

Report of the Strategic Director of Children's Services to the meeting of the Overview and Scrutiny Committee to be held on 10th October 2018

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Subject:

**ARRANGEMENTS BY THE COUNCIL AND ITS PARTNERS TO TACKLE
CHILD SEXUAL AND CRIMINAL EXPLOITATION.**

Summary statement:

This report provides an update to the report presented to the Overview and Scrutiny Committee on 11th October 2017 and subsequently to the District's Area Committees regarding the issue of child sexual exploitation (CSE). It focuses on the Strategic Response to CSE and how it is used by BSCB and partners in work to drive improvements across the District's safeguarding partnership and to hold agencies to account for their work in their area. This report also outlines the emerging issue of criminal exploitation, organised crime and county lines and the partnership response.

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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 Overview and Scrutiny Committee on the 11th October 2017 regarding the issue of child sexual exploitation (CSE) and also the emerging issue of criminal exploitation. The BSCB has coordinated the District response ensuring partners are working to improve how children are supported and protected and to seek assurance for work in this area.
- 1.2 CSE remains a focus for Bradford Council and its partners and collectively there is a commitment from a strategic and operational perspective to safeguard children. The CSE/Missing sub-group provides strategic oversight whilst the operational CSE/Missing group analyses and address threats and emerging themes across the city, and oversees the effectiveness of the joint operational response to CSE / Missing. Both groups are cognisant for the work and effectiveness of the Bradford District multi-agency co-located CSE Team. The CSE Team provides the operational response to children at risk utilising West Yorkshire Police, Bradford Children's Services and other partners. Further information regarding concerns is available via http://bradfordscb.org.uk/?page_id=13
- 1.3 Since the last report, progress has been achieved in improving the response to CSE. In summary:
- The recently published Working Together legislation will result in changes to safeguarding arrangements nationally and partners are considering the local impact.
 - Production and finalisation of the Strategic Response to CSE
 - Development of a CSE action plan in support of the Strategic Response
 - Appointment of a new Local Authority CSE analyst
 - Continued review around the CSE Team around operational functionality
 - Continued development of the monthly CSE Operational meeting to compliment daily activity and the strategic CSE Sub-group
 - Bradford was successful in the Home Office funding for Trusted Relationships to provide additional support to vulnerable children
 - Strategic Boards are now working together to tackle other complex safeguarding themes such as criminal exploitation, organised crime and modern day slavery.
 - Innovative methods of raising awareness through Safeguarding Stories, Mr Shape shifter, Someone's Sister and Someone's Daughter.
 - A District Communications Group now exists to provide practitioners, parents, carers children and communities with proactive, innovative and consistent approach to communications.
 - Children' Services has appointed its first Social Media Apprentice to create stronger and more effective links with children and young people.
 - The District Digital Safeguarding Group will develop and deliver a Digital Safeguarding strategy and it is intended to develop a virtual hub, aimed at practitioners and the community.
 - Bradford District Police Cyber Team continue to deliver training around on-line safety within the educational sector.
 - Partners are coordinating a District approach to support schools in Bradford to meet the Relationship and Sex Education (RSE) needs of our young people.

- Public Health is now taking a higher profile role within CSE and has developed a specific Public Health offer to support CSE work across the district
- The BSCB has developed detailed audits tools to ensure organisations and schools have appropriate safeguarding arrangements in place and evidence the voice of the child. (Section 11 and the Section 175 Audit Tools)
- The Community Safety Partnership coordinate activity around Organised Crime Groups through a quarterly partnership Silver Group

Appendix 1, details information of the multi-agency CSE Hub April 2017 – March 2018.

Appendix 2, details a successful initiative in Keighley - [Braithwaite and Guardhouse Children's Year of Safety](#)

2. BACKGROUND

2.1 CSE continues to be recognised as a national and local threat and can manifest in many different ways and has clear links to other forms of abuse and exploitation. The Home Office and the Department for Education are the government departments leading on the response to CSE. The definition remains the same and can be found at <https://www.gov.uk/government/publications/child-sexual-exploitation-definition-and-guide-for-practitioners>

2.2 Working Together and future Safeguarding arrangements.

The Children and Social Work Act 2017 makes provision for the abolition of LSCBs. Nationally, each LSCB is currently looking at the legislation, including the recently published version of Working Together to Safeguard Children 2018 and reflecting the implications around safeguarding arrangements, changes to serious case reviews and child death overview panels. The BSCB and key partners are considering how the new safeguarding arrangements will be implemented against existing BSCB structures, which understand the issues that impact at a local level and promote effective partnership working. The timescales for the completion of this work are September 2019. More details can be found at <https://www.gov.uk/government/publications/working-together-to-safeguard-children--2>

2.3 BSCB CSE & Missing sub-group

The BSCB CSE & Missing sub-group has been in place for a number of years and continues to benefit from a diverse and committed membership. The CSE & Missing sub-Group saw Superintendent Alisa Newman taking over as Chair. The Terms of Reference for the group has been reviewed and the membership refreshed. The interrelationship between CSE and Missing has been explored in much more detail and progress around Missing children has identified improvement but also evidenced good practice. Accepting the high volumes of missing episodes, Bradford are recognised as exemplar practice across the county for robust recording and risk management processes in cases involving missing children.

2.4 The BSCB also considers the impact of CSE within other sub-groups, the Case Review sub-group oversees Serious Case Reviews or learning from other cases, working closely with the Learning and Development sub-group and Safeguarding Professional Practice sub-group where changes are required. In recent years these groups have managed 2 serious case reviews around the theme of CSE.

2.5 CSE & Missing Operational Group

This group has developed throughout the year and now facilitates a much more co-ordinated and focussed approach to tackling the priorities of the main sub-group at a practitioner level. This has resulted in a greater depth and breadth of understanding about the CSE and missing picture in Bradford. This awareness has allowed a more accurate assessment of risk and to develop mitigation plans. The group have recently developed an analytical product to support tasking and to track progress, and whilst it is still in its infancy, its value is being optimised.

2.6 Both groups are cognisant for the work and effectiveness of the Bradford District multi-agency co-located CSE Team.

2.7 Bradford District multi-agency co-located CSE Team

The team continues to evolve since it was established in 2012 also has responsibility for managing enquiries into and coordinating support for children who go missing.

2.8 The team currently consists of:

- Local Authority: Children's Services team manager and 6 social workers, an Intelligence Officer and administrative support; Missing co-ordinator, a Senior missing support worker and two return to home workers. There is also a full-time specialist health nurse and 15hrs dedicated time from the Education Social worker.
- West Yorkshire Police: 12 officers, including specialist missing persons officers, detective constables, CSE Problem Solving Officer. The team is led by a Detective Inspector and Detective Sergeant.
- Barnardo's Turnaround Service including a Service Manager, social workers, outreach workers, worker and administrative support;
- A Nurse Practitioner to strengthen information sharing and operational links with Health Trusts.

2.9 A further review of the CSE team is now being undertaken. The review has incorporated resourcing and also processes and procedures. The has focussed upon staffing of the CSE and Missing Team, with specific reference to social workers and the role of Education due to re-structures. The team are committed to continuous development and looking at benchmarking other local authorities and inviting other local authorities to peer inspect the CSE team.

2.10 The review has also included

- One Minute Guides for use within CSC and the wider partnership;
- Flow Charts around the referral process for low, medium and high risk;
- Practice Standards for use within the CSE Team
- Practice Guidance for multi-agency partner use;
- Links with West Yorkshire procedures
- CSC electronic file system for risk assessments
- The development of the CSE and Missing tactical operational group with regular data to be analysed so the right resources are deployed to the right areas.
- Dedicated social worker and police officer to triage all CSE information in a timely manner

- Information sharing in the morning CSE meeting ensures that children at risk are responded to in a timely way and their needs for protection are met.
- 2.11 As part of preparatory work in anticipation of an inspection by Ofsted, the CSE Team was reviewed by an independent expert. Recommendations for improvement are being acted upon and to be included within the Standards and Guidance documentation.
- 2.12 BSCB Strategic Response
 A multi-agency working group was formed to review and refresh the BSCB Strategic Response Report and to develop a subsequent CSE action plan to allow the delivery of the response. This BSCB strategic response sets out the key strands to be addressed in the work to tackle CSE in the Bradford District and this document takes into account the progress made in improving the Districts response to CSE in the 9 Point Strategic Response. The overall objective remains that the partnership response to CSE is child, young person and victim focused. The full document can be found at http://bradfordscb.org.uk/?page_id=67
- 2.13 There are 6 key strands that describe what safeguarding activity will be undertaken by statutory and voluntary sector partners and this now forms the CSE action plan. The plan was agreed at the CSE sub-group meeting in August 2018. Work has commenced but remains at an early stage for many actions. There are a total of 39 actions, 15 are Red (strategy at an early stage of development) 20 are amber (strategy is being implemented, though full impact is yet to be realised) and 4 at blue (action not yet begun). The 6 strands are outlined with further detail of work that will be undertaken.
- 2.14 1. Identify and understand the nature and scale of CSE
 This strand will focus upon the development of data and information to inform thinking. In particular this will focus upon strategic assessments, performance data, victim and offender profiling and new and emerging communities. Effective gathering and sharing of intelligence and information is key to understanding the risks and threats and prioritising resources to protect vulnerable children. The CSE Operational group is continually developing its knowledge and understanding of the risks around CSE.
- 2.15 Appendix 1 outlines the data around CSE, key headlines are
- The overall number of children / young people assessed as being at risk of CSE has increased by 14.5% between January to August 2018. Low risk cases reduced throughout the year and medium cases increased. Increase in this category results in a more focussed care plan and a more informed picture of risk.
 - The average age of a child / young person assessed as being at risk of CSE is 15 years and 1 month, predominately female and White British
 - Males flagged at risk of CSE was between 17-18% and remains constant over a period of time
 - During the period 01/04/17 – 31/03/18 there have been 317 CSE flagged offences recorded on Police systems. This is a decrease from 348 CSE flagged offences recorded in the previous year.

- The West has the highest number of offences and highest number of perpetrators resident in the ward area
- The 317 CSE flagged offences recorded 01/04/17 – 31/03/18 relate to 222 recent and 95 non recent offences. Proportionally the number of non recent offences has reduced.
- A breakdown of cases at March 2018 shows that 15.8% of children at risk were graded as high, 25% were medium and 54.5% were low

2.16 2. Prevention, Education and Awareness

This strand will focus upon education of children, training and raising awareness through effective communication. In line with the Department for Education requirements to make sex education compulsory in all schools, partners are developing a coordinated District approach to support schools in Bradford to meet the Relationships and Sex Education (RSE) needs of our young people. This will be through the development of partnerships and evidence based RSE packages and training. The BSCB has delivered multi-agency training and will continue to do so in the future as part of the new Working Together requirements. Many of the courses provided are on-line and face to face training includes aspects of CSE.

2.17 3. Safeguarding vulnerable people, groups and communities

This strand will focus upon engaging with children, the provision of appropriate therapeutic services and developing preventative strategies to support children on the edge of exploitation, both criminal and sexual. The BSCB and its partners are working with the NSPCC to develop a [Harmful Sexual Behaviours framework](#). This framework aims to help local areas develop and improve multi-agency responses to children displaying harmful sexual behaviours (HSB). It seeks to provide a coordinated and consistent approach to recognising both the risks and the needs of this vulnerable group.

2.18 4. Effective leadership and governance

This strand will focus upon ensuring that appropriate oversight, scrutiny and leadership support is in place. Key areas of focus will be around referral pathways and effective systems are in place within the Front Door/MASH. As public awareness around CSE continues to grow and reporting increases, the demand for therapeutic services and on-going support for children remains a challenge and this provision is a growing concern that requires further action. (See Para 2.56 Therapeutic services) The CSE Sub-group provides the oversight and coordination of activity, reporting to the BSCB for wider involvement with other sub-groups.

2.19 5. Disrupt and Prosecute

This strand seeks to maximise collaborative working between criminal justice partners, ensure effective pathways to report concerns and to look at other partners such as utility service providers to support the response to CSE. Historical investigations continue and oversight of progress, support to victims and learning will continue.

2.20 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 Detective Inspector, 2 Detective Sergeants, 1 Supervisory Advanced

Investigative Officer (SO1), 7 Detective Constables, 15 investigative officers and 3 social care staff. The service has clear terms of reference which have been agreed by partner organisations.

- 2.21 There are currently 5 live and 15 completed Operation Dalesway investigations. To date 109 suspected perpetrators have been arrested / interviewed, 10 have been charged and 32 are still under police investigation. A further 60 – 70 suspect are scheduled to be arrested in the next 6 – 12 months. Five cases have been submitted to the Crown Prosecution Service for legal advice. A further 2 are to be submitted to CPS for a charging decision in the coming months (32 currently under police investigation). Aside from the 10 people charged, CPS made the decision to finalise the other 3 cases without any further action taken. To date there have not been any convictions with regard to the primary investigations. A retrial is due on one case (10 x suspects charged) scheduled for 14 weeks, commencing 7th January 2019. One person has been convicted of possession of indecent / extreme pornography.

2.22 6. Communication, Engagement and Empowerment

This strand focusses upon effective internal and external communications, coordination of CSE activity and empowering children/parents and carers to improve resilience. A Communications and Engagement Group now exists with representation from the BSCB, Safeguarding Adults Board (SAB) and Community Safety Partnership (CSP). The aims of the group are to provide practitioners, parents, carers, children and communities with proactive, innovative and consistent approach to communications. The group consists of media experts and safeguarding experts who have developed a communication strategy and timeline for activity. Children's Services has appointed its first Social Media Apprentice. The role is to help create stronger and more effective links with children and young people, using a range of social media platforms. These platforms will be used to distribute safety messages, capture young people's voices and opinions and to create interaction around key issues affecting their lives. The apprentice will also be working with professionals in the department to encourage and empower their increased use of social media. The BSCB are working closely with the apprentice to develop communications; to enable key messages and questions to be communicated to young people and to consider views and opinions in planning future activity. The apprentice is a member of the Communications and Engagement group.

- 2.23 LACO My Life (LML) supports women and girls from marginalised and vulnerable CEE Roma communities in prevention of CSE/ abuse. Bradford has a population of approximately 8 -13,000 Roma families predominately from Slovakia and Poland with increasing numbers of Romanian and small pockets of Latvian and Czech. *Roma women/girls experience multiple disadvantages and complex needs which put them at a heightened risk from grooming/violence/abuse/CSE. Existing CSE/domestic abuse services report poor uptake by Roma.*

- 2.24 Through funding from Pilgrims Trust, LACO My Life was developed with Barnardos and the University of Bradford. The team have a wealth of experience of working with Roma communities and also delivering CSE initiatives. Together with Roma women, they have adapted the DICE Parenting the 'At Risk' Child so that Roma

women and girls are more able to make healthier relationships choices, understand the dangers relating to CSE and know where to go and how to get help. A total of 18 women completed the pilot.

Key outcomes:

1. 100% of attendees reported improved understanding of what CSE was
2. 100% of attendees reported behaviour changes made as a result of their involvement
3. 100% of attendees reported understanding that there were people who could support them
4. 100% of attendees would recommend LACO My Life to a friend or family member

2.25 The team have secured funding from Dept. of Local Government and Communities to extend the pilot and aim to develop a more bespoke DICE programme and improve understanding of the barriers to engagement and increase the uptake of statutory services by Roma women/ girls.

2.26 Criminal Exploitation, Organised Crime and County Lines

Child criminal exploitation is increasingly used to describe this type of exploitation where children are involved, and is defined as: ***Child Criminal Exploitation is common in county lines and occurs where an individual or group takes advantage of an imbalance of power to coerce, control, manipulate or deceive a child or young person under the age of 18. The victim may have been criminally exploited even if the activity appears consensual.***

2.27 Child Criminal Exploitation does not always involve physical contact; it can also occur through the use of technology. Criminal exploitation of children is broader than just county lines, and includes for instance children forced on work on cannabis farms or to commit theft.

2.28 ***Organised crime*** can be defined as serious crime planned, coordinated and conducted by people working together on a continuing basis. Their motivation is often, but not always, financial gain. Organised criminals working together for a particular criminal activity or activities are called an organised crime group (OCG). Organised crime group structures vary. Successful organised crime groups often consist of a durable core of key individuals. Around them is a cluster of subordinates, specialists, and other more transient members, plus an extended network of associates.

2.29 **County lines** is a major, cross-cutting issue involving drugs, violence, gangs, safeguarding, criminal and sexual exploitation, modern slavery, and missing persons; and the response to tackle it involves the police, the National Crime Agency, Police Forces, a wide range of Government departments, local government agencies and VCS (voluntary and community sector) organisations.

The UK Government defines county lines as: ***County lines*** is a term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK, using dedicated mobile phone lines or other form of “deal line”. They are likely to exploit children and vulnerable adults to move and store the drugs and money and they will often use coercion,

intimidation, violence (including sexual violence) and weapons.

2.30 Quite often County Lines is a term used to describe gangs or organised criminal networks involved in exporting illegal drugs in to one or more importing areas (within the UK), using dedicated mobile phone lines or other forms of 'deal line'. They are likely to exploit children and vulnerable adults to move (and store) the drugs and money and they will often use coercion, intimidation, violence (including sexual violence) and weapons.

2.31 In basic there can be 4 types of county lines –

- 1) An Import Line – It fulfils the definition and originates in another force area and the drugs are imported in. (i.e. Metropolitan area into West Yorkshire).
- 2) An Export line – It fulfils the definition, originates in West Yorkshire and drugs are exported elsewhere. (i.e. West Yorkshire to Derbyshire).
- 3) An Internal line (Force) – it fulfils the definition, it originates in West Yorkshire and the export / import is elsewhere within West Yorkshire. (i.e. Bradford District to Wakefield District).
- 4) An internal line (District) – It fulfils the definition, it originates in a particular district and is exported / imported elsewhere within that district. (i.e. Eccleshill to Wyke).

2.32 Within Bradford the threat around organised crime is tackled through a partnership approach. Under the governance of the Community Safety Partnership there is an established group of partners who have developed expertise in managing the threat posed by organised crime and county lines. There is an increasing understanding of the impact upon children and a recognition that prevention should be a priority. The work around Organised Crime and criminal exploitation links into the Trusted Relationship work and wider collaboration.



- 2.33 Bradford currently has 51 confirmed Organised Crime Groups managed within the district, within those groups there are now 471 children and young people identified as being part of or connected too in some way to those groups. This could be either as an offender, family member or associated in some way to offenders within those OCGs. Details of those children are shared with Children Social Care, Youth Services and Education and where necessary, child protection processes are instigated.
- 2.34 Bradford has two identified OCGs that are linked to County lines. There is however an on-going review to establish if there are other groups who meet the definition.
- 2.35 Within the BSCB, the JTAI sub-group is currently exploring the theme of criminal exploitation and organised crime and the impact upon children. This will entail the development of performance measures, a self evaluation by partners and a multi-agency case challenge panel which will examine a number of cases. Taken together this will identify learning and inform future activity.
- 2.36 More information around county lines and organised crime can be found at <https://www.gov.uk/government/publications/criminal-exploitation-of-children-and-vulnerable-adults-county-lines>
- <http://www.nationalcrimeagency.gov.uk/crime-threats/organised-crime-groups>
- 2.37 Trusted Relationship
Bradford will receive Trusted Relationships funding of over a million pounds from the Home Office. Too many children and young people in Bradford are at risk of exploitation in different ways including through CSE; missing; criminal involvement in organised crime and gangs, trafficking and radicalisation. This funding will enable additional support to reduce exploitation of young people.
- 2.38 This is additional funding for intensive support delivered to children aged 10-14 at significant risk of exploitation. The funding will support 1 to 1 work with young people to encourage them to open up about their experience, recognise positive relationships and how to keep safe, as well as build plans for their future. They will be supported to access local activities and services, building their resilience and ensuring a robust exit plan from exploitative situations. There will also be targeted group work run in Bradford East, which will include anti-exploitation workshops to support better informed choices, and targeted parenting programmes to raise awareness of CSE.
- 2.39 The application for funding submitted by Bradford Council was as a result of local partnership working and the partnership approach to delivery is a key strength of the work to be undertaken in Bradford. The Council undertook competitive tender processes to select the local delivery partners. The 1 to 1 support will be delivered by Young Lives Bradford Consortium, delivery will be by a range of local VCS partners including Airedale Voluntary Drug and Alcohol Agency; Barnardos; City of Bradford YMCA; E:merge and J.A.M.E.S. The group work in Bradford East will be delivered by Barnardos and City of Bradford YMCA.
- 2.40 A Steering Group will be established to oversee the Programme, this will oversee the delivery. The group will report to the CSE and Missing subgroup of the BSCB. .

2.41 Collaborative Work

Bradford continues to recognise opportunities to increase collaboration between Strategic Boards and Sub-Groups. This is set against the backdrop of reducing budgets and increasing demands which bring organisational review and reshaping to deliver more with less. It also recognises the emergence of more complex safeguarding matters which impact across the BSCB, Safeguarding Adult Board (SAB) and Community Safety Partnership (CSP).

2.42 In October 2017, Bradford convened a joint Board planning day bringing together members of the BSCB, SAB and the Community Safety. This presented an opportunity for senior leaders to consider a number of matters that are impacting upon Bradford, namely the recent JTAI (Joint Targeted Area Inspection inspection), the findings of the Children and Social Work Act (Working Together 2018) and opportunities to ensure effective collaboration between Strategic Boards and Sub-Groups within Bradford against future financial challenges impacting across the partnership. This has led to the development of further work streams.

2.43 Complex Safeguarding

Safeguarding partnerships are now considering the emergence of organised crime, county lines, modern day slavery and criminal exploitation as new threats in a similar way to the same conversations in the last decade around child sexual exploitation. The partnership recognise that whilst there is an excellent understanding of CSE in Bradford there is also a need to do more work around the scale and prevalence of the wider criminal exploitation of children. The BSCB Development Day in June 2018 looked at these complex safeguarding themes and is progressing work around a number of aspects. A proposed definition has been developed

2.44 *“Behaviour or activity involving C& YP and adults with multiple vulnerabilities where there is exploitation , a risk of exploitation and /or a clear or implied safeguarding concern which is likely to lead to a serious and sustained negative impact on Children & Young People”*

2.45 This work involves other Boards such as the CSP and SAB in raising awareness and understanding within the BSCB and how the Board can support strategies and action plans to improve service delivery to children within the District. This is being developed under the banner of “complex safeguarding”.

2.46 Bradford continues to recognise the impact of CSE and how to improve from local and national learning. Work continues with other LSCB in the county through the OPCC County CSE Group.

2.47 On-line Safety and Digital safeguarding

Following on from the Internet Safety Conference hosted by the BSCB the district has now formed a Digital Safeguarding Group with professionals from safeguarding arena working with IT experts. The group recognise the need to support professionals, parents, children and communities. The group are developing and delivering a coherent district wide Digital Safeguarding strategy that protects and empowers everybody to utilise digital technologies, legally, safely and responsibly.

2.48 The group works to share and inform on the latest local, regional and national safeguarding risks and trends as well as sharing resources, research and initiatives to mitigate these risks and ensure a consistent and coherent Digital Safeguarding Strategy. It is intended to develop a virtual hub, aimed at all citizens including parents, young people and the elderly. It will also provide specialist training and provision for professionals across the public, private and voluntary sector, as well as an area for professional debate and discussion of key issues and risks.

2.49 Bradford District Police Cyber Team

The team started in 2015, with Police staff delivering training around on-line safety. Since the beginning of the 2017-2018 academic year, they have been working hard to continue establishing themselves in the educational sector as well as targeting establishments that have key connections to early intervention, safeguarding and other various vulnerabilities. From the work that has been completed so far this academic year, the highlights are:

- 31,656 children educated on eSafeguarding from 1115 separate sessions, above the recommended target.
- 54 vulnerable children received one to one safeguarding visits with their parents/carers also present.
- 5087 members of the community from different groups delivered to from 184 separate sessions. These groups included NHS staff, Teachers, CAHMS staff, Internal Officers, Social workers and child-minders.
- 2376 parents educated about the dangers of the online world and how to help safeguard their children, through 128 different parent workshops.

2.50 One key area that the team want to improve on is the amount of parent workshops delivered and the amount of parents attending these presentations. The team recognise challenges and are working with schools and parents to address this by exploring the following:

- Deliver similar sessions in schools with word of mouth from the parents who have already attended stating who they found the sessions useful.
- Online safety stalls at existing school events such as parent evenings, summer/winter fairs, year 6 transition evenings and coffee mornings.
- Target businesses/places of work, these places contain adults; most adults have children/young people in their lives.

2.51 Section 175 Education Act 2002/ Section 11 of the Childrens Act 2004

The BSCB has a responsibility to support the local authority in how each school discharges its responsibilities under Section 175/157 of the Education Act. The BSCB have worked closely with the LA Education Safeguarding Team in devising and conducting a Section 175 audit. This is a self evaluation audit tool which has been designed to support schools in showing that they have sound, robust procedures in place and assists to identify improvement actions needed. This will enable schools to report to governors and Ofsted on how their duties under S175 of The Education Act 2002 and the DfE guidance Keeping Children Safe in Education (KCSIE) have been carried out. The audit has informed the BSCB and assisted in future thinking around what is working well and what support and challenge should be provided. A further audit will be undertaken in 2018.

2.52 The majority of returns indicate confidence in schools on-line safety and in helping children develop their awareness of how to keep themselves safe on line, however

around 10% of schools reported further work to be done. In 84% of schools, it was found that the governing body ensures that safeguarding including online safety is taught as part of the curriculum and in 90% of schools, a procedure for responding to online safety concerns and incidents reporting was in place.

2.53 Section 11 places a duty on all organisations who work with children and young people, to ensure that they have arrangements in place that reflect the importance of safeguarding. The BSCB has used the Section 11 Audit Tool as a means of a self evaluation to support organisations in showing that they have sound, robust procedures in place and to assist in identifying improvement where needed. This covers recognising and responding to abuse and other categories of vulnerability. The audit presents an opportunity for the Safeguarding Board to assess organisations in and greatly assists with collation and analysis of data through a consistent approach.

2.54 The BSCB has uses the Section 11 Audit Tool and the Section 175 Audit Tool as a means of a self evaluation for organisations and schools to evidence the voice of the child. From the perspective of schools and audits received, 91% of schools feel they provide a platform to show that children's views are listened to, valued, respected and taken seriously, whilst around 30% of schools indicated that an area requiring improvement and 87% of schools reported confidence in that all children are safe and report they feel safe at all times in school and at work-based placements, alternative provision placements, after-school services or activities. The Section 11 survey considers similar questions in capturing views of children in the design and delivery of services, given information around safety, and the organisation provides feedback on the views expressed. The audit will be undertaken in 2018 and again analysis will inform future thinking and planning.

2.55 Bradford Public Health CSE Framework

Public Health has the responsibility to significantly improve the health and wellbeing of local populations and reduce health inequalities and also commissions a wide range of services including health visiting, school nursing, sexual health services, substance misuse and alcohol services. Within Bradford, Pubic Health colleagues have recently developed a PH CSE Framework in line with national thinking. This will focus upon 4 areas

1. Systems wide working – focusing up leadership, collaboration and RSE work
2. Data – maximise data between PH and other partners
3. Prevention – working alongside the BSCB, aligning key services and promote key messages
4. Commissioning – effective referral pathways, contracts to include CSE.

2.56 Therapeutic Services.

Previous reviews and activity have highlighted 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. Partners continue to work to understand what are therapeutic services and the varying levels of available services. This will allow evaluation, assessment of gaps and inform future commissioning. This is a complex work stream and the BSCB has recognised the challenge of ever changing landscape and services against an increase in demand and complexity.

Funding has been secured for financial year 2018/19 to continue Barnardos Hand in Hand Service and the Children's Society service to support vulnerable children.

2.57 GW Theatre Company

Over the last 4 years GW Theatre has delivered several distinct programmes of creative CSE prevention work to children in primary and secondary schools in Bradford, working closely with all key agencies and in particular schools. Some of this work was funded directly by the Local Authority and some was co-funded by WY OPCC. The impact of this work has been substantial and profound. Below is a brief summary of what has been achieved so far.

2.58 Somebody's Sister, Somebody's Daughter 2014/6

This powerful play is about sexual exploitation and street grooming, aimed at young people aged 14 upwards. The play is supported by lesson outlines and pre and post-performance evaluation. The play was delivered into all Bradford secondary schools, with support from safeguarding specialists, youth workers and police officers, reaching 4000+ young people.

2.59 Evaluation indicated that after seeing the play there was 45% increase in the number of young people understanding what is meant by sexual exploitation. There was also a 46% increase in the numbers of young people believing social media activity can make them vulnerable to CSE. Over 30 young people made disclosures or sought help and professional support after seeing the play.

"Students were shocked at how sexual exploitation can occur and how easy it is to be tricked. Perfectly pitched for our students" Appleton Academy

2.60 Mister Shapeshifter 2016/8

Following on from the success of Somebody's sister, somebody's daughter, Bradford became one of 6 local authorities to co-fund the development of **Mister Shapeshifter**, an exciting and very contemporary fairy tale for 9-11 year olds about the way some adults abuse children's' trust and how children can protect themselves. No other approach in the UK is working as directly and appropriately to safeguard such young children against risk and danger online and in real life. Over 60 performances in Bradford primary schools have so far reached over 4000 children.

2.61 Results show 82% of the children who saw the play said it helped them to understand what is meant by exploitation and abuse. 89% said it will help them to be safer on their phones and online, and 81% said it had helped them to feel strong enough to speak up if someone was abusing or exploiting them.

2.62 *With the launch of animated and book versions of the theatre production in the autumn of 2018 there is potential to reach many thousands more children as well as parents and carers in the wider community. Free access to some of these resources will be provided to Bradford as a legacy.*

"The children responded very positively to the play and were able to talk clearly in regards to the messages the play was trying to convey. It also helped to support and reinforce the learning that has already taken place in school to

strengthen the message” Margaret McMillan Primary

2.63 Kidpower - 2018

Putting Bradford and other local authorities at the forefront of a bold and nationally significant new piece of work looking at the same issues with even younger children aged 6-8. This project already has the support of the Children’s Commissioner. Partners recognise the importance of empowering children with education and prevention work at the youngest possible age. This project involves parents and families which maximises the potential to tackle CSA with a shared emphasis on vigilance, reporting and support. The CSE sub-group will support this initiative through the allocated Community Safety Partnership funding stream. In supporting this, Bradford would be able to inform the planning of the programme and ensure it fits the needs of the District. The programme will look at on-line safety and the programme is designed to fit all types of safeguarding concerns which would include criminal exploitation and other complex safeguarding matters, which is an area that the BSCB will be working on. Partners from Bradford will be invited to sit as part of the planning group.

2.64 Barnardos Nightwatch

The service is a continuation of work previously delivered as a Barnardo’s national pilot funded through the DfE to work with the ‘Night Time Economy’. Building on this and in particular the highly effective work in Bradford, this project worked in partnership with other stakeholders in the night time economy, with Council Licensing, West Yorkshire Police and other enforcement partners to further safeguard children and young people from child sexual exploitation by increasing awareness of CSE among businesses and services working in the night time economy and developing strategies to identify and protect children at risk at night. This included a range of interventions including classroom based training, assertive outreach, liaison and information dissemination with police intelligence and the development of a “safe spaces” initiative across the District, information awareness seminars and community events.

2.65 Over the course of the 2017/18 year the Nightwatch project engaged with a total of 5599 people. Engagement with private sector businesses, public and voluntary sector services, and with the wider community has empowered each group to better recognise, respond and report CSE concerns. It has not been possible to maintain funding this provision after April 2018 but some of the work undertaken will continue through the CSE team and problem solving Police Officer and other opportunities are being progressed.

2.66 The United Keighley CSE Working Group is a multi-agency partnership, which includes faith and community leaders. It aims to raise the awareness of CSE, the signs and symptoms and ways of reporting concerns, and the help and support that is available to victims and parents in Keighley. Through the Council’s Neighbourhood Service there is a direct link with the CSE & Missing Sub-group.

2.67 Safeguarding conference in Keighley - March 2018

A host of organisations came together to look at what they can offer youngsters both now and in the long-term. The conference was organised jointly by Keighley MP John Grogan and United Keighley, a multi-agency group that campaigns to stop

the sexual exploitation of children.

- 2.68 Also speaking was town chaplain Rev Jonathan Pritchard, a leading light of United Keighley; Mark Burns-Williamson, the West Yorkshire Police and Crime Commissioner; Mufti Khurshid Alam Sabri, the imam at Keighley Central Mosque; former councillor Angela Sinfield and John Devlin from Keighley Schools Together.
- 2.69 Representatives from several groups involved with United Keighley outlined what they are doing to protect local children and teenagers. Conference participants then split into groups to talk about long-term solutions that United Keighley could continue to develop.
- 2.70 United front against sexual abuse of children - special event in Keighley
A number of organisations joined together in Keighley town centre to spread a positive message about how to effectively fight CSE. They arranged stalls and information stands in the Airedale Shopping Centre two days in advance of National CSE Awareness Day. Participants in the centre displayed a selection of replica illegal drugs, handed out leaflets, gave advice to members of the public and attracted attention with arts and crafts activities, a smoothie making bike and a DJ workshop. Passing shoppers could stop and receive information about human trafficking, "sexting", missing people and drug and alcohol awareness. Also present during the afternoon in the Airedale Centre were members of the Children's Society Hand in Hand project, police, school nurses from Bradford District Care Foundation Trust and Youth Service workers.

3. OTHER CONSIDERATIONS

There are no other considerations.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 Continuing austerity and budget reductions across the partnership and the impact upon the delivery of services on families and children remains a challenge for Bradford, along with many other cities. The city has outlined the new model and will major changes to its "early help and prevention". The changes have required significant restructuring, which will lead to the loss of over 200 posts to meet budgets. Detail of this work has been outlined in separate reports.
- 4.2 The CSE cases requiring social work allocation are included in the normal case loads for social workers working in the Children Specialist Services. In addition to spend on social work teams, Childrens 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 to operate within the CSE and Missing team working within the multi-agency safeguarding hub (MASH) and further resources are envisaged as a result of the on-going review.
- 4.3 Specialist provision remains extremely expensive at a cost of £3500 per week for a residential bed, rising to £6000 per week for a secure placement. There are approximately 10 young people who require this specialist resource for CSE at any given time. The partnership works towards less costly and less restrictive methods

to protect vulnerable children on a daily basis.

4.4 The Bradford Safeguarding Children Board (BSCB):

- sets the procedural framework for all partnership work to keep children safe within Bradford
- fulfils its statutory responsibility for ensuring that staff receive multi-agency training to support them in their work
- ensures 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.
- conducts 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.

4.5 The staffing resource for BSCB is:

- Manager
- Administrator
- Learning and development coordinator
- Learning and development administrators
- Performance and information officer
- Child death reviews manager

4.6 Successful applications to the Community Safety Fund has continued to support the work of:

- Children's Society Hand in Hand Project in Keighley
- Barnardo's Turnaround Project

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.

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

7.11 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.

- 7.12 Between Jan – Aug 2018 the number of male children experiencing or at risk of CSE in Bradford District was between 17-18%. There is continued recognition that this is an under-representation. Services continue to work closely with Basis Yorkshire and forms part of the work delivered by their Time 2 project.
- 7.13 Analysis of cases open to the Hub on March 2018 (see appendix 1) shows that 59% of open cases were of white British heritage, which is a reduction of 11%, while 12% were of Asian heritage, which is a reduction of 4% from last year. Compared to the District's under 18 population, this represents an under representation of white British children and an under representation of Asian children.
- 7.14 A snapshot of data in August 2018 identified that the two main ethnic categories of perpetrators are that White British accounts for 19% compared to White North European 39% in previous reports and Asian accounts for 63% of the total figures which is higher than previous reports. It is worth noting that 10% of the ethnicity of perpetrators ethnicity is not recorded on systems.

7.2 SUSTAINABILITY IMPLICATIONS

None

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

None

7.4 COMMUNITY SAFETY IMPLICATIONS

- 7.41 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.
- 7.42 The Community Safety Partnership (CSP) currently oversees the commissioning of funding from the passporting of Police and Crime Commissioner funding against key priorities, including CSE. Since the last update the BSCB has now been allocated funding to support worthwhile initiatives or service provision. The CSE sub-group will allocate funding and oversight of progress.

As outlined, this will support the GW Theatre project Kidpower for 2018/19.

- 7.43 Organised Crime Groups and County Lines is a key activity for the CSP, as detailed in Section 2.26.

7.5 HUMAN RIGHTS ACT

7.51 Child sexual and criminal 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.

7.6 TRADE UNION

There are no implications for Trades Unions.

7.7 WARD IMPLICATIONS

It is recommended that each Area Committee receives an update report regarding criminal and sexual exploitation in the next 6 months.

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

None

7.9 IMPLICATIONS FOR CORPORATE PARENTING

None

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

7.11 The nature of Child sexual and criminal exploitation work requires partners to manage confidential matters and data under GDPR regulations in accordance with individual agency guidelines. There is no sensitive data included in this report that requires a Privacy Impact Assessment.

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

This report is tabled for information and discussion.

10. RECOMMENDATIONS

10.1 That the Overview and Scrutiny Committee endorse the contents of this report.

10.2 The Overview and Scrutiny Committee receive a further update on the progress of the response to criminal and sexual exploitation in 12 months time.

10.3 That subsequent reports be provided to Area Committees

11. APPENDICES

Appendix 1 – Scale of CSE in Bradford

Appendix 2 - Braithwaite and Guardhouse Children's Year of Safety

12. BACKGROUND DOCUMENTS

Gov.uk Website - Definition of child sexual exploitation, potential vulnerabilities and indicators of abuse and appropriate action to take in response.

<https://www.gov.uk/government/publications/child-sexual-exploitation-definition-and-guide-for-practitioners>

Working Together to Safeguard Children 2018

<https://www.gov.uk/government/publications/working-together-to-safeguard-children--2>

NSPCC Harmful Sexual Behaviours Frameworks

<https://www.nspcc.org.uk/preventing-abuse/child-abuse-and-neglect/harmful-sexual-behaviour/>

Criminal exploitation of children and vulnerable adults: county lines (Home Office Reports)

<https://www.gov.uk/government/publications/criminal-exploitation-of-children-and-vulnerable-adults-county-lines>

National Crime Agency

<http://www.nationalcrimeagency.gov.uk/crime-threats/organised-crime-groups>