

Child Sexual Exploitation

A briefing for colleagues working with children and young people in Nottingham - January 2015

In the wake of the Alexis Jay Independent Inquiry into Child Sexual Exploitation all of our minds are sharply focused on the lessons being learnt. We are determined to ensure that Nottingham will not succumb to similar failings. Please share this briefing with colleagues working with children & young people.

What is Child Sexual Exploitation?

CSE is different from 'traditional' forms of child abuse. The current Local Authority mechanisms for statutory child protection were originally designed to protect children from abuse and neglect inflicted by family members in their home environment. The work of child protection services has also been extended to tackle individual perpetrators amidst our communities and perpetrators who have managed to manipulate access to vulnerable children through working for schools, community groups or even children's residential care services.

CSE is a form of abuse in which children are sexually exploited. The nationally agreed definition of CSE is:

- sexual exploitation of children and young people under 18 involving exploitative situations, contexts and relationships where the young person (or third person/s) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/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 images on the internet/mobile phones.

CSE can be highly organised and committed by lone perpetrators or operate across groups of dangerous adults. Groups or gangs of dangerous adults can be working together as an organised criminal network, with the purpose of grooming children in order to abuse them and make money from their abuse by others. The COFFEY report (Nov 14 post Rochdale) identified 15% CSE cases were perpetrated by groups/gangs, and individual offenders were responsible for 85% of offences. These ratios are also supported by figures from Greater Manchester Police last year.

Violence, coercion and intimidation are commonly linked to CSE. Involvement in exploitative relationships is characterised by the child's or young person's limited availability of choice, as a result of their social, economic or emotional vulnerability. A common feature of CSE can be that the child or young person does not recognise the coercive nature of the relationship with perpetrators and may not see themselves, at least initially, as a victim of exploitation.

The children who are most at risk of being targeted by CSE perpetrators are children who:

- are frequently 'missing' from school, home or residential care
- are vulnerable due living in neglectful households
- have been separated or trafficked
- are unaccompanied and seeking asylum
- are living in residential care.

When taking into account the complex and devious nature of serious, organised criminals, it is clear that addressing CSE requires a broader, cross-agency response. Sometimes the perpetrators are organised through criminal networks which have been established for other elements of criminality such as drug dealing, money laundering or intimidation.

To disrupt the activities of serious, organised criminals new mechanisms are needed including a national approach for local authorities, the Police and other partners to co-ordinate all intelligence relating to their prevention, protection and prosecution activities.

What reports have been published?



1. Professor Alexis Jay

In August 2014 Alexis Jay published her Independent Inquiry into Child Sexual Exploitation in Rotherham which outlines the key issues relating to CSE between 1997 and 2013.



2. Ofsted

On 19th November 2014 Ofsted's Chief Inspector, Sir Michael Wilshaw, published "The sexual exploitation of children: it couldn't happen here, could it?" which outlines how well local authorities and partners are working to prevent child sexual exploitation.

See Appendices for the recommendations made in both of these reports

What are we doing in Nottingham to protect our children?

Below are six themes which outline the action being taken and the names of professional key contacts. The contact details of the professionals named below are attached in Appendix 1.

1. Getting the right partners on board

Measures had been put in place to protect Nottingham children well before the Alexis Jay Inquiry came to public attention. As an early intervention City, Nottingham had already joined forces with Nottinghamshire County Council to pull together all of the relevant agencies into a Child Sexual Exploitation Cross Authority Group (CSECAG) which is chaired by the Nottinghamshire Police CSE lead, Detective Inspector, Martin Hillier.

CSECAG brings agencies together to co-ordinate a joined up approach dedicated to tackling CSE. The CSECAG is a sub-group of the independently chaired Nottingham City Safeguarding Children Board and the Nottinghamshire County Safeguarding Board.

2. Working with Ofsted

In April 2014 Nottingham City Council had an inspection of services for children in need of help and protection; children looked after and care leavers. The inspection found no areas for immediate action, with all of the cases inspected deemed to be safe. The Ofsted report said: "There are no widespread or serious failures that create or leave children being harmed or at risk of harm. The welfare of looked after children is safeguarded and promoted." Specifically about CSE Ofsted said: "Children who go missing from home and/or education, and those at risk of sexual exploitation are identified and tracked, to ensure that they receive appropriate services to reduce risks."

3. Engaging with young people

3a. Early intervention through schools

Nottingham and its Safeguarding Board have commissioned a theatre group to deliver sessions in schools to raise awareness of CSE. The theatre group has also performed specifically for children in care. The productions engage young people to ensure they know how to protect themselves and also give them the skills to identify if their classmates and friends could be at risk.

The GREAT Project works in schools to build children's self-esteem and teach them about healthy relationships. If children value themselves they are more likely to have the confidence to find their voice and speak out about a destructive relationship with an adult.

3b. Children in internal residential care

Volunteers with relevant professional backgrounds are dedicating time to build the self-esteem of girls in residential care through the Magdalena Project. Offering a strong female role model, young women are supported in self-care with time and compassion, learning to value themselves.

3c. Targeted action through the NSPCC

In Nottingham we are working with the NSPCC through the Protect and Respect Initiative, which works with children and young people from age 11 to 19 who are vulnerable to, or have been a victim of, CSE.

The service works on three levels:

- Protection – educating young people about keeping safe.
- Risk reduction – for when we're really worried about a young person being at risk.
- Recovery – for young people who have been hurt but are now in a safe place and need to make sense of what's happened.

3d. Missing children

A dedicated team, based with Duty in Loxley House, oversee the frequency of incidents and return interviews; using a return interview tool which highlights the risk of CSE. Regular meetings are held to look at the vulnerability of young people missing in relation to the close link with CSE. An additional Family Support Worker has been seconded to this team to help ensure that children have a timely visit if they have been missing. In addition, each residential home operates a rota to visit children at other homes if they have been missing in case they have urgent concerns and need immediate protection.

4. Safeguarding across our workforce

4a. Good practice guidance for workers

The entire multi-agency workforce has access to specific practice guidance on CSE amongst other themes available on the City Council's website <http://www.nottinghamcity.gov.uk/article/23729/Safeguarding-Children-Procedures-and-Practice-Guidance-Documents>.

These guidance documents give our practitioners on the front line of services the direction they need to most effectively assess and support victims and also catch and prosecute offenders. The Social Care lead for CSE is Caroline Riley. The Children in Care lead for CSE is Sharon Clarke.

4b. Workforce training

Whole sections of the children's workforce including Social Care, Residential Care, Police, Schools and Priority Families Practitioners, have been trained to identify the early signs of CSE. The training will enable colleagues to spot the indications of unusual or inappropriate behaviour and intervene early to protect children at risk.

4c. Dedicated Police support

Nottingham has a dedicated Police Officer, PC 1224 Sam Flint, who works exclusively with Children in Care. PC Flint is one of the main co-ordinators of the city-wide CSE Concerns Network Forum which gives all practitioners in the workforce the opportunity to get advice and discuss potential CSE risks with experts to agree the action to take.

4d. The Young People's Panel

Nottingham has a Young People's Panel to support children who are causing concerns in their neighbourhoods. The purpose of the Panel is to ensure the consistent identification of children and young people (and associated adults in family and peer friendship groups) who are either not responding to single-agency involvement, or would benefit from co-ordinated multi-agency interventions. The Panel will ensure that where there are concerns of possible sexual exploitation, the young people will be referred to the CSE Concerns Network Forum through PC Flint.

4e. Challenging and managing effectively

Although Rotherham's Safeguarding Board had appropriate policies and procedures in place these were not implemented successfully and the Board did not monitor the effectiveness or hold services to account. This is not the case in Nottingham with a proactive Independent Safeguarding Board Chair and CSE group (CSECAG) overseeing much of the work in this briefing.

Nottingham City Council is introducing themed fortnights for Social Care staff on issues such as record keeping which were identified as requiring improvement during the inspection. These events will raise awareness amongst colleagues of good practice and if improvements are not made challenge work will be undertaken by managers via supervision meetings.

The Corporate Director, Directors and Heads of Service will be conducting quality assurance dip tests of supervisions, performance appraisals and case files to ensure they are of sufficient standard and provide challenge to improve where needed.

4f. Regular profiling with Senior Management

In 2013 the City developed a profiling tool for children in care who were considered to be at risk of self-harm, missing or CSE. This is a self-serve tool for the workforce to assess and communicate the risks for the most vulnerable children in care and for senior managers across key agencies to meet and oversee robust plans to reduce the risks. The Profiling Meetings are chaired by Alison Wakefield, Service Manager at Nottingham City Council, and have been extended to include a dedicated section for both children in care and at home who are at risk of CSE. The NSPCC attend this meeting to ensure swift allocation and support for vulnerable children.

4g. Creating more capacity

Capacity within the workforce is one of the issues currently being addressed. Recruitment is underway for additional Independent Reviewing Officers (IROs). This will create more workforce capacity to ensure that IROs are more able to follow up the challenges they raise in relation to a young person's case.

4h. Youth Offending Team

A dedicated lead in the YOT, Racheal Osborne, oversees the work with children who sexually harm others and those young people who are at risk of CSE. Bridging these two groups Racheal engages with CSECAG and links to the senior YOT representative, Shelley Nichols, on the Profiling Group.

- 1 The YOT Education, Training and Employment Specialist and CSE Lead obtain regular information on all young people who will be home tutored and YOT will track these young people and cross reference with Police information.
- 2 A YOT case manager, CSE lead, also attends and feeds back from the multi-agency Concerns Network Forum to the wider YOT workforce.
- 3 The Assessment of Sexual Harm Arrangements Panel is a YOT chaired panel comprised of CAMHS, Social Care and the Police. The Panel assesses and devises Intervention Plans for all young people who exhibit sexually harmful behaviour. The Panel has the potential to contribute to tackling CSE in the longer term given research indicates two thirds of perpetrators of CSE have exhibited sexually harmful behaviour pre 13 years of age. The ASHA Panel now screens all cases for such indicators.

5. Raising public awareness

Newsletters across the City Council and all schools have raised awareness of the Alexis Jay Inquiry. The articles included information on 'what to do if you are concerned about a child' and also 'what to do if you think your concerns have not been appropriately listened to'.

Guidance for the public on what they should do if they are concerned about a child is available on the City Council website – just Google 'child abuse Nottingham' - and has recently been published in the Arrow Magazine to all households in the City.

Training and awareness campaigns are being refreshed to target people who may come into contact with young people at risk, for example taxi drivers who may witness inappropriate behaviours or hotel receptionists who may have concerns regarding hotel users.

6. Disrupting criminal activity & protecting children at immediate risk

6a. Tackling dangerous adults linked to CSE

Over the last three years we have actively disrupted any groups of adults suspected of being involved in CSE and we have a live investigation active into one of those groups. The focus of work however is on disruption before abuse occurs to ensure that children in Nottingham are protected.

6b. Child abduction warning notices (CAWN)

Police can issue notices to specific adults in relation to children perceived to be at risk from that adult. The notices are issued by the Police, authorised by an Inspector or above, and prohibit the adult from contact (direct or online) with the child. The notices very clearly place responsibility for actively avoiding all contact with the child, even if approached, with the adult. If breached, the Police can arrest the adult for child abduction and whilst most adults have complied with these notices, one local adult was sentenced to custody for breach. A breach can carry up to seven years imprisonment so they are a good deterrent.

6c. Using intelligence

The City wide Concerns Network Forum provides an opportunity for all agencies and children in the City to report early indicators and isolated pieces of information, no matter how small, about worrying or unusual behaviour by adults where they suspect their motive.

The Police research, organise and share this information. Once collated, this information can help to identify dangerous households and children at risk. This is an innovative local partnership dedicated to disrupting criminal activity at an early stage and protecting children.

Most recently our local leads have arranged to share their information with the Regional Crime Unit and this information will contribute to a national intelligence picture.

Where there are immediate and established concerns for children, colleagues from Social Care work closely with the Police Sexual Exploitation Investigation Unit to investigate the concerns with the aim of protecting the children and seeking prosecution of the adults.

What next in Nottingham?

1. Acting on the recommendations of recent reports

In Nottingham we are currently scrutinising our practice against the recommendations of the Alexis Jay report and the recent Ofsted report – see the Appendices. A breakdown of the recommendations of the reports have been shared with all partners, including Social Care staff, Nottingham City Safeguarding Children Board and its sub-groups, and the Police to ensure a multi-agency approach.

For each recommendation all agencies will record:

- the measures which they have already put in place

- the action which is currently underway and
- what further action is required to ensure each recommendation is robustly addressed.

Following this a full plan will be shared with relevant senior officers for quality assurance. The actions identified will be reported back to the CSE Sub-group and the Safeguarding Children Board to ensure the actions are being progressed and there is sufficient monitoring, oversight and challenge.

2. Working with the voluntary and community sector

Nottingham is working with Prostitute Outreach Workers (POWs) as they deliver a new education programme, RAISE, to prevent young adults from being compelled or manipulated into a life of prostitution.

Women's groups and voluntary organisations came together in December 2014 with CSESAG and the City Social Care workforce for a large community engagement event aimed at discussing CSE and listening to the insights of these specialist groups.

3. Inviting a national policing Peer Review:

In Nottinghamshire we have been working with the College of Policing to take part in an independent peer review of our partnership approach to tackling CSE across the City, County and the Police. The national body will work alongside their partners in safeguarding to conduct the review, something which they are also undertaking in South Yorkshire and Leicestershire. The results will provide us with a valuable opportunity to obtain the insights of national peers, identify areas of improvement and share good practice.

What can I do to support the fight against CSE?

- If you believe that a child is at immediate risk and in need of protection then you should call the Police on **999** immediately. Alternatively, if you feel the child is a risk of abuse or neglect, but not in immediate need of protection, you should call the Police on **101**.
- Children's Social Care at Nottingham City Council can be contacted on **0115 876 5600**.
- If you do not feel comfortable speaking to the Police or Social Care you can phone the Free NSPCC Confidential Helpline on **0808 800 5000**.
- You can also report crimes anonymously through Crime Stoppers on **0800 555 111**.

More support and information is available on the Nottingham City Council website here:

<http://www.nottinghamcity.gov.uk/article/23726/Are-you-worried-about-a-childs-well-being> or simply Google 'child abuse Nottingham' and this page will appear as a top result.

If you are worried about any of our children or young people, **and you do not feel your concerns are being listened to or acted upon**, please ensure you report this to Helen Blackman, Director of Children's Social Care, or to Alison Michalska, Corporate Director for Children and Adults, and they will personally follow it up. Their contact details are in Appendix 1.

Thank you for your support.

Appendix 1: Key Leads & useful contacts

Helen Blackman, Director of Children's Social Care, Nottingham City Council:

helen.blackman@nottinghamcity.gov.uk Tel: 0115 8764710

Alison Michalska, Corporate Director of Children & Adults, Nottingham City Council:

alison.michalska@nottinghamcity.gov.uk Tel: 0115 8763332

The CSE lead for Nottinghamshire Police is Detective Inspector Martin Hillier.

martin.hillier@nottinghamshire.pnn.police.uk Tel: 101 Ext: 817 4090

The lead for the CSE Concerns Network is PC 1224 Sam Flint. Sam is also the dedicated Children in Care Police Officer sam.flint@nottinghamshire.pnn.police.uk Tel: 07711443797

The CSE lead for Social Care is Caroline Riley, Service Manager, Nottingham City Council

caroline.riley@nottinghamcity.gov.uk Tel: 0115 876 64147

The CSE lead for Children in Care is Sharon Clarke, Service Manager, Nottingham City Council

sharon.clarke@nottinghamcity.gov.uk Tel: 0115 876 5032

The CSE lead for the Youth Offending Team is Racheal Osborne, Practice Specialist, Nottingham City Council

racheal.osborne@nottinghamcity.gov.uk Tel: 0115 876 1203

The lead for the Profiling Meetings is Alison Wakefield, Service Manager, Nottingham City Council

alison.wakefield@nottinghamcity.gov.uk Tel: 0115 876 4528

The Missing Children's Workers can be contacted through Andrew High, Senior Practitioner, Nottingham City Council andrew.high@nottinghamcity.gov.uk Tel: 0115 876 4842

Information about the GREAT project in schools can be found here:

<http://www.equation.org.uk/the-great-project/>

Information about the NSPCC Protect & Respect work can be found here:

<http://www.nspcc.org.uk/fighting-for-childhood/our-services/services-for-children-and-families/protect-and-respect/>

Appendix 2: Findings from the Alexis Jay report

Below are recommendations from the report by Prof Alexis Jay, Independent Inquiry into Child Sexual Exploitation in Rotherham (1997 – 2013) published on the 26th August 2014.

A. Risk Assessment

- **Recommendation 1:** Senior managers should ensure that there are up-to-date risk assessments on all children affected by CSE. These should be of consistently high quality and clearly recorded on the child's file.
- **Recommendation 2:** The numeric scoring tool should be kept under review. Professional judgements about risk should be clearly recorded where these are not adequately captured by the numeric tool.

B. Looked After Children

- **Recommendation 3:** Managers should develop a more strategic approach to protecting looked after children who are sexually exploited. This must include the use of out-of-area placements. The Borough should work with other authorities to minimise the risks of sexual exploitation to all children, including those living in placements where they may become exposed to CSE. The strategy should include improved arrangements for supporting children in out-of-area placements when they require leaving care services.

C. Outreach and Accessibility

- **Recommendation 4:** The Council should make every effort to make help reach out to victims of CSE who are not yet in touch with services. In particular, it should make every effort to restore open access and outreach work with children affected by CSE to the level previously provided by Risky Business.

D. Joint CSE Team

- **Recommendation 5:** The remit and responsibilities of the joint CSE team should be urgently decided and communicated to all concerned in a way that leaves no room for doubt.
- **Recommendation 6:** Agencies should commit to introducing a single manager for the multi-agency CSE team. This should be implemented as quickly as possible.
- **Recommendation 7:** The Council, together with the Police, should review the social care resources available to the CSE team, and make sure these are consistent with the need and demand for services.

E. Collaboration with CYPS

- **Recommendation 8:** Wider children's social care, the CSE team and integrated youth and support services should work better together to ensure that children affected by CSE are well supported and offered an appropriate range of preventive services.

F. Ongoing work with victims

- **Recommendation 9:** All services should recognise that once a child is affected by CSE, he or she is likely to require support and therapeutic intervention for an extended period of time. Children should not be offered short-term intervention only, and cases should not be closed prematurely.

G. Post abuse support

- **Recommendation 10:** The Safeguarding Board, through the CSE Sub-group, should work with local agencies, including health, to secure the delivery of post-abuse support services.

H. Quality Assurance

- **Recommendation 11:** All agencies should continue to resource, and strengthen, the quality assurance work currently underway under the auspices of the Safeguarding Board.

I. Minority Ethnic Communities

- **Recommendation 12:** There should be more direct and more frequent engagement by the Council and also the Safeguarding Board with women and men from minority ethnic communities on the issue of CSE and other forms of abuse.
- **Recommendation 13:** The Safeguarding Board should address the under-reporting of sexual exploitation and abuse in minority ethnic communities.

J. The issue of race

- **Recommendation 14:** The issue of race should be tackled as an absolute priority if it is a significant factor in the criminal activity of organised child sexual abuse in the Borough.

K. Serious Case Reviews

- **Recommendation 15:** We recommend to the Department for Education that the guiding principle on redactions in Serious Case Reviews must be that the welfare of any children involved is paramount.

Appendix 3: Findings from the Ofsted report

Below are findings and recommendations from the Ofsted report “The sexual exploitation of children: it couldn't happen here, could it?” published on the 19th November 2014.

The report was commissioned by Ofsted's Chief Inspector, Sir Michael Wilshaw, to build a clearer picture of how well local authorities and partners are working to prevent child sexual exploitation in their area, to offer protection to its victims, and to pursue and prosecute its abusers.

Inspectors found that local arrangements to tackle sexual exploitation are often underdeveloped, and leadership frequently lacking. Some areas have only begun to address the issue strategically within the last 12 months, despite statutory guidance being issued more than five years ago.

The report's findings include:

- Inconsistency in the quality of care planning for young people, leaving some exposed to the risk of sexual exploitation
- The way data is collected by many police forces is of limited value because it does not effectively collate crime and prosecutions that are specifically linked to child sexual exploitation
- Training in identifying the warning signs of exploitation was of good quality - but was reaching an insufficient number of professionals
- Many local authorities are still failing to provide good support to children in care who go missing once they have returned, nor are they effectively making the connection between child sexual exploitation and children who are missing from school
 1. It is acknowledged there is an issue with numbers who are home educated/not on roll (see YOT section for action the YOT is taking to address this)
Sources: The Ofsted 2010 Survey 'Children missing from School' and 'Pupils missing out on Education' 2013 – Michael Wilshaw.
- Several local authorities have developed specific campaigns to raise awareness of child sexual exploitation - which are being delivered well, particularly through schools
- All authorities had taken some steps to increase wider community awareness of child sexual exploitation, including engagement with faith and community leaders, but these approaches have tended to be ad hoc and reactive.

The Ofsted report recommends:

- Local authorities and partners should develop and publish a child sexual exploitation action plan that fully reflects the 2009 statutory guidance as a matter of priority
- Authorities and partners must ensure that information and intelligence is shared proactively across the partnership to improve the protection of children and increase the rate of prosecutions
- LSCBs should ensure that the local authority and its partners have a comprehensive action plan in place to tackle child sexual exploitation, and hold partners to account for the urgency and priority they give to their collective and individual contributions
- Local authorities must ensure that managers oversee all individual child sexual exploitation cases, and make sure that plans are progressing appropriately
- Local authorities must make sure that every child returning from a missing episode is given a return interview. Information obtained from the interviews should be used to inform and improve future operational and strategic activity
- Authorities and their partners should make sure that local strategies and plans are informed by the opinions and experiences of those who have been at risk of or have suffered from child sexual exploitation
- The Government should review and update the 2009 supplementary guidance so that it reflects recent research, good practice and findings from child sexual exploitation reviews and criminal investigations.