

ioNORTHAMPTON BOROUGH COUNCIL

Overview and Scrutiny

Report of Scrutiny Panel 1 – Child Sexual

DRAFT VERSION 2

1 Purpose

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

Key lines of Inquiry:

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

- 1.2 A copy of the scope of the review is attached at Appendix A.

2 Context and Background

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

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

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

- Presentation to set the scene: To identify the prevalence of the problem locally
- Relevant national and local background research papers

- Definitions – CSE, human trafficking and domestic slavery
- Case Studies

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

- Internal expert advisors:
 - Leader of the Council, Northampton Borough Council (NBC)
 - Cabinet Member for Community Safety, NBC
 - Director of Customers and Communities, NBC and the Environmental Health and Licensing Manager, NBC
 - Chair of the Community Safety Partnership (CSP)
 - Service Manager, Anti-Social Behaviour Unit

- External expert advisors:
 - Head of Protecting Vulnerable Persons, Northamptonshire Police
 - Service Manager, RISE Team
 - Senior Manager, Northamptonshire Safeguarding Children's Board
 - Director, Education Services, NCC
 - Representative, Children's Rights' Group, Corporate Parenting Board
 - Chief Officer, Northamptonshire Victim Support
 - Cabinet Member for Adult Services, NCC
 - Cabinet Member for Children's Services, NCC
 - Chair, Northamptonshire Safeguarding Children Board
 - Service Manager, Barnardo's
 - Service Manager, Save the Children
 - Chief Officer, Service Six
 - Chief Officer, Lowdowne Centre
 - Manager, Free to Talk Group
 - Chief Officer, Rape and Crisis Centre
 - Chief Executive, Northampton Partnership Homes (NPH)
 - Chief Officer, Northamptonshire Healthcare NHS Foundation Trust

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

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

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

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

2.7 Grooming

2.7.1 The grooming process:

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

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

3 Evidence Collection and Desktop Research

3.1 Evidence was collected from a variety of sources:

3.2 Background reports

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

3.2.1 Barnado's "Its not on the radar"

Executive Summary

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

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

- boys and young men
- lesbian, gay, bisexual, trans and questioning (LGBTQ) young people
- disability¹
- ethnicity and faith.

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

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

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

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

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

Boys and young men:

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

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

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

Ethnicity and faith:

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

Disabilities:

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

3.2.2 HM Government – Tackling CSE

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

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

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

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

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

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

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

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

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

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

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

Jay Report

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

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

New system to tackle Child Sexual Exploitation

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

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

Early intervention

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

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

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

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

Family education and relations

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

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

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

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

Community events

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

Professionals' education

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

Conclusions

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

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

Strategic approach

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

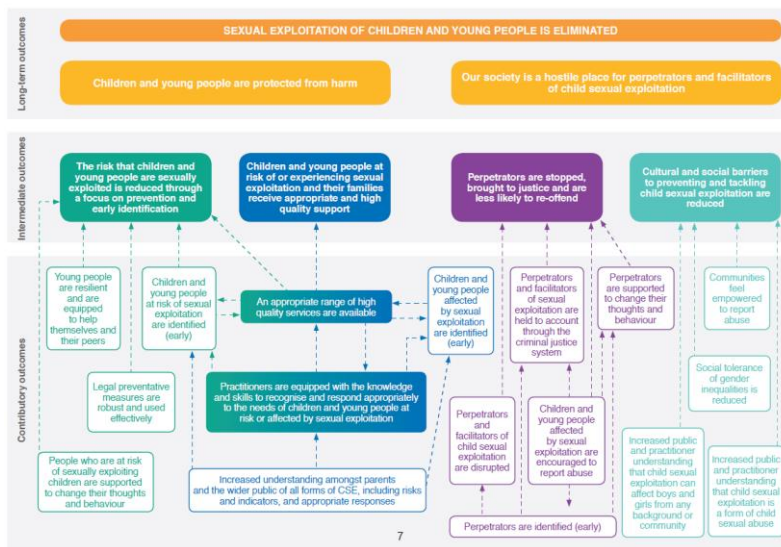
The plan is structured around four intermediate outcomes:

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

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

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

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



What is being done:

Raising awareness amongst parents and the wider public

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

What's next

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

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

3.3 Core questions

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

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

3.3.3 Salient points of evidence:

Chair, Community Safety Partnership (CSP)

- CSE affects all communities; neither victims nor perpetrators come solely from any particular social, economic, ethnic or faith background. It is important that a joined up approach is taken across

all agencies. This has been recognised within Northampton Borough Council and also the Northampton Community Safety Partnership (NCSP).

- A multi-agency countywide approach has been established to respond to and address issues of CSE. NBC Community Safety and NCSP has undertaken the following action:
 - CSE Training has been provided to:
 - Frontline officers
 - Councillors
 - Housing Officers
 - Taxi drivers (also included in the Taxi driver induction course for new drivers)
 - Established as a Community Safety Partnership (CSP) priority, under Violent Crime and Vulnerable people.
 - CSE established as a separate agenda item on CSP Board and Officer Group meetings and sub groups.
 - Community Safety representation on relevant countywide groups.
 - Community Safety are picking up on actions within the countywide CSE action plan
- There is an established multi-agency Countywide Information Sharing Agreements covering community safety (which would include CSE) in place. There are also more robust ISA's for specific areas such as Anti-Social behaviour and Housing; these too, would also enable information on CSE to be shared.
- Section 115 of the Crime & Disorder Act 1998 (revised 2005) enables any person to disclose information for the purposes of any provision of the Crime and Disorder Act 1998 to a relevant authority, or to a person acting on behalf of such an authority.
- Partnership working is well established within Northampton and NBC has a long history of working in this way. The following forums in Northampton and Northamptonshire enable joined up working to take place effectively:
 - Community Safety Partnership Board
 - Community Safety Officers Group
 - Northampton Town Centre Task Group
 - Northampton Anti-Social Behaviour Action Group
 - Northampton Street Community Group

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

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

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

- Officers of the Anti -Social Behaviour (ASB) Unit Officers do occasionally deal with young people, both boys and girls, who cause concern regarding the possibility of them having been groomed and exploited. The ASB Unit is mindful of CSE and where appropriate link in with the appropriate teams. Both the RISE team and the ASB Unit use one shared database called E-CINS which is for partnership work. Officers always share access to the RISE team for any of its shared cases, but acknowledge that their work is sensitive and confidential, so they do not share access to their work with the ASB. The ASB is happy to work together to address any welfare and

safeguarding issues above action that it might take against the youths in all its work with both offenders and victims/witnesses. The ASB is always looking at the best long-term solutions, at interventions and partnership working, long before we look at enforcement.

Service Manager, the RISE Team

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

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

audio advertising, a conference and an online toolkit for agencies resulted in a 50 percent increase in CSE referrals to the Forces specialist CSE team from frontline staff across the Force area'

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

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

Chief Executive, Northampton Partnership Homes (NPH)

- Northampton Partnership Homes (NPH) has a range of staff within the Rehousing and Support Team who have attended Northamptonshire County Council's CSE conferences/training to obtain an understanding of the signs of CSE and appropriate safeguarding mechanisms.
- There are appointed Safeguarding Officers across the organisation and a Safeguarding lead in case an individual officer has concerns about a particular case. All staff are trained on Safeguarding procedures.
- Rehousing Case Officers carry out robust assessments of individuals referred into the service which covers a broad spectrum of personal issues from drug/alcohol misuse to domestic abuse and mental health issues. They are adequately trained to determine if there is cause for

concern that CSE may be present within households/extended networks.

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

- NPH has developed its own Safeguarding and Supporting Vulnerable Adults Policy which makes specific mention of CSE. The Policy was approved by the NPH Operations Committee in September 2016.
- There are a variety of other forums to discuss both specific cases as well as strategic issues. In terms of strategic and specific case management, NPH is an active member of both the Northampton Anti-Social Behaviour Action Group (which is attended by both key Housing staff and the Police) and the Northampton Community Safety Partnership. NPH actively participates in any Serious Case Reviews and Domestic Homicide Reviews as required.
- A range of awareness and training events have been arranged and hosted by NBC and its partners. The communication around events has been cascaded well within Northampton. NPH has raised the issue directly with its customers and has publicised its approach on their website. It is unclear at present how other local communities are being engaged.
- Awareness could be raised further of CSE, human trafficking and domestic slavery of children in Northampton by introducing further training for professionals working with potentially affected families/children with mandatory refresher courses. More information available for the general public on signs of CSE and how to report concerns tailored to age range target i.e.: adults/teenagers. Greater emphasis on multi-agency working and clear guidelines on information sharing to encourage officer confidence in doing so.
- Safeguarding forms part of the NPH corporate induction programme and this approach may be more widely adopted. All NPH Heads of Service have a responsibility to ensure that safeguarding is embedded within their service area. NPH has designed and issued “concern cards” to front line operatives and raised awareness with contractors to ensure issues of concern or potential concern are formally raised, recorded, referred (where appropriate) and investigated.
- NPH is committed to providing help and support to victims of abuse or exploitation and currently has a support service to which victims who are tenants of NPH can be referred. There are specialist officers specific to this area.
- The Tenancy Agreements have a specific clause which refers to the “imprisonment of another person” and makes it clear that the tenant, another member of their household, guest or visitor to the property should not engage in such activity.

Director of Children's Services, Northampton Borough Council

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

Chair, Northamptonshire Safeguarding Board

- The NSCB has a CSE Sub Group with members from across partnership agencies. Child Sexual Exploitation (CSE) and Missing Children is a Sub Group of the NSCB. The aim of the group is to:

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

tackle CSE. This work will include engaging with the local community and awareness raising.

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

Director, Education, Northamptonshire County Council

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

Leader of the Council, Cabinet Member for Community Safety

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

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

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

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

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

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

E-Safety Officer, Northamptonshire County Council

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

Chief Officer, Northamptonshire VOICE

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

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

Manager, Free2Talk

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

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

Manager, ServiceSix

Further information to be added after the March meeting.

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

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

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

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

Chief Officer, Northants Rape and Crisis Centre

Information to be added after the March meeting

4 Desktop Research

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

Local Government Association

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

Pace – Parents Against Child Sexual Exploitation

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

University of Bedfordshire

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

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

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

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

5 Site Visits

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

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

- CAN
- Schools
- Social Services
- General public

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

5.4 There are rigorous systems in place to protect children.

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

- The unit is divided into teams Social Workers, Police, Health, Education, missing persons unit.
- Officers of RISE all log onto different IT systems, but they capture the raw data at the end.
- The Safeguarding team, nurse, youth team, MASH Team all meet once a week to discuss case loads.

- Staff can emotionally get involved when child abuse reports come in but they have supervision to maintain their well-being.
- Cases are held only for six months and staff engage in the community.
- Officers of RISE concluded more and more people are grooming online, and common causes are family breakdown.

6 Community Impact Assessment

6.1 This Scrutiny Review investigated how it could be ensured that Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE).

6.2 The Scrutiny Panel, in having regard to the general equality duty, was mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This was borne in mind as the Scrutiny Panel progressed with the review and evidence is gathered.

6.3 In order that the Scrutiny Panel obtained a wide range of views, a number of key witnesses provided evidence as detailed in section 3 of this report.

6.4 Any recommendations regarding the active role that Northampton Borough Council (NBC) plays an active role in tackling Child Sexual Exploitation (CSE). would consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments are integral to any reports including actions plans.

6.5 Details of the Community Impact Assessment undertaken can be located on the Overview and Scrutiny [webpage](#).

7 Conclusions and Key Findings

7.1 After all of the evidence was collated the following conclusions were drawn:

7.2 Evidence from the RISE Team over the last year suggests that CSE is being committed in Northampton predominantly by individual adults offending against young persons. Evidence highlighted that there has fortunately been very

limited information that gang related or organised CSE is taking place. Where such information has been received a number of intelligence led operations have been conducted; these include Operation Vacation which targeted a group of adult males (aged in their 20s and 30's) from Northampton who were believed to be exploiting teenage females and Operation Tanka, targeting offenders exploiting teenage females in the sex trade. This resulted in the prosecution of 34 year old female at Northampton Crown Court in June 2016.

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

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

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

8 Recommendations

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

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

Making Public Spaces Safer

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

Communication and E-Safety

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

Training and Awareness Raising

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

8.10 The Chief Executive of Northampton Partnership Homes is asked to ensure that all of its Officers and relevant Board Members receive training on how to recognise the signs of CSE and how they should report it.

8.11 Relevant Officers and Members of Northampton Borough Council undertake online training for practitioners on national best practice.

8.12 Northampton Borough Council hosts a series of briefings and training sessions for community groups in the borough, in order to raise awareness of how to recognise the signs of CSE and how to report it.

Overview and Scrutiny Committee

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