefing paper to inform its evidence base.

NORTHAMPTON BOROUGH COUNCIL

MINUTES OF SCRUTINY PANEL 1 - CHILD SEXUAL EXPLOITATION (CSE)

Thursday, 7 July 2016

COUNCILLORS PRESENT: Councillor Dennis Meredith (Chair); Councillor James Hill (Deputy Chair); Councillors Rufia Ashraf, Zoe Smith, Danielle Stone and Graham Walker

OFFICERS Phil Harris, Head of Housing and Wellbeing
Tracy Tiff, Scrutiny Officer

1. APOLOGIES

The Chair advised the Scrutiny Panel that due to conflicting priorities, Councillor Brian Oldham had decided to step down from the membership of this Panel.

Apologies for absence were received from Councillors Janice Duffy and Brian Sargeant.

2. DEPUTATIONS AND PUBLIC ADDRESSES

There were none.

3. DECLARATIONS OF INTEREST (INCLUDING WHIPPING)

There were none.

4. MINUTES

The minutes of the meeting held on 12 May 2016 were signed by the Chair as a true and accurate record.

5. PRESENTATION TO SET THE SCENE

Phil Harris, Head of Housing and Wellbeing, gave the Scrutiny Panel a presentation that set the scene:

The presentation covered the following key areas:

- Definitions – CSE, human trafficking and domestic slavery
- The role of District and Borough Councils
- Statistics and Data
- Action being taken to prevent CSE

The Scrutiny Panel asked questions, made comment and heard:

- In response to a concern regarding the commercialisation of exploitation and the need for understanding of this; Phil Harris advised that it would be hoped that this would be picked up by the Police and the RISE Team by sharing intelligence.
- It was confirmed that CSE is everyone's responsibility.

- The Salvation Army estimates that there are between 10,000 and 13,000 victims of human trafficking living in the UK. Since 2011, it has worked with, and supported, around 3,000 victims of human trafficking in the UK.
- A Modern Slavery Group, chaired by the Police, is in existence.
- Concern was raised regarding HIMO's and vulnerable children, particularly where there are shared facilities.

AGREED: That the information informs the evidence base of this Review.

6. CORE QUESTIONS

The Scrutiny Panel devised its list of core questions to be put to expert witnesses. A copy of the finalised version is attached to the minutes.

7. SITE VISIT

The Scrutiny Panel discussed site visits to inform its Review.

It was **AGREED:**

- (1) That Councillors Dennis Meredith and Rufia Ashraf observe a meeting of RISE.
- (2) That Councillors Dennis Meredith and Rufia Ashraf visit the MASH.
- (3) That the findings from the site visits are reported to a future meeting.
- (4) That the findings from the desktop research exercise are reported to a future meeting.

8. COMMUNITY IMPACT ASSESSMENT

The Scrutiny Panel approved the Community Impact Assessment for this Review. The document would be published on the Scrutiny Webpage.

The meeting concluded at 7:00 pm

NORTHAMPTON BOROUGH COUNCIL

OVERVIEW AND SCRUTINY



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 BOROUGH COUNCIL

OVERVIEW AND SCRUTINY



SCRUTINY PANEL 1 – CHILD SEXUAL EXPLOITATION

CORE QUESTIONS – EXPERT ADVISORS

Chair CSP

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
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Response covering Community Safety, including Anti-Social Behaviour Unit

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)

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**

2. Is there a clear and robust multi-agency strategy for information sharing, preventing and managing CSE?

There is an established multi-agency Countywide Information Sharing Agreements covering community safety (which would include CSE) in place. In support of this 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.

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.

3. What other multi-Agency forums exist to facilitate joint working?

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**

4. What is the extent and profile of CSE in Northampton? How do we know this?

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.

5. How effective has NBC, its partners and the Police, been in engaging with the local community and other organisations in raising awareness of CSE?

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.

6. How can awareness be raised further of CSE, human trafficking and domestic slavery of children in Northampton?

- **Establish 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**

7. How is CSE incorporated into local training programmes, and who is able to access this training?

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.

8. What support is available to current, potential and historic victims of CSE?

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

9. Do you have further information regarding the role of NBC in tackling CSE?

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.

On behalf of:

**Julie Seddon
Director of Customers & Communities**

**Cllr Mike Hallam
Cabinet Member for Community Safety**

RESPONSE TO THE CORE QUESTIONS FROM THE RISE TEAM

Northampton Borough Council - CSE Scrutiny Panel

The Reducing Incidents of Sexual Exploitation (RISE) team has been asked to provide evidence to Northampton Borough Councils CSE scrutiny panel. The RISE Service manager is attending a panel hearing on the evening of 08th September 2016. The below written evidence is in support of this and responds directly to the set of core questions that have been asked by the panel.

1. Please provide details of the work currently being undertaken by your organisation to address child sexual exploitation (CSE)

The RISE team are 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, therefore 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 hold 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 teams Service manager, Detective Inspector Richard Tompkins. This contains details of referrals, anonymised details of the cohort open the Service and work undertaken.

2. Is there a clear and robust multi-Agency strategy for information sharing, preventing and managing CSE?

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.

3. What other multi-Agency forums exist to facilitate joint working?

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 also attend 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.

4. What is the extent and profile of CSE in Northampton? How do we know this?

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. As already described 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. These documents can be shared with the scrutiny panel.

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.

5. How effective has NBC, its partners and the Police, been in engaging with the local community and other organisations in raising awareness of CSE?

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'.

6. How can awareness be raised further of CSE, human trafficking and domestic slavery of children in Northampton

As described already 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.

7. How is CSE incorporated into local training programmes, and who is able to access this training?

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.

8. What support is available to current, potential and historic victims of CSE?

As described in section 1 the RISE team work 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 hold 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.

9. Do you have further information regarding the role of NBC in tackling CSE?

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).

NORTHAMPTON BOROUGH COUNCIL

OVERVIEW AND SCRUTINY



SCRUTINY PANEL 1 – CHILD SEXUAL EXPLOITATION

CORE QUESTIONS – EXPERT ADVISORS

NORTHAMPTON PARTNERSHIP HOMES

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

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- To investigate how NBC contributes to the above work
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- 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)

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 also regularly runs 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.

We also attend 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 will be approved by the NPH Operations Committee in September 2016.

2. Is there a clear and robust multi-Agency strategy for information sharing, preventing and managing CSE?

As above.

3. What other multi-Agency forums exist to facilitate joint working?

There are a variety of other forums to discuss both specific cases as well 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 also actively participates in any Serious Case Reviews and Domestic Homicide Reviews as required.

4. What is the extent and profile of CSE in Northampton? How do we know this?

NPH are not the lead organisation in dealing with this issue and therefore have limited intelligence and details.

5. How effective has NBC, its partners and the Police, been in engaging with the local community and other organisations in raising awareness of CSE?

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.

6. How can awareness be raised further of CSE, human trafficking and domestic slavery of children in Northampton?

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.

7. How is CSE incorporated into local training programmes, and who is able to access this training?

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 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.

8. What support is available to current, potential and historic victims of CSE?

NPH is committed to providing help and support to victims of abuse or exploitation and currently has support service to which victims who are tenants of NPH can be referred. There are specialist officers specific to this area.

9. Do you have further information regarding the role of NBC in tackling CSE?

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.



NORTHAMPTON BOROUGH COUNCIL

SCRUTINY PANEL 1 Child Sexual Exploitation

8 September 2016

BRIEFING NOTE: BACKGROUND DATA

1 INTRODUCTION

1.1 At its inaugural scoping meeting, Scrutiny Panel 1 (Child Sexual Exploitation) agreed that it would receive details of background research reports to inform its evidence base.

1.2 The research papers for consideration by the Scrutiny Panel at its meeting on 8 September 2016 are:

1.2.1 **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
- disability¹
- 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.²

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.³
- 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.⁴ 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.

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

1.2.3 HM Government – Tackling CSE

1.2.3.1 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

1.2.3.2 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.

1.2.3.3 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.

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

1.2.3.5 Local Government Association – Tackling CSE – A resource pack for Councils (2015)

1.2.3.5.1 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.

1.2.3.6 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.

1.2.3.7 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.

1.2.3.8 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

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

1.2.3.10 Details of further research papers will be presented to future meetings.

2 RECOMMENDATION

2.1 That the information provided in this briefing note informs the evidence base of this Scrutiny Review.

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