

Report to Keighley Area Committee on Child Sexual Exploitation to be held on 16th 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 Keighley Area Committee in 2016 regarding the issue of child sexual exploitation (CSE). It sets out the arrangements that have been put in place, and which continue to develop, to safeguard children from CSE.

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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 8th October 2015 and subsequently to the District's Area Committees regarding the issue of child sexual exploitation (CSE). It sets out the arrangements that have been put in place and which continue to develop, to safeguard children from CSE.
- 1.2 Detailed information is provided regarding the activity of the multi-agency CSE Hub during the business year April 2015 – March 2016. An in depth break down is provided of the workload of the Hub on one particular day: 29th March 2016 as well as data in relation to CSE specific to Keighley .
- 1.3 The report also provides information about the multi-agency review of the Hub undertaken by BSCB in recent months. Updates are also provided about the commissioning of preventative services, training about CSE and the work of partners to investigate non-recent sexual exploitation and support victims.
- 1.4 This report develops significant themes from the previous reports regarding CSE published by the Council, in particular the Council Executive report dated 6th September 2016.

2. BACKGROUND

2.1 National context:

Tackling Child Sexual Exploitation continues to be a national priority for central government. The government departments leading this work are the Home Office and the Department for Education.

- 2.2 In 2009, the government guidance "Safeguarding Children and Young People from Sexual Exploitation" contained the following definition of Child Sexual Exploitation (CSE):

"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.”

- 2.3 Nationally, understanding of the complexity of CSE has developed significantly since 2009 and there are currently a range of definitions used in different jurisdictions of the United Kingdom and by some voluntary sector organisations. In early 2016 the government consulted on options for a revised definition of CSE, to which Bradford Safeguarding Children Board (BSCB) made a submission. The government has not yet published the outcome of the consultation.
- 2.4 The Independent Inquiry into Child Sexual Abuse was established by the former Home Secretary, Theresa May. The Inquiry will investigate whether public bodies and other non-state institutions have taken seriously their duty of care to protect children from sexual abuse in England and Wales. The enquiry has launched 13 investigations to date. These investigations are:
- Accountability and Reparations;
 - Cambridge House, Knowl View and Rochdale;
 - Children in Custodial institutions;
 - Children outside the UK;
 - Child Sexual Exploitation by Organised Networks;
 - Lambeth council;
 - Lord Janner
 - Nottinghamshire Councils;
 - Residential Schools;
 - The Anglican Church;
 - The Internet
 - The Roman Catholic Church;
 - Westminster.

Among these 13 investigations are a number that have a particular focus on CSE or sectors where there is concern that previous arrangements have failed to effectively protect children from CSE.

- 2.5 It is acknowledged that the painstaking work of the Inquiry, incorporating the work of these 13 investigations, will take a considerable amount of time to be completed and to report. The Inquiry has established a consultative panel to ensure that the experiences and views of victims and survivors will be included in the final report and its recommendations. Further information regarding the work of the Inquiry can be found at the website: <https://www.iicsa.org.uk/>
- 2.6 On July 29th 2016, the Chief Executive of Bradford Council wrote to Dame Justice Lowell Goddard, the then chair of the Inquiry. The Chief Executive drew the chair's attention to the call for an independent inquiry into CSE in the Bradford area by a number of people in the Keighley area including the mother of one of the local victims of child sexual exploitation. The letter goes on to invite “robust scrutiny” of Bradford's record and arrangements.
- 2.7 The government decision, in 2015, to designate CSE a “national emergency” has reinforced the increasingly high priority given to CSE in local authority and police force areas. Later, this report will provide evidence of increased recognition of CSE and provision of services to those at risk of, or actually experiencing this form of



abuse. The Chair of the National Association of Police and Crime Commissioners, Vera Baird QC, stated in July 2016 that the national cost of police efforts to tackle the “growing and tragic menace” of child sexual exploitation could treble to £3bn a year by 2020. This estimate does not include the cost to local authority services, the National Health Service and voluntary sector organisations.

2.8 Local context:

Bradford Safeguarding Children Board (BSCB) has developed a 9 Point Strategic Response to CSE which identifies the priorities agreed by all partner organisations working with children and families in the Bradford District. These priorities are:

- Our partnership response to CSE is child, young person and victim focused.
- Partners will develop and resource a multi agency co-located team which will work together to reduce the risk to victims and bring offenders to justice.
- A training plan will be developed for all professionals and leaders regarding CSE, in particular training and support for schools to identify to pupils and teachers the signs of being groomed for CSE.
- Communities will be assisted to deal with the impact of CSE.
- Support networks will be supported focusing on women and mothers.
- A specific direct work plan will be developed aimed at boys between 14 yrs and 17 yrs to tackle any unacceptable attitudes regarding the sexual abuse of any person.
- Partners will work together to develop responses and resources to address the impact of CSE in its varied manifestations across the District's 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.

2.9 Organisations develop specific plans, consistent with their statutory responsibilities and local needs analyses, for recognising and responding to the impact of CSE. The 9 Point Strategic Response is periodically reviewed and the BSCB CSE and Missing Children Sub Group directly monitors those plans that are the responsibility of BSCB and holds partners to account for the progress of their individual agency plans for tackling CSE. A report was provided in September 2016 to Council Executive regarding the 9 Point Strategic Response to CSE.

2.10 Key decisions made by the Council have demonstrated a strong commitment by elected members to ensuring that they and council officers make a full contribution to the District's 9 Point Strategic Response. At the Full Council Meeting of 12th July 2016, members accepted the recommendation of the Governance and Audit Committee to amend the Members' Code of Conduct to require all Members and Co-opted Members of Council to complete CSE training. BSCB is seeking assurance from the Council's Member Development Manager who is charged with ensuring that all Members are able to fulfil this requirement.



- 2.11 A key responsibility of BSCB is to ensure that professionals learn from practice experience and that organisations make improvements based on that learning. BSCB has recently published an independently led serious case review (SCR) into a particular case of CSE. This case is linked to the abuse of a girl (called Autumn in the review) by a group of adult men and one male who was a juvenile at the time of the offences. Twelve men were convicted of a number of offences linked to CSE and sentenced in January 2016. This SCR was published in December 2016 and highlights a number of lessons that need to be learned from the review. The review concludes that services did not recognise the signs of risk early enough, and that opportunities to help her were missed by everyone in the system. There are detailed action plans for all agencies which are based on the recommendations framed by the independently led panel for the review and the progress of agencies in relation to these actions will be monitored and tested by BSCB. The full review can be read at http://www.bradford-scb.org.uk/scr_autumn.htm
- 2.12 In addition to undertaking SCRs, BSCB carries out “Challenge Panels” in the course of which a number of cases are looked at in depth. The cases are selected with a theme in mind; some cases are chosen as it is acknowledged that they present particular difficulties for agencies, others are chosen from a random sample to provide an opportunity to view how other, similar, cases have been responded to. Panel members read and analyse multi-agency records regarding these cases and then receive presentations and ask questions of selected front line practitioners and first line managers who have been involved in the cases considered. The panel identifies improvements that can be made in procedures, practice, training and information for professionals across the safeguarding partnerships. Two challenge panels, on 5th December 2014 and 21st March 2016, have looked at the issue of CSE.
- 2.13 In 2016 Ofsted announced a new programme of multi agency inspection (Joint Targeted Area Inspection, JTAI) covering both the “Front Door” arrangements for social care, as well as an in depth look at an area of multi agency practice through a “Deep Dive”. The first of these themes was “CSE and Children Missing from home and care”. The BSCB coordinated a programme of preparation for inspection which was led by a high level Leadership Group chaired by the Chief Executive of the Council as well as a JTAI Programme Board which undertook a self assessment and action planning process. The action plan arising from this work has been mapped to the 9 Point Strategic Plan and is being monitored through the CSE sub group of the Board, which is chaired by the Police.
- 2.14 The work of the Multi-Agency CSE Hub:**
The Bradford District multi-agency co-located CSE Hub is based in Sir Henry Mitchell House in central Bradford. It was established in early 2012 and has developed and grown since first becoming operational. The Hub also has responsibility for managing enquiries into and coordinating support for children who go missing. A number of Elected Members have visited the Hub to familiarise themselves with its operations. In April 2016, the staff physically located in the Hub was:



- Local Authority: Children's Services team manager and two social workers, an Intelligence Officer and administrative support;
 - West Yorkshire Police: 12 officers, including specialist missing persons officers, detectives and a CSE Problem Solving Officer;
 - Barnardo's Turnaround Service including a Service Manager, social workers, outreach workers, a "Night Time Economy" worker and administrative support;
 - A Nurse Practitioner to strengthen information sharing and operational links with Health Trusts.
- 2.15 Certain other agencies and services are not located in the Hub but attend regular meetings and are integral to the multi-agency response. These are:
- Children's Society "Hand in Hand" Service which provides support services to boys and girls in the Keighley and Airedale area;
 - Blast (Bradford and Leeds Against the Sex Trade) is a campaigning, training and support organisation for young men and boys experiencing CSE;
 - PACE (Parents against Child Exploitation) which provides support to parents and carers of children experiencing CSE; and
 - Local Authority education support services.
- 2.16 The Hub uses the West Yorkshire LSCB consortium safeguarding children procedures and the West Yorkshire CSE risk assessment tool. Each weekday the Hub staff meet to consider new and updated cases in order to provide a prompt response to new concerns. Risk assessment levels for each child known to the Hub are regularly reviewed.
- 2.17 Since the Hub came into existence, data has been collected regarding referrals and risk assessments in order to understand the incidence of recognised CSE in the District and the levels of risk identified for children known to the service. The characteristics, such as age, gender and ethnicity (as set out in appendix 1) of these children have been recorded and information has also been collated regarding persons identified as actual or suspected perpetrators of CSE.
- 2.18 At the time that the Hub was established it was anticipated that there would be a significant increase in the numbers of children in the Bradford District identified as being at risk of CSE and actually abused in this way. It was believed that this would result from a combination of improved awareness of CSE in communities and among professionals and also as a result of bringing to bear on the issue the dedicated focus and increasing expertise of the staff located in the Hub.
- 2.19 In the October 2015 report it was reported that there had been 431 referrals to the Hub from 1st April 2014 – 31st March 2015. That report also stated that if the trend of the first four months of the 2015/16 year continued, there would be a year on year increase of 29% in referrals to the Hub during 2015/16. Final analysis of data for 2015/16 shows that there were in fact 713 cases referred to the Hub which is an increase of 65%.



- 2.20 Appendix 1 to this document is a detailed report which sets out the data sources used, provides a strategic overview of activity during 2015/16 and a tactical overview of the cases open to the Hub on a particular day (29th March 2016). The report also provides information about CSE crimes in Keighley Bradford , some analysis of the characteristics of offenders and information about locations of concern.
- 2.21 In March 2015 the government announced its intention to establish a national data set and performance measures in relation to CSE. These have not yet been published therefore it is not possible to benchmark performance in Bradford reliably with other LA areas or against national trends. However, all indications are that nationally the rate of recognition of CSE linked offences and identification of victims is increasing.
- 2.22 Key data headlines are:
- There is a continuing rise in the cases of potential or actual CSE that are referred to the Hub.
 - In the course of 2015/16 there was an average of 54 CSE referrals per month, compared to 36 per month the previous year.
 - In Keighley on the 27th October when the report was run, there were 54 young people identified as at risk of CSE, including 5 considered to be at high risk.
 - 10 % of children considered to be at risk of CSE in Keighley are males. .
 - The peak age for males referred to the Hub is 14 years, for females it is 15 years. The peak age in Keighley is 16
 - In Keighley the age ranges from 8-19
 - The ward with the highest number of at risk children is Keighley West, with Keighley Central and Keighley east close behind
 - No ward had no children at risk with the lowest being three in the Worth Valley.
 - A break down of cases open on one day (29th March 2016) shows that 13% of cases were assessed as being at high risk, 42% at medium risk and 40% were low risk.
 - In the course of 2015/16, in the Bradford District, 109 crimes were recorded by West Yorkshire Police as “child sexual exploitation crimes”; this constitutes 20% of all sexual offences against children recorded in Bradford during that period.
 - 78% of identified offenders linked to CSE crimes are under the age of 36 while almost 60% are under the age of 25.
- 2.23 In order to illustrate the work of the CSE Hub, two anonymised case examples are provided for the Committee. These illustrate factors that can heighten a child’s risk assessment as well as factors that might increase a child’s resilience and therefore reduce the risk assessment. These short case studies provide some examples of the services that children might receive. In each instance it is clear that the risk to the child can go up and down in the course of their experience of CSE and in the course of receiving support services.



2.24 Child A was identified as being at risk of CSE when she was only 13 years of age, as a result of intelligence that she was receiving cigarettes in exchange for sexual activity. Initially, this child was resistant to all interventions that were offered and over time the risks increased and she was considered at very high risk of CSE. She was using cannabis daily, going missing from home, associating with much older males and had received treatment for sexually transmitted infections. The risks became so great that she was taken into care and was placed outside the Bradford District. Intensive work was undertaken by the local authority's Placement Support team and Barnardo's Turnaround project. Both services were persistent, despite initially meeting with a lot of resistance from the child. Eventually this persistence paid off and she began to engage with services. She began to recognise and acknowledge the risks and harm that she had experienced. She recently returned to Bradford and is again living with her mother, still receiving a service from the Placement Support team. The most recent assessment has reduced her CSE risk to low because she is fully engaged in group work provided by the Turnaround service. She is the only child from the group to have attended every single session. She has not used cannabis recently and she has taken her GCSEs and has applied for further education courses.

2.25 Child B is a girl who has been known to the Hub for several years. She was living away from her family home with a much older male who was exploiting her. She was resistant to any support and would not engage with any service such was the impact of her victimisation. Many attempts were made to intervene with this child and she was placed in a foster home within Bradford. The quality of consistent care that she received at the foster home had a positive impact on the child. She was able to accept other support and gradually her risk assessment level reduced. However, the child then suffered bereavement and disengaged from the professionals who had been supporting her. She returned to her previous associates and the assessment of risk of CSE increased significantly. Over a period of time, the girl went through several cycles of engagement, followed by disengagement and increased risk as a consequence of emotionally difficult events. This young woman has now turned 18 and has begun to engage with agencies. She has a close relationship with her Turnaround worker and has undertaken video interviews with the police, who are working to gather evidence for prosecution of those who have abused her.

2.26 Multi-Agency Review of the CSE Hub:

Beginning in December 2015, BSCB undertook a partnership review of the working of the CSE Hub. This was led by the interim Assistant Director for Children's Services. The multi-agency group leading the review of the Hub met eleven times between 8th December 2015 and 9th June 2016. It included 8 agencies who considered the following issues:

- Current policies and procedures including pathways to services and the West Yorkshire risk assessment tool;
- Staffing levels, roles and responsibilities;
- The interface between children missing from home or care, CSE and the work of the Integrated Assessment Team;
- The interface between the local authority children's services long-term social



- work teams and the CSE Hub;
 - Support for victims;
 - Support for staff;
 - Recording systems;
 - Data analysis;
 - Quality of practice;
 - Work with communities.
- 2.27 The final report of the review of the Hub was accepted by BSCB in July 2016. The report resulted in the development of a detailed framework for professionals working with children who experience or are at risk of sexual exploitation. This is underpinned by revised detailed practice guidance for all agencies located in and working closely with the Hub. A detailed plan containing 18 actions to be delivered by specific services has been developed. Named agencies are accountable to BSCB, through the CSE and Missing Sub Group for the delivery of these actions and are required to provide evidence of impact. This impact will be tested through the BSCB programme of audit and challenge panels.
- 2.28 The review provides evidence of the necessity for clearer pathways into therapeutic services for children and adults who have experienced sexual exploitation. This is an issue highlighted in national reports as well as local work. A specific multi-agency group has been identified to map current therapeutic provision, to identify priorities for commissioning and to provide a future report for the Health and Well Being Board.
- 2.29 The review demonstrated the importance of ensuring that all partners provide a high quality and prompt response to all incidents of children going missing from home or from care. Children who go missing may be vulnerable to a range of crimes and other forms of harm. However, there is strong evidence from national research that a very significant risk for such children is of CSE. There has been significant progress by the partnership to improve responses to children who go missing from home or care and it is recommended that the Children's Services Overview & Scrutiny Committee receive a report about this work.
- 2.30 Work with Perpetrators:**
West Yorkshire Police, supported by partners, invests considerable resource in gathering evidence to prosecute perpetrators of CSE offences. There have been a considerable number of prosecutions resulting from the work of the Hub, some of which have been detailed in earlier reports to this Committee and to the Council executive.
- 2.31 There are instances in which there is not an option to prosecute a suspected perpetrator, in which case there would normally be no further action as a result of the investigation. Research and experience of offender management services indicates that without the option of an intervention to address offending behaviour there is a risk of escalating criminality. An option being piloted locally, with the support of the Community Safety Partnership, is the Insight Programme.

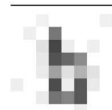


- 2.32 The ambition of the Insight Programme project is to place a greater emphasis on these offenders recognising the impact of their actions and the harm caused. The project is developing a bespoke programme which adapts the most appropriate intervention dependant on the assessment of the individual perpetrator. This will be based on their level of responsibility, remorse and motivation.
- 2.33 Perpetrators will be referred on to the Insight programme, as an intervention by the Police if the Police are unable to prosecute and the alternative is no further action. It can also be used for sentenced individuals to undertake as part of their Court order. The programme during the initial period will only focus on low and medium risk cases.
- 2.34 The Insight Programme will involve two Insight volunteer facilitators meeting with the individual to assess them and then to organise these individuals being involved in restorative meetings with those affected/involved by this type of crime. This will not be their direct victim/s. The individuals will have to attend the meeting and talk about what they have done and who has been affected. They will then listen to people, or hear through the use of varied materials, the potential consequences of such behaviour. The meeting will then look at what they will do to ensure that they are not involved in similar behaviour in the future. Attendance at these meetings will be recorded and referred to in the future should that individual be involved in any further CSE related behaviour. This will evidence that they are aware of the impact of their actions and it can be used as evidence of bad character.
- 2.35 The Corporate Overview & Scrutiny Committee received a detailed report regarding the Insight Programme on 3rd February 2016.
- 2.36 Preventative Work:**
Previous reports to this Committee have set out preventative initiatives being undertaken directly by partners or being commissioned by the local authority or the Community Safety Fund. In this report several specific areas of preventative work are highlighted, which support specific aspects of the 9 Point Strategic Response to CSE.
- 2.37 The local authority has previously commissioned an educative drama tour of the District's secondary schools highlighting the risk of CSE to year 10 students. For some time, partner agencies have wished to develop a similar, age appropriate product for primary school pupils who are approaching transition to secondary school. Some funding was provided by the West Yorkshire Police and Crime Commissioner (PCC) which has enabled BSCB to support the development of a play and supporting educative materials aimed at Primary School pupils. This play is entitled "Mr Shapeshifter" and highlights how children may be groomed and harmed through naive use of smart phones and other internet enabled devices.
- 2.38 Using the funding provided by the PCC it was possible to arrange a short tour of the play to 9 primary schools in the District and 8 performances have now been completed and evaluated. The feedback from the schools has been positive. A senior member of staff in one Bradford primary school stated:



“The children were keen to chat about [the play] afterwards. We had good responses, it was definitely understood (I wasn’t sure at first that it would be). The acting was very high quality and the pitch – superb for year 6”.

- 2.39 As a result of the positive evaluation of the 8 performances to date, funding is being sought for an initial tour of 60 – 90 Bradford District primary schools during the 2016/17 school year. The target audience for performances are year 6 pupils. The intention is that teachers will be provided with materials to prepare children for the performances and there will also be materials to support post – performance lessons. Staff from a range of support services: Safer Schools Officers, Turnaround, Blast or Hand in Hand staff would also be present at schools during and after performances to provide support to pupils and staff. A full evaluation of the impact of performances will be provided.
- 2.40 It is recognised both in Bradford and nationally that there are significant challenges for large organisations such as the local authority and the police service in effectively communicating with black and ethnic minority (BEM) communities about challenging issues such as CSE. It is recognised that in Bradford and elsewhere there has been an over representation, as convicted perpetrators of street grooming, of males of south Asian heritage, when compared to population data. It is also recognised that children and women of south Asian origin are disproportionately less likely to be recognised as victims of sexual exploitation. The report “Unheard Voices – Sexual Exploitation of Asian girls and Young Women” published by the Muslim Women’s Network in 2013 highlighted reasons for the under-recognition of Asian girls and women as victims of abuse.
- 2.41 Each organisation involved in the Hub is obliged to ensure that its procedures and guidance and training for staff improve equality of access to services. In addition, BSCB has been anxious to ensure that the commissioning options available to partners be exercised to provide focused support to BEM communities that are affected by CSE.
- 2.42 The Muslim Women’s Council (MWC), in conjunction with the Keighley Association Women and Children’s Centre (KAWACC), has successfully secured funding from partners outside Bradford to establish the “Fragile” project. This project has recruited skilled staff to work with women and girls in the BEM community to raise awareness of safeguarding issues, including CSE. Working individually and in groups, women and girls are provided with key information, including how to report concerns. Individual support is accessed for women and girls to support them through and after disclosure of concerns.
- 2.43 BSCB has supported a successful application by MWC and KAWACC for funding from the Community Safety Fund to recruit male staff to develop the Fragile model for work with men and boys in the BEM community. This project will work in partnership with other VCS organisations that are developing expertise in working with men and boys as potential perpetrators as well as potential victims of sexual exploitation.



- 2.44 BSCB has also supported a successful bid to the Community Safety Fund to maintain the Barnardo's "NightWatch" scheme with a specific focus on Bradford. The Department of Education had previously provided 12 month's funding for a West Yorkshire-wide scheme. A national evaluation of the first 12 month's operation is awaited. However, the tangible local impact of the scheme, not least the contribution to developing and delivering a programme of mandatory CSE training for private hire operators and drivers, led to BSCB making a bid for further funding, focused solely on the Bradford District.
- 2.45 The Barnardo's NightWatch initiative, which is funded by Bradford's Community Safety Partnership April 2016 – March 2017, aims to raise awareness of child sexual exploitation by offering advice, guidance, support and training to businesses, services and the general public.
- 2.46 NightWatch places particular emphasis on helping the night time economy to recognise, respond and report CSE and play a part in keeping children safe after dark.
- 2.47 The NightWatch Programme content includes exploration of the following themes:
- What is Child Sexual Exploitation?
 - CSE Multi-Agency Hub (who they are & what they do)
 - Grooming – Pattern of control
 - Consent
 - Identifying vulnerability and risk
 - Safeguarding - your role & responsibilities
 - Managing Risk
 - Reporting, recording and responding to concerns
- 2.48 The following case study is provided to illustrate the application of a range of interventions to drive up safeguarding standards in a licensed business, in this case an independent hotel.
- 2.49 The concern arose from information received into the CSE Hub from a member of the public regarding sightings of children accessing hotel premises during the night time hours. Following an initial visit to the hotel by the Police CSE Problem Solving Officer, a recommendation was made for hotel employees to undertake NightWatch CSE awareness training in order to raise the standard of safeguarding practices within the premises. Five hotel employees took part in the 2.5hr training session which included the Hotel Owner, Senior Duty Manager, Night Manager, Night Porters and Receptionist/Housekeeping Manager. The session highlighted the concerns received by the CSE Hub, allowed the staff team to develop risk management policies and practices to eliminate further concern/risk.
- 2.50 Initial evaluation of the training indicated that participants had moved from feeling 'slightly confident' to 'very confident' with regards to what CSE means, who it affects, recognising the signs and understanding the role they can play in helping to keep children and young people safe. Four participants said that they would 'do



something differently' with regards to their professional practice as a result of the training. One participant said that they felt that they were already considering safeguarding within their practice and that they would continue to do this. All participants said that they had found the training beneficial both in a professional and personal capacity.

- 2.51 In order to assess the impact of the training on the safeguarding practice of the business, a number of post training visits were carried out by the Police CSE Problem Solving Officer. Evidence of practice and policy change was provided and no further concerns have been raised regarding the location following this intervention.
- 2.52 The CSE report to this Committee in October 2015 referred to the ambitious programme to train Private Hire and Hackney drivers and operators to recognise the risk indicators of CSE and to respond appropriately. Private Hire and Hackney Carriage operators in the Bradford District have been expected to undertake safeguarding training for several years. Since January 2015 a specific module on CSE must also be completed. More than 3500 drivers and operators have now been trained and the training is mandatory for all new license applicants and applicants for license renewals.
- 2.53 In June 2015 all operators were written to regarding CSE and were provided with copies of poster and leaflets about the issue. The operators are requested to:
- Display the CSE poster in their base for both the public and staff to see.
 - Issue the CSE Do's & Don'ts leaflet to each of their licensed drivers for retention in their vehicle.
 - Check that drivers understand the content of the leaflet, are aware it must be retained in their vehicle and know what to do if they suspect a CSE issue.
 - Keep a record of the drivers that are issued with the CSE Do's and Don'ts leaflet. This must include their badge number, date of birth, name and signature of receipt.
- 2.54 Each of these requirements is now routinely checked by Council licensing officers and partners.
- 2.55 Barnardo's has been commissioned by the Council to deliver a number of preventative group programmes to parents and carers of children where concerns in relation to CSE have been identified. These sessions were subsequently evaluated by a Bradford University academic. The second stage of the project has been for Barnardo's Turnaround, with assistance from national experts, to produce a CSE "Parenting Education Pack". The CSE Parenting Education Pack is a resource that addresses the gap in current service provision to help parents participate and contribute to the safety and protection of their children and teenagers from CSE. The resource gives parents an understanding of CSE; who are the victims/perpetrators (breaking down stereotypes). It also addresses teenage brain development and explores questions such as: "why teenagers take risks"? The pack also explains the 'grooming process' and the effects that this can have on relationships and gives tips on how parents and carers can enable children to be safe online and when using mobile phones and other internet enabled technology.



2.56 Work in relation to Non-Recent Sexual Exploitation:

In this report the term “non recent sexual exploitation” is used to describe investigations into cases that may have occurred more than one year and one day prior to the investigation commencing. Such cases are sometimes referred to as “historical”. It is acknowledged that while offences may be “non-recent” the consequences for the victim are current and on-going. An integral part of the District’s response to non-recent sexual exploitation is the work of social workers, health staff and other providers of therapeutic services to assist survivors in dealing with the consequences of the abuse that they have suffered.

2.57 West Yorkshire Police and Bradford Council have developed a partnership response to the issue of historic CSE concerns. A specialist team has been established, known as “Operation Dalesway”, set up in October 2014. Currently this consists of a police inspector, two Detective Sergeants, six Detective Constables, eleven civilian investigators, two police analytical officers, two police Prosecution Team Officers, two social workers (one children’s services specialist and one adult services specialist) 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.

2.58 There are 12 ongoing investigations. 10 of the victims are previously looked after children. 28 arrests have been carried out and 18 people are on bail. The Crown Prosecution Service is conducting reviews on a number of these cases. 127 potential victims have been identified and interviewed. A number have made allegations of sexual and physical assault. Whilst some of the suspects are confirmed dead, 2 have been arrested and are on bail for sexual offences. The enquiry team is taking steps to identify and trace other suspects.

3. OTHER CONSIDERATIONS

3.1 There are no other considerations.

4. FINANCIAL & RESOURCE APPRAISAL

4.1 The CSE cases requiring social work allocation are included in the normal case loads for social workers working in the Children Specialist Services. The Council spends £19m on children’s social workers per annum. In addition to spend on social work teams, Children Services currently spends approximately £2.9m on children prevention and support services. Children Services has made resources available from within existing budgets by allocating a team manager, social workers, and a community resource worker work within the CSE multi agency Hub.

4.2 When looked after children at risk of CSE require specialist provision this is purchased at a weekly cost of £2000 per week for a residential bed (£104,000 a year), rising to £5000 per week (£260,000 per annum) for a secure placement.



- There are approximately 10-15 young people who require this specialist resource at any given time.
- 4.3 Bradford Safeguarding Children Board (BSCB) sets the procedural framework for all partnership work to keep children safe in the District. This includes keeping children safe from CSE. In addition to this statutory duty, BSCB also has statutory responsibility for ensuring that staff receive multi-agency training to support them in their work, and has statutory responsibility for ensuring that agencies are held to account for their work and that there is a learning and improvement framework in place to ensure that serious case reviews and other challenge and learning processes are effective. A further statutory responsibility is the conduct of a multiagency review of every child death in the District, carried out by the Child Death Overview Panel. In addition, BSCB plays a role in supporting and planning innovative partnership responses to safeguarding children challenges, such as the establishment of the multi-agency CSE Hub.
- 4.4 The staffing resource for BSCB is:
- Manager
 - Administrator
 - Learning and development coordinator
 - Learning and development administrator
 - Performance and information officer
 - Child death reviews manager
 - Safeguarding in faith settings worker
 - Child Accident reduction coordinator (part time).
- In addition, BSCB currently employs an interim deputy manager pending recruitment of a permanent post holder.
- 4.5 The BSCB staffing and operational funding is provided by a pooled budget totalling £388,840 and a small income generated by charging commercial organisations for safeguarding training. The contributors to this pooled budget are:
- Bradford Council Children's Services £217,700
 - Health £148,350
 - Police £17,535
 - Probation £4,690
 - Cafcass £550
- 4.6 The Council and Bradford Safeguarding Children Board have been successful in securing some additional funding from the West Yorkshire Police and Crime Commissioner to strengthen the District's response to CSE:
- In March 2016 Bradford Council appointed a full time information and data analysis officer to work within the Hub. The first 18 months of this appointment are funded by the Office of the West Yorkshire Police and Crime Commissioner. At the conclusion of this initial funding agreement, it is expected that the local authority will take steps to continue the funding of this post from base budget.
 - The PCC provided funding for further preventative work in schools which in Bradford was used to develop and tour a primary school play regarding CSE



and related issues of child safety, as described in paragraphs 2.28 – 2.29, above.

- 4.7 Successful applications to the Community Safety Fund (a fund which is delegated to each West Yorkshire local authority area by the Office of the Police and Crime Commissioner) support the work of:
- The Barnardo's Night Time Economy Worker;
 - The Fragile project work with men and boys.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 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.
- 5.2 Failure to implement the proposed recommendations may increase these risks

6. LEGAL APPRAISAL

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

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

- 7.2 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.
- 7.3 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.
- 7.4 Some steps to address the under-representation of BEM children among those referred to the Hub are addressed in paragraphs 2.31 – 2.34, above. Analysis of cases open to the Hub on 29th March 2016 (see appendix 1) shows that 68% of



open cases where of white British heritage, while 12% were of Asian heritage. Compared to the District's under 18 population, this represents an over representation of white British children and an under representation of Asian children.

- 7.5 The tactical overview contained in appendix 1 does not provide a full breakdown of the ethnicity of CSE offenders and suspects. The CSE Hub intelligence Officer will work with West Yorkshire Police and Court Services to try to ensure that such a breakdown is available for future reports. Public records demonstrate that there is an over-representation of men of Asian origin among those prosecuted for "street grooming" offences related to CSE. Research, such as that undertaken by the Office of the Children's Commissioner, also reports this over representation: "Inquiry into Child Sexual Exploitation by Gangs and Groups" (3 reports and 3 additional documents, Office of the Children's commissioner for England, 20122 – 2013) <http://www.childrenscommissioner.gov.uk/info/csegg1>

7.6 SUSTAINABILITY IMPLICATIONS

None.

7.7 GREENHOUSE GAS EMISSIONS IMPACTS

None.

7.8 COMMUNITY SAFETY IMPLICATIONS

- 7.8.1 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.

- 7.8.2 The Community Safety Partnership (CSP) has received a presentation about CSE delivered by the BSCB CSE Champion and the Assistant Director for Specialist Children's Services. The CSP is currently considering options pass porting Police and Crime Commissioner funding to 6 key priorities, including CSE. BSCB is the lead organisation for developing these options in conjunction with the CSP.

7.9 HUMAN RIGHTS ACT

- 7.9.1 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.



7.10 TRADE UNION

There are no implications for Trade Unions.

7.11 WARD IMPLICATIONS

7.11.1 It was recommended that each Area Committee receives an update report regarding CSE in the next 12 months. This is the report for Keighley .

7.12 AREA COMMITTEE ACTION PLAN IMPLICATIONS (for reports to Area Committees only)

None.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

This report is tabled for information and discussion.

10. RECOMMENDATIONS

- The Keighley Area Committee is invited to note the contents of this report.
- The Keighley Area Committee is invited to consider ways in which CSE can be tackled at a local level

11. APPENDICES

- Appendix 1: "CSE in Keighley – Data and Statistics prepared by Danielle Williams, Bradford CSE Hub Intelligence Officer.

12. BACKGROUND DOCUMENTS

- "Safeguarding Children and Young People from Sexual Exploitation, supplementary guidance to Working Together to Safeguard Children" (DCSF 2009)
http://westyorkscb.proceduresonline.com/pdfs/dcsf_safegch_yp_sex_exp.pdf
- "The Independent Inquiry into Child Sexual Abuse": <https://www.iicsa.org.uk/>
- "Unheard Voices – Sexual Exploitation of Asian girls and young women"; author – Shaista Gohir; published by Muslim Women's Network UK (2013).
- "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>
- Autumn SCR http://www.bradford-scb.org.uk/scr_autumn.htm



CSE in Keighley

Danielle Williams, Intelligence Officer, CSE Hub

Introduction

Child Sexual Exploitation is a local and national priority and involves the sexual abuse of children. It is happening throughout the United Kingdom and the response in Bradford is co-ordinated through the CSE Hub based at Sir Henry Mitchell House. The CSE Hub is a multi-agency team comprised of social workers, police officers, a dedicated nurse and Barnardo's Turnaround staff. Any child thought to be at risk of child sexual exploitation is assessed using the West Yorkshire CSE Risk Assessment tool and their risk is categorised as either high, medium or low.

High Risk	Indicators /Assessment /Evidence /disclosure, suggests that the child is assessed to be involved in high risk situations or relationships and is at immediate risk of, or is experiencing sexual exploitation. (They may not recognise this)
Medium Risk	The assessment indicates that the child is vulnerable to being sexually exploited but that there are no immediate or urgent safeguarding concerns. There is evidence the child may be a risk of opportunistic abuse, or is being targeted or groomed. The child may experience protective factors, but circumstances and behaviours place them at risk of sexual exploitation.
Low Risk	The indicators and assessment raise some concerns that the child is at risk of sexual exploitation and there are concerns that the child is at risk of being targeted or groomed, but there are positive protective factors in the child's life that mean they are not currently being abused.

At present there are 359 children who are being managed by the CSE Hub. Of these children 14% are considered to be High Risk, 31% are considered Medium Risk and 56% are Low Risk. A child that is at high risk of CSE will have an allocated social worker, an allocated police officer, a specialist health nurse and a support worker from either Barnardo's Turnaround, Hand in Hand or Blast.

Know the Signs

The West Yorkshire awareness raising campaign in relation to CSE is called Know the Signs and documentations can be found on the West Yorkshire Police website. There are many behaviours that are considered to be signs that a child may be experiencing child sexual exploitation. Children will be groomed by offenders so that the offender can control the victim to prevent them from disclosing their abuse. Some offenders may manipulate the child into thinking that they are in a loving relationships so the child does not recognise that the situation they are in is abusive. Therefore it is imperative that professionals know the signs and can made referrals to the CSE Hub as victims may not recognise or be able to disclose that they are being abused. Perpetrators of CSE purposely isolate the child by eroding relationships with protective persons in a child life, like family, friends, and professionals.



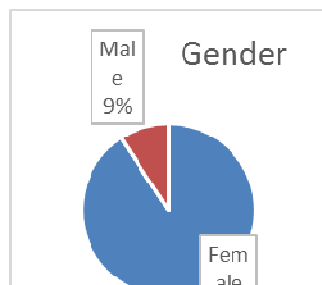
Some of the visible signs include:

- Regularly missing from home or school and staying out all night
- Change in behaviour – becoming aggressive and disruptive or quiet and withdrawn.
- Unexplained gifts or new possessions such as clothes, jewellery, mobile phones or money that can't be accounted for.
- Increase in mobile phone use or secretive use
- Appearing to be under the influence of drugs or alcohol
- Being picked up or dropped off in cars by unknown adults
- A controlling romantic partner or 'friend' or lots of new friends
- Spending excessive amount of time online and becoming increasingly secretive about time spent online
- Sudden involvement in criminal behaviour or increased offending
- Sexual health problems

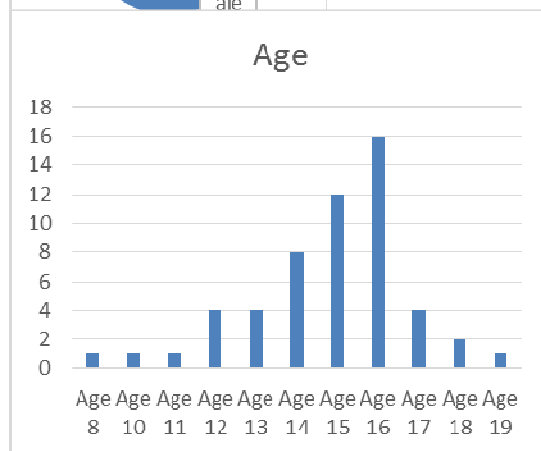
Whilst many of these behaviours may be normal teenage behaviour it is important to consider whether they are also signs that the child is experiencing sexual abuse.

Children at Risk in Keighley

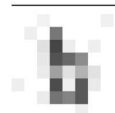
There are currently 54 children that are open to the CSE Hub that are considered to be at risk of child sexual exploitation and live in Keighley. Of these children 9% (n=5) are considered to be at high risk of child sexual exploitation, 26% are considered medium risk and 65% are considered to be low risk. Almost 10% of children at risk of CSE in Keighley



are male and the signs that a child is being exploited are the same irrespective of gender. However, there are barriers to identifying CSE in boys due to common stereotypes around what is considered normal male behaviour. Societal norms around male masculinity and sexuality are also a barrier to boys reporting sexual abuse. In many cases a boy would rather be thought of as involved in anti-social behaviour or criminal activity rather than as a victim of sexual abuse.



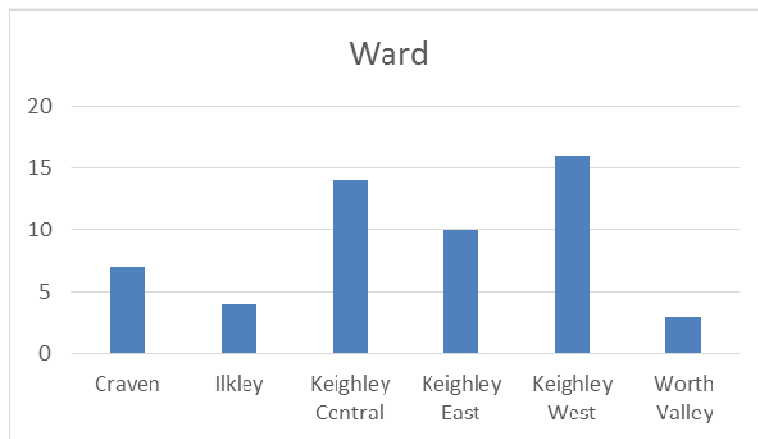
Children at risk of CSE are generally children in their teenage years and the age range of children at risk in Keighley ranges from 8 to 19 years old. When a child turns 18 that does not mean that they are no longer at risk of sexual exploitation. There are still some hub managed individuals that have attained their 18th birthday but still require support. The effects of child sexual exploitation last a lifetime and vulnerability does not end at a certain age. There are 16 children aged 16 who are at risk of CSE in Keighley and of these only one are considered to be high risk. The majority, 12, are considered low risk. The



children shown on the chart as age 8, 10, and 11 all low risk.

The ward area with the highest number of children at risk of CSE is Keighley West where there are 16 children identified.

Ward	High	Medium	Low	Grand Total
Craven		2	5	7
Ilkley			4	4
Keighley Central	1	5	8	14
Keighley East	2	2	6	10
Keighley West	2	5	9	16
Worth Valley			3	3
Grand Total	5	14	34	54



The role of professionals in the community

People who live or work in a specific community will have a good knowledge of daily life in that community. They will know where is popular for children to hang out, they will understand friendship groups and are in a perfect position to spot the signs of CSE. Community intelligence is key to tackling CSE. If the community can feed information into the CSE Hub we can build a picture of what is happening in a community and look at options to problem solve. As has been noted the majority of children at risk in Keighley are at low risk, which means that they may have some vulnerabilities but they are not currently being exploited. Early intervention can prevent these children's vulnerabilities increasing and prevent them from becoming medium or high risk. Youth workers are particularly well placed to spot the signs and provide early intervention. In the case of low risk children it may be that they are having problems at home due to a family separation and they have begun to go missing for home and are hanging around with other children who may be dabbling in smoking, drinking or mild cannabis use. These things have the potential to escalate but a youth worker can provide support and advice to a child that may assist in keeping them safe. As children become more isolated, their risk increases, so if a youth worker can become that child's trusted adult they can be the anchor that may prevent an escalation in risk.



How to report concerns

If you are dealing with a child and something feels wrong report it. The general rule of thumb is that if it doesn't feel right, it probably isn't. You might only have a small piece of a jigsaw but when put together with information from other agencies this can build a picture of what is happening to a child. If you feel that there is an immediate risk to the child, call 999 but if it is more like a bad feeling about something not being quite right you can submit this information through the forms on the BSCB website. If you go to the child sexual exploitation page there are two ways to submit information. One is the information report through which you can submit any information about CSE. For example, you may have information regarding a house that is always hosting parties or another location of concern. If you have specific concerns about a particular child then there is the CSE Risk Assessment form. Please don't be daunted by this form, it is 14 pages long but just complete what you know and leave blank the bits you don't know. There are 14 risk indicators on this form that you are asked to consider. You may only have information about one or two of them but complete it anyway because someone else might have information about the other risk indicators. The forms give the email addresses to send the forms to.

The hub would rather receive a snippet of information than nothing at all. If you are unsure, the phone numbers are also on the forms so just call for a chat.



Child Sexual Exploitation

Know the signs...

Going missing

New adult friends

Skipping school

Secretive behaviour

Any young person can become a victim of child sexual exploitation.
If you have concerns ring 101 or Crimestoppers anonymously on 0800 555 111.

Child Sexual Exploitation is child rape.



Office of the
Police & Crime
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West Yorkshire



WEST YORKSHIRE
POLICE

www.westyorkshire.police.uk/cse



City of Bradford
Metropolitan District Council

