

North Tyneside Council

Report to Council

Date: 27 November 2014

ITEM 8

Title: Child Sexual
Exploitation

Portfolio(s): Children, Young People and Learning

Cabinet Member(s): Councillor Ian Grayson

Report from Service

Area: Children, Young People and Learning

Responsible Officer: Jean Griffiths Head of Children, Young People and Learning Tel: (0191) 643 8782

Wards affected: All

PART 1

1.1 Purpose:

This report seeks to inform Council of the work being undertaken to protect the borough's children and young people from sexual exploitation. It sets out in detail North Tyneside's response to recommendations from the Jay Report into the handling of child sexual exploitation in Rotherham. Council is asked to agree the proposed actions for further strengthening arrangements to protect children and young people from sexual exploitation.

1.2 Recommendation(s):

It is recommended that Council

- a) Notes the existing work to protect children and young people from sexual exploitation
- b) Approves the proposed actions for further strengthening arrangements to protect children and young people from sexual exploitation in North Tyneside.

1.3 Forward Plan:

Twenty eight days notice of this report has been given and it first appeared on the Forward Plan that was published on 3rd November 2014.

1.4 Council Plan and Policy Framework

This report links to the Our North Tyneside Plan through the priority:

- Our people will be cared for and kept safe if they become vulnerable.

1.5 Background Information:

- 1.5.1 Local authorities have statutory duties to protect children and young people from harm including sexual exploitation. A number of national high profile cases and serious safeguarding failures during the past four years have meant child sexual exploitation is now an issue of national importance. A series of inquiries have been commissioned by various authorities including Oxford, Rotherham and the Office of the Children's Commissioner to consider child sexual exploitation and associated issues.
- 1.5.2 In October 2013, Rotherham Borough Council commissioned Professor Alexis Jay OBE to carry out an independent inquiry into local child sexual exploitation between 1997 and 2013. The final report, published in August 2014, concluded that the scale of abuse was unknown but conservatively estimated that 1,400 children had been sexually exploited over 16 years. More than a third of these children were previously known to services because of child protection and neglect. The inquiry identified 'appalling' abuse by multiple perpetrators, the trafficking of children to other towns and cities, violence and intimidation of victims. The report concluded that 'abuse continues to this day'.
- 1.5.3 The report identified serious failings in the way organisations responded individually to the issue. Responsibility for these failings is apportioned to senior managers in the Council's child protection services, elected members and senior police officers. Senior leaders consistently failed to respond appropriately to the concerns raised by frontline professionals. The report made a series of recommendations, some of which were specific to Rotherham but many of which were applicable to all localities.
- 1.5.4 The Secretary for State for Communities and Local Government has asked Louise Casey to lead a statutory inspection of how Rotherham Council exercised key functions. The inspection will also highlight issues for local authorities, police forces and the justice system in general, ensuring that the learning from Rotherham leads to improved practice nationally. The report is due to be completed by the end of 2014.
- 1.5.5 The Home Secretary has stated that the Jay Report will inform the independent panel inquiry into public bodies and non-state institutions, to consider whether they have taken seriously their duty of care to protect children from sexual abuse. The panel is expected to report its findings in 2015.

North Tyneside's Current Position: An Overview

- 1.5.6 The available evidence suggests that the prevalence of sexual exploitation in the borough is low, even when taking into account that under reporting of this crime is common nationally. Where concerns about sexual exploitation are identified multi agency plans are in place to secure the welfare and safety of those young people involved.
- 1.5.7 Reviews, audits and engagement with partner agencies, frontline professionals and communities have not identified any evidence or concerns about systematic, widespread or organised child sexual exploitation within the borough. Operation Sanctuary and the associated investigations into child sexual exploitation in Tyneside have not identified any victims in North Tyneside to date.
- 1.5.8 The local authority and its partners are not complacent however, and are working collaboratively to protect children and young people from sexual exploitation. North Tyneside's Safeguarding Children Board, which leads multi agency safeguarding

arrangements in the borough, has prioritised the protection of vulnerable adolescents. The Board's annual Safeguarding Conference focussed on safeguarding adolescents and included a workshop on child sexual exploitation. The Board also issued guidance on child sexual exploitation to frontline staff including a risk assessment toolkit. The Board, through its extensive training programme, works with frontline practitioners from all services to ensure children and adolescents are able to recognise abusive behaviour and know how to access support.

1.5.9 North Tyneside's Safeguarding Children Board has a clear role in relation to CSE in terms of supporting and holding all partners to account. The Board is currently developing a new strategy and procedure, to ensure frontline professionals and managers are able to recognise and address child sexual exploitation. The Board is also reviewing data collection arrangements, to further strengthen information sharing between the police and safeguarding services on this issue.

1.5.10 The Authority's Corporate Assurance Group provides the framework for assuring the Authority's statutory child protection duties and has received a status report on child sexual exploitation and will receive ongoing updates. This ensures senior corporate leaders have clear oversight of arrangements in the Borough. In addition, a briefing paper has been provided for political leaders and senior managers within the council across all services.

1.5.11 Work has been undertaken with North Tyneside's Front Door Service to ensure potential child sexual exploitation cases are identified early and that there are clear pathways to safeguarding services.

1.5.12 Safeguarding Services work closely with police and the SCARPA project, (a Newcastle based collaboration between children's charities to support young people at risk of running away from home, sexual exploitation or trafficking), to identify and protect children and young people from sexual exploitation. Robust procedures, processes and systems are in place to manage risk:

- Child sexual exploitation is considered as a possibility whenever a child goes missing.
- Where a risk assessment identifies concerns around child sexual exploitation, a strategy meeting is held to plan the multi agency response.
- Staff are trained to recognise potential signs and indicators of child sexual exploitation and receive ongoing refresher training.
- The Runaway Support Officer investigates all cases where a child has gone missing and considers whether child sexual exploitation is a contributory factor.
- There is a nominated senior officer for missing children and child sexual exploitation who offers advice and support and maintains an overview of the agendas.

1.5.13 SCARPA have secured funding from BBC Children in Need for 3 years to provide a post for North Tyneside to work with children and young people at risk from CSE.

North Tyneside's Response to the Jay Report

1.5.14 North Tyneside safeguarding services carried out a review of work to prevent sexual exploitation practice, following the publication of the Jay Report. The review has shown that child sexual exploitation is well understood in North Tyneside and taken seriously by frontline professionals and senior leaders. Strong partnership arrangements are in place and are continuing to be strengthened to ensure we are able to address the issue of child

sexual exploitation effectively. The key themes emerging from the Jay Report for North Tyneside can be summarised as:

- Assessment of risk
- Sexual exploitation of vulnerable adolescents and looked after children
- Outreach and accessibility
- Approach to Collaborative Working
- Working with victims including post abuse support
- Quality Assurance
- Minority ethnic communities

1.5.15 More detail on the current position in North Tyneside and corresponding actions can be found in appendix A.

1.5.16 Safeguarding Services will carry out a further review of provision in light of recommendations made by the Casey Inspection and the Government Independent Inquiry into sexual abuse and will report findings to the appropriate forums so that they can be assured that North Tyneside is compliant with the recommendations. This will include Council / Cabinet / Children, Education and Skills Committee. The North Tyneside Safeguarding Children Board and Safeguarding Adult Board will work together to look at the implications for both adults and children.

1.6 Decision options:

The following decision options are available for consideration by Council:

Option 1

Approve the proposed actions for strengthening child sexual exploitation.

Option 2

Council could ask officers to further consider how best to protect children and young people from sexual exploitation and the relevant issue(s) identified by Council.

Option 1 is the recommended option.

1.7 Reasons for recommended option:

Option 1 is recommended for the following reasons:

The Authority has worked closely with the North Tyneside Safeguarding Children Board to develop a strategic approach to protecting children and young people from sexual exploitation.

1.8 Appendices:

Appendix A – Summary of the key themes from the Jay report

1.9 Contact officers:

Jean Griffiths, Head of Children, Young People and Learning, tel. (0191) 643 8782

Cath McEvoy, Senior Manager Safeguarding and Placement Services (0191) 643 7314

1.10 Background information:

The following background papers have been used in the compilation of this report and are available at the office of the author:

- Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013 Alexis Jay OBE
- Child Sexual Exploitation Briefing Paper September 2014
- Child Sexual Exploitation Briefing Paper October 2014

PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING

2.1 Finance and other resources

The dedicated CSE post is fully funded via a grant from BBC Children in Need. The post will be based with SCARPA but will work with North Tyneside. All other proposed actions can be managed within existing budgets.

2.2 Legal

There is an ongoing demand for Legal Services to work with Safeguarding Services to ensure practice around child sexual exploitation complies with law and is therefore safe practice. There is also a need for legal support to facilitate appropriate disclosure of confidential information to the Police, the Crown Prosecution Service and the Courts to assist in the criminal investigation and prosecution of offenders. In addition legal advice and support may be required to assist in instigating and supporting other types of action to disrupt offending behaviour or to remove a child from a risky situation where appropriate.

2.3 Consultation / community engagement

2.3.1 Internal Consultation

Consultation has been carried out with the Elected Mayor, the Cabinet Member for Children, Young People and Learning and the Corporate Assurance Group. Training will be provided for elected members in November 2014.

2.3.2 External Consultation/Engagement

Consultation has been undertaken with North Tyneside Safeguarding Children Board and the Chair of the Adult Safeguarding Board. The findings of this consultation will be presented to the Health and Wellbeing Board in December 2014.

2.4 Human rights

The measures set out in the report protect the rights of children and young people not to be tortured or subjected to treatment or punishment that are inhuman or degrading.

2.5 Equalities and diversity

Adolescent girls are at the greatest risk of child sexual exploitation, however adolescent males are also at risk and all plans relate to the needs of both.

The Jay report into child sexual exploitation in Rotherham found that the majority of perpetrators were identified by victims to be from a specific ethnic heritage and concerns about the perception of racism were a barrier to action in Rotherham. The Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation (CSE) published in 2012 indicated that both victims and perpetrators come from a range of ethnic and social backgrounds. There is no evidence of child sexual exploitation disproportionately affecting particular communities within North Tyneside.

There is a need to research and understand the offender and victim profile in order to inform our practice, however it is important that wider communities are not targeted or marginalised as a result of media coverage of child sexual exploitation cases nationally or locally.

2.6 Risk management

Failure to take the appropriate action to safeguard children and young people from sexual exploitation could result in significant harm to individuals. There would also be a risk of reputational harm for the Authority. Action has been taken to manage this risk by the Authority and the North Tyneside Safeguarding Children Board, which includes a risk register for all young people considered to be at increased risk of sexual exploitation.

2.7 Crime and disorder

Northumbria Police are members of North Tyneside's Safeguarding Children Board and there are strong working relationships across the partnership to protect children and young people and to prosecute any perpetrators of abuse or exploitation.

2.8 Environment and sustainability

There are no direct environmental and sustainability issues arising from this report.

PART 3 - SIGN OFF

- Deputy Chief Executive x
- Head of Service x
- Mayor/Cabinet Member(s) x
- Chief Finance Officer x
- Monitoring Officer x
- Head of Corporate Strategy x

Summary of the key themes of the Jay Report

Assessment of risk

Current position

- North Tyneside Safeguarding Children Board has agreed a child sexual exploitation strategy and procedures.
- North Tyneside Safeguarding Children Board have issued guidance to the children's workforce, which includes a risk assessment tool.
- The Risk Management Panel considers all cases where child sexual exploitation is a concern. Each case considered by the panel will have a completed risk assessment and a multi agency plan, which are updated each month.

Actions	Lead Personnel	Resources	End Date	Quality Assurance	Success criteria	RAG	Comments
<ul style="list-style-type: none"> • Safeguarding Education Panel will be briefed and trained in CSE • Corporate Assurance Group will receive regular reports on the effectiveness of risk assessment arrangements 	Senior Manager Safeguarding & Placement Services	From existing budgets	January 2015	CYPL's standard quality assurance arrangements will apply and will also include reports to SLT, Cabinet Member and Children Education and Skills Committee.	Elected Members, senior Council officers, including the Chief Executive and Deputy chief Executive are well informed of the risks associated with CSE	Amber	<i>Amber indicates that the actions are achievable without significant challenge but not yet complete</i>

<ul style="list-style-type: none"> A risk register of young people assessed as 'at risk' will be scrutinised and regularly updated 	Senior Manager Safeguarding & Placement Services	From existing budgets	January 2015	The risk management panel will provide updates to CYPL and the NTSCB		Green	Green indicates that the actions are easily achievable or completed.
---	--	-----------------------	--------------	--	--	-------	--

Sexual exploitation of vulnerable adolescents and looked after children

Current position

- A 'Vulnerable Adolescents' sub group of the North Tyneside Safeguarding Children Board has been established and is considering the prevalence, risk management and safeguarding issues around child sexual exploitation and will consider looked after children in particular.
- The residential services within the borough are fully up to speed with the sexual exploitation agenda and consider this in the risk assessments for all the young people in their care.
- The High Level Resource Panel considers the needs of children at risk of sexual exploitation and secures external placements and resources as required

Actions	Lead Personnel	Resources	End Date	Quality Assurance	Success criteria	RAG	Comments
<ul style="list-style-type: none"> The Vulnerable Adolescents sub-group of the North Tyneside NTSCB to consider CSE with a specific focus on Looked After Children The Vulnerable Adolescents sub-group will also monitor prevalence and identify any specific groups or localities in which children and young people are at risk of CSE 	Senior Manager Safeguarding & Placement Services	From existing budgets	April 2015	The NTSCB will receive quality reports to evaluate progress and challenge where appropriately	The risk of vulnerable adolescents being subject to CSE will be reduced. Any specific groups will be identified and support provided.	Amber	

Outreach and accessibility

Current position

- The Authority in partnership with SCARPA have secured funding for a designated child sexual exploitation post for North Tyneside.
- The Authority's Runaway Support Officer routinely considers whether child sexual exploitation is an issue and makes the appropriate referrals.
- The Family Partners working with vulnerable families have received training to identify relevant cases.
- The Vulnerable Adolescents sub group is considering the additional resources / support needed by young people who are at risk of sexual exploitation.

Actions	Lead Personnel	Resources	End Date	Quality Assurance	Success criteria	RAG	Comments
<ul style="list-style-type: none"> • Managers, frontline staff and partners will continue to access quality training on CSE 	Workforce development officer	From existing budgets	Ongoing rolling programme	The effectiveness of the training will be evaluated by the attendees and followed through with line managers	All managers and front line staff will be alert to the signs of CSE	Green	
<ul style="list-style-type: none"> • The role of the Runaways Support Officer will be re-aligned to provide greater focus on the CSE agenda 	Corporate Parenting Manager	From existing budgets	April 2015	Risk management panel	A more coherent approach to protecting run away children will reduce the risk of CSE	Green	

Approach to Collaborative Working

Current position

Most of the recommendations under this theme are specific to Rotherham, which has a dedicated Child Sexual Exploitation Team.

- In North Tyneside all cases of child sexual exploitation are referred to the Front Door Service and a strategy meeting is convened to consider the need for a child protection inquiry and to complete a risk assessment. Active cases are dealt with by the allocated social worker.

Actions	Lead Personnel	Resources	End Date	Quality Assurance	Success criteria	RAG	Comments
<ul style="list-style-type: none"> • Senior safeguarding managers will continue to ensure that all CSE cases are referred to the Front Door Service in order for each case to be considered and appropriate support offered 	Senior safeguarding manager	From existing budgets	In place	Performance data from the front door will be reviewed by NTSCB, CYPL and Corporate Assurance Group	Senior staff will have a clear understanding of numbers in the system by which to identify performance against local and national averages	Green	
<ul style="list-style-type: none"> • A dedicated CSE worker from SCARPA will be introduced to North Tyneside. 	Senior safeguarding manager	From existing budgets	April 2015	Meetings with SCARPA	More young people at risk will be offered support services	Amber	

Working with victims including post abuse support

Current position

- All cases of known or suspected child sexual exploitation are assessed to identify:
 - Ongoing risks or safeguarding concerns.
 - The multi agency response to the child / family.
 - Support services required by the young person and their family.
 - Whether a protection plan is required.
- The Vulnerable Adolescents sub group is currently reviewing support (including post abuse support) and will identify gaps in provision.

Actions	Lead Personnel	Resources	End Date	Quality Assurance	Success criteria	RAG	Comments
<ul style="list-style-type: none"> A review of post abuse support provision will be completed and recommendations acted on. 	NTSCB & Senior Safeguarding Manager	From existing budgets	April 2015	NTSCB	A comprehensive resource directory of service availability will be completed	Green	

Quality Assurance

Current position

- North Tyneside Safeguarding Children Board has established a Quality, Improvement, Learning and Performance sub group. Robust quality assurance takes place through file audits, case discussions, Risk Management Panel and Conferences / Reviews.

Actions	Lead Personnel	Resources	End Date	Quality Assurance	Success criteria	RAG	Comments
<ul style="list-style-type: none"> North Tyneside Safeguarding Children Board's Quality, Improvement, Learning and Performance Subgroup will undertake a multi-agency case file audit with the theme of CSE 	Designed Nurse for Child Protection	From existing budgets	December 2014	The Quality Improvement, Learning Performance Sub Group will report findings to NTCSB and CYPL	A better understanding of multi agency working in relation to CSE will enable greater scrutiny	Green	

Minority Ethnic Communities

Current position

- North Tyneside Council works closely with minority ethnic communities on a range of issues including the safeguarding of children and young people. Child sexual exploitation has been on the agenda in the last 6 months due to the ongoing police investigation around Operation Sanctuary.
- Systems for monitoring the numbers of victims and the outcomes are being developed by the Authority in partnership with the North Tyneside Safeguarding Children Board. The system will help to identify any emerging issues within specific communities. Partners are aware that in all authority areas there will be an element of under reporting associated with child sexual exploitation.

Actions	Lead Personnel	Resources	End Date	Quality Assurance	Success criteria	RAG	Comments
<ul style="list-style-type: none">• Information regarding the victims perpetrators of CSE will be reported to all agencies and NTSCB to ensure that all agencies have an accurate picture of prevalence risk and outcomes.	NTSCB	From existing budgets	In place	NTSCB	All agencies will be involved and contribute to the CSE challenge	Green	