

Report of the Strategic Director Children's Services to the meeting of the Children's Services Overview & Scrutiny Committee to be held on 14th February 2017

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Subject:

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

Summary statement:

This report provides an update to the report presented to the Children's Services Overview and Scrutiny Committee on 6th September 2016. In particular it addresses the Committee's request for further information on certain matters.

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Overview & Scrutiny Area:

Children's Services



1. SUMMARY

- 1.1 This report provides an update to the report presented to the Children's Services Overview and Scrutiny Committee on 6th September 2016. It contains information on developments in the intervening five months and responds to the specific recommendations made at that meeting.

2. BACKGROUND

- 2.1 The report submitted to this Committee in September 2016 provided a data and a comprehensive description of the national and local context for tackling Child Sexual Exploitation (CSE). It included:

- Bradford Safeguarding Children Board's 9 Point Strategic Response to CSE;
- Learning from practice experience through Serious Case Reviews (SCRs) and Challenge Panels, and through preparation for inspection;
- The work of local agencies and services, especially the Multi-Agency CSE Hub which had been the subject of a review, the findings of which were contained in the report;
- Work with perpetrators, including the Insight programme;
- Preventative work, notably the use of drama to raise awareness of primary school pupils;
- The Barnardo's "Nightwatch" scheme;
- Work with Private Hire and Hackney drivers and operators;
- Work in relation to non-recent sexual exploitation;

- 2.2 The subject continues to be a national priority for both central and local government and their partners. Levels of understanding, commitment and activity are being maintained or increased.

- 2.3 It is a relatively short time since the September report was given to committee and this report provides an update to that report. Updates since September 2016 include the drama production, "Mr Shapeshifter" and plans for this to be presented to primary schools in Bradford. The first of at least 57 performances took place on 19 January 2017.

- 2.4 Another significant event was the publication of the Serious Case Review (SCR) of "Autumn" on 6th December 2016, with a strong partnership approach to its publication. The extent of the abuse of Autumn is demonstrated by the fact that a criminal trial led to 12 males being found guilty of various sexual offences and receiving sentences totalling over 140 years. The way agencies deal with CSE had already developed since the period in which Autumn was being exploited. Nonetheless the case led to a number of actions, the plans for which are being closely monitored by BSCB, which indicates that the majority have already been responded to.

- 2.5 The key learning issues from the case for professionals were that, work with:



2.5.1 The child

- Must focus on the causes of behaviour rather than the behaviour itself;
- When a child discloses it must be recognised or responded to appropriately;
- Must recognise that cumulative harm has a significant impact on the development of a child/ young person;
- Must be able to recognise abuse including neglect, physical abuse sexual abuse and rape and follow safeguarding procedures.

2.5.2 The family

- Need to be aware when assessing risk not to be over reliant on the belief that family cooperation means the child is not being harmed and or / requiring child protection processes;
- When delivering interventions it must be clear what the desired outcomes are and the expected impact on the child and their development;
- Assessments should include recognising attachment patterns and their impact on child development.

2.5.3 Other professionals

- Need to be clear about roles and responsibilities;
- Need to be clear about the remit of safeguarding / multi-agency meetings;
- Need to be prepared to challenge and have professional curiosity;
- Must be able to escalate concerns appropriately;
- Must be able to share information appropriately;
- Must be aware of that predominant beliefs and ethos can prevent a thorough assessment and analysis of risks / harm.

2.5.4 Similarly, the learning points for managers supervising staff working with ...

2.5.5 The child

- Need to ensure the voice of the child is central to multi-agency meetings
- Need to understand and apply the research about the impact of abuse and trauma on children so that they can support / advise staff to analyse harm and risk appropriately.

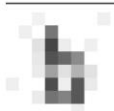
2.5.6 The family

- Need to ensure their staff are up to date with recent research evidence about outcomes for young people who are looked after to help inform decision making.

2.5.7 Other professionals

- Must assist staff to appropriately assess the level of harm and the need for child protection intervention;
- Must allocate cases and regularly review the level of risk to ensure; appropriate oversight of on going assessment.

2.5.8 Finally, the messages for Strategic Leads with responsibility for safeguarding children were that they ...



- Must ensure that partners work together effectively and recognise that Child Protection processes need active scrutiny where harm is external to the family;
 - Must ensure that a robust early help offer is in place and that the threshold for assessment is clear and able to appropriately identify the level of risk;
 - Must ensure there is clarity of how the specialist services and the CSE hub fit within safeguarding process;
 - Must ensure procedures are reflected in practice.
- 2.6 The full report of the SCR is available at http://www.bradford-scb.org.uk/scr/autumn_scr/Autumn,%20a%20Serious%20Case%20Review%20-%206%20December%202016.pdf
- 2.7 The remainder of this report concerns itself with addressing the recommendations of the September meeting, which were:
- 2.8 That a further report be presented to the Committee in January 2017 which includes information on:
- The outcome of training for Private Hire Drivers
 - An explanation of the Nightwatch Initiative
 - A breakdown of the ethnicity of CSE offenders and suspects
 - Information on the Historic Case Unit
 - Work relating to hard to reach children and those with learning difficulties.
- 2.9 That the Committee urges all elected Members and Co-opted Members to complete the mandatory on-line Child Sexual Exploitation (CSE) training.
- 2.10 That it be recommended that senior officers of the Council, Partners and their Boards also undertake the CSE Training.
- 2.11 That it be recommended that all School Governors be offered CSE Training.
- 2.12 That the Committee encourages all Members of Council Co-opted Committee Members and senior officers of the Council to visit the CSE Hub at the earliest convenience.
- 2.13 That the minutes of this meeting be submitted to Professor Jay who is leading the independent inquiry into CSE. This has been done. The inquiry's remit is to "... investigate whether public bodies and other non-state institutions in England and Wales have taken seriously their responsibility to protect children from sexual abuse, and make meaningful recommendations for change in the future". Further information about the inquiry and its progress can be obtained at: <https://www.iicsa.org.uk/>

3. DATA

- 3.1 A separate statistical report is available at Appendix 1. It shows that the number of children and young people deemed to be at risk of CSE continues to increase. As



has been asserted previously, this is the result of growing awareness of the issue, its signs and how to respond to it. In other words, officers remain confident that the rise is far more likely to be in what agencies know, than in the number of young people experiencing exploitation.

- 3.2 The most significant change in the data since the time of the previous report is in the number of “suspect management occurrences” recorded by the police. Over 40% of these arose in the last quarter of the 2016 calendar year. Clearly the most effective way of tackling CSE is to prevent offending behaviour.
- 3.3 The previous meeting of this Committee requested data about the ethnicity of offenders and suspects and this is included in the appended report.

4. TAXI DRIVER / OPERATOR TRAINING

- 4.1 Fleet and Transport Services (FTS) produced a safeguarding training module which was approved by the CSE Board. It has been delivered by a private CSE consultant to over 3,500 new and existing licenced drivers, both private hire and hackney carriage. This took place between January 2015 and December 2016 via more than 100 training sessions. This training was in addition to seminars for around 350 Licenced Proprietors (company “bosses”) and also approximately 1,300 licenced drivers who had attended “child protection” training before January 2015.
- 4.2 All current licenced drivers have attended training. They must evidence this before they can renew their licence and the issue is subject to enforcement checks at taxi bases. The training also forms part of mandatory licencing conditions and all drivers must re-attend every three years. In common with other training delivered by FTS, evaluation returns show a satisfaction rate of more than 98%. The mass CSE briefings received positive feedback from trade representatives, operators and proprietors.
- 4.3 Drivers are required to have copies of the “Know the Signs” literature in their vehicles and to be able to demonstrate understanding of it if requested by an enforcement officer. A4 posters have been distributed to base offices which must be displayed on public view.
- 4.4 FTS and the Licencing Service have a strong and effective relationship with the police at senior and operational levels. This supports the conducting of compliance checks and the taking of enforcement measures.

5. THE NIGHTWATCH INITIATIVE

- 5.1 The previous report described the successful bid to maintain the Barnardo’s Nightwatch service until at least March 2017. It aims to raise awareness of child sexual exploitation by offering advice, guidance, support and training to businesses, services and the general public. In particular Nightwatch addresses the interface between CSE locations of risk and the night-time economy. Certain types of



location appear to create increased potential risk of children falling victim to grooming and sexual offending. The project intends to understand this better and to deliver training to relevant agencies about the challenges posed.

5.2 The primary activities of Nightwatch are:

- to raise awareness of safeguarding risks to young people, including risks of CSE;
- to raise standards of safeguarding practice throughout the night time economy;
- to develop shared expectations with stakeholders regarding the use of enforcement action to drive up standards of safeguarding practices in District's night time economy.

5.3 Its key outputs are:

- Awareness raising and training with public and voluntary sector organisations such as group workers, Street Wardens, educational establishments etc who have contact with young people;
- Joint work with FE colleges to develop up Student Ambassadors to share information amongst students working within the night time economy or themselves vulnerable;
- Delivery of awareness raising with business venues identified through intelligence as potential hotspots or where businesses have opted to be part of the programme e.g. petrol stations, hotels, supermarkets, restaurants, takeaways;
- Development of an extended "safe space" scheme for young people across a wider range of businesses, to ensure that professionals working in the night time economy know what to do if they have a concern about the well-being of a young person.

5.4 The Barnardo's practitioner has worked both in a solo capacity and as a joint resource alongside multi-agency actions to disrupt recorded risks. Targets are likely to change as intelligence reveals trends and patterns, but recent activity has focused on the following types of location:

- Snooker Halls: Nightwatch has been a key partner in our improvement and education to staff at six locations throughout the district. High visibility enforcement led to one snooker hall being closed under Sec 136B of the Sexual Offences Act 2003 in late 2015. This was the first use of this legislation in England and Wales.
- Shisha Bars: In the last full financial year five of the areas 14 licensed bars were closed as a result of enforcement concerns. A number of written warnings and prosecutions were also made, though these are not necessarily directly related to CSE concerns. Nightwatch has now delivered training to many of these establishments;
- Hotels and B&Bs: A project is overseeing the delivery of training seminars to approximately 206 establishments. This is led by the police but Nightwatch has been a key partner, completing training and improvements at hotels posing significant risk in Bradford. These improvements have led, for example, to one hotel where legal powers have been used to require information about guests. Also, one hotel is subject to long term management and regular communication between the Police problem solver and national level hotel management.
- Parks and Open Spaces: Training is to be delivered in seminars to all local



authority staff in Bradford and Keighley. Only staff sickness has prevented this being completed.

- Private Residential properties: Under the auspices of Nightwatch, training has been delivered to all housing officers at Incommunities, the area's largest social landlord, and Accent Housing, another local provider;
- Public Transport Networks: Delivery of training to Metro, including managers and transport survey officers linked to Bradford and Keighley bus stations;
- Taxi Operators – Nightwatch was a core partner in the delivery of training and awareness of over 3400 drivers and operators throughout the district;
- Security Providers (door staff and site protection): The service is planning to offer training to these in due course.

5.5 Nightwatch has also met with youth groups, community groups and local off licences across the district. This has increased awareness and produced intelligence from previously unknown sources.

6. THE HISTORIC CASE UNIT

6.1 The Police's historic child sexual exploitation team was set up in October 2014. This is a dedicated team comprised of Police and Social care staff. All investigations are being overseen by a Detective Superintendent. The team is currently undertaking 13 complex historic investigations. Over 50 suspects have been arrested. 25 are on Police bail. Several cases are currently being reviewed by the Crown Prosecution Service. All victims have been referred for multi-agency support and are being provided victim support by trained staff.

6.2 139 people were identified as potential previous CSE victims following the assessment of Police data; reported offences, intelligence and missing person occurrences subsequently prioritised through an algorithm. All have been visited and referred to supportive agencies. Two disclosed offences when visited and these are now active investigations.

7. WORK WITH HARD TO REACH CHILDREN AND THOSE WITH LEARNING DIFFICULTIES

7.1 Members will see that the appended statistical report does not contain data about the overlap between CSE and learning disabilities or other conditions that may place children at increased levels of risk. Intuitively and anecdotally children with delayed intellectual development or those with poor organisational skills are more likely to be targeted by abusers. There are also research reports on this, such as *'Unprotected, Overprotected: meeting the needs of young people with learning disabilities who experience, or are at risk of sexual exploitation'* produced by Barnardo's.

7.2 In order to know how best to respond to this issue, more evidence is needed, not just on types of disability but on such things as whether children are attending mainstream or special schools. We must also remember that much of the work in



connection with CSE can reasonably be expected to cover the needs of all children and young people. For example, most of the messages about the signs and symptoms and how to spot them is universally applicable.

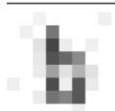
- 7.3 Officers have begun to commission and gather data on the incidence and impact of additional needs. Using this – together with research such as that referred to above – they will then know whether extra or different responses are needed and take steps to put these in place. Members will receive greater detail about this in the report that is to be presented in September 2017.
- 7.4 Although the attention of this report is on children and young people, young adults with learning disabilities may be at risk of various types of exploitation. This is taken into account in setting such as day services, where users are provided with advice and guidance on keeping safe.
- 7.5 At the general level there is recognition of the need for greater coordination of the interests and efforts of the Children's and Adult's Safeguarding Boards. The independent chairs and business managers of each are now increasing the level of liaison between their areas of interest, with vulnerability to sexual abuse and exploitation being a particular focus. The results of that improved connectivity will be reported to Members in due course.

8. TRAINING OF MEMBERS, OFFICERS AND SCHOOL GOVERNORS

- 8.1 All but one of the Council's Elected Members has now completed on-line Child Sexual Exploitation (CSE) training.
- 8.2. The expectation that senior Officers undergo training has been set out at Corporate Management Team meetings and in the Children's Senior Leadership Team. BSCB will continue to inform partner agencies about how to access the training and to encourage its take-up, especially by senior managers.
- 8.3 Training on CSE is now provided as standard for school governors. It is also being included in the safeguarding curriculum for schools.

9. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 9.1 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.
- 9.2 Failure to implement the proposed recommendations may increase these risks



10. LEGAL APPRAISAL

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

11. OTHER IMPLICATIONS

11.1 EQUALITY & DIVERSITY

- 11.1.1 Although the data available has been updated, the implications for equality and diversity remain largely unchanged from the time of the previous report.

- 11.1.2 Child Sexual Exploitation (CSE) is a crime committed by predominantly male perpetrators from all different racial backgrounds. Victims of CSE also come from all backgrounds and ethnicities. Nevertheless, local experience and national research indicates that recognised victims and perpetrators do not necessarily reflect the gender ethnicity and other characteristics of the District's population.

- 11.1.3 18% of the identified children experiencing or at risk of CSE in the Bradford District during 2015/16 were male. There is considerable national research to suggest that this is an under-representation. Services in Bradford work closely with Blast to deliver training and to challenge perceptions and practices that might make it less likely that a boy would be recognised as at risk of CSE compared to a girl.

- 11.1.4 Steps continue to be taken to address the apparent under-representation of BEM children among those referred to the Hub. The data at appendix 1 shows that 67% of open cases were of white British heritage and 16% were of Asian heritage. Although the latter percentage has increased, this represents an over representation of white British children and an under representation of Asian children, compared to the District's under 18 population.

11.2 SUSTAINABILITY IMPLICATIONS

None

11.3 GREENHOUSE GAS EMISSIONS IMPACTS

None

11.4 COMMUNITY SAFETY IMPLICATIONS

- 11.4.1 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.



11.5 HUMAN RIGHTS ACT

11.5.1 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.

11.6 TRADE UNION

None

11.7 WARD IMPLICATIONS

11.7.1 There are no new implications arising from this report.

12. NOT FOR PUBLICATION DOCUMENTS

None

13. RECOMMENDATIONS

The Children's Services Overview and Scrutiny Committee are invited to:

- Note the contents of this report.
- Receive a full update to the September 2016 in September 2017.

14. APPENDICES

- Appendix 1: "The CSE Hub – Date and Statistics prepared by Danielle Williams, Bradford CSE Hub Intelligence Officer.

15. BACKGROUND DOCUMENTS

- Report to the September 2016 meeting of the Children's Services Overview and Scrutiny Committee, available at
- Report of the "Autumn" Serious Case Review, available at http://www.bradford-scb.org.uk/scr/autumn_scr/Autumn,%20a%20Serious%20Case%20Review%20-%206%20December%202016.pdf
- Information about the Independent Inquiry into Child Sexual Abuse is available at <https://www.iicsa.org.uk/>
- 'Unprotected, Overprotected: meeting the needs of young people with learning disabilities who experience, or are at risk of sexual exploitation'. Available at <http://www.bild.org.uk/information/unprotected-overprotected/>

