

Report of the Strategic Director of Children's Services to the meeting of Council Executive to be held on 15th September 2015.

Subject:

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

Summary statement:

This report provides an update to the report presented to the Council Executive on 13th January 2015 and subsequently to the Districts Area Committees regarding the issue of child sexual exploitation (CSE). It sets out the arrangements that have been put in place, and which continue to develop, to safeguard children from CSE.

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SUMMARY

- 1.1 This report provides an update to the report presented to the Council Executive on 13th January 2015 and subsequently to the District's Area Committees regarding the issue of child sexual exploitation (CSE). The January 2015 Council Executive Report is appended to this report as appendix 1. This second report to executive sets out the arrangements that have been put in place, and which continue to develop, to safeguard children from CSE.
- 1.2 Arrangements to address allegations of historic CSE are described as are preventative initiatives and work to support families and communities affected by CSE. Work undertaken utilising the Council's regulatory powers is also described.
- 1.3 All of this is placed in a national and local context, with particular attention being given to the Jay and Casey reports and their implications for the work being undertaken in Bradford.

2. BACKGROUND

2.1 National Context:

- Professional and public awareness of child sexual exploitation (CSE) has grown significantly in the 14 years since the publication of the first dedicated national guidance for dealing with this form of child sexual abuse, which was entitled: "Safeguarding children involved in prostitution". Changes in legislation and guidance culminated in the publication of the national "Tackling Child Sexual Exploitation Action Plan" which was published in 2011, and this plan has itself been significantly strengthened by the government response to CSE published in March 2015. This response consisted of three key documents setting out expectations regarding information sharing arrangements, assessments, accountability and leadership.
- 2.2 In drawing up this response to CSE, the government particularly considered the findings of three key reports regarding CSE that were published in the course of 2014 – 15:
 - The Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013 (The Jay Report);
 - "Real Voices: Child sexual exploitation in Greater Manchester" (An independent report by Ann Coffey, MP); and
 - The Report of Inspection of Rotherham Metropolitan Borough Council, February 2015 (The Casey Report).
 - 2.3 Together, these reports raised concerns about the effectiveness of statutory organisations to address CSE in terms of strategic and political leadership, recognition of the issue, willingness to focus on children's needs and wishes, and capacity to develop a sophisticated response to this complex issue. Briefings regarding each of these reports and the government response can be found at: http://www.bradford-scb.org.uk/cse_reports.htm



- 2.4 In autumn 2014 Ofsted undertook inspections of local responses to CSE in eight local authority areas. The final thematic report: “The sexual exploitation of children: it couldn’t happen here, could it?” was published in November 2014. The report considered evidence from 36 inspections of children’s services that had already been published and inspections of 38 children’s homes, in addition to the eight specific CSE inspections.
- 2.5 This detailed report has produced 25 recommendations for local authorities (LA), partner organisations, Local Safeguarding Children Boards (LSCB), national government and Ofsted itself. Overarching themes in the findings and recommendations are: the need for strong strategic leadership; the need to develop effective local performance arrangements (informed by consistent crime recording); the need to prioritise awareness raising; the importance of police and LA using all powers to disrupt and prosecute offenders; and the need to ensure that all missing children have an independent return interview and that intelligence about missing episodes is collated to identify patterns and risks.
- 2.6 The Ofsted report, together with other recent publications, is of assistance in developing understanding of the complexity of CSE and of the necessity to develop a sophisticated “whole system” response to this form of abuse. It is possible to bench mark planning and activity in Bradford against some good practice identified in the report. The key findings and recommendations of this and other reports are being considered by the CSE sub group of Bradford Safeguarding Children Board (BSCB) and where appropriate are incorporated into the plan under-pinning the 9 Point Strategic Response to CSE.
- 2.7 **Local Context:**
Partnership working to address CSE in the Bradford District dates from 1995. In October 2011 the independent chair of Bradford Safeguarding Children Board (BSCB) sought assurance as to the effectiveness of the multi-agency response to CSE. In common with other organisations nationally, it is now recognised that West Yorkshire Police and Bradford Council did not have the same rigorous and coordinated approach to dealing with allegations of child sexual exploitation that have subsequently been developed.
- 2.8 The key outcomes of a “structured challenge” to partners were:
- BSCB “Champion for CSE” identified a Police Superintendent;
 - A multi-agency co-located service, known as “The CSE Hub” was established in January 2012;
 - BSCB to be responsible for the District’s strategic response to CSE.
- 2.9 These three outcomes remain central to the approach taken in the Bradford District to address CSE. They provide the basis on which strategies for awareness raising, training and preventative work, the operational response, governance and accountability are based.



- 2.10 Since 2011, the Local Authority has taken steps to develop further its leadership role in responding to CSE in the District and to scrutinise the arrangements within the District. Regular reports drafted by BSCB staff have been considered by the Council's Senior Leadership Team, the Council Executive, Children's Overview & Scrutiny Committee and each of the District's Area Committees. BSCB offers Elected Members awareness raising and training opportunities regarding CSE, which many Members have taken up.
- 2.11 Beginning in March 2014 and concluding in July 2014, BSCB conducted a review of the effectiveness of the multi-agency, co-located CSE Hub. This review was chaired by the BSCB Independent Chair, Nick Frost. It was supported by the BSCB manager. The process was steered by representatives of the following key partner agencies:
- Bradford Children's Services
 - NSPCC
 - NHS Clinical Commissioning Groups
 - West Yorkshire Police
 - Hand in Hand Project (Children's Society).
- 2.12 Key members of BSCB and the Independent Chair presented the findings of this review to the Council Chief Executive and the Director of Children's Services (DCS) in July 2014. Key issues identified by the Review were:
- Since the Hub was established in January 2012 operational pressures had resulted in the allocation of increased dedicated staffing resources from both LA Specialist Children's Services and West Yorkshire Police. Increases had been primarily in management and administrative capacity.
 - Audit of practice showed that cases were generally well managed within the Hub. The presence of a social work team manager in the Hub strengthened joint working between the police and social workers. Revised referral pathways for CSE cases were implemented as a result of learning from audit.
 - The Hub had been externally scrutinised by both Ofsted http://reports.ofsted.gov.uk/sites/default/files/documents/local_authority_reports/bradford/051_Single%20inspection%20of%20LA%20children%27s%20services%20and%20review%20of%20the%20LSCB%20as%20pdf.pdf (as part of the 2014 inspection of Local Authority Children's Services) and the National College of Policing. Ofsted found that: "The co-location of police, social care and Barnardo's within the CSE Hub is a particular strength. It promotes effective and early information sharing across agencies where children and young people are at risk of or are suffering sexual exploitation. Timely and robust multi-agency involvement ensures that risks of CSE are identified and plans put in place to reduce these risks". The National College of Policing awarded the Hub "Gold Standard" and has encouraged other police forces to adopt this operational approach as best practice.
 - The review concluded that, working with the "Hub" model, partners had shown themselves responsive to increasing demand and complexity of cases and working arrangements. The review noted that it is likely that demand will continue to increase, at least in the medium term.



2.13 The Jay and Casey Reports and the Government's Response:

The Jay report ("The Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013") was published in August 2014. In September 2014 the Secretary of State for Local Government and the Regions appointed Louise Casey to lead an inspection of Rotherham Council. This followed the publication of the critical "Jay" report into CSE in the Borough. The Casey inspection focused on Rotherham's compliance in relation to its duties of governance, taxi and private hire licensing and to children and young people. The report ("The Report of the Inspection of Rotherham Metropolitan Borough") was published in February 2015.

2.14 Taken together these two reports represent the most thorough consideration of the incidence of CSE, the impact of CSE on children, families and communities, the quality of single and multi agency responses and the quality of leadership and governance in any Metropolitan Borough. The Jay report found that approximately 1400 children had been the victims of CSE during the period under consideration. Despite some examples of isolated good practice the report was strongly critical of the services provided by Rotherham Borough Council and South Yorkshire Police. Both reports have had a significant impact locally and nationally on expectations of governance, leadership and service delivery across the public sector when seeking to address the risks of and damage caused by CSE.

2.15 A particular strength of the reports is that they strongly articulate the direct experiences of young people and their families which further assists understanding of the signs and methods of perpetration of CSE. They also locate CSE within the wider context of child abuse and highlight some of the challenges for statutory services of applying a child protection system that has been developed based on an understanding of intra-familial abuse when trying to protect children from extra-familial abuse in the form of CSE.

2.16 From our experience in Bradford, we know that a complex multi-system response is required to prevent CSE and support those affected by it. The reports make this point powerfully and emphasise that this extends to services outside the Council and Police services. Whilst the reports focus on Council services they do make comments in relation to the effectiveness of South Yorkshire Police. It is also possible for other public services to infer from the reports the specific expectations of partnership working and public accountability that they are expected to meet.

2.17 The Casey report in particular identifies a culture among some politicians and senior officers at Rotherham Council of bullying, misplaced political correctness and denial. All of these inhibited the public authorities' ability to fully recognise the scale of CSE and to develop a consistently effective response. There are some areas of good practice identified, particularly by "Risky Business" which delivered a CSE preventative and support service using a youth service support model. However, it is argued that this service was at times marginalised, viewed as "bringing bad news" and its particular success in engaging with young people harmed through CSE and providing positive support was not fully appreciated by partners, particularly those in the Council's Children's Social Care Services.



- 2.18 The reports set out with great clarity that in some instances CSE is perpetrated by highly organised criminal gangs who are involved in other forms of criminality and violence. Protecting children and young people in this context requires professionals to work beyond traditional child protection networks.
- 2.19 A challenge highlighted by the report is how politicians and senior officers make sure that they really know what is happening. Again, it should be emphasised that by implication the same question needs to be considered by those in governance in other public sector bodies.
- 2.20 A number of the issues identified in the Casey report are already areas of development identified in Bradford, e.g. strengthening work with colleagues in licensing, raising awareness among the wider workforce and community and developing effective engagement with Black and Minority Ethnic (BME) communities to address the issue of CSE.
- 2.21 As stated in paragraph 2.8, there have been enhanced levels of political and senior officer scrutiny of CSE arrangements in Bradford. However, the Casey report emphasises the importance of ensuring that the actions under the strategic response are completed and that there is a clear performance framework in place to ensure effectiveness and confidence under scrutiny. These areas are the responsibility of the BSCB CSE sub group.
- 2.22 In March 2015 the Government produced three key documents in response to the Jay and Casey reports. These are:
- Tackling child sexual exploitation – review of assessment and decision making tools (3.3.15 letter): Isabelle Trowler, Chief Social Worker for Children and Families
 - Our joint commitment to share information effectively for the protection of children (3.3.15 letter): Dept of Health, Home Office, Dept for Communities and Local Government, Ministry of Justice
 - Tackling Child Sexual Exploitation (March 2015): HM Government
- 2.23 As part of the Government’s response, the Secretary of State for Education asked Isabelle Trowler to write to Directors of Children’s Services, Chief Executives and Lead Members, to request that they immediately review any assessment and decision making tools in use to see if they are fit for purpose and being properly implemented. The tool in Rotherham and South Yorkshire was based on a numeric scoring system that resulted in risks being underestimated. Isabelle Trowler makes clear that decision making tools can be helpful but they cannot replace sound professional judgement from suitably trained and experienced practitioners and should only ever be used to assist in decision-making.
- 2.24 The CSE risk assessment tool in use in West Yorkshire is drawn from the Consortium Safeguarding procedures, based on the version developed in Bradford at the time of establishing the CSE Hub. It is not a numeric scoring system. At the Board’s ‘Challenge Panel’ in December 2014, a number of CSE cases were reviewed, with a focus on the CSE risk assessments. Areas for improvement were



identified in both the design and use of the CSE risk assessment tool. Following a review of learning from practice experience and regulatory inspection across the West Yorkshire authorities, the WY CSE risk assessment tool is undergoing further revision to ensure that it reflects the very best multi-agency safeguarding practice.

2.25 In the letter setting out the Government commitment to share information for the protection of children, Local Safeguarding Children Boards (LSCB) and Councils were asked to consider some key principles for multi-agency working to safeguard children:

- Integrated working (e.g. co-location)
- Joint risk assessments
- A victim focused approach
- Good leadership and clear governance
- Frequent review of operations

2.26 The Bradford CSE multi-agency Hub is a well established co-located service that has recently moved to Sir Henry Mitchell House. This has the advantage of strengthening links between staff from the Hub and key Council Children's Social Care services. The current risk assessment is a multi-agency form which is completed by each professional involved with a young person and the findings are considered at a multi-agency meeting. The nine point strategic response adopted by BSCB and endorsed by all partners is underpinned by the principle that it is child-centred. This executive report highlights how the developing response to CSE in Bradford has been characterised by the engagement of political and strategic leaders and is subject to regular critical review.

2.27 **Preventative Work:**

In the course of 2013 – 15 an ambitious programme of preventative work was commissioned and delivered using additional one-off funding provided by Bradford Council. The specific initiatives funded were:

- Every year 10 student in Bradford have the opportunity attend a CSE drama entitled "Somebody's Sister, Somebody's Daughter" performed by GW Theatre which is reinforced by pre and post performance lesson plans for schools to deliver.
- Work in Keighley by the Hand in Hand project was boosted to provide more skilled volunteers to deliver preventative work for young people and to train young people as peer mentors.
- Barnardo's was commissioned to expand its work to support more boys and young men to supplement the important work of BLAST (Bradford and Leeds against the Sex Trade) in the District.
- PACE (Parents against Child Exploitation) was commissioned to provide intensive support to the parents of children who are known to be experiencing CSE and from January 2015 to train local practitioners to deliver specific support materials developed by PACE to parents and carers whose children may be at risk from CSE.
- Barnardo's was commissioned to deliver preventative group work sessions to parents and carers and to use the lessons from these sessions to develop a



practitioner tool kit to provide a more consistent and evidence based approach to supporting whole families when children are at risk of CSE. The sessions have been evaluated by the University of Bradford, as will the tool kit.

- 2.28 It was a condition of the commissioning of Hand in Hand, Barnardo's and PACE that they should seek ways to sustain these service developments at the conclusion of the commissions and current indications are that this is the case. It is also noteworthy that a number of schools have commissioned additional performances by GW Theatre which they have themselves funded. By March 2015, more than 3500 students had seen the performance and completed the associated programme of work. It is expected that over 4500 will have seen the play by the end of the tour in December 2015. There have been additional performances of the play to some community groups and to Elected Members of Council.
- 2.29 At the conclusion of the tour of "Somebody's Sister, Somebody's Daughter" a full analysis of the impact of the play on students will be provided as part of the commissioned service. In the course of the tour, BSCB has asked schools for feedback regarding the performances, the lesson plans and the impact on students. The responses received have been over-whelmingly positive. A year tutor at one of the District's secondary academies provided the following comment:
- "Definitely positive impact. I am sending some "post its" a class did as a response to the session. Very powerful, but humorous impact. Delivered so the students got the message but weren't scared either. Excellent – was pitched correctly for them. They enjoyed it. I thought it was very clever how people played different roles within the play. Carefully presented to show how it happens without any offence. Students were enthralled and buzzing afterwards. Promoted lots of discussion in our follow up lesson."*
- 2.30 Using funding made available by the Police and Crime Commissioner (PCC), GW Theatre is being commissioned to tour "Somebody's Sister, Somebody's Daughter" in other parts of West Yorkshire. Bradford has joined with Calderdale and some North-West Authorities to commission GW Theatre to deliver a primary school play to address broader issues of self-esteem, positive relationships and on-line and social media safety with children in transition to secondary school.
- 2.31 Primary and secondary schools have a duty to make sure that pupils and students understand how to keep themselves safe from relevant risks such as abuse, including CSE and extremism. In developing this understanding schools should address risks in daily life including those arising from the use of the internet and social media. Teaching and lessons that address these issues are often referred to as "Personal, Social Health and Economic Education" (PSHE).
- 2.32 The National Curriculum by subject area does not have a PSHE component. However, locally there is an agreed shared curriculum for the teaching of PSHE at Primary and Secondary level drawn from the full range of curriculum subjects, for example science and religious education. Schools can access support from a network of PSHE coordinators across the phases of primary and secondary



education. The delivery of the secondary school play regarding CSE and the development of the primary play are both intended to provide learning opportunities that enhance the delivery of PSHE key components in relation to staying safe.

- 2.33 The government has approved a new common inspection framework for schools which includes new criteria by which schools will be judged. Safeguarding children is a “golden thread” which is assessed throughout all inspection judgements. The culture of the school and leadership are assessed, as well as the quality of teaching. Each school is expected to deliver a broad and balanced curriculum and within that curriculum demonstrate performance against a brand new judgement: personal development, behaviour and welfare. It is in this area that schools should demonstrate that pupils have an understanding of how to keep themselves safe from abuse (including CSE) and extremism.
- 2.34 An evaluation of the preventative group work sessions developed and delivered by Barnardo’s has been completed by Dr Philip Gilligan of the University of Bradford. Key conclusions of this evaluation are that this was an “extremely successful project which delivered a necessary, appropriate and in some cases, transformative service to the parents / carers who participated”. The parenting programme was evaluated as necessary and relevant and the larger seminars delivered as part of the project were well attended and demonstrated a desire by parents and carers to receive basic information regarding CSE. The evaluation endorses the plan to transform the material used in the programme into a manual which will provide a template for the consistent delivery of CSE preventative work with parents and carers in the Bradford District. The importance of colleagues from all agencies working to tackle CSE engaging with this parenting work is emphasised. At a time when partners are facing increasing workload pressures a priority needs to be given to identifying parents and carers to refer to the programme, to encouraging parental attendance and to attending those sessions opened up to staff already working with the children and families in order to reinforce the impact of the preventative group work.
- 2.35 **Community engagement and responsibility:**
An important strand of preventative work is engaging with communities and leaders to raise awareness of CSE. Local Safeguarding Children Boards (LSCB) and West Yorkshire Police have developed the “Know the Signs” campaign which provides clear messages about CSE in the form of posters for public spaces, schools and other settings, small information cards for children, parents, professionals and a range of internet-based awareness raising tools. Variations of this campaign have been developed for specific themes and aimed at specific audiences. In May 2015 specific information and posters were sent to every school in the District following media reporting of a number of men from the District being charged in connection with CSE. A further media campaign aimed at school and college students will be launched in September 2015 regarding risks associated with social media and “sexting”.
- 2.36 Bradford Safeguarding Children Board (BSCB) and the Council’s Children’s Services has a partnership with the Bradford Council for Mosques and Keighley Muslim Association to support Mosques and Maddrassahs throughout the District to deliver good safeguarding children arrangements. This has provided opportunities



to deliver key messages about a range of safeguarding issues, including CSE, in training events for staff and volunteers and in meetings with parents. In addition, BSCB is supporting some groups who have expressed an interest in developing community – based CSE campaigns and services.

- 2.37 With West Yorkshire Police, BSCB is engaging with representatives of the District's Sikh Gurdwara and a Sikh community group to share information about CSE, attend meetings of congregations and to support an event aimed at Sikh and Hindu groups regarding CSE in September 2015.
- 2.38 Each of the District's Area Committees has received a report on CSE and these opportunities for dialogue have been particularly constructive. As a result of this, information has been provided that has supported targeted preventative initiatives in parts of the District.
- 2.39 In any communication with the public regarding CSE it is important to ensure the issue is understood in the wider context of child abuse and neglect, in particular child sexual abuse. If parents, carers and wider communities are to effectively protect children from CSE it is also important that the Council and its partners make clear that there are a number of models of CSE and grooming, the most prominent of which are:
- Peer on peer exploitation: children are sexually exploited by peers who are known to them at school, in the neighbourhood or through mutual friends.
 - Exploitation through befriending and grooming: children are befriended directly by the perpetrator or through other children and young people. This process may begin with a girl or boy being targeted and befriended by a young boy or girl usually known to her as an equal, i.e. a classmate, a friend of a sibling, or a neighbour.
 - The 'boyfriend'/pimp model of exploitation: perpetrators target children posing as 'boyfriends', showering the child with attention and gifts to cause infatuation. They initiate a sexual relationship with the child, which the child is expected to return as 'proof' of her/his love or as a way of returning the initial attention and gifts. The child is effectively told that they owe the perpetrators money for cigarettes, alcohol, drugs, car rides etc and that sexual activities are one way of paying it back.
 - The 'party' model: parties are organised by groups of men to lure young people. Young people are offered drinks, drugs and car rides often for free. They are introduced to an exciting environment and a culture where sexual promiscuity and violence is normalised. Parties are held at various locations and children are persuaded (sometimes financially) to bring their peers along.
- 2.40 It is recognised that in some instances CSE is an activity deliberately embarked upon by a pre-existing gang, in part for the purpose of extending the control and influence of the gang among young people in the community. This model of abuse was the subject of extensive research by the Office of the Children's Commissioner. In other instances groups of adults, who are otherwise unconnected, network and



operate together solely for the purpose of targeting, grooming and abusing children through CSE.

- 2.41 Each of the models described above can be implemented either face to face, through so-called “street grooming”, or the perpetrators can make use of the internet and social media to target and groom the victim. A risk of focusing on one particular model of CSE, or on “street grooming” rather than on-line grooming is that parents or carers may fail to recognise the signs that a child is at risk. In addition, a focus on one model can lead to assumptions about the characteristics of perpetrators, for example in terms of ethnicity or age which may make it easier for abusers not conforming to a particular stereotype to harm children.
- 2.42 BSCB is working with partners to develop a significant programme of preventative work entitled “Families and communities against Child Sexual Exploitation” (“FCASE”). This model has previously been delivered in three pilot areas in England, funded by the Department for Education. It has been evaluated positively by the University of Bedfordshire and resource is being sought using Police and Crime Commissioner funds which are administered by the Bradford Community Safety Partnership.
- 2.43 On October 20th 2015 BSCB will be holding a conference regarding CSE as part of the annual; Safeguarding Week. The conference is entitled: “Child Sexual Exploitation: impact and building resilience” and will feature a number of local and national speakers.
- 2.44 In the course of 2015 the Council and its partners have significantly developed the use of licensing and regulatory powers to support commercial partners in reducing the potential for children to be groomed and abused in the hospitality sector and in the night-time economy. A programme of training staff who work in the Council’s licensing, regulatory and legal sections about CSE began in 2014 and all staff in those services having dealings with relevant trades or who give advice on matters of regulations are expected to have completed on line training or to have attended a relevant awareness raising session.
- 2.45 Private Hire and Hackney Carriage operators in the Bradford District have been expected to undertake safeguarding training for several years. Since January 2015 a specific module on CSE must also be completed. In June 2015 all operators were written to regarding CSE and were provided with copies of poster and leaflets about the issue. The operators are requested to:
- Display the CSE poster in their base for both the public and your staff to see.
 - Issue the CSE Do’s & Don’ts leaflet to each of their licensed drivers for retention in their vehicle.
 - Check that drivers understand the content of the leaflet, are aware it must be retained in their vehicle and know what to do if they suspect a CSE issue.
 - Keep a record of the drivers that are issued with the CSE Do’s and Don’ts leaflet. This must include their badge number, date of birth, name and signature of receipt.



Each of these requirements are now routinely checked by Council licensing officers and partners.

- 2.46 This initiative is being followed up with a series of training and compliance events for private hire operators which will commence in late October 2015. These events will be delivered by licensing and BSCB staff and the purpose will be to ensure that private hire operators understand how to comply with the requirements set out in the correspondence that they have received.
- 2.47 The Council is working with other Local Authorities in the Leeds City Region to ensure that there is a better coordinated and more consistent approach to private hire licensing. This includes taking steps to ensure consistent decision making and implementation of decisions regarding the issuing and withdrawal of private hire licenses.
- 2.48 Bradford has been selected as one of the areas to work with Barnardo's to deliver "Plain Sight" which is a Department for Education funded pilot project to teach night-time workers how to protect children from sexual exploitation after dark. The project will reach out to hospitality staff, security guards and others who work at night. As a result of this a Night Time Economy worker has been appointed who will be based in the CSE Hub. This will increase capacity and strengthen coordination of work already being undertaken by the Council, Police and other partners.
- 2.49 **Staff training and Opportunities for Elected Members:**
In the course of 2014/15, BSCB undertook a full review of its CSE training programme. This review was informed by government guidance, national reports and the learning from a BSCB learning lessons review and a BSCB challenge panel regarding CSE assessment arrangements.
- 2.50 As a result of this review BSCB launched a new online training course: "Safeguarding Children from Sexual Exploitation. This course is aimed at all staff and volunteers who work with young people who may be at risk of being abused through sexual exploitation or who work with adults/families where this issue is of relevance, including local authority elected members. This course has now been successfully completed by more than 2000 professional learners in the Bradford District. This same training opportunity is available for elected members of council and BSCB is working with the Member's Development Officer to encourage take up. A considerable number of elected members have attended specific training and awareness raising events regarding CSE.
- 2.51 The course covers:
- What is sexual exploitation?
 - Legislation, guidance and interagency procedures.
 - Indicator behaviours and vulnerability factors.
 - Assessing risk.
 - Understanding roles and responsibilities.



2.52 In partnership with Barnardo's, BSCB has also developed a new face to face training course which was launched in May 2015, replacing the previous face to face CSE course. This course is aimed at staff who work directly with children and young people at risk of CSE, or those who have specific safeguarding responsibilities, e.g. named persons in schools. Further information about this and other BSCB training course can be accessed here: <http://www.bradford-scb.org.uk/training/training.htm>

2.53 **Strategic Response**

Developments are guided by the BSCB 9 Point Strategic Response to CSE (Dec 2014), which is an update of an earlier strategic plan. This document contains the following key points:

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

2.54 This BSCB 9 Point Strategic Response is set out in full in appendix 2. The CSE sub group of BSCB is responsible for monitoring the delivery of the plan and is developing specific, measurable actions under each of the points and reports on progress to BSCB and its independent chair.

2.55 During the Bradford Safeguarding Weeks of 2013 and 2014, many of the Council's Elected Members took advantage of targeted training events utilising drama and printed materials. A further event for Elected Members will be taking place during Safeguarding Week 2015. These events are in addition to specific performances aimed at Elected Members of the play "Somebody's Sister, Somebody's Daughter" which were followed with panel discussions and access to the on-line CSE training.

2.56 Elected Members have been appropriately engaged at policy and scrutiny level regarding CSE and continue to work with officers to seek assurance regarding the District's arrangements for dealing with CSE. Some key examples of Elected



Member Engagement are:

- Prior to the Hub being established, the Council Chief Executive convened a meeting of senior council officers, key elected members and senior police officers in December 2011. The purpose of this meeting was to ensure that there was a full, shared understanding of the incidence, impact and broader implications of CSE activity in the Bradford District. A key outcome of this meeting was the endorsement of the concept of the Hub.
- A further meeting of key officers, politicians and police officers took place on the 20 June 2012 to receive an update about the implementation of the Hub. Key outcomes of this second meeting were that the Council committed a full time specialist children's services team manager to further support the work of the Hub and identified £250,000 to invest in CSE services during the period 2013 – 2015.
- In February 2014 the Council's Strategic Leadership Team devoted an extended meeting to the topic of CSE, receiving a detailed presentation from BSCB setting out the current incidence, disposition of services, challenges and new developments in partnership working.
- Following the publication of the Jay Report in August 2014, the Council's Strategic Leadership Team devoted most of the September meeting to considering the lessons of the report and considering the implications for Bradford. A briefing for all Elected Members was prepared and circulated on behalf of the DCS during the same month. The Strategic Leadership Team's considerations resulted in the drafting of the motion regarding CSE which was unanimously passed by the Council on 21st October 2014.
- In addition, reports on CSE have been taken to the Children's Overview & Scrutiny Committee and each Area committee with further reports scheduled for these committees in autumn 2015.

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

2.58 The partnership work to address CSE in the Bradford District represents a substantial commitment of finances and resources by partners at a time when the public sector as a whole is seeking significant financial savings in line with national public sector spending targets.

2.59 The financial and resource appraisal of the Council's commitment is set out in section 4 of this report. At this point it is relevant to note that, in addition to a current



annual spend of £19 million on social workers, many of whom deal with CSE cases an additional spend of £2.9 million is committed to child prevention and support services. It is from within this budget that children's specialist services staff in the Hub are funded. In addition, the cost of a specialist purchased placement for a child at risk of CSE can be from £104,000 to £250,000 per year. At any one time there are between 10 – 15 children and young people who require such a specialist placement.

- 2.60 When the CSE Hub was established in 2012, the West Yorkshire Police staffing commitment to the service was 8 Police Officers led by a Sergeant at an annual cost of approximately £505,000. Since that time there have been a number of changes to policing structure in order to more effectively focus resources on CSE and related risks, and to establish a dedicated response to historic CSE concerns. This has resulted in a total deployment of 3 Detective Inspectors, 2 Detective Sergeants, 20 Detective Constables, 5.5 Police Staff, 9.5 Investigation Officers (the latter being funded by resources provided by the Police and Crime Commissioner). This further staffing commitment represents an additional annual staffing cost for police officers and staff focussed on CSE of £1,788,000 in the Bradford District.
- 2.61 Some particularly complex and resource intensive CSE investigations are managed by the Protective Services Division. In recent years a number of investigations into CSE concerns have been managed by this service. The most resource intensive of these investigations has cost almost £4 million to date, whilst the least costly has been approximately £350,000.
- 2.62 **When there are concerns about a child**
When there is a concern that a child or young person is at risk of CSE a professional is required to complete a multi-agency CSE referral and risk assessment form and forward this to the multi-agency CSE Hub. Each morning, representatives of all of the services co-located in or working closely with the Hub meet to discuss all new referrals and to share information and update risk assessments of cases already known to the Hub. A shared assessment of risk is made on each case, which can be rated as low (preventative services to be provided by a single agency), medium (individual and family work to be offered which is likely to involve more than one agency) or high (a child has been abused or is at significant risk of being abused through CSE and requires a multi-agency plan and an active criminal investigation is required). As cases are reviewed the assessment of risk may go up or down.
- 2.63 At present, the Council has a team manager and a social worker located in the Hub. The role of these staff is to ensure that appropriate risk assessments are completed and multi-agency child protection procedures are carried out on children that are referred to the Hub. These staff also ensure appropriate information sharing and joint planning takes place between the Hub and the LA social workers that are allocated to children at risk of CSE. This often involves supporting joint work with children and undertaking, with police colleagues, evidential interviews of child witnesses.



- 2.64 This group of police officers are supported by a police researcher and clerk. Within the District's crime team and specialist teams such as the Homicide and Major Enquiries Team there are considerable numbers of officers focussing specifically on CSE investigations. The police officers within the CSE Hub are also responsible for making enquiries about children who go missing from home or care and for gathering and monitoring information about missing episodes. A detailed report regarding arrangements for children who go missing can be found in section 4.1 of this annual report.
- 2.65 A specialist police officer in the Hub focuses on supporting joint initiatives to disrupt CSE and to develop targeted action to ensure that operators of licensed services and key operators in the night time economy are aware of CSE and taking steps to minimise the risk of their businesses being used by perpetrators to facilitate CSE.
- 2.66 In addition to undertaking regular visits to businesses with relevant colleagues from the Council's Licensing and Environmental Health Services, this officer, with support from other police colleagues, has also worked with 2 businesses to amend practices that caused concern and has developed an arrangement for daily police attendance at locations identified as being potentially associated with CSE, with 25 such locations initially identified.
- 2.67 The Barnardo's Turnaround Service is located at the Hub which works with girls and boys to provide preventative inputs and to work directly with children, alongside partner services. A protocol with the Bradford District Care Trust ensures that an identified, consistent sexual health nurse works with the Hub to support children, either at the Hub, in NHS premises or in the community. BSCB is supporting the development of a business case for the commissioning of a health practitioner to be based as a permanent part of the Hub team, ensuring holistic health assessment, signposting to appropriate services and more effective information sharing across all health trusts. The activity of the Hub is supported by a police analyst and an admin support worker.
- 2.68 Other key partner agencies have a daily or regular presence at the Hub. These include: the Hand in Hand Project (Children's Society), Parents Against Child Exploitation (PACE), BLAST (Bradford & Leeds Against the Sex Trade) and Bradford District Care Trust. Partners from other NHS Trusts, Education Support Services and the Youth Offending Team attend weekly meetings at the Hub.
- 2.69 In common with other children and adults who have been abused or are victims of violent crime, those who have experienced CSE are likely to require on-going therapeutic support to assist them in recovery. BSCB is working with partners in health trusts and the clinical commissioning groups to map current provision against a likely increase in demand. The outcome of this process may be that it is necessary to adjust current commissioning arrangements to ensure that CSE survivors have sufficient priority access to relevant services.
- 2.70 Whilst the focus of this report is on arrangements to safeguard children from sexual exploitation there is significant evidence of some vulnerable adults also being targeted for sexual exploitation. The Adult Safeguarding Board has received reports



about the arrangements for addressing CSE within the District and protocols have been agreed for information sharing between the CSE Hub and the Adult Protection Unit. The Adult Protection Coordinator sits on the BSCB CSE sub group. In addition, an Adult Protection Senior Practitioner attends weekly meetings at the CSE Hub to enhance operational coordination between safeguarding children and adult protection services.

2.71 What is the extent and profile of CSE in our District?

In order to more clearly identify and understand incidence of CSE in the District, the Council has made a significant investment in developing the functionality of the Integrated Children's System to allow children's services staff to "flag" cases of children at risk of CSE, to record information about individuals and premises that may present a risk of CSE in a way that complies with Data Protection requirements and facilitates the production of regular detailed reports about this activity. Prior to April 2014 it was not possible to produce detailed data reports other than by time-consuming manual processes.

2.72 West Yorkshire Police has developed a similar "flagging" system which identifies for all officers and relevant police staff cases where there is a risk of CSE. The NHS "System One" on-line records system is being gradually rolled out nationally. This already provides for enhanced information sharing about child safeguarding matters within and between NHS Trusts. At present this system does not have the facility to "flag" CSE concerns as distinct from other safeguarding concerns. Discussions are currently underway with local Trust officers to establish whether it is possible to put such an arrangement in place.

2.73 Appendix 3 of this report contains a number of tables providing general information about the numbers, ages, gender and ethnic backgrounds of children who have been referred to the CSE Hub since April 2014. This information is broken down into two time periods, April 2014 – March 2015 and from April 2015 until the end of July 2015.

2.74 During the period April 1st 2015 – March 31st 2015, 431 children were referred to the CSE Hub, whilst from April 1st 2015 – July 31st 2015 that number was 185. If the referral trend of the first 4 months of the current reporting year were to be maintained, it can be expected that there will be in excess of 550 referrals to the CSE Hub during 2015 – 16. That would represent an increase in referrals of 29% over the year. Details of the numbers and ages of children referred are contained in table 1 of appendix 3.

2.75 The peak ages for referral to the CSE Hub remain children aged 14 – 15 and children aged 16 – 18. If the trend identified in the first 3 months of this reporting year were to be maintained for 12 months, the largest increase (approximately 50.8%) will be in the 14 – 15 age group.

2.76 Table 2 sets out information regarding the ethnicity of children referred to the CSE Hub during the two time periods being considered. Children of White British ethnicity are the largest group, with children of Asian British (Pakistani) heritage being the second largest group. If the trends noted in the first quarter of the current



reporting year are maintained for 12 months there would be an increase of approximately 16.5% in the numbers of White British heritage children referred to the Hub and of approximately 53.5% in the numbers of Asian British (Pakistani) heritage children referred.

2.77 Table 3 contains information regarding the risk categorisation and ages and gender of children. To maintain confidentiality, some of the lowest value groups have been rounded up to 5. This table demonstrates the continued low representation of males, particularly in the medium and high risk groups. This emphasises the importance of continuing awareness raising and training with colleagues from BLAST regarding the risks, incidence and impact of CSE on boys and young men.

2.78 **Prosecution and Disruption**

The majority of CSE criminal investigations for the Bradford District are managed within the co-located Hub at Sir Henry Mitchell House. However, particularly complex and resource intensive investigations have been managed within the Homicide and Major Enquiries Team (HMET) of West Yorkshire Police and Protective Services Crime Division.

2.79 Operation Kellerabbey is currently HMET managed and currently has 14 men and a 16 year old male charged with numerous offences of rape and unlawful sexual activity against primarily one female child who was aged under 16 at the time. One of the allegations relates to a second victim who was also under 16 at the time of the offence in 2009. These charges have resulted in Court appearances and trials are set for the forthcoming months at Bradford Crown Court.

2.80 Operation Gardia was a Protective Services investigation conducted during 2011/12 against two males in their early 20's who were grooming and committing rape and sexual activity with two female children in their teenage years. As a result of this investigation, the two males were found guilty at trial and sentenced to a combined total of 35 years imprisonment.

2.81 Operation Oakberry was a Protective Services lead investigation in relation to sexual grooming and unlawful sexual activity against a male child in his early teens. Adult males have been charged with a range sexual offences and a number have pleaded guilty and been sentenced at Court. The use of the internet and social networking sites is a particular characteristic of this case. Those convicted of the lesser offences have been sentenced to community based orders. There are a number of trials scheduled for future hearings for other serious offences.

2.82 Operation Dalesway relates to a series of historic CSE investigations within the Bradford District and is resourced by a dedicated team of Detectives and Police Staff investigators working alongside dedicated Social Care staff. These enquires are complex, historic in nature and resource intensive, the likelihood of charges and prosecutions unlikely to be realised until 2017.

2.83 The CSE team based at the Hub is currently undertaking 129 separate investigations. These investigations include situations where there is evidence of CSE and grooming taking place using the internet and social media, as well as



“street grooming”. The markings for CSE related cases have been placed on offences up to April 2014 so accurate recording of these offences can take place. There are currently 183 individuals linked to these offences as a subject of interest or suspect (a suspect could be linked to more than one offence and some offences have more than one suspect shown attached to the crime). Of these 66 are showing as having been arrested. As of the 31st July 2015 17 are showing as charged. Of these 7 have been convicted, 5 were found not guilty and there are 5 on police bail.

2.84 As CSE crimes have only been linked from the 1st April 2014 there may have been various trials and convictions since that date which would have been from previous years (as charging a person and finally getting a conviction in court may take 18 months to 2 years). Considering sexual offences over the last 5 years against a victim who was under 18, there are 178 suspects which have been charged for these offences.

2.85 A review of these charges has been undertaken and there are 56 of these offences which are considered to be of a CSE type. Of the 56 suspects charged for the offences 45 have resulted in convictions. 6 were found not guilty, 2 are on file, 1 was no further action and 2 are still pending trial. The range of sentences are appropriate to the seriousness of the offences and range from Community based sentences to significant terms of imprisonment.

2.86 Examples of recently reported sentencing outcomes are provided below:

- Bradford Crown Court
R vs Miskeen 4/3/2015
Sexual Activity with under 16 female
7 years imprisonment
- Bradford Crown Court
R vs Khan 2/3/2015
Sexual Activity with under 16 female x 3
4.5 years imprisonment
- Bradford Crown Court
R vs Hussain 11/5/2015
Sexual Activity with under 16 female x 3
3.5 years imprisonment
- Bradford Crown Court
R vs Ashton
Attempt to meet following Grooming
12 months Suspended Sentence
24 Supervision Order, MH Requirement, SOPO
- Bradford Crown Court
R vs Hurst
Incitement to Sexual Activity with under 16 female (via Snapchat)
12 months Community Order



12 months Supervision, SOPO imposed

2.87 As described above, a specialist police officer is located in the CSE Hub who is responsible for coordinating and supporting disruptive activity by the Police, Council and other partners.

2.88 Historic Concerns

In this report the terms “historic abuse” and “historic CSE concerns” are used to describe current or recent investigations underway into alleged specific offences relating to CSE that may have occurred more than one year and one day prior to the investigation commencing. The use of this term is not intended to minimise the likely current and continuing impact of abuse on the victim and the victim’s family.

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

2.90 West Yorkshire police and Bradford Council have developed a partnership response to the issue of historic CSE concerns. A specialist team has been established. Currently this consists of a police inspector, two Detective Sergeants, nine Detective Constables, eight civilian investigators, a police analyst, a police researcher, 2 social workers and a council researcher. Staffing levels for this service are being kept under review. The service has clear terms of reference which have been agreed by partner organisations.

2.91 During the period 1/4/2014 – 31/3/2015, 6 investigations into historic concerns of CSE were initiated by this specialist team. Between 1/4/2014 to 31/7/2015 a further 3 investigations commenced. All 9 investigations are still on-going.

3. OTHER CONSIDERATIONS

3.1 There are no other considerations.

4. FINANCIAL & RESOURCE APPRAISAL

4.1 The Council allocated £250,000 of one off resources. This funding has been used to commission the services described in paragraph 2.27 above. Where appropriate these services are continuing, sustained by alternative resources accessed by the voluntary sector.

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. The Council spends £19m on children’s social workers per annum. In addition to spend on social work teams, Children Services currently spends approximately £2.9m on children



prevention and support services. Children Services has made resources available from within existing budgets by allocating a team manager, social workers, community resource worker and an analyst to work within the CSE multi agency Hub.

- 4.3 When looked after children at risk of CSE require specialist provision this is purchased at a weekly cost of £2000 per week for a residential bed (£104,000 a year), rising to £5000 per week (£260,000 per annum) for a secure placement. There are approximately 10-15 young people who require this specialist resource at any given time.
- 4.4 The Council and Bradford Safeguarding Children Board have been successful in securing some additional funding from the West Yorkshire Police and Crime Commissioner to strengthen the District's response to CSE:
- The PCC has provided funding for an additional analyst to focus on CSE and missing children data;
 - The PCC has provided funding for further preventative work in schools which in Bradford will be used to develop and tour a primary school play regarding CSE and related issues of child safety.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 The protection of children and vulnerable adults is the highest priority for the Council and its partners when considering the implications of CSE, as is the provision of services to support those who are victims of this abuse. Failure to protect and provide appropriate services significantly increases the risk to children in the District. It would also lead to significantly reduced public confidence in Bradford Council, West Yorkshire Police and other partners, as has been demonstrated in some other Districts.
- 5.2 Failure to implement the proposed recommendations may increase these risks

6. LEGAL APPRAISAL

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

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

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

7.2 SUSTAINABILITY IMPLICATIONS



None.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

None.

7.4 COMMUNITY SAFETY IMPLICATIONS

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

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

7.5 HUMAN RIGHTS ACT

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

7.6 TRADE UNION

There are no implications for Trade Unions.

7.7 WARD IMPLICATIONS

7.7.1 It is recommended that each Area Committee receives an update report regarding CSE in the next 6 months.

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

None.

8. NOT FOR PUBLICATION DOCUMENTS

None.



9. OPTIONS

- 9.1 To encourage all Elected Members to complete the CSE training which is available and also to encourage Elected Members to attend events to raise awareness of CSE and related safeguarding issues.
- 9.2 To consider if this report should be disseminated to Area Committees to raise awareness and focus Community Leadership to tackle this issue across the district

10. RECOMMENDATIONS

- 10.1 It is recommended that the following actions be taken to support the partnership work to address CSE within the District:
- Request that each Bradford District Area Committee receives a report regarding Child Sexual Exploitation in the course of the next 6 months.
 - Work through the Leeds City Region to ensure a consistent approach to decision-making and implementation regarding private hire licences.
 - Approve the programme of awareness raising, training regarding CSE and monitoring of private hire operators implementation of the standards set out in the letter to operators of 16th June 2015.
 - Encourage Elected Members to complete the CSE on-line training course and to take up opportunities to attend other training and awareness raising events.
 - Request that during the current civic year the Health and Well Being Board receive a report regarding arrangements for therapeutic support for survivors of CSE.
 - In 2016 the Council Executive should receive a further update on the progress of arrangements in the District to safeguard children from Child Sexual Exploitation.

11. APPENDICES

- 11.1 Appendix 1: Report of the Strategic Director of Children's Services to the meeting of the Council Executive held on 13th of January 2015: "Arrangements by the Council and its partners to tackle child sexual exploitation".
- 11.2 Appendix 2: "9 Point Strategic response to CSE".
- 11.3 Appendix 3: Three tables containing data regarding referrals to the CSE Hub.

12. BACKGROUND DOCUMENTS

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



- “Safeguarding children involved in prostitution: supplementary guidance to Working Together to Safeguard Children” (Dept of Health, National Assembly of Wales, Home Office, Department for Education and Employment, 2000) http://webarchive.nationalarchives.gov.uk/+/dh.gov.uk/en/publicationsandstatistics/publications/publicationspolicyandguidance/dh_4006037
- “Tackling child sexual exploitation: action plan” (Dept for Education, 2011) <http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf>
- “The Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013” (“The Jay Report”, August 2014): http://www.rotherham.gov.uk/downloads/file/1407/independent_inquiry_cse_in_rotherham
- “Real Voices Child sexual exploitation in Greater Manchester” An independent report by Ann Coffey, MP. October 2014 <http://anncoffeyp.com/wp-content/uploads/2014/10/Real-Voices-Final.pdf>
- Report of Inspection of Rotherham Metropolitan Borough Council, February 2015. Author: Louise Casey CB. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/401119/46966_Rotherham_Report_PRINT.pdf
- Ofsted Thematic Inspection: “The sexual exploitation of children: it couldn’t happen here, could it?”: (November 2014) <http://www.ofsted.gov.uk/resources/sexualexploitation-of-children-it-couldnt-happen-here-could-it>
- Tackling Child Sexual Exploitation: The Cabinet Office, March 2015 <http://www.bradford-scb.org.uk/cse/documents/Tackling%20CSE.Rotherham%20Response.Feb%202015.pdf>
- Letter from the Chief Social Worker: Tackling Child Sexual Exploitation:- review of assessment and decision making tools. <http://www.bradford-scb.org.uk/cse/documents/CSW%20re%20CSE%20assessment%20and%20decision%20making%20tools.pdf>
- Letter to the Chief Executives of local authorities, Directors of Children’s Services, Police and Crime Commissioners, Local Safeguarding Children’s Boards, Health and Wellbeing Boards and GPs., Home Office, Department of Health, Ministry of Justice and the Department for Communities and Local Government. “Our joint commitment to share information effectively for the protection of children”. http://www.bradford-scb.org.uk/cse/documents/info_sharing_letter5.pdf



Appendix 1

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

AM

Subject:

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

Summary statement:

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

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

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Portfolio:

Children's Services

Overview & Scrutiny Area:

Children's Services



1. SUMMARY

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

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

2. BACKGROUND

2.1 NATIONAL CONTEXT

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

- 2.2 In addition to national guidance and new legislation, the growing appreciation of the need to develop a more sophisticated multi-agency response to CSE was aided by research and enquiries such as the two year national enquiry into CSE by gangs and groups led by Sue Berelowitz, the Deputy Children's Commissioner for England. More recently, the publication of the Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013 ("The Jay Report") has emphasised the importance of strong strategic and political leadership across the public sector and in communities in responding to CSE at a local level.

- 2.3 As a result of the publication of the Jay Report in August 2014 Ofsted announced that it would be undertaking inspections of local responses to CSE in eight local authority areas. The final thematic report: "The sexual exploitation of children: it couldn't happen here, could it?" was published in November 2014. The report considered evidence from 36 inspections of children's services that had already been published and inspections of 38 children's homes, in addition to the eight specific CSE inspections.

- 2.4 This detailed report has produced 25 recommendations for local authorities (LA), partner organisations, LSCBs, national government and Ofsted itself. Overarching themes in the findings and recommendations are: the need for strong strategic leadership; the need to develop effective local performance arrangements (informed by consistent crime recording); the need to prioritise awareness raising; the importance of police and LA using all powers to disrupt and prosecute offenders; and the need to ensure that all missing children have an independent return interview and that intelligence about missing episodes is collated to identify patterns and risks.



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

2.8 LOCAL CONTEXT:

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

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

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

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



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



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

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

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

PREVENTATIVE WORK:

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

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



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



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



2.27 Each of the models described above can be implemented either face to face, through so-called “street grooming”, or the perpetrators can make use of the internet and social media to target and groom the victim. A risk of focusing on one particular model of CSE, or on “street grooming” rather than on-line grooming is that parents or carers may fail to recognise the signs that a child is at risk. In addition, a focus on one model can lead to assumptions about the characteristics of perpetrators, for example in terms of ethnicity or age which may make it easier for abusers not conforming to a particular stereotype to harm children.

STRATEGIC RESPONSE:

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

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

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

2.30 West Yorkshire Police, the five West Yorkshire Directors of Children’s Services and the five West Yorkshire LSCB Chairs have a programme of regular meetings to consider opportunities to cooperate across local authority borders to tackle CSE in the sub region. The West Yorkshire Police and Crime Commissioner (PCC) is also represented at these meetings and is exploring ways to increase joint capacity to safeguard children from CSE and to prosecute perpetrators. As a result of this a number of initiatives, funded by the PCC, are being developed. These include the recruitment of a West Yorkshire CSE Safeguarding Advisor and the recruitment for



each Local Authority area of an officer to act as a Single Point of Contact to ensure the effective sharing of information about CSE, missing children, persons of concern and trafficking intelligence across West Yorkshire and to neighbouring sub regions.

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



accommodation for young people who are vulnerable witnesses if there is a risk that they may abscond or fail to attend at court.

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

WHEN THERE ARE CSE CONCERNS ABOUT A CHILD:

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



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

MANAGEMENT INFORMATION:

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



British, 21 other white backgrounds, 30 Asian 3 black and 13 mixed heritage.

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

2.47 PROSECUTION AND DISRUPTION:

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

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

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

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

2.51 HISTORIC CONCERNS:

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



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

2.53 COUNCIL CSE MOTION:

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

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

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

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

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



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

3. OTHER CONSIDERATIONS

- 3.1 There are no other considerations

4. OPTIONS

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

5. FINANCIAL & RESOURCE APPRAISAL

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

6. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 6.1 The protection of children and vulnerable adults is the highest priority for the



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

6.2 Failure to implement the proposed recommendations may increase these risks

7. LEGAL APPRAISAL

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

8. OTHER IMPLICATIONS

8.1 EQUALITY & DIVERSITY

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

8.2 SUSTAINABILITY IMPLICATIONS

None

8.3 GREENHOUSE GAS EMISSIONS IMPACTS

None

8.4 COMMUNITY SAFETY IMPLICATIONS

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

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

8.5 HUMAN RIGHTS ACT

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



8.6 TRADE UNION

There are no implications for Trade Unions.

8.7 WARD IMPLICATIONS

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

9. NOT FOR PUBLICATION DOCUMENTS

None

10. RECOMMENDATIONS

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

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

11. APPENDICES

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

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



12. BACKGROUND DOCUMENTS

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

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



Appendix 2



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

Introduction:

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

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

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

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

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

- To safeguard and promote the welfare of children and young people who have been, or may be, sexually exploited;
- To successfully prosecute those who perpetrate or facilitate CSE;
- To limit the opportunities for potential perpetrators to abuse children and young people in this way;
- To support families and communities who are dealing with the consequences of CSE;



- To develop preventative services which raise awareness of CSE among children, young people, parents and the communities of the District;
- To develop community resilience to the potentially divisive and damaging impact of CSE on the Bradford District and its constituent communities;
- To offer support and therapeutic services to survivors of CSE;
- To ensure that identified perpetrators receive treatment programmes in order to minimise the chances of re-offending; and
- To ensure that arrangements are in place to undertake any necessary investigations into historic cases of CSE.

BSCB and individual agencies working with children and families are continuously developing procedures, guidance and information about resources for preventative work and direct work to support children and families during and after victimisation through CSE. It is important that professionals working with children and families ensure that they are familiar with this information. We recognise that CSE is a dynamic and changing phenomenon. BSCB need to be vigilant in its response and needs to learn from emerging evidence. We are committed to utilising data and research to inform our response.

Definition of CSE from Government Guidance:

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

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



The Nine Point Response

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

This means that our interventions are intended to:

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

BSCB and its partners listen to and learn from the experiences of children and young people in order to continuously improve services.



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

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

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



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

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

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

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

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



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

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

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



5. **A support network focusing on women and mothers**

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

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

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



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

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

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



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

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

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

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



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

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

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

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

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



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

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

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



Appendix 3

Table 1: Young People Referred to the Hub:

	April 1st 2014 – March 31st 2015	April 1st 2015 – July 31st 2015
Children aged 11 or under:	16	7
Children aged 12 – 13:	73	35
Children aged 14 – 15:	179	90
Children aged 16 – 18:	163	53
Total number of Children:	431	185

Table 2: Ethnicity of Young People referred to the Hub:

	April 1st 2014 – March 31st 2015	April 1st 2015 – July 31st 2015
White British:	273	106
Asian British (Pakistani):	43	22
Asian British (other):	10	2
Black British (African/Caribbean):	4	1
Gypsy or Roma:	24	10
Mixed Heritage: Asian/White:	20	10
Mixed Heritage: Black/White:	7	7
White (Other):	22	9
Other:	2	1
Not recorded:	26	17



Table 3: Risk Categorisation of young people referred to the Hub (1st April 2015 – July 31st 2015:

	July 31st 2015
Low Risk:	80
Number male:	10
Number female:	70
Aged 11 or under:	<5
Aged 12 – 13:	19
Aged 14 – 15:	39
Aged 16 – 18:	18
Medium Risk:	49
Number male:	<5
Number female:	47
Aged 11 or under:	<5
Aged 12 – 13:	6
Aged 14 – 15:	25
Aged 16 – 18:	17
High Risk:	10
Number male:	0
Number female:	10
Aged 11 or under:	0
Aged 12 – 13:	<5
Aged 14 – 15:	6
Aged 16 – 18:	<5
**Other:	46
Number male:	9
Number female:	37
Aged 11 or under:	<5
Aged 12 – 13:	8
Aged 14 – 15:	20
Aged 16 – 18:	16

**Note: Children were risked is recorded as “other” is made up of:

- Children whose risk assessment remained on-going at the time of collecting this data.
- Children who came to the attention of the Hub but normally reside in another LA area which will conduct the risk assessment.
- Children who have been assessed as being at no risk of CSE.

