

## **LEICESTERSHIRE SAFER COMMUNITIES STRATEGY BOARD**

**23 February 2017**

### **LSCSB UPDATE: CHILD SEXUAL EXPLOITATION**

#### **1.0 Background**

- 1.1 The previous update report to the LSCSB was presented on 8 June 2016.
- 1.2 This report updates on progress in relation to the development of the Leicester, Leicestershire and Rutland (LLR) multi-agency CSE team and deployment of resources arising from the Strategic Partnership Development Fund (SPDF) CSE Project. The report also outlines a number of other key developments.
- 1.3 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.
- 1.4 CSE is a local threat evidenced through high profile cases and 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).
- 1.5 The CSE Executive Group, comprising of senior leaders from across the partnership, chaired by DCC Roger Bannister, has overall responsibility for ensuring there is a co-ordinated, multi-agency response to CSE. The LLR CSE, Missing and Trafficked Operations Group reports to the CSE Executive Group and is responsible for delivery of the local the strategy and action plan. The associated documents have recently been refreshed, updated and published on the LSCB website.
- 1.6 A key priority has been to establish an integrated sub-regional arrangement involving LLR local authority staff and partners working seamlessly across borders. The subsequent development of the LLR multi-agency CSE team followed on from a local example of strong partnership working and a number of recommendations from government, supported by national evidence based research, suggesting coordination of the response by a co-located specialist multi-agency team to be the most effective model for tackling CSE.
- 1.7 In August 2014 the County Council joined forces with Leicestershire Police. The development of a dedicated CSE team within the County Council was formalised following the approval of growth in February 2015. 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.

- 1.8 During 2015 senior leaders from across the partnership agreed two key principles to strengthen the local response:
- Consolidation of a single LLR approach to tackling the issues of CSE, trafficked and missing children
  - Sharing, pooling and an equitable distribution of resources within a single multi-agency specialist CSE team
- 1.9 Partners agreed that the model operated by the County Council in partnership with the police was working well and any proposed expansion be built on the existing approach.
- 1.10 Agencies represented in the multi-agency arrangement now include Leicestershire County Council, Leicester City Council, Leicestershire Police, NHS and Rutland County Council as a virtual partner.
- 1.11 The co-location of key agencies into a single specialist team has been achieved. 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.

## **2.0 Notable developments and challenges:**

- 2.1 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 SPDF CSE Project on behalf of the partnership with the LLR CSE coordinator as the nominated project manager reporting to the Strategic Lead CSE and Complex Abuse. The work on the SPDF CSE Project commenced in January 2016. The 13 work streams have been progressed using a staggered approach to ensure set up and delivery achieves optimum results. Work streams have been progressed wherever possible according to risk, need and interdependencies.
- 2.2 On 13<sup>th</sup> February 2017 Ofsted published the reports of its inspections of local authority services for children in need of help and protection, children looked after and care leavers in Leicestershire and Rutland. These included the review of the effectiveness of the Leicestershire and Rutland Local Safeguarding Children Board (LRLSCB). Steps undertaken by the partnership to tackle CSE were praised. Ofsted found that work with children at risk of CSE is strong, both strategically and operationally, through both mainstream and dedicated services. Ofsted identified that further work is required to improve the quality and analysis of return home interviews conducted when children have been missing.

- 2.3 A Service Manager has recently been appointed to jointly lead the multi-agency CSE team with the Detective Inspector (DI). The Service Manager will be responsible for line managing staff from the three local authorities and providing matrix management to the NHS staff. The Service Manager will have a key role in overseeing the development of a fully integrated team and managing the benefits and risks associated with the arrangement. The post is funded from the SPDF CSE Project budget until 31<sup>st</sup> March 2018. The County Council has agreed to host the post.
- 2.4 A single operating protocol setting out how partners will collaborate in the team has been agreed. The multi-agency CSE team now numbers over 40 specialist staff and is based in the single children and vulnerable adults safeguarding hub at Wigston Police Station.
- 2.5 The capacity and capability of the multi-agency CSE team has been significantly bolstered by the recruitment of posts through the SPDF CSE Project.
- 2.6 The following posts are hosted by the police:
- CSE Analyst - in post since November 2016 - is leading on the mapping and identification of victims and offenders, trends, locations and hotspots and will help direct the work of the CSE Outreach Workers (2.7 below).
  - Digital Media Investigators - awaiting successful recruitment - 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 (2.8 below) that may result in an increase in referrals relating to online grooming and an escalated demand for the investigation of electronic devices.
  - Management of Sexual/Violent Offenders (MOSOVO) Support Officers - awaiting successful recruitment, agreement has been reached to deploy an existing experienced member of staff - will lead on the prevention and management of offenders.
- 2.7 The following posts are hosted by the local authorities:
- CSE Outreach Workers - in post since January 2017 – are starting to 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.
  - Parenting Support Coordinator - in post since January 2017 - is 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 - the post is due to be advertised imminently. Local data highlights that a majority of children at risk of CSE reside at home.

- Psychologist - in post since 30th January 2017 - will profile victims and offenders, and support the development of victim care and investigation strategies.

2.8 The following post is hosted by the NHS:

- CSE Nurses - in post since July 2016. A number of benefits have already been realised:
  - CSE concerns are now flagged on health records including GPs ensuring communication of CSE concerns with CSE nurses
  - The CSE nurses have provided direct consultations resulting in CSE referrals being made
  - Health intelligence is now directly available within the multi-agency CSE team resulting in improved decision making on cases
  - Information sharing to frontline health professionals has improved – early awareness of CSE strategy meetings has improved attendance rates

2.9 A Faith and Community Champion Service, to develop a network of CSE Champions and increase referrals from Black Minority Ethnic (BME) communities, is currently being commissioned from the third sector. The tender for the service is to be advertised for a second time. Some adjustments have been made to the tender following feedback from interested organisations.

2.10 In addition to the recruitment of posts a number of SPDF CSE Project work streams initiatives have progressed:

C.E.A.S.E. (Commitment to Eradicate Abuse and Sexual Exploitation) – the second phase of CEASE involved the production of a film about the grooming and murder of Kayleigh Haywood, 'Kayleigh's Love Story'. During July 2016 the film was shown to key affected communities, parents and schools supported by the County Council CSE team in partnership with the Safeguarding PCSO team.

A wider rollout is underway in schools across LLR and has resulting in 35 CSE referrals and 20 substantial disclosures. Over 40,000 children have viewed the film in Leicestershire and over 7 million people worldwide. The film has received a number of national awards.

In support of performances a fact sheet in relation to the risks of online CSE has been sent to parents. Targeted support has been provided to local schools where current CSE concerns have been identified.

School Prevention - a programme of school prevention activity is planned during 2016-18 encompassing the roll out of the film, the development of a CSE toolkit for schools and the re-commissioning of Chelsea's Choice. 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. Chelsea's Choice has been commissioned to tour during the autumn. A seminar was held with primary school safeguarding leads on 7 February 2017 marking Safer Internet Day. A new theatrical production aimed at primary school age children was showcased generating significant interest in take up - the plan is that the SPDF CSE Project will lead and manage a roll out of the production to ensure a coordinated approach across LLR.

Warning Zone – it is expected that 2,400 more children will visit Warning Zone this year compared to last year and 400 parents. All visitors will have the opportunity to experience the innovative E-safety Zone.

- 2.11 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.
- 2.12 In February 2017 a revised partner information sharing form was launched aimed at increasing the amount and quality of non-urgent information (soft intelligence) shared by professionals and volunteers to assist with the development of the picture of CSE across LLR. The CSE Coordinator attended the Senior Officer Group (SOG) meeting with Community Safety Partnership leads from across the County to promote the approach and agree wider dissemination and support for implementation. The take up of the form will be monitored by the LLR Operations Group. This partnership information will go direct to the Force Intelligence Bureau (FIB) for assessment, grading and linking with other sources of information which the CSE Analyst will then access.
- 2.13 In addition, a monthly multi-agency forum has been established to utilise this and other sources of information to map, profile and build intelligence about locations, people and activities. The meeting will agree targeted interventions and tactical responses including the deployment of work streams such as the CSE Outreach Service, Specialist CSE Nurses and Faith and Communities CSE Champion Service to, for example, a particular location. It is planned that partners and agencies will support the process by using their resources, powers and alternative disruption measures.
- 2.14 The CSE Coordinator is continuing to work with partners to develop the partnership data set. The dataset is produced quarterly for the CSE, Missing and Trafficked Operations Group. Currently this is primarily local authority data on the numbers and profile of referrals including locations and incorporates some analysis. Although limited, a number of patterns and trends are emerging as highlighted below.
- 2.15 Evidence has not yet emerged from the data or from individual cases about the involvement of or link to Serious and Organised Crime (SOC) groups to CSE; however there is some evidence involving children at risk of CSE where links to drug and fraud crime has been identified. Although an improving

picture, there is still limited information available about the profile of suspects and perpetrators and whether they have links to SOC. The refresh of the local police problem profile is underway and there are plans to integrate partner data and information.

## Performance Information

### CSE

2.16 Numbers of CSE referrals (Leicestershire County Council.):

2013-14	2014-15	2015-16	Q1-Q3 2016-17
85	184	303	227

Of the 227 referrals during Q1-Q3 about CSE concerns (CSE referrals):

- 189 referrals (83%) relate to females, 38 (17%) males – similar figures to 2015-16
- 37 referrals (8%) (*where ethnicity recorded - in 21 referrals ethnicity was not recorded*) relate to BME children compared to 14% of BME children population in Leicestershire (Census: 2011) – similar figures to 2015-16
- 108 referrals (48%) relate to children aged 15 and 16; 21 (9%) referrals relate to children 12 or under – similar figures to 2015-16
- 155 referrals (62%) relate to children living at home – similar figures to 2015-16
- 124 referrals (55%) feature online CSE as a model of exploitation – an increase since 2015-16 when the year-end figure was 26%

2.17 55% of CSE referrals related 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.

2.18 There is emerging evidence that the profile of referrals is changing with an overall reduction in the level of risk and harm. Further research needs to be undertaken but the trend suggests a successful outcome of the local strategy; awareness and prevention initiatives are having the desired impact and children at risk and victims of CSE are being identified earlier.

2.19 Where grooming and abuse is identified there is evidence that more cases are resulting in effective safeguarding action, joint investigations, police enforcement activity and prosecutions. As stated earlier in the report the data set to support the case evidence is subject to development.

### Missing children

2.20 The police are undertaking a review of their approach to missing children in consultation with partners. Local cases involving children in care has

demonstrated that for some cases both the single agency and multi-agency response has been less than effective in reducing the risk of harm and the frequency of missing reports. It is acknowledged that the current approach needs a whole system review and consideration needs to be given to developing a refreshed approach to the highest risk cases. Significant improvements have been made to the completion and timeliness of return home interviews; work is currently being undertaken to ensure the quality, collation and analysis improves.

- 2.21 Children in care placed in Leicestershire by other local authorities accounted for 39% of all children who were reported missing in Leicestershire during Quarter 3. This remains a concern as often little is known about these children; often first contact is made following a missing report and many are identified to be at risk of CSE. 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. 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.

### **3.0 Future Plans**

- 3.1 The following steps are planned to be completed in the next 6 months:
- 3.2 Refine the tactical processes supporting the development of operational intelligence - DCI Safeguarding Children and County Strategic Lead CSE and Complex Abuse.
- 3.3 Improve the quality and analysis of return home interviews conducted when children have been missing – County Strategic Lead CSE and Complex Abuse.
- 3.4 In relation to the SPDF CSE Project the CSE Coordinator is working in conjunction with the Office of the Police and Crime Commissioner (OPCC) to:
- Monitor work stream performance
  - Demonstrate project benefits, outcomes and added value
  - Undertake a midway project evaluation
  - Undertake an end of project risk assessment
  - Develop business cases for continuation of initiatives/posts
  - Identify future opportunities aligned to SPB/PCC priorities
- 3.5 It has been agreed that CSE will feature as a strategic priority within the development of a single Leicestershire Children and Young People's Plan.

3.6 The CSE Executive Group plans to develop a longer term vision and an exit plan following the ending of the current SPDF CSE Project funding in April 2018.

#### **4.0 Key issues for partnership working or affecting partners**

4.1 The possible risks associated with the developing LLR operational arrangements include:

- The underlying differences in the wider operating models in the respective local authorities could impact on operational effectiveness of the multi-agency CSE team and the development of a wider single operational approach;
- Working across multiple IT systems could hinder effective collaboration;
- Variances in the underlying infrastructure of partner agencies including IT, also HR issues such as terms and conditions, and budget and finance;
- Lack of a long-term vision for future collaboration.

4.2 It is planned that the arrangement will be:

- Subject to review and external evaluation
  - The benefits for joint working will be assessed
  - The sustainability of the current approach will be reviewed

4.3 The resources dedicated to tackling CSE are considerable, have been deployed innovatively, and thus far, successfully. However the sufficiency of these resources will need to be subject to ongoing review in the light of the continuing increasing referrals and demand as the true scale, extent and nature of CSE becomes evident. A longer-term and sustainable approach will need to be developed in order to manage future demand and continue to reduce the levels of risk and harm; this will include ensuring the implementation of an effective prevention and early intervention strategy.

#### **5.0 Recommendations for the Board**

1. Note the contents of the report.

#### **6.0 Officer to contact:**

##### **Victor Cook**

Strategic Lead CSE and Complex Abuse

Children and Family Services

Leicestershire County Council

Tel 0116 305 7409

Email: [Victor.Cook@leics.gov.uk](mailto:Victor.Cook@leics.gov.uk)