Child Sexual Exploitation

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Partnership Assessment

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This profile, commissioned by the Northamptonshire Safeguarding Children Board, examines Child Sexual Exploitation (CSE) in Northamptonshire in 2015/16. The profile focuses on the current nature and scale of CSE but has a particular emphasis on the links to children and young people that frequently go missing. This work was co-authored by analysts from Northamptonshire Police and Northamptonshire County Council, and is the first Northamptonshire CSE profile to bring together the information held by the two organisations into one narrative. This local profile has been created to inform regionalised safeguarding responses to CSE. It is not designed as a public facing document nor should it be used/ referenced in related reporting accordingly. Permission for onward dissemination or use must be sought from the report originator via the Northamptonshire Safeguarding Children Board (NSCB) prior to any activity being undertaken. This is shared in trust with you or your organisation as a key valued safeguarding partner.

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Child Sexual Exploitation (CSE) is sexual abuse and can have a serious long-term impact on every aspect of the victim's life, health and education. A number of high profile cases of CSE have all received national attention, with a series of inquiries, reports and research into what went wrong in local and national systems, how the abuse could have been prevented, and how victims could be better supported in future.

Northamptonshire Safeguarding Children Board is committed to tackling the issue of CSE and the commissioning of this local problem profile is a key requirement to ensure that we use evidence and information to understand what is happening locally, develop a strategic response, support victims and facilitate police disruption activity and prosecutions.

Tackling CSE requires a genuine multi-agency approach. Partners need to work collaboratively to ensure that progress at the strategic level filters down to the front line. Identifying and protecting children and young people is everyone's responsibility. Our duty, as a Local Authority and as individual agencies, is to work effectively together to prevent CSE, intervene early when risks are identified, help, protect and support children who are being exploited and determinedly pursue the perpetrators.

The publication of this problem profile is a timely opportunity to reaffirm our collective determination to continue to tackle Child Sexual Exploitation in Northamptonshire.

I do urge you to read this report and take the findings back into your organisation.

Lesley Hagger

Director of Children, Families and Education

There were 170 victims of CSE crimes recorded by Northamptonshire Police between 01/04/2015 and 31/03/2016.

65 of these occurred prior to the reporting period.

During 2015/16, 456 children and young people (CYP) were recorded by Children's Social Care at Initial Contact (IC) stage with a presenting issue of CSE, a total of 512 times.

Repeat contacts were made about 50 children who had 105 ICs for CSE between April 2014 and March 2015; of these, 5 had 3 referrals and the remaining 45 had 2 referrals each.

In Northamptonshire during 2015/16, a total of 534 Initial Assessments (IAs) were completed by Children's Social Care that indicated a risk or known concerns around CSE or Missing for a total of 497 children being assessed.

There are other risks associated with CSE, which also increase the likelihood of CSE occurring such as going missing, emotional abuse and a history of sexual abuse.

Northamptonshire Partnership organisations have dramatically improved their response to CSE compared to two years ago, in a number of ways:

- Better at supporting victims
- Better at recording criminal offences
- Better at targeting perpetrators
- Better at multi-agency coordination
- Better at training frontline staff
- Better leadership and organisational structure with increased accountability
- Better use of intelligence
- Better at raising CSE awareness in young people and the overall community

However, there is still one main area of concern: could Northamptonshire partner agencies be more proactive in targeting vulnerable children and their potential perpetrators?

There are opportunities to be more proactive in analysing what we know about victims and perpetrators in identifying CSE networks. So far there has been little analysis of children and young people identified from existing lower level intelligence that is being linked to CSE indirectly.

Equally, there are geographic areas in Northamptonshire where intelligence has not been submitted in the same quantities as other areas. This may mean that CSE is not occurring in these areas but experiences from other parts of the country suggest that unless intelligence is sought in a proactive way then it is more likely that CSE in these areas remains hidden.

Finally, there are still problems with the accuracy and quality of data recording within all agencies.

Below is a list of recommendations that have been drawn together from the following report and have been made based on the intelligence and data presented. The recommendations should be taken into consideration when planning improvements to the current services offered around CSE.

National Recommendations:

- Training should be developed for frontline staff in services for children and young people to recognise the warning signs and risk factors of child exploitation and how to respond using child protection procedures. This should include understanding the elements of grooming and coercion so that a child or young person's behaviour is not dismissed as rebellious or consenting to the abuse – *National Working Group for CSE.*
- All agencies should be fully involved with multi-agency arrangements for intelligence gathering and sharing in relation to CSE – *National Working Group for CSE.*

Local Recommendations:

1. To ensure that a CSE referral flag is implemented on the Niche Crime Recording Database on all CSE offences.
2. All professionals who work with children and young people should be aware of the early warning indicators of CSE. It is unlikely that professionals individually see a complete picture, so it is essential that they work together to recognise these signs.
3. To produce local CSE profiles identifying locations, offenders and victims with increased vulnerability for CSE for each of Northamptonshire's seven districts and boroughs (See Appendix A).
4. To have a joint partnership code of practice that provides guidance on intervention options for each stage of grooming.
5. To target areas with low level of CSE intelligence via a greater degree of awareness campaigning. Local profiles would also help to identify issues.
6. Training is required to give all professionals guidance around social media and other software applications that make children and young persons vulnerable to CSE.
7. Northamptonshire Police to consider evaluating the Sussex initiative to decide whether it could work in Northamptonshire. Adopting this initiative may also help in generating new intelligence.
8. To ensure that all children and young people found to be in an inappropriate relationship due to their age difference are advised about issues associated with CSE. In particular, advice should be provided on consent and choice.
9. To ensure that the CSE Assessment is carried out by the appropriate service for all young people found to be in an inappropriate relationship due to their age difference.
10. Northamptonshire partner organisations should regularly review their intelligence on offenders, victims and frequently missing persons to proactively seek out potential CSE offender networks. Any intelligence gaps should also be acted upon.
11. To conduct regular proactive analysis on all sexual offences to under 18 year olds (U18s) with the aim of identifying possible serial CSE offenders.
12. To provide Police officers with guidance on how to record CSE crimes and non-crimes using the CSE referral flag on Niche.
13. To regularly conduct audits on non-crimes which have been labelled as 'child safeguarding' to ensure where there is CSE risk that they also have the 'CSE referral' flag.

14. MASH to review data recording procedure for referrals, with particular emphasis on ensuring that only those within a sibling group at risk of CSE are coded as 'at risk of CSE'.

15. Explore the possibility of creating work streams aimed at encouraging male victims of CSE to report and seek support within Northamptonshire.

16. Work with Secondary Schools to raise young people's awareness of the risk of CSE, given this is the age group most likely to be affected, including:
    a. Young people's understanding of early warning indicators of grooming and CSE
    b. Risk factors
    c. Parental understanding of CSE and risk factors and support available
    d. Work with School Governors and designated Governor for CSE

17. Work with local community groups, youth groups, sports teams and clubs to enable better understanding of CSE, welfare and safeguarding concerns both in relations to the groups and their members.

18. Improve data capture of ethnicity in Children's Social Care records, through service-wide training, management of data quality by the service, to better identify ethnic groups so that future preventative work can be better targeted.

19. Develop understanding around increased numbers of initial contacts for CSE in Kettering.

20. To analyse the rates of referrals to RISE to deepen the understanding of the upwards trend in levels of referrals and investigations. Possible focuses could include:
    a. Cases re-referred to RISE
    b. Capacity of team compared to referred caseload
    c. Evidence of repeat referrers for both accepted and avoidable referrals

21. To develop understanding of CSE concerns in the LAC cohort and commonalities such as accommodation, education location or group ties.

22. To amend the various plans in the Children's Social Care system to include more detail on CSE in line with the Ofsted 2015/16 data collection requirements. These should include:
    a. Add a 'CSE risk' and 'Subject to CSE' tick in the Q2. Review Child In Need Plans and Initial Child In Need Plan
    b. Add a 'CSE risk' and 'Subject to CSE' tick in the 'CP Conference Minutes NEW' form.
    c. Add a 'CSE risk' and 'Subject to CSE' tick in the 'LAC review chairs report'.

23. Partnership professionals to target intelligence gathering initiatives in areas where currently there is an intelligence gap. This should start with Wellingborough as the first priority.

24. All U18s with intelligence flagged as 'CSE' to be periodically reviewed by partnership agencies.

25. To conduct analysis at the locations most often mentioned in intelligence to help identify whether perpetrators are targeting these locations.

26. In Niche intelligence to use either the field named 'Remarks' or the field named 'Location Type' to record the main location type associated quoted within an intelligence

27. A new warning flag within the Northamptonshire Police database should be created, called 'Missing/CSE Vulnerable'. All of the U18s that go missing more than 3 times within a 6 month period should be flagged with this warning marker.

28. To provide a factsheet with advice on alcohol/ drugs and helpline contacts to all U18 missing persons.

29. Standardise taxi drivers training across the county via the Community Safety Partnerships (CSP)

30. Introduce CSE training for Licensing Officers, Environmental Officer and Park Rangers

31. Regular analysis of recovery locations should be conducted for U18 missing persons as a whole, to identify commonality and locations of greater risk to vulnerable children and young people in Northamptonshire.

32. A CSE ANPR hot-list should be created with suspect vehicles. Intelligence on vehicles should be sourced from all agencies. This would be a proactive response to missing persons that may have been targeted by CSE perpetrators.

33. To regularly review return interviews as a whole, to identify where strategic learning can be gained.

34. To consider the benefits of replicating the Northumberland example of best practice in risk assessing and acting upon return interviews for U18 missing persons.

35. To review the way in which partnership agencies provide support to U18 missing persons to ensure that this is adequate and addresses the reasons why they go missing.

36. Conduct a publicity campaign to increase the awareness of CSE among boys and young men for both the general public and professionals working with U18s.

37. Particular attention needs to be given to the issues with the reporting of gay, lesbian and transsexual CSE offences. Victims may not be reporting because of fear of shame.

38. Custody Sergeants to receive tailored training on CSE which would include highlighting potential CSE risk indicators in arrested young people
    a. To review the number of female Custody Sergeants
    b. To revise the prisoner release leaflet to include contact numbers for CSE helplines
    c. To consider having a workshop for Custody Sergeants and partnership staff where they would act out a scenario involving a CSE element.

39. When an under 18 child or young person becomes the victim of a violent crime or sexual offence, early intervention needs to take place to help prevent that person from becoming subject to a further sexual offence including CSE.

40. The significant consequences of committing CSE offences need to be publicised in order that potential offenders realise the implications these offences will have on them.

41. To conduct a Northamptonshire communities profile focusing on cultural beliefs with respect to relationships and sexual consent. This should then be used to tailor social media messages on CSE with both an enforcement and preventative perspective.

42. To find partners outside of the usual Police, Health, Education and Social Services arena, for example within the night time economy, hospitality, leisure, and retail industries to work with.

1. Introduction

1.1 Aim and Purpose

The aim of this report is to provide an update on the original report on Child Sexual Exploitation (CSE) in Northamptonshire which was published in February 2015. The way that Northamptonshire partnership organisations (Children's Services in Northamptonshire County Council, Northamptonshire Police, Health etc.) deal with CSE has changed considerably since this point. In addition, a fresh look will be given to partnership working and the data available from partner agencies. There will also be an emphasis in this report on the connection between missing children and young people and CSE.

1.2 Commissioned by

This report has been commissioned by the Northamptonshire Safeguarding and Children Board through the CSE and Missing Persons Sub-Group (multi-partner forum). Det. Supt. Steve Lingley is the responsible officer of the report for Northamptonshire Police, Iain Low, (Strategic Manager) is the responsible officer for Northamptonshire County Council (NCC).

The report is co-authored by Northamptonshire Police and NCC analysts.

1.3 Data Sources

- Northamptonshire Police Crime, Incident and Intelligence databases
- NCC data: Initial Contacts for CSE and missing into Children's Social Care, Initial Assessments, RISE team caseload.

1.4 Methodology and Scope

All sexual offences in Northamptonshire in the period between 01/04/2014 and 31/03/2016 relating to U18s were examined to determine which of these offences were CSE. CSE offences have then been analysed further. Partnership data (detailed analysis of data collected by Children's Social Care in NCC) has been used to provide further understanding of CSE in Northamptonshire.

1.5 Definition of CSE

The current definition is under discussion at a national level within the Government and Home Office. The proposed Police definition, and the one used by the Police in determining CSE in this report is:

> "Child sexual exploitation is a form of child abuse. It occurs where anyone under the age of 18 is persuaded, coerced or forced into sexual activity in exchange for, amongst other things, money, drugs/ alcohol, gifts, affection or status. Consent is irrelevant, even where a child may believe they are voluntarily engaging in sexual activity with the person who is exploiting them; child sexual exploitation does not always involve physical contact and may occur online".

The definition of CSE used by Children's Social Care is outlined in the 2009 statutory guidance Safeguarding Children and Young People from Sexual Exploitation[1] as:

> "Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/ or another or others performing on them, sexual activities. Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the internet/ mobile phones

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[1] HM Government (2009) Safeguarding Children and Young People from Sexual Exploitation Page 9

without immediate payment or gain. In all cases, those exploiting the child/ young person have power over them by virtue of their age, gender, intellect, physical strength and/ or economic or other resources."

However, on Police officers' crime reports it is not always immediately clear whether an exchange has taken place between the perpetrator and victim for two reasons:

1. The victims often do not realise that they are being exploited and therefore do not disclose to officers the detail identifying any exchange. It is also sometimes the case that although the victim may have had no immediate gain through an exchange, they perceive that one will take place at some point in the future.
2. Some officers who do not understand the importance of an exchange do not therefore ask for or record the details of an exchange. However, it is possible to derive from the MO of a crime when an exchange has occurred, by looking at the crime report in greater detail.

Child Sexual Abuse (CSA) and CSE - Why is this profile not covering both?

The official Police definition (as stated above) does not mention intra-familial abuse. However, intra-familial and extra-familial abuse contains very different forms of sexual exploitation. They have different types of perpetrators and the opportunities for offending are different. Extra-familial offences are more likely to be more predatory and targeted in nature as they will deliberately befriend and groom the victim before committing a sexual offence. Intra-familial perpetrators, although also predatory, have easier access to the child and the opportunities to offend therefore are clearly different. It is unusual (certainly within Northamptonshire) for an intra-familial offender to also have targeted children outside of their own family (although there have been exceptions to this).

The current Northamptonshire Police Control Strategy for 2016/17 has Child Sexual Abuse (CSA) as one of its key priorities. This is because around four children or young people per one thousand, living in Northamptonshire, reported sexual offences against them last year, and the majority of these were females. CSE is a small sub-category within CSA and accounts for around one fifth of CSA cases.

80% of CSA is sexual abuse to victims mainly from family members (familial abuse).

Therefore, CSE in this report is based on victims that have been targeted by non-family perpetrators that target their victims deliberately and have pre-meditated motives. At the commissioning of this report it was decided that a report on CSA as a whole would not focus in enough detail on CSE. It is also the case that making a distinction between these two branches of CSA puts a clearer focus on the CSE victims' vulnerabilities and allows a greater identification of the threat and risks involved with this group, particularly in respect to perpetrators.

Although there are overlaps between CSE and CSA, it is the case that the perpetrators of these offences do have different motivational and psychological factors. These different criminal behaviours also need different models of intervention, support and investigation from a policing and partnership perspective.

Northamptonshire Police also has different departments for dealing with these different types of offences. These are the Child Abuse Unit and the RISE Team. It has been decided for this report to exclude intra-familial offending, which will be the subject of another report in the coming months.

To clarify, the sexual offences that will be analysed within this report are:

Victims of a sexual offence who are under 18 where:

- The victim has been persuaded, coerced or forced into that sexual activity
- The victim has received something in exchange for that sexual activity (though the victim may perceive this will happen in the future)
- The sexual activity is extra-familial.

Only in those offences where there is **ambiguity** on whether an exchange did or did not occur, a set of guidelines were used in order to decide whether there was sexual exploitation taking place. One or more of the following needed to have taken place:

- The sexual offending from an abuser to a victim has been or is being repeated
- The victim appears, or is perceived to have been, or is being, groomed and this includes online grooming
- The abuse or intended abuse has been facilitated first by online activity
- There is an age difference of concern between the victim and the offender
- The abuser is in a position of authority or has coerced the victim with threats (which can be perceived) or violence used to force the victim into sexual activity
- The abuser has had a previous history of CSE offending.

It is also worth remembering that sexual abuse is not solely perpetrated by adult males. Women can also commit these crimes, as can other children.

1.6 Crime Recording

With the introduction of Niche as the recording database across the East Midlands including Northamptonshire, there is no longer a system that 'flags' individual CSE crimes on the crime recording database. Previously, the Modus Operandi code was used to mark crimes that fell within the definition of CSE. Although this was reliant on correct interpretation and awareness of the code, it did provide a starting point for analysis. With this facility removed, analysis and even extraction of CSE crimes is very difficult. Consistently monitoring CSE levels for short term patterns and trends for quick reports is therefore not currently possible.

> **Recommendation:** To ensure that a CSE referral flag is implemented on the Niche Crime Recording Database on all CSE offences.

1.7 Recording in Children's Social Care

In Children's Social Care, Initial Contacts (ICs) regarding children or young people perceived to be at risk of CSE (or other) are received by the Multi-Agency Safeguarding Hub (MASH). Upon screening, some of them lead to Initial Assessments[2] (IAs) being carried out, during which the risk of CSE and other risks can be identified. Sometimes, assessments carried out for different risks also identify a risk of CSE. It is, therefore, possible to understand what associations are present between the risk of CSE and other identified risks to the child or young person.

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2 From mid-January 2016, Safeguarding and Children's services no longer carried out Initial Assessments (IA), these were replaced by the Single Assessment (SA).

1.8   *Context*

The original report[3] from February 2015 concluded that safeguarding children in Northamptonshire at risk from CSE could be improved. In particular, it identified that a more consistent approach was needed in identifying risk and that partnership working in general could be more efficient. A lack of proactivity existed at this time both in identifying victims and targeting CSE perpetrators.

Much has changed since this report and significant advances have been made, safeguarding children has improved considerably. 40 recommendations were made in the original, all of which have been actioned.

The report was based on data from 2014 and this data was almost entirely sourced from Police crime and intelligence databases. But Police recorded crime data cannot show the full picture. Attempts were made to collect data from partner agencies in Health, Education and Social Services but little was available at that time. This new report has benefitted from easier access to other data sources. It is also the case that partner agencies have started to collect CSE related data that previously they were not collecting.

The original report also found an absence of organised crime groups (OCGs) or networks involved in the sexual exploitation of children and young people. This did not necessarily mean Northamptonshire did not have these problems. The report stressed that there was an awareness gap and that reporting mechanisms needed to be improved in order to identify possible CSE OCGs.

Across the country, reports have shown that amongst the most vulnerable children and young people are those that regularly go missing. This report will also set out to identify what that vulnerability looks like in Northamptonshire.

2. Departments that work with CSE

Northamptonshire Safeguarding Children Board

Northamptonshire Safeguarding Children Board (NSCB) is a statutory multi-agency board. It is independently chaired and consists of senior representatives of all the principal agencies[4] and organisations in the county whose staff come into contact with children and young people, their parents and carers.

The aim of NSCB is that every child has the opportunity to reach their full potential. This means that:

- All children grow up in a safe environment;
- All children and young people achieve their best in education, are ready for work, and have skills for life;
- All children grow up healthy and have improved life chances; and
- Children who are looked after achieve at least as good outcomes as those who are not.

All partners are expected to support these aims and to deliver the highest standard of service. All share responsibility for safeguarding and promoting the welfare of children and young people, whether as a parent or family member, a friend or neighbour, an employer, or as a paid or volunteer worker.

The purpose of the NSCB is to safeguard and promote the welfare of children in Northamptonshire. This is done by coordinating the work of those people and organisations represented on the board, and ensuring that what they do is effective.

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[3] Child Sexual Exploitation in Northamptonshire – Feb 2015 (Available from the Principal Analyst, Northamptonshire Police).
[4] Local Authority, Police, Health Service, Probation Trust, Youth Offending Service, the Voluntary Sector and others.

The NSCB also has a strategic role in challenging the overall safeguarding work of the Children and Young People's Partnership Board (CYPPB) and for ensuring continuous improvement in practice. Working closely with the CYPPB, the NSCB takes lead responsibility for coordinating the safeguarding work of the CYPPB partners and for monitoring the quality and consistency of safeguarding practice and training across all partner agencies.

The NSCB is not an operational body. Its role is to ensure the coordination and effectiveness of the services provided to children, young people and their families by member organisations. The NSCB holds its member organisations to account for their performance and contributes to the broader planning, commissioning and delivery of services.

The NSCB are currently reviewing the way in which the board engages with young people through consultation with a number of Youth Groups and schools across the county with the aim to re-establish a Young People's NSCB. The Young People's NSCB will offer young people the chance to have a direct route to the people making decisions and planning services that keep them safe in the county.

The RISE Team (Reducing Incidents of Sexual Exploitation)

RISE is a dedicated multi-agency team tackling Child Sexual Exploitation. It comprises staff from Police, Safeguarding and Children's Services, CAN (3rd sector drug, alcohol and homeless service), and Health, co-located at Force Headquarters.

There are 5 investigators within RISE, managed by a Detective Sergeant. A second Detective Sergeant manages the Safeguarding Proactive Team (SPT), comprising 6 constables who lead on the proactive work of the RISE team. They develop intelligence and undertake enforcement activity such as the issuing of Child Abduction Warning Notices (CAWNs) as well as safeguarding activity including searching for missing children. They are not exclusively focused on CSE and spend a proportion of their time supporting the protection of vulnerable people from sex offenders and domestic abuse perpetrators.

Police officers within RISE provide 7 day cover from 8AM to 10PM. Children's Services staff within RISE include 3 Family Support Workers (FSWs), these engage with the 50+ young people open to the service. One CAN employee performs the same role. Four other FSWs complete independent return home interviews for young people, following missing/ found episodes. These are overseen by Safeguarding and Children's Services: Practice Managers and a Team Manager, who are qualified social workers. The Health Service provides a specialist nurse to RISE. She undertakes direct work with the young people open to the service as well as promoting awareness of CSE and acting as the point of contact to other Health professionals in the county.

A daily RISE meeting takes place Monday to Friday, where information from across the partnership is considered, this includes the preceding 24 hours CSE related crimes, incidents, current missing children in the county and concerns received from other professionals sent into the team. The team receives in the region of 20 formal referrals per month, which are completed using the CSE risk assessment. These are heard at a weekly referrals meeting that also includes the Youth Offending Service and Education. Where a young person is accepted into RISE, ordinarily through the identification of the case being high risk, an engagement worker is allocated and an individual risk management plan commenced. Associated criminal investigations are normally owned by RISE Police officers.

This report will look at the cohort of children and young people currently engaged with the team, to understand their characteristics.

Northamptonshire Police

The way that Northamptonshire Police deals with reports of CSE has developed rapidly since the last profile was completed. The remit of existing teams at the time has changed and new teams have also been introduced. This section describes the work of six of the teams that are most closely linked to and working with CSE. All work with partners to a greater or lesser extent.

POLIT (Police Online Investigation Team)

POLIT is a team of ten dedicated Police officers comprising an inspector, two sergeants, seven officers, two civilian investigators and one intelligence officer.   The team's primary function is to safeguard children by detecting abuse and   prosecuting offenders for the possession and distribution of indecent images of children (IIOC).

POLIT's work is to investigate allegations of online child abuse and offences relating to IIOC in accordance with current statutory, procedural and local management guidelines. POLIT also provides guidance to officers across the force, in respect of IIOC/ online grooming offences. POLIT develops and disseminates intelligence for enforcement/ action within Northamptonshire, to other Police forces and to external partner agencies.

POLIT undertake warrants and searches of properties in order to identify evidence of IIOC, provide guidance for all cases involving indecent images of children, attend strategy meetings and ensure the safeguarding of victims and that possible victims of abuse are safeguarded.

The team also conduct online investigations stemming from operations and intelligence filtered through CEOP and other external agencies.

FIB Safeguarding Team (Force Intelligence Bureau)

The Safeguarding Team consists of eight staff, six of which are Field Intelligence Officers. Around 25% of the workload relates to CSE victims and perpetrators.

When the FIB Safeguarding Team receive intelligence that a person is at risk of CSE or a suspected perpetrator of CSE, it looks to develop that intelligence so that it can be actionable. Tactics are employed which are both overt and covert. All potential activity by the team is discussed with the RISE Team to ensure a multi-agency approach is adopted. The threat, harm and risk are discussed during this consultation period within the appropriate meetings. Safeguarding the victim is the priority and any proactive intelligence development follows safeguarding actions.

MOSOVO (Management of Sexual Offenders and Violence Offenders)

The MOSOVO team is responsible for the supervision and management of all registered sex offenders resident within the community. Some of these offenders will have been convicted of CSE related offences and/ or it is assessed that they pose a further risk of Child Sexual Exploitation.

Within the team, one Police Officer position was commissioned and is dedicated as a specialist CSE post. The officer holds the same responsibilities as other officers in the team but is a single point of contact relating to convicted CSE offenders as a specialist in this area of work.

As a whole, the MOSOVO team works closely with the CSE team and it is not uncommon for them to conduct joint investigations where appropriate to make sure CSE offenders are identified and targeted with the full force of specialists available.

The MOSOVO team has an extremely close working relationship with the National Probation Service and they work hand in hand through the MAPPA process to effectively manage the ongoing risk posed by CSE offenders and ensure victims and potential victims are protected.

The Proactive Safeguarding Team

This is a team of six officers and one sergeant who work primarily alongside the RISE multi-agency team. The team take tasking from the daily RISE meeting that scans all CSE related incidents including current and reported missing children. These tasks look to identify early indications of potential CSE and disrupt and safeguard appropriately around these identified risks.

The team provide a proactive capability to both POLIT and MOSOVO and regularly assist in arrests, execution of warrants and searches. The team also attend the CSE and Missing Forum and take responsibility for all Police actions agreed.

The Cybercrime Department

The Cybercrime Department provides specialist support services to all departments within Northamptonshire Police. CSE investigations come from many different angles, assisting in Child Protection Team enquiries, supporting CID, the RISE team as well as helping with missing persons who may be at risk of CSE.

The unit receives referrals into the force for investigation, directly from CEOP and from law enforcement agencies worldwide, including the FBI and the Canadian Police. The Cybercrime Unit works closely with the POLIT team to develop intelligence to identify offenders. The Unit also provides expert advice and investigation with two dedicated DMIs (digital media investigators) who seek to identify perpetrators from their digital footprint.

The High Tech Crime Team and Digital Triage Team provide specialist examination skills to examine devices seized from suspects and look for evidence of their offending. They provide expert witness testimony in terms of digital forensic reports to the Courts to support the prosecution of offenders.

Children's Social Care – Safeguarding and Children's Services

Children's Social Care aims to work with parents, carers and young people in a partnership based on respect, equality and fairness, and to offer advice and support before a situation reaches crisis point. It also works in partnership with, and may refer to, other services and community groups, including education, Health, housing, benefits agencies and the Police.

The NCC teams covered include: Safeguarding and Care Planning (S&CP), Looked After Children (LAC), Early Help and Prevention (EHP), Unaccompanied Asylum Seeking Children (UASC), Leaving Care, Fostering and Adoptions.

All vulnerable children and young people have unique experiences and circumstances, which must be taken into account when providing services. Children's Social Care works in partnership with them and their families to improve outcomes.

As part of the assessment for Children's Social Care support, levels of need or risk identified and appropriate support is evaluated using the 'Northamptonshire Thresholds and Pathways'[5] document. As part of this, additional toolkits have been developed to support referrers in better understanding the risks and where appropriate what support could be gained. One such toolkit is the Tackling CSE Toolkit[6], which has been put together to provide advice for parents and young people, professionals and frontline workers on their responsibilities in relation to identifying CSE and what action should be taken if this is identified.

MASH

Whenever anyone is worried about a child, for example, a teacher or health visitor, they will make a referral to the MASH.

The MASH team brings together staff and information from the following agencies within Northamptonshire:
- Children's Social Care
- Crime Reduction Initiative
- Domestic Abuse Advisor
- Early Help Team
- East Midlands Ambulance Service
- Education
- Fire and Rescue Service
- Health
- Housing
- Police
- Probation Service
- Youth Offending Team

The MASH team are able to identify risks to and needs of children at the earliest possible point and respond with the most effective joined up actions. The aim of the MASH is to make the right decisions for the right families at the right time.

Children and young people may come to the attention of the MASH team because:
- a parent or carer may have requested support directly
- a professional may feel that a family needs help or support
- a child or their family come into contact with the Police

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[5] Northamptonshire Safeguarding Board - Northamptonshire Thresholds and Pathways Document
[6] CSE - Toolkit for Social Care Professionals in Northamptonshire

- a child tells someone about abuse, either physical, sexual or emotional.

When a child is referred, the case is assigned to a professional group within the MASH who will gather any information about the child/ family as quickly as possible.

A senior and experienced Social Work Practitioner will use a guidance document called Thresholds and Pathways to decide if the child's circumstances mean that the case should be dealt with by the MASH or if the Early Help Team should provide support.

Early Help

Early Help[7] Northamptonshire has a single goal: to enable children and families to access appropriate support as early as possible so that they can maintain their quality of life, prevent any problems getting worse and feel stronger, happier and more confident.

> Early help means "providing support as soon as the problem emerges, at any point in the
> child's life from the foundation years through to the teenage years." (Working Together, 2015)

The Northamptonshire Early Help Partnership and the NSCB champion the vital importance of helping children and young people at the earliest point to provide them with the best opportunity for the future. Reducing demand for high-need services will deliver better outcomes for children and families and reduce escalation of concerns. Equally, it will reduce demand for services and interventions which are more costly for Children's Services and other public services to address.

The new Early Help Strategy explains that:

- Northamptonshire has specific needs and early help is critical
- Every person working with or engaging with children and families has a responsibility to help deliver early help, regardless of their position, status or organisation
- Arrangements for setting aims and expectations for all partner organisations will be improved through the work of the Children's Early Help Partnership
- Early identification and risk profiling of children and families with the highest probability of poor outcomes will be improved, along with long-term tracking of the impact of our interventions.

The strategy sets very clear partnership outcomes for early help. All partners will be held to account for contributing to delivering those outcomes through their existing strategies, plans and programmes. This will be done by the Children's Early Help Partnership.

The strategy includes:

- 12 partnership objectives that the Children's Early Help Partnership and NSCB will focus on to improve the early help system
- 31 measurable indicators that will show the effectiveness of early help in Northamptonshire and whether early help is having an impact.

A requirement for all partners involved in supporting early help is to focus rigorously on the four early help outcomes, with associated performance indicators, ensuring all their strategies, programmes and plans make a demonstrable contribution.

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7 http://www.northamptonshirescb.org.uk/about-northamptonshire-safeguarding-children-board/publications/nscb-business-docs/early-help-strategy/

3.   Vulnerability – Understanding Victims

What makes a child or young person vulnerable to CSE? The previous report on CSE from Northamptonshire Police explained what CSE vulnerability looks like and it is worth repeating here. Because victims often do not regard themselves as victims and do not report initial problems which then may lead to further exploitation it is vital that professionals can identify situations that make a child or young person vulnerable at an early stage.

Part of the challenge for professionals working in the CSE field is trying to understand children and young persons. Below is a series of quotes from Tina aged 14 who was interviewed by the Marie Collins Foundation[8] a charity involved in protecting abused children – Tina had been abused online.

The internet is a weird version of the real world where we can do everything	Groomers don't have to worry about being suspicious	Children can act like adults
I used to talk to people online to make myself feel good	Girls get involved with men because nothing much seems to be happening when you're 12-14 but you want to be older	The most talkative (girls) online are the quietest offline
The most normal (man) online is a real weirdo offline	We rarely talk about behaviour online - kind of embarrassing	

These quotes describe where the vulnerability lies in children and young people, like Tina, who reach an age where they want to experiment. Professionals working with children have to find methods to mitigate the vulnerability and raising awareness is a way to doing this.
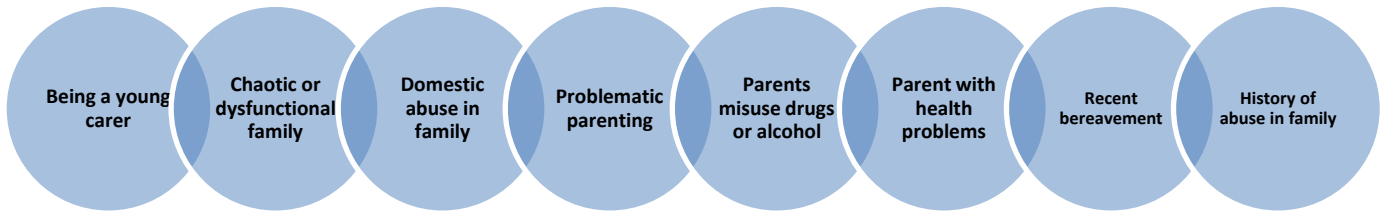
Another important reason for understanding children and young people better is that it may help CSE victims after they have been abused. This includes recognition that they are indeed victims. Aiding them to recover and live a safe and fulfilling life afterwards can only be achieved by properly recognising their issues.

Over the last 18 months undoubtedly this awareness has improved across all partnership organisations in Northamptonshire. But awareness of CSE indicators needs to be maintained particularly with new staff or managers working with children. These indicators can be split into three groups: Family Concerns, Relationship Concerns and Individual Concerns. They are shown in the diagrams below.

However, these indicators are not exhaustive, any child or young person from any social or ethnic background can become a victim of CSE. Below are some of the characteristics of children and young people who were at risk of CSE or victims of CSE, based on cases dealt with by the Police and other organisations. This is not an exhaustive list and it also doesn't imply that all victims will present these risk factors.

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[8] The Marie Collins Foundation website - http://www.mariecollinsfoundation.org.uk/. Quotes taken from presentation made by **Tink Palmer (CEO, Marie Collins Foundation)** 'From discovery to recovery – the journey facing child victims, their families and professionals when children are sexually abused and exploited online. Download Tink's presentation - 📄PDF 1.3 MB Made to the University of Bedford, 18 January 2016

Family Concerns:

- Being a young carer
- Chaotic or dysfunctional family
- Domestic abuse in family
- Problematic parenting
- Parents misuse drugs or alcohol
- Parent with health problems
- Recent bereavement
- History of abuse in family

Relationship Concerns:

- Involved in gang activity
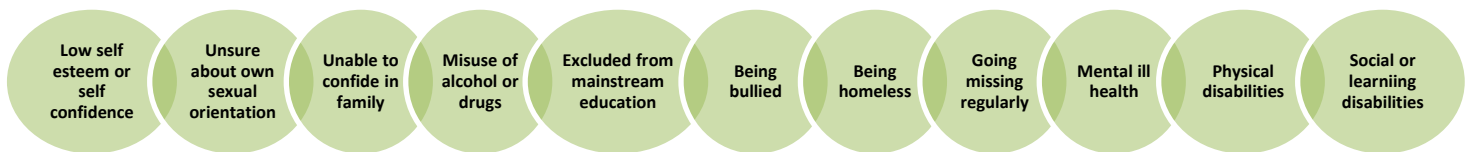- Living in care, foster care, hotels or B&B
- Unsupervised use of social networks or chat rooms
- Being friends with other CSE victims
- Not having friends in their own age group
- Having associations with gangs through relatives or peers
- Living in a gang neighbourhood

Individual Concerns:

- Low self esteem or self confidence
- Unsure about own sexual orientation
- Unable to confide in family
- Misuse of alcohol or drugs
- Excluded from mainstream education
- Being bullied
- Being homeless
- Going missing regularly
- Mental ill health
- Physical disabilities
- Social or learning disabilities

Outward Indicators in Children and Young People:

As well as a situational evaluation of where the vulnerability lies, there are outward indicators within individual children or young people that should be evaluated for an indication of exploitation.

Behaviour: Temperament, Depression, Mood, Secrecy, Emotional wellbeing

Family Relationships: Becoming estranged, Going missing, Hostility

Personal Relationships: Sexually active, Association with risky adults

Health: Drug/alcohol use, unexplained injuries, self harming, STD's, Suicidal

Education: Change in performance, Truanting, Disengagement

Identity: Unexplained gifts or new possessions, Change in appearance

The illustrations shows where professionals in various capacities can more easily identify these indicators within their own working experiences. Some work has already been conducted to improve awareness skills among different agencies but this needs to be continued and developed.

4.   Understanding Perpetrators

In order to safeguard victims and better target perpetrators, it is necessary to attempt to understand the people who commit these offences. What is their motivation and how do they maintain control over their victims? This section has been written using data both from Northamptonshire and data from a similar report written by Devon and Cornwall Police[9].

4.1.   Motivation

There have been many academic research projects conducted on theories of why sexual abuse against children occurs. Understanding why it happens is necessary if effective prevention measures can be introduced. One theory of understanding is the 'Four Pre-Conditions Model' which Finklehor (1984) proposed.[10] For sexual abuse to take place, the abuser has to overcome both internal and external obstacles. Understanding these obstacles can provide opportunities for intervention and disruption.

1. Motivation	**2. Inhibitions**
Sexual contact with a child satisfies the offender's emotional needs and represents the source of sexual gratification for the abuser. Other sources of sexual gratification are seen by the abuser as less satisfactory.	The offender has to overcome internal inhibitions like taboos, by seeking justification to themselves that what they desire is acceptable. Contacting other like minded offenders helps them believe their behaviour is acceptable.
3. Inhibitors	**4. Resistance**
External inhibitors that deny the abuser the opportunity to abuse. Offenders may attempt to isolate the victim from friends or family. Or they engage in a relationship in order to abuse or convince others that they are trustworthy.	The abuser has to overcome the child's possible resistance to being sexually abused. Therefore they target who they consider to be vulnerable like those with low self-esteem. They may view a victim's lack of resistance as a sign of compliance.

4.2.   Control and exchange

An essential element within a sexual offence for it to be determined as exploitative is that an 'exchange' has taken place between the two parties. This is the method by which the perpetrator gains control over their victim. This exchange can take the form of either a reward or through threats and coercion. The reward can be something as simple as affection. In this way, the perpetrator creates an imbalance in the relationship with the victim that is unequal and exploitative.
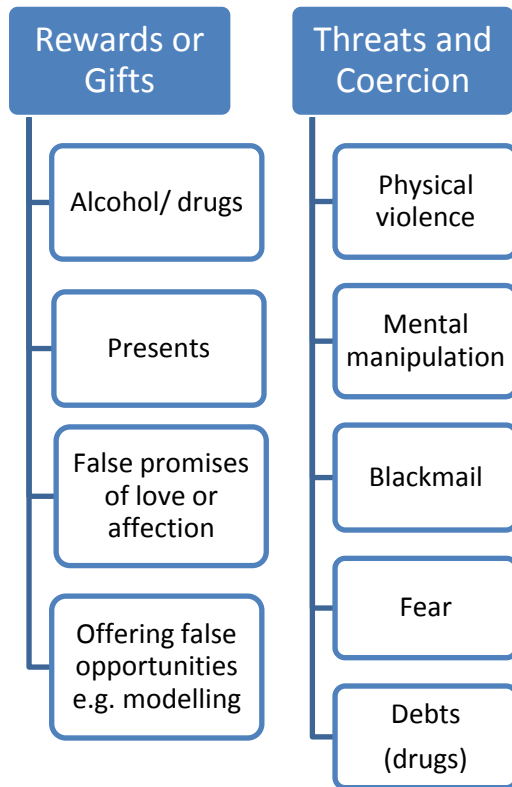
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[9] Child Sexual Abuse and Exploitation (June 205) – Devon and Cornwall Police
[10] David Finklehor: Pre-condition Model 1984 (http://www.secasa.com.au/pages/theories-on-why-sexual-abuse-happens/the-four-pre-conditions-model/)

4.3. How do Perpetrators Maintain this Control?

All of these methods are nationally recognised as methods that perpetrators use. The examples given here are actual recorded offences of CSE in Northamptonshire in 2015/16. This shows that the local picture in Northamptonshire does reflect the national picture.
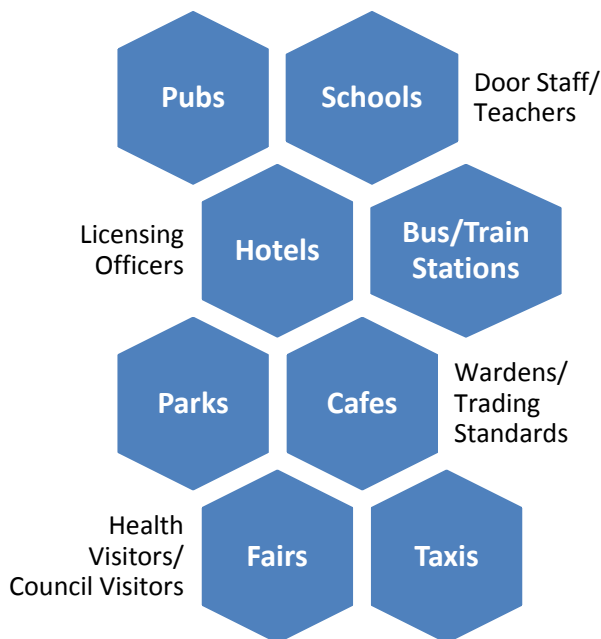
How Perpetrators Maintain Control   Actual Cases in Northamptonshire

Rewards or Gifts	Threats and Coercion
Alcohol/ drugs	Physical violence
Presents	Mental manipulation
False promises of love or affection	Blackmail
Offering false opportunities e.g. modelling	Fear
	Debts (drugs)

17 year old offender tells 13 year old victim that he loves her and that she should self harm to prove she loves him.

30 year old male befriends 11 year old victim on more than one occasion and hands over gifts and money, believed for sexual favours.

42 year old offender grooms 15 year old victim online, takes her to a hotel and provides alcohol and cocaine. Sexual offence takes place.

A male tells 15 year old victim he has modelling agency. Indecent images are exchanged. Arrangements made to meet at a hotel.

23 year old male regularly verbally abuses a 14 year old victim and uses violence against her. Victim described it as "playful violence".

16 year old female victim sent indecent images to male because she feared that if she didn't the relationship would end.

4.4. High Risk Locations Where Victims are Targeted

Pubs

Schools — Door Staff/ Teachers

Licensing Officers — Hotels

Bus/Train Stations

Parks

Cafes — Wardens/ Trading Standards

Health Visitors/ Council Visitors — Fairs

Taxis

Offenders which commit CSE know that there are locations where children congregate and offenders are good at identifying those who are the most vulnerable at these locations.

Professionals from partnership agencies need to be aware of these locations and be able to identify potentially inappropriate behaviour. All of the location types listed here are likely to have visits from partnership staff at some point. It is essential that these opportunities to safeguard children are co-ordinated and any intelligence gathered is used to form a broader picture of how CSE may be occurring in Northamptonshire.

This requires staff that work in these locations to have basic awareness training in order to recognise the signs of CSE. The training should also include an understanding of the nature of abuse and exploitation and the difference between inappropriate behaviour and what constitutes consenting. People who work in these locations are more likely to see a child or young person's natural behaviour. This is an advantage over a Police/ Health/ education officer's contact with a child or young person. In these more formal settings, a child's or young person's true behaviour may not be revealed. Therefore, being aware of behaviour at these high-risk locations may better complete a 'jigsaw' of understanding.

Later in this report, the methods that perpetrators use to commit their offences in Northamptonshire are discussed. One of these methods is for a person in a position of authority to abuse their position to exert control and exploit a child or young person. Indeed, some of the more determined perpetrators will attempt to gain employment in positions where they know they will have contact with children or young people.

This makes it even more important that Police and other partner agencies establish a relationship with people who work in these locations. This may encourage other employees to express concerns about colleagues, should they arise.

It is also the case that different towns in Northamptonshire have a different local profile as to where the hotspot locations may exist. For example, some towns in Northamptonshire may have a train station, some have a hotel area, some a secluded park. Local profiles are needed to identify locations within an area that could be targeted.

> **Recommendation**: To produce local CSE profiles identifying locations, offenders and victims with increased vulnerability for CSE for each of Northamptonshire's seven main towns (See Appendix A).

> **National Recommendation:** *"Training should be developed for frontline staff in services for children and young people to recognise the warning signs and risk factors of child exploitation and how to respond using child protection procedures. This should include understanding the elements of grooming and coercion so that a child or young person's behaviour is not dismissed as rebellious or consenting to the abuse"* – National Working Group for CSE.

> **National Recommendation:** *"All agencies should be fully involved with multi-agency arrangements for intelligence gathering and sharing in relation to CSE"* – National Working Group for CSE.

4.5. Grooming Including Online Abuse

To understand perpetrators of CSE it is necessary to understand the grooming processes that they use to initiate and continue contact with a child or young person. It is possible to break down grooming into different stages, which show a gradual increase in pressure and control placed on the victim over time. In this way, it is easier to understand how a victim is 'ensnared' into the perpetrator's demands. This is particularly relevant for online grooming. However, no CSE case is the same as another and some CSE perpetrators, over time, will adapt and refine their grooming process. This means that sometimes a CSE victim is subjected to a sexual offence at an earlier stage.

The Escalation of Online Grooming from a Victim and Offender Perspective

(Based on the analysis of actual offences recorded in Northamptonshire in 2015/16)

Victim Perspective	Stage of Grooming			Offender Perspective
Victim sees this as just another friend request and accepts like she would for anyone else.	1	An offender targets a large number of potential victims on Social Media asking for friends requests on Facebook or KIK for example.	1	A non-threatening 'friendly' message like "hi, how r u?"
They seem friendly, the conversation is casual, they show interest, are a good listener and flattering.	2	The offender is friendly with the victim gaining trust and confidence from the victim. This stage may last days or months. Eventually the conversation becomes flirtatious.	2	The offender is gradually gaining trust, avoiding giving a reason for the victim to distrust them. They no longer a stranger.
The victim thinks why not after all they are a 'friend'.	3	The offender eventually asks for video communication with the victim.	3	The offender has now gained trust and has the confidence of the victim.
The victim thinks it is no big deal, it is exciting, someone older likes them, where is the harm? It's only a picture?	4	The offender's conversation becomes more sexualised and they may ask the victim for indecent images or an exchange of images. They will sometimes send an indecent image first to again get trust. This image is often not of themselves and may be of a person much younger.	4	The offender now has a hold on the victim and is gaining control.
Why does the victim still maintain the relationship? They may be excited and want to experiment. They may want to please their 'boyfriend/ girlfriend'.	5	The offender encourages the victim to conduct sexual activity live over a webcam based social media app like Omegle. The offender will also sometimes take part in sexual activity.	5	The offender is now in a position where they can exert threats and coerce the victim.
The victim at these stages may feel like they have no choice particularly if there are blackmail threats to share images. Or the victim believes they are in a boyfriend/ girlfriend relationship and does not realise they have been groomed and are now a victim.	6	The offender asks the victim if they can meet in person.	6	The offender is in complete control.
	7	The offender and victim meet and a contact sexual offence takes place. This may be a one off offence or the relationship and offences continue.	7	The offender is now looking to isolate the victim from friends and family.

Note that some offenders move faster than others through these stages, some may even skip a stage. It is also the case that different victims will recognise that something is wrong and will exit and even re-enter the relationship between these stages. However, offences of exploitation are recorded at any of these stages and recording is dependent on the persistence of the grooming and the coercion of the offender.

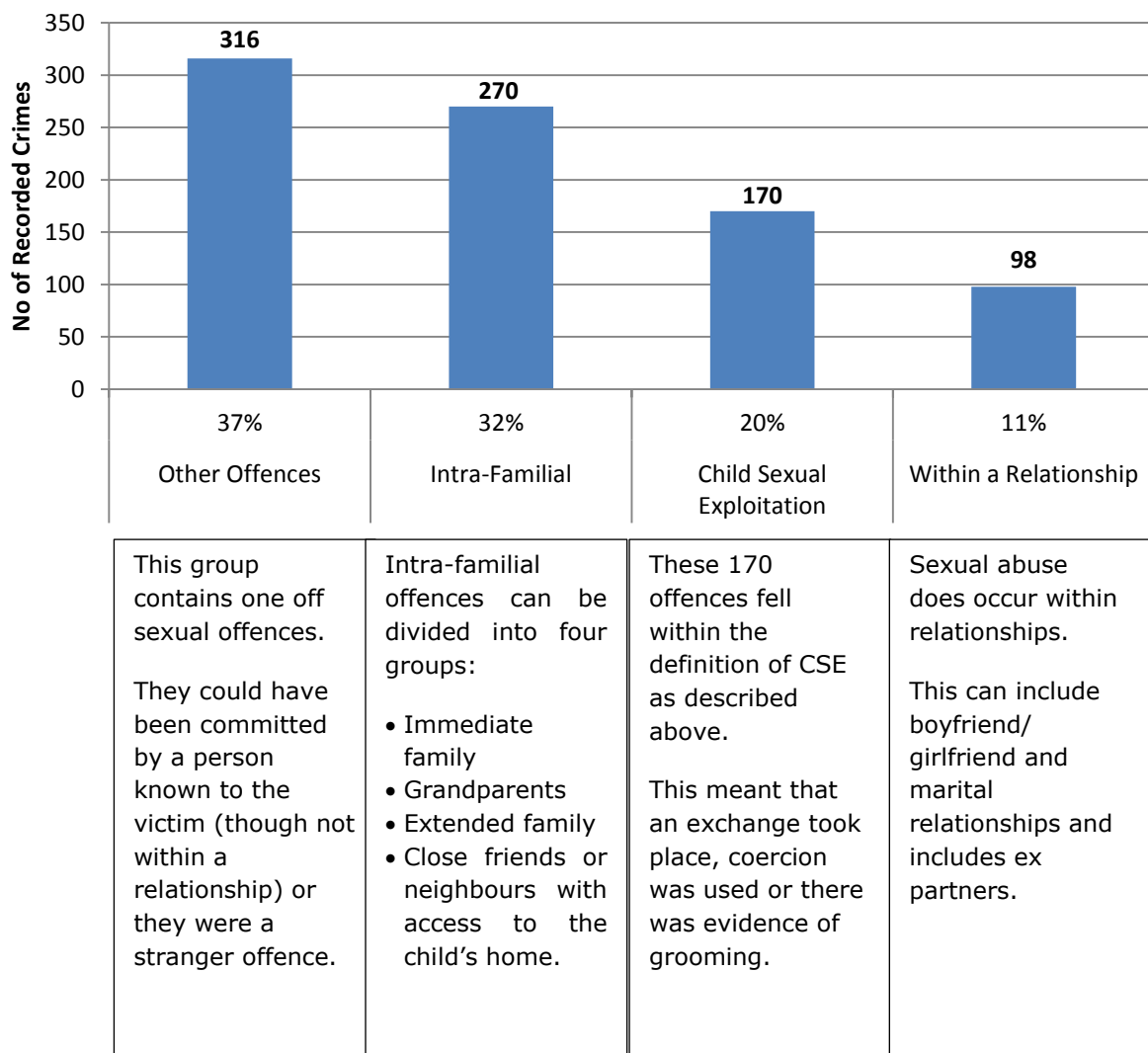The questions that professionals need to address here are:

1. Are parents taken seriously when reporting concerns at an early stage?
2. At which points can they intervene?
3. How should they respond to a discovery at any particular stage?
4. How should they encourage victims to disclose at any of the stages?
5. How can they safeguard children and young people?

Recommendation: To have a joint partnership code of practice that provides guidance on intervention options for each stage of grooming.

5. Level and Types of Child Abuse Reported in Northamptonshire

Although this report, as discussed earlier, focuses on CSE only, it is useful to see this type of sexual abuse in context with the other forms of CSA. Between 01/04/2015 and 31/03/2016 there were a total of 854 sexual offences committed against U18s. They have been categorised into the four groups shown below:

No of Reported Offences of CSA (01/04/2015 to 31/03/2016)

This group contains one off sexual offences. They could have been committed by a person known to the victim (though not within a relationship) or they were a stranger offence.	Intra-familial offences can be divided into four groups: • Immediate family • Grandparents • Extended family • Close friends or neighbours with access to the child's home.	These 170 offences fell within the definition of CSE as described above. This meant that an exchange took place, coercion was used or there was evidence of grooming.	Sexual abuse does occur within relationships. This can include boyfriend/ girlfriend and marital relationships and includes ex partners.

5.1. Levels of Child Sexual Exploitation in Northamptonshire

All recorded CSE:

2014/15 90 offences	+80 offences (+89%) →	2015/16 170 offences

There has been a significant increase in recorded CSE offences over the last two years as the graphic above illustrates. There may be a number of reasons for this increase:

1. Victims are becoming increasingly aware that grooming is an offence;
2. High profile celebrity cases have highlighted the issues;
3. CSE offender networks in other parts of the country have been featured heavily in the media, for example in Rochdale, Rotherham and Oxfordshire;
4. The Government, local Police and partnership agencies are raising the profile of CSE and encouraging the reporting of CSE and sexual offences in general and the support of victims;
5. When victims and their families see that justice has been served in other cases they too are encouraged to seek justice themselves.
6. In May 2015 a new 'CSE Toolkit' was launched in Northamptonshire. This was seen as a fresh start in partnership working and led to more victims and offences being recognised.
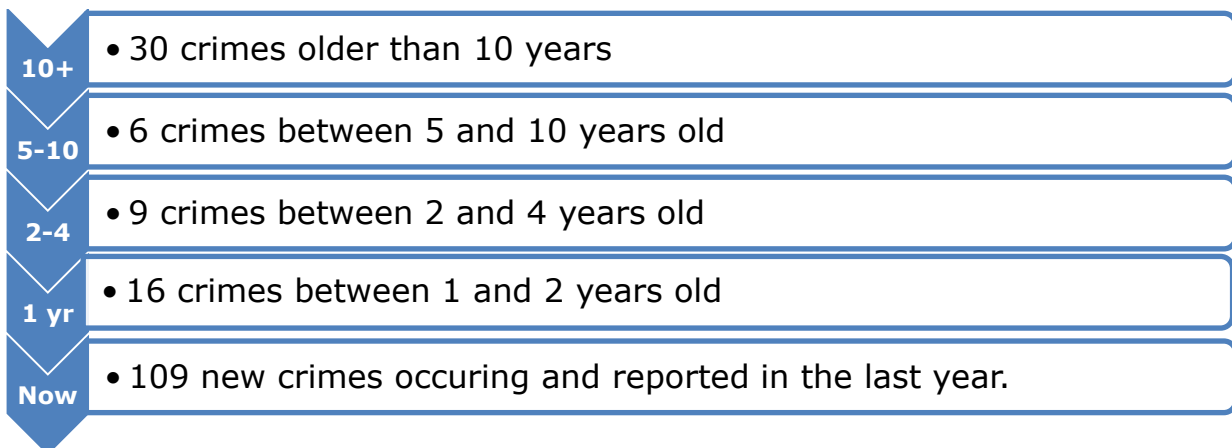
The increase, therefore, does not necessarily indicate that more incidents are actually occurring. Northamptonshire is not alone in this as other forces are also having large increases for the same reasons.

The overall increase has also been affected by the amount of non-recent or historical offences being reported. This is a measure of increasing confidence in victims who feel the Police will take their incidents seriously.

Non-recent recorded CSE:

2014/15 35 offences	+26 offences (+74%) →	2015/16 61 offences

Non-recent crimes are offences that took place before the recording period that is the period 01/04/2015 to 31/03/2016, but were reported and recorded within these dates. A break-down of when these offences occurred is shown below:

- **10+** • 30 crimes older than 10 years
- **5-10** • 6 crimes between 5 and 10 years old
- **2-4** • 9 crimes between 2 and 4 years old
- **1 yr** • 16 crimes between 1 and 2 years old
- **Now** • 109 new crimes occuring and reported in the last year.

Other types of sexual abuse both to children and adults have also seen increases in non-recent reporting.

Therefore from this point of view these trends in CSE are not atypical.

5.2. The Location of CSE Recorded CSE in Northamptonshire

The following map and analysis is provided to show how offences are distributed across the county by districts and boroughs. However, this may not always indicate 'hotspots' of offending. This is because where the eventual sexual offence takes place may not necessarily be the key location. Grooming may have taken place elsewhere or even taken place online over a period of time.

The number of reported non-historic CSE offences recorded in Northamptonshire (2015/16) and per 1,000 of the U18 population:
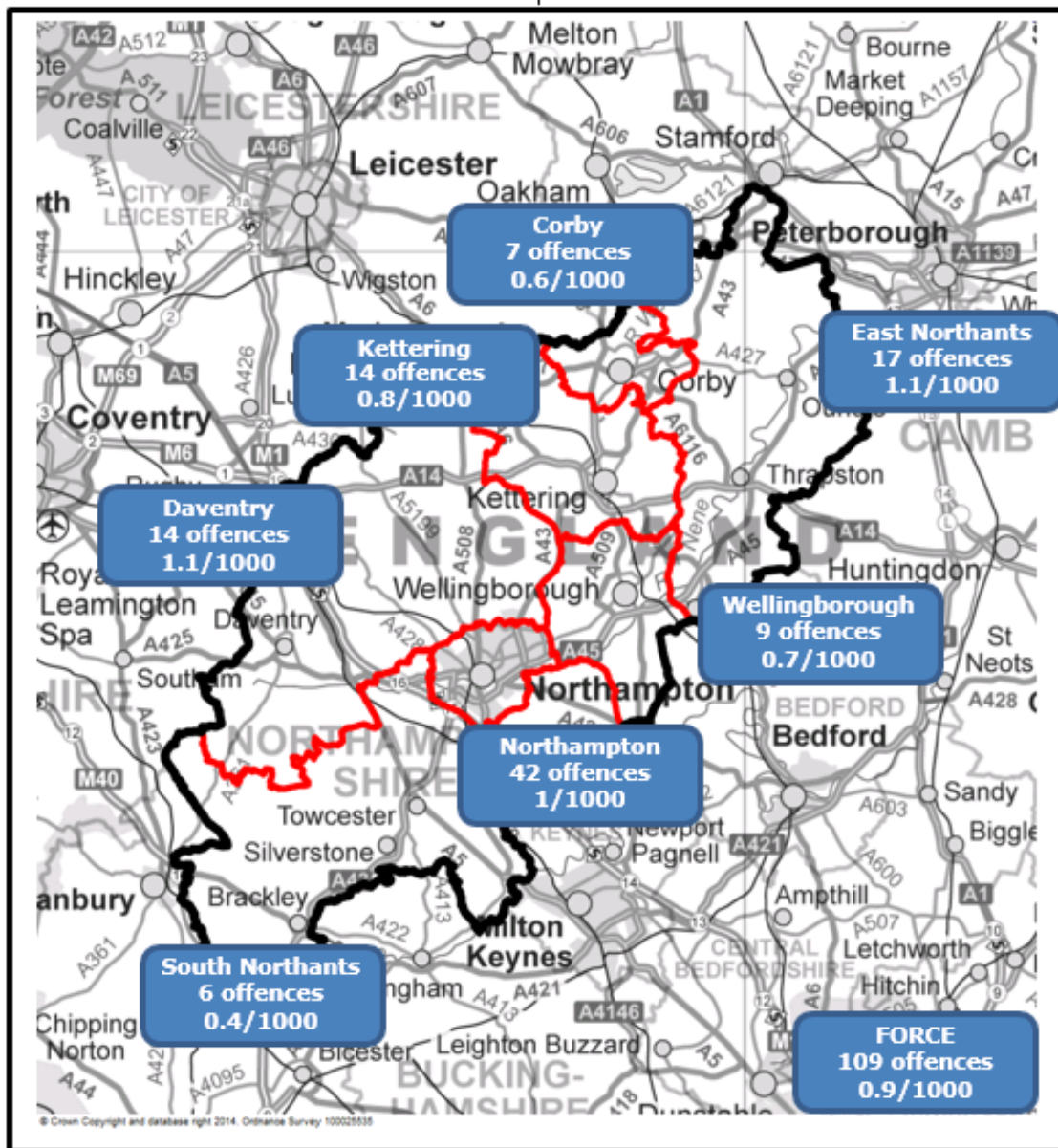
Low levels in a single area do not necessarily indicate a low level of offending as these statistics reflect reported/ recorded crimes only. In fact, low levels in areas like Corby, Wellingborough and South Northants may indicate areas where there are lower levels of confidence in victims to disclose offences. A local profile for each of the districts and boroughs would focus on reasons why this could be occurring.

Recommendation: To target areas of low levels of CSE with a greater degree of awareness campaigning. Local profiles would also help to identify issues.
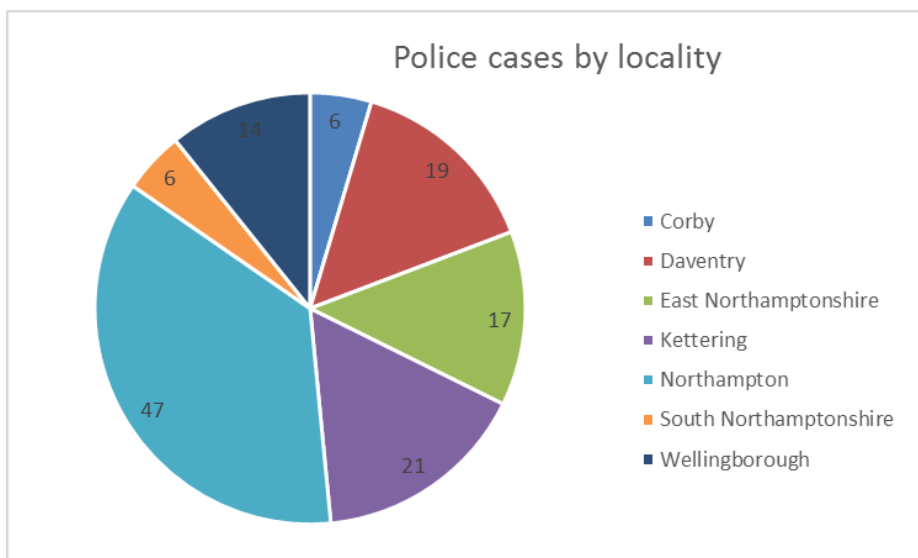
As can be seen in the table below, the incidence of CSE peaks between the ages of 12 and 14, for both current and historic cases. Due to data quality issues, some of the cases have not been included in the below analysis.

Age at time of incident	Current cases	Historic cases
7	1	2
8	0	2
9	4	1
10	8	3
11	14	2
12	20	11
13	27	6
14	28	4
15	15	0
16	9	4
17	5	0
39	1	0

Three sibling groups were identified. One of them referred to two females, 12 and 13 year olds, while the other two were mixed gender (14 and 16, and 11 and 4 years old, respectively).

Five children appear several times in the list of cases. The frequency of crimes recorded varies, with time lapse between crimes ranging from 1 month to 8 months.

In terms of registered address of the victim, 4 were not disclosed or not known and 38 were out of county (17 of these referring to historic cases). Of the remaining addresses, the distribution by district and borough is as below:

Police cases by locality

- Corby — 6
- Daventry — 19
- East Northamptonshire — 17
- Kettering — 21
- Northampton — 47
- South Northamptonshire — 6
- Wellingborough — 14

It is relevant to note that there are 12 cases recorded against Rushden addresses (East Northants).

As can be seen in the map below, the wards with the highest numbers of CSE victims recorded by Northamptonshire Police in 2015/16 are also in some of the most deprived[11] areas of the county:

- Rectory Farm, Northampton
- Rushden Pemberton, East Northamptonshire
- Abbey North, Daventry
- St Michael's and Wicksteed, Kettering
- Pipers Hill, Kettering
- Hemmingwell, Wellingborough.
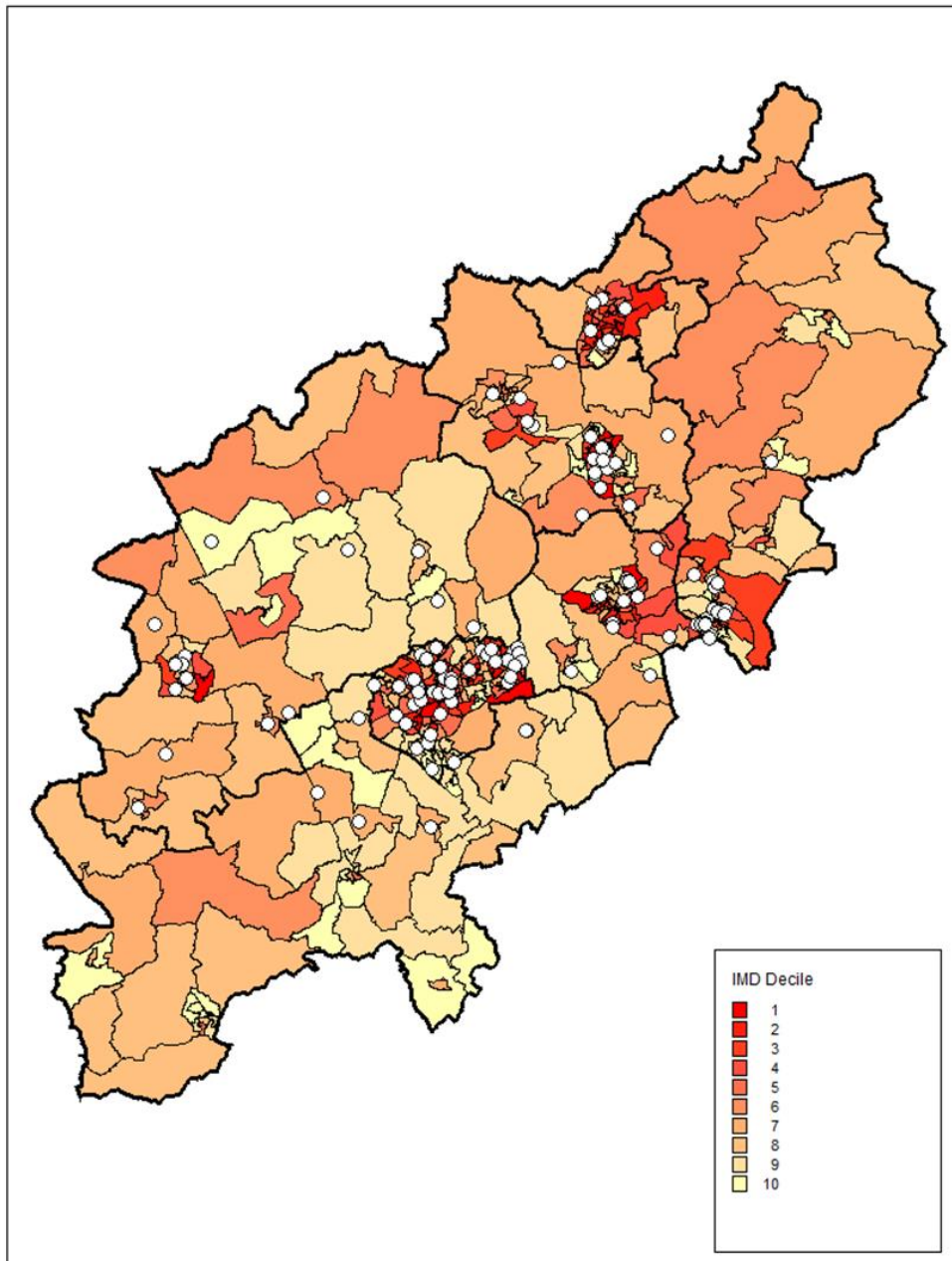
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[11] Northamptonshire Analysis - IMD Summary for Northamptonshire The IMD (Indices of Multiple Deprivation) is constructed in hierarchical format using numerous national indicators to build up seven subject area, or 'domains', which then come together to create the overarching IMD. These domains are weighted and at the end of this process, each LSOA geography is given a **'deprivation score'**.

12 The English Index of Multiple Deprivation (IMD) 2015 – (Guidance) is the official measure of relative deprivation for small areas or neighbourhoods (LSOA) in England. Areas are divided into 10 equal groups to create deciles that each show 10% of the LSOAs with a similar level of deprivation with 1 the most deprived and 10 the least deprived.

6. Types of Child Sexual Exploitation in Northamptonshire

20% of CSA cases in Northamptonshire in the reporting period (170 offences) have been classified as CSE. The method of exploitation that occurs is varied. For this report they have been classified into five groups:
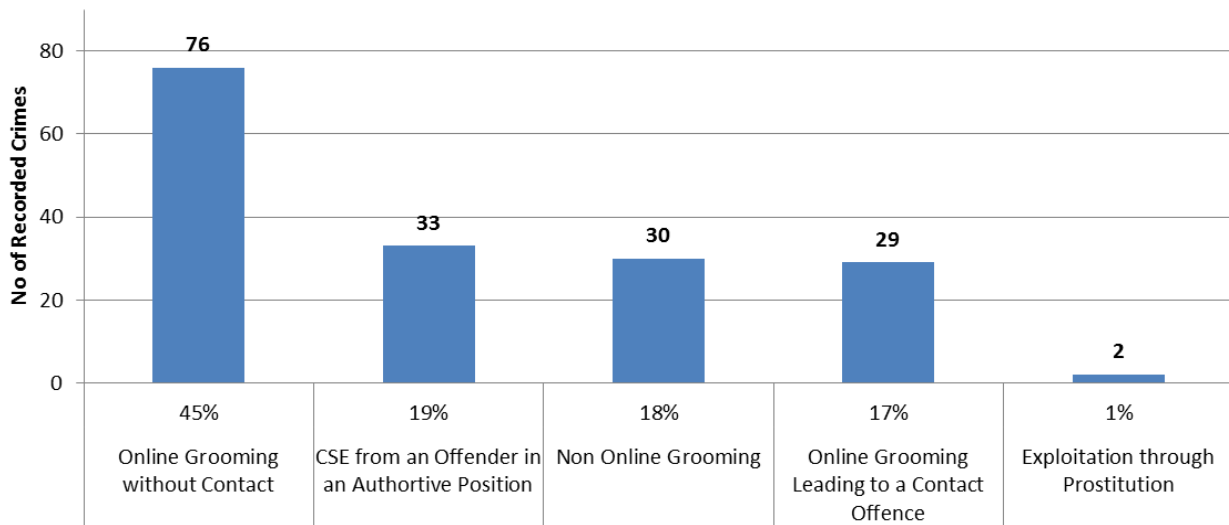
Each of the categories are examined in more detail further on in this document.

6.1. Online Grooming

Over recent years there has been an increase in CSE initiated through an online element. It is now the most likely method of grooming by which a child or young person will be targeted. 62% of victims were targeted in this way. The proliferation and use of social media applications has facilitated this increase. Indeed there are now applications that actually encourage strangers to meet each other in an online environment. These include Oovoo and Omegle which are webcam based video chat rooms. Young girls and boys in Northamptonshire are being approached using these applications by predatory adults in order that they can be sexually exploited.

Online recorded CSE:

2014/15
**56 offences**   **+50 offences (+89%)**   **2015/16**
106 offences

- Victims: 94% females, 6% males.

Not all online grooming offences lead to a physical contact offence, though most do lead to an exchange of indecent images. There were 29 offences which did lead to physical contact (28%).

The social media applications and the other software applications that children and young people use conduct very few checks to ensure that younger children do not gain access. The application providers/ administrators (such as Facebook) recommend that only 13 year olds and above use them.

But many under the age of 13 do have accounts with social media applications because it is so easy to by-pass the checks. It only requires a user to tick a box online to verify age. Some apps like Omegle state they are strictly 18+ only, but again to gain access requires just a 'one click' age verification. With Omegle, in particular, the home screen is unsuitable for minors (showing extremely explicit images) and immediately encourages contact with strangers for sexual activity. A list of apps accessed by U18s in Northamptonshire, which subsequently led to an offence of CSE being recorded is shown below.

CSE Online Grooming: Leading to physical contact or where that was an attempt to have physical contact
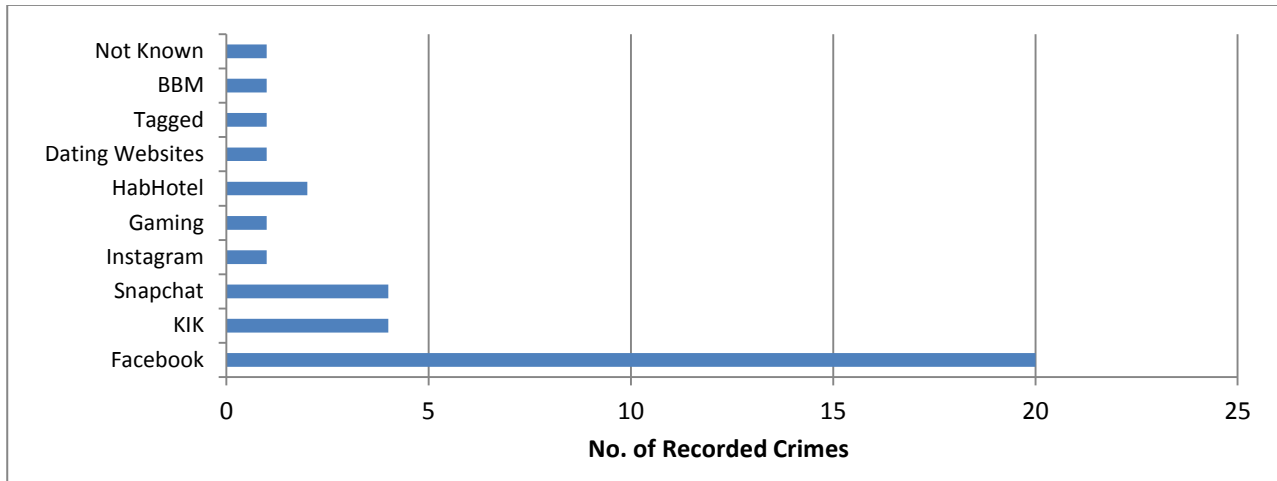
CSE Online Grooming: Where at the point of intervention there had been no physical contact at that stage
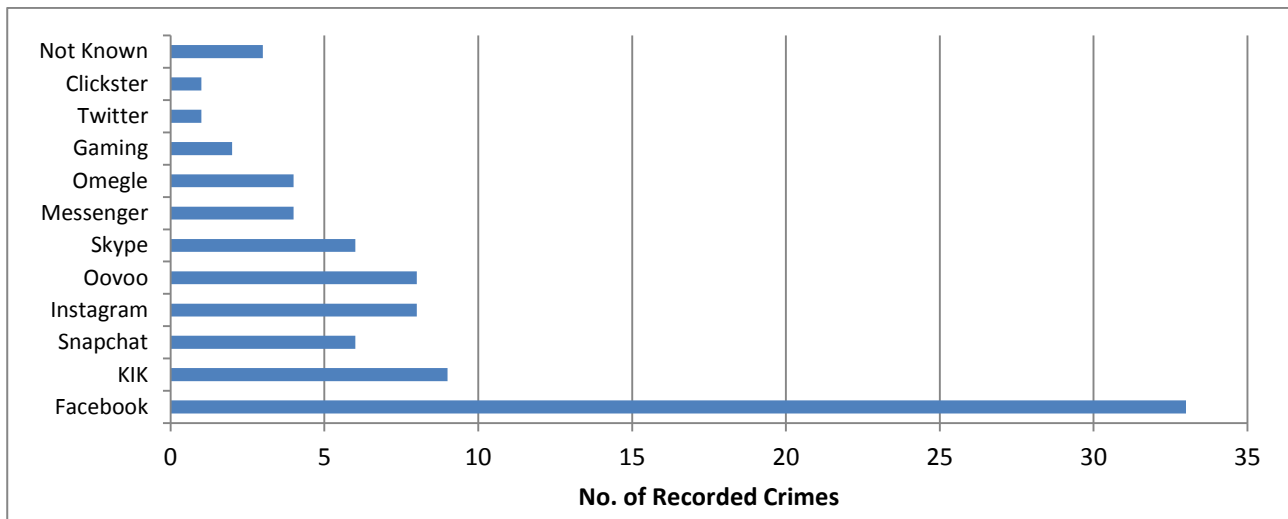
It is sometimes the case that these online offences facilitated through social media are not taken as seriously by professionals as would very similar offences in a one-to-one situation. This is possibly because some professionals do not understand this sometimes hidden world and do not realise how easy it is for perpetrators to access children and young persons using these methods. Indeed it is the case that officers spoken to while conducting this report have been unaware completely of the existence of some of these software applications. In Northamptonshire, very young children are being targeted by these means on a regular basis and professionals working in this field need to know how they work.

Facebook, in particular, remains the most common application by which children and young people are targeted. 53 victims in Northamptonshire were first approached using Facebook last year. The average age of the victims contacted via Facebook was 13 and they ranged between 9 years old and 16 years old. 11 of the 53 people were aged under 13.

Often children and young persons will use a variety of different applications and can be encouraged by others to use applications that have fewer restrictions and seen as more daring. Some CSE perpetrators are aware that the more recognised software applications like Facebook can conduct checks through their own reporting processes. They too will encourage potential victims to use other social media.

It is important for professionals working with children and young people to have a full understanding of these and other social media applications. If they come across them being used, strong guidance should be given

and parents made aware of the very dangerous situations these young people are placing themselves into without realising the danger.

Most of these online offences of grooming are stranger offences, in that victims do not know the offender. This makes identifying and investigating online abuse challenging. This explains why there is a high figure for unidentified offenders.
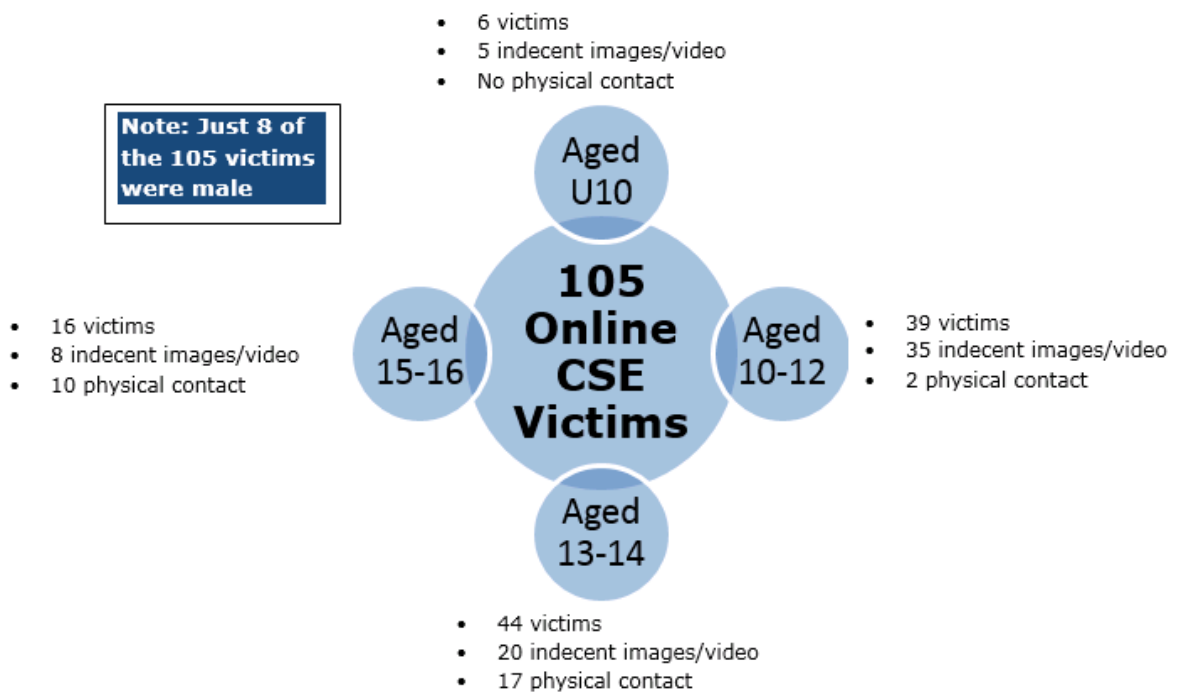
> **Recommendation**: Training is required to give all professionals guidance around social media and other software applications that make children and young persons vulnerable to CSE.

Analysis of Online Victims

It is interesting to note that there are no victims aged 17 and that the number of victims reduces after 14. Does this indicate that perpetrators are only interested in younger age groups or that older age groups are more aware of their safety and the consequences of online contact with strangers? Is there a lack of education on online safety aimed at under 14 year olds?

When a vulnerable young person reaches 18 years old and falls outside of the official definition of a CSE victim because they are deemed to be an adult, they will have less contact with professionals. However this arbitrary cut off point does not make that person less vulnerable. Although it is outside the remit of this report it may be necessary for partnership agencies in Northamptonshire to consider their response to young vulnerable adults. If there is a threat and risk to this group then it would appear appropriate to examine whether currently there is a correct and adequate assessment of this risk.

It is also the case that a large number of online grooming offences are likely to be under-reported. We rely on children and young people to report concerns and abuse and many children may not realise that what they are experiencing is abuse or a crime. Some parents often do not supervise their children's online activity and therefore may not notice that something is wrong. New legislation (The Serious Crime Act 2015 Section 67) is to be introduced in the near future and this will criminalise sexual communication or even attempted sexual communication by those aged 18 or over with a child under 16. Police officers and other professionals need to be made aware of this new offence once it does become law. Education on online safety for parents and children is also vital to help prevent these offences being committed.

- 6 victims
- 5 indecent images/video
- No physical contact

Note: Just 8 of the 105 victims were male

Aged U10

105 Online CSE Victims

- 16 victims
- 8 indecent images/video
- 10 physical contact

Aged 15-16

Aged 10-12
- 39 victims
- 35 indecent images/video
- 2 physical contact

Aged 13-14
- 44 victims
- 20 indecent images/video
- 17 physical contact

In order to better analyse online grooming, more detail is required to determine exactly what online language was used. This could be gained by questioning victims in more detail when they are reporting their offences. This would help in providing better advice around online safety. MO recording will usually state "Female receives a request" or "Victim is contacted by male" or "I/P met a male via a website". This does not provide the kind of detail needed to find commonality within grooming techniques. If this was available then it could be possible to identify perpetrators. But as a minimum, it would allow tailored guidance for advising future potential victims.

Sextortion is a term given to a type of online grooming where a victim provides an indecent image of themselves and is subsequently blackmailed into providing even more explicit images or videos. If the request is refused the offender threatens to publish the original image online to friends and family. Sextortion of this kind is occurring in Northamptonshire. In the reporting period for this report, there are at least five reported examples. The National Crime Agency have recognised this as an increasing problem.

New Initiative in Sussex

Sussex Police Paedophile On-Line Investigation Team uses surveillance powers to track people who have downloaded or trafficked in indecent images of children. The Police then visit people who are linked with images at the lowest level of seriousness. The aim is to deter them from offending, and provide letters of advice about the consequences if they continue with that behaviour. This allows Police resources to deal with people linked with the more serious images. Since November 2015, the Police have sent letters out to 24 suspected offenders.

Sussex Police stated "Every indecent image of a child represents an image of abuse, and offenders should be in no doubt that we use every lawful investigative technique to track them down. We will continue to identify individuals engaged in this type of activity, and using intelligence we will continue to execute warrants to secure evidence and support prosecutions wherever appropriate". The force's Independent Advisory Group (IAG) and the three Independent Local Safeguarding Children's Boards in Sussex were consulted first. A Police spokesman said: "This helps the team to focus on offenders who are suspected of acquiring the more serious level of images, and those who may attempt or succeed in carrying out online or direct 'contact' offending against children".

The advice, sometimes accompanied by a letter, is an early warning stating that police have information making it clear that someone connected to an Internet Protocol (IP) address has accessed indecent images of children, even though at present the individual responsible for the suspected activity linked to the IP address may not have been identified, but that research has been carried out to identify any local child safeguarding concerns.

Officers tell the IP owner that if they are aware of this unlawful behaviour they should take measures to ensure it stops immediately, and that any further reports to Police linked to the same address or any of the occupants may lead to arrest, recovery and forensic examination of all computer equipment and storage devices and potentially prosecution.

It is too soon to determine whether this initiative will have a long term impact.

> **Recommendation:** Northamptonshire Police to consider evaluating this initiative to decide whether it could work in Northamptonshire. Adopting this initiative may also help in generating new intelligence.

6.2. Online Safety training

As part of the effort to protect children and young people in the county, an E-Safety Officer is employed to support and ensure that professionals, young people and parents are aware of how to remain safe online and keep others safe while online.

The vast majority of work undertake by the E-Safety Officer is with schools, who are able to organise events with the safety officer for staff, parents and young people to attend[13]. The sessions delivered in schools are aimed at young people, teachers and parents. The main focus is to make everyone aware of:

- o Online grooming, including warning signs and sexting
- o Social Media
- o Healthy Digital footprint
- o Teaching resources
- o Reporting
- o Online bullying
- o Real cases in Northamptonshire
- o Mental health and social media

The sessions aim to give young people the skills, education and resilience to navigate their way safely through the internet. Parent sessions are aimed at educating parents to the dangers of the internet and how to keep their families safe. Information on how to support children on internet safety and how to use some of the most frequent social media sites (i.e. Facebook, Snapchat, YouTube and Instagram) including their privacy settings are provided.

Practitioners are given the resources and training in keeping children safe online via updated knowledge gained from the Police and delivered by the E-Safety Officer. Guidance is also provided to schools to develop an E-safety policy and staff policy and on how to log incidence of e-safety.

Currently, partnership work is taking place between NCC and Northants Police to create an action plan around online safety to challenge the way young people behave online and protect vulnerable adults. Partnership working will also enable us as a county see what is being done well and what needs improvement around online safety. Designated safeguarding lead training is taking place in November 2016 to train specific staff on online safety, the Police will be present to educate staff in keeping young people safe online.

5.3 Offline Grooming leading to CSE

There are also another 30 CSE offences that involve grooming without the use of the internet to make the initial contact. These are face-to-face contacts usually through casual meetings or through being introduced to someone by a friend, often at parties.

One recognised model of offline grooming is known as 'the boyfriend model'. The perpetrator becomes friends with a young person which then develops into a 'relationship'. The 'boyfriend' is typically in their late teens or early twenties and the girlfriend a young teenager. However, this relationship becomes increasingly more unequal, the perpetrator forces the young person into unwanted sexual activity and may include sexual activity with the 'boyfriend's' friends and associates.

This type of CSE can be difficult to identify with the victim often not recognising that he/she is being exploited. In Northamptonshire, there are many examples of relationships between an early 20s male and a young teenager but no evidence of a greater degree of exploitation. Is this because agencies, including the Police,

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[13] http://www3.northamptonshire.gov.uk/councilservices/children-families-education/help-and-protection-for-children/protecting-children-information-for-professionals/Pages/bullying-and-online-safety.aspx

have not attempted to dig deeper to expose any exploitative or coercive elements (or to even understand the relationship) due to an 'uncooperative' victim? These relationships are likely to be labelled as inappropriate.

> Recommendation: To ensure that all children and young people found to be in an inappropriate relationship due to their age difference are advised about issues associated with CSE. In particular advice should be provided on consent and choice.

> Recommendation: To ensure that the CSE Assessment is carried out by the appropriate service for all young people found to be in an inappropriate relationship due to their age difference.

5.4 Peer to Peer Sexual Exploitation

A sub-set of the above types of CSE is peer to peer abuse. This is CSE conducted by children or young people under the age of 18 on other U18s. In many CSE offences it is difficult to establish the true age of the perpetrator because the offences are committed online. In the reporting period for this report, there are 9 offences that match the peer to peer criteria. In most there is a narrow age gap and both parties are teenagers. However, there was evidence that grooming had taken place.

Again this is another area where there is likely to be under-reporting. Is it the case that sexual activity between peers of this age is considered as teenagers experimenting with sex and therefore 'consensual'? A report written in Torbay by Devon and Cornwall Police[14] found that authorities were not recognising that sexual activity, even between peers, is sexual abuse and may even amount to sexual exploitation.

5.5 CSE Conducted by Persons in Authority

The abuse of power by someone in authority in order to conduct sexual offences against a child or young person is another form of CSE. Often these offences come to light years after the offences have occurred, when the victim has realised that they were victims. There have been some high-profile cases in the media, particularly in relation to celebrity cases which fall into this category. These have given some victims the confidence to disclose the offences they have been subjected to.

CSE in Northamptonshire by Persons in Authority (2015/16)
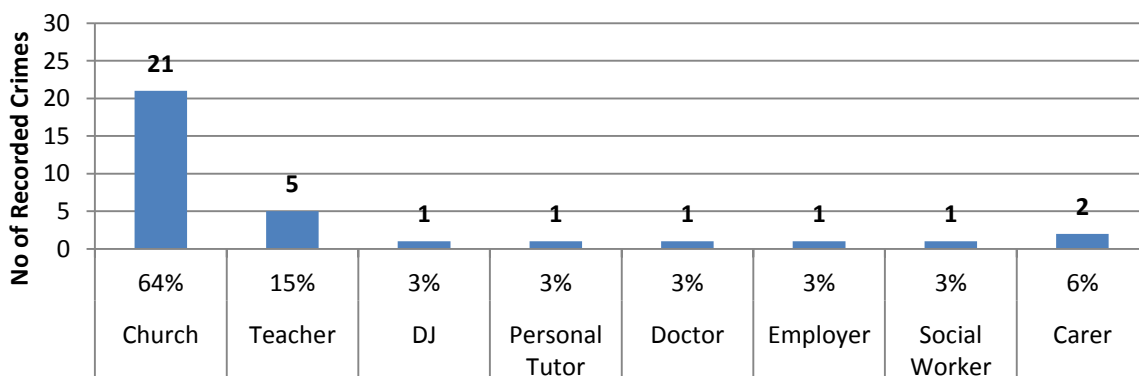
The largest group in this section is the church category with 21 offences. 19 of these relate to one CSE investigation, Operation Lighthouse. These crimes occurred between 1970 and 2013 and therefore are part

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[14] Child Sexual Abuse & Exploitation (June 2015) Devon and Cornwall Police

of the non-recent crimes recorded in the reporting period. Victims' ages range from 2 years old and 16 years old. There are several offenders who all used their position to take advantage of their victims.

5.6 CSE by Prostitution

Another form of CSE is exploitation through prostitution, although there are few recorded cases in Northamptonshire (just two reported in the last year). However, the victims of these specific offences did not believe that they were victims. For this reason, the offences are not reported by them but by third parties. This also makes prosecutions difficult. There is an intelligence gap as to the extent of this problem in Northamptonshire, but with two recent cases, there is clear evidence of this occurring.

5.7 Sexual Exploitation in Organised Crime Groups (OCGs) or Networks

In other parts of the country, there have been high profile cases where organised CSE has been taking place through a network of perpetrators. Girls and young women, in particular, have been targeted with the deliberate aim of sexual exploitation and using grooming methods to recruit their victims. Ongoing violence and coercion are often used to maintain control over the victims. Human trafficking has also sometimes been involved.

In Northamptonshire so far, no such organised network has been identified. However, this does not necessarily mean that such networks do not exist in the area. Reports from areas where they have been identified have stressed the need to be proactive in gathering intelligence. Waiting for the intelligence often does not work because of the nature of the offence. Victims will not realise they are victims and the control exerted over them by their offenders means that they can be intimidated to such an extent that they do not feel able to disclose their situations.

Work has been conducted to identify potential networks and this has had some success in identifying intelligence gaps. This has led to identifying individual perpetrators that are linked together but not in any recognised or organised format that would indicate a CSE network.

A brothel in Northampton that was suspected of using underage girls was identified in 2015. Following a police investigation a 34 year old female was convicted in 2016 for running this brothel. This may have been part of an OCG. However, further work needs to be conducted to establish whether this is the case.

One reason why networks may not have been identified so far is the difficulty in joining up intelligence from different agencies. It may be that a more developed picture of intelligence is possible by combining information from different sources. Attempts are being made to facilitate this by the use of Ecins software. This was designed for exactly this purpose. Northamptonshire is in the early stage of using this and it remains to be seen whether a more all-encompassing intelligence picture leads to the development and identification of new perpetrators and victims.

For a group of offenders to be classified as part of an OCG they have to achieve a certain score from a nationally recognised matrix. Peer groups or gangs that do not meet this definition therefore operate at a lower level of criminality. In Northamptonshire, several of these lower level groups have been identified and analysed. In some instances, there is intelligence (though unconfirmed) that could suggest that potentially some girls are being sexually exploited. Work is ongoing in developing this intelligence further.

The key strategy here is that the Police and partners must be proactive rather than reactive in identifying CSE either with perpetrators or victims. This may prove or disprove the existence of CSE networks in Northamptonshire.

5.8 Other Potential Risk Factors

<u>The Influence of Pornography</u>

Some CSE reports talk about the influence of adult pornography, mainly on boys, and how it affects their attitudes towards sex and females. It is suggested that pornography at an early age can distort the perception of what is 'normal' behaviour. Boys and young men that have been influenced can attempt to persuade their victims that they should be following examples seen in pornographic situations. In Northamptonshire, these scenarios are not common, but they do occur. In four of the cases in the reporting period, pornographic videos or images were sent to females. The implication in at least two offences was that the offender was trying to convince their victims that this was what 'they should be doing'.

<u>CSE in Rural Areas</u>

Northamptonshire is a mainly rural county with several large towns but no major cities. Therefore, risk of CSE must be considered differently to other areas with large centres of population. The following questions need to be considered from a rural perspective:

- Is there a lack of youth services and activities in rural Northamptonshire – is one area affected more than another?
- Are national and local government austerity cuts affecting organised youth support particularly in rural areas?
- Do children in rural areas spend more time online because there may be fewer facilities/ activities for them than in more urban areas, and does this make them more vulnerable to online predators?
- Is it the case that children in isolated or rural areas are more likely to share cars with older teens because transport in these areas is poor?
- Do partnership agencies provide tailored advice focusing specifically on rural communities? Are parents less aware of the dangers/ indicators of CSE in rural areas?
- Because Northamptonshire is sometimes thought of as a quiet rural area without the problems of big city locations, does this mean it is perceived as being safe and that CSE does not happen here?
- Is Northamptonshire considered a safe environment for children in care by other counties when a child requires an 'out of area placement'? If Northamptonshire is receiving these placements, is there an impact on local children and how is this being managed?

5.9 AlterEgo Creative Solutions - Chelsea's Choice, A Preventative Play

A Northampton-based applied theater works with schools, colleges, universities, police forces, social services, LSCBs, charities, borough councils, county councils, private businesses, national government agencies and NGOs to deliver productions, workshops and training for young people and adults both in the UK and abroad.

Developed with the support of Northamptonshire Women's Aid, a number of victims of CSE were interviewed and the play was based on the real life story of a Northamptonshire woman who became a victim of CSE, though additional elements were added from all the victims that contributed to the writers' understanding of CSE. The play is designed to raise awareness around the issues of CSE with professionals, teachers, parents and carers and young people. The target audience is those aged 12+, with information suitable for teenagers and the adults that support them. The production runs for 40 minutes and is followed by an interactive

plenary session during which the cast members talk with the audience, expand upon the issues explored in the play and answer any question or concerns that they might have.

Chelsea's Choice tells the story of a group of three students who discover the diary of a girl called Chelsea. Chelsea was a 15 year old girl who, having fallen out with her friends and family, met a man called Gary. Gary was kind, understanding, had a nice car, had his own flat and listened to her. Unfortunately Gary was not what he seemed to be. Chelsea's story is played out and examined by the three students who, along with their teacher, attempt to understand what happened to Chelsea and how it could have been prevented.

Within this story a number of themes are covered for the audience to consider, including:
- What makes a healthy or unhealthy relationship
- Safe internet use/ sexting
- What is consent
- The grooming process, including the differing models and methods
- Child Sexual Exploitation and the varying forms it can take
- Where to go for help and advice
- Awareness of 'The Warning Signs of CSE'
- Raising awareness of the journey that young people may have been on that has resulted in them being exploited – a journey that can all too easily make it seem as though they have 'made their own choices' and can leave them not seeing themselves as victims and fighting against any intervention.

AlterEgo Creative Solutions toured thought Northamptonshire between 25th January and 5th February 2016 and again between 14th March and 23rd March 2016, during which a total of 31 schools, including 3 complementary education centres, in all 7 districts and boroughs across Northamptonshire presented the play to more than 6,000 secondary school pupils.

As part of the AlterEgo production a number of audience members at various points throughout the production were surveyed. The data reflects the audience's responses to 7 different statements about their awareness of the issues and the results are shown in the table below:

Number of young people who saw the play : **6398** Audience surveyed : **300**		
	Agree	Disagree
I now have a better understanding of the issues surrounding Child Sexual Exploitation and the different forms that it can take	99.3%	0.7%
I now have a better understanding of 'The Grooming Process' and how it is used to trick, trap and manipulate people into being sexually exploited	99.1%	0.9%
I now have a better understanding of 'Safe Internet Use' and why I should keep myself and my personal information safe online	99.1%	0.9%
I now have a better understanding of what makes a 'Healthy Relationship'	98.9%	1.1%
I understand that 'Grooming' and 'Sexual Exploitation' can happen to young boys as well as girls	98.7%	1.3%
I am aware that the process that Gary used on Chelsea is not the only way that 'Grooming' and 'Exploitation' can work. It can be done by men, women, boys and girls. It can be done by individuals as well as groups and gangs.	99.4%	0.6%
I would recommend watching 'Chelsea's Choice' to other young people my age.	99.3%	0.7%

Further information can be gathered from the AlterEgo web page for the Chelsea's Choice Production
http://www.alteregocreativesolutions.co.uk/chelseas-choice/.

5.10   Child Sexual Abuse – Stranger Contact Offences

There are a number of sexual offences to U18s that have not been counted as CSE. This is because they appear to be one-off offences with no signs of grooming or exploitative coercion, neither was the victim or offender known to each other. These offences fall within the wider remit of child sexual abuse (CSA). However, if it could be established that a single offender was targeting more than one victim with a premeditated intention of abusing vulnerable children, this would constitute CSE. Therefore it is important to record these offences accurately so that any commonality is identified. Similarly, such offences should be analysed for CSE by looking at, for example, hotspots (if they do exist) and using other analytical techniques.

> **Recommendation**: To conduct regular proactive analysis on all sexual offences to U18s with the aim of identifying possible serial CSE offenders.

5.11 Non-Crime Incidents

Northamptonshire Police has a procedure for recording incidents where an offence is not immediately apparent. These incidents are recorded as 'non-crimes'. If at a later date, with subsequent enquiries, it does become clear that an offence has indeed been committed, then a non-crime is converted into a crime.

Examples of non-crime incidents:

- Offences against children or young persons reported by Northamptonshire residents where the offence took place in another county or country. This offence would then be recorded in the force area where this occurred. However this is clearly important for Northamptonshire agencies to be aware of, because the victim may have been subject to previous crimes in Northamptonshire that would be relevant in gaining a better picture of the victim's history.
- Incidents being reported because a caller is concerned that a child is in danger of having an offence committed against them in the future. No offences at that point have been committed. This needs recording because if future offences do occur it will add to the safeguarding picture for that child and increase understanding of the nature of the potential offending
- Incidents reported by a professional that has concerns about a child's physical state or about a child's behaviour but has no knowledge that they have been subject to a specific offence. However, they have a suspicion that this may be the case. These suspicions may not, in the end, have any criminal foundation and therefore remain a non-crime incident.
- There is new information about a child that is known to be at risk of sexual exploitation which is better recorded formally as a non-crime incident, in order to ensure it is linked to that child's history.

Although there are only few offences of non-crimes coded as child sexual exploitation this may be because the code is not being used as often as it should be. Awareness of this code among officers has been found to be varied. Nevertheless the analysis of non-crimes as a category could be useful if used as intended, as another measure of trends and activity within the subject of child sexual exploitation.

- In 2014/15 there were 26 non-crimes recorded in Northamptonshire flagged as CSE from a total of 1,741 child–protection non-crimes.
- In 2015/16 there were 3 non-crimes recorded in Northamptonshire flagged as CSE from a total of 1,779 child protection non-crimes.

This is an indication of the poor use of the CSE flag despite the Force promoting its use to all officers in 2015 following the original CSE report where it was first highlighted.

With the adoption of new crime recording software in March 2016 (Niche) it remains to be seen whether non-crime recording and CSE flagging will continue to have poor usage. In the first few months of Niche there does appear to be little knowledge of how CSE should be recorded in the new database. A small sample of officers were questioned on their awareness of how to record CSE in Niche and several were unaware. This applies to both the recording of crime and non-crime CSE offences. In order to extract data for this report, all sexual offences to U18s had to be examined manually to determine whether they constituted an offence of child sexual exploitation. This was because of the unreliability of the flagging system. This should be considered as an unsustainable process in the long term.

These recording problems also have implications for statistical returns for the Home Office and Northamptonshire Police performance measures. Combined with the issues around the interpretation of the definition, currently, the figures produced for statistical returns do not reflect accurately the true level of CSE in Northamptonshire.

> **Recommendation**: To provide officers with guidance on how to record CSE crimes and non-crimes using the CSE referral flag on Niche.

> **Recommendation**: To regularly conduct audits on non-crimes which have been labelled as 'child-safeguarding' to ensure that where there is a CSE risk that they also have the 'CSE referral' flag.

### 5.12   Referrals to Children's Social Services

During 2015/16, 456 children and young people (CYP) were recorded at initial contact stage (IC) with a presenting issue of CSE, a total of 512 times. Of these 456 CYP, 70.3% (360) were female, 28.5% (146) male and 1.2% had no gender information recorded.

The distribution of all 512 initial contacts by age and gender shows that children and young people of all ages are recorded as being at risk of or affected by CSE. The data quality, however, poses some issues, as some unborn babies are also captured as at risk. This is in part due to the method of recording ICs; for example, an IC may be made to MASH by the Police primarily concerning a 15 year old who they believe is at risk of CSE, but may also include concerns and information for any siblings.

As the primary concern is CSE, this will be the recorded reason for all the children and therefore affect the age range shown. This method of recording which includes those children connected with someone at risk of CSE means that the true age range of those most at risk is hidden, and while we can surmise that younger children are likely to have been included due to having an older sibling at risk, it is not possible to say that all will have been included for this reason.

> **Recommendation**: MASH to review data recording procedure for referral, with particular emphasis on ensuring that only those within a sibling group at risk of CSE are coded as 'at risk of CSE'.

However, the information does show changes in the age and gender profiles of the children. Firstly, the number of ICs for girls starts to show a steady increase at age 11 and peaks at 15 years old before decreasing again. For males, there is no evident trend or correlation between age and number of ICs, with those young males aged 16 being the largest age group referred during 2015/16 - this is not by many and those aged 15, 12, 10, 9 and 8 show similar levels. For those in age groups 3, 4, 8 and 9 years old there are more males recorded than females. All other groups show equal or higher numbers of females at risk.

Initial Contacts for CSE during 2015/16 by Age and Gender
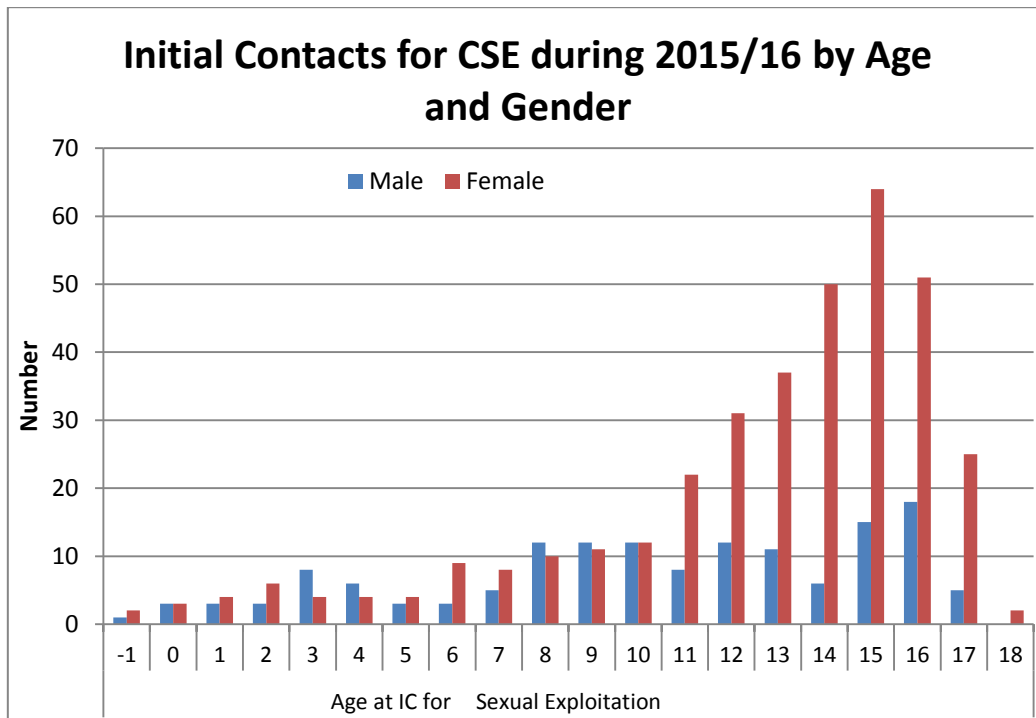
Recommendation: There is a nationally recognised concern about the underreporting of male victims. Explore the possibility of creating work streams aimed at encouraging male victims of CSE to report and seek support within Northamptonshire.

Work is being undertaken by the Education Inclusion team to provide training sessions for School Designated Safeguarding Leads (DSL) and School Nurses on a rolling programme with expert presenters covering specific areas including CSE. These sessions are due to start in October 2016 and will be at venues across the county in order to enable as many School DSL and Nurses to be able to attend.

Recommendation: Work with Secondary Schools to raise young people's awareness of the risk of CSE, given this is the age group most likely to be affected, including:
- Young people's understanding of early warning indicators of grooming and CSE
- Risk factors
- Parental understanding of CSE and risk factors and support available
- Work with School Governors and designated Governor for CSE

Recommendation: Work with local community groups, youth groups, sports teams and clubs to enable better understanding of CSE, welfare and safeguarding concerns both in relations to the groups and their members.

While the ethnicity of those recorded at IC with a presenting issue of CSE during 2015/16 shows that 78.9% had a White background (a much lower proportion than in the general population in Northamptonshire), the second largest group is those where no ethnicity information was obtained (15.6%). As data quality issues impact on such a large group, any over or under representation of ethnic groups presented in the ICs during 2015/16 could be attributed to the lack of information. Therefore it is not possible to make any robust assertions around the impact of ethnicity on the likelihood of being a victim of CSE.

Ethnicity group	
Any Asian background	2.3%
Any Black background	0.2%
Any mixed background	2.3%
Any other ethnic group	0.6%
Any White Background	78.9%
Information not obtained	15.6%
Grand Total	**100 %**

Recommendation: Improve data capture of ethnicity in Children's Social Care records, through service-wide training, management of data quality by the service, to better identify ethnic groups so that future preventative work can be better targeted.

ICs originate from a range of organisations and individuals, so in order to get a more solid picture of where referrals come from, they have been grouped into 4 headings that cover the 3 most common organisations and an 'Other'[15] group that includes smaller and more specialised referrers for which standalone numbers are small. It is evident that the Police made 51% of all the ICs with a presenting concern of CSE during 2015/16. As a single group, Health Services made just 6.4% of ICs regarding CSE.

	Count of ICs	% of ICs
Education	122	23.8%
Health Services	33	6.4%
Other	96	18.8%
Police	261	51.0%
Grand Total	**512**	**100%**

The Police may make the majority of the ICs for CSE for a number of reasons. Firstly because of their role in locating missing people, the Police maybe find the young person in risky situations that suggest CSE concerns. Secondly, in the general work of patrolling, the Police are likely to come across young people in risky situations, such as public drinking, that may also be putting themselves at risk of CSE. Finally, due to their role investigating CSE and crimes related to indecent images of children, cases that are being investigated may bring additional victims to the attention of the Police.

62.1% of CSE ICs resulted in an outcome of 'Referral for further assessment is required', this shows that a high proportion of them are treated as a serious concern and further investigation would identify the level of CSE risk and any additional concerns. Further analysis of the assessments completed can be found in section 7.5. 16.1% of cases were signposted to Early Help and a further 9.4% were given information or advice following the contact of CSE concerns. Those outcomes recognise that there are some needs for support but feel that they are not at the level of need or risk for Children's Social Care involvement. By working with Early Help it is hoped that initial concerns of CSE can be addressed before reaching the level of need that would require Children's Social Care involvement. 12.4% of ICs for CSE are recorded as a notification only with no further action for Children's Social Care.

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[15] This includes family member, third-parties, LA services, Probation, legal services and the Court

Outcome of Initial Contacts for CSE during 2015/16
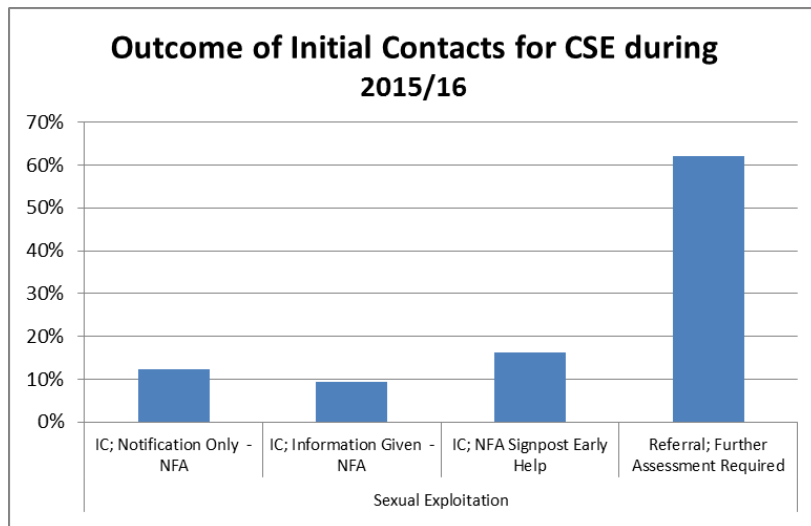
The highest proportion of CSE ICs were for children living in Northampton (33%), this is marginally higher than the 30.8% of the overall representation of Northampton in the county totals, as estimated for 2015[16]. 17% of the recorded CSE ICs came from Kettering, this is an over-representation of the area compared to its general population proportion of just 13.5%. Does this mean that Kettering has an increased problem with CSE or that more work has been done to raise awareness and identify CSE concerns in the area?

Recommendation: Develop understanding around increased CSE IC numbers in Kettering.

All other areas show an under-representation in recorded ICs for CSE compared to their population.

Inital Contacts for CSE by Locality 2015/16
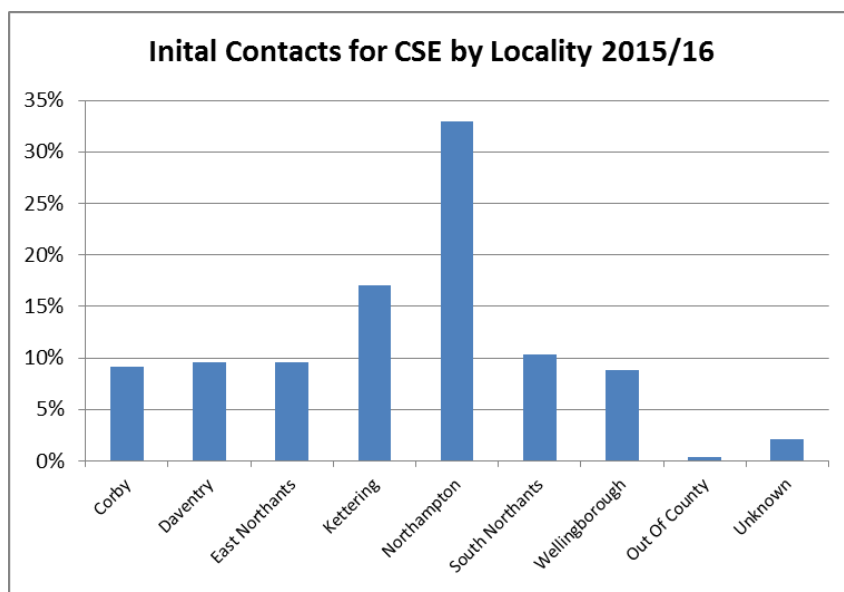
The Index of Multiple Deprivation 2015[17] (IMD) is the official measure of relative deprivation for small areas or neighbourhoods (LSOA) in England. Each LSOA is ranked 1 (most deprived) to 32,844 (least deprived); once indices are calculated, all areas are divided into 10 equal groups to create deciles that each show 10% of the LSOAs with a similar level of deprivation.

Mapping the CSE ICs received during 2015/16 by the IMD of the home postcode recorded for the child shows that those children in the 1st or most deprived decile (74 or 14.8%) were most frequently tagged with CSE. From there, a general downward trend in the number of CSE ICs with the increase in affluence to the lowest

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[16] http://www.nomisweb.co.uk/reports/lmp/la/1946157159/report.aspx?town=northampton
[17] The English Index of Multiple Deprivation (IMD) 2015 – Guidance

point in the 10th or most affluent decile (5.2% or 26%). Overall, this shows that young people from both deprived and affluent areas are being identified as at risk of CSE, though those in deprived areas are more frequently seen as at risk. This could indicate that young people from deprived areas are more at risk than their affluent peers or that professionals in deprived areas are more familiar with the signs of CSE and more likely to raise concerns.
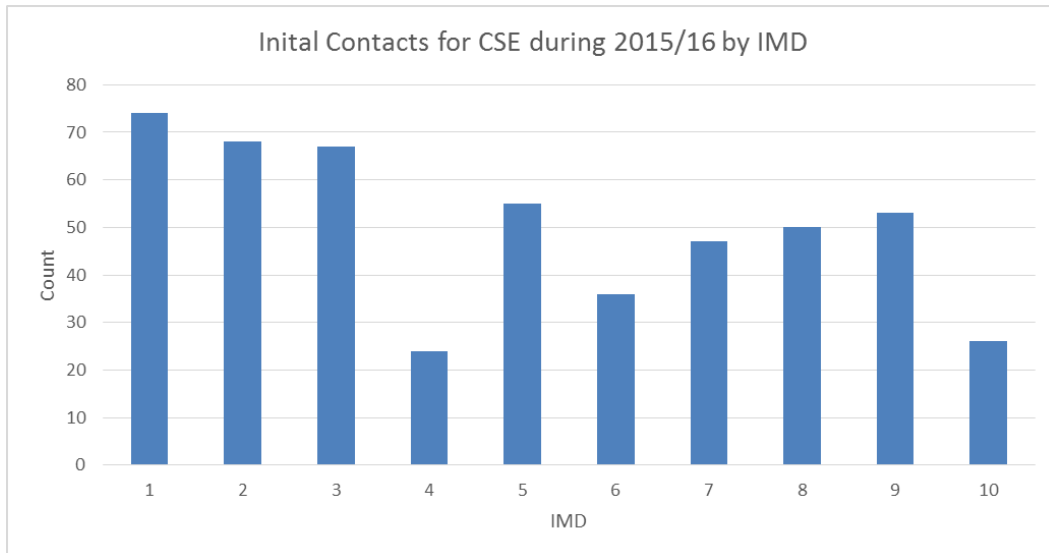
5.13   Multiple CSE referrals

A total of 50 children had 105 ICs for CSE between April 2014 and March 2015; of these, 5 had 3 referrals and the remaining 45 had 2 referrals each. Within this cohort, 28 families were identified in those contacts concerning sibling groups.
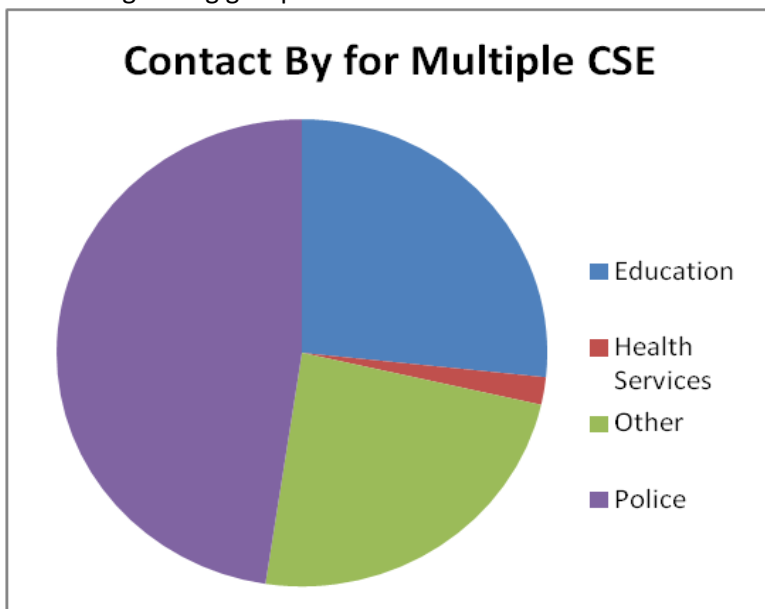

For this group many of the demographic details are similar to those of the overall CSE referral group. For the Multiple CSE referrals group, 79% were female, including all those with 3 CSE referrals. The age profile shows a broad range, with a clear peak between the ages of 10 and 16. Those with 3 referrals for CSE are aged between 12 and 17. Of the 50 children, 80% are recorded as having a White background, 3.8% have an Asian background and 3.8% have a Mixed background; for the remaining 12.4% there is no record of ethnicity.

Nearly half of all ICs for those children with multiple CSE ICs originate from the Police (47.6%). A smaller proportion of referrals are made by Police and Health in regards to this cohort, whereas there is an increase in the referrals from 'other' organisations. This may be either because the issues are more complex and therefore apparent to several organisations working with the child or young person, or because the level of risk is not visible enough to make these cases qualify for Police involvement, but cumulative concerns are significant as a whole.

Those with multiple ICs for CSE are recorded as resident in five areas: Corby, Daventry, Kettering, Northampton and South Northamptonshire; those with 3 ICs are recorded at addresses in Kettering,

Northampton and South Northamptonshire. Whilst South Northamptonshire is under-represented in regards to total numbers of contacts, it is the second most common location when considering repeat referrals. This could be because a handful of cases are being flagged repeatedly, or because children and young people in this area are more likely to be seen by several organisations which can then raise concerns. This information needs to be investigated further, to fully understand its significance.

Multiple Initial Contacts for CSE by Locality during 2015/16
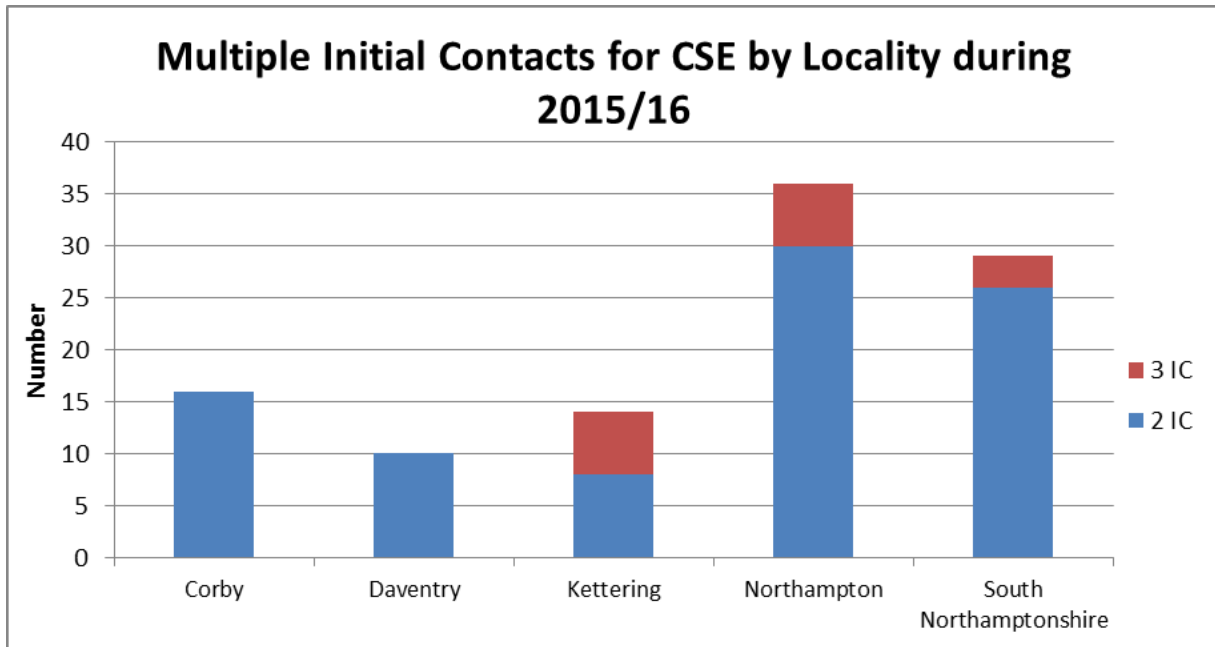
Neither East Northamptonshire nor Wellingborough have any young people with multiple CSE recorded, though as both areas showed an under-representation of referrals for CSE compared to population size it is not entirely surprising,

5.14   CSE Crime referrals

Of the 170 CSE offences identified by Northamptonshire Police, 122 have been known to Northamptonshire County Council's Children's Social Care team either before, at the time of the crime or since the crime.

There were a number of crimes for which the victim has not been known to Northamptonshire Children's Social Care as far as current records show. The majority of those not known are for the historic crimes, but 16 were for crimes that took place during 2015/16 but in which the victim was not known.

Known to NCC Children's Social Care			
	No	**Yes**	**Grand Total**
Current year	16	108	124
1 year	1	8	9
2-4 years	2	5	7
5-10 years	2		2
10+ years	27	1	28
Grand Total	48	122	170

There are a number of reasons why a victim of CSE crime may not be known to NCC Children's Social Care, including that we have been unable to match data held on individuals across the two systems.

For those who were known to Children's Social Care around the time of the crime, a range of tags or involvement can be seen in the table below by timeframe of when the crime occurred, though for more than

20 of the individuals that were known to Children's Social Care at the time of the crime, we were unable to identify the reason for involvement.

Presenting Issue	Current year	1 year	2-4 years	10+ years	Grand Total
Both CSE and Missing	6		1		7
Child Sexually Harmful	7				7
Family Breakdown	1				1
CIN	5		1		6
CPP	6				6
CPP & LAC	2				2
Child Sexual Exploitation	36	6		1	43
Child's Emotion / Behaviour Issues	3				3
LAC	4		1		5
Missing	14				14
Neglect	1				1
Sexual Abuse	3				3
None	20	2	2		24
Grand Total	**108**	**8**	**5**	**1**	**122**

This shows that Children's Social Care involvement with children at risk of CSE includes concerns about a range of other factors. At least 7 of this group where Looked after Children at the time of or shortly after the CSE crime data, and a further 12 where classified as 'Child in Need' (CIN) or Child Protection Plan (CPP) and working with Children's Social Care.

5.15   Initial Assessments by NCC with flagged risk of CSE

Once an initial contact to MASH has been received and a decision for further assessment has been made, the case is referred to the Assessment Team. At the beginning of 2015/16 the Safeguarding and Children's services assessment completed was the Initial Assessment (IA) followed by a core assessment if more in-depth information was needed. However, from mid-January 2016, the Initial Assessment was replaced by the Single Assessment (SA). For the purpose of this report, assessments completed during 2015/16 will be referred to as Initial Assessments (IA).

The Department for Education has produced a guideline for assessments entitled 'Children in Need Census: Additional guide on the factors identified at the end of assessment'[18]. This document includes definitions of risk factors and why it is important that the risk is identified and recorded. The assessment should take into consideration three areas:
- The child's development needs
- The parents' or caregivers' capacity to respond appropriately
- The wider family and environmental factors.

The list of risk factors included is not exhaustive but should cover key factors that should be evident during assessments and could be used to facilitate service planning.

In Northamptonshire during 2015/16, a total of 534 IAs were completed that indicated a risk or known concerns around CSE or Missing for a total of 497 children being assessed. An IA is completed on each individual child within a family, but while there will be overarching concerns that affect all children within

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[18] Department of Education, (Nov 2015) Children in Need Census: Additional guide on the factors identified at the end of assessment Page 5.

the family, the IA for each child should be tailored to each child and include any additional risk factors that may be specific to an individual child. Some assessments showed concerns of both CSE and Missing; these will be discussed in both sections and therefore some will be double-counted for outcomes or risk factors.

The outcomes of all the IAs completed during 2015/16 that identified a risk of either CSE or Missing are presented below. This shows that for both CSE and Missing, 'Proceed to Core Assessment' is the outcome in nearly half of all assessments (32.1% and 45% respectively). For those with the risk of 'Missing', 'Close Case - NFA' 12.6% (33), 'Step down to Targeted Prevention' 11.1% (29) and 'Service Agreed - Ongoing Involvement' 9.5% (25) are the main outcomes.

Outcome	Missing	CSE
Case Closure - NFA	33	65
Case Closure - Step Down to Tier 3 Services	10	17
Case Closure - Step Down to Universal Services	1	4
Terminate, Change in Circumstances	2	3
Step down to Targeted Prevention	29	12
Service Agreed	10	33
Service Agreed - Ongoing Involvement	25	56
CIN Plan required	12	12
Complete Private Fostering Status	1	0
Proceed to Core Assessment	118	125
Proceed to S47 and Core Assessment	21	62
Grand Total	**262**	**389**

A range of 27 risks were identified for those at risk of CSE or missing. These risk factors identified through IAs cover the range of vulnerability factors that are associated with a heighten risk of CSE. No young person was listed as being at risk of all the identified risks listed; the highest number any one individual has is 16 risk factors, though the average number is 5 risk factors.

389 IAs included CSE as a risk factor; below is a list of risk factors that were also identified for those at risk of CSE. The list below shows what other risk factors being at risk of CSE more often is associated with:

- In 186 cases there were risks of **Sexual Abuse** (this means that most children and young people at risk of CSE have either been a victim of or are also at risk of CSA in its wider sense)
- In 125 cases there were concerns of **Emotional Abuse** (meaning that there is a strong correlation between the likelihood of a child being emotionally abused and becoming a victim of CSE)
- 117 were at risk of going **missing** (going missing is often correlated with an increased risk of becoming a victim of CSE)
- 106 exhibited **socially unacceptable behaviour** (this could be that children who already display anti-social behaviour are more likely to be targeted in terms of CSE, or that their involvement with potential perpetrators makes them more likely to exhibit such behaviours)

The following risk factors also appear in association with CSE risk, to a slightly lesser extent:

- 99 children were listed as having **no risk factors** identified during IA[19]
- 97 children were listed with **Mental Health** concerns
- 95 children were listed as at risk of **drug abuse**
- 93 children showed signs of **self-harm**

[19] Please see section below on 'No Risk Factors'

- In 90 cases there was concerns of **neglect**

- 79 children were at risk of **Domestic Violence**

- 75 listed **Alcohol** concerns for the child

- 67 children were at risk of **Physical Abuse**

- 64 children were at risk of **exposure to parent or carer in a Domestic Violent relationship**

- 54 children had **parents or carers with Mental Health concerns**

- 39 children had **learning disabilities**

- 36 were at risk of **'other'** unlisted factors

- 30 were at risk of **gang involvement**

- 24 children with **parents or carers with physical disabilities**

- Of the above 24, 14 were listed as **young carers**

- 21 listed **Alcohol concerns for parents or carers**

- 19 children were at risk of **exposure to parent or carer drug use**

- 10 were at risk of **trafficking**

- 8 were **Unaccompanied Asylum Seeking Children**

- 5 children had **physical disabilities**

- 3 were **privately fostered**

- 2 children had **parents or carers with learning disabilities**.

Below, each bar represents all 389 children who had an IA during 2015/16 and were identified as being at risk of CSE, with the blue section of the bar showing the proportion at risk of the respective factor. It is evident from this that no risk factor was identified for more than half of the cohort, with some of the risk factors being identified as a concern for as few as 2 or 3 individuals. Of a possible total of 27 risk factors that could be identified during assessment, including CSE, all 27 risks where identified for at least one young person. This shows that the risks faced by victims of CSE in Northamptonshire are varied but are being recognised by Children's Social Care during assessment.
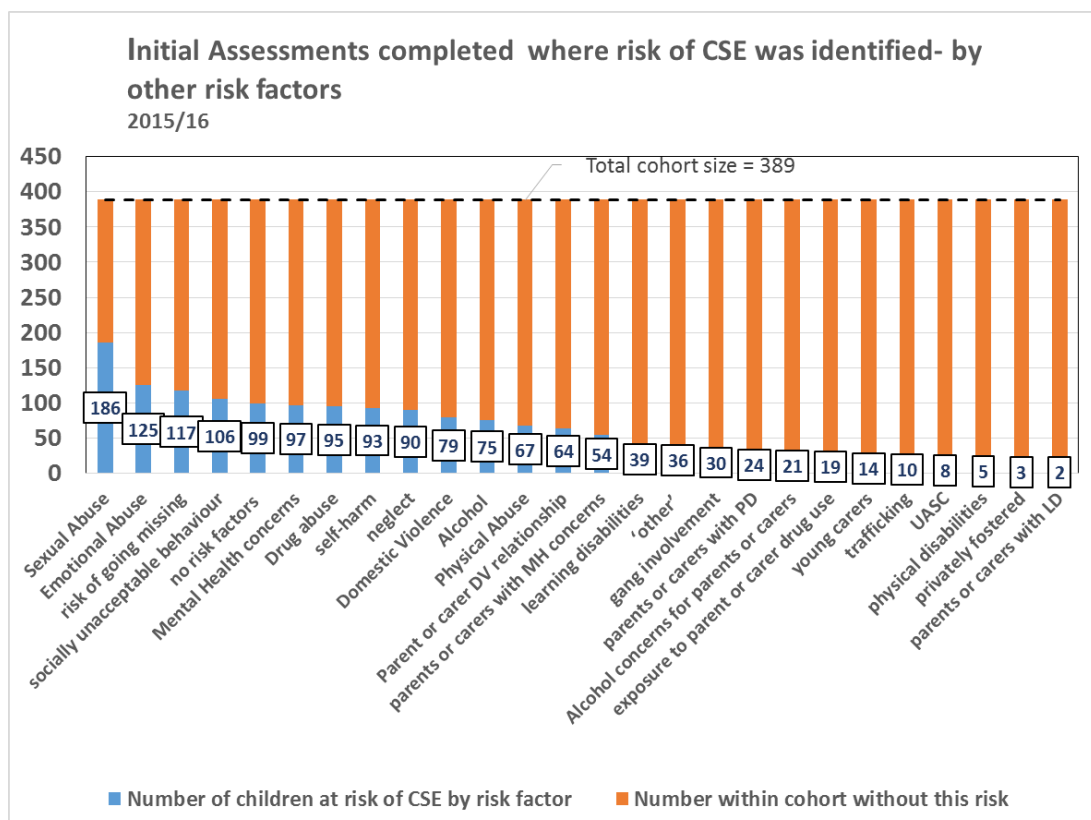
CSE is rarely an isolated risk factor presented by a child and there are a large number of risk factors associated with it, as shown in the list above. By using a Venn diagram with the three risk factors most commonly found for those at risk of CSE, it highlights the overlap of some of the concerns. The Venn diagram below represents not only the number of children at risk of each concern but also the number of children at risk of all those concerns grouped together. A total of 282 (72%) children that were considered at risk of CSE at IA stage were also considered to be at risk of either sexual abuse, emotional abuse or going missing; 29 of those children were considered to be at risk of all of these risks.

It can be concluded therefore that being subject to or at risk of sexual abuse or emotional abuse increases a child's vulnerability to becoming a victim of CSE, whilst at the same time emotional abuse is more likely to lead to children going missing, which in turn increases their risk of CSE. Whilst this can be viewed as an abstract way of representing very diverse and complex circumstances, it is a very useful tool when trying to understand how certain risk factors group together, in order to better address the root causes of CSE victimisation.
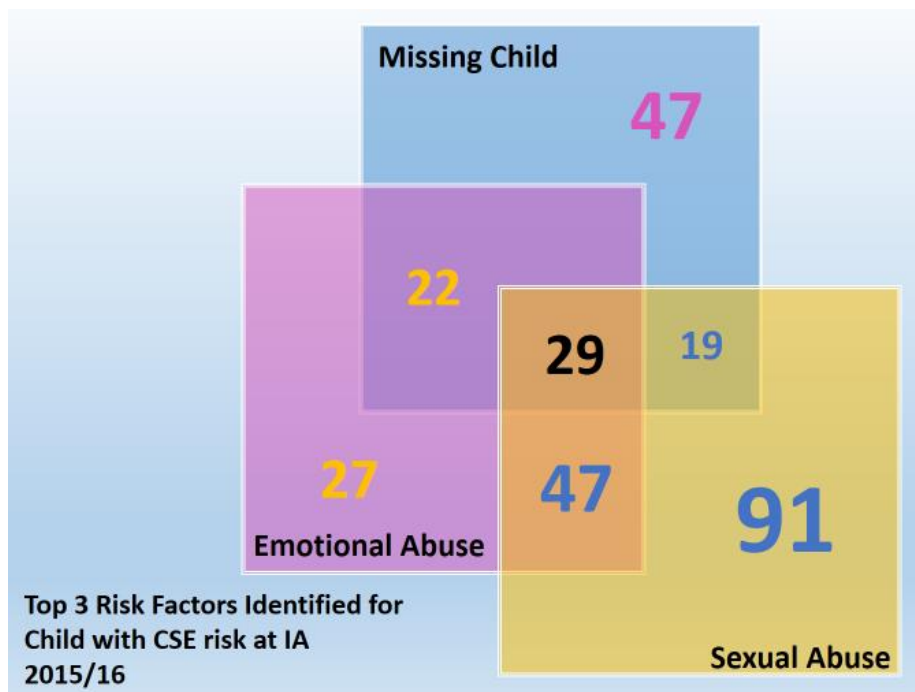
5.16   Initial Assessment with the RISE Team (Northamptonshire multi-agency team)

RISE is Northamptonshire's dedicated multi-agency team tackling Child Sexual Exploitation. As covered above, it comprises staff from Police, Safeguarding and Children's Services, CAN (3rd sector drug, alcohol and homeless service) and Health.

For cases where there are concerns of CSE, a referral is sent to the RISE team. In order to make a referral to the RISE team, a completed CSE risk assessment is required. Those that have a score of 38 or above indicate a high risk of CSE and this is generally considered the threshold for RISE involvement. This assessment is used by the RISE management team during the weekly referrals meeting, in combination with professional judgment for the acceptance and allocation of cases.

The RISE team handle on average 50 cases at a time. The ages of those young people the team work with range from 9 to 17 years.

Once a case has been accepted, the RISE team work with the young person and their families to develop their understanding of CSE and how to protect themselves from further risk, as well as to develop self-reliance and confidence.

RISE also complete the monthly Missing Notifications return, displaying key data relating to absent and missing children, to inform partners such as Safeguarding Services, Police and Health on the findings from their activity.

At the time of writing, 24 cases were open to RISE that had also had an IA completed during 2015/16. The highest number of risk factors identified in these cases was 15 and the average number was 7; this means that those cases taken on by RISE have a higher number of risk factors overall than those that have CSE or Missing identified as a risk but are not open to RISE. The other risk factors identified, ordered by frequency of occurrence, are:

- All 24 were at risk of **CSE**
- In 11 cases there were risks of **Sexual Abuse**
- 10 children were at risk of going **missing**
- 9 listed **alcohol misuse** concerns for the child
- 9 children exhibited **socially unacceptable behaviour**
- 9 children showed signs of **self-harm**
- In 9 cases there were concerns of **neglect**
- 8 children were listed as at risk of **drug abuse**
- 8 children had **Mental Health** concerns
- 7 children were at risk of **Domestic Violence**
- In 6 cases there were concerns of **Emotional Abuse**
- 4 children were at risk of **exposure to parent or carer Domestic Violent relationship**
- 4 child were listed as having **no risk factors** identified during IA[20]
- 3 children had **parents or carers with Mental Health concerns**
- 3 children were at risk of **Physical Abuse**
- 3 were at risk of **'other'** unlisted factors
- 2 were at risk of **Gang involvement**
- 1 listed **Alcohol concerns for parents or carers**
- 1 child had **learning disabilities**
- 1 child had **physical disabilities**.

In the graph below each bar represents all 24 open RISE cases that had IAs during 2015/16, with the blue section of the bar showing the proportion at risk of the factor listed. It is evident from this that no other risk factor was identified for more than half (12 or more) of the selected group, with some of the risk factors being identified as a concern for as few as 1 or 2 individuals. Of a possible 27 risk factors that could be identified during assessment, including CSE, a total of 19 risk factors were identified for the RISE cohort. This shows a range of factors are being identified at assessment for those children and young people who go on to work with the RISE team.

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[20] Please see section on 'No Risk Factors'
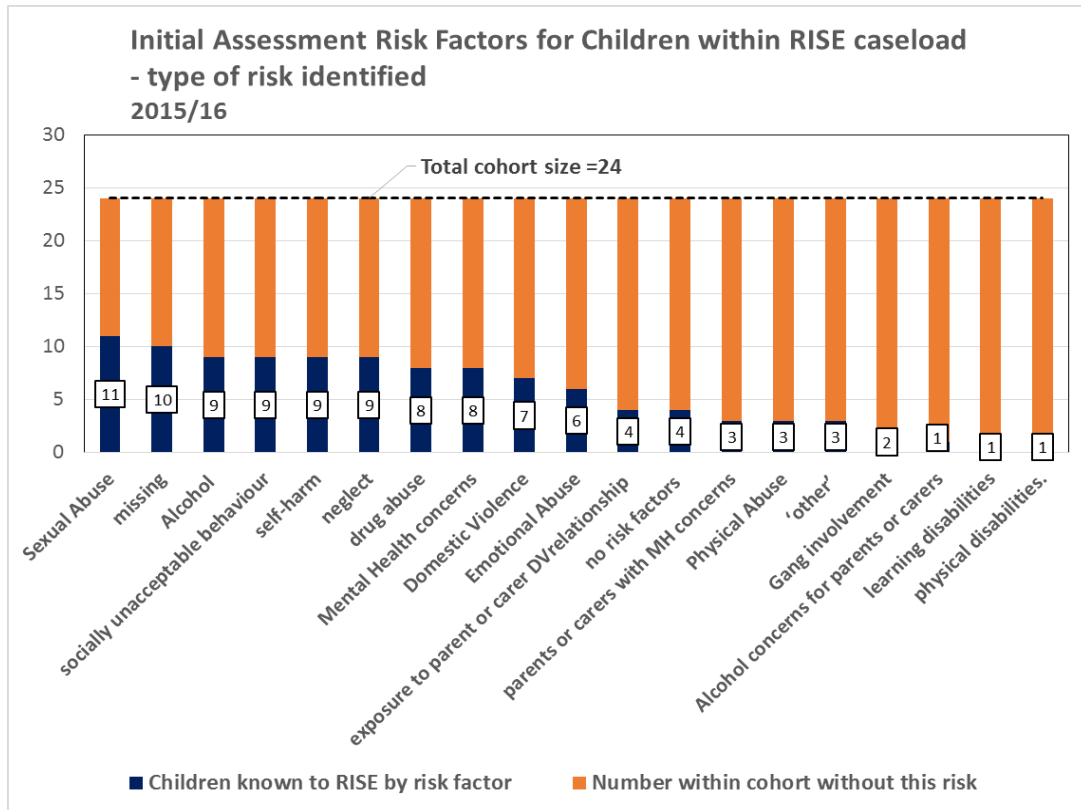
Initial Assessment Risk Factors for Children within RISE caseload - type of risk identified 2015/16

CSE is rarely an isolated risk factor presented by a child and there are a large number of risk factors associated with it, as shown in the list above. By using a Venn diagram with the three risk factors most commonly found for those at risk of CSE, it highlights the overlap of some of the concerns. The Venn diagram below shows the 3 risk factors most frequently identified for those open to RISE who had an IA during 2015/16. A total of 18 (75%) out of 24 of the children working with RISE were also considered to be at risk of one or more of the following, Missing, Sexual Abuse or Alcohol Abuse in addition to CSE. The strongest correlation found is between CSE and risk of sexual abuse.

Top 3 Risk Factors Identified at IA for Child on RISE caseload 2015/16
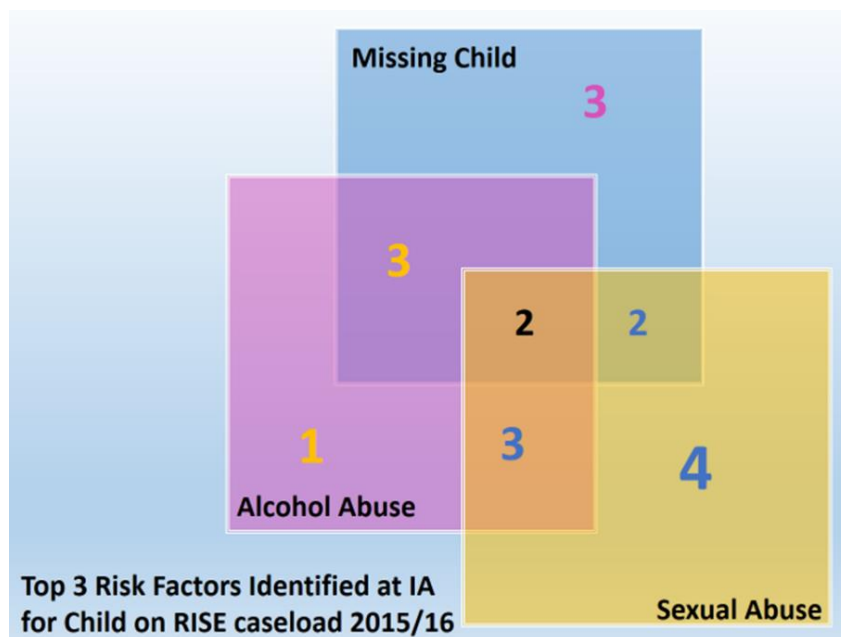
Working within RISE a CAN: Young peoples Drug and Alcohol Service, appointed voluntary worker is available to work with parents of children at risk of CSE and with substance or alcohol abuse concerns.

It is widely recognised that children and young people who are exploited are the most vulnerable on an emotional level and trauma work needs to be targeted and long term to ensure positive mental health outcomes for each young person. This work includes counselling, bereavement support and long term therapy from appropriately trained and specialist services. A process is being developed by the CSE Specialist Nurse based within the RISE team to identify the emotional needs of each young person accepted by the service and appropriate and timely referrals are made to ensure positive mental health outcomes for each young person.

The Monthly Level of Open Cases being Investigated by the Rise Team
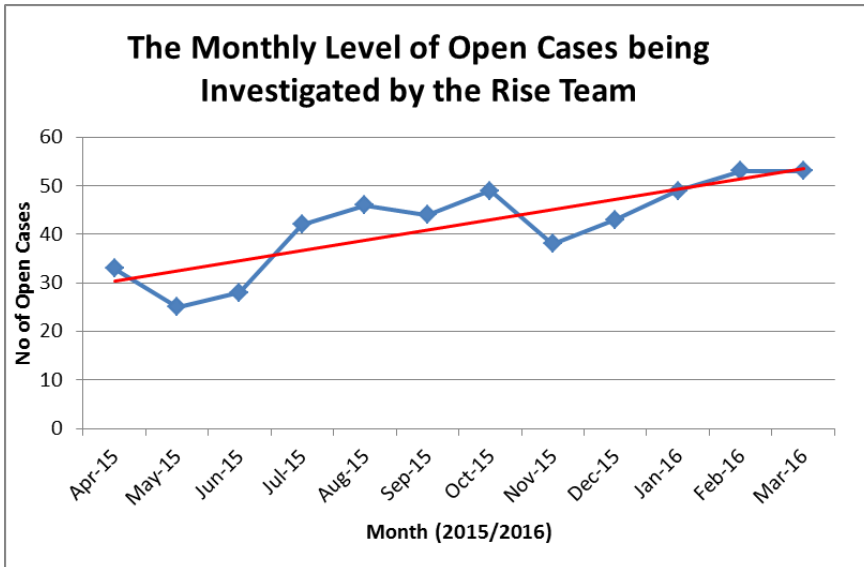
The RISE team also investigates serious incidents of CSE that meet risk assessed criteria and which require a more complex investigation. Other CSE investigations are conducted by CID. On average, there are around 20 referrals a month to RISE of which 10-12 are declined and 8-9 accepted. At any one time there are approximately 50 open cases that are being investigated. During the reporting period for this report, the chart shows that there has been an increasing trend in the level of ongoing investigations (open cases). The upward trend of open cases investigated by the RISE team could be attributed to increased resources in Police intelligence department around Safeguarding.

Additionally, in 2015 Safeguarding Training courses focused on CSE were offered by NCC to all professionals that work with children and attended by 600 people. The aim of this training was to increase the general awareness of CSE and its associated risk factors with teachers, youth works and other such professionals and increase the level of referrals to Children's Social Care.

> **Recommendation**: To analyse the rates of referrals to RISE to deepen the understanding of the upwards trend in levels of referrals and investigations. Possible focuses could include:
> - Cases re-referred to RISE
> - Capacity of team compared to referred caseload
> - Evidence of repeat referrers for both accepted and avoidable referrals

5.17 Children Open to Children's Social Care At Risk of CSE

Limited information exists within CareFirst to be able to provide up to date figures on children and young people at risk of CSE or subject to CSE that are open cases to Children's Social Care.

> **Recommendation**: To develop understanding of CSE concerns in the LAC cohort and commonalities such as accommodation, education location or group ties.

Currently, the following areas can be used to report CSE figures:

- Presenting issue at IC stage
- Primary need - Best practice is that this should be updated to reflect the current need if this changes throughout the child's journey
- Factor of concern in the single assessment – can be selected if the assessment has identified CSE as a factor
- RISE team current cases – requested ad-hoc from the RISE team.

A further complication is that it is not currently possible to differentiate between 'at risk of CSE' or 'subject to CSE' for a child without reading the individual case notes, visits, observations assessments etc.

The new requirements from Ofsted[21] for the 2015/16 fostering collection requires that Children's Social Care can differentiate between Looked After Children who were at risk of or subject to CSE during the year. Therefore, to enable up to date monitoring of CSE within the caseload at any given point, i.e. not looking back at what was deemed presenting need several years ago or at contact, a number of recommendations have been made regarding amendments to the various plans in the system.

> **Recommendation**: To amend the various plans in the Children's Social Care system to include more detail on CSE in line with the Ofsted 2015/16 data collection requirements. These should include:
> - Add a 'CSE risk' and 'Subject to CSE' tick in the Q2. Review Child In Need Plans and Initial Child In Need Plan
> - Add a 'CSE risk' and 'Subject to CSE' tick in the 'CP Conference Minutes NEW' form.
> - Add a 'CSE risk' and 'Subject to CSE' tick in the 'LAC review chairs report'.

This would mean that along with the initial data on presenting issues, primary needs and assessment factors held against the record at the start of a child's CIN episode, the flags in the reviews/ plans listed above will mean that at any point an up to date list of children subject to or at risk of CSE could be produced and our understanding of the picture of risk in the county would be greatly improved.

Whilst the above remains an issue of concern that needs addressing, some information regarding the current (at date of writing) LAC population was gathered as a starting point. During September 2016 there were nearly 1,000 LAC, of which 66 were recorded with concerns of CSE at either IC, Assessment or Primary Need Code during their contact with Children's Social Care.

The CSE LAC group contains 34 females and 32 males, with the majority (91%) of the group aged between 14 and 17 years old.

For this group, the earliest indication of CSE concern was raised in November 2009, almost a year before the child was taken into care; 31 of the children had CSE noted as a concern during 2016.

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[21] Ofsted annual fostering data collection: 2015 to 2016 form

6. Collecting Intelligence

The Police collect and record information and intelligence that is required for policing purposes. This is then evaluated, and some can be shared with partners. The intention is that this intelligence can be actioned in such a way that it can help protect and safeguard individuals and the public in general. This intelligence can take many different forms. At a basic level, it can indicate which areas may have a CSE issue, both because there are high levels of intelligence and just as importantly, which areas have low levels of intelligence.

Although it is called Police intelligence and it is recorded on Police databases, the origin of this intelligence is not restricted to only Police sources. Partners can and do provide invaluable intelligence as well. It is certainly the case that when there are multiple sources of intelligence on one subject, then that intelligence is likely to be more useful because it is likely to be more reliable and will have greater validity.

Intelligence on CSE is invaluable in identifying areas of threat and risk with perpetrators, victims and locations. The threat, harm and risk can often be identified through intelligence so that a proactive response can be made to safeguard children and young people before they become victims.

The amount of CSE intelligence recorded on the Police database can sometimes reflect the concerns in an area better than the levels of recorded crime. This is because it is widely accepted that there is an under-recording of CSE due to problems already discussed in this report.

It is also vital that the levels of intelligence are measured in order to identify where there may be gaps in knowledge. National reports have identified that CSE is likely to be occurring in all parts of the community. Recommendations on best practice suggest that Police forces should seek intelligence on CSE rather than wait for it to be reported. Therefore, one purpose for monitoring statistics on CSE intelligence gathering is to identify those areas where there is such a knowledge gap.
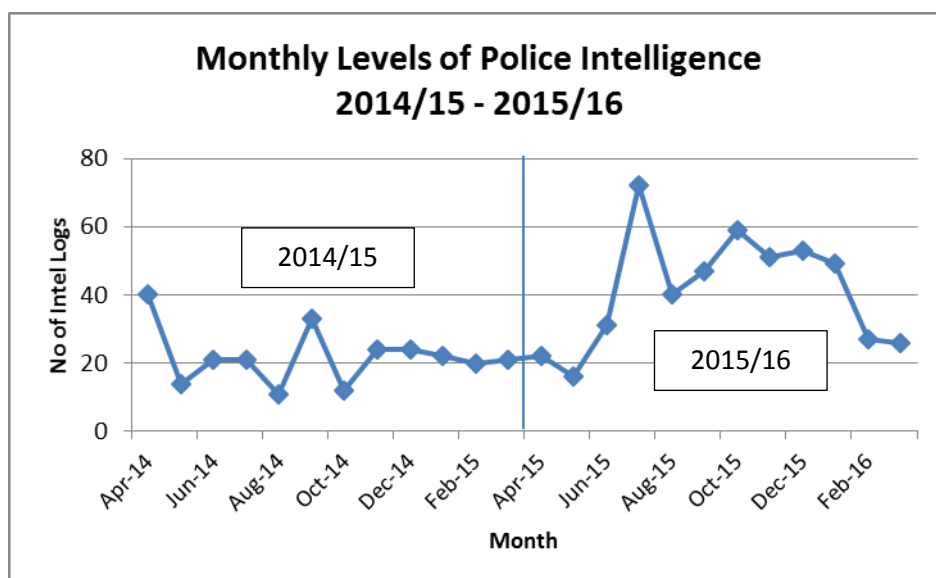
In April 2015 a new desk was set up within the Northants Police Force Intelligence Bureau. This desk has a specific safeguarding remit with a clear emphasis on the proactive targeting of CSE. In addition a pro-active Safeguarding Team was also introduced by the police. These initiatives have been a success in generating new intelligence. As can be seen from the chart above, from April 2015, the level of intelligence submitted increased considerably. This shows that when there is a drive to become more proactive and develop intelligence and there are resources allocated to target an issue, then some of the knowledge gaps in CSE can be filled. Monthly levels though have varied considerably, and it is necessary to maintain focus.

Northamptonshire Police Intelligence: Intelligence Logs and Children Linked to CSE (2015/16)

District	Count Intel logs	Percent Logs	Count Children	Percent Children	% of Northants Population
Northampton District	221	39%	142	32%	31%
Daventry	64	11%	56	12%	11%
Kettering	64	11%	63	14%	14%
Out of Force	51	9%	27	6%	
Corby	52	9%	60	13%	9%
Wellingborough	34	6%	26	6%	11%
Northants Elsewhere	31	5%	11	2%	
South Northants	28	5%	38	8%	12%
East Northants	20	3%	18	4%	12%
	9	2%	9	2%	
Total	**574**		**450**		

Note: Children and young persons may be suspects, offenders, victims, family members or associates of victims.

The chart above shows that there are anomalies between the different localities of Northamptonshire, in the level of intelligence collected. In other sections of this report, it was found that both Wellingborough and Corby were disproportionately represented in terms of the number of recorded CSE crimes and the number of CSE referrals to Social Services. Here too there are under-representations in intelligence and the number of children mentioned within that intelligence. Wellingborough in particular from all these measures statistically appears to have very much less of an issue with CSE than either Daventry or Kettering.

However, the demographic profile of Wellingborough is similar to that of these other locations and there is no obvious reason why there would be less of an issue with CSE in this area. An inference can, therefore, be made that there are more unreported offences of CSE and more intelligence gaps in the Wellingborough area than in other areas of Northamptonshire.

Recommendation: Partnership professionals to target intelligence gathering initiatives in areas where currently there is an intelligence gap. This should start with Wellingborough as the first priority.

Intelligence on Children and Young People

In the recorded crime section of this report, it was detailed that 170 children and young people had been the victim of a CSE offence currently or in the past. Of this total, 109 were in the 12-month reporting period. The number of children and young people referred to in the intelligence gathered is much higher, with 450 different people mentioned in the same period. This shows that there may be many more children where there are concerns regarding CSE, than those who actually become victims of crime.

Not all of the intelligence submitted on these children and young people will signal immediate safeguarding concerns for that child, if they did they would be actioned by the Multi-Agency Safeguarding Hub (MASH).

But currently, there does not appear to be any analytical process that reviews the non-immediate 'lower level' of children and young people that could be vulnerable to CSE. A regular reassessment to proactively review new intelligence on these 'lower level' individuals may indicate (when looked at as a whole) new threat and risk and reveal that CSE may be actually occurring.

Recommendation: All U18s flagged as 'CSE' in Police intelligence to be periodically reviewed by partnership agencies.

Intelligence on Locations

It is difficult to use the Police intelligence database to find commonality within types of locations. High risk locations like parks, takeaways, bus stations and hotels are not recorded within this system as a separate entity. This type of analysis would be useful to determine whether perpetrators are targeting specific locations or where in Northamptonshire potential victims may be under a greater threat.

Some of the more well-known location types known to be linked to CSE vulnerability have been researched in Northamptonshire over the reporting period for this report. Flag types searched on were "child protection", "child at risk" and "CSE". Without further research, it is not possible to identify the nature of the risk at these locations and therefore these tables should only be used as an indicator of potential CSE activity.

Based on Police intelligence, there are several locations which have been linked to potential CSE activities during the reporting period. These cover hotels (in Wellingborough, Kettering, Northampton and Daventry), take-away outlets and cafes (Kettering, Northampton, Raunds), parks in Northampton and Daventry and children's homes across the county. This intelligence is being shared between partnership agencies to ensure the safeguarding of children and appropriate responses to risk.'

Locations		Number of Intel Links
Hotel Note: Many intelligence logs refer to 'a hotel' without it being named. Only named hotels appear in this table.	Euro Hotel, Wellingborough	11
	Royal Hotel, Kettering	3
	Columbia Hotel, Wellingborough	2
	Ibis Hotel, Northampton	2
	Park Inn Hotel, Northampton	1
	Plough Hotel, Northampton	1
	Staverton Park Hotel, Daventry	1
	The Daventry Hotel, Daventry	1
Cafes, Takeaways, etc	McDonalds, Kettering	5
	McDonalds, Northampton	2
	McDonalds, Raunds	1
Bus Station, Train Station	Kettering Railway Station	1
Parks	Racecourse, Northampton	18
	Abington Park, Northampton	3
	Daventry Country Park	2
Children's Homes	Buckby House, Long Buckby	50
	Eversley House, Northampton	20
	The Spinney, Welford	19
	Salmons House, Middleton Cheney	15
	Welford House, Northampton	11
	Nene House, Towcester	10
	Raven House, Corby	6
	Thornby Hall, Thornby	5
	Abbey House, Northampton	5
	Eden Lodge, Rushden	4
	St Johns Centre, Tiffield	2
	Banyan Tree, Northampton	2
	Lower Lodge Cottage, Pipewell	2

Although these statistics can only be used as a guide they do indicate that the nationally identified pattern in the UK at these locations are being mirrored in Northamptonshire. Locally focused profiles would be useful to identify specific local issues.

The RISE Team hold daily meetings which reviews new intelligence, crime and incidents. Actions are generated as a result of these meetings. However regular analysis of commonality over a longer period may reveal other avenues for investigation and action.

> **Recommendation:** To conduct analysis at the most mentioned locations to help identify whether perpetrators are targeting these locations.

> **Recommendation**: In Niche intelligence to use either the field named 'Remarks' or the field named 'Location Type' to record the main location type associated quoted within an intelligence log.

7. Frequently Missing Persons Under 18

In 2013 the then Children's Minister Edward Timpson said "Children who go missing from care are at serious risk of being exploited and harmed". He went on to say "It is clear we must have robust data on children who go missing to work with"[22].

Children and young people under 18 that go missing frequently are considered to be a high risk group that could be subject to CSE. Northamptonshire Police and Northamptonshire Children's Social Care have, in partnership, produced the 'Northamptonshire Multi-Agency Protocol on children who run away or go missing from Home or care'[23] relating to all children living in Northamptonshire and Looked After Children in the care of Northamptonshire Local Authority placed out of the county. The protocol provides guidance for professionals from all agencies and parents on how to respond when a child is absent or missing. Please refer to the 'References and useful websites' section at the end of this document for a link to this protocol.

Those that seek to exploit children for sexual purposes are aware of this vulnerability and target locations that these children are known to frequent (see 3.4). In other parts of the country, exploiters have targeted care homes, encouraging young residents to go with them by offering to provide them with drugs or alcohol, or even simply free transport, in order to start a grooming process that eventually will lead to CSE.

Therefore in Northamptonshire, it is important to use this knowledge to proactively find the most vulnerable Children and YP. It is not acceptable to just wait for children to disclose information to agencies as we know that they will not always do this. As frequently missing persons have been identified as a high-risk group, potentially vulnerable to CSE, then this is one way to achieve this.

Northamptonshire Police record all occurrences of people that go missing on a stand-alone database known as 'COMPACT'. For this report, this database has been analysed for all under 18s for the period between 01/04/2014 and 31/03/2016 (a 2 year reporting period).

When a caller to the Police reports that a child has gone missing, the reports are classified into one of two groups:

- **Absent** – because they are not in a place they are expected or required to be and there is no apparent risk.
- **Missing** – because their whereabouts cannot be established and where the circumstances are out of character or the context suggests the child may be subject to crime or at risk of harm to themselves or another. A child can be reclassified from absent to missing if the child is not found by their parent(s) or carer(s)[24].

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[22] Edward Timpson MP – Speech at the BAAF Conference in November 2013
[23] Multi-Agency Protocol On Children Who Go Missing From Home or Care
[24] It is agreed procedure that all Looked After Child are considered as 'Missing' never 'Absent'

The following statistics on missing persons in this report refer to those that fall under the definition of 'Missing' only.

Those under 18 that go missing represented 42% of all persons that went missing in 2014/15. This proportion increased to 49% in 2015/16. Therefore almost half of missing persons in the most current year were under 18. This statistic is based on the number of persons, but one person can and often does, go missing more than once so the total number of missing person reports is higher.

In 2015/16 there were 932 reports of missing under 18s (U18) which related to 445 different persons. This is because 203 persons were reported missing more than once.

In the most current year, there were significant increases in U18 missing persons compared with those in the previous year. As the chart below shows, this was an increase of 47%. This increase is four times that of the increase in the over 18s group.
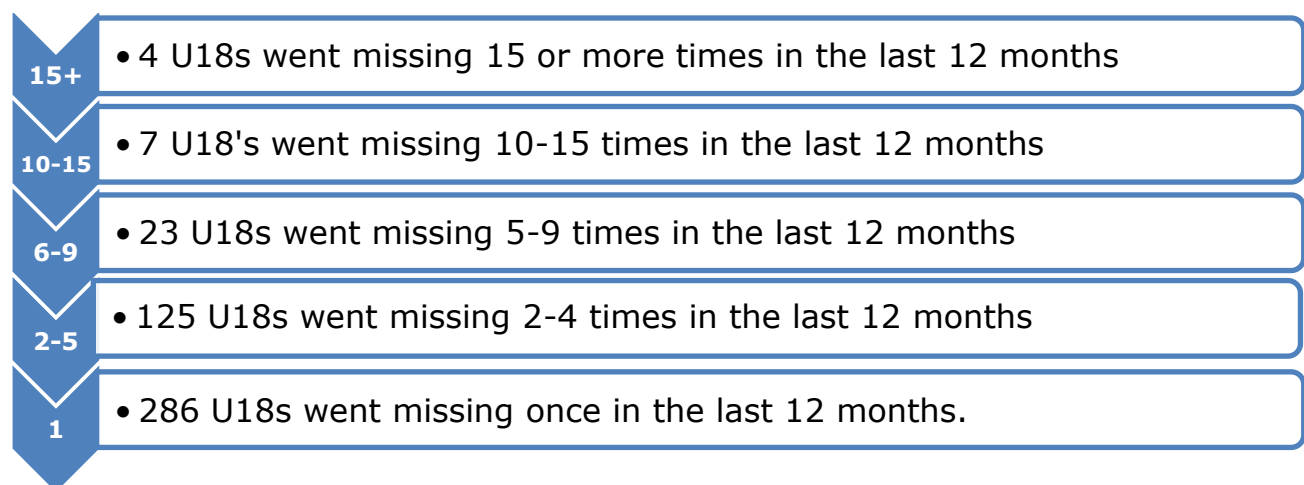
Missing Persons Under 18 (2014-2016)
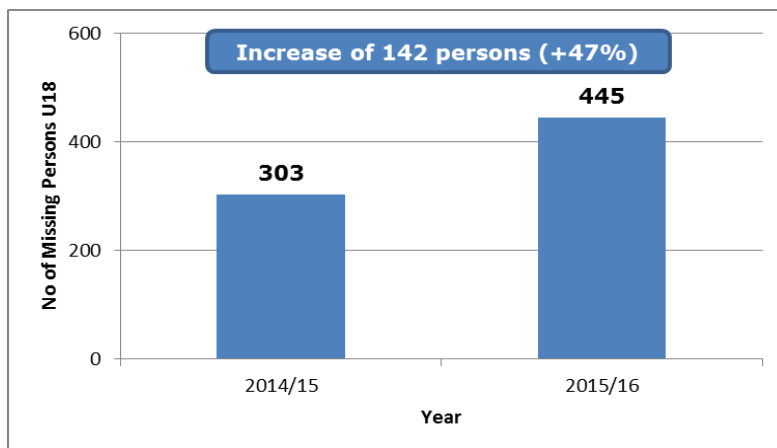
MISSING PERSONS OVER 18

This increase becomes even more significant when compared with the much smaller increase in the number of over 18s that went missing which was 12% (from 415 persons to 463 persons).

Note that in August 2015 a directive was issued that children going missing from Local Authority Care could not be classified as 'absent' and should always be classified as 'missing'. This led to an increase at this point in the numbers recorded as being missing which would account for some of this increase.

All of the U18s reported missing in 2015/16 are shown in the chart below with a breakdown on how frequently they went missing:

15+ • 4 U18s went missing 15 or more times in the last 12 months

10-15 • 7 U18's went missing 10-15 times in the last 12 months

6-9 • 23 U18s went missing 5-9 times in the last 12 months

2-5 • 125 U18s went missing 2-4 times in the last 12 months

1 • 286 U18s went missing once in the last 12 months.

In total, 159 of the 445 missing persons in 2015/16 had 2 or more reports of going missing. Those children and young people that have been missing 6 or more times in the reporting period have been analysed further for any commonality in their missing episodes (see below).

Frequent U18 Missing Persons

In the Northamptonshire Multi-agency Missing from Home Protocol, a frequent missing child is defined as having "three episodes of missing within a 90 day period". When this does occur there is a prescribed course of action that has to be followed including strategy meetings.

For the purpose of this report, it was decided to define 'frequent' differently, in order to obtain a meaningful number of children and young people that could be analysed. Therefore the parameters set were those persons aged under 18 that had gone missing 6 or more times within a 12 month period.

In total, there were 34 U18s that went missing 6 or more times during the 12 month reporting period. Between them, this amounted to 308 missing reports. Therefore these 34 individuals accounted for one third of all the U18 missing person reports and one fifth of all of the missing person reports.

These 34 U18s should be considered as potentially being the most vulnerable to CSE. A multi-agency partnership agency meeting takes place once a month and this missing persons data is used to help highlight those most at risk.

In 2014/15, 28 U18s that went missing were highlighted for CSE and in 2015/16 this increased to 58, an increase of over 100%. However, this increase may be due to more accurate reporting over recent months.

Profile of a Missing Person who is Under 18
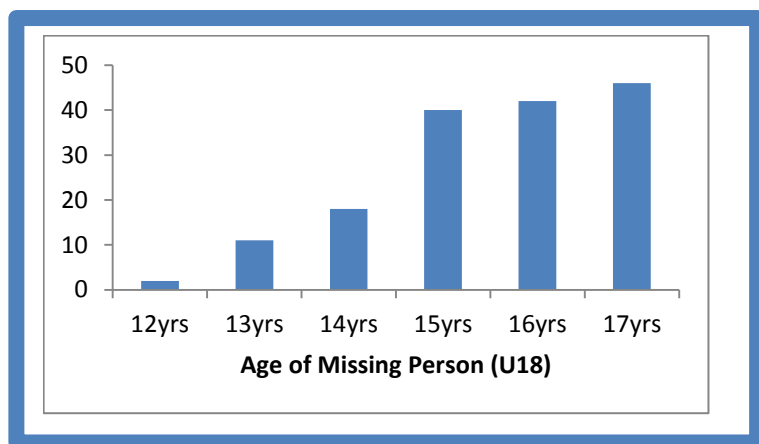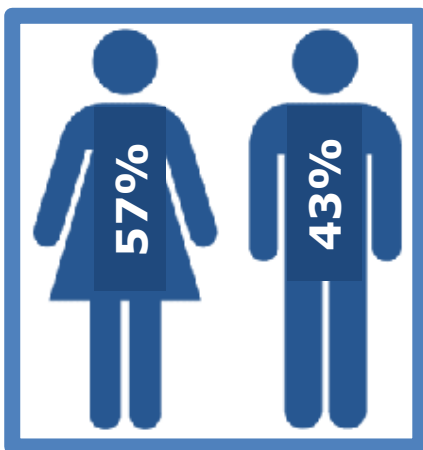
Perhaps surprisingly there are almost as many young males as females that go missing. The stereotypical image of a missing person vulnerable to CSE is a female, but boys are also vulnerable to CSE as demonstrated by the number of victims of CSE that are male. It is important that there is awareness across partners around vulnerability in both males and females.

Children and young people go missing for many different reasons and it can be difficult to make a distinction between what is normal teenage behaviour and behaviour that indicates CSE vulnerability. Going to parties, not wanting to explain their whereabouts and experimenting with drugs, alcohol and sexual relationships can be part of 'growing up' for some teenagers. However, as discussed in section 2.4 there are indicators that can highlight these normal behaviours as more significant when several of these outward signs are present. Going missing on its own, even if it is frequent, does not necessarily mean that the child or young person is being exploited it but it does increase the risk.

But where children and young people are experimenting with sexual relationships they need to have the confidence to be able to exit risky situations and speak out about abuse or exploitation. This might involve education around what 'consent' means with both potential victims and potential offenders. A document

written by young people from Doncaster and London through the NSPCC define this simply as "it's when you don't know your choices that other people have all the power"[25].

<u>Why are Frequent Missing U18 Missing Persons more vulnerable?</u>

The 34 most frequently missing U18s have a profile that indicates their increased vulnerability. Firstly, on average, they each went missing 9 times during the 12 month period. Each missing episode lasted an average of 23 hours. This represents a large amount of time in which they could have been at risk. In one case, an individual went missing for 16 days and being missing for 3-4 days was not unusual across these 34 individuals.

Of the 34 frequently missing U18s there are 19 who have at some point been the victim of a sexual offence (though not necessarily occurring while being missing). Nine have reported that they have been raped. At least 10 have reported mental health issues and 9 have had sexual health issues reported. See the chart below.

All of these factors show that frequently missing U18s are a high-risk group for CSE vulnerability. Indeed, 19 of the 34 have been identified and flagged within the Police database as a 'CSE victim'. This leaves 15 of them without a CSE warning on the Northamptonshire Police database when clearly there is potential for CSE vulnerability.

> **Recommendation:** A new warning flag within the Northamptonshire Police database should be created called 'Missing/CSE Vulnerable'. All of the under 18s that go missing more than 3 times within a 6 month period should be flagged with this warning marker.

Type of sexual offence victimisation, mental health and sexual health issues, for the most frequently missing U18 persons in Northamptonshire
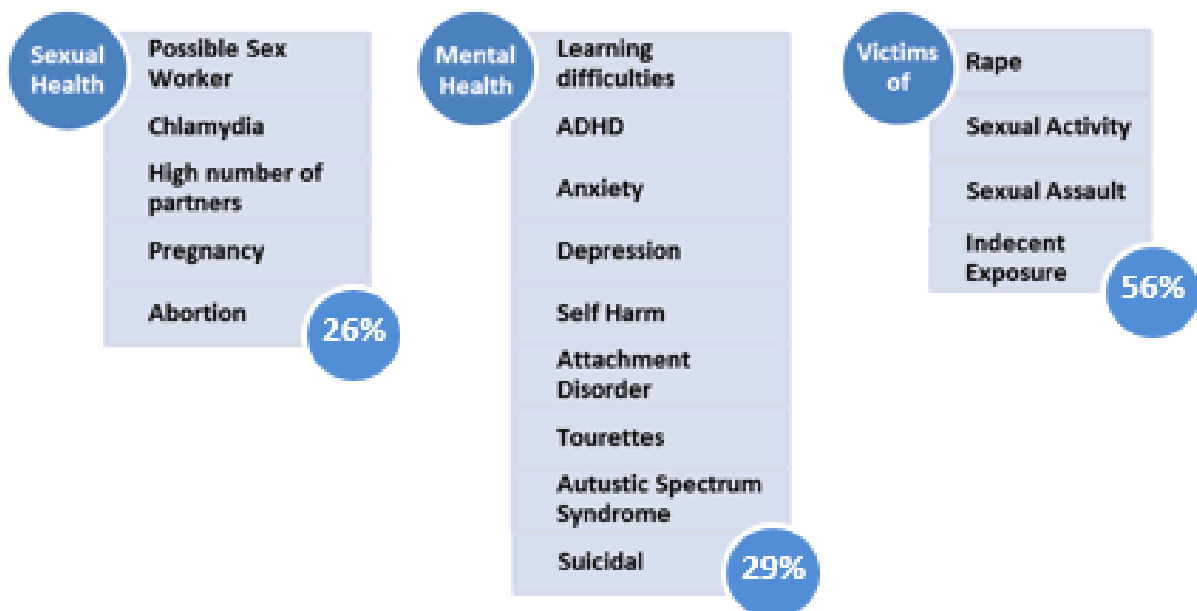
<u>Drugs and Alcohol Use</u>

Also prevalent among these 34 frequently missing U18 persons was the use of alcohol and drugs. 23 of the 34 have references within either the COMPACT database or within Police databases to drugs or alcohol. As
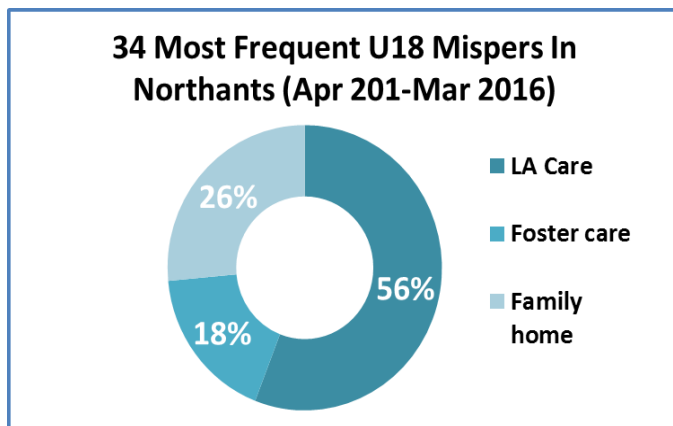
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[25] www.nspcc.org.uk

the average age of these 34 frequent missing persons is 16, there are inevitable concerns about this substance misuse. It also raises concerns for sexual exploitation. Are the drugs/ alcohol being given to these children and young people as a means of exploitation or control? Even if this is not the case, their vulnerability is increased while under the influence of drugs and alcohol. Indeed, some of the return interview answers indicate that wanting to consume alcohol was a reason for going missing.

However, when referencing crime records against drug treatment data, very few children and young people appear to be in receipt of substance misuse treatment.

Recommendation: To provide a factsheet with advice on alcohol/ drugs and helpline contacts to all U18 missing persons.

Usual place of residence for missing U18s'

34 Most Frequent U18 Mispers In Northants (Apr 201-Mar 2016)

- LA Care 56%
- Foster care 18%
- Family home 26%

Previous studies of U18 missing persons have shown that children and young people in Local Authority care are the most vulnerable. In Northamptonshire they do represent the highest proportion of those that go missing most frequently.

But it is not exclusively children in Local Authority care that go missing; children in foster care and those from within a family home together account for nearly 50% of this group of 34.

Recovery Locations – Where Missing U18s are found

The analysis of the most frequently missing U18s shows that at least five of them travelled outside of Northamptonshire, increasing the risk factor for those individuals. The 308 missing reports for the 34 most frequently missing children and young people shows that on 26 occasions they were recovered outside of the county borders. They were located in the West Midlands, Cambridgeshire, Leicestershire, Warwickshire, Nottinghamshire, Oxfordshire and Yorkshire. Travelling long distances increases the risk because they are likely to be missing for a longer period, they are further away from friends and family, and more likely to have contact with strangers.

Most U18 missing persons within this group of 34 were found locally within the same town as where they went missing from. Many returned to their home addresses before they could be found. At least eight of the 34 travelled outside of their hometown to another town within Northamptonshire.

All missing persons are offered a return interview which is conducted by Engagement Workers within the RISE Initial Response Team. From these interviews, it is hoped that agencies can learn about the particular circumstances regarding that individual so that they can be better protected and increase the chances of being found if another instance of going missing occurs. It should also be possible to gain more general learning about missing persons as a collective group by combining the data from all the missing U18s. This would allow a more proactive and preventative strategy to be developed over time.

However, not all returning missing persons are willing to cooperate with an interview either fully or partially. In fact, return interviews were declined 108 times out of a possible 308 interviews. A further 102 only gave

a partial interview. Therefore only 32% gave full interviews[26]. These declined and partial interviews represent missed opportunities.

For this report, the 34 frequently missing U18s were analysed for commonality in recovery locations: shopping centres, bus stations, train stations, libraries, McDonalds, bars and fast food outlets. As identified earlier in this report these are recognised high-risk location types that perpetrators of CSE are known to target. Also several stated that they used taxis. This has been an indicator in other Force areas that there is an active CSE network in operation.

> **Recommendation:** Standardise taxi drivers training across the county via the Community Safety Partnerships (CSP)

> **Recommendation:** Introduce CSE training for Licensing Officers, Environmental Officer and Park Rangers

> **Recommendation:** Regular analysis of recovery locations should be conducted for U18 missing persons as a whole, to identify commonality and locations of greater risk to vulnerable children and young people in Northamptonshire.

> **Recommendation:** A CSE ANPR hot-list should be created with suspect vehicles. Intelligence on vehicles should be sourced from all agencies. This would be a proactive response to missing persons that may have been targeted by CSE perpetrators.

One of the questions asked to U18 missing persons in their return interviews was their reason for going missing. A summary of their replies is shown below and divided into three main groups:

Relationship Difficulties:
- Parents
- Friends
- Boyfriend/ girlfriend
- Bereavement

Problems at:
- School
- Care home
- Foster home

Personal Freedom:
- Wanted to get drunk
- Wanted to go out
- Wanted to go to a party
- Wanted to see family
- Wanted to see b/f or g/f
- Needed time to think

It isn't clear whether any help is offered to individuals or whether any tactics are employed to address these very personal issues. Clearly, all the reasons given are issues that many young people will have experienced. However, most find a coping mechanism without putting themselves at risk by going missing. These most frequently missing persons may not have had an outlet for their anxieties and felt 'getting away' was their only choice. As discussed earlier, many have mental health issues which will inevitably increase their

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[26] Information obtained from Northamptonshire Police Missing Person Compact Database (COMPACT)

anxieties. Once a young person goes missing for the first time there is an opportunity for safeguarding agencies to intervene and provide tailored support. The return interview is an essential element in this as demonstrated by the example below.

> **Recommendation:** To regularly review return interviews as a whole to identify where strategic learning can be gained.

An Example of Best Practice

In Northumberland, similar issues to these have been identified. A project called SCARPA was launched (Safeguarding Children at Risk – Prevention and Action). The project was awarded £700,000 from the National Lottery. Their aim was to help under 18 year olds escape and avoid sexual exploitation and stop going missing. What they do differently to most areas is to do risk assessments based on the return interviews using a tool they developed called Hart (Holistic Assessment Referral Tool). Using this tool, missing children and young people are risk assessed and rated into three groups: green, amber and red.

Green – for those that have gone missing once or twice: They receive 2-4 "Safe Choice" sessions. They learn how to identify abuse and build the self-esteem needed to exit risk situations.

Amber – around 40% of clients: Receive longer term one-to-one support on top of the sessions received at the green stage.

Red – around 30% of clients: These require around 12 months of intensive one-to-one support to tackle the complex issues involved. This would include working with the families of the missing persons.

In a one year period (April 2014–Mar 2015) out of 304 participants, 84% saw a positive change and 81% stopped or reduced their missing periods.

This initiative has been advocated by The Children's Society. The web-link is available here: http://www.cypnow.co.uk/cyp/good-practice/1156610/how-a-project-stops-young-people-going-missing.

> **Recommendation:** To consider the benefits of replicating the Northumberland example of best practice in risk assessing and actioning return interviews for U18 missing persons.

7.1 Referrals to Children's Social Services for Missing Children & Young People

The Children in Need Census (2009) provides the definition of 'Missing' as "Children and young people up to the age of 18 who run away from their home or care placement, have been forced to leave, or whose whereabouts is unknown"[27].

Research indicates that children in care are particularly at risk of going missing and are three times more likely to run away, and young people with drugs and alcohol problems are at least four times as likely to run away as those without. Missing children and young people are at risk of real harm when missing including from physical and sexual assault. Frequently going missing is increasingly being recognised as a key indicator that a child may be the victim of CSE. Other concerns include the risk that young people who have run away

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[27] Department of Education, (Nov 2015) Children in Need Census: Additional guide on the factors identified at the end of assessment Page 31.

could become involved in criminality and homelessness and may suffer mental health problems[28]. It is also of concern that nearly half of all sentenced prisoners reported having run away as a child and nearly half of homeless young people at Centrepoint[29] ran away as a child.

The Northamptonshire Multi-Agency Protocol on Children Who Go Missing From Home or Care[30] (Oct 2015) was jointly developed by Northamptonshire Children's Social Care and Northamptonshire Police Services in accordance with national guidance. All practitioners working with children and young people should read and be aware of this protocol. It is designed to assist practitioners in developing their understanding of and abilities when faced with a child or young person who is missing from home or care. It lays out the guidance for professionals and parents on how to respond when a child is absent or missing.

7.2   All Missing Children, Initial Contacts Demographics

During 2015/16, 896 IC were received with a label of 'Missing'; this related to 585 children, 130 of whom had more than one IC regarding Missing during 2015/16.

The gender split for Missing ICs during 2015/16 is 52.6% male to 47.4% female, meaning more missing ICs for males were received that year; this could indicate that overall more males went missing than females or that males went missing more frequently.

The distribution of IC by age and gender shows that though there are missing children of both genders in the early years age group, there is a general increase in the number of missing episodes for males starting at 8 years old and increasing to the highest point at 15 years old (23.8% of all male missing IC) before beginning to decline. For females, the increase in the number of missing ICs recorded begins to rise at age 11 years with a large increase between the ages of 13 years (10.7% of all female missing IC) and 14 (24.3% of all female missing IC) before beginning a slow decline for those aged 15 (21.7%) and 16 (19%) years old before dropping at 17 (6.7%) and again at 18 years (0.2%).
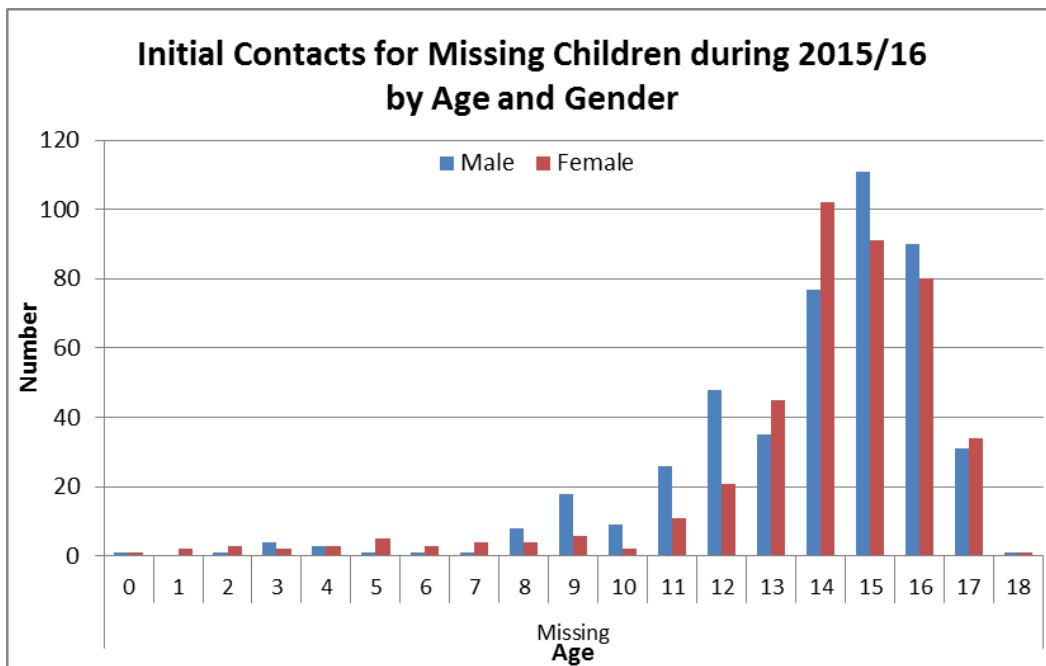
Initial Contacts for Missing Children during 2015/16 by Age and Gender

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[28] Department of Education, (Nov 2015) Children in Need Census: Additional guide on the factors identified at the end of assessment Page 31.

[29] http://centrepoint.org.uk/ Centrepoint provides a safe place to live for more than 7,800 young people, aged 16-25, every year in London and the north east of England

[30] Northamptonshire Safeguarding Children Board, (2015) Multi-Agency Protocol on Children Who Go Missing From Home or Care

For the 896 ICs for missing, 84.4% have recorded ethnicities, meaning that 15.6% had no record of ethnicity. This is the second largest group behind Any White British background (68.9%) which is greatly under-represented against the population of Northamptonshire. Any over or under-representation of ethnic groups presented in the ICs during 2015/16 could be attributed to the lack of recording. Therefore it is not possible to make any robust assertions around the impact of ethnicity.

Ethnicity Groups	Missing IC
Any Asian background	1.3%
Any Black background	6.0%
Any mixed background	7.5%
Any other ethnic group	0.7%
Any White Background	68.9%
Information not obtained	15.6%
Grand Total	**100.00%**

As with CSE, missing ICs can be received from a range of organisations and individuals, however, 96% (860) of all the missing ICs are received from the Police, the remainder are received from Education (0.9%) and 3.1% 'Other'[31].
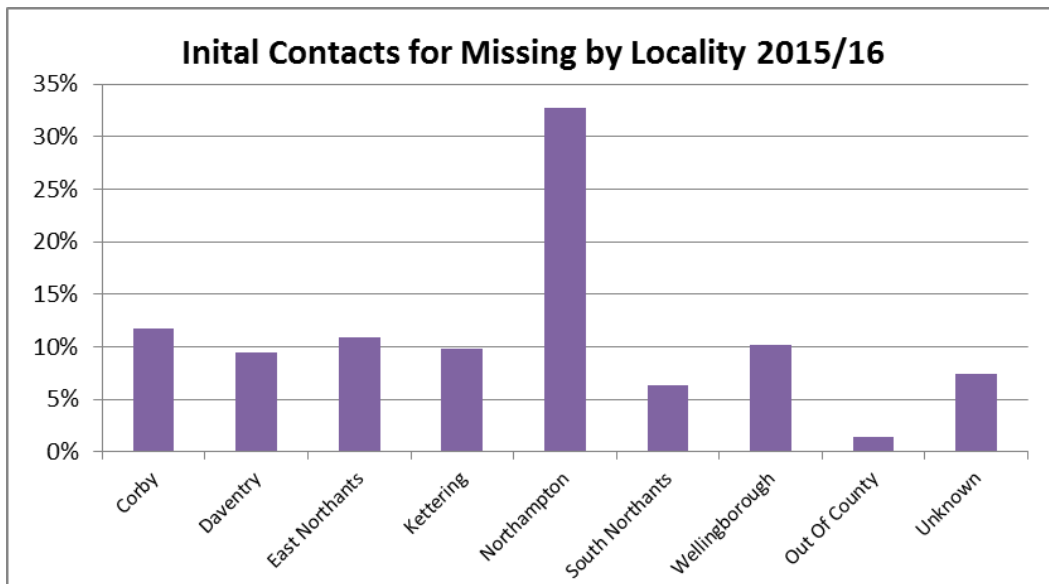
ICs for Missing were received throughout the year, below shows the monthly fluctuation. There is no evident pattern to the distribution over the year.
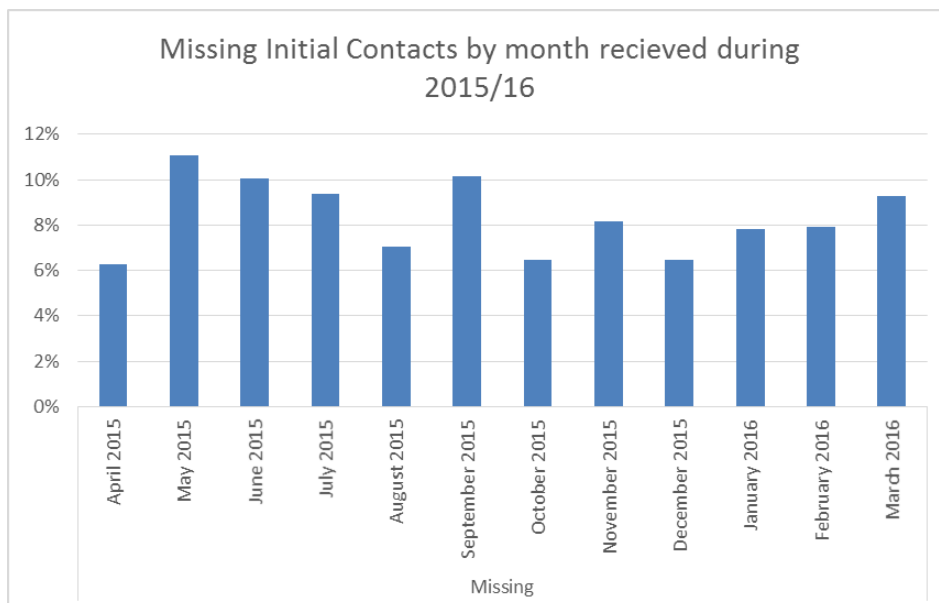

The distribution by locality of the child's recorded home postcode for Missing ICs is shown below. The highest proportion of Missing ICs were for children living in Northampton (32.7%), as with CSE, this is marginally higher than the 30.8% of the overall Northamptonshire population that Northampton was estimated at for 2015[32]. Corby is the only other locality that shows an over representation of Missing ICs (11.7%) compared to the 2015 population estimate for the area. All other areas show an under-representation though it is most prominent in South Northamptonshire, just 6.4% of Missing ICs are received from South Northamptonshire though in 2015 the population estimates was for 12.3% of the Northamptonshire population.

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[31] Includes Family Members, Other LA Services and Third Parties.
[32] http://www.nomisweb.co.uk/reports/lmp/la/1946157159/report.aspx?town=northampton

Inital Contacts for Missing by Locality 2015/16

The Missing ICs received during 2015/16 by the IMD of the home postcode recorded for the child in Northamptonshire have been analysed to present distribution across the localities. This clearly shows that those children that go missing are more likely to be from deprived areas than more affluent areas. The most deprived deciles 1st (12.9%), 2nd (15.9) and 3rd (18.5%) represent 47.2% of all the Missing ICs. After the climb of the first 3 deciles the level drops to the lowest point for the 4th decile (just 38 or 4.7%), this then begins to increase in number till the 9th decile (81 or 9.9%) before dropping again to the 10th decile (42 or 5.1%).

Inital Contacts for Missing children during 2015/16 by IMD
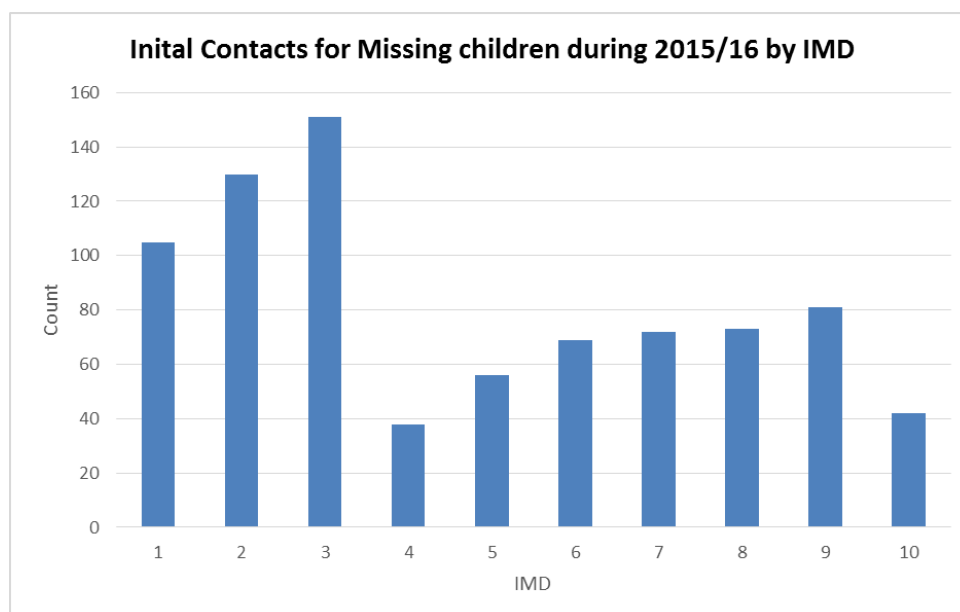
The outcomes of Missing ICs are presented below**Error! Reference source not found.**, this shows that the largest group (85.1%) are 'Missing Child Notification –NFA'; this along with 'IC; Notification Only - NFA' (5.7%) and 'IC; Information Given - NFA' (2.1%0 mean that more than 90% of the IC had an outcome of No Further Action (NFA).

Outcome of Missing Initial Contacts during 2015/16 by referring agency
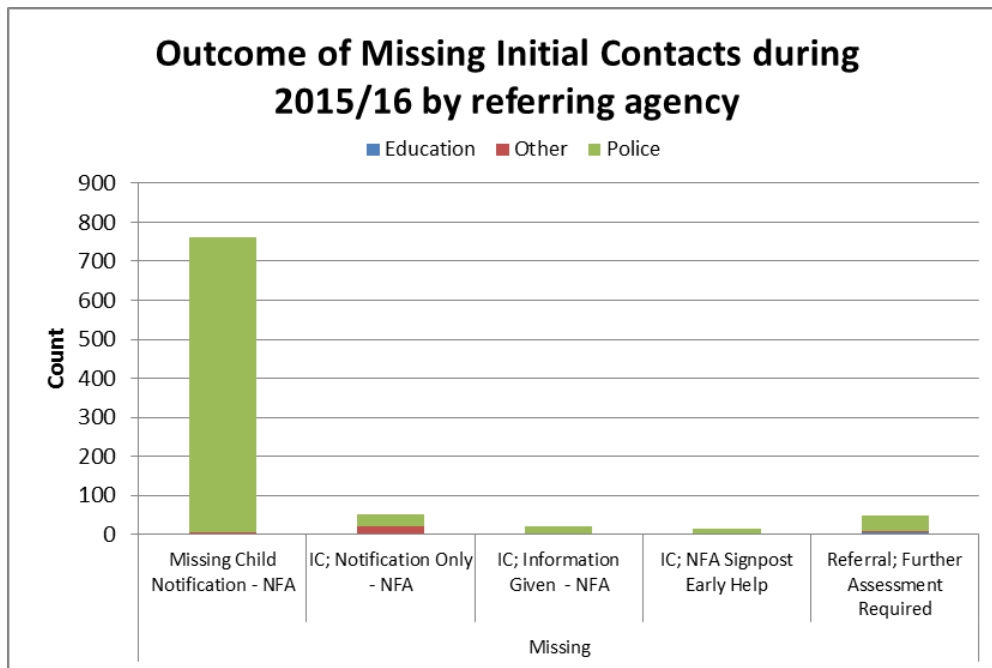
7.3   Frequently Missing

During 2015/16, 896 IC were received with a label of 'Missing'; this related to 585 children, 130 of whom had more than one IC regarding Missing during 2015/16.

In line with the Police definition of frequently Missing this section of the analysis will focus on those children that have been recorded as missing 6 or more times. 13 children have been reported missing a total of 140 times ranging from 6 times to 31 missing episodes during 2015/16. 99% of the Missing ICs for this group were received from the Police, with the remaining 1% from 'other' organisations.

The age profile for the frequently missing group is confined to the age range of 12-16 years. The gender profile of the frequently missing group is 70% male to 30% female, this is an even higher proportion of males than is seen when looking at the Missing ICs group as a whole. This suggests that males are more likely to go missing frequently than females.

The frequently missing group displays a range of ethnic groups but 17.9% had no recorded ethnicity and this could account for under or over representation of those groups recorded. Due to this lack of data, we are unable to make judgements based on the ethnicity of the group.

Ethnicity Groups	Frequently Missing IC
Any Asian background	1.8%
Any Black background	2.4%
Any mixed background	6.5%
Any other ethnic group	0.5%
Any White Background	71.0%
Information not obtained	17.9%
Grand Total	**100%**

The outcomes for the frequently missing ICs group resulted in a 'Missing Child Notification with no further action' 98%, 1 IC was sign posted to early help and 2 (1.3%) were 'Referred; Further Assessment Required' for two separate individuals.

7.4   Both CSE and Missing

ICs during 2015/16 by age and gender for children with both CSE and Missing
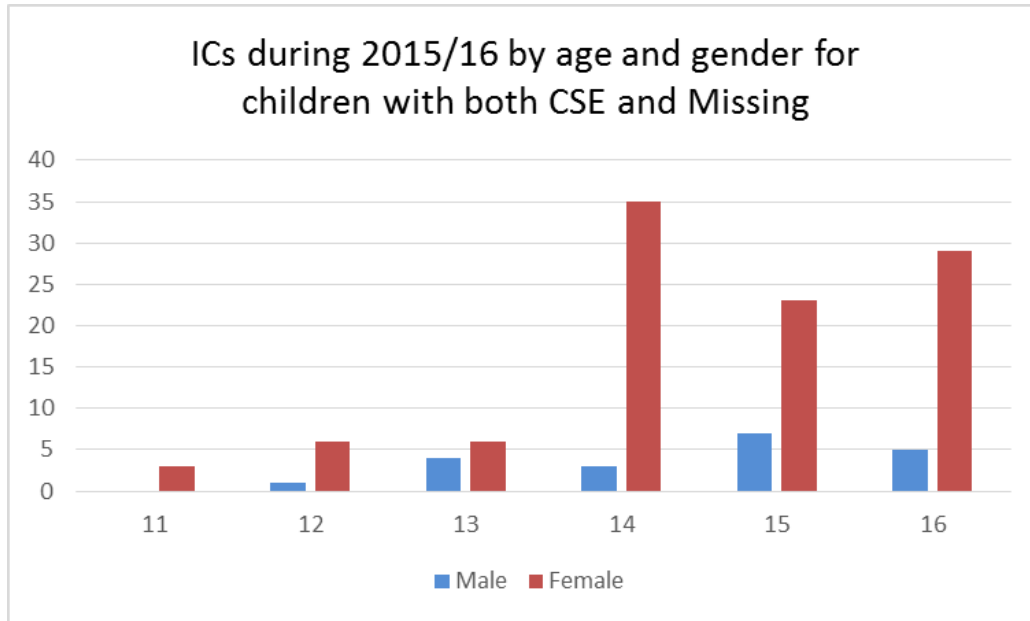
During 2015/16, 121 ICs were received for 35 children for both CSE and missing. 29 children or 83% of this group is female and the general age range is 11 to 16 years old with a sharp increase in the number of girls aged 14, 15 and 16 years old. For males, there is also an increase at age 15 though due to the smaller number this is less pronounced.

As with all other ICs group analysis, due to the high number of ICs that have no recorded ethnicity we are unable to determine any significant trend based on ethnicity.

Ethnicity Groups	Both CSE & Missing ICs
Any Asian background	2.5%
Any mixed background	5.7%
Any White Background	86.9%
Information not obtained	4.9%
Grand Total	**100.00%**

All ICs for those children with both CSE and Missing ICs during 2015/16 were received from just three groups, Police, Education and Other. The majority of the ICs come from the police, this could be accounted for by many of the notifications being 'Child Missing notifications' and for some of the children to receive these multiple times.

Source of IC	Count	%
Education	8	6.61%
Other	10	8.26%
Police	103	85.12%
Grand Total	**121**	**100.00%**

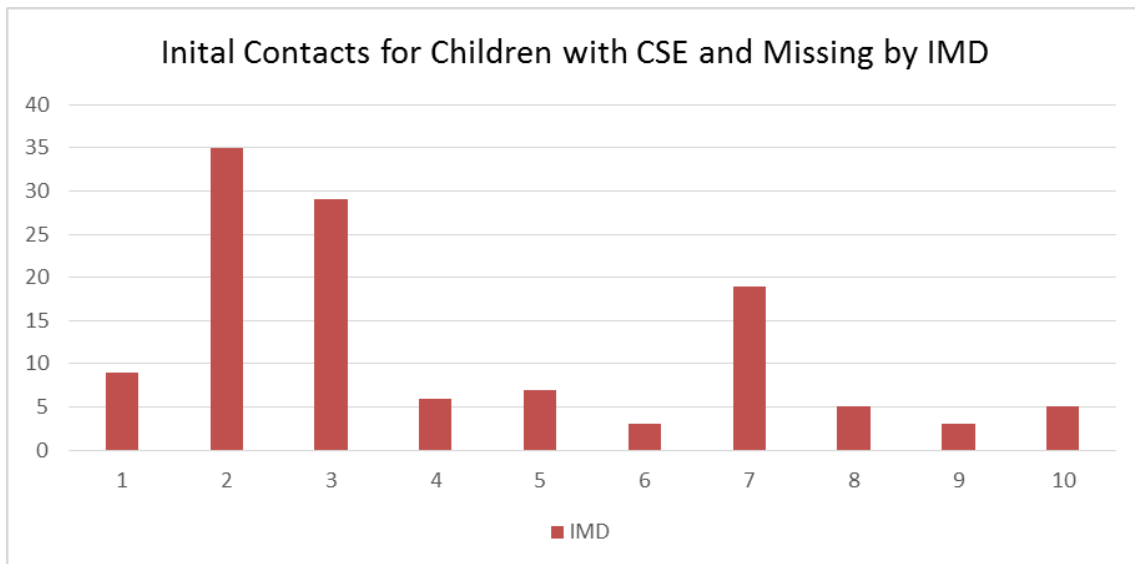## ICs by month for Children with CSE and Missing
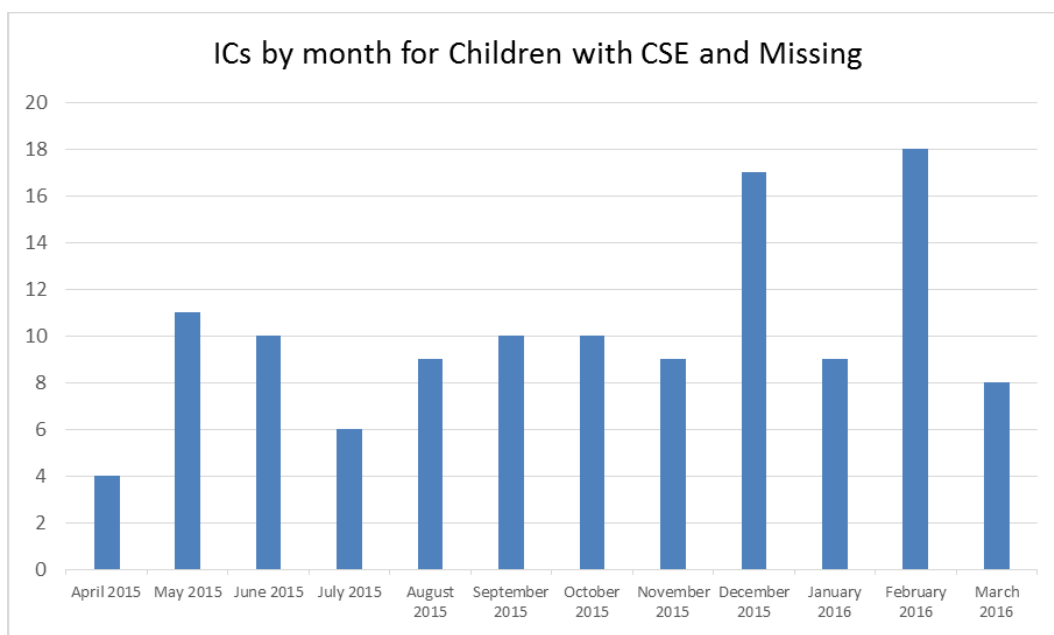
The distribution by month of ICs for Children with both CSE and Missing is shown in the graph above. Both December 2015 and February 2016 show increased numbers of ICs (14% and 14.9% of the year respectively), the increase in number could be attributed to pressures of the holiday season or half-term. Primarily due to the December and February spikes there has been a general upward trend in the number of ICs for Children with both CSE and Missing ICs.

Locality	Count of CSE and Missing	% of CSE and Missing	Total Northamptonshire population 2015 Mid-year estimate[33]	% of Northamptonshire 2015 Mid-year population estimate
Corby	6	17.1%	66,900	9.3%
Daventry	1	2.9%	80,000	11.1%
East Northants	1	2.9%	89,700	12.4%
Kettering	6	17.1%	97,700	13.5%
Northampton	13	37.1%	222,500	30.8%
South Northants	3	8.6%	89,100	12.3%
Wellingborough	5	14.3%	77,200	10.7%
Grand Total	**35**	**100.00%**	**723,100**	**100%**

The table above shows the distribution of children with both CSE and Missing by the recorded postcode for the children's residents, this shows that compared to the general population by locality Corby (17.1%), Kettering (17.1%), Northampton (37.1%) and Wellingborough (14.3%) are all over represented. In comparison, Daventry (2.9%) and East Northants (2.9%) are both significantly under represented.

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[33] http://www.nomisweb.co.uk/reports/lmp/la/1946157159/report.aspx?town=northampton

Inital Contacts for Children with CSE and Missing by IMD

The chart shows the ICs for Children with CSE and Missing received during 2015/16 by the IMD of the home postcode recorded for the child in Northamptonshire. This clearly shows that those children affected are more likely to be from deprived areas than more affluent areas. The more deprived deciles 2nd (28.9%) and 3rd (24%) represent 52.9% of all the CSE and Missing ICs. The 7th decile (15.7%) shows the third highest levels of CSE and Missing ICs; the remaining deciles all show some ICs but are at lower levels.

Outcome of ICs for children with concerns of both CSE and Missing during 2015/16
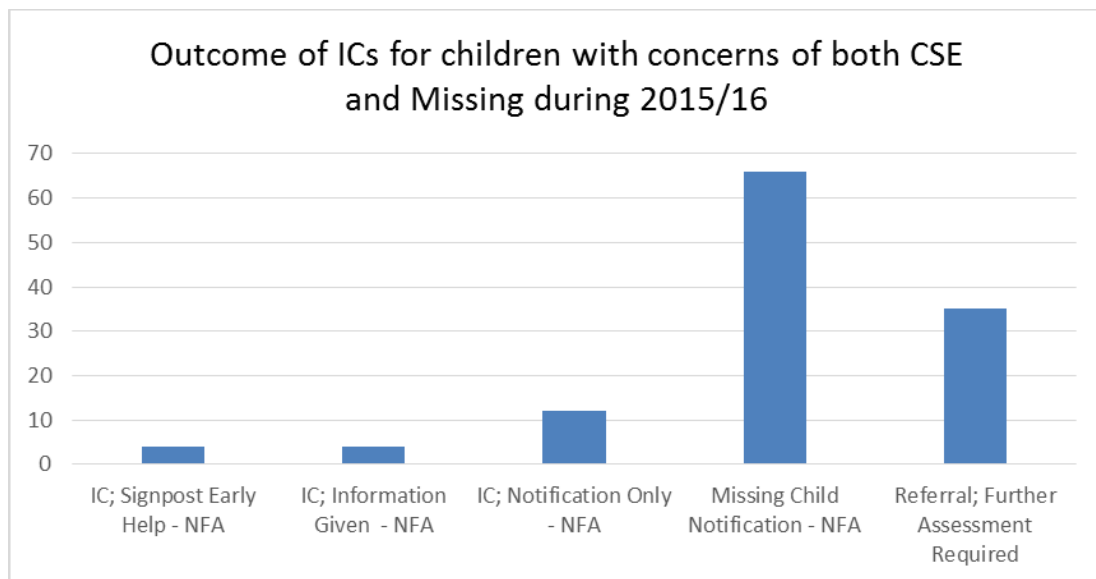
The outcomes of ICs for children with both CSE and Missing ICs are presented in the above table. The largest outcome group is 'Missing Child Notification –NFA' (54.5%); this along with 'IC; Notification Only - NFA' (9.9%) and 'IC; Information Given - NFA' (3.3%) mean that 67.8% of the IC had an outcome of No Further Action (NFA). While this is not unexpected as Missing Notifications were high for all missing ICs, for a group that are considered to have an additional risk, less than a third were sent for further assessment (28.9%).

7.5 Initial Assessment by NCC with flagged as risk of Missing

Once an initial contact to MASH has been received and a decision for further assessment has been made the case is referred to the Assessment Team. At the beginning of 2015/16 the assessment completed by Safeguarding and Children's services was the Initial Assessment (IA) followed by a core assessment if more in-depth information was needed. However, from mid-January 2016, the Initial Assessments was replaced by the Single Assessment (SA). For the purpose of this report all assessments completed during 2015/16 will be referred to as Initial Assessment (IA).

The Department of Education has produced a guideline for assessments entitled 'Children in Need Census: Additional guide on the factors identified at the end of assessment'[34]. This document includes definitions of risk factors and why it is important that the risk is identified and recorded. The assessment should take into consideration three areas:

- The child's development needs
- The parents' or caregivers' capacities to respond appropriately
- The wider family and environmental factors.

The list of risk factors included is not exhaustive of all risks that a child may face but should cover key factors that should be evident during assessments and could be used to facilitate services planning.

An IA is completed on each individual child within a family, and while there will be overarching concerns that affect all children within the family, the IA for each child should be tailored to each child and include any additional risk factors that may be specific to an individual child within the family. In Northamptonshire during 2015/16, a total of 534 Initial Assessments (IAs) were completed that indicated a risk or known concerns around either CSE or Missing for a total of 497 children being assessed. Some assessments showed concerns of both CSE and Missing, these will be discussed in both sections and therefore some will be double counted for outcomes or risk factors.

The outcomes of all the IAs completed during 2015/16 that identified a risk of either CSE or Missing are presented in the table below. This shows that for both CSE and Missing, 'Proceed to Core Assessment' is the outcome in nearly half of all assessments (32.1% and 45% respectively). After this, for CSE an assessment results in 'Close Case - NFA' 16.7% (65) 'Proceed to S47 and Core Assessment' 15.9% (or 62), and 'Service Agreed - Ongoing Involvement' 14.4% (56). For those with the risk of 'Missing', 'Close Case - NFA' 12.6% (33), 'Step down to Targeted Prevention' 11.1% (29) and 'Service Agreed - Ongoing Involvement' 9.5% (25) are the next most common outcomes.

Outcome	Missing	CSE
Case Closure – NFA	33	65
Case Closure - Step Down to Tier 3 Services	10	17
Case Closure - Step Down to Universal Services	1	4
Terminate, Change in Circumstances	2	3
Step down to Targeted Prevention	29	12
Service Agreed	10	33
Service Agreed - Ongoing Involvement	25	56
CIN Plan required	12	12
Complete Private Fostering Status	1	0
Proceed to Core Assessment	118	125
Proceed to S47 and Core Assessment	21	62
Grand Total	**262**	**389**

262 IAs included Missing as a risk fact, below is a list of risk factors that were also identified for those at risk of missing, these have then been ordered with those identified most frequently at the top:
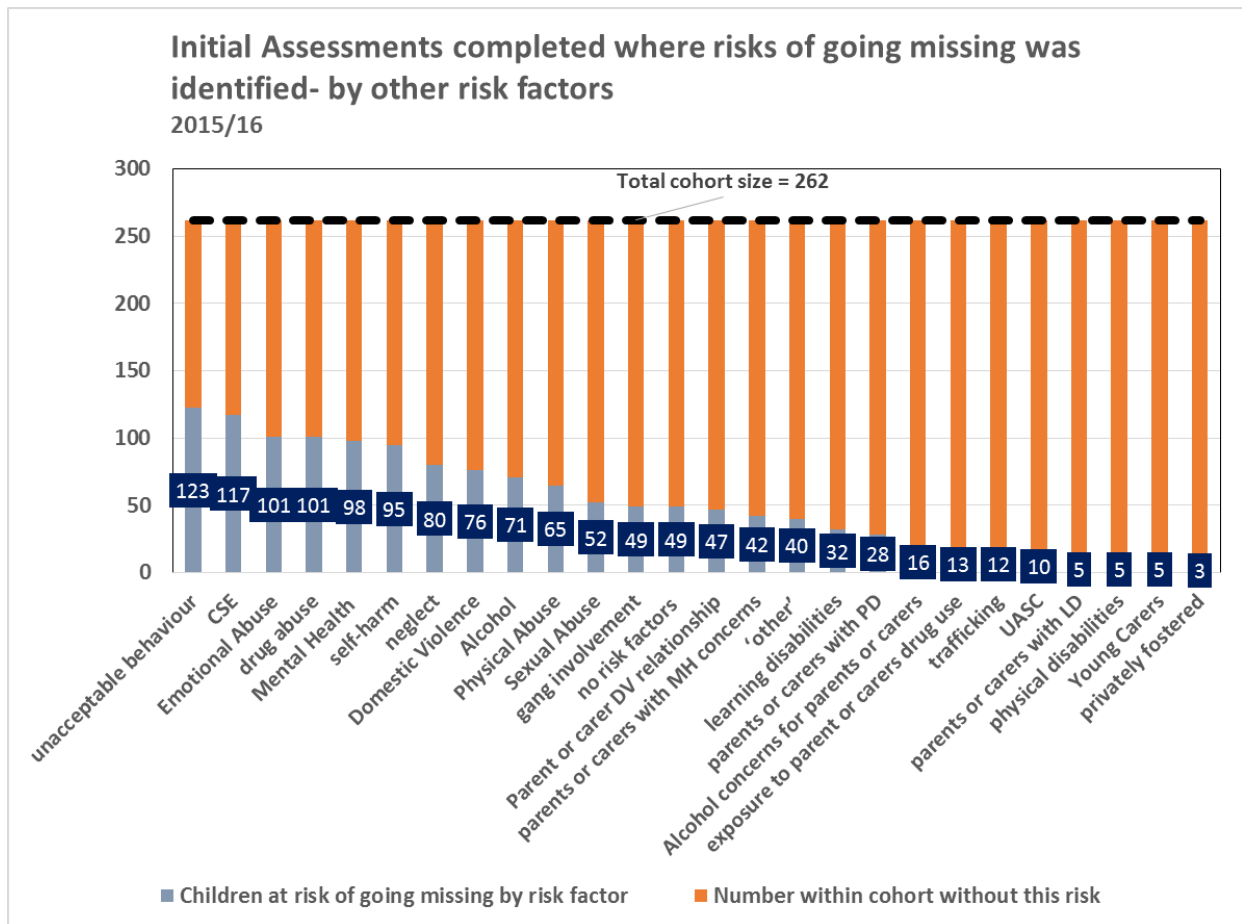
- 123 exhibited **socially unacceptable behaviour**
- 117 were at risk of **CSE**
- In 101 cases there were concerns of **Emotional Abuse**
- 101 children were listed as at risk of **drug abuse**

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[34] Department of Education, (Nov 2015) Children in Need Census: Additional guide on the factors identified at the end of assessment Page 5.

- 98 children were listed with **Mental Health** concerns
- 95 children showed signs of **self-harm**
- In 80 cases there were concerns of **neglect**
- 76 children were at risk of **Domestic Violence**
- 71 listed **Alcohol** concerns for the Child
- 65 children were at risk of **Physical Abuse**
- In 52 cases there was risk of **Sexual Abuse**
- 49 were at risk of **gang involvement**
- 49 child were listed as having **no risk factors** identified during IA[35]
- 47 children were at risk of **exposure to parent or carer Domestic Violent relationship**
- 42 children had **parents or carers with mental health concerns**
- 40 were at risk of **'other'** unlisted factors
- 32 children had **learning disabilities**
- 28 children with **parents or carers with physical disabilities**
- 16 listed **Alcohol concerns for parents or carers**
- 13 children were at risk of **exposure to parent or carers drug use**
- 12 at risk of **trafficking**
- 10 were **Unaccompanied Asylum Seeking Children**
- 5 children with **parents or carers with learning disabilities**
- 5 children had **physical disabilities**
- 5 were listed as **Young Carers**
- 3 were **privately fostered.**

In the below graph each bar represents all 262 children who had an IA during 2015/16 and were identified as being at risk of Missing, with the blue section of the bar showing the proportion at risk of the factor listed below that bar. As with the RISE and CSE graphs, it is evident from this that no risk factor was identified for more than half of the missing cohort, with some of the risk factors being identified as concerns for as few as 3 individuals. Of a possible 27 risk factors that could be identified during assessment, including missing, all 27 risks were identified for at least one young person. This shows that the risks faced by young people that go missing in Northamptonshire are varied but are being recognised by Children's Social Care during assessment.

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[35] Please see section below on 'No Risk Factors'

Initial Assessments completed where risks of going missing was identified- by other risk factors
2015/16

Total cohort size = 262

Risk factor	Value
unacceptable behaviour	123
CSE	117
Emotional Abuse	101
drug abuse	101
Mental Health	98
self-harm	95
neglect	80
Domestic Violence	76
Alcohol	71
Physical Abuse	65
Sexual Abuse	52
gang involvement	49
no risk factors	49
Parent or carer DV relationship	47
parents or carers with MH concerns	42
'other'	40
learning disabilities	32
parents or carers with PD	28
Alcohol concerns for parents or carers	16
exposure to parent or carers drug use	13
trafficking	12
UASC	10
parents or carers with LD	5
physical disabilities	5
Young Carers	5
privately fostered	3

■ Children at risk of going missing by risk factor   ■ Number within cohort without this risk

As has been shown, going missing is rarely an isolated risk factor that a child presents, and there are a large number of risk factors associated with going Missing. By using a Venn diagram with the three risk factors most commonly found for those that go missing, it highlights the overlap of some of the concerns. The Venn diagram shows the 3 risk factors most frequently identified for those at risk of Missing. A total of 262 (78%) children at risk of Missing at IA were also considered to be at risk of one or more of the following, Sexual Exploitation, Drug Use or Socially unacceptable behaviour, 25 of these children were considered to be at risk of all.

Top 3 Risk Factors Identified for Missing Child at IA 2015/16

Sexual Exploitation 37
26
25 29
Drug Use 21
31 36
Unacceptable Behaviour
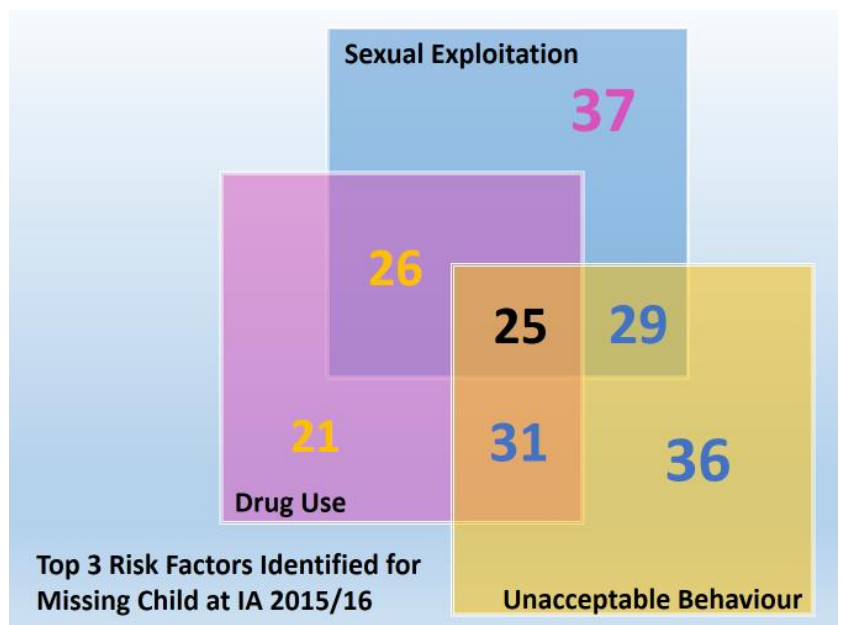
No Risk Factors

One of the selected outcomes of the assessment is 'No Risk Factors'. In the publication 'Children in Need Census: Additional guide on the factors identified at the end of assessment' it is suggested that this option

would be an unlikely result of an assessment and would only be used "in cases which were closed following assessment where it was determined the child was not in need"[36].

A total of 118 assessments were completed during 2015/16 that identified CSE or Missing as a risk while also identifying 'no risk factors'. Of these cases, 58 cases (49.2%) or almost half of all marked as 'no factors identified' had outcomes[37] that required further involvement from Children's Social Care services; a further 15 cases (12.7%) were directed to Targeted Prevention or step-down services for the risks identified.

These cases show that when recording assessments the use of 'no risk factors' is not in line with stated guidelines, so it could account for different scenarios.

> **Recommendation**: To review the way in which partnership agencies provide support to U18 missing persons to ensure that this is adequate and includes addressing the reasons why they go missing.

8. Victim Profile

In order that a current up-to-date picture of CSE victimisation could be analysed only the 125 recorded offences of CSE in the last year (01/04/2015 - 31/03/2016) were looked at. This is because 45 of the 170 recorded CSE offences in this period actually took place more than two years before this.

91% **9%**

Age Groups

| 0-9 | 10-12 | 13-15 | 16-17 |
| 5% | 33% | 53% | 10% |
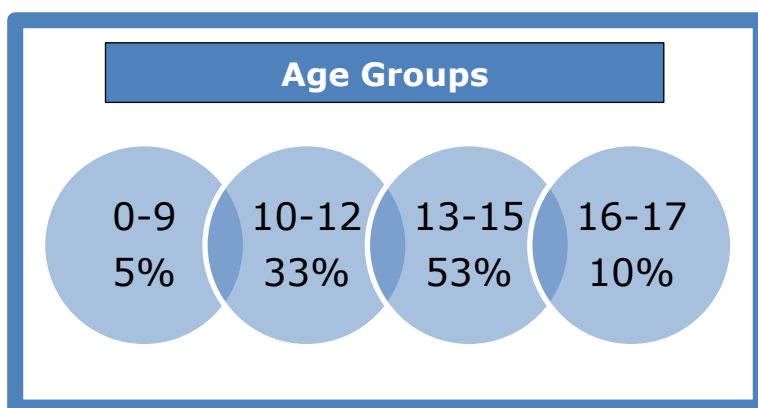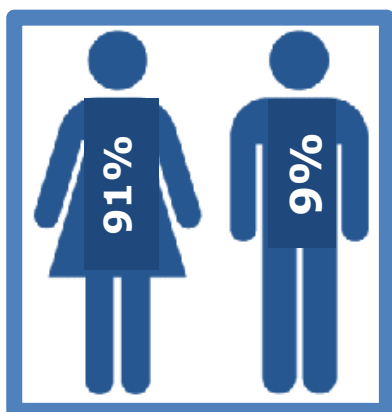
Girls and young women, in general, report more sexual offence than boys and young men. Nationally, the problem of under-reporting in males has been discussed. It is important that potential opportunities are not missed because of any ingrained cultural perceptions around victims of CSE. Boys and young men can be perceived as at lesser risk in the same situations than girls and young women, for example when a boy or young man is late home or if they associate with older peers or is in an inappropriate relationship. This is a common perception in the general public and may also exist among some professionals.

> **Recommendation**: Conduct a publicity campaign to increase the awareness of CSE among boys and young men for both the general public and professionals working with U18s.

The reported crimes over the past year show that a key age group is the 13-15 year old group. Clearly, children and young people of all ages are at risk from exploitation but teenagers are most likely to have inappropriate relationships with young adults.

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[36] Department of Education, (Nov 2015) Children in Need Census: Additional guide on the factors identified at the end of assessment Page 5

[37] Including: 'CIN Plan required', 'Proceed to Core Assessment', 'Proceed to S47 and Core Assessment' and 'Service Agreed - Ongoing Involvement'

An area of CSE that has not been fully understood at both a local and national level is the lesbian, gay, bi-sexual and transgender group. Barnardo's have conducted some research and have highlighted concerns that boys in particular do not talk to their peers about sexual identity issues. Instead, they go to online chatrooms where they can be targeted by adults who seek confused and vulnerable boys. This can lead to exchanges of indecent images, inappropriately sexualised conversations and may lead to physical contact. On its own, this is child abuse but this may also lead to exploitation.

> **Recommendation**: Particular attention needs to be given to the issues with the reporting of gay, lesbian and transsexual CSE offences. Victims may not be reporting because of fear of shame.

CSE Victims Committing Crime

Another aspect to a CSE victims profile is whether it can be a determining factor which could lead a victim to go on to commit crimes themselves. The trauma that results from a sexual offence being committed on a young person may lead to them taking drugs, shoplifting or committing other offence types. Previous research[38] in Northamptonshire has been conducted to show that approximately 30% of victims do go on to commit crime.

But for the Police in particular, awareness of this possibility is important. For example, if a young female is caught shoplifting sex-related items e.g. a pregnancy test, would officers consider this female solely as an offender? They should also consider the possibility that this is a risk indicator for CSE. There are few opportunities for the Police to be proactive in this regard such that evidence of CSE is sought before it is reported. This is an opportunity to gather intelligence and learn more about the person in question and possibly identify a CSE perpetrator(s).

A survey of Northamptonshire Custody Sergeants was conducted in June 2016 by a Northamptonshire Police Analyst. Custody Sergeants were chosen for this survey due to their unique position of responsibility within the police force; all individuals must be presented to the custody sergeant upon arrest who then "shall determine whether he has before him sufficient evidence to charge that person with the offence for which he was arrested and may detain him at the police station for such period as is necessary to enable him to do so"[39]. This means that Custody Sergeants come into contact with and consider all those that are brought into the custody suite and would be presented with a wide range of concerns for those that are entered into their care.

A scenario was presented to the Custody Sergeants to see whether they would have given consideration to the potential of CSE taking place. The scenario they were presented with was:

- A female aged 15 is brought into custody having been arrested for shoplifting and is in

  possession of a stolen pregnancy test kit. What happens next?

They were also asked whether they had been given specific training for that role in particular. The tables on the following two pages shows a selection of responses.

At the time of writing this report, there were 26 Custody Sergeants, of which just one was female. The one female sergeant is one of the six respondents to this survey. It may be coincidence but the answers from the female sergeant did show more awareness of the issues and more empathy with the victim in the scenario.

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[38] Northamptonshire Police, 'Operation Haymaker 3: Repeat Missing Persons (Sep 2014) - Mark Healey
[39] http://www.legislation.gov.uk/ukpga/1984/60/section/37

1. Would you consider that this female could be a victim of CSE?

- Not based on this info/ scenario without more info coming to light from either FIS or themselves.
- Potentially yes. Other factors would have to be considered when answering this question, such as why she has stolen it, recent intelligence, family concerns etc.
- I would complete a medical form and get her seen in Custody to discuss this and get any relevant support.
- Probably not if I'm honest. I would maybe if there was some surrounding circumstance.
- Yes, but unless there was supporting intel on Niche/ PNC then enquiries around this would hopefully come about during the crime investigation/ interview. If markers/ intel did exist then I'd direct the officers to deal with those matters.
- Immediate risk/ custody welfare - Is the detainee pregnant or suspected to be pregnant?

2. Would this female be questioned about her sexual health/ partner/ welfare?

- No – standard risk assessment questions.
- Standard risk assessment would cover physical and mental health. We would not probe sexual health or relationship status as a matter of course. We may well have conversations with parent/ guardian regarding the female and her recent behaviour, issues of concerns etc.
- As a female I would probably have a chat with her about it.
- No.
- Welfare yes, sexual health comes with that, partner would be more of an investigators line of enquiry.
- I would not dig too deep into these areas, as this would potentially disclose further offences which I need to be kept out of the evidential chain, but I would certainly ensure that the OIC gave due consideration to these areas with respect to safeguarding follow up.

3. Would this female have an opportunity to receive support from partner agencies?

- No unless she requested specific info.
- Standard detainee release leaflet contains numbers for useful agencies. If she was bailed to see the Youth Offending Service then this could help channel support. Police Doctor can signpost also but this would require the detainee seeing them in the first place.
- I would expect the arresting officer to complete any referral paperwork.
- Maybe.
- Yes if required, more an investigators role, but if mental health was an issue then it would be covered in here.
- If the detainee appears sexually active, my expectation would be that the officer's flag this appropriately on NICHE, using the PPN recording system. I would probably check to ensure that this has been or will be done with the OIC prior to the detainee's release. I must confess however, that my concerns would be based around potential child at risk issues from a risky adult rather than CSE.

4. Are these considerations more appropriate for the arresting or interviewing officers?

- Interviewing officers probably, I don't think anyone would consider this without further intel.
- I will not discount the role Custody Sergeants play in recognising the signs of CSE, but in my opinion the interviewing officer/ OIC will be more appropriate as they will be interviewing and seeking to clarify why certain offences are occurring. We have enough issues to manage as it is in custody where the burden of responsibility and accountability sits with us without taking extra on. I do not want this to become another responsibility thrust upon us where in reality it will be so that accountability can be directed towards ourselves if and when things go wrong.
- I expect the arresting officer to complete any referral paperwork as they did when I was on LRO.
- Both.
- The detainee would be provided with the standard release information which gives help numbers and contact numbers of support agencies; although I do not believe that any of these specifically involve/ tackle CSE.

5. Do Custody Sergeants receive training on Indicators of CSE?

- NCALT.
- No specific custody targeted training. I vaguely recall an NCALT package.
- I don't recall being given any training for indicators of CSE particularly for Custody but I have in force previously.
- Don't know.
- I've had CSE training as a front line officer.
- I certainly haven't had any specific training in the area of CSE, but I do not know whether this area is covered in the new custody courses as it's been a bit of a while since I did mine.

Analysis of the responses:

Scenario: A female aged 15 is brought into custody having been arrested for shoplifting and is in possession of a stolen pregnancy test kit. What happens next?
Respondents: 6 Custody Units Sergeants

STRENGTHS	WEAKNESSES
• Custody Sergeants are aware of CSE indicators. • Sergeants do speak to parents/ guardians about welfare issues. • Sgts are particularly aware of mental health issues. • Some awareness of immediate safeguarding issues.	• No specific training is given to Custody Sergeants on CSE issues they may encounter with prisoners. • Unless there is an existing warning marker on Niche, Custody Sergeants may not raise CSE vulnerability to the interviewing officer. • Some Sergeants said they would not have asked about welfare issues. • Although safeguarding issues were expressed by some officers CSE was not a priority within this with the exception of one respondent. • There is a focus on not jeopardising the potential for gaining evidence rather than seeing the bigger picture. • The prisoner release leaflet providing contact numbers for further help does not mention CSE.
OPPORTUNITIES	THREATS
• This is a chance to intervene at an early stage to gather intelligence or safeguard a child. This is one of the few opportunities for the police to be proactive with regard to CSE. • If the arrested person is uncooperative or reluctant to disclose they could be offered assistance from other agencies. • There are opportunities for the police to question young offenders about the underlying factors about why they are offending or behaving anti-socially. • With most responding officers expressing concerns about welfare there is an opportunity to ensure that CSE is part of that concern.	• Missed warning signs and missed opportunities to safeguard victims of CSE. • Some Custody Sergeants state it is the interviewing officer's responsibility to offer support from other agencies and some said it was both. • Released prisoners that are vulnerable to CSE may be more at risk on their release than when they were first arrested. • A lack of specific CSE training for Custody Sergeants is likely to lead to an inconsistent approach and response.

Recommendations as a Result of this Survey
a) Custody Sergeants to receive tailored training on CSE which would include highlighting potential CSE risk indicators in arrested young people
b) To review the number of female Custody Sergeants
c) To revise the prisoner release leaflet to include contact numbers for CSE helplines
d) To consider having a workshop for Custody Sergeants and partnership staff where they would act out a scenario involving a CSE element.

Repeat Victimisation

In the reporting period for this report, 167 victims were analysed to see whether they had been victims of crime previous to the reporting period for this report (01/04/2015 – 31/03/2016). Six of the victims had been subject to a sexual offence within the same period. Of these, four had been attacked by their original offender, and two had been the victim of an unrelated offence by a second offender.

These 167 victims of CSE were also analysed for victimisation prior to this reporting period. 38 of the children or young people were repeat victims for another sexual offence. The chart below shows the number of sexual offences they have been subjected to in total. As can be seen one CSE victim has been the victim of five sexual offences during her lifetime.

Sexual Offences against CSE Victims

These 167 CSE victims have also been subject to other crime types as the chart below shows. This demonstrates that these children and young people are vulnerable to violent crime in particular.

Crimes Types Committed Against CSE Victims
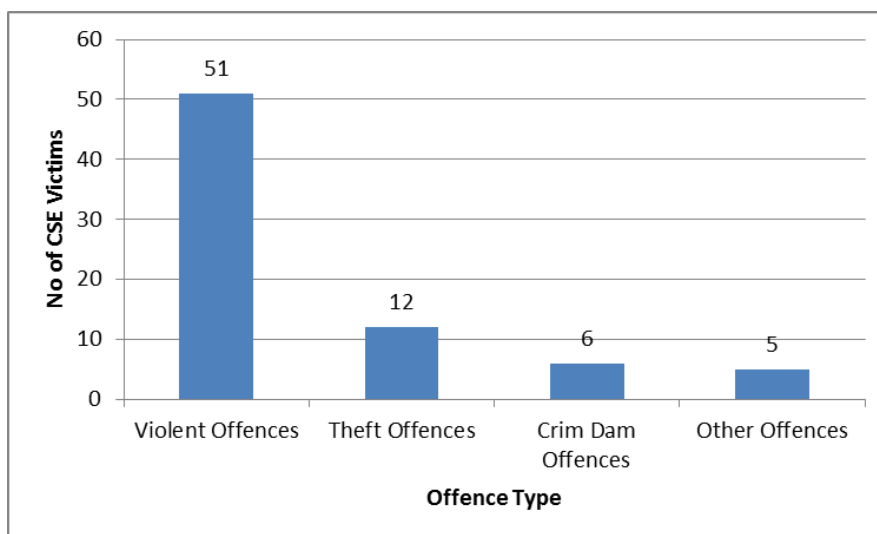
51 of the children and young people had also been victims of a violent crime.

These figures demonstrate further the increased vulnerability of CSE victims. 25% of the CSE victims had been the victim of a previous sexual offence. 22% had been the victim of a violent crime.

However, the large majority of the CSE victims in this period (107 or 64%) were a first time victim for any police recorded offence type. This shows that some CSE victims cannot necessarily be predicted by looking at their victimisation history. Clearly this makes it more difficult to identify potential victims and highlights how important the other indicators, listed in Section 2.4, are in recognising when CSE could be occurring.

> **Recommendation**: When an under 18 child or young person becomes the victim of a violent crime or sexual offence, early intervention needs to take place to help prevent that person from becoming subject to a further sexual offence including CSE

9. Offender Profile

It should be noted that this offender profile is based only on crimes recorded by Northamptonshire Police in 2015-16. Of the 170 CSE crimes recorded, only 14 have so far been recorded as detected. CSE cases can take a long time to resolve and therefore more offences could be detected in the future. Even so, the majority of the offences do not have a known offender. The 14 detected offences have 13 offenders as one offender has been disposed as being responsible for two of the crimes. The source of this offender profile is therefore based on just 13 persons.

Analysis on just 13 offenders is clearly too small a number to make any definite conclusions. Nevertheless, some basic analysis is included below. In order to achieve a more meaningful analysis, based on a larger dataset, the analysis of suspected offenders has also been included, but shown separately below. In total, there are 70 suspected offenders for the 170 crimes recorded in the reporting period for this report.

Even when using this larger data set which includes suspects there are potential reasons for having skewed data. Offences where there are older offenders can be more difficult to detect because these offenders are likely to be more aware of law enforcement methods, particularly offenders who commit CSE type offences. Older offenders may also be better at discouraging their victims from reporting crimes. The greater age difference is likely to means that they will have more power over their victims, both psychologically and physically.

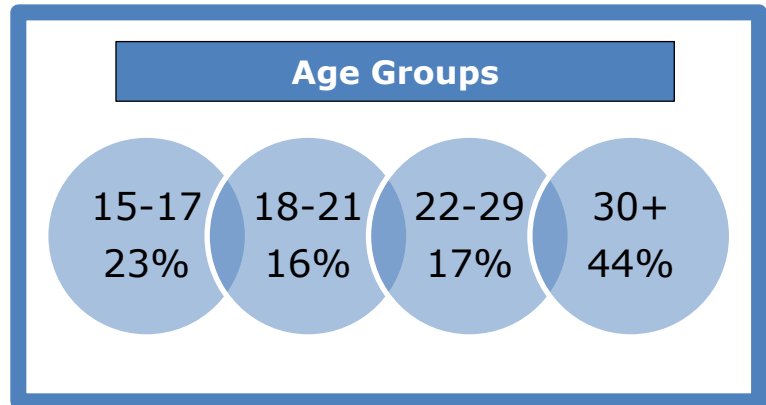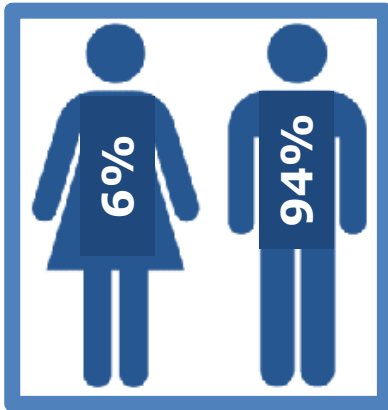Gender, Ethnicity and Age (Detected Offenders):

13 offenders profiled

Age Groups

15-17	18-21	22-29	30+
0%	21%	21%	57%

Female: 8% / Male: 92%
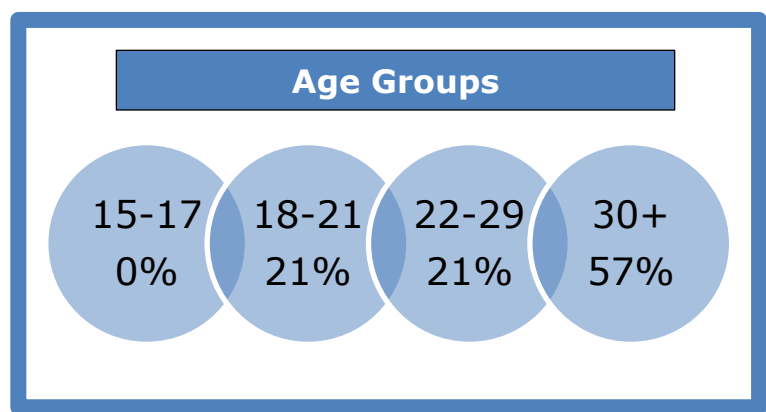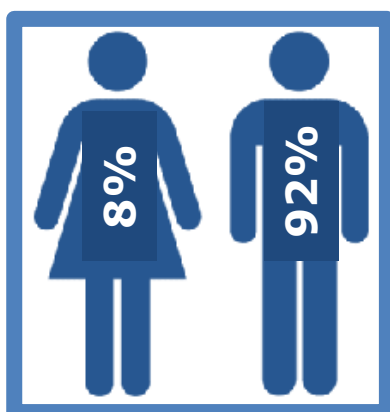
92% White European/ 0% Black/ 0% Asian/ 8% Unknown

Gender, Ethnicity and Age (Suspects Only):

72 suspects profiled

6% **94%**

Age Groups

| 15-17 | 18-21 | 22-29 | 30+ |
| 23% | 16% | 17% | 44% |

64% White European/ 6% Black/ 4% Asian/ 26% Unknown

The national picture published in a report in 2013 by ACPO which was based on the findings from 41 Police Forces shows similar offender profile results. In short, offenders that we know about in Northamptonshire are White males. There is not a strong representation in any of the age groups. But this is different to the profile of other crime types which generally have a younger age profile than that shown here.

Demographics – Nationality

In recent years, Northamptonshire, like other areas in the country, has seen a high level of in-migration, from Eastern Europe in particular. This has resulted in an increased diversity of culture within the population of Northamptonshire. The implications of this diversity need to be considered in the context of sexual consent. Different cultures have different values and beliefs, some of which can vary from those in the UK. It is important therefore that the issues surrounding consent are promoted into these different communities. The 14 offenders in this profile were all United Kingdom nationals which shows that the issues of consent can be difficult for all young persons in general to understand, no matter what their cultural background has been.

Northamptonshire Police have recently been promoting material in an attempt to make consent easier to understand. Through social media using Instagram, Facebook and Twitter, messages were posted daily for a week using the hashtag #NoConsentNoSex.

Various picture messages were posted, for example, the one shown here using the headline "Walking someone home is not a crime. Rape is." There were also signposts to supporting agencies should anyone reading the messages need help. These included the Northamptonshire Rape Crisis and the Sexual Assault Referral Centre (Serenity) and VOICE, the victim support charity.

Similarly, there are different perceptions about what is and is not an inappropriate relationship based on age differences. Again, these are not always the same across different communities. Young people and young adults are also likely to consider age differences in different ways.

Some young adults may not have considered the emotional and physical impact of sexual contact on younger teenage partners, particularly those under 16. Determining whether there is an equal relationship or whether it is exploitative can be difficult. This is especially true if the age difference is not large, for example between a 19 year old and a 15 year old, which legally is therefore without consent. For CSE to have occurred, there has to be an exploitative or unequal relationship. However, CSE perpetrators who deliberately target younger people will take advantage of this confusion.

The analysis of these known offender or suspect ages does show that many of the offenders are aged just above the age of their victims. It is possible that these young adult offenders do not appreciate that they have committed a criminal act and that they could face prison and be registered as a sex offender. This will be a life-changing event for them and if they had been fully aware of the consequences it may have influenced their actions

Recommendation: The significant consequences of committing CSE offences need to be publicised in order that potential offenders realise the implications these offences will have on them.

Recommendation: To conduct a Northamptonshire communities profile focusing on cultural beliefs with respect to relationships and sexual consent. This should then be used to tailor social media messages on CSE with both an enforcement and preventative perspective

Recommendation: To find partners outside of the usual Police, Health, Education and Social Services arena. For example within the night time economy, hospitality, leisure, and retail industries.

Examples where the Police and partners have worked together to reduce risk within CSE:

1. Rochdale – Police, local authority and partners working together to understand how and when licenses can be revoked for taxi drivers and fast food restaurants.
2. Rotherham – Multi-partner scoring tools combined with professional judgement when risk assessing.

10. Conclusion and Next Steps

Northamptonshire has made large strides in the way in which children and young people are safeguarded against child sexual exploitation in the last two years. This report shows that all of the partnership agencies within RISE and MASH are working more closely together than when the last report was completed and therefore helping Northamptonshire to become a safer place.

In order to take the next steps in a programme of continuous improvement to safeguard in the future, all of the agencies should aim to be more proactive in seeking out where CSE could be occurring rather than focusing on only what we know already. Crime prevention is about taking the earliest intervention opportunities and nowhere is this more important than in the prevention of child sexual exploitation and the identification and prosecution of the perpetrators of these crimes.

So what are the next steps that should be taken in order to achieve a greater degree of proactivity?

This report has identified that there are further opportunities for partnership collaboration particularly around progressing the use of Ecins. Pro-activity is the key theme in this report and the opportunities that being more pro-active present should not be lost. The way that intelligence is collected, analysed and interpreted across all the partners needs to be better used to achieve this.

Partners should therefore take steps to work together more to find those methods which ensure that where there is knowledge, it is developed into such a way that action is taken at every possible opportunity. Equally where there are knowledge gaps these should be identified and awareness raised to support how these gaps will be filled. This report highlights several areas both in terms of geography and demographics where this should be achieved.

A recommendation setting meeting should be arranged at the earliest opportunity.

11. References and Useful Websites

There are many reports on both missing persons and child sexual exploitation. Some of the most important reports can be accessed by the links listed below:

Northamptonshire Safeguarding Children Board (2015), 'Northamptonshire Multi-Agency Protocol on Children who Run Away or go Missing from Care (Local Arrangements)
http://www.northamptonshirescb.org.uk/policies/missing-children-protocol/

Northamptonshire Safeguarding Children Board (2015), 'Making Children Safer: Thresholds and Pathways'
http://www3.northamptonshire.gov.uk/councilservices/children-families-education/help-and-protection-for-children/protecting-children-information-for-professionals/Documents/NCC114615_Thresholds%20and%20Pathways%20June%202014_AW3.pdf

Missing Children (2013) - Ofsted
https://www.gov.uk/government/publications/missing-children

The Marie Collins Foundation
http://www.mariecollinsfoundation.org.uk/

College of Policing – Responding to child sexual exploitation
https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/child-sexual-exploitation/

Barnardos
http://www.barnardos.org.uk/what_we_do/our_work/sexual_exploitation.htm?gclid=CPHNrpaOqs0CFe4y0wodmsEANw

The National Working Group for Sexually Exploited Children
http://www.nwgnetwork.org/

The Children's Society
http://www.childrenssociety.org.uk/

Centrepoint
http://centrepoint.org.uk/

Independent Inquiry into Child Sexual Exploitation in Rotherham
http://www.rotherham.gov.uk/downloads/file/1407/independent_inquiry_cse_in_rotherham

Independent Review of Child Sexual Exploitation – Rochdale Borough Council
http://www.rochdale.gov.uk/council-and-democracy/policies-strategies-and-reviews/reviews/Pages/independent-review-of-cse.aspx

Problems and Solutions from the Perspective of Young People – Cardiff University
http://www.cardiff.ac.uk/cascade/files/2014/10/Briefing-3.pdf

Dealing with Child Sexual Exploitation – HM Government
https://www.gov.uk/government/publications/tackling-child-sexual-exploitation--2

National Society for the Prevention of Cruelty to Children – How Safe are our Children?
https://www.nspcc.org.uk/services-and-resources/research-and-resources/2015/how-safe-are-our-children-2015/

Child Sexual Exploitation: Problem Profile – Devon and Cornwall Police (2015)
(Available to Police)

How to spot child sexual exploitation – NHS
http://www.nhs.uk/Livewell/abuse/Pages/child-sexual-exploitation-signs.aspx

Parents Against Child Sexual Exploitation
http://paceuk.info/

Childline
https://www.childline.org.uk/Pages/Home.aspx

Researching Child Sexual Exploitation – Bedford University
http://www.beds.ac.uk/ic

It's not okay – Lets stop child sexual exploitation now.
http://www.itsnotokay.co.uk/what-is-it/real-stories/

12. Appendix A - Local Profiles

As a multi-partner profile on CSE for Northamptonshire, this report cannot reflect the varying situations experienced across the County. Neither is it appropriate for this report to identify perpetrators or victims currently of concern. If local profiles for the seven Northamptonshire Districts were produced in partnership with each other, they would focus on the individual needs of each of these areas, whilst retaining countywide work practices. These profiles need to focus on the local nature of how grooming may be taking place rather than merely hot spotting CSE within that area. This would then identify the opportunities for CSE prevention within that area. The following is a list of subjects that the profiles would hopefully attempt to cover.

For Each Area:
Victims, Offenders, Suspects and Locations
Who is vulnerable?
Who are the victims?
How can they be protected from harm?
Who are the offenders and suspects?
Where are the high risk locations? How can they be made safer?
What are the contributory factors (drugs, alcohol, DV, health, online)?
Opportunities for crime prevention

Partnership Working
How and who do victims report to?
Could the existing reporting mechanisms be made simpler?
How joined up are the different agencies? Do they share information?
Which agencies contribute to safeguarding children?
Do all agencies identify perpetrators?
Is intervention taking place at the right time?
What support is available to victims?
What mechanisms are in place to report intelligence?