



NORTHAMPTON
BOROUGH COUNCIL

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OVERVIEW AND SCRUTINY

SCRUTINY PANEL 1– CHILD SEXUAL EXPLOITATION (CSE)

10 NOVEMBER 2016

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 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)

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

3 Recommendations

- 3.1 It is recommended that the information provided in this briefing note informs the evidence base of this Scrutiny Review.

Author: Tracy Tiff, Scrutiny Officer, on behalf of Councillor Dennis Meredith, Chair, Scrutiny Panel 1 - Child Sexual Exploitation

Date: 18 October 2016