

## **Report of the Chief Executive Office to the meeting of the Bradford West Area Committee to be held on the 25<sup>th</sup> March 2020.**

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**Subject:**

**AB**

**Protecting Children and Vulnerable Adults at Risk of Exploitation**

### **Summary statement:**

This report provides an update to and builds on the report presented to the Bradford West Area Committee on the 30<sup>th</sup> January 2019 regarding the issue of Child Sexual Exploitation (CSE). It now focuses on the Strategic Response to all forms of exploitation in Children and Adults and how partners from the Working Together to Safeguard Children – the Bradford Partnership and the Bradford Safeguarding Adults Board work to drive improvements across the District and to hold agencies to account for their work in their area. This report also outlines the emergence of other complex safeguarding themes and outlines how partners are effectively collaborating and focussing upon the protection of vulnerable Children and Adults.

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**Portfolio:**

Children and Families, Health and Wellbeing

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**Overview & Scrutiny Area:**

Children's Services, Health and Wellbeing

## 1. SUMMARY

1.1 This report provides an update to the report presented to the Overview and Scrutiny Committee and to the Area Committees in January 2019 regarding the issue of Child Sexual Exploitation (CSE) and also the emerging issue of other criminal exploitation. Previously, the Bradford Safeguarding Children Board (BSCB) has coordinated the District response and this is now coordinated by the new Working Together to Safeguard Children – The Bradford Partnership (TBP). This ensures that partners are working to improve how children are supported and protected and to seek assurance for work in this area. This report now focuses on the strategic response to all forms of exploitation to Children and Adults and how partners are contributing to improve service provision across the District. The report also outlines the emergence of other complex and contextual safeguarding themes and the subsequent partnership response. Partners are continuing to effectively work together to protect vulnerable Children and Adults and particularly through increased collaborative work between TBP, Bradford Safeguarding Adults Board (BSAB) and the Community Safety Partnership (CSP). This has been achieved through an improved awareness and understanding which has enabled professionals to recognise and respond at an earlier stage to wider types of exploitation. (See Appendix A for definitions)

1.2 In summary:

- Recently published Working Together to Safeguard Children 2018 guidance has resulted in changes to safeguarding arrangements nationally and partners in Bradford have agreed and implemented appropriate measures. The Bradford Safeguarding Children Board (BSCB) is now known as Working Together to Safeguard Children – The Bradford Partnership (TBP).
- As part of these new arrangements, partners have recognised the emergence of wider safeguarding themes within TBP Strategic Plan 2019-20.
- The previous CSE/Missing strategic sub group within the Childrens safeguarding arrangements has now an extended remit to coordinate activity around a number of themes and includes membership from the Bradford Safeguarding Adults Board (BSAB) and the Community Safety Partnership (CSP). This group is now known as the Risk and Vulnerabilities in Complex Safeguarding.
- Partners have finalised a Strategic Response to CSE and also a strategic response to Risk and Vulnerabilities in Complex Safeguarding, and recently published a new Exploitation protocol for children.
- The dedicated CSE/Missing Operational group continues to develop and improve the partnership response to children at risk to CSE and Missing and provides operational responses in the delivery of the Strategic plans.
- Bradford District Police Cyber Team and other partners continue to deliver training around topics relating to exploitation and on-line safety.
- The Bradford Partnership has commissioned an independent thematic Serious Case Review of CSE.

- Front Door arrangements within Childrens Social Care have been extended to address wider exploitation, with the development of new multi-agency processes.
- A District Communications and Engagement sub-group continues to provide practitioners, parents, carers, children and communities with proactive, innovative and consistent approaches to communications and this will be enhanced with a new website for the new Children and Adults Safeguarding arrangements and the Community Safety Partnership.
- Partners have developed a number of positive initiatives to respond to children at risk of sexual and criminal exploitation. A Steering Group coordinates activity and oversees commissioning arrangements.
- Adult exploitation has been recognised by the BSAB and work is underway to develop understanding and how partners can safeguard vulnerable Adults.
- Innovative methods of raising awareness continue through Safeguarding Stories and work within schools involving the theatre company which produced Mr Shape Shifter, Somebody's Sister and Somebody's Daughter and now Kidpower.
- Safeguarding partners from both Children's and Adults have come together to consider joint pieces of work such as transitions.

## **2 Background**

2.1 Nationally and locally, Safeguarding partners are now addressing the emergence of numerous themes including Serious & Organised Crime, 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. This is not only within children's safeguarding arrangements but also recognising that vulnerable Adults can be exploited in the same way. These complex safeguarding matters impact across the Working Together to Safeguard Children – The Bradford Partnership (TBP), Bradford Safeguarding Adults Board (BSAB) and the Community Safety Partnership (CSP). Scrutiny and quality assurance has also increased through the media, inspections and inquiries both locally and nationally.

## **2.2 Governance and Infrastructure**

2.3 Working Together to Safeguarding Children - The Bradford Partnership (TBP)  
 Following changes brought about by government legislation the BSCB ceased to exist and from the 1st September 2019 new arrangements are now in place. The legislative framework behind these changes is the Children and Social Work Act 2017 as well as new guidance in Working Together to Safeguarding Children 2018. The changes set out new statutory responsibilities for the three key agencies responsible for safeguarding within the District, namely Bradford Council (through the Children's Services department) the Airedale, Wharfedale and Craven, Bradford City and Bradford Districts CCG (Clinical Commissioning Group) and West Yorkshire Police. These partners lead on safeguarding have equal and joint responsibility for safeguarding arrangements. There are also a number of "relevant agencies" who are also involved with safeguarding of children within Bradford.

- 2.4 Partners in Bradford have agreed a structure that caters for the needs of children in Bradford. The previous board has been replaced with a Partnership group, chaired by the Independent Chair and Scrutiny Lead. Sub-groups continue to develop policies, multi-agency training, quality assurance and coordinate Child Safeguarding Practice Reviews, previously known as Serious Case Reviews.
- 2.5 Bradford has continued to recognise opportunities to increase collaboration between the BSAB, CSP and the new Bradford Partnership and linked sub-groups. This is set against the backdrop of reducing budgets and increasing demands that bring organisational review and reshaping to deliver more with less. Across each of the three Boards, the sub-group structures manage core functions as well Board specific objectives. Some of these core functions create obvious opportunities for a more consistent and collaborative approach that takes into account cross-cutting themes and presents opportunities for shared learning. Work has commenced to develop these work streams. Appendix B outlines the details of the new arrangements.
- 2.6 Bradford Safeguarding Adults Board (BSAB)  
Work around exploitation of vulnerable Adults is still developing. This recognises the broader group of people who do not fall under the criteria as Adults at Risk within the Care Act. The BSAB has commissioned work to improve understanding and the response to people who may fall within this term. Various work streams are on-going which look at issues of homelessness, substance misuse, mental health and transitions. Partners have recognised that there are people who fall outside the statutory threshold for services as Adults but do need support and safeguarding. Future work streams include:
- The development of a multi-agency Safeguarding Adults Policy and Procedures group to agree and support local guidance and best practice in emerging wider complex safeguarding issues.
  - Development of performance datasets, quality assurance and auditing to monitor the implementation and on-going quality of safeguarding responses to exploitation across the partnership.
  - Strengthening links with Risk and Vulnerabilities in Complex Safeguarding Group and Housing complex needs panel in developing pathways of support for adults with complex Non- Statutory Safeguarding issues.
  - A regional Task and Finish group is in development with West Yorkshire Financial Exploitation and Abuse Team to look at what safeguards can be put in place across Bradford to protect individuals susceptible to financial exploitation and abuse.
- 2.7 The Business Units for the previous BSCB and BSAB are now combined a single Unit which has improved the synergy between the two partnerships and allows a greater consistency of approach, efficiencies of working, sharing of good practice and increased resilience throughout all functions of the Business Unit. This is now known as the Bradford Safeguarding Partnership Business Team.

2.8 Risk and Vulnerabilities in Complex Safeguarding Group.

Partners considered and developed a definition of complex safeguarding for children and agreed a local definition – behaviour or activity involving Children and Young People 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. This definition covers a number of individual safeguarding themes.

2.9 Over a number of years Bradford has benefited from an established and experienced Child Sexual Exploitation and Missing Sub-Group. The group has now extended its remit to coordinate activity around a number of themes, in raising awareness and understanding. The group is now known as Risk and Vulnerabilities in Complex Safeguarding. The group includes representation from a number of partners and also across the impacts across TBP, the BSAB and the CSP. The group has developed a Strategic Response (Appendix C).

2.10 This strategy has 6 headings

1. Identify and understand the nature and scale of the themes involved.
2. Prevention, Education and Awareness
3. Safeguarding vulnerable people, groups and communities
4. Effective leadership and governance
5. Disrupt and Prosecute
6. Communication, Engagement and Empowerment

2.11 West Yorkshire Risk and Vulnerability Group

Bradford works closely with other Local Authorities and is a member of the West Yorkshire Risk and Vulnerability group which operates under the oversight of the West Yorkshire Police and Crime Commissioner (OPCC), seeking to support the delivery of the West Yorkshire Police and Crime Plan. This group evolved from a CSE group has now developed a West Yorkshire Contextual Children and Young People Safeguarding Strategy 2018-21.

2.12 This group provides an opportunity for the sharing of good practice to learn and the development of a consistent approach to a number of processes. Work throughout the year has included strategic assessments and performance data around CSE, risk assessments, information sharing protocols and missing children placed out of Local Authority areas. A number of partnership events have also been held.

2.13 Child Exploitation

Partners have come together to develop new systems and procedures in Bradford for safeguarding and protecting the welfare of children from Child Exploitation. Within the Front Door, a restructure has taken place around staff, roles and protocols to enable partners to address exploitation in its widest sense. This builds upon the existing partnership approach which was recognised as a strength in the Ofsted inspection report published in October 2018. A multi-agency team involving Police, Early Help, Health, Barnardos and Education work in partnership to share information and agree care plans and service provision to children at risk of exploitation. Police have increased

resources to deal with exploitation and Children Services staff are now multi-skilled which is a change to previous specialist teams. The new structure builds upon learning from the Ofsted inspection and provides some resilience. This team works closely with the Breaking the Cycles, Trusted Relationship and Family Against Youth Crime Projects (Para 2.53-2.61) signposting children identified and assessed at risk of exploitation to specialist service provision.

- 2.14 New procedures around exploitation ([link](#)) outline how partners provide an enhanced, effective service to reduce the risks and to ensure that interventions are focussed, co-ordinated and have a positive impact on outcomes for Children and Young People. These changes recognise the wider exploitation issues that now exist and take into account the pathways for Children and Young People who go missing, are at risk of Child Sexual or Criminal Exploitation, are at risk of Radicalisation or who have been Trafficked. This work also includes a new exploitation assessment tool. This assists practitioners when making referrals and allows the assessment team to make an informed decision. This work is coordinated through the Bradford Partnership, and next steps will be communications to front line practitioners. Children and Young People have been consulted as part of the work, in the development of the assessment tool.
- 2.15 This work follows on from the multi-agency work around Consent and the Continuum of Need. ([Link](#)) Front line practitioners are now using these documents and awareness raising continues to develop a consistent approach to consent and referrals. Though only introduced in July 2019, professionals within the Front Door have recognised that referrals indicate that practitioners have more confidence around these matters.
- 2.16 Child Criminal Exploitation.  
Child Criminal Exploitation (CCE) takes a variety of different forms. It can include children being forced or coerced into moving drugs or money across the country as part of Organised Crime Groups to other types of activity such as shoplifting, pickpocketing, or to threaten other young people. Recently child criminal exploitation has become strongly associated with one specific model known as 'county lines'. Criminal gangs are most likely to exploit children aged between 14 to 17 year olds. National thinking recognises the need for earlier help for children at risk, responses that see children as victims and not criminals, and joined-up national and local responses. CCE is a complex problem that requires a joined-up approach from statutory and non-statutory agencies, and accurate sharing of intelligence and recording of concerns facing children. Through coordinated, concerted efforts across statutory and voluntary sectors, and by working with local communities and families, partners can reach vulnerable young people more quickly and begin to disrupt child criminal exploitation.  
The recently published Counting Lives Report: responding to children who are criminally exploited provides more information around this theme.  
<https://www.childrenssociety.org.uk/what-we-do/resources-and-publications/counting-lives-report>

- 2.17 Partners now convene a Tri-weekly multi-agency Child Exploitation meeting that looks at all aspects of Child exploitation, Criminal, Sexual and Missing, along with County Lines and other forms of Exploitation. This meeting tracks children who may be emerging, moderate or at significant risk. Data feeds into a 6 weekly meeting and a strategic review of all significant risk cases. This provides multi agency scrutiny to ensure the most vulnerable children have the best support plans possible, provide information on locations of concern and any other specific themes. Partners will also be considering those children who may already be at risk of CCE, including through Organised Crime Groups. Police teams are reviewing records to identify any children against the criteria and new procedure and are referring cases into this multi agency team. This will enable a multi agency and coordinated response based upon the existing and well established partnership working around CSE.
- 2.18 Referrals are expected to increase as will subsequent demands upon all partners as awareness and understanding of wider exploitation grows. This is set against current austerity measures and increases in partnership demands evidenced from the Children Services Improvement Board. Effective and intelligent resourcing has enabled partners to prioritise activity in the areas of greater need as outlined with the projects in paragraphs 2.53-2.61. These projects focus upon preventive measures; working alongside other established locality models. These recognise the potential reduction in demands through prevention and early intervention.
- 2.19 Child Sexual Exploitation & Missing  
The CSE & Missing Operational Group provides a co-ordinated and focussed approach to tackling CSE, resulting in a greater depth and breadth of understanding about CSE and missing. Throughout the year the group has undertaken work to progress the BSCB CSE Strategic Response (Appendix D) and linked CSE action plan. Data around CSE and Missing can be found at Appendix E. The data and performance knowledge around criminal exploitation and children impacted by Serious Organised Crime is still under development.
- There has been a decrease in the total numbers of children assessed as at risk of CSE from numbers in excess of 350 in November 2018 to approximately 125 in July 2019. This is due to a review and re-assessment process undertaken by partners who are involved in the work around CSE. Across West Yorkshire other Local Authority Areas are seeing a decrease in number of Children assessed at risk of CSE.
  - The biggest reduction is in the 13-15 age groups.
  - As of 29/8/19 there were 94 Children and Young People (C&YP) flagged as at risk of CCE on Police systems; 94% are male and 55% defined their ethnicity as White British. The average age of those flagged is 14-16yrs. 33% of C&YP with a CCE flag are shown as resident in Bradford West and 30% resident in Bradford East.
  - Gender remains consistent with females accounting for approximately 80% in CSE cases. What is emerging is that the main percentage of children at risk of criminal exploitation is male.

- The location of the highest numbers of children assessed as at risk has changed in the last year, from Bradford East to Bradford South constituency area.
- During the period 01/09/18 – 31/08/19 there have been 284 CSE flagged offences (162 recent, 122 non-recent) this is a decrease from 344 offences in the previous year (17% reduction). Bradford East and Bradford South each have 21% of recent offences with Keighley having 16%. With regards non-recent offences 39% have occurred in Keighley and 13% in Bradford West. In 17% of all flagged offences the location is not known.
- The number of Missing episodes for Children Looked After (CLA) shows a decrease in 2018/19 (2587) from 2017/18 (3073) and 2016/17 (2932).

2.20 The Police have led on partnership work with Environmental Health, Taxi Licensing, Barnardos, HMRC, Fire Service, Council Licencing, and Immigration. This has resulted in numerous successful proactive operations to prevent and disrupt criminal activity. Areas of activity include cafes, fast food establishments, snooker and multi-entertainment halls, hotels and domestic dwellings.

2.21 Over the last 12 months the group have developed assessments and understanding of perpetrator profiles and victim profiles through the partnership analytical team. This has provided a variety of data around perpetrators and victims and helps look at the difference in both from a non-recent and recent perspective. This has enabled partners to identify trends and areas of focus and continue targeted work.

- As of 26/2/19 there were 145 individuals linked to CSE flagged in Bradford; 52 of those relate to recent offences the remainder non-recent. 35% of those flagged have an address recorded in the West of the District and 8% are resident outside of Bradford. This 'flagging' information pertains to individuals suspected of being concerned in CSE and relates to recent and non-recent offences where a crime or intelligence has been recorded. This figures show a slight increase in that of the previous year but a reduction in those flagged to recent offences.
- Of those concerned in recent occurrences 96% are male 38% of those flagged have a self-defined ethnicity of White British and 38% Pakistani. 32% are assessed as High Risk and 60% assessed a Medium.
- With regards non-recent occurrences all those flagged are male; none are risk-assessed as high and 86% are assessed as low risk. 78% of those concerned in non-recent offences have a self-defined ethnicity of Pakistani.
- Analysis of the age of perpetrators at the time of both recent and non-recent offences shows that the highest number are in the age brackets of 16-18yrs (32%) and 20-21yrs (17%).

2.22 In February 2019 Police and TBP hosted a CSE awareness event at a hotel in Bradford. Guests included business stakeholders from around Bradford. In

attendance were faith establishments, shopping centres, care homes and many others. Guest speakers included Police and child social care along with Barnardos and the National Working Group on exploitation. There were also inputs from Crimestoppers and the intelligence professionals. Themes around awareness and wider forms of exploitation were examined. The event received positive feedback.

- 2.23 In June during safeguarding week the Police hosted an event with partners from St Giles Trust, Barnardos, Health and Childrens Social Care. The event was held in the Broadway Centre and partners engaged with the public and offered advice and information on exploitation and how to report.
- 2.24 Partners across Bradford are learning from the excellent work in Keighley with the Keighley Association Women & Children's Centre (KAWACC). This group has worked in partnership with United Keighley working group, which has established a safe space to co ordinate regular meetings, discussing issues relating to CSE, and raising awareness in and around Keighley and Bradford. The group brings together a range of agencies that have an interest in supporting work associated with CSE. These have included members of the TBP, West Yorkshire Police, Social Care, Early Help, Community Workers, Local Councillors, local voluntary sector organisations, Faith Institutes and local primary and secondary schools. Within Bradford, a number of awareness campaigns, coordinated through groups like KAWACC have focused on parents to provide guidance and support and how to report concerns. Further details of this work can be found at Appendix G.
- 2.25 Operation Dalesway – Historic CSE Concerns.  
West Yorkshire Police and the Local Authority continue to work together in response to the issue of “non recent” 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, 14 Detective Constables, 15 investigative officers and 3 social care staff. Staffing levels for this service are being kept under review. The service has clear terms of reference which have been agreed by partner organisations.
- 2.26 There are currently 10 live and 18 completed Operation Dalesway investigations.  
Of the live investigations 4 are long running investigations, 2 of these are at / approaching CPS charging stage, the others are at / approaching planned arrest phase. Victims for the other 6 investigations have only recently engaged with the investigative process and are still at victim disclosure stage.
- 2.27 To date approximately 150 suspects have been arrested / interviewed. A number of these suspects are still being investigated and new suspects continue to be positively identified as victims engage with the investigative process and provide disclosure.
- 2.28 In February 2019 at Bradford Crown Court, 9 of 10 defendants standing trial for 25 Historic sexual offence indictments were found guilty. They were sentenced to a combined total of 132 years imprisonment.

2.29 Partners in Bradford continue to maximise opportunities to learn and improve service provision and the response to CSE and now wider exploitation. The Bradford Partnership has commissioned an independent thematic Serious Case Review into CSE. While this has been prompted by the recent convictions of nine men for grooming and abusing two young people, the SCR will be a thematic review of CSE that will look at other cases, both recent and non-recent, and will seek to engage positively with victims of abuse so that their experience informs the work directly. Partners are contributing towards this review and will act on the recommendations and learning that result from this review.

### 2.30 Bradford District Cyber Team

Child sexual abuse and exploitation continues to grow. This is particularly true of online abuse where ever-more-sophisticated digital tools protect anonymity and where apps encourage children to engage in risky behaviour. Law enforcement agencies including the Police are working with partners from the industry and voluntary sector partners – both in the UK and abroad to raise awareness and support children and parents.

The team has been in place since 2015 and since the beginning of the 2018-2019 academic year, the team have continued to make a significant contribution within the educational sector as well as targeting establishments that have key connections to early intervention, safeguarding and other various vulnerabilities.

- 42, 816 children educated on eSafeguarding from 1480 separate sessions, which is above the recommended target. This equates to approximately 70% of all primary school children. The remaining schools will either have training provision already in place or will be offered future training by the Team.
- 90 vulnerable children received one to one safeguarding visits with their parents/carers also present.
- 5376 members of the community from different groups delivered to from 186 separate sessions. These groups included, NHS staff, Teachers, SEN staff, Governors, Social Workers.
- 2140 parents educated about the dangers of the online world and how to help safeguard their children, through 149 different parent workshops.
- Activities in support of International Safer Internet Day and Safeguarding Week

### 2.31 Exploitation within Adult Safeguarding

The Adult Multi Agency Safeguarding Hub (MASH) in Bradford brings together resources from the Police and Adult Social Care, with links to other partners. All referrals are assessed against the Care Act criteria and where appropriate referrals are signposted to various support services. A review of the MASH is on-going and this recognises the work in the Childrens MASH and wider thinking around exploitation, but accepting the different legislation, particularly

around consent within the Adult arena.

## **2.32 The Partnership Response to other forms of Exploitation and Vulnerability**

### **2.33 Vulnerable Learners.**

Education has increased focus on vulnerable learners over the last 12 months, highlighting the need for better understanding of complex and contextual safeguarding. A closer working relationship between internal and external partners is helping to support early identification and intervention along with better awareness of the increased vulnerability in children including those children who are looked after, children with SEN, children who are missing education and those not in receipt of efficient and suitable full time education. Professionals are considering indicators of wider exploitation and have reported that they find the newly introduced Continuum of Need an enabling tool to support identification, risk assessment and appropriate referral to services for children who may be at risk or have experienced any form of exploitation or abuse.

2.34 Children Missing in Education (CME). During 2018/2019 1339 pupils have been referred to the LA as missing from Education. Of these enquiries have established the whereabouts of 65% and supported them into education settings or determined they have moved out of the district. The demographic of the population of Bradford often means that families move both within and out of the district without informing school staff of new addresses and contact details.

2.35 The Local Authority will support parents choosing Elective Home Education (EHE) where the delivery of education is sufficient and suitable for the age and aptitude of children. We recognise the varied approaches to home educating and this being a choice for parents to make at any point during a child's educational career. The number of EHE pupils in Bradford has risen over the last four academic years. At January census point between 2015/2016 and 2016/17 there was a **35%** increase in EHE pupils and a **21%** rise between 2016/17 and 2017/18. Overall from January 2016 – January 2018 EHE registered pupils has risen by **63%**. From January 2018 – January 2019 the percentage increase is **7%**.

2.36 Activity will focus on

- Launch of a revised referral and enquiry process for Children Missing from Education from September 2019
- Raising awareness of Elective Home Education across the district through multi agency training
- Targeted training delivery in respect of vulnerable groups of CME children
- Performance related analysis of timescales for actioning initial enquiries for CME referrals and of informal enquiries conducted in respect suitability of education provision for EHE pupils
- Maintain robust multi agency links to collect information in respect of whereabouts of children in the district including improved links with

#### Boarder Control

- Improved data analysis to identify themes and trends
- Data collection and analysis to enable robust action involving the Regional Schools Commissioners (RSCs), Education and Skills Funding Agency (ESFA), OFSTED and the DfE if required, should evidence suggest illegal off rolling of pupils.
- Initiating school attendance orders where informal enquiries determine the education is not suitable or efficient

#### 2.37 Modern Day Slavery and Human Trafficking

The true scale of Modern Slavery and Human Trafficking in Bradford, like in the rest of the country, cannot be accurately quantified; reports from statutory agencies and the third- sector reference the fact that, due to the nature of the offences, there is a significant under reporting of the issue. Of data recorded between April 2018 and March 2019 shows there were 150 recorded offences that have been classified as Modern Slavery and Human Trafficking (MSHT) offences within Bradford District; this is higher than any other West Yorkshire district. These numbers reflect the awareness and understanding by professionals and confidence of victims in reporting cases.

2.38 The Bradford Anti-Trafficking and Modern Slavery Network (ATMSN) is a district forum of the regional West Yorkshire ATMSN. The Bradford forum functions as a strategic group with an aim to provide a cohesive and co-ordinated approach amongst statutory, non-statutory and third sector organisations in combatting modern slavery within the Bradford District. As a multi-agency partnership, the network seeks to establish a clear and consistent response to potential victims of modern slavery through the sharing of intelligence and best practice, facilitating the training of staff from front-line agencies, as well as establishing clear lines of communication for inter-agency collaboration.

2.39 The group has progressed activity in 3 key areas

#### **1. Safeguarding the Most Vulnerable People**

**Training frontline staff** - Training is available to all partners and regularly utilised. Training is delivered to a wide range of audience, mostly police, local authority and third-sector. Further evaluation and provision of the appropriate training is needed.

**Housing** - Trafficking victims have little or no statutory access to emergency accommodation during intervention processes. There is a city-wide lack of emergency accommodation for vulnerable Adults and whilst options are being considered, no sustainable response has been identified as yet.

**Victim Care** - A common theme among victims is a general fear and mistrust of the police, and/or local authority staff. Local partners have been successful in its utilisation of third-sector organisations to address these difficulties, however further steps towards a trauma informed care approach would be most effective.

#### **2. Reducing Crime, Anti-Social Behaviour and Re-Offending**

**Intelligence** - Intelligence submissions in Bradford are relatively low in comparison to the level of criminality recorded as modern slavery in the

district.

**Operations** - A number of successful multi-agency operations have taken place within Bradford District.

### **3. Building Stronger Communities**

**Community outreach** – The Bradford network includes a number of community agencies and continues to build links with vulnerable communities. Identification of cultural mediators is needed, with a particular need for Vietnamese and Roma community workers. The DICE Project continues its work in Thornbury with Roma and Eastern European Communities.

**Raising awareness** – the partnership undertakes regular awareness activities through a number of methods, including multi-agency outreach, multi-lingual flyers and posters and the creation of film as part of the Real Safeguarding Stories. Upcoming is a campaign led by the Cabinet Office, which will seek to tackle labour exploitation in West Yorkshire via frontline professionals in the banking, healthcare and job centre sectors.

#### **2.40 Harmful Sexual Behaviour**

Harmful Sexual Behaviour (HSB) is developmentally inappropriate sexual behaviour which is displayed by children and young people and which may be harmful or abusive. It can be displayed towards younger children, peers, older children or Adults, and is harmful to the children and young people who display it, as well as the people it is directed towards. If not recognised and dealt with this can lead to more serious sexual abuse.

2.41 Many Local Authorities have worked in conjunction with the NSPCC in assessing and improving the partnership response to HSB. The HSB audit was launched in Bradford in October 2018, the results were analysed & disseminated in December 2018. Over 40 organisations (the education response was a collective response representing 25 schools) contributed towards this work.

2.42 Partners have found value in the learning from this audit and identified a number of areas particularly around identifying and understanding HSB, assessment and the response to HSB. The Bradford Partnership are progressing this work through the learning and improvement framework. The Designated Safeguarding Lead training for school staff incorporates the learning and supports school staff in their response to HSB.

#### **2.43 Serious and Organised Crime (SOC)**

Serious and Organised Crime costs the UK economy around £37 billion every year and brings misery and suffering to those who become victims. Serious and Organised Crime covers a range of crimes including drugs, firearms, child sexual exploitation, cybercrime, modern slavery, gangs and county lines.

2.44 The SOC Governance and Silver board continues to build on its partnership strengths. By developing greater relationships with schools and with the Local Authority Education Team, head teachers from some of the priority high schools form part of the Board, enable concerns and approaches to disruption and intelligence gathering to be shared. Bradford has developed a partnership

strategy along the recognised 4 P's – Prevent, Protect, Prepare and Pursue.

- 2.45 The District is seeing a downturn in the number of mapped OCG's against a landscape of improving partnership relationships and work. There is a commitment to continuing this approach. Partners are continuing to assess and analyse how children and vulnerable adults are impacted through organised crime.
- 2.46 The Serious and Organised Crime (SOC) Community Coordinator pilot is to reduce the impact of SOC on communities, divert those most likely to become SOC offenders and protect the most vulnerable members of society from criminal exploitation. The project has worked to deliver a whole system approach to tackling SOC through activities that involve targeted Prevent interventions, community resilience-building and strengthening local partnerships. Since its introduction in 2018/19 the pilot has brought increased scale, consistency and reach to the Government's response to tackling SOC-related harm and vulnerability at the community level and is a key component of the implementation of the Government's 2018 SOC Strategy.
- 2.47 The Home Office are citing nationally some of the positive work being done in Bradford in conjunction with West Yorkshire Police. Programme Precision is the name of a new crackdown involving West Yorkshire Police, local partners and the public to work together to tackle serious and organised crime. This strategy sets out a common vision and commitment to work together in tackling these threats to ensure communities can become safer places to live, work and visit.
- 2.48 Partners will need to develop agreements and understanding around the extent of children and criminality. Evidence and information suggests that there are children in Bradford who are approaching Adulthood and who are criminally active and form part of Organised Crime Groups. It is highly likely that these children were exploited into this lifestyle at a younger age but currently are making a decision to continue committing offences without influence.
- 2.49 Previous reports outlined how partners were understanding the impact of OCGs and children. This work continues to systematically develop the data to better inform the activity required to ensure that the right support and appropriate interventions are available to those at risk of exploitation, as per the definition. There are currently 94 children flagged at risk of CCE where intelligence indicates that they are at risk of exploitation. They have all had the appropriate multi-agency referrals made.
- 2.50 This work is supported by the recently introduced Exploitation Protocols alongside the new Multi-Agency Referral Form which both serve to improve identification of risk and response.
- 2.51 Intervention work and engagement is extremely challenging and partners continue to undertake prevention work in a variety of forms. Appendix F contains details of case studies.

2.52 Over 150 Designated Safeguarding Leads from schools have had bespoke training on SOC to aid information and intelligence gathering. This also highlighted the need to recognise exploitation of children and young people in relation to SOC and the multi-agency response to this. The Police are working with schools to support a programme of education in respect of weapons and violence across both primary and secondary schools.

2.53 **Service Provision**

2.54 Children's Services Child Exploitation Projects Steering Group is the committee which oversees the delivery of exploitation and pathways and is responsible for the development and delivery of the Breaking the Cycles, Trusted Relationship and Family Against Youth Crime Projects. Bradford has developed effective working methods through these projects to prevent and engage with young people on the edge of criminality and vulnerable to exploitation. Whilst this is in its early stage, professionals are seeing the benefits of group and 1-1 work. Appendix F contains details of case studies. This group links with Risk and Vulnerabilities in Complex Safeguarding group to enable coordination of activity against strategic priorities of TBP.

2.55 The Family Against Youth Crime Project

The Family Against Youth Crime Project in Bradford is one of 21 Local Authority areas to receive funding through the Troubled Families Programme (Ministry of Housing, Communities & Local Government) for tackling Youth Crime.

2.56 This fund has brought together VCS, key/outreach workers, Police, Targeted Early Help, schools and a range of professionals to intervene at an early stage and in order to help stop young people from becoming drawn into crime, serious violence and entering the youth justice system. This locality based model is an extension of the existing Voluntary Community Sector (VCS) Families First Partnership contract (2018-2020) in Bradford including Barnardo's, Brathay Trust, JAMES, YMCA Bradford and now including West Yorkshire Police. The Partnership will deliver a coordinated response for 6-13 year olds and their families through a family key worker, school transition and outreach model of support. This programme will sit alongside the Early Intervention Youth Fund (EIYF) / Trusted Relationship programmes

2.57 The aim of the programme is to develop children's personal resilience to withstand peer pressure and make positive choices, particularly around transition from primary to secondary school. This will raise awareness of dangers surrounding gangs, youth violence and knife crime and changing the culture around acceptability of carrying knives. At the heart of this programme is work undertaken with families to give parents/carers the skills to identify the risks and discuss their concerns children. The offer includes a 'Think Family' approach for parents/carers using a signs of safety assessment and plan supported by parenting programmes. Further details of successful case studies can be found at Appendix F.

2.58 Young Lives Bradford Consortium - Trusted Relationships

The Consortium received Home Office Funding in September 2018 to deliver a targeted intervention of 1 to 1 support to 10-14 year olds up to a period of 6 months, to young people at low level risk of Child Exploitation. The five Bradford based providers are Barnardo's; James – Motor Education Services; e;merge; Project 6- Keighley; Bradford YMCA. The consortium has been awarded 2-year funding of a 4 year programme. The programme's target is to reach 100 young people per year who are at low Risk of Child Exploitation. The programme's focus is prevention to support Young People's awareness, resilience, confidence, safety and life skills. Since the start of the programme, the Preventative Group Worker has engaged with 1103 young people through awareness sessions, 272 people through Community Awareness Raising activities, 338 staff / partners through training / workshops / guidance sessions and visited 49 businesses via outreach visits.

2.59 Breaking the Cycles

Breaking the Cycles is a Youth Intervention Project (YIP) in partnership between the Council's Youth Service, the Youth Offending Team and West Yorkshire Police.

The project also works closely with the MASH, PRU providers, Early Help Hubs, Leaving and Through Care Services to actively identify and target young people who are vulnerable to exploitation, on the fringes of, or who have associations with young people linked to Organised Crime Groups (OCG), Urban Street Gangs (USG) and those who demonstrate mid / low level Anti-Social Behaviours. There is a close working relationships between the SOC) Community Coordinator and the Breaking the Cycles Project.

2.60 The work of Breaking the Cycles is underpinned by a broad prevention and early help services provided in part by the VCS under contract through Trusted Relationship Funding and Families Against Crime funding. This is now joining up with the different levels of SOC interventions work providing a golden thread and more holistic approach towards positive case management at the earliest possible stage. The project is beginning to evidence the pathways, feeders and identifiers that make young people more vulnerable to participation in SOC, violent crime and ASB, and of what interventions work. This is an attempt to reduce some of the flow to the Front Door and threshold services.

2.61 The challenge remains around funding and continuing service provision as well as capacity. As awareness of criminal exploitation and the availability of these services increase, numbers of referrals will also increase and resource remains limited. Intelligence assessments and data collection is at an early stage in understanding the numbers and level of criminal exploitation impacting upon children. Partners will need to develop effective analytical and performance frameworks to enable intelligent deployment of finite resources.

2.62 Youth Service.

Across all districts in Bradford, the Youth Service continues to offer a broad menu of engaging activity delivered from easily accessible locality bases that ensure pathways of support to young people that are preventative and offer early intervention. The Youth Service works with young people, identifying

with them, their concerns, working with young people to better understand the consequences of their behaviours and of others towards them and to support them to reduce their risk. This area of work is often undertaken before young people are engaged in specific support services.

- 2.63 Buddy support as part of Youth In Mind. Youth Workers receive referrals from the Child and Adolescent Mental Health Service (CAMHS), School Nurses & other professionals, the Youth Workers then act as Buddies to the young people, their role is to befriend them, support them over a period of time and navigate them to the various support opportunities available to them.
- 2.64 The Youth Service continues to provide direct support to young people at risk of Child Sexual Exploitation. Youth Workers support the young people referred on a 1:1 basis and engage them in support opportunities available. The Youth Service currently runs a number of female only provisions and specialist groups all of which offer young people a safe space to engage in positive informal educative activities.
- 2.65 The Youth Service continues to work with Prevention and Early Help and supports the area based panels. Through these panels young people are referred to the Youth Service and are supported by the area Ward Youth Workers to engage in localised youth provisions, Youth in Mind groups and an offer for those who require 1:1 support. The young people referred have been supported around a number of issues including non engagement in education, anger management, family breakdowns, Anti Social Behaviour (ASB) and domestic abuse, all of which helps to prevent young people from entering the social care system and supports them into a positive destination.
- 2.66 Changing Places and Community Integration. The youth service plays a pivotal role in supporting cohesion of young people across the district; Bradford South has allocated a link worker to champion the Changing Places programme. This innovative programme is focused on young people from new migrant communities including those with refugee status. Bradford South runs a very popular session on a Wednesday evening with over 10 young people engaging weekly.
- 2.67 In line with other areas of Council activity affected by the Government's austerity programme, Youth Services are working towards minimising cuts to base budget from April 2020 through accessing external funding and operating as a traded service. Appendix F contains details of case studies.
- 2.68 **Training and Communication**
- 2.69 TBP provides a varied training offer around a number of topics relating to exploitation, in a wider variety of formats and partners have also provided specialist training. Police teams delivered training to a number of partners to raise awareness and understanding of Organised Crime Groups and County Lines and the work of the Police Cyber Team continues around on-line safety.
- 2.70 The District Communications and Engagement sub-group continues to

coordinate communications and messaging. Throughout the year activity has included networking, messaging and newsletters around topics within this report. The group works closely with other groups to share learning and changes to policies and procedures. The group has extended its membership and the Bradford Safeguarding Partnership Business Team now has a Communication and Project officer to facilitate this work. Work continues on the website with a planned launch in autumn and this will enable TBP, BSAB and CSP to share guidance and advice from one portal.

- 2.71 Real Safeguarding Stories is a learning tool dedicated to raising awareness of safeguarding issues. By telling compelling stories based upon real life events, it can help professionals from many walks of life understand these complex issues. Understanding and relating to these stories is the first step towards individuals and organisations being better able to support those at risk. The videos come with guidance to support wider training or awareness activity. Bradford continues to develop these tools and this year has produced stories around County Lines and Modern Day Slavery. As part of Hate Crime Week a bespoke real safeguarding story has been developed and will be delivered by a member of the service user group. (<https://realsafeguardingstories.com/>)
- 2.72 GW Theatre  
Over the last 5 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 Police and Crime Commissioner. The impact of this work has been substantial and profound. This includes the play *Somebody's Sister*, *Somebody's Daughter* between 2014/6, and *Mister Shapeshifter* between 2016/8.
- 2.73 In January 2019, Bradford hosted the launch of the animated version of *Mr Shapeshifter*. The resource is available online at <https://www.mrshapeshifter.com/> for anyone to use alongside free support materials. It is designed to help teachers, parents, community groups and organisations alike to discuss these complex issues with children of primary school age.
- 2.74 The latest project *Kidpower* is still under development. Last year Bradford worked with the company on this project which looks at the same issues with even younger children aged 6-8. The company will be commencing research and development of ideas and materials which will lead to the creative outputs in the project and this involves professionals from Bradford. This will lead to a number of pilot plays.
- 2.75 Bradford Safeguarding Adult Board – Voice Group  
The Safeguarding Voice Group is a sub group of the SAB made up of Service users. The role of the group is to ensure that voice of service users shape the priorities of the SAB and support the SAB in the improvement of services and information to safeguard Adults in the District. The group have recently

presented at the BSAB and delivered training to partner agencies in how to ensure making safeguarding personal is embedded in practise This group recently identified a need for targeting awareness raising activities on fast food outlets, buses and places of work.

- 2.76 Specialist specific training/learning events featured as part of Safeguarding Week that included the Airedale Annual Conference on Complex safeguarding, County Lines, Forced Marriage, Cyber Crime, financial abuse with input from the Gambling project at Citizens Advice Bureau.

### 2.76 **Emerging Themes**

#### 2.77 Violence Reduction Units (VRUs).

The Home Secretary announced in April that £35 million of the Serious Violence Fund will be invested in Violence Reduction Units (VRUs). VRUs will lead and co-ordinate local responses to serious violence, bringing together a range of agencies including, health, education, social services and others to develop a multi-agency approach to preventing serious violence. West Yorkshire OPCC and Chief Constable (CC have been provisionally awarded £3,370,000 calculated on a tiered basis, reflecting levels of serious violence in West Yorkshire based on hospital admissions for sharp object assault data. There are two mandatory products that the VRU must deliver in the course of the funding period a problem profile and a response strategy. This strategy describes the multi-agency response being delivery by the VRU, its members and other partners that will tackle the drivers identified in the problem profile and work to reduce serious violence in the area.

### **3. OTHER CONSIDERATIONS**

- 3.1 There are no other considerations.

### **4. FINANCIAL & RESOURCE APPRAISAL**

- 4.1 The Bradford Safeguarding Business Partnership Team current has a gross expenditure budget of £0.577m of which £0.329m is funded via the Local Authority and £0.248m is funded by partners.

- 4.2 The Bradford Safeguarding Business Partnership Team provides support to the Bradford Partnership and Bradford Safeguarding Adults Board. In particular the teams coordinate and facilitate safeguarding activity and the delivery of strategic priorities and Delivery Plans. This is achieved through

- Coordination of inter-agency working
- Administration of meetings
- Coordination of Local Child Safeguarding Practice Reviews and Safeguarding Adults Reviews

- Multi-agency audits and challenge
- Learning and Improvement including multi-agency training
- Performance, information and audit including Section 11 and Section 175.
- Production and publication of the Annual Reports

Funding for the Team covers staffing costs, multi-agency training and audits and reviews.

4.3 The staffing resource for Bradford Safeguarding Business Partnership Team is:

- Manager, 2 x Deputy Managers
- Business Administrators
- Learning and development coordinators
- Performance and information officers
- Communication and Project officer

4.4 TBP also has an Independent Chair and Scrutiny Lead and the BSAB has continued with an Independent Chair.

4.5 During the course of the year, partners have made successful funding applications to the Community Safety Partnership to enable service provision and events in line with exploitation and wider vulnerability.

## **5. RISK MANAGEMENT AND GOVERNANCE ISSUES**

5.1 The protection of Children and vulnerable Adults is the highest priority for the Bradford Council and its partners when considering the implications of exploitation, 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 and vulnerable Adults 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**

Child exploitation is a crime committed by predominantly male perpetrators, though not exclusively, from all different racial backgrounds. Victims of exploitation 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 Aug 2018 – July 2019 the number of male children experiencing or at risk of CSE in Bradford District was approximately 20%, this recognises national research data that highlights that female children are statistically more likely to be at risk of abuse than male children.

7.13 Analysis of cases open to the Hub on March 2018 (see Appendix E) shows that 64% of open cases were of white British heritage, which is an increase of 6%, while 15% were of Asian heritage, which is an increase of 3% from last year.

## **7.2 SUSTAINABILITY IMPLICATIONS**

7.21 None

## **7.3 GREENHOUSE GAS EMISSIONS IMPACTS**

7.31 None

## **7.4 COMMUNITY SAFETY IMPLICATIONS**

7.41 Exploitation of Children and vulnerable Adults is a criminal offence. The consequences of exploitation 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, Exploitation 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 and now wider exploitation. Since the last update TBP has now been allocated funding to support worthwhile initiatives or service provision. The Risk and Vulnerabilities Group will allocate funding and oversight of progress.

## **7.5 HUMAN RIGHTS ACT**

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

## **7.6 TRADE UNION**

7.61 None

## **7.7 WARD IMPLICATIONS**

7.71 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)**

## **7.9 IMPLICATIONS FOR CORPORATE PARENTING**

- 7.91 National and local evidence shows that children who are looked after are more likely to become victims of Child Sexual Exploitation than other groups. This means that in relation to safeguarding and corporate parenting responsibilities, partners have a responsibility to understand the safeguarding risks facing children, and especially in relation to Child Sexual Exploitation.

## **7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

- 7.11 The nature of 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**

- 8.1 None

## **9. OPTIONS**

- 9.1 None

## **10. RECOMMENDATIONS**

- 10.1 The Area Committee is invited to consider the contents of this report and how members can support local activity.
- 10.2 The Area Committee shall receive a further update on the progress of the response to exploitation in 12 months time.
- 10.3 Partners will seek further funding opportunities from Government funding streams to enable the continuation of service provision as outlined in this report.
- 10.4 This report is a call to action for all partners to recognise exploitation in its widest sense and continue to provide a coordinated safeguarding response to children and vulnerable adults.

## **11. APPENDICES**

Appendix A - Definitions

Appendix B - Working Together To Safeguard Children – The Bradford Partnership.

Appendix C - Strategic Response to Risk and Vulnerabilities in Complex

Safeguarding

Appendix D - CSE Strategic Response

Appendix E – CSE Missing Data Overview

Appendix F – Case Studies

Appendix G – The work of Keighley Asian Women and Childrens Centre (KAWACC)

Appendix H – Information and Data for Bradford West Area

## **12. BACKGROUND DOCUMENTS**

Working Together to Safeguarding Children 2018 -

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

The Care Act 2014 - <http://www.legislation.gov.uk/ukpga/2014/23/contents/enacted>

West Yorkshire Police and Crime Plan - <https://www.westyorkshire-pcc.gov.uk/our-business/the-police-crime-plan.aspx>

Serious and Organised Crime Strategy 2018 -

<https://www.gov.uk/government/publications/serious-and-organised-crime-strategy-2018>

West Yorkshire Police Serious and Organised Crime Strategy -

<https://www.westyorkshire.police.uk/precision>

NSPCC Counting Lives Report: responding to children who are criminally exploited -

<https://www.childrensociety.org.uk/what-we-do/resources-and-publications/counting-lives-report>

## **Appendix A – Definitions**

**Child Exploitation** 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 in exchange for something the victim needs or wants and/or the financial or other advantage of the perpetrator or facilitator and/or through violence or the threat of violence. The victim may have been criminally exploited even if the activity appears consensual. Child exploitation does not always involve physical contact; it can also occur through the use of technology.” (Home Office, 2017)

The below nationally agreed definitions will be utilised across Bradford:

**Child Sexual Exploitation** (CSE) is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity

- (a) In exchange for something the victim needs or wants, and/or
- (b) For the financial advantage or increased status of the perpetrator or facilitator.

The victim may have been sexually exploited even if the sexual activity appears consensual. Child Sexual Exploitation does not always involve physical contact; it can also occur through the use of technology. (Home Office 2017)

**Child Criminal Exploitation** (CCE) occurs where an individual or group takes advantage of a person under the age of 18 and may coerce, manipulate or deceive a child or young person under that age into any criminal activity

- a) In exchange for something the victim needs or wants, and/or
- b) For the financial advantage or increased status of the perpetrator or facilitator and/or
- c) Through violence or the threat of violence. The victim may be exploited even if the activity appears consensual (i.e. moving drugs or the proceeds of drugs from one place to another).

Child Criminal Exploitation does not always involve physical contact; it can also occur through the use of technology. (Home Office 2018)

**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. (Home Office 2018)

County Lines is a form of Child Exploitation (CE). It is a major, cross-cutting issue involving drugs, violence, gangs, safeguarding, criminal and sexual exploitation, modern slavery, and missing persons. The response to tackle it involves the Police, the NCA (National Crime Agency) and a wide range of Government departments, local government agencies and VCS (voluntary and community sector) organisations. County Lines activity and the associated violence, drug dealing and exploitation has a devastating impact on children, vulnerable Adults and local communities.

**Home Invasion (sometimes referred to as Cuckooing)**

Urban gangs establish a base in the market location, often by taking over the homes of local vulnerable Adults by force and/or coercion, in a practice referred to as 'cuckooing'. Urban gangs then use children and vulnerable people to move drugs and money.

### **Human Trafficking**

A person commits an offence if the person arranges or facilitates the travel of another person to exploit them. It is irrelevant whether the exploited person, Adult or child, consents to the travel. A person may, in particular, arrange or facilitate another person's travel by recruiting, transporting or transferring, harbouring or receiving them, or transferring or exchanging control over them. 'Travel' means arriving in, or entering, any country; departing from any country and travelling within any country. A person who is a UK national commits an offence under Section 2 regardless of where the arranging or facilitating takes place, or where the travel takes place. A person who is not a UK national commits an offence under Section 2 if any part of the arranging or facilitating takes place in the UK, or the travel consists of arrival in or entry into, departure from, or travel within the UK.

**In determining whether or not a child is a victim of trafficking, their consent to being trafficked is irrelevant and how they are trafficked is also irrelevant. Only the act and the purpose need to be present. It is not necessary to prove coercion or any other inducement.**

Exploitation alone does not constitute trafficking – there also needs to be recruitment, transportation, transfer, harbouring or receipt of a person. Slavery, servitude and forced or compulsory labour is, or may be, a crime in its own right under Section 1 Modern Slavery Act 2015.

**Harmful Sexual Behaviour** (HSB) is developmentally inappropriate sexual behaviour which is displayed by children and young people and which may be harmful or abusive Harmful sexual behaviour. HSB includes:

- using sexually explicit words and phrases
- inappropriate touching
- using sexual violence or threats
- full penetrative sex with other children or Adults.

**Contextual Safeguarding** Contextual Safeguarding expands the objectives of child protection systems in recognition that young people and vulnerable Adults who are vulnerable to abuse in a range of social contexts. This includes sexual exploitation, modern day slavery, harmful sexual behaviour, peer on peer violence and abuse including gangs and groups, criminal exploitation, and going missing and should not be seen in isolation as they often overlap , creating a complex set of harmful circumstances and experiences for children, young people, vulnerable Adults, families, carers and communities.

It recognises that the different relationships that young people form in their neighborhoods, schools and online can feature violence and abuse. Parents and carers have little influence over these contexts, and young people's experiences of extra-familial abuse can undermine parent-child relationships. Contextual

Safeguarding, therefore, expands the objectives of child protection systems in recognition that young people and Adults are vulnerable to abuse in a range of social contexts.

**Organised Crime Groups and Gangs** means a group that:

- d) Has as its purpose the carrying on of criminal activities, and
- e) Consists of three or more persons who act, or agree to act, together to further that purpose

Gang related violence and drug dealing activity is defined as gang related if it occurs in the course of, or is otherwise related to, the activities of a group that:

- a) Consists of at least three people, and
- b) Has one or more characteristics that enable its members to be identified by others as a group. (Serious Crime Act 2015)

Appendix B - Working Together To Safeguard Children – The Bradford Partnership.  
(Attached PDF)