

5 November 2012

**Agenda Item: 4****REPORT OF THE GROUP MANAGER, SAFEGUARDING AND  
INDEPENDENT REVIEW****CHILD SEXUAL EXPLOITATION ACTION PLAN****Purpose of the Report**

1. The purpose of the report is to inform Members of current national and local developments in relation to Child Sexual Exploitation (CSE).

**Information and Advice**

2. CSE is a high profile political and media issue driven by a number of key players including the voluntary sector, in particular with the work of Barnardos and The Children's Society. There have been a number of high profile media stories detailing CSE cases in different authorities, more recently in Rochdale where a Safeguarding Children Board report highlighted a number of failings by agencies.
3. There is existing national statutory guidance '*Safeguarding Children and Young People from Sexual Exploitation*' issued in 2009 as supplementary guidance to '*Working Together to Safeguard Children*'. This guidance sets out how organisations and individuals should work together to safeguard and promote the welfare of children and young people from sexual exploitation and forms the basis for current multi-agency practice in this respect. In order to further promote and strengthen agencies' responses to CSE, and to drive progress, in December 2011 the DfE published '*Tackling Child Sexual Exploitation – Action Plan*' followed by a progress report in July 2012. Simultaneously (July 2012) the Government also published a report from the All Party Parliamentary Group (APPG) '*Report from the Joint Enquiry into Children who go missing from care*' which considered the risk of looked after children who go missing being vulnerable to sexual exploitation.
4. Locally there has been inter-agency guidance in place to underpin the response to CSE since the publication of the Nottinghamshire document 'Tip of the Iceberg' in 2001. This was revised and reissued as the Nottinghamshire Safeguarding Children Board's inter-agency practice guidance '*Safeguarding Children and Young People from Sexual Exploitation*' in November 2011. Within Nottinghamshire, where cases of children have been identified as being at risk of sexual exploitation, they are managed under either Child Protection procedures (for example a child protection conference) or under CSE procedures and a CSE strategy meeting held. During 2011/12, 71 such meetings were held on 32 children. These meetings are multi-agency and are chaired by an independent Child Protection Co-ordinator.

5. During 2012, Nottinghamshire County Council has signed up to the Barnardos '*Cut them free*' campaign and the Children's Society *Missing Children Charter*. These alliances with leading charities demonstrate a public commitment to responding to the issues of CSE and Missing Children and can also be of benefit to NCC in terms of accessing up to date research, thinking and resources.
6. The CSE statutory guidance requires Safeguarding Children Boards and local authorities to:
  - a. Plan and commission services
  - b. Develop policies and procedures
  - c. Ensure appropriate training
  - d. Communicate and raise awareness
  - e. Monitor and evaluate the work that is being done
7. The CSE Action Plan additionally suggests a number of other actions and aims including:
  - a. Mapping and monitoring the levels of CSE locally
  - b. Having a local strategy to ensure a co-ordinated multi-agency response
  - c. Having effective measures to identify, respond to and safeguard vulnerable children
  - d. Establishing local partnerships
8. CSE has been identified as a priority area within the Nottinghamshire Safeguarding Children Board (NSCB) business plan and in December 2011 the NSCB established a cross-authority (with Nottingham City) multi-agency group chaired by the police to co-ordinate the work of CSE.
9. The work of the CSE cross-authority group has thus far:
  - a. Completed the terms of reference for the group and established membership
  - b. Developed a local strategy and an action plan (see **Appendix**)
  - c. Established a sub-group to develop a training strategy and pathway for professionals
  - d. Commissioned a further sub-group to look at engagement with young people
  - e. Commenced work on exploring a number of operational models to respond to CSE
    - i. Co-located / multi-agency team
    - ii. Virtual team
    - iii. Lead Co-ordinator
10. Within Nottinghamshire, the issues of Missing Children and CSE are seen as inextricably linked both strategically (the same lead officer) and operationally.
11. The particular vulnerability in relation to children who are looked after (LAC) and go missing and may be at risk of CSE is recognised, although not all children who become involved in CSE will go missing and vice versa. As well as the revised local guidance on CSE noted above, a revised inter-agency cross-authority protocol on Missing Children was also published in 2011.
12. Training on Missing Children, including a CSE element, has been delivered during 2011/12 and 2012/13. This has been cross-authority and multi-agency. The NSCB has also included CSE content within other courses in a cross-issue approach, i.e. working

with adolescents and 'what's new in safeguarding' events. A conference on CSE is being held in November 2012, hosted by the NSPCC in collaboration with NSCB and Nottingham City Safeguarding Children Board. This conference is aimed at practitioners across the range of agencies involved in providing an effective response to the needs of young people involved in sexual exploitation.

13. Whilst there has been considerable attention given to developing child sexual exploitation work in Nottinghamshire, there is still a significant amount of work to be undertaken with regards to strengthening all partner agencies' responses to CSE as outlined within the cross-authority group action plan. This includes continued promotion of this area of work with staff, communities and children and young people. The challenge for agencies, where there are competing priorities, is to develop the work at a reasonable pace.

### **Other Options Considered**

14. As this is a report for noting, it is not necessary to consider other options.

### **Reason/s for Recommendation/s**

15. Work will continue to develop the response to child sexual exploitation within Nottinghamshire and it may be helpful to provide a progress report after a further six month period.

### **Statutory and Policy Implications**

16. This report has been compiled after consideration of implications in respect of finance, equal opportunities, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment and those using the service and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

### **RECOMMENDATION/S**

- 1) That the report be noted and a further update report provided for the Children and Young People's Committee in May 2013 to reflect progress during 2012/13.

**Pam Rosseter**  
**Group Manager, Safeguarding and Independent Review**

**For any enquiries about this report please contact:**

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### **Constitutional Comments**

17. As this report is for noting only, no Constitutional Comments are required.

## Financial Comments (NDR 17/10/12)

18. There are no financial implications arising directly from this report.

## Background Papers

Safeguarding Children and Young People from Sexual Exploitation

<http://www.nottinghamshire.gov.uk/caring/protecting-and-safeguarding/nscb/>

Nottinghamshire and Nottingham City Safeguarding Children Boards' 'Child Sexual Exploitation Multi-Agency Strategy and Action Plan 2012-14'

'Safeguarding Children and Young People from Sexual Exploitation' Supplementary guidance to Working Together to Safeguard Children (Department for children, schools and families 2009

<https://www.education.gov.uk/publications/standard/publicationDetail/Page1/DCSF-00689-2009>

'Tackling Child Sexual Exploitation – Action Plan' (Department for Education 2011)

<http://www.education.gov.uk/publications/standard/publicationDetail/Page1/DFE-00246-2011>

'Tackling Child Sexual Exploitation – Action Plan (Department for Education 2011) Progress Report

<https://www.education.gov.uk/publications/standard/publicationDetail/Page1/DFE-00072-2012>

All Party Parliamentary Group (APPG) 'Report from the Joint Enquiry into Children who go missing from care' (2012)

<https://www.education.gov.uk/publications/standard/publicationDetail/Page1/APPG-INQUIRY>

Barnardos 'Cut them free' campaign

[http://www.barnardos.org.uk/get\\_involved/campaign/cutthemfree](http://www.barnardos.org.uk/get_involved/campaign/cutthemfree)

Children's Society *Missing Children Charter*

[http://makerunawayssafe.org.uk/sites/default/files/resource-files/Runaways-Charter-9-July-A4\\_0.pdf](http://makerunawayssafe.org.uk/sites/default/files/resource-files/Runaways-Charter-9-July-A4_0.pdf)

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

## Electoral Division(s) and Member(s) Affected

All.

C0095

# Child Sexual Exploitation Multi-Agency Strategy 2012-14

Working Together to Safeguard Children from Sexual  
Exploitation in Nottingham City & Nottinghamshire



# Statement of Intent

Sexual exploitation of children is child abuse and is completely unacceptable; the only effective way to tackle sexual exploitation of children is via effective multi-agency and partnership working. Tackling Child Sexual Exploitation (CSE) remains one of the most important challenges for the Safeguarding Children Boards across Nottingham City and Nottinghamshire County.

Sexual exploitation of children and young people under 18 involves exploitative relationships, violence, coercion and intimidation, being characterised in the main by the child or young person's limited availability of choice resulting from their social / economic and / or emotional vulnerability.

It is our collective multi-agency responsibility to identify those children and young people at risk of exploitation and our joint responsibility to protect them and safeguard them from further risk of harm. It is also our joint responsibility to, where possible, prevent children becoming victims of this form of abuse.

***We will develop an effective local strategy to ensure a co-ordinated multi-agency response to CSE.***

We recognise that sexual exploitation can have serious long term impact on every aspect of the child or young person's life, health and education. It also damages the lives of families and carers and can lead to family break ups. It is important that agencies support young people and their families to reduce and begin to repair harm.

We recognise that changes and improvements, whilst needing to be rapid, will realistically be incremental, but they will be based on Statutory Guidance and the DfE Action Plan for tackling CSE as well as utilising research and information from The University of Bedfordshire, Barnardos and the NSPCC. Our approaches will also be consistent with the Missing Children and Adults Cross Government Strategy that requires LSCBs to be pro-active in respect of children who may suffer harm and exploitation as a result of going missing'.

It is our clear intent to improve the lives of children living in Nottingham City and Nottinghamshire. We will do so by ensuring children and young people understand the risks of being exploited, enabling them to cease contact with the perpetrators of this abuse and we will endeavour to bring the perpetrators to justice.

This will lead to better outcomes for children and young people through raised self esteem, engagement in other activities, and through attending school or college to plan for their future.

**The strategy for 2012-2013 has an emphasis on:**

- **Prevention & Response**
- **Safeguarding & Protection**
- **Bringing Offenders to Justice**
- **Public Confidence**

**Our shared key strategic priorities are:**

- **Mapping needs in relation to levels of CSE**
- **Putting in place systems for monitoring the prevalence and response to CSE, i.e. through the use of data**
- **Working towards a co-located multi-agency team to deliver a co-ordinated response**
- **Increase understanding & awareness of CSE among professionals and the wider community**
- **Training staff across agencies to identify CSE and respond appropriately**

## How we will achieve our priorities?

A multi-agency child sexual exploitation (CSE) cross authority group will meet regularly.

This will enable us to work collaboratively, consistently, and effectively to improve the lives of children and young people at risk of harm from, or subject to, child sexual exploitation.

The group will:

- Identify what needs to be done to safeguard children and young people from CSE
- Drive forward and support the work that needs to be done to tackle child sexual exploitation
- Work towards ensuring consistency of practice



<b>Prevention &amp; Response</b>	
<b>What are we going to do?</b>	<b>How will we do it?</b>
Gain a better understanding of the practice of CSE, develop activities which will dissuade children and young people becoming involved in CSE and identify those at risk of CSE.	Initially, we will use the research available to develop a complete picture of CSE and to identify actions and practices for tackling CSE in a preventative and early intervention way.
All agencies to ensure staff working with, or in contact with, children understand the signs of precursor types of behaviour and develop intervention strategies to prevent escalation. This will include those displaying precursor behaviour in relation to victimisation and offending.	Through training and development ensure all staff has sufficient awareness of potential indicators of CSE.  Review victim profiles to gain improved understanding of underlying factors which may be precursor indicators.
Develop local problem profiles.	Identify what local factors are enabling perpetrators or increasing risk to victims and eliminate that risk through an intelligence led multi-agency approach.  Identify high risk or hot spot locations and implement multi-agency preventative plans.  Develop clear referral and assessment processes for those at risk to match with preventative service delivery such as Early Intervention Services.
Deliver a universal education and marketing package to the children and young people of Nottingham City and Nottinghamshire designed to heighten awareness and reduce risk taking.  Raise awareness of CSE within our communities.	Develop a package of training resources for young people.  Identify those agencies that need resources and those who are best placed to deliver training according to local problem profiles.

## Safeguarding and Protection

What are we going to do?	How are we going to do it?
Work towards specialist co-located multi-agency teams covering Nottingham City and Nottinghamshire County Local Authorities, which can support victims as well as deter offending and maximise prosecution activity.	Seek agreement in principle from the LSCBs and partner agencies to establish co-located teams. Agree service levels and joint resourcing commitments between partner agencies, including the voluntary sector. This may be an incremental process.
Identify children at risk at an early stage across all agencies and ensure those children have a full assessment of their needs and referral to relevant services for intervention and support.	Develop clear referral pathways that ensure effective information sharing, assessment and subsequent co-ordinated service delivery. Ensure all staff in contact with young people has training consistent with their role to identify those at risk of exploitation and those suffering exploitation.
Adopt a whole family approach when supporting families to parent, protect and engage. Highlight and educate parents and carers of the benefits of working collaboratively with agencies.	Ensure the commitment of all agencies to work with families to agree plans of support to educate and assist parents. Identify and then reduce the factors which will cause the child or young person to remain in a risky situation.
Set the DfE guidance Safeguarding Children and Young People from Sexual Exploitation as well as the DfE Action Plan as the minimum standard across Nottingham City and Nottinghamshire.	The LSCBs will continue to review current arrangements, protocols and policies of member agencies to assure compliance. The LSCBs will establish CSE as a priority area.
The NSCB and NCSCB will provide ongoing scrutiny and governance of policy, procedure and practice in service delivery.	To monitor compliance through the CSE Cross-Authority Task & Finish Group and address any shortfalls.

<b>Bringing Offenders to Justice</b>	
<b>What are we going to do?</b>	<b>How are we going to do it?</b>
Identify Offenders.	We will ensure that CSE victims receive follow up visits post incident, in order to capture vital intelligence and ensure full disclosure. This aims to close the intelligence gap, support prosecutions and create a clear picture of CSE. Conduct debriefs of convicted offenders to gain an improved intelligence picture of offender behaviour.
Ensure victims' are supported throughout the Criminal Justice process from report to court.	Enlist help and support to victims by the non statutory / voluntary sector to improve their engagement and experience throughout the Criminal Justice System process.
Develop CSE problem profile, incorporating data from improved intelligence collection and data from all agencies.	All front line agencies should develop ways of capturing and recording data relating to known or suspected cases of sexual exploitation. A multi-agency data set will be established for use by the Police and services for sexually exploited children. This will also be the basis of reporting to the LSCBs. Nottinghamshire Police will use the data along with intelligence to develop regular problem profiles of sexual exploitation
Learn from previous, current and future prosecutions to ensure all investigations into CSE are undertaken by professionally trained staff.	Outline best practice in relation to the support available for victims, including after the process has completed. Review all recent cases to identify key aspects of the investigation and Criminal Justice process that can lead to successful or unsuccessful prosecution outcomes. Ensure suitably qualified investigators with specific knowledge of CSE and Child Abuse undertake investigations.
Develop a CSE Victims' Charter	Closer liaison with Criminal Justice partners to ensure the provision of CPS specialists and specialist courts. The adoption of this methodology within the domestic abuse arena has led to improved victim experience and ensures county wide continuity of processes.

<b>Public Confidence</b>	
<b>What are we going to do</b>	<b>How are we going to do it?</b>
Engage with our local communities and raise awareness of CSE and how it affects individuals and wider communities.	LSCBs to develop key messages for engagement strategy.  All agencies to utilise their existing partnerships and develop new arrangements of community engagement. Standing Agenda item for LSCBs.
Agree a Multi-Agency Media Strategy	Develop a strategy which will target different sections of the community in the most appropriate manner. This will involve utilising multi-media /social networking technology to raise awareness and increase reporting. Through use of the media the LSCBs will seek to promote the activity defined within this strategy.
Educate all sections of our communities.	Linked with the Media Strategy. Partnerships agencies will engage with our communities in a multi-stranded way to educate and raise awareness to all sections of the community and increase reporting among key groups within the community for example hoteliers, taxi drivers, door staff etc
Develop plans reflecting local problem profiles in line with the LSCB strategy.	Develop engagement plans in line with LSCB key messages to reflect local problem profiles and requirements. Plans to be reviewed by LSCB CSE Cross Authority sub group.
Proactively engage businesses within our communities.	Plan how to engage with businesses to prevent and respond to CSE, which may include disruption techniques.

# Child Sexual Exploitation Multi-Agency ACTION PLAN 2012-14

Working Together to Safeguard Children from Sexual Exploitation in Nottingham City & Nottinghamshire



Nottinghamshire  
SAFEGUARDING  
CHILDREN Board



NOTTINGHAM CITY  
Safeguarding  
Children BOARD

## Overarching strategy and governance

### Responsibility

There will be an effective local strategy to ensure there is a co-ordinated multi-agency response to Child Sexual Exploitation (CSE) based on a robust, thorough risk assessment of the extent and nature of CSE locally. The work on CSE will be monitored by the LSCBs.

Action	Lead	Timescale	Progress to date	Rag Rating
a) Complete a Strategy Document	CSECAG	31 May 2012	Completed	
b) Complete and agree Action Plan	CSECAG	31 May 2012	Completed	
c) Complete Terms of Reference for the cross-authority group	CSECAG	31 May 2012	Completed	

## 1. Prevention & Response

### Promote awareness to improve early identification of child sexual exploitation

There is a critical need for far more awareness amongst all professionals in universal and specialist services of their role in identifying and addressing child sexual exploitation. Children and young people and their parents and carers need to have the right information to help them access support quickly and safely.

Action	Lead	Timescale	Progress to date	Rag Rating
1.1 Establish effective communication channels between LSCB and partner agencies to share information and training				
1.2 Establish a training working group to:	Training Working Group (Jo Williams,			
a) Develop a training programme				

<p>which is suitable for use across the agencies</p> <p>b) Identify which agencies and groups of workers need to have training &amp; who will deliver it</p> <p>c) Specifically identify how to engage with school staff &amp; governors</p> <p>d) Identify how to engage with young people</p> <p>e) Identify mechanisms for rolling out training</p>	<p>CityCare Partnership)</p>			
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## 2. Safeguarding and Protection

Establish a clear process by which professionals respond appropriately to concerns about CSE

It is important to understand the scale and nature of the problem and there should be systems in place to monitor the prevalence and response to it. It is vital that once suspicion or actual concerns of CSE have been identified that there are clear and robust systems in place to respond to the highlighted concerns or allegations.

Action	Lead	Timescale	Progress to date	Rag Rating
<p>2.1 Map the levels of CSE and related data within the Police, City &amp; County</p> <p>a) Referral data related to the police &amp; LAs.</p> <p>b) outputs</p> <p>c) cross reference to missing children &amp; other related data</p> <p>2.1 This data will be monitored for prevalence and response via CSECAG, steering group and the</p>	<p>DI Hillier, Notts Police</p>			

LSCBs.				
2.2 Work towards the establishment of a cross-authority co-located multi-agency team with: a) LSCB support b) Standard operating protocols  Establish who will be partners	Terri Johnson, Notts County Council			

### 3. Bringing Offenders to Justice

Improve Police and multi-agency approaches to support bringing offenders to justice.

The overall strategy, approach and response by professionals should support bringing offenders to justice. However, there are actions which the Police will employ to improve Police prosecutions.

Action	Lead	Timescale	Progress to date	Rag Rating
3.1 Await outcome of ACPO review of the DfE Action Plan	DI Hillier, Notts Police			

### 4 Public Confidence

Engage with local communities to raise awareness of CSE and how it affects individuals and communities.

Communities will be enabled to understand what the scale of the problems is and how it impacts on them individually or as a whole community. Strategies may need to be developed to engage with communities to be part of preventing or responding to the problem.

Action	Lead	Timescale	Progress to date	Rag Rating
4.1 NSPCC Launch Event to be	Liz Tinsley,	10.10.2012		

held in October 2012	NSPCC			
4.2 County & City LA sign up to the Barnardo's 'Cut Them Free' Campaign' and joint media statement with the Police.	Kim Pocock, NCSCB	11.06.2012		