

Report of the Interim Assistant Director of Children's Services to the meeting of Bradford East Area Committee to be held on 17th March 2016.

Subject:

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An update on arrangements by the Council and its partners to tackle child sexual exploitation.

Summary statement:

Bradford East Area Committee requested an update about activity in relation to child sexual exploitation (CSE), with a particular focus on:

- Dealing with historic cases of CSE;
- Addressing CSE in black and minority ethnic communities;
- The provision of services for children and young people who are at risk of, or who are victims of CSE;
- Forced Marriage Protection Orders and work done to support those affected by Forced Marriage.

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Overview & Scrutiny Area:

Children's Services



1. SUMMARY

- 1.1 Bradford East Area Committee requested an update about activity in relation to child sexual exploitation (CSE), with a particular focus on:
- Dealing with historic cases of CSE;
 - Addressing CSE in black and minority ethnic communities;
 - The provision of services for children and young people who are at risk of, or who are victims of CSE;
 - Forced Marriage Protection Orders and work done to support those affected by Forced Marriage.

In addition, at the November 2015 meeting of the committee, members expressed an interest in receiving further information about CSE preventative work undertaken in the Bradford District.

2. BACKGROUND

2.1 .Context:

The national and local context for the development of CSE services in Bradford is set out in detail in the CSE report presented to the Council Executive in September 2015. Since that report was presented the issue continues to be prominent in news reporting and there have been further national and local events and initiatives that impact on service developments in the Bradford District.

- 2.2 Since the beginning of 2016 there have been high profile convictions and sentences for perpetrators of CSE in Rochdale, Rotherham and Bradford. Other criminal cases are in train in West Yorkshire. Each of these court cases has resulted from recent investigations into patterns of abuse and offending that go back four or more years, and in some cases more than a decade. In addition to bringing horrendous details of abuse and trauma to the attention of the public, each cases demonstrates the historical inadequacies of the responses of agencies charged with protecting young people and bringing perpetrators of abuse to justice.

- 2.3 The recent case concluded in Bradford Crown Court resulted in the sentencing of 12 men to a total of 143 years in prison. Bradford Safeguarding Children Board is conducting a Serious Case Review (SCR) into this case in order to understand the experience of the young person who was targeted and abused, to consider the quality of the services offered to the young person by all agencies and to identify lessons from the case. This review will help all agencies in the District to recognise areas where further improvement is required to ensure that the children and young people of Bradford District are afforded the best possible protection from CSE.



- 2.4 National government departments continue to emphasise that tackling CSE, alongside other forms of child sexual abuse remains a national policy priority. The Department for Education has launched a national consultation on the definition of CSE. There are currently a number of definitions of child sexual exploitation in use by voluntary organisations and statutory agencies. This has led to some confusion and additional challenges for practitioners working with children and families, creating inconsistencies in risk assessment and data collection.
- 2.5 The proposed definition is:
'Child sexual exploitation is a form of child abuse. It occurs where anyone under the age of 18 is persuaded, coerced or forced into sexual activity in exchange for, amongst other things, money, drugs/alcohol, gifts, affection or status. Consent is irrelevant, even where a child may believe they are voluntarily engaging in sexual activity with the person who is exploiting them. Child sexual exploitation does not always involve physical contact and may occur online.'
- 2.6 In addition to launching this revised definition, the Department for Education has announced that there will shortly be further detailed guidance, based on "what works" setting out revised expectations on Local Authorities, Police and other partners on how to deal more effectively with CSE.
- 2.7 In the light of these two national developments and accumulated local experience, Bradford Safeguarding Children Board will review its 9 point strategy for tackling CSE.
- 2.8 A new and additional form of inspection of partnership working was launched in February 2016. The Joint Targeted Area Inspection brings together inspectors from Ofsted, the Care Quality Commission, Her Majesty's Inspectorate of Constabularies and Her Majesty's Inspectorate of Probation, under the leadership of a Social Case HMI. These inspections will look at all partnership work to respond to concerns about a child's welfare. Additionally, each program of inspections will have a "deep dive" theme. The theme for the first program of inspections is: CSE and children missing from home, care and education. A local partnership board has been established with the intention of using multi-agency preparations for inspection as a driver for sustainable improvements in all agencies.
- 2.9 Reviewing the CSE Multi-Agency Hub:**
A multi-agency review of the CSE Hub is under way and is being led by the Interim Assistant Director for Specialist Children's Services. This review is focussing on five areas:
- Models of Intervention: to develop and implement more effective models of therapeutic intervention for work with children at risk of/or are victim of CSE.
 - Structures: to review current arrangements in the Hub, in particular staffing and resources.



- Information Governance: to complete and agree a revised Information Sharing Agreement.
 - Policy, process and procedures: to ensure that the Hub has up to date, clear and detailed multi-agency policy & procedures and multi agency practice guidance.
 - Work with communities: to ensure and develop effective work and engagement with community groups, including prevention and awareness raising.
- 2.10 A review report will be completed by the end of March 2016 and will be submitted to the Bradford Safeguarding Children Board (BSCB) CSE sub group.
- 2.11 CSE Cases Open to the Multi Agency Hub:**
On February 25th 2016 there were 291 children known to the CSE Hub. Of these, 32 were rated as high risk of CSE, 117 medium risk and 141 low risk. 262 of the children were female and 29 male. 187 of these children were identified as being of White British heritage and 104 of Black and minority ethnic heritage (BME). The largest group of BME children were of Asian British or Asian British/dual heritage.
- 2.12 Of the 291 children known to the Hub on February 25th 2016, 71 of those children were usually resident in Bradford East constituency. Of these 71 children, 9 were rated as high risk of CSE, 39 medium risk and 23 low risk. 60 of these children were female. 38 of these children were identified as being of White British heritage and 33 of BME heritage.
- 2.13 A data analyst has been recruited to work in the CSE Hub. This colleague will commence work on March 1st 2016. This post will increase capacity for gathering data from statutory and voluntary partners and producing analytical reports to inform strategic decision making and challenge of partners. In addition the post holder will ensure that information is shared efficiently across local authority boundaries regarding CSE and missing children issues. This post has been funded by the West Yorkshire Police and Crime Commissioner.
- 2.14 Addressing Historic Cases of CSE:**
In October 2014, Bradford Council and West Yorkshire Police set up a joint historic CSE investigative team. This initiative is partly supported with resources from the West Yorkshire Police and Crime Commissioner. The number of staff working in the team has gradually increased and now comprises 9 detectives, 15 investigative officers and 3 social care staff.



- 2.15 There are currently 12 investigations underway into alleged cases of historic CSE, linked to 55 complainants, all of whom are female. Of these 55 complainants, 16 have made formal evidential disclosures and the remainder are being supported and their concerns are being investigated with the intention of securing a formal evidential disclosure in the future.
- 2.16 Of the 55 complainants, 9 self referred to the police or Local Authority, while the remainder were identified through related investigations or were traced through pro-active efforts to identify victims of historic CSE.
- 2.15 To date, 17 suspects have been arrested and remain on police bail. Whilst a number of evidential files are being considered by the Crown Prosecution Service, none have been charged or convicted as yet.
- 2.16 The social care staff embedded in the team provide access to support and therapeutic support services which are offered to all complainants who have come forward.
- 2.17 Addressing CSE in Black and Minority Ethnic Communities:**
A number of reports published nationally (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 and “Unheard Voices”: Sexual Exploitation of Asian Girls and Young Women: published by the Muslim Women’s Network, 2013) have identified obstacles to children from BME communities being recognised by professionals as being at risk of CSE. These reports argue that professionals, particularly those working in large statutory organisations, do not always appreciate and address the barriers in recognising and disclosing a concern that may exist for some children and families in BME communities.
- 2.18 The number of children known to the CSE Hub from BME communities across the District has varied between 36% – 47% between July 2015 and February 2016. The percentage for Bradford East in February was 46%. Whilst there is a gradual increase in the proportion of children who are identified as at risk coming from CSE backgrounds, it is important to recognise that the numbers of children from all ethnicities recognised as at risk of CSE are likely to be an under representation of those who are actually at risk.



- 2.19 It is important that individual agencies ensure that front line staff are equipped to recognise that children are at risk of CSE or other child welfare concerns, regardless of their gender or ethnicity. This is achieved through training, supervision audit and challenge. The current Journey to Excellence programme which includes the roll out of Signs of Safety and a new Early Help model across partner services in Bradford includes a focus on ensuring that gender, ethnicity, and disability are considered from first contact with every child and that professionals are provided with assessment and intervention tools that have been developed to support professionals in recognising the and responding appropriately to unmet needs and risks for children from all communities.
- 2.20 There has been significant work, some initiated by statutory organisations and some by faith and other groups to raise awareness of CSE in BME communities. This has included the provision of speakers and materials for events organised by Sikh, Muslim and Christian faith groups and events targeted at BME women.
- 2.21 BSCB is aware of initiatives from community based organisations that support the 9 Point CSE Strategy for the District and actively seeks opportunities to encourage and support these. The Muslim Women's Council (MWC) has established a project: "Fragile" and secured independent funding to appoint two female workers to work with BME women and girls to raise awareness of safeguarding issues, particularly CSE. These workers will work with individuals and groups to raise awareness of the signs of CSE, to provide a confidential opportunity for women and girls to raise concerns and to support the appropriate reporting of these concerns. BSCB is working with MWC to seek funding for a similar post to work with BME young men and boys to raise awareness, support reporting of concerns and to address attitudes and behaviours that can put young men at risk of either victimisation or of becoming involved in perpetrating CSE.
- 2.22 During the week commencing 14th March there will be a series of events in Keighley addressing CSE and related concerns. This is an initiative of a range of community and faith and BME groups which the Council, BSCB and other partners are supporting.

2.23 Preventative Work

There are a range of school-based preventative resources that are being used across all phases of education and in Pupil Referral Units in Bradford. A report has been prepared regarding the Council Funded, BSCB commissioned tour of "Somebody's Sister, Somebody's Daughter". This has toured Bradford Secondary Schools and some community settings and has been seen by more than 6,200 people. All students who saw the play received pre and post performance lessons using materials specially prepared for the tour. Bradford Youth Service worked with young people and the theatre company to produce attractive information materials and resources for young teachers and young people to use in other settings. Surveys of the students both pre and post performance showed significantly raised awareness of the risks of grooming both on line and in daily life. Students also



demonstrated a significantly increased awareness in how to access help if they have a concern for themselves or a friend. Each performance of the play was attended by colleagues from a range of voluntary sector organisations, Youth Service staff and Safer Schools Officers as well as school based staff. This ensured that if young people wished to talk to someone, there was an appropriately trained and qualified professional available. We are aware of 12 young people who, on the day of a performance sought and received specific services in relation to CSE.

- 2.24 In addition to the tour of the secondary school play, a play for primary school children in transition to secondary schools has recently been written and is being trialled in several Bradford Primary Schools. The outcomes of this pilot will be evaluated with the intention of supporting a wider tour of schools.
- 2.25 The Children's Society is delivering a programme of school based work with both staff and students in schools that are identified through professional and community information as likely to benefit from a further targeted CSE intervention. This is currently taking place in five Bradford secondary schools. Following evaluation, consideration will be given to funding further such interventions in other Bradford schools.
- 2.26 Over the past twelve months the programme of awareness raising, regulatory and enforcement action on risk issues linked to CSE delivered by the Council Licensing Team and West Yorkshire Police has been stepped up and supported by a nationally funded "Night Time Economy Worker". National funding for this worker will expire in March 2016 and efforts are being made to find local funding to make it possible to retain this post.
- 2.27 Between January 2015 and March 2016, 5408 private hire operators and drivers will have received training regarding CSE and other child safeguarding issues. During this period a number of individuals working in the private trade have been suspended due to safeguarding concerns.
- 2.28 West Yorkshire Police, the Council Licensing Team and the Night Time Economy worker work together to deliver a pro-active operation to disrupt CSE perpetrators and locations across the Bradford District. Approximately 20 businesses and locations are receiving additional visits to provide support, raise awareness and gather information for enforcement action. Of these, 5 are in the Bradford East area.
- 2.29 Forced Marriage Protection Orders**
Force marriage protection orders are not directly related to Child Sexual Exploitation.

In Bradford, Forced Marriage Protection Orders are taken out by Bradford Council, West Yorkshire Police and through private solicitors working with domestic violence organisations. When Children's Social Care receives a referral regarding a concern about a possible Force Marriage situation, a strategy discussion undertaken with the police will identify action that needs to be taken and what support the young



person may need. This always involves a discussion with YP, and will ensure safeguarding plan is put in place. The safety of any siblings will also be considered.

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, and additional funding secured from the Police and Crime Commissioner has been used to commission the services described in paragraphs 2.23 – 2.28 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 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 the additional analyst to focus on CSE and missing children data. This post will be filled on March 1st 2016.
- The PCC has provided funding for further preventative work in schools which in Bradford is being 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

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

7.2 SUSTAINABILITY IMPLICATIONS

- 7.2.1 None.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

- 7.3.1 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 of pass porting Police and Crime Commissioner funding to 6 key priorities, including CSE. BSCB is the lead organisation for developing these options in conjunction with the CSP.

7.5 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

- 7.6.1 There are no implications for Trades Unions.



7.7 WARD IMPLICATIONS

- 7.7.1 At the time of writing this report approximately 70 children from Bradford East are receiving CSE services due to being assessed as at low, medium or high risk of CSE.
- 7.7.2 Secondary schools in Bradford East have accessed the drama “Somebody’s Sister, Somebody’s Daughter” and associated resources. Targeted work with staff and students has also been provided to some secondary schools. A play and supporting materials for Primary Schools is currently being piloted and will be made available to schools in Bradford East.
- 7.7.3 West Yorkshire Police and Bradford Council are intervening with a number of businesses and in a number of locations in Bradford East as a result of concerns, some reported by members of the public, about the risk of CSE.

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

None.

8. NOT FOR PUBLICATION DOCUMENTS

- 8.1 None

9. OPTIONS

- 9.1 To encourage all Elected Members to complete the CSE on line training and other appropriate safeguarding training and awareness raising opportunities.
- 9.2 Elected Members are invited to consider if there are community organisations in their wards who wish to access information and materials regarding CSE in order to contribute to awareness raising.

10. RECOMMENDATIONS

- 10.1 Members of the Committee are requested to consider the report.
- 10.2 Members are requested to consider what further enquiries may assist future corporate scrutiny in this area.

11. APPENDICES

- 11.1 None



12. BACKGROUND DOCUMENTS

1. 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>
2. “Unheard Voices – Sexual Exploitation of Asian Girls and Young Women” (Muslim Women’s Network UK, September 2013). http://www.mwnuk.co.uk/go_files/resources/UnheardVoices.pdf

