

Report of the Strategic Director of Children's Services to the meeting of the Bradford South Committee to be held on 26 March 2015

BE

Subject:

Arrangements by the Council and its partners to tackle child sexual exploitation

Summary statement:

This report highlights issues relevant to the Area Committee which arise from the resolution passed unanimously by Council on 21st October 2014 regarding child sexual exploitation (CSE) and from the attached detailed report accepted by the Council Executive on 13th January 2015, regarding the same issue.

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Strategic Director of Children's
Services

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Portfolio:

Children's Services

Overview & Scrutiny Area:

Children's Services



1. SUMMARY

- 1.1 This report highlights relevant issues from the attached report which was accepted by the Council Executive on 13th January 2015. It sets out in detail the national and local context regarding child sexual exploitation (CSE) and arrangements to tackle it. It also describes preventative initiatives and the work undertaken to investigate historic concerns about CSE and to disrupt and prosecute the perpetrators of CSE.
- 1.2 In section 10 of the report there are 9 recommendations, the first of which is that Area Committees should receive a report regarding Child Sexual Exploitation. The detailed report and this covering report are presented to the Area Committee in response to the first of the recommendations.

2. BACKGROUND

- 2.1 Please refer to the attached report.

3. OTHER CONSIDERATIONS

- 3.1 None additional to attached report.

4. OPTIONS

- 4.1 To encourage Ward Members to complete the CSE and other safeguarding training that is available.
- 4.2 To consider what local Ward Members can contribute to keeping children in their locality safe from CSE.

5. FINANCIAL & RESOURCE APPRAISAL

- 5.1 None additional to the attached report.

6. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 6.2 None additional to the attached report.

7. LEGAL APPRAISAL

- 7.1 The report has been considered by the office of the City Solicitor and there are no identified legal issues to highlight.

8. OTHER IMPLICATIONS

8.1 EQUALITY & DIVERSITY

- 8.1.1 Child sexual exploitation is a crime committed by predominantly male perpetrators from all different racial backgrounds.



8.2 SUSTAINABILITY IMPLICATIONS

8.2.1 None

8.3 GREENHOUSE GAS EMISSIONS IMPACTS

8.3.1 None

8.4 COMMUNITY SAFETY IMPLICATIONS

8.4.1 None additional to the attached report.

8.5 HUMAN RIGHTS ACT

8.5.1 Child sexual exploitation is a violation of the rights of the child under the Human Rights Act. The arrangements made by the Council and its partners are intended to prevent the rights of the child being violated in this way.

8.6 TRADE UNION

8.6.1 There are no implications for Trade Unions

8.7 WARD IMPLICATIONS

8.7.1 Identify any Ward or area implications.

9. NOT FOR PUBLICATION DOCUMENTS

9.1 None

10. RECOMMENDATIONS

10.1 Members of the Committee are requested to consider the attached report.

10.2 Members are requested to consider what they as local ward Members can contribute to keeping children in their locality safe from child sexual exploitation.

11. APPENDICES

11.1 Appendix 1: The report of the Strategic Director of Children's Services to the meeting of the Council Executive held on 13th January: "Arrangements by the Council and its partners to tackle child sexual exploitation." (Executive Document "AM")

12. BACKGROUND DOCUMENTS

12.1 None additional to the attached report.



Report of the Strategic Director of Children's Services to the meeting of Council Executive to be held on 13th January 2015.

AM

Subject:

Arrangements by the Council and its partners to tackle child sexual exploitation.

Summary statement:

This report summarises the current arrangements in the District for safeguarding children from child sexual exploitation and also describes the arrangements that have been put in place to enquire into allegations of historic child sexual exploitation (CSE). Preventative initiatives and work to support families and communities affected by CSE are also described.

Further actions will be proposed to enable the Council to implement in full the resolution passed unanimously on 21st October 2014.

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1. SUMMARY

- 1.1 This report summarises the current arrangements in the District for safeguarding children from child sexual exploitation (CSE) and also describes the arrangements that have been put in place to enquire into allegations of historic child sexual exploitation. Preventative initiatives and work to support families and communities affected by CSE are also described.

Further actions are proposed to enable the Council to implement in full the resolution passed unanimously on 21st October 2014.

2. BACKGROUND

2.1 NATIONAL CONTEXT

Professional and public awareness of child sexual exploitation (CSE) has grown significantly in the 14 years since the publication of the first dedicated national guidance for dealing with this form of child sexual abuse, which was entitled: "Safeguarding children involved in prostitution". Changes in legislation and guidance culminated in the publication of the national "Tackling Child Sexual Exploitation Action Plan" which was published in 2011.

- 2.2 In addition to national guidance and new legislation, the growing appreciation of the need to develop a more sophisticated multi-agency response to CSE was aided by research and enquiries such as the two year national enquiry into CSE by gangs and groups led by Sue Berelowitz, the Deputy Children's Commissioner for England. More recently, the publication of the Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013 ("The Jay Report") has emphasised the importance of strong strategic and political leadership across the public sector and in communities in responding to CSE at a local level.
- 2.3 As a result of the publication of the Jay Report in August 2014 Ofsted announced that it would be undertaking inspections of local responses to CSE in eight local authority areas. The final thematic report: "The sexual exploitation of children: it couldn't happen here, could it?" was published in November 2014. The report considered evidence from 36 inspections of children's services that had already been published and inspections of 38 children's homes, in addition to the eight specific CSE inspections.
- 2.4 This detailed report has produced 25 recommendations for local authorities (LA), partner organisations, LSCBs, national government and Ofsted itself. Overarching themes in the findings and recommendations are: the need for strong strategic leadership; the need to develop effective local performance arrangements (informed by consistent crime recording); the need to prioritise awareness raising; the importance of police and LA using all powers to disrupt and prosecute offenders; and the need to ensure that all missing children have an independent return interview and that intelligence about missing episodes is collated to identify patterns and risks.



- 2.5 Whilst the report does emphasise the importance of effective multi-agency working, particularly when presenting findings about professional practice, the focus of comments about strategic leadership is entirely on the LA and the LSCB. Therefore the distinctive strategic leadership that can be offered by the police service or by health trusts and commissioners in developing therapeutic services is not explored.
- 2.6 Some commentators have expressed the view that the report does not provide sufficient analysis of the examples of good practice identified in some areas. As a consequence, it has been argued, an opportunity to promote good practice has been squandered.
- 2.7 The Ofsted report, together with other recent publications, is of assistance in developing understanding of the complexity of CSE and of the necessity to develop a sophisticated “whole system” response to this form of abuse. It is possible to bench mark planning and activity in Bradford against some good practice identified in the report. The key findings and recommendations of this report are being considered by the CSE sub group of Bradford Safeguarding Children Board (BSCB) and where appropriate are incorporated into the further development of the plan under-pinning the Strategic Response to CSE.

2.8 LOCAL CONTEXT:

Partnership working to address CSE in the Bradford District dates from 1995. In October 2011 the independent chair of Bradford Safeguarding Children Board (BSCB) sought assurance as to the effectiveness of the multi-agency response to CSE. In common with other organisations nationally, it is now recognised that West Yorkshire Police and Bradford Council did not have the same rigorous and co-ordinated approach to dealing with allegations of child sexual exploitation that have subsequently been developed.

2.9 The key outcomes of a “structured challenge” to partners were:

- BSCB “Champion for CSE” identified: Police Superintendent;
- A multi-agency co-located service, known as “The Hub” was established in January 2012, based at Javelin House.
- BSCB to be responsible for the District’s strategic response to CSE.

2.10 Prior to the Hub being established, the Council Chief Executive convened a meeting of senior council officers, key elected members and senior police officers in December 2011. The purpose of this meeting was to ensure that there was a full, shared understanding of the incidence, impact and broader implications of CSE activity in the Bradford District. A key outcome of this meeting was the endorsement of the concept of the Hub. A further meeting of key officers, politicians and police officers took place on the 20 June 2012 to receive an update about the implementation of the Hub. Key outcomes of this second meeting were that the Council committed a full time specialist children’s services team manager to further support the work of the Hub and identified £250,000 to invest in CSE services during the period 2013 – 2015.



- 2.11 The Director of Children's Services convened a meeting for all Secondary Head Teachers in June 2013. This was addressed by the DCS, BSCB Manager and Senior Officers from West Yorkshire Police. Head Teachers were notified of the West Yorkshire wide "Know the Signs" public awareness campaign and other initiatives relating to CSE.
- 2.12 In February 2014 the Council's Strategic Leadership Team devoted an extended meeting to the topic of CSE, receiving a detailed presentation from BSCB setting out the current incidence, disposition of services, challenges and new developments in partnership working.
- 2.13 During Spring 2014 BSCB conducted a review of the effectiveness of the multi-agency, co-located CSE Hub. This review was chaired by the BSCB Independent Chair, Nick Frost; it was supported by the BSCB manager. The process was steered by representatives of the following key partner agencies:
- Bradford Children's Services
 - NSPCC
 - NHS Clinical Commissioning Groups
 - West Yorkshire Police
 - Hand in Hand Project (Children's Society).
- 2.14 The review considered a number of sources of information including:
- Operational data provided by the Hub;
 - CSE case file audits undertaken by managers from West Yorkshire Police and Specialist Children's Services;
 - A Bradford University research project into the experiences of young people affected by CSE, facilitated by Barnardo's Turnaround and Hand in Hand and supported by the British Association for the Study and Prevention of Child Abuse and Neglect (BASPCAN);
 - A self assessment of CSE partnership working against standards developed by the University of Bedford;
 - Home Office Innovation Fund evaluation of parental support work undertaken in the Bradford District by Parents Against Child Exploitation (PACE);
 - Information from external scrutiny of the Hub by Ofsted and the National college of Policing.
- 2.15 Key members of BSCB and the Independent Chair presented the findings of this review to the Council Chief Executive and the Director of Children's Services (DCS) during July 2014. Key issues identified by the Review were:
- Since the Hub was established in January 2012 operational pressures had resulted in increased dedicated staffing resources from both LA Specialist Children's Services and West Yorkshire Police. Increases had been primarily in management and administrative capacity.
 - Audit of practice showed that cases were generally well managed within the Hub. The presence of a social work team manager in the Hub strengthened joint working between the police and social workers. Revised referral pathways for CSE cases were implemented as a result of learning from audit.
 - The Hub had now been externally scrutinised by both Ofsted (as part of the



2014 inspection of Local Authority Children's Services) and the National College of Policing. Ofsted found that: "The co-location of police, social care and Barnardo's within the CSE Hub is a particular strength. It promotes effective and early information sharing across agencies where children and young people are at risk of or are suffering sexual exploitation. Timely and robust multi-agency involvement ensures that risks of CSE are identified and plans put in place to reduce these risks". The National College of Policing awarded the Hub "Gold Standard" and has encouraged other police forces to adopt this operational approach as best practice.

- The review concluded that, working with the "Hub" model, partners had shown themselves responsive to increasing demand and complexity of cases and working arrangements. The review noted that it is likely that demand will continue to increase, at least in the medium term.

2.16 Following the publication of the Jay Report in August 2014, the Council's Strategic Leadership Team devoted most of the September meeting to considering the lessons of the report and considering the implications for Bradford. A briefing for all Elected Members was prepared and circulated on behalf of the DCS during the same month. The Strategic Leadership Team's considerations resulted in the drafting of the motion regarding CSE which was unanimously passed by the Council on 21st October 2014.

PREVENTATIVE WORK:

2.17 Bradford Council identified additional one – off funding of £250,000 which is being invested in CSE preventative work. Services have been commissioned from VCS partners which mean that in September 2014 a programme commenced which includes:

- Every year 10 student in Bradford attending a CSE drama performed by GW Theatre which is reinforced by pre and post performance lesson plans for schools to deliver;
- Work in Keighley by the Hand in Hand project being boosted to provide more preventative group work for young people and to train peer mentors.
- Barnardo's has been commissioned to expand its work to support more boys and young men, and to develop a new resource pack for work with families to raise awareness of CSE.
- PACE (Parents against Child Exploitation) has been commissioned to provide intensive support to the parents of children who are known to be experiencing CSE and from January 2015 to train local practitioners to deliver specific support materials developed by PACE to parents and carers whose children may be at risk from CSE.
- Barnardo's has been commissioned to develop a practitioner tool kit to support a more consistent and evidence based approach to supporting whole families when children are at risk of CSE. This tool kit will be evaluated by the University of Bradford.

2.18 Additional preventative work under development includes:

- Exploring options for developing more accessible sources of advice and



- assistance for BME women
 - Working with the Youth Service to develop art work, consequences cards and accessible on-line and social media based advice for young people
 - Working with Faith and Community Groups to raise awareness of CSE, to have honest conversations about the incidence, patterns and impact of CSE across the Bradford District and ensuring that local people understand how they can identify and report CSE.
 - Working with the City Solicitor, Licensing, and Environmental Health colleagues to ensure that the full range of regulatory powers are utilised by the Council to ensure that CBMDC is a “hostile environment” for those considering abusing our children in this way. CSE training is being provided for staff in these services; to date 80 have been trained and a further 35 will be trained in January 2015.
- 2.19 Practice experience and research demonstrate that children are sometimes transported, or “trafficked” for the purposes of CSE. West Yorkshire Police and other forces have had some successes in preventing children being trafficked in private cars and there is evidence that some perpetrators are making use of public transport as a potentially less risky means of trafficking children. It is recognised that public transport providers and British Transport Police are increasingly vigilant regarding this issue.
- 2.20 An important strand of preventative work is engaging with communities and leaders to raise awareness of CSE. Local Safeguarding Children Boards (LSCB) and West Yorkshire Police have developed the “Know the Signs” campaign which provides clear messages about CSE in the form of posters for public spaces, schools and other settings, small information cards for children, parents, professionals and a range of internet-based awareness raising tools.
- 2.21 Bradford Safeguarding Children Board and the Council’s Children’s Services has a partnership with the Bradford council for Mosques and Keighley Muslim Association to support Mosques and Madrassahs throughout the District to deliver good safeguarding children arrangements. This has provided opportunities to deliver key messages about a range of safeguarding issues, including CSE, in training events for staff and volunteers and in meetings with parents. In addition, BSCB is supporting some groups who have expressed an interest in developing community – based CSE campaigns and services.
- 2.22 Heightened interest in this issue, following the publication of the Jay report, has resulted in invitations to BSCB, the Council and West Yorkshire Police to speak at public meetings about the issue of CSE. In October West Yorkshire Police and BSCB each provided a speaker for a public meeting and discussion about CSE organised by the Professional Muslim Institute. In November, Michael Jameson, (DCS), Superintendent Vince Firth (West Yorkshire Police) and Paul Hill (BSCB Manager) spoke at a public meeting organised as part of Inter-Faith Week at the Markazi Jamia Mosque Community Centre in Keighley.
- 2.23 In addition to responding to requests to speak at community-organised events it is important that the Council and its partners continue to create opportunities to broadcast key messages about CSE and safeguarding children to all communities



in the Bradford District. An option available to the Council is to ensure that all Area Committees receive a report about CSE to provide an opportunity for discussion about the issue in a specific local context.

- 2.24 It is important that the Council makes use of its structures and community fora to ensure that there is a positive dialogue about CSE across the whole District. It is for this reason that this report recommends that each Area Committee be requested to receive a report about CSE. It is expected that this will provide opportunities to disseminate key messages about the issue to local communities and to receive local information about concerns, challenges and opportunities.
- 2.25 In any communication with the public regarding CSE it is important to ensure the issue is understood in the wider context of child abuse and neglect, in particular child sexual abuse. If parents, carers and wider communities are to effectively protect children from CSE it is also important that the Council and its partners make clear that there are a number of models of CSE and grooming, the most prominent of which are:
- Peer on peer exploitation: children are sexually exploited by peers who are known to them at school, in the neighbourhood or through mutual friends.
 - Exploitation through befriending and grooming: children are befriended directly by the perpetrator or through other children and young people. This process may begin with a girl or boy being targeted and befriended by a young boy or girl usually known to her as an equal, i.e. a classmate, a friend of a sibling, or a neighbour.
 - The 'boyfriend'/pimp model of exploitation: perpetrators target children posing as 'boyfriends', showering the child with attention and gifts to cause infatuation. They initiate a sexual relationship with the child, which the child is expected to return as 'proof' of her/his love or as a way of returning the initial attention and gifts. The child is effectively told that they owe the perpetrators money for cigarettes, alcohol, drugs, car rides etc and that sexual activities are one way of paying it back.
 - The 'party' model: parties are organised by groups of men to lure young people. Young people are offered drinks, drugs and car rides often for free. They are introduced to an exciting environment and a culture where sexual promiscuity and violence is normalised. Parties are held at various locations and children are persuaded (sometimes financially) to bring their peers along.
- 2.26 It is recognised that in some instances CSE is an activity deliberately embarked upon by a pre-existing gang, in part for the purpose of extending the control and influence of the gang among young people in the community. This model of abuse was the subject of extensive research by the Office of the Children's Commissioner. In other instances groups of adults, who are otherwise unconnected, network and operate together solely for the purpose of targeting, grooming and abusing children through CSE.
- 2.27 Each of the models described above can be implemented either face to face, through so-called "street grooming", or the perpetrators can make use of the internet and social media to target and groom the victim. A risk of focusing on one particular model of CSE, or on "street grooming" rather than on-line grooming is that



parents or carers may fail to recognise the signs that a child is at risk. In addition, a focus on one model can lead to assumptions about the characteristics of perpetrators, for example in terms of ethnicity or age which may make it easier for abusers not conforming to a particular stereotype to harm children.

STRATEGIC RESPONSE:

2.28 Developments to date have been guided by the BSCB 7 Point Strategic Response to CSE (July 2013). This document has recently been revised to take account of lessons emerging from national reports and local experience. The new response, currently in draft form, contains the following key points:

- Our partnership response to CSE is child, young person and victim focused;
- A multi agency co-located team which will work together to reduce the risk to victims and bring offenders to justice;
- A bespoke training plan will be developed for schools to identify to pupils and teachers the signs of being groomed for CSE;
- A plan will be developed for all faith and community leaders to support communities through the damage caused by CSE;
- A support network will be developed focusing on women and mothers;
- A specific direct work plan will be developed aimed at boys between 14 yrs and 17yrs to tackle any unacceptable attitudes regarding the sexual abuse of any person;
- A specific product will be developed for the Pakistani origin community which addresses child sexual exploitation and explores the harm that this offence can cause to individuals and communities;
- A partnership response will be developed to reduce the opportunities for perpetrators of CSE to traffick and abuse children and young people through the use of all regulatory functions of the Council and its partners;
- Our partnership response includes undertaking multi-agency historic investigations into CSE.

2.29 This BSCB 9 Point Strategic Response is set out in full in appendix 1. The CSE group of BSCB is responsible for the delivery of the plan and is developing specific, measurable actions under each of the points and will report on progress to BSCB and its independent chair.

2.30 West Yorkshire Police, the five West Yorkshire Directors of Children's Services and the five West Yorkshire LSCB Chairs have a programme of regular meetings to consider opportunities to cooperate across local authority borders to tackle CSE in the sub region. The West Yorkshire Police and Crime Commissioner (PCC) is also represented at these meetings and is exploring ways to increase joint capacity to safeguard children from CSE and to prosecute perpetrators. As a result of this a number of initiatives, funded by the PCC, are being developed. These include the recruitment of a West Yorkshire CSE Safeguarding Advisor and the recruitment for each Local Authority area of an officer to act as a Single Point of Contact to ensure the effective sharing of information about CSE, missing children, persons of concern and trafficking intelligence across West Yorkshire and to neighbouring sub regions.



- 2.31 A National Working Group on CSE (NWG) has been established, to which BSCB is affiliated. This provides a network for LSCB and partner organisations to share learning and experiences. Specific strands of work are lead by the NWG to improve national arrangements for sharing information about emerging risks, missing children and trafficking issues. Through the Yorkshire and Humber LSCB network there is a regional forum for sharing information about CSE.
- 2.32 It is important that all organisations working to keep children safe from CSE are self-critical and seek opportunities to learn and improve services. BSCB has a system of case audit and “challenge panels” which allow for detailed analysis of the work done on cases and directly engages staff working on cases to learn from their experiences. These processes are in addition to quality assurance work undertaken by individual agencies. BSCB has also been assisted by partners in getting the views of young people who have been identified as being at risk or abused through CSE. Some developments completed or underway as a result of this activity are:
- The development of flow charts for professionals setting out CSE referral routes.
 - A review, together with West Yorkshire Police and other West Yorkshire authorities, the current CSE referral and risk assessment tool, which was developed in Bradford. This review commenced in December 2014.
 - The revision of the BSCB strategic response to CSE (completed December 2014, see appendix 1) to take account of feedback from professionals and young people, in particular young men and boys.
- 2.33 When appropriate, BSCB and its partners undertake detailed learning reviews of cases for the purposes of improving services. One such review completed during 2014 concerned a case of a young person who was a victim of CSE and a prosecution witness in the trial of the perpetrator. As a result of the evidence given by this young woman the perpetrator was convicted. However, lessons were identified for West Yorkshire Police, Children’s Services Departments and the Courts Service. The young woman was a vulnerable witness facing significant obstacles in giving evidence. Due to her reluctance to give evidence she absconded from the Court, a witness summons and a warrant for her arrest were issued, and she was held in police custody overnight before returning to Court and giving evidence.
- 2.34 Whilst there was much good practice identified in the review of the case, it was clear that single and joint agency working needs to be improved. Actions are underway to ensure that West Yorkshire Police provides a specific officer, separate from the investigating officer, to give support to a vulnerable CSE witness in court proceedings. The joint planning arrangements for supporting young vulnerable witnesses have been strengthened to ensure that these are addressed explicitly and are not subsumed within other child in need, child protection or looked after child planning processes. Bradford Children’s Services is working with other West Yorkshire Authorities to identify potential arrangements for enhanced supervised accommodation for young people who are vulnerable witnesses if there is a risk that they may abscond or fail to attend at court.



2.34 Discussions are taking place with the West Yorkshire Police and Crime Commissioner regarding the wider availability of video links to courts to enable vulnerable witnesses to give evidence without the need to attend the court building. The Independent Chair of BSCB and a senior officer from West Yorkshire Police have met the local judiciary to discuss learning from this case and an immediate action has been to change arrangements for the listing of such cases to minimise the risk of anxiety - provoking delays in witnesses being called to give evidence.

WHEN THERE ARE CSE CONCERNS ABOUT A CHILD:

- 2.36 When there is a concern that a child or young person is at risk of CSE a professional is required to complete a multi-agency CSE referral and risk assessment form and forward this to the multi-agency CSE Hub. Each morning, representatives of all of the services co-located in or working closely with the Hub meet to discuss all new referrals and to share information and update risk assessments of cases already known to the Hub. A shared assessment of risk is made on each case, which can be rated as low (preventative services to be provided by a single agency), medium (individual and family work to be offered which is likely to involve more than one agency) or high (a child has been abused or is at significant risk of being abused through CSE and requires a multi-agency plan and an active criminal investigation is required). As cases are reviewed the assessment of risk may go up or down.
- 2.37 At present, the Council has a team manager and a social worker located in the Hub. The role of these staff is to ensure that appropriate risk assessments are completed and multi-agency child protection procedures are carried out on children that are referred to the Hub. These staff also ensure appropriate information sharing and joint planning takes place between the Hub and the LA social workers that are allocated to children at risk of CSE. This often involves supporting joint work with children and undertaking, with police colleagues, evidential interviews of child witnesses.
- 2.38 A police detective inspector, six detectives and two police constables are located in the Hub. These colleagues are responsible for criminal investigations of alleged CSE and working to build cases for prosecution. The police constables are also responsible for making enquiries about children who go missing from home or care and for gathering and monitoring information about missing episodes.
- 2.39 The Barnardo's Turnaround Service is located at the Hub which works with girls and boys to provide preventative inputs and to work directly with children, alongside partner services. A protocol with the Bradford District Care Trust ensures that an identified, consistent sexual health nurse works with the Hub to support children, either at the Hub, in NHS premises or in the community. The activity of the Hub is supported by a police analyst and an admin support worker.



- 2.40 Other key partner agencies have a daily or regular presence at the Hub. These include: the Hand in Hand Project (Children's Society), Parents Against Child Exploitation (PACE), BLAST (Bradford Lads Against the Sex Trade). and Bradford District Care Trust. Partners from other NHS Trusts, Education Support Services and the Youth Offending Team attend weekly meetings at the Hub.
- 2.41 In common with other children and adults who have been abused or are victims of violent crime, those who have experienced CSE are likely to require on-going therapeutic support to assist them in recovery. BSCB is working with partners in health trusts and the clinical commissioning groups to map current provision against a likely increase in demand. The outcome of this process may be that it is necessary to adjust current commissioning arrangements to ensure that CSE survivors have sufficient priority access to relevant services. This report recommends that, in the course of 2015, the Health and Well Being Board seek assurance regarding arrangements for therapeutic support for CSE survivors.

MANAGEMENT INFORMATION:

- 2.42 In recent months the Council has made a significant investment in developing the functionality of the Integrated Children's System to allow children's services staff to "flag" cases of children at risk of CSE, to record information about individuals and premises that may present a risk of CSE in a way that complies with Data Protection requirements and facilitates the production of regular detailed reports about this activity. Prior to April 2014 it is not possible to produce detailed data reports other than by time-consuming manual processes.
- 2.43 West Yorkshire Police has developed a similar "flagging" system which identifies for all officers and relevant police staff cases where there is a risk of CSE. The NHS "System One" on-line records system is being gradually rolled out nationally. This already provides for enhanced information sharing about child safeguarding matters within and between NHS Trusts. At present this system does not have the facility to "flag" CSE concerns as distinct from other safeguarding concerns. Discussions are currently underway with local Trust officers to establish whether it is possible to put such an arrangement in place.
- 2.44 Between April 1st – September 30th 2014, 158 children were referred to the Hub as being at risk of CSE. Of these children, 17 were under the age of 12, 30 were aged 12 – 13, 65 were 14 – 15 and 46 were over 16. 128 of the children were female and 30 were male. The ethnic breakdown of the group is: 99 white British, 19 other white backgrounds and 23 Asian, 14 mixed heritage. In 3 instances the ethnicity of the child was not recorded.
- 2.45 In the proceeding 6 months (October 2013 – April 2014) there were 170 children referred to the Hub as at risk of CSE. Of these children, 7 were under the age of 12, 30 were aged 12 – 13, 88 were 14 – 15 and 45 were over 16. 143 of the children were female and 27 were male. The ethnic breakdown of the group is: 103 white British, 21 other white backgrounds, 30 Asian 3 black and 13 mixed heritage.



2.46 On December 2nd 2014, 55 children were assessed by the Hub as being at high risk of CSE. 49 of these children are female. 3 children in this group are under 12, 27 are 13 – 15 years of age and 25 are over 16. 30 of these children are of white British ethnicity, 7 of other white ethnicity, 8 identified as of Gypsy or Roma ethnicity, 5 of Asian ethnicity and 5 of mixed heritage.

2.47 PROSECUTION AND DISRUPTION:

The majority of CSE criminal investigations for the Bradford District are managed within the Hub. However, particularly complex and resource intensive investigations may be managed within the Homicide and Major Enquiries Team (HMET) of West Yorkshire Police. Currently one investigation from the Bradford District is being managed in this way.

2.48 The CSE team based at the Hub is currently undertaking 48 separate investigations. These investigations include situations where there is evidence of CSE and grooming taking place using the internet and social media, as well as “street grooming”. There are currently 31 suspects, some of whom are currently on police bail, linked to these investigations. The ethnic origin for these suspects is: Asian 18, white British 11, central of eastern European 2.

2.49 In the course of the last 6 months 13 individuals have been charged with offences related to CSE as a result of work undertaken by staff at the Hub. Of this group, 7 are awaiting trial, 4 have been convicted, 1 has been found not guilty and 1 has received a caution.

2.50 An important tool to disrupt the activity of suspected perpetrators of CSE is the Child Abduction Warning Notice. This was formerly known as a Harbourers’ Warning. It can be issued against individuals who are suspected of grooming children by stating that they have no permission to associate with the named child and that if they do so they can be arrested under the Child Abduction Act 1984 and Children Act 1989. Such warnings can be issued as a result of reasonable grounds for concern regarding a child looked after up to age of 18 and up to the age of 16 for other children. In the Bradford District 24 of these notices were issued during 2013 – 2014. So far during 2014 – 2015 16 of these notices have been issued.

2.51 HISTORIC CONCERNS:

As a result of increasing public awareness of CSE, particularly following the publication of the Jay report there has been a national increase in members of the public contacting local authorities and the police raising concerns about their own previous experiences of CSE, or about possible incidents of CSE that they may have witnessed in the past. Some members of the public have made contact with Bradford Council or West Yorkshire Police regarding potential historic CSE incidents in the Bradford area.



2.52 West Yorkshire police and Bradford Council have developed a partnership response to the issue of historic CSE concerns. A specialist team has been established. Currently this consists of a Detective Sergeant, 6 Constables, a police analyst, a police researcher, 2 social workers and a council researcher. Staffing levels for this service are being kept under review. The service has clear terms of reference which have been agreed by partner organisations. The background, strategic intentions and terms of reference for this team are contained in appendix 2 of this report.

2.53 COUNCIL CSE MOTION:

The Council resolution unanimously agreed on 21/10/2014 made clear the priorities and ambitions of the Council in this area and provides leadership to partners in the District. This report is brought to the executive as a direct consequence of the resolution.

2.54 This report has already set out the current arrangements and new arrangements under development for investigating and responding to concerns that children are being harmed by CSE and ensuring that prompt multi-agency enquiries and assessments result in children being kept safe and, whenever possible, offenders being prosecuted. Strong and effective partnership working between both the statutory sector and voluntary sector organisations is central to achieving this.

2.55 In order to encourage the recognition of victims of abuse through CSE and to education children, parents and carers of the early indications of risk of CSE, there have been a number of awareness raising initiatives. One example is that West Yorkshire Police and the West Yorkshire LSCB have developed an awareness campaign regarding CSE called "Know the Signs". Printed and electronic materials for this campaign have been distributed and used in many settings, including schools, youth work settings, health centres, and children's homes. Art work has also been displayed using Council street furniture. Young people are themselves building on this campaign by developing consequences cards, posters, an information DVD and web based materials

2.56 The Corporate Parenting Panel has received a reassurance report regarding arrangements for protecting children looked after, including those in purchased care placements, are protected from CSE.

2.57 The work currently being undertaken in the District's Secondary Schools to raise awareness of CSE is based on the drama production "Somebody's Sister, Somebody's Daughter". Students received lessons about CSE both before and after viewing the performance. Trained staff attend each school to offer support and take appropriate action should this work prompt any child to disclose a concern about CSE. This project will be formally evaluated. It is already apparent from feedback by students and school based staff that the work has a powerful impact on audiences and feedback from teaching staff is that the supporting lesson plans are effective in enabling students to learn about, understand and speak about the issue of CSE.



- 2.58 Information presented above (paragraphs 2.23 – 2.25) shows that there are cases of CSE being dealt with in Bradford where the child at risk is 12 years or under. In addition there is targeted and general preventative work being undertaken with children of primary school age. At present BSCB is exploring options to develop a consistent and sustainable model for delivering key messages about safe relationships and self esteem to primary school pupils as they are preparing for transition to secondary school. The ambition is to make this available to each primary school.
- 2.59 Bradford Safeguarding Children Board has delivered specific training sessions for Elected Members regarding CSE and related issues during Safeguarding Week in both 2013 and 2014. New materials are being developed which will enable every Member of Council to undertake training about CSE. This course will be delivered in a manner that is accessible to Elected Members, will address the incidence and signs of CSE. It will provide opportunities for Members to undertake further reading and will describe the processes for getting help for children and families in Bradford. It will also focus on the specific roles of Elected Members in terms of safeguarding and CSE. The course will be CPD certified

3. OTHER CONSIDERATIONS

- 3.1 There are no other considerations

4. OPTIONS

- 4.1 To encourage all Elected Members to complete the CSE training which is to be made available.
- 4.2 To consider if this report should be disseminated to Area Committees to raise awareness and focus Community Leadership to tackle this issue across the district

5. FINANCIAL & RESOURCE APPRAISAL

- 5.1 The Council allocated £250,000 of one off resources as part of the 2013-14 budget setting process to support Children Services to support CSE services over 2 years.
- 5.2 Children Service has made resources available from within existing budgets by allocating a team manager and a social worker to work with the CSE multi agency Hub.
- 5.3 The CSE cases requiring social work allocation are included in the normal case loads for social workers working in the Children Specialist Services.
- 5.4 Children Services currently spends approximately £3.6m on Children prevention and support service.

6. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 6.1 The protection of children and vulnerable adults is the highest priority for the Council and its partners when considering the implications of CSE, as is the



provision of services to support those who are victims of this abuse. Failure to protect and provide appropriate services significantly increases the risk to children in the District. It would also lead to significantly reduced public confidence in Bradford Council, West Yorkshire Police and other partners, as has been demonstrated in some other Districts.

6.2 Failure to implement the proposed recommendations may increase these risks

7. LEGAL APPRAISAL

7.1 The report has been considered by the office of the City Solicitor and there are no identified legal issues to highlight.

8. OTHER IMPLICATIONS

8.1 EQUALITY & DIVERSITY

Child sexual exploitation is a crime committed by predominantly male perpetrators from all different racial backgrounds.

8.2 SUSTAINABILITY IMPLICATIONS

None

8.3 GREENHOUSE GAS EMISSIONS IMPACTS

None

8.4 COMMUNITY SAFETY IMPLICATIONS

8.4.1 Child Sexual Exploitation (CSE) is violent criminal activity. The consequences of CSE can be long-standing for the victim and there is growing research evidence that victims of CSE are themselves over-represented among young people coming to the attention of police services as potential offenders. In addition, CSE has lasting consequences for families of victims and perpetrators and has potential implications for community relations.

8.4.2 The Community Safety Partnership has received a presentation about CSE delivered by the BSCB CSE Champion and the Assistant Director for Specialist Children's Services.

8.5 HUMAN RIGHTS ACT

8.5.1 Child Sexual Exploitation is a violation of the rights of the child under the Human Rights Act. The arrangements made by the Council and its partners are intended to prevent the rights of the child being violated in this way.



8.6 TRADE UNION

There are no implications for Trade Unions.

8.7 WARD IMPLICATIONS

It is recommended that each Area Committee receive a report about CSE during 2015.

9. NOT FOR PUBLICATION DOCUMENTS

None

10. RECOMMENDATIONS

10.1 It is recommended that the following actions be taken to support the implementation of decisions made at Council on October 21st:

- Request that each Bradford District Area Committee receives a report regarding Child Sexual Exploitation in the course of 2015.
- Approve the establishment of the historic CSE team.
- Approve the revised BSCB 9 Point Strategic Response to CSE.
- Endorse work to widen school initiatives to develop an appropriate package for use in primary schools.
- Approve the programme of CSE training for Council staff in Licensing, Hackney Cab, Environmental Health, City Solicitors and Housing and other relevant regulatory services within CBMDC.
- Approve a similar, targeted CSE awareness raising and training programme for the Council's front line uniformed staff who work on the District's streets.
- Over the next twelve months a training package regarding CSE will be available which is accessible to and suitable for Elected Members.
- Request that during 2015 the Health and Well Being Board receive a report regarding arrangements for therapeutic support for survivors of CSE.
- During 2015 the Council Executive should receive a further update on the progress of arrangements in the District to safeguard children from Child Sexual Exploitation.

11. APPENDICES

11.1 Appendix 1: "9 Point Strategic response to CSE" – work led by the Bradford Safeguarding Children Board.

11.2 Appendix 2: "Historic Multi Agency Investigation into Child Sexual Exploitation" - The background, strategic intentions and terms of reference for the historic CSE team, agreed by West Yorkshire Police, Bradford Council and BSCB.



12. BACKGROUND DOCUMENTS

The following documents have been referenced in this report; all of these are public documents and can be accessed by internet:

1. "Safeguarding children involved in prostitution: supplementary guidance to Working Together to Safeguard Children" (Dept of Health, National Assembly of Wales, Home Office, Department for Education and Employment, 2000)
http://webarchive.nationalarchives.gov.uk/+/dh.gov.uk/en/publicationsandstatistics/publications/publicationspolicyandguidance/dh_4006037
2. "Tackling child sexual exploitation: action plan" (Dept for Education, 2011)
<http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf>
3. "Inquiry into Child Sexual Exploitation by Gangs and Groups" (3 reports and 3 additional documents, Office of the Children's commissioner for England, 2012 – 2013) <http://www.childrenscommissioner.gov.uk/info/csegg1>
4. "The Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013" ("The Jay Report", August 2014):
http://www.rotherham.gov.uk/downloads/file/1407/independent_inquiry_cse_in_rotherham
5. Ofsted Thematic Inspection: "The sexual exploitation of children: it couldn't happen here, could it?": (November 2014) <http://www.ofsted.gov.uk/resources/sexual-exploitation-of-children-it-couldnt-happen-here-could-it>
6. Decisions of meeting of Council held on Tuesday 21st October 2014, decision 8: Child Sexual Exploitation: http://eip-prod.bradford.gov.uk/WPS/wps/PA_CommitteeMinutes/CallDisplayDocServlet?docID=13105



Bradford Safeguarding Children Board: nine point strategic response to Child Sexual Exploitation (CSE)

Introduction:

This 9 Point Strategic Response to CSe replaces the previous BSCB "7 Point Strategic Response to CSE which was agreed in July 2013.

Working Together to Safeguard Children (WTSC) 2013 gives Local Safeguarding Children Boards (LSCB) the key responsibility for ensuring that relevant organisations in the local area co-operate effectively to safeguard and promote the welfare of children. Therefore, LSCB have a central role in overseeing the work in their local area to implement the national "Tackling Child Sexual Exploitation Action Plan" (2011).

In the Bradford District, partner organisations have decided that Bradford Safeguarding Children Board (BSCB) is the lead strategic body for the development and implementation of the District's response to CSE. BSCB is required to ensure that the needs of children and young people who have been, or may be, sexually exploited and their families are considered as it:

- Plans and commissions services;
- Develops policies and procedures;
- Ensures that appropriate training is in place;
- Communicates and raises awareness; and
- Monitors and evaluates the work that is being done.

This BSCB strategic response sets out the key strands to be addressed in the work to tackle CSE in the Bradford District. These strands describe statutory safeguarding activity to be undertaken by statutory and voluntary sector partners, awareness raising and training activity, and community initiatives informed by specific knowledge of the incidence of CSE in the Bradford District. Taken together, the overall aims of these strands are:

- To safeguard and promote the welfare of children and young people who have been, or may be, sexually exploited;
- To successfully prosecute those who perpetrate or facilitate CSE;
- To limit the opportunities for potential perpetrators to abuse children and young people in this way;
- To support families and communities who are dealing with the consequences of CSE;
- To develop preventative services which raise awareness of CSE among children, young people, parents and the communities of the District;
- To develop community resilience to the potentially divisive and damaging impact of CSE on the Bradford District and its constituent communities;
- To offer support and therapeutic services to survivors of CSE;
- To ensure that identified perpetrators receive treatment programmes in order to minimise the chances of re-offending; and
- To ensure that arrangements are in place to undertake any necessary investigations into historic cases of CSE.

BSCB and individual agencies working with children and families are continuously developing procedures, guidance and information about resources for preventative work and direct work to support children and families during and after victimisation through CSE. It is important that professionals working with children and families ensure that they are familiar with this information.

We recognise that CSE is a dynamic and changing phenomenon. BSCB need to be vigilant in its response and needs to learn from emerging evidence. We are committed to utilising data and research to inform our response.

Definition of CSE from Government Guidance:

Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities. Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social/economic and/or emotional vulnerability.

Safeguarding Children and Young People from Sexual Exploitation: Supplementary guidance to Working Together to Safeguard Children (2009)

The Nine Point Response

1. Our partnership response to CSE is child, young person and victim focused.

This means that our interventions are intended to:

- assist families, children and young people to become more resilient so that they are less likely to become victims of CSE;
 - support children, young people and their families through the criminal justice system, in giving evidence and in securing justice;
 - ensure that those abused through CSE receive timely therapeutic and support services; and
 - survivors of CSE are assisted to overcome the consequences of this abuse as they move into adulthood.
- BSCB and its partners listen to and learn from the experiences of children and young people in order to continuously improve services.

2. A multi agency co-located team which will work together to reduce the risk to victims and bring offenders to justice

There is now considerable evidence that co-locating professionals from key-agencies is effective in sharing information, planning and acting to protect children and young people and in securing evidence to prosecute offenders. The first co-located team in Lancashire began work in 2004, and now each district in that authority has a dedicated CSE multi-agency team. These teams have been inspected and evaluated, providing Bradford with an opportunity to learn from that experience in the development of its own multi-agency co-located team.

The team, known as “the Hub” is a single point of contact for all agencies to refer concerns they have about children who may be at risk or to share information about potential offenders. The main focus of the team is to reduce the threat and risk to the victim. This is achieved by having a multi agency personalised plan for every child at risk. The plans have a specific focus on safeguarding and promoting the welfare of the child or young person and supporting her or him through the criminal justice system. The plans will address the need for therapeutic and support services for children and young people, after the abuse has stopped. Partners also collaborate to share information about potential perpetrators, who are dealt with dynamically to reduce the risk to the victim and other children.

3. A training plan will be developed for all professionals and leaders regarding CSE, in particular **a bespoke training plan will be developed for schools to identify to pupils and teachers the signs of being groomed for CSE**

It is important that all professionals are aware of the signs of CSE and have access to appropriate training. However, national reports and enquiries into CSE in individual Districts have highlighted the importance of CSE work in all phases of schools, colleges and in alternative educational provision.

It is important that teachers and other school-based professionals understand the risks associated with CSE and that they are able to recognise the signs of a child who may be being groomed. All professionals, including those based in schools need to recognize that victims of CSE can be females or male and that females as well as males can be implicated in this form of abuse. They also need to have absolute clarity in relation to the referral pathways and points of contact where they can access help and advice regarding all child protection concerns, including concerns that a child is being abused through CSE. This will be achieved through targeted awareness training and bespoke support as and when required.

Children, particularly teenagers, are vulnerable to being groomed for CSE; many children report to partner agencies that they are worried that they will not be able to recognise if they are being groomed. To address this we will strengthen the existing partnership work to develop training and awareness raising programmes which are presently taking place in schools, and seek to expand this work into more educational settings.

BSCB has developed an on-line CSE training programme which is suitable for all professionals and leaders. A programme of additional multi-agency training is being developed which is targeted at specific roles. BSCB will undertake an audit of single – agency CSE training that is provided across the District and will also undertake a targeted training needs analysis.

4. A plan will be developed for all faith and community leaders to support communities through the damage caused by CSE

The potential for CSE to cause damage to community relations has been demonstrated in a number of districts. Within the Bradford District there are examples of groups seeking to associate CSE exclusively with a particular community.

CSE causes considerable damage to communities and has serious implications for community cohesion. Myths and untruths about the incidence, causes and risk factors for CSE also create the potential for CSE to be ignored, minimised, or incorrectly associated with particular communities. There is of course the damage caused to victims, but there are the less obvious implications for the spouses and families of perpetrators. There are also recognised groups of people who seek to exploit the situation by claiming that perpetrators come from one community or faith, their intention being to cause disharmony within the community. Community and faith leaders have significant influence and it is important that they bring people together to discuss this topic, recognise the seriousness of crimes committed by perpetrators and have plans in place to support victims and families. They should also collaborate to rebut any inaccurate or inflammatory comments made by those who wish to cause disharmony.

5. A support network focusing on women and mothers

It is recognised that parents and carers require support and advice regarding CSE. Preventative services are being developed in Bradford to ensure that this is available. However, local professional experience demonstrates that women, particularly mothers, are especially influential in families and communities. In relation to CSE they may be the mothers of or be otherwise related to the victims or they may be the wives, mothers or be otherwise related to the offenders. It is important that a network is set up to give peer support and raise awareness of this crime.

The goals of this work would be to assist women and mothers

- To be able to understand the signs that a child may be being groomed for CSE;
- To be able to recognise when a person may be having an inappropriate relationship with a child;
- To have clarity in relation to how to report their concerns
- To be in a position where they can speak to their children about the dangers of CSE;
- To set up a peer support system where they can support other women and families, whose family and community relationships have been damaged by CSE.

6. A specific direct work plan aimed at boys between 14 yrs and 17yrs to tackle any unacceptable attitudes regarding the sexual abuse of any person.

Work by the Office of the Children's Commissioner has found significant evidence that some young men between 14 and 17 years of age are developing an unhealthy attitude towards women. There is a developing professional consensus that some of this is as a result of pornography which is freely available on the internet, and through the inappropriate use of social media and mobile phones (e.g. "sexting"). Attitudes towards women, appropriate sexual relationships and consent in sexual relationships are of concern. It is important to ensure that boys and young men have access to positive examples of masculinity and male role models that reinforce messages regarding healthy emotional and sexual relationships.

There needs to be wider access to direct work with this age group of young men to explore issues of respect, consent, and sexual behavior, with a particular focus on the issue of CSE. The objective is to change some of these young men's stereotypical views of women by increasing the understanding of the social and legal implications of becoming involved in these crimes.

7. A specific product for the Pakistani origin community which addresses child sexual exploitation and explores the harm that this offence can cause to individuals and communities.

Sexual offences against children are committed by people from all communities. However there is evidence that a disproportionately high number of perpetrators of street grooming in the Bradford District are males of BME, primarily Pakistani, origin. This evidence is supported by the findings of the Interim Report of the Deputy Children's Commissioner into Child Sexual Exploitation in Gangs and Groups and other published reports and research..

Direct work and training materials need to be developed that are informed by and sensitive to the experiences of the District's Pakistani origin community. These materials need to address:

- How people can recognise the signs of CSE;
- The need for people to know how to report any child welfare concerns, including concerns that a child might be at risk of CSE.
- The criminal, social and health risks associated with involvement in grooming and CSE activity.

8. A partnership response to reduce the opportunities for perpetrators of CSE to traffick and abuse children and young people through the use of all regulatory functions of the Council and its partners

Previous prosecutions in Bradford and elsewhere have highlighted the opportunities afforded by some establishments for perpetrators to abuse children on their premises. This raises issues about the awareness of proprietors, managers and staff about the risk of children being abused on their premises. It has also demonstrated that some premises have not kept adequate records of visitors/customers, checked age ID, or reported concerns to the authorities, even when such concerns have been raised by other guests/customers.

Cases from other parts of the country and national reports and inquiries about CSE and human trafficking also highlight the need to ensure that applicants for and holders of Hackney and Private Hire licenses have an awareness of the signs of CSE and trafficking.

BSCB will continue to work with legislators to consider whether the current framework or laws, regulations and licensing arrangements afford the necessary protections for children and young people in hotels, licensed and other commercial premises. A local campaign has commenced, facilitated by the Serious and Organised Crime Agency, to raise awareness of CSE in the District's Hotels, Bed & Breakfast establishments and other relevant premises.

The Council and its partners will also consider how opportunities for the trafficking of children and CSE can be reduced by ensuring that officers discharging regulatory powers and reviewing license applications have an awareness of the issues and know how to recognize the signs.

Agreed by BSCB on December 10th 2014

9. Our partnership response includes undertaking multi-agency historic investigations into CSE.

Partnership understanding of CSE is constantly evolving, as is the response. In common with other organisations nationally, West Yorkshire Police and Bradford Council did not previously have the same rigorous and co-ordinated approach to dealing with allegations of child sexual exploitation that have been developed in recent years.

BSCB supports the establishment of a multi-agency historic CSE investigation team. This team will work to agreed terms of reference to undertake investigations into CSE concerns arising for individuals from priority groups, including those who self-refer.

Historic Multi Agency Investigation into Child Sexual Exploitation

Background

Bradford Children Safeguarding Board (BCSB), presently has a well-developed partnership response to Child Sexual Exploitation (CSE) with co-located resources from the statutory and voluntary sector who have formed a team known as the CSE Hub. Information is shared on a daily basis regarding children who may be at risk and a bespoke plan is agreed to reduce the risk to each child. All allegations of grooming or unlawful sexual activity with children are robustly investigated with the aspiration of bringing offenders to Justice.

The CSE Hub opened in Bradford in January of 2012. At that time a tool to identify children at risk of CSE was developed and the partnership agreed to use it as a common identifier of risk. The evaluation we have carried out into the effectiveness of the service now provided in the Bradford District, indicates that we are giving a good service to our vulnerable children and there is a dynamic process in place which is victim focused and mitigates much of the risk identified. There are, of course, areas for development, but we can be confident that from the date the Hub opened children who raised concerns would be listened to and all possible lines of enquiry would be actively followed up.

Issue

On 26th August 2014 an independent enquiry report into the handling of CSE by Children's Social Care (CSC) and South Yorkshire Police in Rotherham was published. It estimated that 1.400 victims were sexually exploited between 1997 and 2013. This report is very critical of the Police and Council and has received national media coverage. Following this report, in Bradford we have had several self-referrals regarding historic allegations and we have had reports suggesting that in the past agencies may have failed to keep some vulnerable children safe in Bradford.

It is generally accepted that Bradford now has a good partnership response to CSE. However, prior to January 2012 the systems in place across the partnership were not as sophisticated as they are today. There is evidence that the partnership was trying to understand and react to

this issue in the past. In 2004 The Police in Bradford set up Operation Parsonage, which was an operation into allegations of CSE in the Keighley area. In this operation 50 Children were identified as being at risk. There were 6 separate investigations, involving a number of suspects. Due to the complexities of gathering information, despite many hours of police and social work time, two men were brought to justice. With an aspiration to continue work against CSE, the partnership set up a multi-agency group called Multi Agency Against Child Sexual Exploitation (MAACSE). This was a monthly information sharing meeting. A subsequent review of these meetings has concluded that the processes in place could be improved by establishing a co-located service with opportunities for daily information sharing. Partnership understanding of CSE is constantly evolving, as is the response. In common with other organisations nationally, West Yorkshire Police and Bradford Council did not previously have the same rigorous and coordinated approach to dealing with allegations of CSE that have been developed in recent years.

Response

West Yorkshire Police and Bradford Council supported by the BCSB have agreed to set up a Historic Multi Agency Investigation team into Child Sexual Exploitation.

Strategic intentions

- The overall purpose of the investigations is to secure justice for the victim and provide them with holistic support. All actions will be victim focused and victim led with the wishes of the victim influencing every action.
- Offenders will be brought to justice for any historic offending and any current criminality identified during the investigation. This will secure justice for the victims and safeguard today's children from further harm.
- Improve confidence in the Police and the partnership. This proactive historic investigation should give the public confidence that the Bradford Partnership is serious about supporting vulnerable people and tackling this crime type. Victims will be more confident that they will be taken seriously if they make an allegation.

- This investigation will provide opportunities for learning and continuous improvement. Lessons learned will be captured to inform best practice.

Terms of Reference

- Victim First: the investigations will have a victim first approach to everything they do.
- The Historic Multi Agency Investigations team will be co – located in a Police station. Staffing can be found in Appendix A.
- Time scale of the investigation: The aspiration at this time is to go back to operation Parsonage in 2004. There is evidence that some significant work was carried out in the District at this time. We can also be confident that since the CSE Hub opened a robust and auditable approach into CSE investigations has been carried out jointly with partners. As a result the time scale to investigate is between 1st September 2004 and 31 December 2011. There is an appreciation that this time scale may present significant challenges which may be difficult to overcome. This is due to changes in record keeping over the years identified. We know that during this time, agencies migrated from different computer systems or updated record keeping from paper to computer records. It is also recognised that making contact with victims may be particularly traumatic for people. Even with all the safeguarding measures which will be put in place to protect the victim, our operational experience will inform partners whether the agreed approach is the most appropriate. With this in mind, the partnership will carry out their research in two year sections. As each two year phase has been completed the Police will report to BSCB to review the position and consider if it is appropriate to continue with the next two year period. This process and review needs to be dynamic and concluded in a timely manner.
- Search Criteria and prioritising of investigation: the search criteria the team will utilise is found at Appendix B. A threshold will be established once the first research highlights the full scope and scale of the numbers involved within the search parameters established and agreed
- Identification of potential victims: BSCB has developed and uses an identifier of risk for CSE. The risk matrix is used on a daily basis by all partners to identify those children most at risk of CSE. The

matrix asks a series of questions about the child which includes assessing factors such as: missing from home, missing from education, alcohol and drug use etc. The matrix when completed identifies if a child is high, medium or low risk of CSE. The intention is to search historic cases and apply the matrix to what we knew about the child at that time. Those who present as high risk and meet an agreed threshold will initiate a course of action and are very likely to be visited. The risk matrix will be applied to the search criteria set out at Appendix B.

- First contact with persons identified as stated in these TOR will ensure that consideration for the victim must be paramount. If a decision is made to visit a potential victim it will be a joint visit by a police officer and a social worker. Careful consideration must be given regarding how this first interaction is conducted. Many of these potential victims will have moved on in their lives. They may be married, have partners or children. They may have never disclosed to anyone what has happened to them in the past. A visit to speak about these matters may stir up emotional distress and [affect](#) their wellbeing. With this in mind all first contact with people will be discussed with the team and the final decision maker regarding the method of this contact will be the police inspector in charge of the team.
- Health and wellbeing of the people visited: the impact on people visited during this investigation cannot be underestimated. It is therefore important that we take a holistic view of the victim's health and wellbeing. There are clearly implications around mental health but there are also considerations around the sexual health of someone who has been abused, even if the abuse happened years ago. The team may encounter some victims who have been abused in the past who have never undertaken any sexual health screening. They may encounter victims who through historical abuse have existing medical conditions due to the trauma to which they were subjected. To provide a holistic service to these victims, the multi-agency team will work with health colleagues to identify bespoke, rapid pathways to health provision to assist with the person's recovery. There is also an aspiration to commission more services from the voluntary sector who specialise in providing support to victims of rape. The STAR project is a good example of this.

- Education: at the time of any offences that took place the victims are likely to have been children of statutory school age, or in further education or training. It is therefore encouraging that we have the full support of our partners from education who will search their education welfare records and their missing from school records to identify past pupils who may have been at risk.
- Governance: as each victim is identified there will be an assessment made by the senior investigating officer. This will be Detective Superintendent Jonathan Morgan. He will set the parameters of the investigation. His decision will be in line with the TOR agreed by the BCSB. The needs and wishes of the victim will form the basis of all his decision making. He will have the strategic oversight of the team but the day to day running of operational matters will be the responsibility of the Detective Inspector. As lead Board member for CSE, Superintendent Firth will be kept up to date on progress. He will regularly update the CSE sub group and the PARS group on progress.
- The Hub Multi Agency team which deals with children at risk on a daily business and the historic Multi agency team must kept as separate units. Existing resources focused on our children who presently are at risk of exploitation must be maintained. The partnership needs to continue to work dynamically to reduce risk to these children by dealing with today's business today. It is important that partnership resources do not get diverted into dealing with historic cases where the risk to victims is much reduced.

Investigation Strategy

Overall aims

- To review historic cases involving people who may have been subject to sexual exploitation within the Bradford District and, where opportunities arise, investigate in order to bring offenders to justice and protect vulnerable people.
- To provide a victim-centric approach that includes joint working with partners to provide wrap around support.
- To ensure that team has accredited and suitably trained staff not only to conduct a vigorous and thorough investigation, but who can also respond to victims' needs and have the experience to assess victims' needs in order to access joint services.
- To gather intelligence and share with appropriate partner / law enforcement agencies in order to tackle the issue of CSE on both a local and strategic level.
- To identify opportunities for problem solving initiatives in order to reduce offending and to protect young people.

The priority of the investigation will be as follows;

- To investigate offences disclosed by initial complainants who are now adults but allege sexual abuse when they were children.
- Trace any individuals falling out of disclosure from the above individuals and approach them to establish if they were victims of physical or sexual abuse or are witness that can provide corroboration.
- Apply the criteria agreed by the BSCB as highlighted in the terms of reference and review any investigative opportunities in terms of those children identified as high risk and within the established threshold between 1st September 2004 and 31 December 2011. Any action resulting from the scoping exercise should be prioritised in terms of where the most evidential opportunities exist and where individuals remain at risk. The research will be carried

out in two year sections going back in time from December 2011. As each two year phase has been completed the Police will report to BSCB to review the position and consider if it is appropriate to continue with the next two year period

- The investigation team will focus on the gathering of evidence from a variety of sources seeking corroboration from the accounts already provided by complainants considering primarily but not exclusively, offences of rape, child abduction, conspiracy to rape and conspiracy to commit sexual activity with a child under 16 years of age.

Investigation Management

The investigation team will operate from Eccleshill Police Station. This will allow close engagement and sharing of information with the dedicated CSE team. Partners allocated to the investigation will also operate from there.

The most appropriate system to manage an investigation of this nature would be HOLMES, however there are capacity, resource and registration issues that do not make this a feasible option. CLIO has a search capacity and would be the preferred option. There are training implications but these can be resolved quickly.

Permission will be required for partners to access Police systems and they will require management vetting status.

Command structure/Resources

The SIO is Det Supt Morgan, the Deputy SIO is DCI Terry Long and Supt Partnerships is Supt Vince Firth.

The investigation team will comprise of officers with appropriate skills to including SCAIIDIP, Tier 3 suspect and witness interviewers, STO trained and officers with experience in managing telecom and other passive data.

(Staff can be trained as the investigation progresses and will not require them to be abstracted. A request will be made to Protective Services Crime for officers with certain specialisms to provide training guidance and support).

The current team structure can make real progress in terms of investigating allegations made by the current self-presenting victims. However, details of over 60 perpetrators have already been disclosed and further victims would significantly stretch the team. Also, in anticipation of a significant volume of work falling out of the scoping exercise, Bradford District aim to bid for 8 additional suitably trained personnel to be seconded for a 12 to 18 month period onto the investigation team. This would allow victims needs to be met, expedite the investigations in order to bring people to justice and safeguard the reputation of the Bradford Partnership.

Victim strategy

Any approach to potential victims of abuse will be conducted in a sensitive manner. Where a potential victim has been identified and either has indicated they want to assist the Police or it is necessary to make contact, a trained STO and a social worker allocated onto the enquiry will carry out an initial visit. Potential victims will be offered support initially through STAR. A victim care plan will be devised following consultation with partners based on each individual's needs.

Any interviews will be carried out by suitably trained ABE officers.

Communication Strategy

The aim will be to formulate an effective multi agency media strategy in order to maximise investigative opportunities and minimise negative or adverse public / community impact.

An effective communications strategy both internally and externally generating appropriate information will help to protect individuals, maintain public confidence and preserve the reputation of the Bradford Partnership.

- External

Regular briefings will be provided to partners. This will be facilitated by either Supt Firth or his deputy Ch Insp Miller. The SIO will consider any disclosure issues prior to external briefings.

Any media strategy and the talking head will be agreed by the SIO and Supt (Partnerships).

- Internal

The SIO will provide regular briefings to Gold and the District Commander in terms of progress of the investigation, media and community issues and highlight any resource requirements.

Where suspects are identified, internal briefings will be conducted to gather intelligence and capture evidence that may assist the investigation e.g. phones, phone numbers, vehicle details, associates. In order to ensure that victims are further protected from future offending, individuals will be subject of flagging via force internal and national 'external' systems as and when identified.

CPS

Early engagement and support of the Crown Prosecution Service will be sought.

Forensic Strategy

An Area Forensic Manager will be identified to provide strategies when required.

Telecoms/ Computers

Due to the backlog in the Hi-tech unit, dependent on the demand, consideration may need to be given to finance the outsourcing of work.

Intelligence

Research will initially focus on the scoping exercise but also to establish what evidence already exists against named perpetrators. A significant amount of research will be required to access and research social media.

Analysis

A full time analyst will be required to evidence association, analysis of phone and ANPR data and will be vital in terms of supporting any potential conspiracy investigations.

Witness Strategy

These include people who are witnesses to offences

Witnesses who provide evidence of first disclosure

Friends who have direct evidence in relation to periods of absence

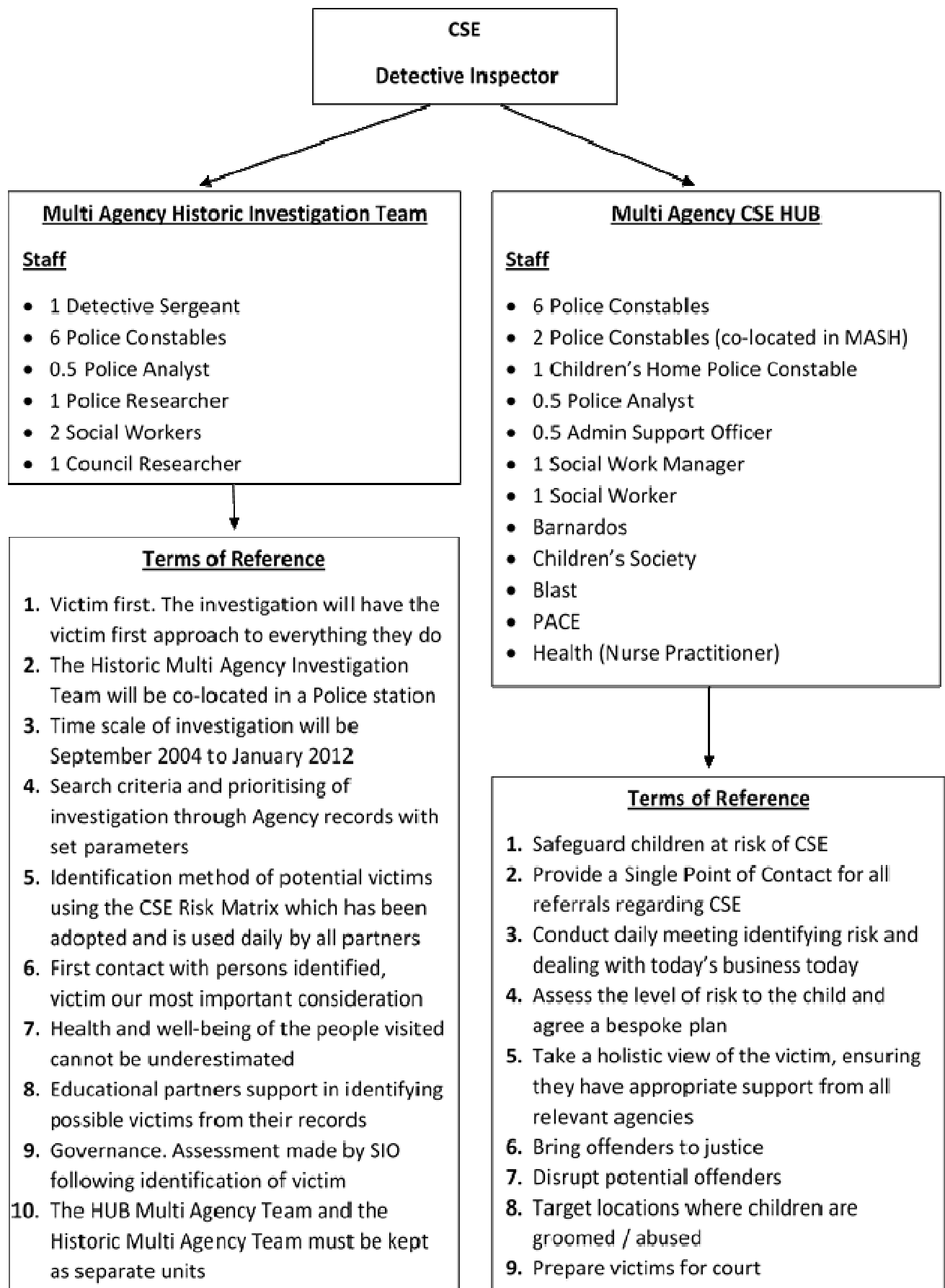
Financial Investigation

A financial investigator will be identified to establish corroboration of victim accounts, identify suspects, establishing suspect movements and any evidence of financial benefit that has been accrued as a result of the supply of drugs.

Information Sharing

Information sharing between key statutory Child Protection is governed by the "Working Together 2013" document and local information sharing protocols. It will also govern who will be responsible for dealing with victims in terms of providing services that sit outside the enforcement arena.

Operational Response to CSE



Appendix B

Search and Scoping Exercise Criteria

- Police missing from home data relating to children missing on a regular basis
- Placed in Bradford Children's homes
- Children taken into care who were classed as "beyond control"
- Children who were part of the MAACSE process

*The identifier of risk used for CSE will be applied to the above.

Appendix c

The membership of BSCB during 2013 – 14 is shown below:

Professor Nick Frost Independent Chair
Nancy O'Neil NHS Clinical Commissioning Groups
Kath Tunstall (until March 2014)
Michael Jameson
Strategic Director, Services to Children and
Young People, Bradford Council
Juliette Greenwood
Chief Nurse, Bradford Teaching Hospitals NHS
Foundation Trust
George McQueen Assistant Director - Access & Inclusion, City of
Bradford MDC
Sue Canon NHS England
Dr Shirley Brierley Public Health Consultant, NHS Airedale,
Bradford & Leeds
Superintendent Vince Firth West Yorkshire Police
Cathy Woffendin Deputy Director of Specialist Services and
Nursing,
Bradford District Care Trust
Nicola Lees Director of Operations and Nursing, Bradford
District Care Trust
Julie Jenkins Assistant Director - Children's Specialist
Services, City of Bradford MDC and Vice Chair of
BSCB
David Benn Voluntary Sector (Barnardos)
Sharda Parthasarathi NSPCC
Mark Nichlolas - Service Manager - Safeguarding & Performance
Management Bradford Adult Social Care
Rob Dearden - Director of Nursing, Airedale NHS Foundation
Trust
Charlie Jones - Bradford & District Youth Offending Team
Maggie Smallridge West Yorkshire Probation Trust
Jenny Cryer Prospects
Jo Sunley (until January 2014);
Jane Fisher
Lay Member
Janet Barraclough (until January
2014);
Sami Harzallah
Lay Member
Jo Sewell CAFCASS

Appendix D

- Membership of the Partnership CSE Hub

West Yorkshire Police

Bradford Council (Children's Social Care and Education)

District Care Trust

Barnardos

The Children's Society

BLAST

PACE