



**CHILDREN AND FAMILIES OVERVIEW AND SCRUTINY
COMMITTEE**

7 NOVEMBER 2016

**LEICESTERSHIRE COUNTY COUNCIL'S RESPONSE
TO CHILD SEXUAL EXPLOITATION**

**REPORT OF THE DIRECTOR OF
CHILDREN AND FAMILY SERVICES**

Purpose of Report

1. This report is the fifth in a series focusing on the deployment of resources to address child sexual exploitation (CSE). The report sets out progress and performance of the County Council's CSE team since 1st April 2016 (quarters 1 and 2, Q1 and Q2 2016-17) and highlights progress in relation to the development of a Leicester, Leicestershire and Rutland multi-agency CSE team.

Executive Summary

- The County Council's CSE team (LCC CSE team) received 162 referrals in relation to concerns about CSE by the end of Q2 2016-17 compared to 303 during the whole of 2015-16.
- Performance in relation to the completion of return interviews for missing children has significantly improved. 70% of return interviews were recorded as completed in Q2 compared to 40% in Q1.
- The Strategic Partnership Development Fund (SPDF) CSE Project led by the County Council has continued to deliver a number of initiatives and posts. The LCC CSE team has supported the local release of a film highlighting the risks of online CSE, 'Kayleigh's Love Story', developed through the SPDF CSE Project CEASE work stream.
- Progress has been made in relation to the development of a fully integrated Leicester, Leicestershire and Rutland (LLR) multi-agency CSE team. A single Service Manager hosted by the County Council is being recruited to oversee the local authority and health staff within the team. The post is to be funded through the SPDF CSE Project until March 2018.

Policy Framework and Previous Decisions

2. In February 2015, the County Council approved growth of £560k to the budget for Children and Family Services in order to address the emerging challenge of CSE.
3. This step had been taken to begin to address local incidents of CSE and to take account of the growing national concern of the role played by councils and other public bodies following events in Rochdale, Oxfordshire and Rotherham.

Introduction

4. CSE has a national and local prominence. In March 2015 the government elevated CSE to the level of a national threat and set up an independent inquiry (IICSA) to investigate the extent to which institutions have failed to protect children from sexual abuse including CSE.
5. CSE is a local threat evidenced through high profile cases and the Leicestershire Police problem profile that highlights a number of threat and risk areas. CSE is a strategic priority of the County Council, Leicestershire and Rutland Local Safeguarding Children Board (LSCB) and Strategic Partnership Board (SPB).

Background

6. In August 2014 the County Council joined forces with Leicestershire Police to initiate the development of a co-located multi-agency CSE team. The development of a specialist CSE team within the County Council was formalised following the approval of growth in February 2015. Recruitment to the County Council CSE team (LCC CSE team) was completed in July 2016. The team is currently based at Tigers Road police station in South Wigston.
7. Agencies represented in the multi-agency arrangement now include Leicestershire County Council, Leicestershire Police, Health and Rutland County Council as a virtual partner,. Leicester City Council is scheduled to join in November 2016.
8. The aim is to develop an integrated arrangement based on the key principles of information sharing, joint decision-making and coordinated intervention. The objectives are to build local capacity and capability, and to pool resources, powers, procedures and expertise.
9. In order to further bolster the local response two additional measures have been taken. In June 2015 a LLR CSE Coordinator post was appointed, reporting to the County Council's Strategic Lead CSE and Complex Abuse. The post, initially funded by the 2 LSCBs, has responsibility for coordinating partnership activity regarding a number of key priorities in relation to CSE, trafficked and missing children. In October 2015 a joint LSCB partnership bid of £1.23 million aimed at funding CSE provision until April 2018 was endorsed by the SPB. The County Council is leading the Strategic Partnership Development Fund (SPDF) CSE Project arising from the bid on behalf of the partnership. The CSE Coordinator post is now funded through the project until June 2018; the post holder is the nominated project manager.

Current Situation

There are a number of matters arising since the last report presented to Overview and Scrutiny Committee on 5th September 2016:

10. The police are developing a single children and vulnerable adults safeguarding hub, to be based at police offices in Wigston incorporating partners including the LCC CSE team and First Response staff embedded within the Child Abuse Investigation Unit. The plan to move the multi-agency CSE team from Tigers Road to Wigston has been deferred to 21st November 2016 from early October due to logistical and technical issues arising from the significant redevelopment of the existing office space.
11. Partners have agreed to recruit a LLR Service Manager to jointly lead the multi-agency CSE team with the Detective Inspector who leads the police's CSE Investigation Team. The Service Manager will be responsible for line managing staff from the three local authorities and matrix managing the Health staff. The Service Manager will have a key role in overseeing the development of an integrated team. The post is to be funded from the SPDF CSE Project budget until 31st March 2018. The County Council is leading the recruitment process and has agreed to host the post. It is expected that the recruitment process will be completed by January 2017.
12. In advance of recruiting the Service Manager it has been agreed to progress the planned co-location of Leicester City staff into the multi-agency CSE team. Meetings are currently taking place to agree as far as possible a single operating protocol to set how partners will collaborate, building on the current successful model utilised by the LCC CSE team in partnership with Leicestershire Police. It is planned that this work will be completed by the end of October 2016.
13. The capacity and capability of the multi-agency CSE team and by extension the LCC CSE team is due to be significantly bolstered by the recruitment of posts through the SPDF CSE Project. Recruitment is planned to be completed by January 2017.
14. The following posts will be hosted by the police:
 - Intelligence Analyst – will lead on the mapping and identification of victims and offenders, trends, locations and hotspots and direct the work of the CSE Outreach Workers (see 15 below) – due to start on 14th November 2016.
 - Digital Media Investigators – will be utilised to speed up the investigation of offences of on-line CSE by analysing the content of electronic devices. There are interdependencies between this post and the CEASE initiative (see 17 below) that may result in an increase in referrals relating to online grooming and an escalated demand for the investigation of electronic devices – planned start date January 2017.
 - MOSOVO Support Officers – will lead on the prevention and management of offenders – planned start date January 2017.
15. The following posts will be hosted by the local authorities:

- CSE Outreach Workers – will work closely with partnership staff such as Police Community Safety Officers (PCSOs) in suspected or identified hotspot locations, supporting the building of intelligence and delivery of awareness raising in a variety of community settings - planned date start December 2016.
- Parenting Support Coordinator – will be tasked with reviewing, evaluating and embedding within existing services consistent support for parents whose children are at risk of or victims of CSE. In addition a second post has been developed to specifically to roll out a widespread awareness raising campaign for parents about CSE. Local data highlights that a majority of children at risk of CSE reside at home - planned start date January 2017.
- Psychologist – will profile victims and offenders, and support the development of victim care and investigation strategies - planned start date January 2017.

16. A Faith and Community Champion Service, to develop a network of CSE Champions and increase referrals from BME communities, is currently being commissioned from the third sector. In addition to the recruitment of posts a number of SPDF CSE Project work streams initiatives have progressed:

17. C.E.A.S.E. (Commitment to Eradicate Abuse and Sexual Exploitation) – the second phase of CEASE has involved the production of a film about Kayleigh Haywood, together with a 'trailer', following extensive consultation with national experts and local partners. The criminal trial concluded on 28th June 2016. On 30th June 2016 a press conference was held at which the media were shown the full film and given copies of the trailer to publicise/broadcast. The trailer was also uploaded onto the force's Facebook site. The film has been shown to key affected communities, parents and schools supported by the LCC CSE team in partnership with the police resulting in 4 CSE referrals. A wider rollout is underway in schools across LLR. The film has been translated into the 5 most frequently used languages locally and has also been adapted to meet the needs of the hearing impaired. The film is currently touring Leicestershire schools as part of the wider roll out. At the time of this report 34 schools had signed up in relation to 90 screenings. 566 children have viewed the film in Leicestershire. A fact sheet in relation to the risks of online CSE has been sent to parents. The LCC CSE team are providing targeted support to local schools where current CSE concerns have been identified.

18. School Prevention - a programme of school prevention activity is planned during 2016-17 encompassing the roll out of the film, the development of a CSE toolkit for schools and the re-commissioning of Chelsea's Choice to tour in the spring term. The toolkit is aimed to provide a single teaching resource and a consistent approach which can be embedded in the curriculum through subjects such as RSE or PHSE.

19. Warning Zone - During the last two quarters 2,318 children from 64 Leicestershire schools have visited the e-safety zone at Warning Zone.

20. The first phase of the SPDF CSE Project has now been completed. All work streams are initiated or underway. During the next phase the plan is to review and monitor performance information gathered from the various work streams in order to identify benefits, outcomes and evaluate impact.

Data and Performance Information

21. CSE data

Numbers of CSE referrals to the LCC CSE team:

2013-14	2014-15	2015-16	Q1 and Q2 (half yearly total) 2016-17
85	184	303	162

The data shows that in relation to the 162 referrals about CSE concerns (CSE referrals) by the end of Q2 2016-17:

- 83% relate to females, 17% males (2015-16 83% relate to females, 16% males, 1% transgender).
- 7% relate to BME children compared to 14% of BME children within the population in Leicestershire (Ofsted: 2012) – a similar figure to 2015-16.
- The primary models of exploitation remain online CSE and party model where teenagers are lured to a party with the promise of alcohol and drugs. 49% relate to online CSE indicating improved awareness and potentially increased prevalence of this model of exploitation. There is evidence to suggest perpetrators are increasingly using technology to initiate contact with children.
- Increased numbers related to children aged 15 and 16 (52% of the total).
- 62% of referrals relate to children living at home.

22. The number of CSE referrals (162) received during the first two quarters of 2016-17 is higher compared to the corresponding period last year (121 CSE referrals). The quality of referrals has improved and referrals are increasingly more appropriate enabling improved identification of CSE and earlier targeting of response to reduce risk and harm. This improvement can be attributed as an outcome of awareness raising activity undertaken with managers and practitioners following the pilot Joint Targeted Area Inspection in October 2015 including roadshows undertaken by the LCC CSE team and guidance reissued to staff. The increased number and improved quality of referrals suggests that practitioners, particularly in children's social care, are more aware of the early signs of CSE, the expectations and pathway in terms of reporting CSE concerns, and the existence of the specialist CSE team. This can be demonstrated by an increase in the number and percentage of risk assessment tools completed – 31% during 2015-16 compared to 51% during Q1 and Q2 2016-17. In respect of the source of referral it is noted that there has been a reduction in the number of referrals received directly from the Police. The figures are the lowest recorded since Q1 2015-2016. This change can be attributed to an increase in awareness of what constitutes a referral to the LCC CSE team through effective training and raising awareness with the local policing teams, referral desks and PCSOs. There has also been the introduction of a 'Child Vulnerability Referral Form' that prompts officers to think about the risks of CSE for each individual referral rather than making an assumption that CSE may be a factor for that child. The duty service provided by the LCC CSE Team is now being used with greater frequency for

consultation that in turn has had an impact on the number of referrals. It is anticipated that the number will continue to steadily increase into the future.

23. The 162 CSE referrals over the last two quarters have translated into:

- 18% assigned for prevention work by the allocated early help/social worker
- 44 new allocations to the LCC CSE team (27%)
- 15 joint investigations with the police
- 1 successful trial resulting in the prosecution of 1 perpetrator

24. At the time of the report the LCC CSE team has a total caseload of 58 cases, an average caseload of 9 per practitioner. This number falls within the team's policy to allocate no more than 10 cases per practitioner enabling the team to deliver intensive and focused direct work to individual children and respond quickly to incidents.

25. Most of the work of the LCC CSE team involves direct work with individual children. The LCC CSE team is developing a 6 week prevention programme which will be delivered to groups of children, incorporating an innovative board game that highlights risk taking, relationships, grooming, sexual health and online safety; children will also learn about vulnerabilities and well as facts about CSE. The plan is to further develop the resource in conjunction with Warning Zone and pilot the prototype board game with a local school in January 2017.

26. As highlighted in the previous report 2 specialist CSE nurses joined the team in July 2016. Their priorities include increasing the low number of referrals from health professionals. The CSE nurses have already had an impact. Changes have been made to the school nurse health assessment template and school nurse sexual health template to include CSE questions when assessing the health of a child. Meetings have taken place with Emergency Department safeguarding leads and the two largest Urgent Care centres regarding flagging CSE concerns on health records, and ensuring communication of CSE concerns with CSE nurses. Since July 2016 the CSE nurses have provided 26 direct consultations resulting in 4 CSE referrals being made. Health intelligence is now directly available to the LCC CSE team. On one case this ensured the CSE Officer had up to date health information, as concerns were evidenced in the child's record regarding potential pregnancy and risk to an unborn child. Information sharing to frontline health professionals has improved and has resulted in school nurses/LAC nurses being made aware of strategy meetings and review meetings as early as possible improving attendance rates.

Missing children data

27. Performance in relation to the timeliness and completion of Return Interviews for missing children has improved, 70% were completed in Q2 compared to 40% in Q1, and in most cases within the 72-hour timespan identified in statutory guidance. There continues to be a small number of children in care who are frequently reported missing. Sometimes these children go missing on a number of occasions over a short period within the same week; often this result in the Return Interview being

completed after the second or third occasion after they have returned back to placement, impacting on performance. The quality of completed Return Interviews remains variable; there are plans to reissue guidance to staff and managers and to offer further training.

28. The majority of Return Interviews for children in care are undertaken by the allocated social worker. Although in some cases this is the most appropriate course of action, statutory guidance states that children who go missing should be offered an independent Return Interview. Plans are underway to increase the capacity within the Listening and Support Service (LSS) located in Supporting Leicestershire Families. The LSS have specially trained staff who currently undertake the majority of independent Return Interviews, mostly for children living at home. The planned increase in capacity within LSS will enable more children in care to be offered an independent Return Interview and a quicker response time ensuring more Return Interviews are completed within the 72-hour period. Performance in relation to completion rates and timeliness is monitored weekly; an auditing process is being introduced to monitor the quality of the Return Interviews. There is evidence that in some cases the information gathered from good quality Return Interviews has influenced care planning and review decision-making in addition to guiding appropriate safeguarding action.

29. Children in care placed in Leicestershire by other local authorities accounted for 34% of all children who were reported missing in Leicestershire during Q2. This is a concern as often little is known about these children; often first contact is made following a missing report. Although the responsible authority has a duty to inform the host authority, in this case Leicestershire, that a child is placed in their area this is frequently not the case. A letter has previously been sent out to all local authorities outlining the expectation that where appropriate the responsible authority complete a CSE risk assessment tool and benchmark missing risk assessment as per the local protocol and attend meetings where relevant. At present Leicestershire does not automatically offer Return Interviews for children in care placed in the area. It is the responsibility of the responsible authority to make such arrangements (this can include negotiating with the host authority to undertake the Return Interview on their behalf) and notify the host authority and police of the outcome. When a child in these circumstances is reported missing to Leicestershire Police the LCC CSE team makes contact with the responsible authority to make them aware and ask them to complete a Return Interview and send to the multi-agency CSE team for information. Where it is relevant the LCC CSE Team will chair a professionals meetings about a child placed in Leicestershire with the view to formulating a risk management plan for them. Further work needs to be undertaken with responsible authorities to ensure that all the relevant safeguarding and profiling information is available where this is appropriate.

30. Planned Next Steps

- Complete the recruitment of posts through the SPDF CSE Project - by January 2017.
- Scope out the risks of the SPDF CSE Project funding ending in March 2018 – by March 2017.

- Build capacity within the Listening and Support Service to improve the timeliness and quality of Return Interviews for missing children in care – by mid November 2016.
- Re-issue the letter to all local authorities outlining local expectations when a child in care is placed in Leicestershire - by end of October 2016.
- Agree a method and process to review and evaluate the effectiveness and impact of the LLR multi-agency CSE team arrangement – by December 2016.

Resource Implications

31. The resources dedicated to tackling CSE and establish a specialist LCC CSE team are considerable and have been deployed innovatively, and thus far, successfully. However the sufficiency of the resources provided by the County Council and wider partnership will need to be reviewed in the light of the continuing increasing referrals and demand as the true scale, extent and nature of CSE becomes evident. The LLR partnership will need to begin to consider the implications of the SPDF CSE Project funding ending in March 2018 as this funding is linked to the recruitment of a significant number of posts intended to bolster the local response to CSE, including the Service Manager for the multi-agency CSE team and CSE Coordinator. The risk of redundancy costs will need to be factored in to any considerations.
32. Raising the profile of the work of the multi-agency CSE team continues to be a priority so that Leicestershire residents and bodies such as schools can continue to 'spot the signs' and make referrals if they have concerns. A longer-term and sustainable approach will need to be developed in order to manage future demand and reduce the levels of risk and harm; this will include implementing an effective prevention and early intervention strategy.

Background Papers

- Reports to Children and Families Overview and Scrutiny Committee: 5th September 2016 - <http://ow.ly/DzqO305A19s>

Circulation under local issues alert procedure

None

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Equal Opportunities Implications

33. Children at risk of CSE come from families across the demographic profile of the County. The insidious nature of this abuse means that those children are very likely to need a timely response from the County Council and police. In addition, national and local research indicates that concerns about boys and young men are less frequently coming to light that might be expected. Similarly, children from BME communities are less frequently identified. Both of these important areas are addressed in the strategic approach guiding the work of the CSE team.

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