



Telford & Wrekin
C O U N C I L

Addenbrooke House Ironmasters Way Telford TF3 4NT

CABINET

Date Thursday, 29 March 2018 **Time 5.00pm**
Venue Park Inn (Room: Telford 1) Forgegate, Telford, TF3 4NA

Enquiries Regarding this Agenda:

Democratic Services	Deborah Moseley	01952 383215
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Cabinet Members:

Councillor S Davies	Leader of the Council and Cabinet Member for Neighbourhood Services & Pride Programme
Councillor R A Overton	Deputy Leader and Cabinet Member for Cabinet Member for Housing & Enforcement
Councillor L D Carter	Cabinet Member for Council Finance, Commercial Services & Economic Development
Councillor A R H England	Cabinet Member for Communities, Health & Wellbeing
Councillor R C Evans	Cabinet Member for Customer Services, Tourism & Partnerships
Councillor A D McClements	Cabinet Member for Transport, Infrastructure & Broadband
Councillor J C Minor	Cabinet Member for Leisure, Green Spaces & Parks
Councillor S A W Reynolds	Cabinet Member for Education & Skills
Councillor P R Watling	Cabinet Member for Children & Adults Early Help & Support

Invitees

Councillor A J Eade	Conservative
Councillor W L Tomlinson	Liberal Democrat/Independent

AGENDA

Cabinet Member

1. **Apologies for Absence**
2. **Declarations of Interest**
3. **Minutes of the meeting of the Cabinet held on 15 March 2018 will be presented to the next meeting of the Cabinet**
- K 4. **Tackling Child Sexual Exploitation Together** Cllr P R Watling Appendix A
Cllr R A Overton
Cllr S A W Reynolds

		<u>Key</u>	
K	Key Decision	C	Item reserved for Council
NK	Non-Key Decision	Orange	Exempt Item

CABINET

Decision Notices and Minutes of a meeting of the Cabinet held on Thursday, 29 March 2018 at 5.00pm at The Park Inn, Forgegate, Telford

PUBLISHED ON FRIDAY, 6 APRIL 2018

(DEADLINE FOR CALL-IN: WEDNESDAY, 11 APRIL 2018)

Present: Councillors S Davies (Leader and Chair), L D Carter, A R H England, J C Minor, A D McClements, R A Overton, S A W Reynolds and P R Watling.

Also Present: Councillors A J Eade (Conservative Group Leader) and W L Tomlinson (Liberal Democrat/Independent Group Leader).

CB-165 Apologies for Absence

Councillor R C Evans.

CB-166 Declarations of Interest

None.

CB-167 Tackling Child Sexual Exploitation (CSE) Together

Key Decision identified as **Tackling Child Sexual Exploitation Together** in the Notice of Key Decisions published on 22 March 2018.

The Director of Children's and Adults' Services was invited to present his report which provided Cabinet with an update on the multi-agency work which had happened over the last 12 years in Telford & Wrekin to protect children and young people from sexual exploitation. He welcomed the impending arrival of the Truth Project and encouraged anyone with experience of child sexual exploitation, either as a victim, survivor or as parent/ guardian or friend to speak to the Truth Project about their experience. He also reminded any victims or survivors that they could contact Family Connect for support.

The report set out a number of statistics around child sex offences and explained the context in which this data was provided, particularly around the data including all child sex offences, not just CSE, and the increased reporting in recent years which mirrored partners' awareness raising activity. Context around the Family Connect referral process and the work of the CATE Team (Children Abused Through Exploitation) to prevent CSE and not just to work with victims was also provided.

The report went on to explain the current position in respect of Inquiries, both actual and suggested. The Independent Inquiry into Child Sexual Abuse, established by the Government and chaired by Alexis Jay OBE, included an Inquiry into institutional responses to the sexual exploitation of children by organised networks and it had been confirmed that the Truth Project, one element of the Inquiry structure, would be coming to Telford as part of its on-going inquiry. This provided a local opportunity for

victims and survivors to come forward and explain, in a supported way, what happened to them and would give the Inquiry a clear and first hand picture of what has happened in Telford in the past. The programme would be widely publicised by the Inquiry. The Council and its partner agencies would be working to support this Inquiry and it was recommended that a dedicated liaison officer, funded through the Council's capacity fund, be appointed to liaise with the Inquiry team in the planning of the local arrangements to ensure that the Project's time in Telford was as effective as it could be.

Whilst the Council welcomed the impending arrival of the Truth Project, consideration had to be given to the impact of this on calls for a local inquiry. The Council had already commissioned two Reviews into CSE, an independent review and a scrutiny review, both of which focussed on the post-2006 position. The Truth Project would allow the historical (pre-2006) and any more recent perspectives to be addressed.

The report also set out the differences between a statutory and a local inquiry in terms of duplication, budget, public confidence, independence and the ability to investigate historically. The report noted that the decision about whether or not to include Telford as a specific site in the IICSA Inquiry was being made by that Inquiry. If the conclusion was that Telford should be included in the IICSA inquiry then that would indicate that there was further learning to do in Telford and the involvement of the IICSA inquiry would be welcomed by the Council for that reason. However, if IICSA determined that there was no need for Telford to be included in the wider inquiry, this would be an important consideration for Members considering the commissioning of a local inquiry.

The report went on to detail the current arrangements to prevent the sexual exploitation of children including how children at risk of CSE were identified and worked with, the action taken to safeguard them and promote their welfare and take action on perpetrators. The report explained the specialist pathway of the CATE Team, their successes and the annual funding increase of £180,000 by the Council. The Police were also leading on the "Tell Someone" campaign. Supported by all Partners, the campaign was designed to raise awareness of child sexual exploitation across 4 localities in the West Mercia region including Telford & Wrekin.

The report also set out the historical context of work to prevent and protect children and young people from sexual exploitation, which included the work of the Council's Area Child Protection Committees and partners and the Local Safeguarding Children Board to address sexual abuse and raise awareness of the sexual abuse of children, the introduction of the CATE Project in 2006 and commencement of Operation Chalice in 2009 which had led to the successful conviction for various child sex offences of seven men who had been sentenced to a total of 49 years imprisonment. There had also been three (in 2010, 2011 and 2012) unannounced inspections of Children's Services by OFSTED where partnership arrangements were identified as being an effective way of supporting children and young people who were at risk of exploitation and vulnerable to exploitation. A lot of work continued to provide training on, raise awareness of, and deal with individual cases of child sexual exploitation. A number of reports had been commissioned which had informed local learning, including Newstart's review of Child Abuse through Exploitation Learning between 2008 – 2013 (commissioned by the Local Safeguarding Children's Board and published in 2013), the Local Safeguarding Children's Board report – Child Sexual

Exploitation Learning Overview Report (published 2014), the Independent Inquiry into Sexual Exploitation in Rotherham (2014) which had been reviewed by the Local Safeguarding Children Board with the 15 recommendations contained within the report being used to inform the multi-agency action plan for 2014/15, and the Council's Children and Young People Scrutiny Committee's report (2016) and subsequent updates on the implementation of recommendations. There had also been a Motion to Council on 22 September 2016 which sought a comprehensive plan to demonstrate a clear commitment to the improvement of Children's Services, which had been provided by way of a report to the Council on 24 November 2016. In January 2018 the Council had approved its Community Safety Strategy "Safer Telford & Wrekin Strategy 2017 - 19" which identified "Tackling Child Sexual Exploitation (CSE) and its impact on victims" as one of three priorities. There had also been a number of press reports and calls from the MP for Telford for the commissioning of a local inquiry. A Motion from local opposition members seeking the commissioning of a non-statutory local inquiry would be considered on 10 April 2018.

In considering the report, Members welcomed the imminent arrival of the Truth Project to the Borough and noted the considerable work that had happened, and was continuing to happen, to tackle this vile crime. Members noted efforts to raise awareness and increase safeguarding in schools through Team Safeguarding Voice (TSV), Crucial Crew, the provision of CSE training to staff and practitioners and training for designated safeguarding leads, support and advice for schools, the delivery of assemblies by NSPCC, Tell Someone campaign and the Working for Marcus project by Loudmouth. The additional financial resource which had been provided for the ongoing support of victims was also noted. Members were of the opinion that, due to limitations on compelling external agencies to take part and that historical cases of CSE pre-dated the creation of the Council, a Council-led Inquiry would not give victims the answers that they sought and a full statutory Inquiry was required.

The Conservative Group Leader recognised the dedication of the CATE Team and welcomed the Truth Project. He also praised the report's drive to seek national standards for training private hire and hackney carriage drivers to recognise and report CSE. However, he remained concerned that the true scale of CSE may be unknown and was of the belief that a locally commissioned Inquiry was required to give victims a voice at an early stage as it may be some considerable time before the IICSA Inquiry findings were published.

The Liberal Democrat/Independent Group Leader also put on record his thanks to all those employees involved in tackling CSE and his dismay after a recent encounter which suggested that Council staff were embarrassed by cross-party disagreements on this sensitive issue. Having carefully considered the arguments for and against a locally commissioned inquiry, he considered that an independent inquiry which was not commissioned by the Council was the best way forward and he welcomed the Truth Project's early arrival in Telford.

RESOLVED that –

- (a) NWG be commissioned to work with the CATE team to undertake a health check of the existing partnership working arrangements in respect of**

working to prevent child sexual exploitation in Telford & Wrekin and support those affected by it.

- (b) authority be delegated to the Assistant Director: Children's Safeguarding & Early Help in consultation with the Cabinet Member for Children and Adults Early Help & Support to submit a bid to the Government's Trusted Relationships Fund to support the Council's continuing work in this area.**
- (c) funding from the Capacity Fund be agreed and committed to commission partners in the voluntary sector to provide on-going support for victims and survivors generally and those who come forward as a result of the work of the Truth Project. This funding to be committed for an initial period of 2 years with a review at that time.**
- (d) the 2 year funding contribution of £70,000 from John Campion, the Police & Crime Commissioner to support work in respect of child sexual exploitation in the Borough be noted and acknowledged. This supplements the extra contributions that the Cabinet is being invited to commit to in these recommendations.**
- (e) use of the Council's Capacity Fund to support the appointment of a co-ordinator post to ensure the most effective liaison between the Council and the Truth Project from now until its work in Telford is completed and reported and to ensure that this takes place as soon as possible be agreed.**
- (f) the current position in respect of the IICSA inquiry and the arrival of the Truth Project in Telford & Wrekin be noted and the Council commit to supporting this in every way to ensure that anyone affected who wants to is aware of the Truth Project and can use the opportunity to help the whole country to learn from their experiences.**
- (g) following recent statements from IICSA, it be recognised that the Truth Project should first complete before IICSA takes any decision on a Telford specific investigation. After this a fully informed decision on a local inquiry can be made. It be confirmed that this decision must be informed by independent advice on the work undertaken by all partners in stopping child sexual exploitation in the Borough and the scope and effect of any future local inquiry**
- (h) having done so before in September 2017 the Deputy Leader and Cabinet Member for Housing and Enforcement write again to the Minister for Transport re-iterating the Council's call for standard national hackney carriage and private hire vehicle operator conditions to include provisions regarding safe-guarding and the protection of vulnerable adults and children as are currently included in this Council's conditions.**
- (i) this report and appendices be circulated with the papers for the Extraordinary Council meeting on 10 April 2018.**

A number of questions were taken from members of the public relating to ongoing support for victims, support for under 13s, the timescale for reporting IICSA findings and the need for an earlier local inquiry, investigation of the Police by any commissioned inquiry, whether any proactive work would take place to let victims and survivors know about the Truth Project, education for parents, and confirmation that CSE training was a local mandatory requirement for both private hire and hackney carriage drivers.

The meeting ended at 6.06pm

Signed for the purposes of the Decision Notices

Jonathan Eatough
Assistant Director: Governance, Procurement & Commissioning
Date: 21 March 2018

Signed:

Date:



Tackling Child Sexual Exploitation together

Cabinet meeting
29 March 2018



Telford & Wrekin
COUNCIL

TELFORD & WREKIN COUNCIL

CABINET: 29 March 2018

TACKLING CHILD SEXUAL EXPLOITATION (CSE) TOGETHER

REPORT OF DIRECTOR: CHILDREN'S & ADULT SERVICES – CLIVE JONES

**LEAD CABINET MEMBER – CLLR PAUL WATLING: CABINET MEMBER FOR CHILDREN & ADULTS EARLY HELP & SUPPORT
CLLR RICHARD OVERTON, CABINET LEAD, COMMUNITY SAFETY PARTNERSHIP
CLLR SHIRLEY REYNOLDS, CABINET MEMBER FOR EDUCATION & SKILLS**

PART A) – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

- 1.1 For Cabinet Members to receive an update on the multi- agency work happening over the last 12 years in Telford & Wrekin to protect children and young people from sexual exploitation.
- 1.2 For Cabinet Members to re-state the Cabinet's collective position in respect of the review of historical and current working practices to protect children and young people from sexual exploitation within the Borough in accordance with the key principles of protecting people, listening to the voices of vulnerable people and maintaining public confidence in the work that the Council undertakes. Cabinet encourages anyone having experience of child sexual exploitation, either as a victim, survivor or as parent/ guardian or friend speaks of their experience to the Truth Project
- 1.3 To note that every time there has been new learning that has enabled services to develop resources, in terms of skilled workforce or funding, has been provided.
- 1.4 For the Cabinet to commit further resource to supporting children and young people from this exploitation and supporting survivors who have been exploited in this way in the past, particularly resources to support the Telford Truth Project and commission resource from the voluntary sector to provide on-going support to victims and survivors
- 1.5 To consider the implications of recent public announcements by IICSA that they will be coming to Telford as part of the Truth Project in the next few months to hear from victims and survivors in the area and calls and their on-going considerations and imminent decision about whether or not to include Telford as a specific part of the wider institutional inquiry.
- 1.6 For Cabinet Members to agree to circulate this report and appendices to all Members before the full Council on 10 April 2018 as important background information to enable full and effective debate

2. RECOMMENDATIONS

- 2.1 Cabinet agree that NWG is commissioned to work with the CATE team to undertake a health check of the existing partnership working arrangements in respect of working to prevent child sexual exploitation in Telford & Wrekin and support those affected by it.
- 2.2 Cabinet delegate authority to the Assistant Director: Children's Safeguarding & Early Help in consultation with the Cabinet Member for Children and Adults Early Help & Support to submit a bid to the Government's Trusted Relationships Fund to support the Council's continuing work in this area.
- 2.3 Cabinet agree that funding from the Capacity Fund should also be committed to commission partners in the voluntary sector to provide on-going support for victims and survivors generally and those who come forward as a result of the work of the Truth Project. This funding to be committed for an initial period of 2 years with a review at that time
- 2.4 Members note and acknowledge the 2 year funding contribution of £70,000 from John Campion, the Police & Crime Commissioner to support work in respect of child sexual exploitation in the Borough. This supplements the extra contributions that the Cabinet is being invited to commit to in these recommendations.
- 2.5 Cabinet agree that the Council's Capacity Fund should be used to support the appointment of a co-ordinator post to ensure the most effective liaison between the Council and the Truth Project from now until its work in Telford is completed and reported and to ensure that this takes place as soon as possible.
- 2.5 Cabinet Members note the current position in respect of the IICSA inquiry and the arrival of the Truth Project in Telford & Wrekin and commit the Council to supporting this in every way to ensure that anyone affected who wants to is aware of the Truth Project and can use the opportunity to help the whole country to learn from their experiences.
- 2.6 Following recent statements from IICSA, Cabinet recognise that the Truth Project should first complete before IICSA takes any decision on a Telford specific investigation. After this a fully informed decision on a local inquiry can be made. Cabinet confirms that this decision must be informed by independent advice on the work undertaken by all partners in stopping child sexual exploitation in the Borough and the scope and effect of any future local inquiry
- 2.7 Having done so before in September 2017 the Deputy Leader and Cabinet Member for Housing and Enforcement write again to the Minister for Transport re-iterating the Council's call for standard national hackney carriage and private hire vehicle operator conditions to include provisions regarding safe-guarding and the protection of vulnerable adults and children as are currently included in this Council's conditions.
- 2.8 Cabinet Members confirm that this report and appendices should be circulated with the papers for the Extraordinary Council meeting on the 10 April 2018

3. SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Co-operative Council Priority Plan objective(s)?	
	YES/NO	<i>Putting our Children and Young People first Protecting and supporting our vulnerable adults and children Ensuring that neighbourhoods are clean, safe and well-maintained</i>
	Will the proposals impact on specific groups of people?	
	YES/NO	<i>Stamping out child sexual exploitation is good for our entire community but supports our children and survivors who have been impacted by this crime</i>
TARGET COMPLETION /DELIVERY DATE	<i>On-going</i>	
FINANCIAL/ VALUE FOR MONEY IMPACT	YES/NO	<p>The Council's Service & Financial Planning Strategy includes a clear priority to protect the most vulnerable in our society and will use its resources as effectively as possible to deliver the best possible outcomes for the Community. The 2018/19 Strategy includes a Capacity Fund which will be used to fund the co-ordinator post and commission additional capacity as detailed in the report.</p> <p>The Council believes that the most appropriate way forward to give the breadth and depth of investigation required is a national Inquiry. For the reasons outlined in the report, a Local Inquiry could not deliver the same quality outcome or value for money. It is very difficult to estimate the costs of running a Local Inquiry of this nature and costs could significantly exceed the £0.350m referred to in the report. Given the high degree of uncertainty, costs associated with a Local Inquiry would need to be regularly monitored and considered as part of the development of future Service & Financial Planning Strategies.</p>
LEGAL ISSUES	YES/NO	<p>The Independent Inquiry into Child Sexual Abuse [IICSA] was originally announced on 7th July 2014 by the Home Secretary and the Inquiry opened on 9th July 2015.</p> <p>Outside the ambit of the Inquiries Act 2005, most public bodies have the authority to commission an inquiry into their own activities.</p> <p>Section 10 of the Children Act 2004 requires each local authority to make arrangements to promote co-operation between itself and its partners with a view to improving the wellbeing of children in its area relating to physical and mental health and emotional well-being; protection from harm and neglect; education, training and recreation; the contribution made by them to society; social and economic well-being.</p> <p>Section 11 of the Children Act 2004 requires local authorities and their partner agencies must make arrangements to ensure that their functions are</p>

		<p>discharged having regard to the need to safeguard and promote the welfare of children and any services are provided having regard to that need.</p> <p>The Children Act 2004 requires every local authority to appoint a Director of Children's Services and a Lead Member for Children's Services.</p>
OTHER IMPACTS, RISKS & OPPORTUNITIES	YES/NO	<i>As detailed in the report</i>
IMPACT ON SPECIFIC WARDS	YES/NO	<i>Borough wide impact</i>

PART B) – ADDITIONAL INFORMATION

4. INFORMATION

Background

Section 1 - Some facts/ explanation of the statistics

- 4.1. A number of figures in respect of CSE offences have been presented to the media without context. It is important that the Cabinet are aware of the context.
- 4.2. Reference has been made to Telford and Wrekin having the 3rd highest rate of child sexual offences at 20.6 per 10,000 population. There is a context to this - Telford and Wrekin has been working hard to identify and support victims and survivors for a long time and works hard to raise awareness of the issue. This inevitably affects the reported figures, and this is a measure of success that it does so because it helps to inform an understanding of the scale of the problem and planning strategies to combat child sexual exploitation.
- 4.3. It is very important that members note that this figure relates to child sexual offences, not child sexual exploitation alone. Child Sexual Offences cover all recorded sexual offences against children, using official Home Office statistics from all English and Welsh police forces. This has nine different categories of sexual crimes against children of both sexes under 16. The specific recorded crime of child sexual exploitation is one of those offences.
- 4.4. At the end of 2017 analysis published by the Council in the Community Safety Partnership Strategy 2017 – 2019 showed that in 2015/16:
 - **308** sexual offences against children were recorded in the borough of which:
 - 41% of those offences involved victims under 16 where the offender never physically met face to face, with these offences occurring entirely online. Police have recognised that this reflects growing use of social media.
 - In 37% of offences both the offender AND the victim were under the age of 15.
 - In 52% of offences, both offender and victim were under the age of 18.
- 4.5. Some comment has also been made of offenders' ethnic origin. This 2015/16 data also showed that 89% of offenders were white males. 2% were asian males and 1% were black males.
- 4.6. The Council has requested that West Mercia Police provide a further update on these figures and as soon as this is available, this information will be shared with members.

- 4.7. Mapped over time, the number of child sexual offences recorded in the borough has shown a significant increase since September 2014, when, using the same methodology, the rate was 6 offences/10,000. This increase mirrors measures that partners have undertaken to further raise awareness of child sexual exploitation and encourage reporting. It also matches the experience in other parts of the UK where there have been high profile cases of child sexual exploitation which have also led to significant increases in the number of child sexual offences recorded.
- 4.8. It has been repeatedly reported that the Council “only referred half of cases” between 2013 and November 2016 and that only a third of child sexual exploitation complainants were referred to the Children Safeguarding Service. This is not accurate: A referral to Children’s Safeguarding Service is just one of a number of appropriate outcomes to a contact of this type depending on the specific issue and circumstances.
- 4.9. All the contacts received a proportionate response. 33% of contacts were referred to a Children Safeguarding Service such as CATE, a further 38% were referred to another Council or partner service and the remaining 29% receiving information and advice.

Individuals working with the CATE team

- 4.10. In 2016-17, the Council’s CATE team, see below, which supports young people at risk of sexual exploitation, was working with 68 young people – 62 females and 6 males. The CATE team are currently working with 46 young people at risk of sexual exploitation. An individual who is working with the CATE is not necessarily a victim of CSE as this team works with individuals to help prevent young people becoming victims of CSE.
- 4.11. Initial contacts are made through our Family Connect Service, the single point of contact for the Local Authority. A CSE contact is recorded when the referrer has identified CSE as a potential area of vulnerability. Following the contact all information will be screened and then referred for an appropriate response which will include advice and guidance, a referral to another agency, a direct referral to the CATE team or referral to children’s safeguarding. Within this cohort there will be cases already open to either the CATE team or safeguarding services.

5. Section 2 - an explanation of the current position in respect of inquiries, actual and suggested

- 5.1. The Independent Inquiry into Child Sexual Abuse (IICSA) was established on 12 March 2015. (IICSA is an independent inquiry established by the Government into child sexual abuse arising from serious concerns that some organisations had failed and were continuing to fail to protect children from sexual abuse).
- 5.2. Its lines of inquiry include “An Inquiry into institutional responses to the sexual exploitation of children by organised networks”. This is explained as:

“The systematic grooming and sexual abuse of children by groups of offenders in cities and towns of England and Wales is widespread. Building upon the body of work on child sexual exploitation following specific instances in places such as Devon and Cornwall, Oxford, Rochdale, Rotherham, and Telford, this investigation will assess the extent to which a wide range of relevant authorities have learned

lessons, implemented recommendations, and put in place effective strategies to prevent child sexual exploitation in future.

We will consider whether the police and other agencies are using civil prevention orders effectively; whether the current regulation of the night-time economy and taxi licensing is effective in protecting children from abuse; and whether the criminal justice system is treating victims and survivors of child sexual exploitation appropriately.”

- 5.3. The Council received confirmation from IICSA on 26 March 2018 that the Truth Project, one element of the Inquiry structure is coming to Telford as part of its on-going inquiry.
- 5.4. The Truth Project is an integral part of the Inquiry and provides the local opportunity for victims and survivors to come forward and explain, in a supported way, what happened to them. This gives the Inquiry a clear and first hand picture of what has happened in Telford in the past. The Truth Project has already been to several places across the country, recently in Nottingham, Newcastle, Bristol and Swansea. Generally their work starts with a conference with local experts to highlight local issues in respect of the sexual exploitation of children and to plan how to best serve victims and survivors in the area. The programme is widely publicised by the Inquiry.
- 5.5. Current arrangements, which are not finalised, are:
11th and 12th April 2018: Introductory Visits
- 5.6. IICSA visits Telford and meets key stakeholders to promote and explain the Truth Project, and visit suitable venues for the Truth Pop-Up venues and distributes awareness raising materials.
24th April 2018: Stakeholder Engagement Event
- 5.7. Stakeholder Engagement event in Telford inviting a wide a range of key organisations and stakeholders.
Week of 21st May 2018 and Week of 4th June 2018
- 5.8. IICSA - to deliver the Telford Will Be Heard Project at a central venue. Venues/ invitations/ bookings and high-visibility awareness-raising campaign in the town to maximise participation in the Project will be arranged independently.
- 5.9. The Council and partner agencies will of course be working to support this Inquiry. (See the recommendation contained in this report regarding the funding of a dedicated liaison officer to liaise with the Inquiry team in the planning of the local arrangements to ensure that its time here in Telford is as effective as it can be).
- 5.10. A copy of the News release from IICSA confirming these arrangements is include in Appendix 1.
- 5.11. The Council welcomes this commitment from IICSA and has to consider the impact of this on existing calls for a local inquiry.
- 5.12. The Council continues to be transparent. It accepts that there is a serious issue to be addressed and wants to understand better and stop the sexual exploitation of children within Telford & Wrekin. This is why it has already commissioned two reviews, an independent review and a scrutiny review. In March 2018, The Home Office has said

to media: "Telford and Wrekin Council's own scrutiny committee undertook a robust review of its response, which does not suggest it is a council in denial".

5.13. These reviews have addressed the post 2006 period but not the position prior to 2006, now dating back more than 20 years: The Truth Project will allow this historical and any more recent perspectives to be addressed.

5.14. The position of IICSA into a Telford specific reviews has been clarified in a statement on its web-site on 28 March 2018 as follows:

"We have reviewed the reports and other papers sent to us by Telford and Wrekin Council. They show the council is taking steps to address child sexual exploitation. In our investigation into child sexual exploitation by organised networks, we are currently looking at documents gathered from institutions within a number of different local authority areas. We will consider whether we need further information from Telford and Wrekin Council as we plan for the next phase of this investigation"

5.15. Paragraph 5.16 outlines the differences between a statutory and a local inquiry but there is an important point for members to consider alongside this. The inclusion about whether or not to include Telford as a specific site in the national Inquiry is being made by that Inquiry. The inquiry is led by Professor Alexis Jay OBE, the person who chaired the Rotherham inquiry and who is widely acknowledged as the leading expert in this field. If the conclusion is that Telford should be included in the IICSA inquiry than that would indicate that there was further learning to do in Telford and the involvement of the IICSA inquiry would be welcomed by the Council for that reason. If however, IICSA determine that there is no need for Telford to be included in the wider inquiry then that is an important consideration for members considering a local inquiry.

5.16. In terms of deciding how best to move forward the issues can be summarised as follows:

Issue	IICSA	Local Inquiry
Establishment	IICSA is a statutory inquiry already established and working across the country.	A local inquiry would need to be designed and established locally.
Timescale	IICSA plan to arrive in Telford to start work to being the Truth Project within the month.	It would be reasonable to plan for it to take up to 3 months for an independent local inquiry to be established and begin hearings. Depending upon the scope of the terms of reference an inquiry could take more than 6 months to complete hearings and report back.
Powers	Hearings are held in public (whilst protecting victims and survivors) IICSA's Truth Project enables people to come forward confidentially.	A local Inquiry could be held in private.
	The inquiry has the power to compel Council, Police, Health and retired employees of these	A local inquiry has no power to compel former employees, (and given the timescales involved many have now left the Council)

	<p>organisations to give evidence.</p> <p>Evidence is given under oath.</p>	<p>police, health or other agencies to give evidence.</p> <p>Evidence is not given under oath.</p>
Duplication	<p>IICSA's confirmation that they are coming to Telford means that there could be duplication and/or disengagement with a second, locally commissioned, inquiry.</p>	<p>Victims are faced with the prospect of giving evidence twice. Notwithstanding the extra emotional impact that this could have it could reduce the engagement with the local inquiry which would in turn impact/ on the quality of the findings of such an inquiry.</p>
Budget	<p>Centrally funded.</p>	<p>In the absence of alternatives a local inquiry would be funded locally but, as there is an alternative (and, it is suggested, a more effective alternative) there is a question about whether a second, local inquiry would be the best use of public funds. Officers would advise members make provision for a budget of £350,000 if a local independent inquiry is initiated. (Depending upon the nature of any inquiry established the figure could be significantly more than this).</p>
Public confidence	<p>IICSA is independent of central and local Government.</p>	<p>Given the limitations above a local inquiry is unlikely to give the victims or the public the answers that they are looking for.</p> <p>Telford & Wrekin Council would be involved in the appointment of the Chair and set the terms of reference and remit would be limited to the time after the Council was created – 1 April 1998.</p>
Independence	<p>IICSA is independent from all influence.</p>	<p>Establishing a local inquiry would always risk allegations that the local authority was looking to protect its position through the approach that it took to the inquiry.</p> <p>There is potential for conflict of interests – this issue covers successive administrations and risks</p>

		issues of conflict of interests of councillors involved in decision making.
“Pre 2006” Historical – more than 20 years ago	IICSA Truth Project will enable this to be addressed in the way that will be support the survivors from that time.	Practically speaking, taking into account the limitations of the powers of a local inquiry there is very little relevant knowledge still within the Council. (As above, former employees cannot be compelled to give evidence).

6. Section 3 - current arrangements for the work to prevent the sexual exploitation of children including how to identify and work with children at risk of CSE, take action to safeguard them and promote their welfare and take action on perpetrators

- 6.1. The Children Abused Through Exploitation, (“CATE”), team is a team of Council officers who work in partnership with key agencies and children at risk of sexual exploitation supporting activities to safeguard and promote children’s welfare and supporting actions against perpetrators and developing prevention strategies.
- 6.2. The CATE team has developed over the years and is central to the ability of local agencies to protect children from sexual exploitation. Their experience is that young people who are at risk from sexual exploitation will not effectively engage with social workers or Police. The CATE team provides this vital link and help to break down that barrier.
- 6.3. The CATE Team is committed to identifying and working with young people who are at risk of sexual exploitation. They build positive and trusting relationships with the young people to increase awareness and reduce their risk of becoming a victim. Each young person is allocated a CATE practitioner who assesses, plans, coordinates and delivers the appropriate intervention for that young person. The team works in partnership with all relevant agencies such as Police, Safeguarding Social Workers, Education, Health Services and organisations from the voluntary sector.
- 6.4. The CATE Team is successful in gaining the trust of young people who are hard to engage due to the methods perpetrators use in grooming and child sexual exploitation. They help the young people to trust and engage with other professionals such as the Police. They support young people to access other services/agencies as needed. The team works with young people for as long as it takes and for as long as the young person wants their support.
- 6.5. Each young person referred to CATE has a risk assessment that informs a tailored package of support provided. The CATE team works with young people who have very varied needs. A small group of those they work with are assessed as high risk and are likely to be victims of CSE or are suspected to have suffered past abuse. A number of young people who present with complex needs which would include being vulnerable to exploitation where indicators of child sexual exploitation are present. There is a further cohort where, within the presenting information and assessment, there are some vulnerabilities in terms of child sexual exploitation and then young people who are working with universal services.
- 6.6. The Team’s specialist pathway includes a referral, multi-agency risk assessment, planning and risk panel process and service for each young person considered to be

at risk from sexual exploitation. Parents, if they are aware of the risks, do everything that they can to keep their child safe from sexual exploitation and they are central to the Team's ability to develop safe plans and interventions to reduce the risks.

- 6.7. The Team has got stronger over the years and has been responsible for awareness raising, encouraging the reporting of crimes of this nature, supporting the victims and their families and pursuing allegations that they receive.
- 6.8. Their actions have been successful. There has been a significant increase in the reporting. In the 5 years since Operation Chalice, the Police, working as part of the CATE team continue to investigate serious allegations of sexual exploitation. In 2016, in a time of drastically diminishing resources and budgets across the public sector the CATE team had its funding increased by £180,000 annually by the Council.
- 6.9. The CATE team is constituted of 7 dedicated people, a manager and 6 practitioners.
- 6.10. National support is provided by a charity called NWG who are funded by the Government to offer support and advice to those working with children and young people affected by sexual exploitation. The CATE team continue to work with this organisation and have recently invited them to come to Telford to review our existing arrangements/ current working practice, focussing particularly on partnership arrangements to take advantage of their experience across the Country. NWG is coming to Telford later this year. Through NWG the CATE team also shares their expertise with other authorities dealing with the same threat across the Country.
- 6.11. One case of child sexual exploitation is one case too many. If anyone has any concerns, they should contact police in the first instance by calling 101, call Childline on 0800 1111 or report to Child Exploitation and Online Protection Centre (CEOP) online.
- 6.12. The partners, led by the Police have a campaign called "Tell Someone". Supported by all Partners it is specifically designed to raise awareness of child sexual exploitation across 4 localities in the West Mercia region including Telford & Wrekin and provide another pathway in for people who may be directly affected or have concerns for someone they know that might be directly affected.

7. Section 4 - historical context of the work in the past to prevent and protect children and young people from sexual exploitation

- 7.1. The sexual abuse of children is, sadly, not a new phenomenon but the abuse of children through sexual exploitation is a crime only recently recorded. Before 2006 there was not the awareness nationally and locally to Telford & Wrekin that this occurred in the widespread and organised way that has subsequently come to light. From 2003, the Council's Area Child Protection Committees and partners were leading work to address incidences of sexual abuse and raise awareness of the sexual abuse of children.
- 7.2. In 2006 the local Safeguarding Children Board developed an action plan to tackle and record sexual exploitation of children. As reports of this type of abuse increased additional resources and specific strategies were put in place to support children and young people at risk of sexual exploitation.
- 7.3. (NOTE - Local Safe-Guarding Children Boards were established by law from 2004 – an Independently chaired partnership board consisting of, amongst others, representatives from the local Council, Police, probation services and the Youth Offending team, NHS and the local clinical commissioning group and CAF/CASS

(Children and Family Court Advisory and Support Service), lay-members and local education representatives who, together, have the statutory duty of developing local safe-guarding policies and producing and scrutinising local arrangements).

- 7.4. A dedicated team to deal with the sexual exploitation of children was introduced in Telford & Wrekin in 2006. It was originally known as the CATE Project. Closer working relations developed with the Police from 2008. Operation Chalice commenced in January 2009 and Child Sexual Exploitation was adopted as a key strand of concern for the local Safe-Guarding Children Board.
- 7.5. In 2013 successful joint work between the Police and the Local Authority under the name Operation Chalice, a 3 year police investigation, led to the successful conviction for various child sex offences for 7 men, sentenced, between them to 49 years imprisonment. Offences ranged from sexual abuse, trafficking, prostitution, rape, sexual activity with children and inciting child prostitution. These were amongst the first successful convictions for these types of offences in the country.
- 7.6. In 2010, 2011 and 2012 there were 3 unannounced inspections of Children's Services by OFSTED where partnership arrangements were identified as being an effective way of supporting children and young people who were at risk of exploitation and vulnerable to exploitation.
- 7.7. In the following years and to date, a lot of work continues to provide training on, raise awareness of, and deal with individual cases of child sexual exploitation.
- 7.8. In 2012, commissioned by the local Safe-Guarding Children's Board, Newstart, a community interest company completed a review of Child Abuse through Exploitation Learning from 2008 – 2013. Reporting in 2013 the conclusion commented that

“Telford & Wrekin is to be commended for the work it has undertaken in order to protect young people from CSE. In this Review it has become clear that the focus was on the ‘rescue’ of the young women involved and that knowledge and resources evolved very quickly from 2006. A specialist team was created, systems were put into place and multi-agency working was encouraged as part of that rescue process.”
- 7.9. A copy of the report is attached at Appendix 2
- 7.10. The report's Conclusion and Next Steps informed the development of a work programme to manage the future response to child sexual exploitation within the Borough.
- 7.11. This was followed up in April 2014 with a local Safeguarding Children's Board Report – Child Sexual Exploitation Learning Overview Report. It provided assurance that the services to protect children at risk from sexual exploitation continue to develop and improve. The conclusions were:

Telford & Wrekin has been aware and actively working to reduce the risk of CSE to children and young people for a number of years. During this period there has been a significant police operation which, with the support of the Council and other partners and organisations, has resulted in the successful prosecution of a number of perpetrators of CSE.

Telford's journey with CSE has enabled a significant amount of learning to have taken place which has been used very proactively in developing a multi-agency and partnership response to tackling and supporting children, young people and their families who are at risk from CSE.

This learning has enabled a CSE Care Pathway to have been developed and implemented which offers an effective model for addressing CSE. Partnership arrangements and the commitment to continuous learning and development of our response and services to children, young people and their families affected by CSE are fully supported by the LSCB

- 7.12. Following the publication of the Independent Inquiry into Sexual Exploitation in Rotherham in 2014 the Safeguarding Children Board (including Council officers) reviewed the report and its findings. The 15 recommendations within the Rotherham report were used to inform the multi-agency action plan for 2014/15. This action plan has been completed.
- 7.13. In November 2014 the Children and Young Persons Scrutiny Committee started a review of Child Sexual Exploitation. This took 18 months and was supported by a senior members and officers including the Cabinet Member for Children's Services, the Director of Children's Services and the Chair of the Local Safe-guarding Children's Board. A copy of the report and the recommendations of the Committee, published in May 2016, are included in Appendix 3.
- 7.14. (NOTE –the work of the Scrutiny Committee was recognised by the CLG Select Committee report into the Effectiveness of Local Authority Overview and Scrutiny Committees in December 2014
- “it was encouraging to receive evidence from Telford and Wrekin Council's Children and Young People's Scrutiny Committee about the significant work it has undertaken to assess its own practice and performance in relation to child sexual exploitation”*
- 7.15. The Scrutiny Committee made 38 recommendations for improvement which included developing more of a co-ordinated approach to Child Sexual Exploitation, raising greater awareness of the issue generally, including in schools from primary age upwards, better support for victims and setting up a helpline. It was agreed, when the Report was considered by Cabinet on 21 July 2016, that the implementation of these recommendations would be overseen by the Local Safe-guarding Children Board. Since then the Board has received regular reports about progress against the implementation of these recommendations. An interim report in January 2017 was followed by the latest report from the local Safe-guarding Board, dated 12 September 2017, updating scrutiny on the implementation of these recommendations, included in Appendix 4.
- 7.16. To show the width of the impact that this report has had, in April 2017 new conditions for licence for hackney carriages and private hire vehicles required drivers to be provided with a designated CSE contact for them to use to raise confidential concerns and all operators now must display material raising awareness of child sexual exploitation at their premises. There is a recommendation to Cabinet in this report that this work is followed up again to influence national best practice in this area. A copy of the letter is at Appendix 5.
- 7.17. In June to July 2016 the Council received its Single Inspection framework OFSTED inspection. This was a four week inspection that covered the whole of Children's Social Care and included a review of the Local Safe-Guarding Board. No specific recommendations were made in respect of the Council's work on protecting children from sexual exploitation. (The service was judged to be “requires improvement to be good”. The Local Safeguarding Board was judged to be Good).

7.18. However, reporting on 26 August 2016 OFSTED did comment

“Work with children and young people at risk of sexual exploitation is very strong. The local authority has been a champion for tackling this issue. It provides leadership to partner agencies, with who this work is well co-ordinated. Work to protect children who go missing from home or care is thorough and improving”

7.19. and

“There is a strong commitment from the local authority and its partners to tackle child sexual exploitation. A dedicated children abused through exploitation team (CATE) provides good quality risk assessments, planning and interventions. Although relatively small, the team also reviews progress and updates plans effectively. Consequently, young people receive comprehensive and well-co-ordinated services that make a positive difference.”

7.20. There were reports in a national newspaper in September 2016 about the sexual exploitation of children in Telford.

7.21. Council met on the 22 September 2016 to consider a motion, (as reflected in the Minutes approved by Council on the 24 November 2016)

Councillor A J Eade moved, in accordance with Council Procedure Rule 7, the following Motion:

“This Council notes with extreme concern the recent reports concerning vulnerable children in Telford & Wrekin and calls on the current Administration to:-

Present a comprehensive plan at the November Full Council Meeting demonstrating a clear commitment to the improvement of Children’s Services and detail exactly how the administration intends to raise all Children’s Services in the Borough to a minimum standard of ‘Good’.

Also to present to the same meeting, details of measures the current Administration.

Will now introduce to ensure that vulnerable children in the Borough are fully protected in future and precisely how it will tackle the serious problems currently facing the Borough.”

Councillor T J Nelson seconded the Motion.

Following a lengthy debate and clarification that the Motion did not seek support for the commissioning of an Independent Inquiry, the motion was unanimously approved.

RESOLVED – that the motion be approved

7.22. This decision re-iterated the position detailed in a letter to the Home Secretary Amber Rudd signed by Senior Members and officers from the Council and from key partner organisations. A copy of the letter is appended at Appendix 6.

7.23. Following on from this motion a detailed report was considered by Cabinet on 17 November 2016 and reported to Council on the 24 November 2016. A copy of the report is included in Appendix 7. Before this Agenda item was considered the Council

was addressed by John Campion, the Police & Crime Commissioner, Andrew Mason, Chairman of the Independent Chair of the Local Safe-guarding Board and Claire Burgess, the regional representative of the Local Government Association. After debate the following Motion was carried with 28 Councillors voting for the Recommendation and 18 Councillors abstaining.

RESOLVED that the measures set out by the Director of Children's & Adult Services and Independent Chair of the Telford & Wrekin Safeguarding Children Board for raising all Children's Services in the Borough to a minimum standard of good and for ensuring that vulnerable children in the Borough are fully protected in the future be endorsed.

7.24. In January 2018 the Council approved its Community Safety Strategy "Safer Telford & Wrekin Strategy 2017 - 19" that identifies "Tackling Child Sexual Exploitation (CSE) and its impact on victims" as one of 3 priorities. A Report to Council dated 11 January 2018 and a copy of the Strategy is attached at Appendix 8.

7.25. Community Safety Partnerships (CSPs) were developed under Section 5 to 7 of the Crime & Disorder Act 1998 and are made up of representatives from:

- The Local Authority
- Police – every Chief Officer whose police area lies within the Local Authority area
- Each Fire and Rescue Authority within the Local Authority area
- Probation Services
- Health –every Clinical Commissioning Group within the Local Authority area

Who must work together to protect their local communities from crime and to help people feel safer.

7.26. In early March 2018 a national newspaper published an article about child sexual exploitation, concentrating on Telford. On 2 occasions during March 2018 the Council has written to Home Office re-iterating its support for a statutory inquiry to look into these matters within Telford & Wrekin and has also written to IICSA requesting that they bring forward and extending existing review plans to change focus to be more Telford specific. Copies of these letters are included at Appendix 9. To date there has been no response from the Home Office.

7.27. There have also been calls from other quarters, including from the local MP for Telford for a local inquiry and, recently, from local opposition members of the Borough Councillors, for an EGM to consider the following motion:

"This Meeting requests that the Cabinet of Telford & Wrekin Council approve the commissioning and implementation of a 'non-statutory' Independent Inquiry into all aspects of historical and current instances of CSE within the Borough.

"This Meeting also requests the Cabinet to instruct Council Officers to commission such an Inquiry as soon as practically possible.

"This Meeting also notes that such a 'non-statutory' Inquiry will allow the opportunity for victims and survivors to give evidence in private and free from any other pressures or interference. Such arrangements will hopefully also encourage other victims to come forward."

8. The motion has been proposed by Cllr Andrew Eade and seconded by Cllr Nigel Dugmore.

9. The EGM is due to be considered by a meeting of full Council on 10 April 2018.

Appendix No.	Document
Appendix 1	IICSA News release – 26 March 2018.
Appendix 2	Newstart – Child Abuse through Sexual Exploitation Learning 2008 – 2013 – 30 October 2013.
Appendix 3	Scrutiny Report – Everybody’s Business – Scrutiny Review of Multi-Agency Working Against Child Sexual Exploitation – May 2016.
Appendix 4	Local Children Safe-guarding Report – update on Scrutiny Recommendations 12 September 2017.
Appendix 5	Letter from Cllr Richard Overton to the Minister of State for Transport, John Hayes – 7 September 2017.
Appendix 6	Letter from partners to the Home Secretary Amber Rudd about Support for victims and survivors of child sexual exploitation and their families – 22 September 2016.
Appendix 7	Report to Full Council – Ensuring Children are Fully Protected in Telford & Wrekin – Report of the Director of Children’s & Adult Services and the Independent Chair of the Telford & Wrekin Safeguarding Board – 24 November 2016.
Appendix 8	Report to Full – Community Safety Partnership Strategy 2017 – 2019 – Report of Superintendent Tom Harding, Chair of the Community Safety Partnership – 11 January 2018.
Appendix 9	Letters dated 12 (9A) and 13 March 2018 (9B) from the Director of Children’s Services, Clive Jones the David McGroarty at the Home Office. Letter (9C) dated 12 March 2018 from the Director of Children’s Services, Clive Jones to Professor Alexis Jay.

6 PREVIOUS MINUTES

6.1 As referred to in this report.

Report prepared by Jonathan Eatough, Governance, Assistant Director: Procurement & Commissioning Manager 01952 383 200

Inquiry Truth Project to visit Telford

26 March 2018

The Independent Inquiry into [Child Sexual Abuse](#) will be taking the Truth Project to Telford in the next few months to hear from victims and survivors in the area.

The Truth Project, which is a vital part of the Inquiry's work, gives victims and survivors of child sexual abuse the opportunity to talk in confidence with a facilitator. There are no legal consequences to attending a Truth Project session. Participants are not cross-examined, questioned or challenged.

Those who participate in the Truth Project can give as much or as little detail about their experiences as they want and they are also able to make recommendations for change.

The Inquiry is examining the extent to which [institutions](#) and organisations have failed to protect [children](#) in England and Wales from sexual abuse.

Alexis Jay, Chair of the Inquiry, said:

“It’s vital that everyone who wants to participate in the Truth Project has the opportunity to do so. I would encourage victims and survivors of child sexual abuse in Telford to get in touch with us. We can promise you that you will be heard, recognised and respected.

“Child sexual abuse can take many different forms and we want to hear from as many victims and survivors as possible. We can offer support before, during and after your confidential Truth Project session and you can also make recommendations for change that will feed into the Inquiry’s recommendations.”



**Child Abuse through
Sexual Exploitation (CATSE) Learning
2008 - 2013**

**Prepared by NewStart Networks cic
Commissioned by Telford & Wrekin Safeguarding Board**

Date: 30 October 2013



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NewStart Networks would like to acknowledge the following people and agencies without whom this Review would not have been possible:

- All the Young People who agreed to speak to us
- Parents of Young People
- Helen Morris, CATE Project
- Steve Hoskins, Targeted Youth Support Team
- Helen Gordos, West Mercia Police
- Sophie Wade, West Mercia Police
- Tam Sheen, PACE/CALLA
- Tom Duffin, PACE
- Jo Britton, T&W Children's Services
- Tina Knight, T&W Children's Services
- Debbie Rudd, CARM
- Safeguarding Group
- Education & Health
- West Mercia Police

We would also like to acknowledge the front line staff and managers who first brought CSE to light as a safeguarding issue between 2006 and 2008. These professionals stepped out of their comfort zone, often departed from accepted agency policy and procedures and, at times, their personal safety and professional status was compromised. Without their commitment the progress made by Telford & Wrekin Council and partner agencies would not have been possible.

Introduction

NewStart Networks was established in 2012 following the closure of a local NSPCC service that provided a therapeutic service across Shropshire and Telford & Wrekin. As practitioners we identified that there remained a considerable need for a specialist service for children and young people and created NewStart Networks. NewStart Networks is a Community Interest Company that consists of four social workers and an office manager. We are independent of Telford & Wrekin LSCB, are based in Shrewsbury, Shropshire and work across Shropshire and the West Midlands.

As Practitioners we have a wealth of experience working with children and families within statutory, private and voluntary sectors. Practitioners all have qualifications in social work and therapeutic work with children (see Appendix 2). NewStart practitioners have worked for many years with children and young people who have experienced trauma and/or displayed harmful sexual behaviour, provide consultation and a wide range of training courses to professionals in children's services.

Summary

From the late 1990's professionals working in Telford and Wrekin had concerns about the nature of some of the child sexual abuse cases presented to them but in the context of understanding and learning at that time could only address concerns using existing child protection procedures. From 2006 professionals in Telford & Wrekin working with young girls as young as twelve began to become increasingly aware of a different form of sexual abuse that was taking place. This in time was to become known as child sexual exploitation and led to the creation of the CATE (Children at Risk from Trafficking and Sexual Exploitation) project in 2008 in Telford. This enabled specialist workers who recognised the complexities of CSE to offer support to young girls who were being sexually exploited. Tackling this issue became a priority for Telford & Wrekin Safeguarding Board from 2009 (Appendix 3).

CATE workers passed information to, and worked alongside, West Mercia Police in Operation "Chalice" - The Investigation into the Human Trafficking and Sexual Exploitation of Young People in Telford & Wrekin between 2009 and 2012. This operation culminated in a lengthy trial and conviction of a number of Asian men at the end of 2012.

In 2012/13 existing procedures were further developed based on the learning from 2008 onwards. This led to the creation of a model and pathway, ratified by the LSCB, distinct from existing child protection procedures that offered an alternative method of addressing child protection issues linked to Child Sexual exploitation. The Telford & Wrekin "Procedure for Safeguarding Children Abused Through Exploitation" also provided a consistent and agreed multi agency response for use when responding to concerns relating to Child Sexual Exploitation. The CATE Care Pathway enabled agencies to work together to:

- Implement local preventative strategies.
- Identify those children and young people at risk of sexual exploitation.

- Take action to safeguard and promote the welfare of particular children and young people who may be sexually exploited.
- To jointly take action against those intent on abusing and exploiting children and young people in this way (Telford & Wrekin 2013).

The Local Safeguarding Board in Telford & Wrekin was keen to widen its learning from their response to CSE between 2008 and 2013 by including the views and experiences of young people, families, professionals and other stakeholders. It was felt that such a review would provide a better quality of learning than a Serious Case Review which would only focus on the experiences of one or two young people. In order to achieve this they commissioned NewStart Networks to undertake this.

Methodology

Remit

The remit for the Review was very clear and was set by the Local Safeguarding Board:

1. To look back on the experiences for all stakeholders and to explore how and what we might do better in the future.
2. To assess the quality of the support offered to the young people, families, communities and staff affected by CSE.
3. To determine to what extent the support offered was accessible, available, timely and of the right kind.

The scope of this Review was to include all young people and their families who were known to the CATE Team between December 2008 and March 2013 and all Children's Services staff who were involved with cases of child sexual exploitation for the same time period.

Definition

For the purposes of this Review we used the following definitions of CSE:

'involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another 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 sexual images on the Internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships 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.'

(Department for Education 2012)

'Child sexual exploitation is illegal activity by people who have power over young people and use it to sexually abuse them.

This can involve a broad range of exploitative activity, from seemingly 'consensual' relationships and informal exchanges of sex for attention, accommodation, gifts or cigarettes, through to very serious organised crime.' Barnardos 2013

Young people

Methodology

The confidentiality of all the young people was assured from the start through allocation of code names taken from the names of Angels. Throughout this report when individuals are referred to it will be by their code name.

Given the nature of the information required and its potential impact on the emotional health of the young people involved we determined that structured interviews would offer a more sensitive and flexible means of gaining qualitative data. Initially we considered assessing the young people to ensure they were able to take part in the Review using the Trauma Symptom Checklist (Briere J). On reflection we decided that this would be too invasive, may further deter individuals from engaging and was unlikely to tell us anything more than what we suspected i.e. that these young people had experienced serious trauma.

As a group of practitioners who work primarily with young people recovering from trauma we therefore assessed the young person during the interview with a tacit agreement that any interview would be ended if the young person presented as being too distressed. Similarly if any child protection issues were raised in the course of the Review those issues were explored and would have been reported, if necessary. For example, one respondent stated that she only felt "slightly safer" now but when this was explored with her it became clear she did not want or need additional support at that time.

As the focus of the Review was to find out how young people had received services and perceived their usefulness the structured interview did not look at their individual experiences of abuse or seek to independently confirm that they were victims of CSE. This was taken as a given from the information provided by the Local Authority. (Appendix 4)

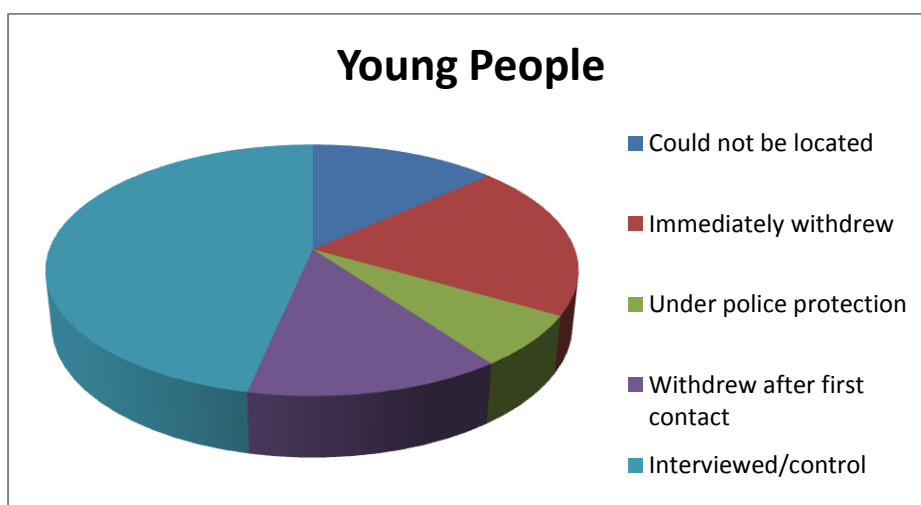
In terms of engaging the young people who were already known to CATE, we aimed to do this through their CATE workers who initially mentioned the Review to them and informed them that they would be contacted as part of the Review. Written information and a consent form were then sent to them followed by a telephone call to arrange a face to face meeting (Appendix 5 & 6). For those who no longer had a worker or who had not been known to CATE we had to rely on writing to them directly.

When considering methods of obtaining information from the young people involved the use of a questionnaire was considered and may have made participation easier for more young people. On balance, however, a decision was made that the use of a questionnaire based on a closed response would be unhelpful as we did not want to prejudice the responses given. For example, in terms of agencies that had been helpful we may not have included CAMHS or the NSPCC as an option due to our lack of knowledge. Similarly the idea of sending a more in depth questionnaire to young people who might still be suffering from the effects of trauma with the expectation that they would complete it without support seemed inappropriate.

Population

Twelve young women were identified by Social Care to fit the remit with an additional potential control group of three. The control group comprised of young women who were known to have been involved in CSE but had not, for different reasons, engaged with the CATE service. All but one of the young women identified were White British.

Of those twelve, three immediately declined to take part upon receiving the written information. One young person had to be contacted via the Police as she had been moved out of the area under Police protection. She was subsequently contacted directly using information supplied by her mother but declined to take part. Two remaining young people spoke to NewStart practitioners about the Review but did not feel able to meet with someone in interview. When one of the young people, Camael, received the written information she phoned in to say that she and her mother had been very upset by the letter as they had never been involved in CSE and had no idea what the letter was referring to. In actual fact, Camael not only had received a service from CATE over a significant period of time but she had also been forewarned about the Review.



Of the six that did engage and meet with practitioners, three were only able to do this with the encouragement and support of their worker from CATE. The CATE worker

did not sit in the interview but facilitated practical arrangements whilst offering emotional support to the young people involved.

Out of the control group two of the young women identified could not be located. No current addresses or contact information was available and given the confidential nature of the Review it was not possible to “cold call” at possible addresses or to pursue enquiries more actively. The only member of the control group that was able to engage (Tabris) was located via different channels where contact had been maintained with other professionals.

On further examination then, the potential group for Review consisted of thirteen, not fifteen young women as originally presented and of that group seven took part in this Review.

Families

Methodology

Parents were identified via the code names assigned to their daughters. For the purposes of this Review “family” refers to parents and not to the siblings or extended family that may have also been affected by CSE. Information and consent letters were sent to parents in the same way as their daughters and the same method to capture information was employed i.e. a structured interview. (Appendix 5, 6 & 7)

As with the young people, where possible, CATE workers informed families about the Review and that they would be contacted by practitioners from NewStart.

Population

Out of the potential group of parents three sets were immediately unavailable due to death, substance misuse, the young person’s lack of contact with birth parents and because the birth parents were not aware of their daughter’s involvement in CSE. There were also two sets of siblings in the group and the two members of the control group who could not be located. This gave a possible total of eight parents that fell into the remit. Of these eight, the only parents who felt able to respond were the mothers of the young people. Letters were addressed to both parents but, for some reason that we were unable to pursue, fathers chose not to engage in this Review.

Staff group

Methodology

For the staff group quantitative data was collected through the use of questionnaires. Two questionnaires were used to gain a picture of professionals’ knowledge of CSE and also their own personal views and experiences in relation to awareness, support and training. (Appendix 8)

Qualitative data was obtained from the staff forums where groups of professionals were invited to discuss their views on the following areas:

- Attitudes
- Knowledge
- Role
- Impact

These were broken down into questions and the responses recorded during the course of the discussion (Appendix 9). Where individual interviews were necessary these questions were posed to the respondent and recorded at the time of interview. Both the individual interviews and the agency Forum lacked the multi agency dimension in terms of the discussion that took place but were the next best option. Once the data was recorded this was cross tabulated in order to develop themes and cross reference information.

In addition some supplementary questions were asked of the Police based on some of the issues raised by the young people and parents. (See Staff page 33)

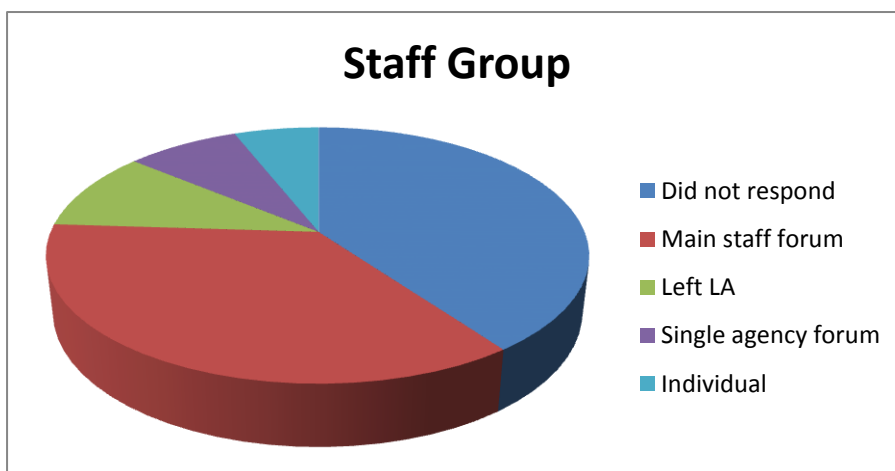
Staff members who co-operated with this Review did so on the understanding that their contributions would be anonymised for the purposes of the report. This appeared to be very important to staff members, raising questions about levels of communication and trust within their respective agencies.

Population

The Local Authority supplied a list of forty five professionals that had been actively involved in working with the identified young people during this time period. These professionals were from Education, Health, Social Care, Police, YOS and a Charity. In addition we identified a further ten professionals who had not been included on the list but nevertheless fitted the remit giving a possible total of fifty-five. Of these fifty-five, five professionals had left the Local Authority and could not be contacted for the purposes of this Review.

Individual invitations, information and consent forms were sent to all members of staff that were identified. A request was made to Social Care Managers to encourage staff to respond to their invitations.

Out of these fifty professionals, twenty five responded: eighteen via the Staff Forum, four via a single agency based Forum and three via individual interviews based on the areas outlined in the Staff Forum. Out of these twenty five all the agencies identified in the original sample group were represented.



Limitations

- The Local Authority was relied upon to undertake risk assessments about the potential impact of young people's engagement in this process.
- The time frame for the Review was too limited to allow for more creative means of engaging more young people, families and staff. For example, a second Staff Forum could have been held.
- National statistics and local intelligence suggest that more young people are victims of exploitation than have come to the attention of CATE.
- The size of the sample group means that findings should not be generalised to the larger population but rather used as basis of a working hypothesis.
- The young women and their families had all experienced varying degrees of trauma that had been reawakened by the court case, the coverage of the case in the media and the Channel Four documentary. This impacted on the types of questions it was ethical to pose and also for some of them, we believe, probably affected their ability to engage in this process.
- By using CATE workers to engage young people to talk about their experience of CSE we introduced an element of bias but felt this was unavoidable.
- The time frame stipulated i.e. 2008-2013 meant that the learning which led to the creation of CATE (2006-2008) was not effectively captured by this Review, nor was the experience of the young women involved during this time.
- There was a problem in the manner in which the sample group was identified: two of the girls from the control group were not available in the first instance.
- The Review of families did not include siblings or extended family, where relevant.
- The available data re staff involved was not comprehensive and missed some key members. It is still not clear whether this Review captured all of the staff that were relevant to this period of time.
- The work with victims and their families is not balanced against similar knowledge about the perpetrators and their families. It could be argued that the families of perpetrators are as much victims as the young women who were exploited.
- Only two of the young people agreed we could access their files and so this was an area of the Review that we were unable to pursue.

Young People

(Please refer to Appendix 10)

Context

- The data suggests that friends and family were the first people that became aware of negative changes in the young person's presentation that were subsequently linked to CSE.
- Slightly over half of the young people reported problematic relationships within their family but despite this the majority had not been brought to the attention of other agencies prior to their involvement in CSE.
- In terms of education there appears to be no clear relation between the type of schooling, previous behaviour at school and subsequent exploitation. At least two of the respondents were high achieving students at the time they became involved in CSE.
- Their experiences of sex and substance misuse education in school ranged from poor to non-existent with only one describing it as "good". Those that received a service from RISQ felt that this had been helpful and that CATE workers had helped to facilitate their access to this service in a positive manner.
- There was no consensus as to why the respondents felt they had been personally targeted and they gave an even mix of responses based on their personal circumstances. Past history, their peer group, the environment in which they lived and previous family involvement with CSE were all cited as possible reasons. (Appendix 10)
- In terms of their behaviour, whilst exploitation was taking place only two respondents fitted the common profile of abusing drugs/alcohol, going missing and having unexplained possessions. For the majority drugs, alcohol and going missing were separate features of their behaviour and may be useful behaviours to focus on in terms of early intervention. It is worth noting, however, that for one respondent the only behaviour she reported was isolating herself and general behavioural problems so effectively there were no warning signs that obviously linked her to CSE.

Analysis

In terms of context most of the girls had different experiences that they felt contributed to them being vulnerable to the exploitation that took place. Drugs/alcohol use and going missing appeared to be the most consistent indicators of CSE but, again, this was not true for all of the young people.

- "Parents would have seen me coming home late, being drunk/on drugs, running away/going missing. I had different phones, was given money that I

would hide from my parents. I had bruises and bites that my parents would have seen if I hadn't spent all my time in my bedroom."

Friends and family can be key in terms of recognising signs and symptoms of CSE but may also play a role in the recruitment of the young person to CSE. Some of the young people we spoke to reported that siblings or friends had introduced them to the abusers in the first instance.

- "Friends noticed that I was smoking cannabis and hanging out with Asian men. I made a new friend that was already involved with the men."

The fact that over fifty per cent of the young people reported problematic relationships with their families suggests that this may have contributed to their vulnerability and the family's ability to recognise changes in behaviour at an earlier stage

- "Before all this we had difficult stuff, she (Mum) would kick me out all the time and we had rows".
- "They don't know anything. Mum drank – she was drunk a lot."

All the respondents reported issues in education once they were being exploited and some were placed with tuition services as a result. Where they were placed, in terms of education, appeared to have little effect on whether offenders could still contact them, with some offenders blatantly waiting outside school/educational settings for the girls.

- "They all thought I was just a 'slapper', a bad kid who never listened".

The fact that all but one of the respondents reported that they had received inadequate sex and substance misuse education may be a factor to consider in terms of preventative work. However, one of the respondents expressed her opinion that this would have made little difference to her becoming involved in CSE. In relation to education regarding CSE, it was clear that some of the respondents did not recognise that some of the relationships they were involved in were abusive/exploitative. This may have been exacerbated by their own and possibly others' negative view of them.

- "Late home, arguments, lies, stress. Yes, who would believe it? I thought it was all OK until I told CATE."

Agencies

- CATE was consistently identified by the young people as the most helpful agency that they were involved with.
- None of the respondents identified a Social Worker from any of the Safeguarding Teams as being helpful. A common response in interview was that, at times, there were too many professionals involved whose role/function was not clear to the young person.

- Where a young person received a positive service from any agency their view of that agency remained consistently positive throughout the process e.g. CAMHS, NSPCC, ISVA. This appears to be based on the nature of the relationship with the individual worker involved rather than a reflection of that agency as a whole.
- The majority also identified the Police and CATE as the agencies that listened to them and it was these agencies, especially CATE that the young people stated they would report concerns to in the future. However, only one respondent said she would report her concerns to both CATE and the Police.
- Just over half of the group felt they had not been protected from risk/ threat to themselves and their families during the Police investigation.
- There was no consensus about what had made a difference to the young people in terms of support and advice and again, all the responses were specific to their individual situations at the time: Two respondents felt that nothing had made a difference.

Analysis

What was not conveyed in many of the interviews was the feeling that the response to their particular difficulties was a coordinated multiagency one and, in fact, attempts to involve multiple agencies often left young people feeling confused about the roles and responsibilities of different professionals.

They valued the fact that workers “stuck with them” and took the time to develop individual relationships. The interviews suggested that young people found workers from CATE to be less rigid in their approach and more willing to look at symptoms rather than possible evidence.

- “The CATE project was helpful as they listened to me, understood and recognised the signs of what was happening when I didn’t.”
- “At school I was told I was seeing a Connexions worker but it was someone from CATE. She listened to me, I trusted her and told her everything I could but it took time and I was always scared they (the men) would find out.”

Respondents felt that CATE offered a more consistent, informal, flexible, dedicated service. Some of the young people voiced a strong feeling that they were used by the Police and that the support from the Police was conditional on their co-operation with the investigation and subsequent prosecution. None of the respondents held this view of CATE.

It seemed very clear that the respondent’s perception of agencies was very much based on the nature of the relationship they had established with a particular worker. Their view of the Police role was mixed and possibly reflects the dual role of the Police i.e. protection of the victims and prosecution of the perpetrators.

The level of fear expressed by some of the respondents and their feeling that they were not protected from risk/threats during the investigation is concerning. In addition all of the girls were worried, to some degree, that they would get into trouble if they disclosed what was happening and this suggests two powerful disincentives to engaging with professionals.

Although two respondents were placed in a Secure Unit only one felt this had made a difference and neither endorsed this as an appropriate form of action for young people in their situation.

- “Why should I be in a house full of criminals and self harmers? Why isn’t there a house for people like me - you get them away but with people like me”.

Current Situation/Outcomes

- On a positive note, all respondents we spoke to reported that they currently felt safe. The majority felt that the Court case had been “scary” and “awful” with only three stating that they were happy or relieved about the outcome.
- All but one of the respondents had seen the Channel Four documentary and their emotional response to it serves to reinforce that they are a disparate group.

Analysis

It is encouraging to hear that all of the respondents currently feel safe. One commented that she has been able to see a difference in her community and believes that it is a good thing that people are more aware of CSE.

In terms of the Court Case all those involved found it to be a difficult experience and for more than half of them this was not mitigated by the conviction of the men involved. The fact that only a few of the respondents described themselves as “happy” about the outcome may suggest that respondents did not have a clear understanding of what the outcome might be when they entered into the process or that prosecution was not high on the agenda for them personally.

Most of the respondents felt that their access to services became less clear and consistent once they reached the age of eighteen and some were not aware how long they could continue to receive a service from their CATE worker.

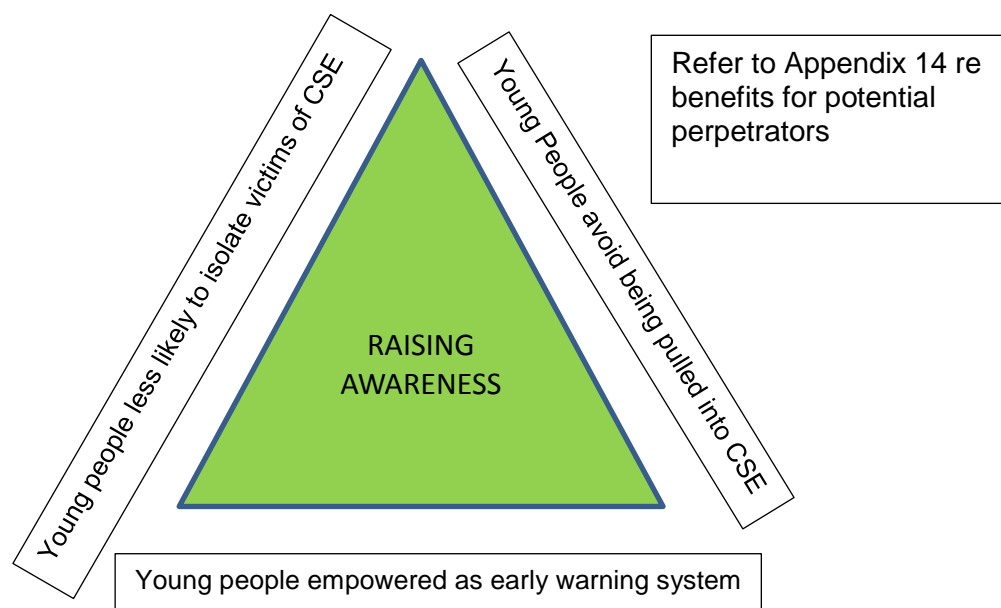
Summary

All of the young people demonstrated some signs of trauma at the point of interview which suggests that the impact of this CSE experience is clearly not over for any of them. Of concern is that none of them reported that they were engaged in therapeutic services or receiving on-going support, other than through the CATE service. This leads us to question how these young people might be expected to successfully manage relationships and the parenting of their own children in the

future. It should be noted that neither of the young people who were parents were able to act as primary carers for their own children at the time of this Review.

The notion that potential victims of exploitation can be identified and therefore prevented from becoming part of an exploitative relationship appears to be flawed as within this Review there were few common factors that would give agencies the confidence that such identification was possible. There is a danger that a belief in the possibility of early identification could actually give a false sense of confidence with the result that respondents like Sofiel and Abdiel (see Appendix 10) could be completely overlooked.

This Review suggests that one reliable form of prevention is likely to be through the delivery of good quality sex and relationship education for young people of both genders. Clearly this needs to include issues around exploitation and clear access to services so that concerns can be reported and support elicited. Given that we are aware that children as young as eleven years old have been involved in exploitation it is important that this education is targeted at the right age group.



When discussing placements the two respondents that were placed in secure accommodation were clear that moving them away would have been more effective where there was therapeutic support, family contact, a clear plan with time-scales and access to education opportunities. In addition they objected to being labelled as “criminal” or “insane” and had felt that the main purpose of the placement was to “warehouse” or contain them for a period of time.

The consensus that agencies did not really understand how scary the situation was for the young people and their families needs to be addressed. Even those that identified good support from CATE and Police were still fearful of disclosing, suggesting the extreme level of power and control the men had over them. Agency support did not do enough to allay those concerns as over half reported that they felt

they were not protected from those risks/threats. This was exacerbated by their fear they would get into trouble if they disclosed. Whether these fears are real or simply perceived to be real by the victim is a moot point as the impact is the same: It makes disclosure more problematic for the victim and it further isolates the victim from agencies.

Whilst there is not a lot of research about the impact issues of CSE there is a wealth of learning regarding the impact of Sexual Abuse (Briere, Kendall, Finkelhor). We know that impact issues of Child Sexual Abuse (CSA) are long term and that young people need on-going services that meet their developmental needs. Although there are differences between CSA and CSE there are also many similarities so it is logical to draw upon the research of one to inform the other.

Given that we know recovery from CSA can take many years it is important that services for young people recovering from CSE are afforded the same level of service. Some of the young people in this Review were not clear what services would be available to them either currently or in the future, particularly once they reach eighteen.

The fact that friends and family appear to be the first people to note concerns suggests that services which educate and support all young people, male and female, in both the identification and reporting of this form of abuse could be significant in preventative work. Support for siblings of young people involved in CSE would not only enable greater understanding and therefore potentially improve family relations but could serve to avoid recruitment of siblings into CSE, as we have seen with two of our respondents.

Although girls report feeling safe now there is a level of concern about what happens when the perpetrators are released and return to live in the community. "Hael" reported feeling anxious in her local community knowing that her abusers were released; "Lare" had just settled into her own accommodation but was very aware that the family of one of her abusers lived nearby.

Summary of Parents' Responses

(See Appendix 11)

Initial Awareness

- The data suggests that the first indicators of negative change in the young person's presentation were raised by Education and friends within an educational setting. Seventy five per cent of respondents stated that their child (ren) had been excluded from school. Over half were aware of problems at school and half reported that their child had been bullied at school. Subsequently two families reported that the males and females involved in exploitation would wait for and pick their children up from either outside the school or Connexions.
- There were significant concerns raised by all parents about their child going missing. Alcohol and drug misuse was not featured as a determining factor of concern. One parent identified that both her daughters had mobiles, money and alcohol provided and that they were being taken out in expensive, fast cars. One parent noticed her child would receive a phone call and then would "be gone".
- Half the families reported family relationship difficulties as a significant warning sign that something was of concern, with one parent highlighting relationship difficulties with her daughter as having existed prior to her child's sexual exploitation.
- Half of the respondents claimed they realised the problem was CSE, one citing the targeting of her second child as a factor for this recognition. The other half said they were unaware and did not understand what was happening until they received information from the Police or CATE. One parent was concerned that agencies had been aware of what was happening to her child for two years before information was shared with her.

Analysis

In respect of parents' understanding of what was happening to their child it appears that educational settings and friends within those settings were the first to recognise change in the presentation of the young person. The consensus was that education was an issue for their child with a subsequent awareness by some families that males and females were waiting outside an educational setting for their child. Attending education was not a protective factor. Therefore identifiable change in behaviours within an educational setting may be considered as a possible indicator of CSE.

- "She began playing up at school. She started going out with other girls one local woman who was known as a prostitute with Asian men".

- “She was bullied and excluded on several occasions. Men and women would wait for her outside Connexions”.

Half the parents raised concerns about their child going missing and the influence of mobile phones, money, alcohol and fast cars being a factor. Parents felt that they had no control over what was happening.

- “Both girls would leave at any time night or day and we could do nothing to stop what was happening”.
- “She was constantly called to leave the house. An Asian male took her in an expensive car; he brought her gifts and gave her phones. She was under his influence because he gave her material goods”.

The fact that half the families had more than one child involved in CSE indicated that in this Review siblings were introduced to the abusers by another sibling or friend, thus becoming part of the recruitment process. It was the involvement of a second child that raised parents’ concerns.

- “Our concerns increased when our youngest daughter was involved with a gang of men who would come to the house”.

Half the families reported problematic relationships with their daughters. One parent recognised that there had been difficulties prior to her daughter’s involvement with CSE.

- ‘She was involved at about thirteen, she was always troublesome and we didn’t relate well anyway, our relationship was not great.’

Only one parent felt their awareness increased with Police involvement and one parent when CATE were involved. No parents stated their initial awareness was increased by any information from school/ education establishment, rather their child’s education suffered as a consequence of CSE with exclusion from and bullying at school being a factor.

The consensus was that parents had little initial awareness of CSE. One parent became aware only when her second daughter became involved and only half the parents’ awareness increased when agencies became involved. An overall lack of initial awareness is evident and this did not significantly improve with agency involvement.

Agency Involvement

- Half the parents identified the Police as the easiest to secure help from.
- Individual workers from different agencies were identified as most helpful during this time when their child was involved in CSE (Police, Cate, Social Care). No parent identified Health as supportive and one parent identified Health as supportive only when her daughter became pregnant. Agencies as a whole did not feature as helpful, rather an individual worker who was

involved and built up a relationship with the family and these views of agency support were consistent throughout the process.

- Parents felt that Social Care support was not consistent. Consistency was apparent when a relationship with individual workers was established.
- Over half of the parents felt agencies blamed and held them responsible for what was happening. Only one parent felt agencies were not blaming them for what happened but blamed themselves.
- No parents identified Health or Education as agencies who listened.
- Only one parent identified that a worker from CATE had shared information with them appropriately whereas seventy five per cent of parents from this sample of CATE did not share information appropriately. There was a consensus that Police, Social Care, Health and Education did not share information appropriately.
- Seventy five per cent of parents felt that prosecution of the men involved took precedence over their child's needs. Only one parent felt prosecution was a positive decision.
- All parents felt that support was not enough and that it was needed much earlier. The consensus was that parents felt support should be on going. Half the parents felt that support they received was linked to securing a prosecution or to meet the needs of the agency rather than their child.
- No parent felt they would advise other parents to contact Social Care, Education or Health if they were aware of CSE as a problem. Those parents who would advise another parent about who to contact appears to be linked to experiences of individual workers from different agencies such as Police, CATE or PACE.

Analysis

It is clear from the respondents that a multi-agency approach to CSE was not evidenced. Families describe a sense of confusion and despair with the lack of agency responses to their situation and the consensus was that things did not improve with agency involvement, but only when an individual worker built up a relationship with the family.

- “When we rang Social Care we had no support, when we reported our daughter missing the Police soon got fed up”.
- “There was no response even when I was crying and desperate”.

All parents identified individual workers from different agencies, who developed relationships with the family, as the most helpful and consistent and these relationships, when consistent, were a positive support for parents engaged. Parents valued these relationships and trusted the individual workers.

- “One social worker listened; when she left the support was bad”.
- “CATE, she was there twenty four hours a day/ night, but we felt agencies did not understand what was happening or how to stop the abuse”.

Regardless of the relationship individual workers developed with parents, all but one respondent felt blamed by agencies. Parents expressed a sense of guilt because of the CSE and felt they should have known what was happening to their child. Parents felt disempowerment at the lack of support and information to help. This appears to have added to their feelings of self-blame.

- “We both felt blamed and not listened to, we felt we must be awful parents”.

One parent expressed strong feelings of self – blame and had expressed being pre occupied with coping to notice that what she felt was a lack of response being associated with blame from agencies.

- “I felt some agencies looked down on me, but I blamed myself too much to notice, I felt responsible and to blame”.

The majority of parents felt that information was not shared appropriately with only one worker from CATE sharing information appropriately. Evidence suggests that the parents did not feel that agencies were willing to share information but when information was shared, it was not always consistent.

- “The Police did not inform us about what was happening at the initial stages of the investigation”.
- “Things changed when our daughter was involved with CATE; we were involved in information sharing to a point”.

Over half the parents felt that a prosecution took precedence over their child’s needs. There was a consensus that the support offered was not focused on child protection but on securing a prosecution. The views of the majority was that they as parents felt used, or let down and that the end did not necessarily justify the means. One parent was concerned that her daughter had been a victim of CSE but her abusers were not prosecuted and that women involved in grooming the girls were not prosecuted. This evidence may reflect the dual role of the police, to protect and to prosecute. When prosecution did not take place the parent expressed frustration, disappointment and a feeling that their daughter had been used to collate information.

- “Justice at the expense of my daughter”.
- “At times I felt a prosecution of the men would be a good thing for my daughter, now I feel it was a ‘con’ and that the girls were used and abused by the Local Authority”.

All parents interviewed felt that support from agencies was not enough, or inappropriate. In addition to experiences of support being poor or non-existent, families stated that they had needs for services much earlier in the process and for these to be on-going, post prosecution and/or beyond their children reaching eighteen years of age. Respondents felt that any support provided was either driven

by a focus on the criminal prosecution or to meet agency needs The majority of parents felt agencies lacked understanding of the effect of abuse and the process of prosecution on their child. Parents had been proactive in seeking out support for their child, one having to trawl the county for appropriate supports. No parents identified supports for themselves or siblings and expressed feelings of isolation and lack of agency understanding and support.

- “I felt there was no emotional support and I felt I was in it on my own”.
- “I didn’t have enough support; school didn’t want to know they just wanted her out and just complained about her behaviour”.

There was no unequivocal report from families concerning their attitude towards prosecution of the perpetrators except in noting that they believed the prosecution took precedence over the needs of the young people involved. Parents’ reports indicate that there was no single agency, whether from Health, Education, Social Care or the Police, which was consistently helpful or supportive. Whilst half of respondents cited the Police as being the most responsive to their concerns, this did not always translate into actions that were perceived as helpful for them. One parent had found CATE easy to approach for help but this was not universally the case for all families. Where families did identify positive experiences of help and support this was attributable to named individuals rather than the particular agency they worked for. Within these relationships they felt they were listened to by the professional, regardless of the agency. There were examples of good professional support across all agencies but no single agency emerged as consistently supportive of parents. Health and Education services were cited as being the least helpful by the majority of respondents.

- “The counsellor did not understand what was happening and became upset at what she was hearing”.
- “They (agencies) talked about support when she was involved with Chalice and Court but it was too little too late”.

One parent felt support was dependent on who you knew and a matter of luck. Parents did not have a consensus of who they would advise another parent to go to if they were concerned about CSE, this was dependent on the experience the parents had with agencies and based on individual relationships that had formed. Single votes were given for the Police, CATE and PACE alone, with no reference to Social Services, Health or Education.

- ‘The police but not social care’.
- ‘Cate, they were always there for us and understood the problem’.

Impact on Family

- All families reported and evidenced impact issues and how these had affected relationships in the family and their child.
- The behaviours parents found the most difficult to manage included children going missing, threats from the perpetrators as well as coping with the mental health and emotional difficulties experienced by their children.
- Issues relating to school exclusion or drug and alcohol use were not quoted by parents as problematic as those behaviours cited above.
- Respondents noted a marked difference in their daughters' behaviours.
- None of the parents said that the risks to them or their children were sufficiently managed, with half saying risks not managed well and fifty per cent saying they were not managed at all.
- They all reflected that agencies did not appear to understand or accept the dangers and risks they and their children were exposed to.
- In addition to this lack of understanding, the majority felt agencies failed to provide adequate protection for the victims and did not fully appreciate the mental health needs of the young people and their families.
- Parents identified that what would have made a difference in terms of their experiences would have been: the sharing of information, honesty, not leaving children at risk, believing parents and acting on information.

Analysis

A range of impact issues and presenting behaviours were highlighted by the parents.

- "She was going missing, excluded from school, bullied".
- "Her education has been affected and her prospects limited".
- "They were moody, challenging, aggressive and secretive".
- "Her moods were unpredictable, all over the place and challenging she was shut off from us emotionally".

The risks that parents felt their daughters and they were exposed to included direct threats to their home, family and child involved in CSE.

- "They (Police) did not take us or the risks seriously until she was discovered in Birmingham with a group of Asian men who were suspected of sexually exploiting young girls".
- "I was under threat of the house being fire bombed and we were threatened by the men involved".
- "She (daughter) was freaked out because they (perpetrators) were still in the area".

All the parents struggled to manage these behaviours and risks with varying degrees of success. They talked about a lack of knowledge/understanding about the process of what was taking place. To the parents the threats were real; however parents felt that agencies did not always take the threats seriously.

- “They were self-harming, shaving hair, using alcohol and drugs. They would rant and rave at me. When I tried to stop them leaving the house this made things worse”.

The situation was exacerbated by their perception of the support offered by professionals and what parents perceived as a lack of information about the process of CSE and the impact issues.

- “Her experience of counselling wasn’t positive; she didn’t understand and became upset by what she heard” .
- “Agencies did not seem to understand the dangers and risks the girls and we as a family were under and the police didn’t understand how this affected her emotionally”.

Evidence from this Review suggests that while CSA and CSE have some common impact issues for victims and their families, it is also evident that there are differences due to the very nature of CSE. Children who are victims of CSE may be exploited and abused by a number of perpetrators, they may leave the home at any time night or day, the victims may be subjected to high levels of intimidation and be collected from what most feel is a safe environment i.e. school or home. Victims of CSE had their relationships and any protective factors destroyed rendering them vulnerable to the demands of the perpetrators. The impact on children and their families evidences the malevolent and traumatic nature of CSE. This Review evidenced that children subjected to CSE display some common factors and warning signs :

- *Missing from home*
- *Absent from school/exclusions from school*
- *Estranged from family*
- *Gifts from unknown sources*
- *Older ‘boyfriend’*
- *Self- harm/mental health issues*

Parents expressed frustration at the lack of appropriate and focused therapeutic support, alongside a feeling of not being heard. Parents describe a sense of loss and desperation, a sense of being overwhelmed by events that the professionals they sought help from appeared at times unable to offer timely and appropriate services to keep their child safe, to minimize further risks and to support them therapeutically. The individual relationships workers developed were valued by families.

Summary

It is clear that the parents involved with this Review have positively engaged with individual workers who have persevered and offered support and information. The impact issues and presenting behaviours were not identified by agencies as early warning signs and symptoms during the initial stages of a child being involved with CSE, behaviours were dealt with as a problem rather than a cause.

The Review highlighted that educational settings were the first to notice or be informed of warning signs and concerns, therefore it is important to involve agencies other than the Police and Social Care in identifying victims, particularly when concerns are also raised by parents.

This Review highlighted that parents can be informative and knowledgeable about the warning signs and symptoms. The Review evidenced that children did not necessarily have pre-existing vulnerabilities to be at risk of being sexually exploited. Siblings were at risk of being groomed by perpetrators of a sibling already being sexually exploited.

Evidence of individual supportive professional relationships have been cited by parents as invaluable. Sharing information with parents and with other agencies may further protect children from sexual exploitation. Parents would have valued a timely and multi-agency response to their concerns.

It was also clear that parents experienced a lack of agency understanding and clarity about the risks they and their child were exposed to. Support and involvement was felt to be limited and at times perceived as linked to the possibility of prosecution rather than protection. Parents generally felt that information was not shared appropriately leaving them feeling isolated and vulnerable.

All parents demonstrated a level of unmet therapeutic need and a perceived lack of multi-agency responses to their daughters' situation and to their concerns as parents. This suggests that agencies were not able to offer an on-going multi agency response to CSE.

The Review suggests that the nature of CSE and the presenting reactive behaviours rendered agencies unable to identify and respond in a timely manner to safeguard children and to offer on-going appropriate therapeutic support.

Parents were evidently dealing with circumstances that were frightening and of serious safeguarding concern; the involvement of agencies did not always improve the situation, nor minimize the level of risk.

Staff

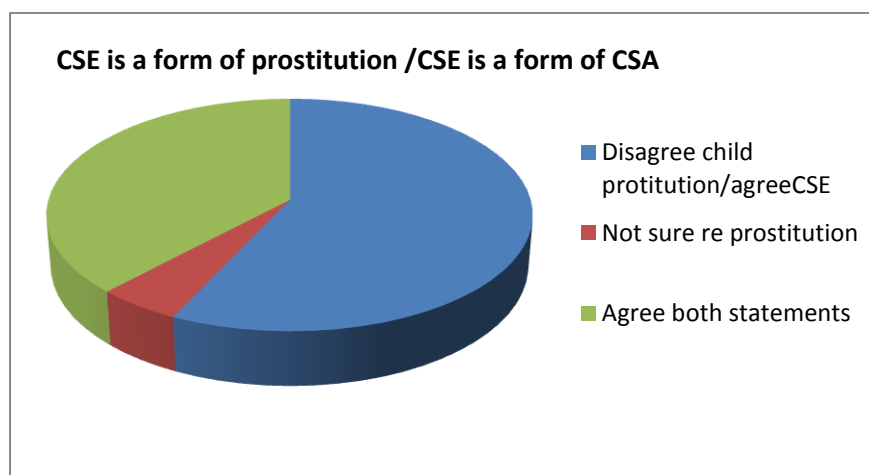
Questionnaire 1

(Please refer to Appendix 12 & 13)

There was some consensus in the answers and sound knowledge of basic issues relating to CSE e.g. seventy three per cent disagreed with the statement “CSE impacts mainly on white British females” and ninety six per cent disagreed with the statement “Young people over the age of eighteen are not the victims of sexual exploitation – they just make poor choices”.

Given that these were people who had been directly involved with victims of CSE there were some more surprising responses. For example thirty five per cent agreed with the statement “CSE is a form of prostitution”.

When this was correlated with the responses to the statement “CSE is a form of child abuse” the results were that fifty seven per cent agreed CSE was a form of child abuse but disagreed that it was a form of prostitution. Thirty eight per cent however agreed with both statements suggesting at least a radical difference in the use of language/ terminology if not how CSE is perceived.



Similarly thirty two per cent agreed that CSE is a form of prostitution and that victims are reluctant to engage with services because they do not want to lose drugs, alcohol, material benefits that the man/men give them.

Fifty two per cent were either unsure or agreed that “Males involved in CSE are predominately Asian” whilst seventy three per cent were very clear that the males involved in CSE in Telford during this time period were predominately Asian.

Analysis

The questionnaire indicates that there is good local and national knowledge about CSE. There is a slight tendency for local experiences to be generalised nationally but this was not the majority of people. That said, some of the responses suggest that

even within this group there is room for further education regarding the use of language and processes of CSE.

Questionnaire 2

The majority stated that their level of knowledge and that of their colleagues had increased over time. Fifty per cent felt they had a “poor” knowledge of CSE during the time period specified compared to four per cent currently. In terms of their colleagues they felt fifty four per cent had “poor” knowledge then compared to four per cent now. A similar trend was reported for managers also.

Generally there was less consensus in responses based on personal experiences. In terms of training fifty four per cent rated the training they had received regarding CSE as “poor”, twenty five per cent felt it was “average” and only twenty one per cent rated it as “good”.

The support offered to staff also varied with thirty five per cent rating it as poor, thirty nine per cent as average and twenty six per cent as good. The support offered appears to correlate to some extent with training as thirty per cent reported they had received both poor support and training during this period whereas only nine per cent reported receiving good support and good training.

Responses regarding levels of supervision were shared across the three responses with twenty one per cent reporting poor levels of supervision, forty two per cent average and thirty seven per cent good. No one who reported receiving good support reported poor supervision and this comprised thirty nine per cent of the sample.

Ninety one per cent reported that multiagency working regarding CSE was average or good (forty eight per cent average, forty three per cent good) with only nine per cent feeling it was poor. When this was correlated with communication with other agencies thirty per cent reported that it was good on both counts; eleven per cent felt both were poor.

When asked about feedback regarding outcomes for those involved in CSE forty six per cent rated the feedback as average and thirty seven per cent felt it was poor. Only seventeen per cent had experienced good feedback. There does not appear to be a good correlation between communication between agencies and feedback on outcomes.

Analysis

Staff felt generally that the level of awareness and knowledge about CSE had improved since 2008. They also felt that colleagues and managers had also developed knowledge during this time.

As regards training we wondered whether the responses suggested a lack of training that would have made sense given that CSE was a relatively new subject. However the fact that twenty one per cent rated it as “good” perhaps suggests that the issue is around availability or application for different agencies.

Poor support and training were featured although it should be noted that for some staff their experience was very positive. In addition multiagency working appears to have been successful but does not appear to have extended to the feedback regarding outcomes that might continue to motivate staff and assist them in supporting victims and their families.

The Staff Group Forum

Attitudes

- Initially professionals across all agencies expressed an element of disbelief when the individual stories began to unfold and they were very much caught up in looking for evidence and proof of abuse through Sexual Exploitation. The response from managers and some agencies was simply “Where is your evidence this is happening?”
- The individual experiences of workers affected how they responded – some of those with experience of working with domestic abuse understood better the insidious processes of ‘grooming’ in CSE involving the psychological/emotional undermining of partners in intimate relationships.
- Personnel in agencies – There were different levels of understanding and many different approaches to address problems. Agencies did not feel they have or were able to take a longer term view to specific risks involved when young people are caught up in processes of CSE.
- There was a recognition that the systems in place at the time e.g. Child Protection systems were not necessarily appropriate or flexible enough to be particularly helpful in cases of CSE.
- Initially there was a lot of intelligence available around CSE but there was also uncertainty regarding recording. Agencies, including Social Care, did not really know what to do with the information they had. It was felt that there was a lack of understanding about the scale of the problem initially and that this is probably still the case today in that agencies suspected there was more CSE happening than they were aware of.
- There was a lack of appropriate processes and mapping of concerns initially and there is still a lack of processing and mapping where problems are. There was a strong feeling that the problem is much bigger even in Telford & Wrekin where systems have been developed.
- Issues were raised regarding recording where Asian men were suspected as perpetrators. Staff felt they had to question recording because of the need to be seen to be politically correct and to avoid accusations of being racist.
- Generally a feeling was expressed that the victims of CSE were made to ‘fit’ existing systems rather than developing more relevant support systems to

engage and protect. Investigations did not take into account the appropriate pace for young people and investigations/help were constrained by current systems and available resources.

- The staff group we spoke to were aware of the particular difficulties in working with these issues. For example, they talked about the perpetrators being hidden: the victims were relied on to provide information and intelligence but often lacked knowledge about the names of abusers, the place and locations it took place. Victims often only knew people by nicknames and abuse occurred at many different locations out of the Telford area.
- The notion of victims “fitting in” was clear in relation to placements. It was felt that there was a lack of specialist understanding about the housing needs of these young people in order to keep them safe. If young people were placed in hotels or refuges they were not safe and placed other residents at risk of exploitation. The lack of recognition that young people’s behaviours as a result of CSE are both difficult and challenging also had a direct impact on foster placements in that foster carers were not trained in what to expect or how to cope. This resulted in many moves of placements for the young victims, further promoting their vulnerability and isolation from appropriate support. A strong feeling was expressed that there is a need for specialist well trained foster families to better support these young people.
- Agencies acknowledged how difficult it was to work with the young people involved because of their behaviour, unwillingness to engage and their own lack of understanding what to do about situations.
- There was a good understanding about the impact of CSE on families, the feelings of blame parents experience and it was acknowledged that families were not always appropriately supported by professionals.
- The age of the victim had a clear impact on the professionals’ notion of risk but those in the Staff Forum were clear that young women aged sixteen to seventeen were still “children”, were still highly vulnerable and that resources based on chronological age were unhelpful for this service user group. This was linked to the fact that the Forum members were aware that for some professionals there had been an understanding that these young girls were making choices based around their own promiscuity and desire for drugs/alcohol. They felt that there had been some notion of consent and that some professionals lost sight of the fact that the victims were children.
- Staff reflected that more recently there have been considerable moves in local responses. They reflected that nationally changes were happening in response to high profile enquiries that brought pressure to agencies to change working practices. There was some frustration created amongst some of the agencies by these moves around the lack of common knowledge/experience.
- CATE was identified as an agency that had promoted multiagency working, good practice and information sharing.

- In spite of the “considerable moves” it was felt that the reorganisation of services within local Social Care has affected ways of working and the way help is provided to victims of CSE. Staff feared a potential loss of local working arrangements/networking due to changes in the way services are now organised, staff redundancies and movement across teams. There was a feeling that the restructure of children’s services has broken up good networking and not yet been able to restore these to previous good levels. Those fears were evidenced to some extent by the fact that staff went on to say that there was a lack of information about where to go with concerns now and who they should contact/make referrals to regarding CSE. They all acknowledged the need for multiagency working and sharing of knowledge but needed to be clear about the lead agency.
- Strong feelings were expressed about the way young people were treated by the Law and Legal Agencies – CPS Solicitors/Barristers for the Defence. Forum members, including strong representation from the Police, described the legal system to be “scandalous” and felt outrage towards systems which put young people through hours of questioning where their characters are assassinated and they are accused of lying.
- In terms of criminal justice some frustration was expressed when victims of CSE become involved themselves in the Youth Justice system and allowances were not made for the trauma they have experienced or their status as victims of abuse.
- The Forum felt that there was a need for earlier intervention – preventative proactive services for educating young people, their parents and carers, teachers etc. about the risks of CSE.
- The Forum felt that there was a need for an improved/increase in Youth Services that had a good racial mix of males and females, to offer guidance and awareness support. Youth services were seen as more able to provide an atmosphere that is conducive to getting appropriate messages/information across to young people in ways that are relevant and not seen to be punitive, critical (of youth) or patronising. Such a response may help address potential perpetrators at an earlier age and so stop the cycle of abuse that appears to have developed.
- It was felt that there is also a need to address racial tensions/stereotypes within the local communities e.g. “CSE only involves males of Asian origin”, “white girls are slags – up for it, asking for it”. The point was made that the Youth Service and whole society response requires local communities’ involvement.
- Throughout the Forum there was very little mention of male victims, the scale of problem for males or services in place to meet need. The feeling/ attitude towards male victims appeared to be different, especially where young males have made relationships with young girls and this is exploited by older males in the community. There was some confusion as to whether these young men

were perpetrators or victims themselves but generally it was accepted that they are assumed to be perpetrators.

Knowledge

- Staff reported that the availability of training specific to CSE was limited. All staff had received Child Protection training but only some had attended the CSE training offered by the Local Authority. Some professionals talked about accessing other materials to increase their knowledge.
- Generally staff felt that supervision was not good enough and they linked this to the skill, knowledge and awareness of their managers. Some pointed out that whilst it was mandatory for them to go on training e.g. CSE this was not the case for their managers and as such they felt their managers were not equipped to support staff adequately.
- Staff identified the need for more preventative work and more resources to be available such as therapeutic work for young people their families and siblings.
- In the beginning staff had wanted systems/pathways in place to assist them. All of Children's Services Staff were now aware of the CATE pathway but adult services less so. Given the ages of some of the young people involved in CSE this is an omission.
- Apart from workers in the CATE project no specific tools for working with CSE were identified but the staff group identified CATE and strategy meetings as useful.
- The Forum demonstrated a good understanding of the complexity of CSE in terms of the grooming process and the need for a different response to the child protection procedures. They felt that the scale of problem was bigger than they were currently aware of.

Roles

- There was a good range of different roles and agencies represented at the Forum.
- There was a consensus that prior to CATE multiagency working had been more difficult but that when the Police came on board and CATE was established (2008) the situation improved.
- Staff raised issues about what the Court system understands about CSE and they queried what training Magistrates and Judges have received around CSE.
- Staff felt that Police holding CSE cases in PPU presented as problematic as they hold and co-ordinate information but are not then responsible for

investigation. This can create issues in communication, consistency and ownership between agencies.

- In terms of meeting therapeutic needs it was acknowledged that the CAMHS policy of closing if first appointment is not attended is unhelpful when working with the chaotic lives of some of the victims of CSE.
- The Local Authority Intranet could be better used to update information about resources, training and the CATE Pathway.
- There was grave concern expressed about the transition between teams, particularly as young people leave care. The Forum felt that the current system does not appear to reflect the vulnerability and special needs of this group of young people and “*young people drop off the radar*”. It was felt that there would be difficulties in Adult Services taking on CSE issues due to access to mental health and therapy services.
- Issues about recording and the accessibility for other teams and agencies.
- The Forum felt that there was not access to specialist counselling that was flexible enough to engage the victims and their families.
- Professionals reflected that some of the networks in place are informal which raised the issue of whether they could be retained as staff move and change roles. In short, how will Telford retain the expertise regarding CSE as their staff group changes over time if they invest in only a small number of staff?
- Concerns were expressed that in the current climate the need to save and to make money sometimes supersedes the needs of the young person.
- The need for preventative services that engage individuals, families and communities was raised again.
- Finally, there was general agreement that there was evidence of learning from 2006 and that there have been good developments in practice that have improved communication and interagency working.

Impact

- The Staff Forum had a very good understanding about some of the impact issues both for the young person and their families
- The emotional impact of working with CSE for staff ranged from disbelief to frustration and anger. There was also some level of fear related to personal safety because of the reactions of perpetrators.
- Factors that exacerbated the impact such as long working hours, caseloads, poor communication and poor supervision were also mentioned.

- The majority did not feel there were sufficient resources at the time to assist them and gave examples of the lack of a dedicated manager for CSE, a lack of “joined up thinking” and the closure of services that had been helpful e.g. RISQ.
- Similar issues were raised about supervision and peer support was seen as being helpful.
- Although it was felt that the situation had improved the Forum did not feel that there was a “robust” understanding of the risks for service users and staff. There was a feeling that some agencies were better protected than others and that staff were not given training about safety awareness to help them in high risk cases.
- In general staff felt that the referral process, strategy meetings and risk assessments had improved. Again they raised concerns about the lack of therapeutic support for victims, poor transitional arrangements to adult services, the need to improve support for families and siblings and the need to move to a preventative, rather than reactive response.

Analysis

It was interesting to note that responses in the group context differed from the individual responses given in the questionnaire. For example, in the individual questionnaires staff were fairly positive about their managers’ role and supervision but in the group setting this was clearly not the case and was something of an issue for most staff attending. This may suggest a flaw in the questionnaires or simply that individuals feel more confident when supported in their views by peers.

The difference in responses may suggest that peer supervision and support in these matters is effective and may go some way to ameliorate any deficiencies within respective organisations.

The quality of supervision, knowledge of managers and support were all areas where improvements were suggested. The impact issues for staff were compounded by these factors and the lack of training. Although the phrase was not used in the Forum the danger of vicarious trauma when working with young people with such extreme histories of abuse is very real and has an immediate impact on staff health and professional practice.

Concerns were raised about the services for young people and their families in terms of therapy that was available and the type of resources that victims of CSE had access to. This was particularly raised in relation to accommodation and transition arrangements between teams and services.

The view of CATE was positive, although the recent restructuring had led to some confusion about referral routes and responsibilities. There was some discussion about the value of a co-located dedicated team comprising of the Police, Cate, Housing Department, Health Services, Education and Therapeutic Support but this debate was not resolved. Some felt that a dedicated service would meet the needs

of victims and their families better whilst others feared that this would deskill the wider workforce and stigmatise a young person seeking help if such a team was based in a police station. There was, however, a consensus that work in this area should focus on a proactive, rather than reactive response. There was also agreement that what works is a creative, flexible and sensitive response to the needs of young people involved in CSE.

Resource issues included lack of training, use of the intranet and access to information generally. There was also concern that knowledge, expertise and networks linked with various staff members had, or would be lost through the reorganisation. RISQ was highlighted as one organisation that agencies believed is no longer available and not everyone was clear how they now accessed advice regarding sexual health.

Note

During the contact with the young people and their families issues had been raised that we subsequently had the opportunity to put to some of the Police Officers who had been involved in Operation Chalice:

Was there a time that you believed the girls to be most at risk? Is so when?

- *When the Police were learning about CSE, at the start. The girls were at high risk and placed themselves at risk through their behaviour. When the Police got involved to address issues perpetrators became aware of police interest and so they think girls were then perhaps more at risk.*

What protection was offered to the girls and their families once the Police were involved?

- *The levels of protection varied for those involved in Operation Chalice and individual assessments of risk undertaken.*
- *Some things that were put in place included alarms/police response and the development of the STO's role. If a young person was living at home the police looked at what parents/families could do.*

Is there a difference in the level of protection/support that can be offered to a witness and a victim. If so what is the difference?

- *The Police looked at risk of both roles and assessed accordingly.*

Did the police have a main focus during the investigation?

- *The main focus for the Police was to bring offenders to justice and to understand the risk to victims.*

Conclusion

This Review has highlighted the level of fear expressed by the young people at the time exploitation was taking place, their own anxiety about getting into trouble and feelings about the numbers of professionals involved. It has been humbling to reflect that, despite their experiences, young people and their families felt able and willing to take part in this process. For that we are extremely grateful.

From our contact with the young people, their parents and the staff group a number of common themes have emerged:

- Family relationship difficulties were identified once CSE became an issue.
- Parents and young people reported being unaware of what was happening until they received appropriate information from CATE or the Police.
- Young people and parents said that education suffered as a consequence of CSE with exclusion from and bullying at school being a factor for some.
- Neither young people nor parents felt that the support from Social Care was consistent or helpful.
- Parents and young people felt that agencies held them responsible for what was happening to a greater or lesser extent.
- Children and young people going missing seems to be behaviour noticed by both groups though not for all.
- All the groups felt that the Court case and a successful prosecution took precedence over the needs of the young people and their families.
- The experience that young people and parents have of helping agencies appears to have a direct impact on their willingness to signpost other families in trouble to resources or indeed to accessing such services for themselves in the future.
- The nature of individual relationships both for young people and parents was identified as significant rather than the role of particular agencies. This involved workers being needs led, flexible, sensitive and responsive as well as having some knowledge about the processes of CSE.
- In the main young people were more positive about the support they received than their parents were.
- For staff, training, supervision and support were highlighted as important factors for them to be able to function effectively.
- Information from parents and young people suggests a central role for Education in early identification of CSE.

Earlier in this report we referred to the similarities between CSE and CSA. However our discussions with young people, their families and staff have highlighted the additional issues relating to protective factors. For most victims of CSA some protective factors may be retained such as school and family/peer relationships. An apparent feature of CSE is the systematic destruction of any protective factors that may be available. We know that it is these protective factors that often reduce the impact issues of CSA. We are not suggesting that impact issues from CSA are not serious or long term. We wonder, however, whether the abusive experiences linked to CSE may be different because of this and is more comparable to CSA cases where intergenerational abuse or networking is evident.

In addition we also wondered whether young people who have been traumatised through exploitation are more vulnerable to exploitation in the future or to being used to groom/recruit other young people thus creating a cycle of abuse that was already suggested by some of the young people and their parents.

The Office of the Children's Commissioner states:

“A focus on consequences rather than causes of CSE will never catch perpetrators or stop other children being sexually exploited”.

The evidence from this Review, however, suggests that finding a causal link between communities and CSE is not straightforward and may give professionals a false sense of security eg: that all children involved in CSE are looked after or that all perpetrators of CSE are Asian males.

We would suggest that prevention is synonymous with causation and if this is the case education of young people and communities generally is the key to addressing this cause of abuse. We have learnt from young people and families that their priority lies not necessarily with the prosecution of perpetrators but rather with the safety of the children and young people involved. We should not forget that whilst the convictions related to Operation Chalice were a significant victory for WMP it nonetheless represents a small percentage of abusers involved in CSE within the area.

Next Steps?

CATE has evolved and continued to evolve during the course of this Review. We are aware that some local developments have taken place prior to the completion of this Review but we have been careful to undertake the Review independent of those changes.

1) Nature of agencies involved and their remit

It is clear from the young people we spoke to that individuals within agencies have needed to persevere in order to engage these girls once they are involved in CSE. In order therefore for workers to be able to be effective there needs to be a culture that supports a flexible and needs led approach. There has to be clarity in terms of professionals roles, responsibilities and length of involvement. It is noted that the

only representative from Health in the Review was from CAMHS whereas a true multiagency response to CSE would include significant input from all areas of Health agencies eg GPs, A&E, Sexual Health Services.

A note of caution is suggested in the fact that the Strategy meetings that staff felt were so helpful were often perceived as being confusing and too big by the young people and some families.

2) Education

Education was highlighted as a central theme for both young people and parents in this Review. Given the amount of time young people spend in education settings it makes sense to introduce information regarding CSE to schools as an integral part of the PHSE programme. They have a key role in recognition and monitoring the safety and welfare of young people eg understanding the significance and reporting the level of unauthorised absences, truancy etc.

In the Staff Forum training and awareness was also an issue and these were professionals who already had experience of CSE. Although we acknowledge that Telford & Wrekin is more advanced than some other local authorities in terms of CSE training perhaps this suggests that the training programme needs to be revised, reviewed or made more widely available.

3) Work with families and siblings

Although Telford & Wrekin invested resources in the protection of young people involved in CSE there is no evidence to suggest that the same level of support was offered to families or siblings. Whilst we understand that this situation is mirrored nationally we have already suggested that it is pragmatic to involve families both because of their role as an early warning system and as a protective factor for other siblings.

We are aware of national organisations offering support and advice to families in these circumstances. It would make sense to learn from their experiences when considering how to best engage and support families in the future. Some consideration could also be given to involving families in training for staff and young people in order to raise awareness of CSE.

4) Work with communities

What was missing from our Review of the Telford experience is information regarding the perpetrators and the communities in which they live and work. This was not an area that we felt able to complete satisfactorily within the timescales available. Telford & Wrekin are aware of the need to seek the views of local communities and that this is an outstanding piece of work.

The current media coverage of CSE has raised awareness in communities and at least one of the young people interviewed felt this had made her community safer. It is important that programmes to raise awareness are consistent and not based around court cases that tend to sensationalise and dramatise the experiences of

victims. Therefore there is a role for the Local Authority in ensuring that accurate messages around the awareness of CSE and reporting of concerns are received and understood across the borough.

5) Therapeutic Support

There is a discussion to be had about the definition of “therapeutic support” as being distinct and separate to the support offered by CATE. There is no debate about the impact issues relating to CSE and the ensuing long term damage that can be caused. Each young person’s experience is different and therefore as well as access to the professional relationships we have outlined earlier there also needs to be access to more specialist therapeutic support as and when it is needed. This is also relevant for the families and siblings of young people who have reported that they have not benefitted from this type of support previously.

6) Post 18 Support

The focus of support thus far has been centred within Children’s Services i.e for young people up to the age of eighteen years (unless Looked After). As already stated therapeutic and practical support should be made available as and when it is needed. There is a need for resources that are not ring fenced to chronological age but reflect the on going impact of CSE and the fact that young people may need access to it at different points in their lives.

There is a concern that young people over the age of eighteen years may only become known and therefore receive a service from the local authority once they become pregnant, develop mental health issues or become involved in criminal behaviour. On-going services may go some way to preventing this from happening.

7) Staff Support

It was evident that some professionals were not equipped to deal with the information victims shared. This may be an issue of training and education around issues of CSE and identifying services that are appropriate, timely and on going. The impact of vicarious trauma on staff should not be underestimated nor should the potential risk of threats from perpetrators if we want professionals to work effectively.

One suggestion could be the creation of a Forum of front line staff who meet on a regular basis to give feedback that could inform strategic thinking at higher levels within the organisation.

Within the Staff Forum there was a debate about the value of the creation of a co-located specialist team dedicated to CSE. This is a debate that may continue but within this Review we were very interested by the difference between individual responses and those of a group. This has led us to consider whether a way forward would be to create multi-agency virtual teams around particular schools or communities etc where CSE is identified. These virtual teams could offer group support, peer supervision, improved communication and liaison for the life of the investigation/ support of the victims involved.

8) Communication

Our experiences in trying to access accurate information regarding the victims of CSE, their families and relevant staff in Telford & Wrekin leads us to suggest that there needs to be different methods of recording and sharing information across agencies and Local Authorities so as to best identify abusers and protect victims. We know that one of the problems regarding CSE is that victims are trafficked within the UK and therefore do not necessarily stay within the boundaries of their Local Authorities. The Police are very skilled at sharing information across police services but this does not appear to be replicated between Children's Services.

A National Database that could store data about victims and intelligence about abusers could be helpful in increasing professionals' awareness about the scale of the problem, the networks that are being used and to follow victims as they are moved around the country.

To conclude, Telford & Wrekin is to be commended for the work it has undertaken in order to protect young people from CSE. In this Review it has become clear that the focus was on the 'rescue' of the young women involved and that knowledge and resources evolved very quickly from 2006. A specialist team was created, systems were put into place and multi-agency working was encouraged as part of that rescue process.

The suggestions made in this Review point to the next step in the process around the 'recovery' not only of young people and their families but also of the communities affected by this form of abuse. In terms of prevention, the promotion of healthy communities with adults, children and young people who are educated to recognise exploitative behaviour will be key. This needs to lead to clear lines of communication where concerns can be reported and routes to appropriate services provided. The above aims should help to reduce the level of vulnerability of young people within our communities.

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Appendices

1. Glossary
2. Personnel - NewStart
3. Time line
4. Interview format - young people
5. Letter YP/Families
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GLOSSARY

CATE	Children Abused through Exploitation (T&W)
CSE	Child sexual exploitation
RISQ	Sexual Health Service based in T&W
CAMHS	Children and Adult Mental Health Service
NSPCC	National Society for the Prevention of Cruelty to Children
ISVA	Intimate Sexual Violence Advisor
AXIS	Counselling Service, based in Shropshire
PACE	Parents Against Child Exploitation
CARM	Consultation and Research Meeting
WMP	West Mercia police
LSCB	Local Safeguarding Children's Board
PPU	Public Protection Unit



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Time Line

Late 1990's: Growing awareness around CSE in Telford & Wrekin. Practitioners based in the clusters raising concerns that CSE needs addressing. Multi agency meetings held.

2008: CATE Project created. CATE practitioners recognised the complexities of CSE and the need for a multi- agency response. CATE practitioners passed information to WMP.

2009: Telford & Wrekin LSCB makes CSE a priority.

2009 - 2012: WMP run Operation "Chalice": The Investigation Into the Human Trafficking and Sexual Exploitation of Young People in Telford & Wrekin.

T&W focus on mainstreaming the response to CSE –
"Prevent / Protect / Prosecute"

2011: LSCB in T&W consider whether criteria for a SCR has been met. Process concluded SCR would not be best way to review effectiveness of responses.

2012: Trial of men accused of CSE in T&W – June – December.

2013: Procedure for Safeguarding Children Abused Through Exploitation –new CATE pathway in Telford & Wrekin.

NewStart Networks commissioned by Telford & Wrekin to undertake a review of services encompassing young people, their families and the staff involved in CSE in Telford & Wrekin between 2008 and 2013.

National Commissioning and Contracting Training Conference.
 Telford & Wrekin Safeguarding Children Board Annual Conference: *"Your Child My Child Any Child"*.



Format for Interview with Young Person

The following questions relate to a time period between December 2008 and March 2013 during which time you came to the attention of agencies because of concerns about you being exploited in an abusive relationship.

- 1) How did other people become aware of what was happening to you?
- 2) What was your relationship with your family/at school/friends like before it started?
- 3) Had there been any other difficulties/problems that had brought you to the attention of agencies?
- 4) What were you doing at the time- school, college, job and how was this affected by what happened?
- 5) When you were at school were you given information about sex education and substance misuse?
- 6) How available was information about sexual health and contraceptives?
- 7) Why do you think it happened to you?
- 8) If you received help how did this happen, did it happen quickly enough and was it helpful?
- 9) Which person or agency was the most helpful to you during this time and why?
- 10) In your opinion was any support that was offered to you consistent?
- 11) Did you feel protected from any risks or threats made towards you and/or your family by the man/males involved?
- 12) Did you have any worries that you might get into trouble if you told the full story? What were the worries?
- 13) Who listened to you?
- 14) What behaviour might other people have seen at the time? For example, did you go missing, abscond from school, use drugs/alcohol, have injuries, catch STI's or have money/things in your possession that you could not account for. Did anyone pick up on this?
- 15) What was your experience of how agencies/professionals treated you?
- 16) What was your experience of any prosecution that was made against the man/men involved and how did you feel about it?
- 17) In your opinion what made a difference in terms of support/advice?
- 18) Do you feel safe?
- 19) If you felt at risk in the future or knew someone who you felt was in danger of being exploited then who, if anyone would you contact
- 20) Were you aware of the recent Channel 4 documentary about sexual exploitation in Telford? If so how did you feel about it and did it affect you in any way?

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Dear YP/Family

We are writing to introduce ourselves and to ask if you would agree to taking part in a piece of work we have been asked to do for Telford & Wrekin Council who are looking at the support they offered to young people and families who were victims of sexual exploitation.

We understand that this might have affected you and would be grateful if you would read the information enclosed which explains who we are and exactly what this piece of work is about. If you were offered support by Telford & Wrekin Council and did not accept this we would still like to speak to you to find out why.

A member of staff from NewStart Networks will be in touch with you within the next 7 days to arrange a time to meet that suits you best. If you have any questions please do not hesitate to ring us on 01743 453515.

Yours sincerely

Francesca Varutti
Practice Manager
NewStart Networks

Encs:
Information to Participants
Consent Form



Participation Information Sheet (Young People & Families):

Section A: The consultation/research project

Who are NewStart Networks

NewStart Networks is a Community Interest Company (CIC) that delivers specialist services for children and young people who are recovering from trauma. We do direct work with children and young people, on a one to one basis, work with their family/carers as required and also offer consultation and training packages.

Title of Project

Child Abuse through Sexual Exploitation (CATSE) Learning 2008-2013.

Purpose and value of activity

- 1) The overall aim is to look back on the experiences for all young people, families and professionals involved and to explore how and what Telford and Wrekin might do better in the future.
- 2) To assess the quality of the support offered to the young people, families and staff affected by CSE.
- 3) To what extent was the support offered accessible, available, timely and of the right kind.

Invitation to participate

We are inviting a number of young people, their families and staff who were involved in, or known to CATE (Child Abuse Through Exploitation) between December 2008 and March 2013 to take part in this Review.

If you have a particular difficulty in taking part in this Review then please let us know so that we can support you if possible.

Who is organising the consultation/research

This Review has been commissioned by Telford & Wrekin Council but will be undertaken by an **independent** Community Interest Company, NewStart Networks. A Community Interest Company works for the benefit of the community rather than for private gain. NewStart Networks has no connection with the CATE project or Operation Challice.

What will happen to the results of the activity?

The results of this work will be included in a Review Report which will be presented to the Local Safeguarding Children's Board, Telford and Wrekin Council Conference on 10th July 2013 and a National Conference. The Local Safeguarding Board is made up of all the organisations in Telford that work with children and young people. They make decisions about new policies and services in the area.

Source of funding for the consultation/research

This Review is funded by Telford and Wrekin Council.

Contact for further information

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Mob: 07534 566556
Fax: 01743 453516

Section B: Your participation in the consultation/research project

Why you have been invited to take part

You have been invited to take part in this Review due to your involvement with CATE during this time period.

Whether you can refuse to take part

You can refuse to take part in this Review from the start of the process.

Whether you can withdraw at any time, and how

You are free to withdraw from the Review at any time, for any reason and without prejudice. Just inform the Lead Facilitator, Francesca Varutti, or any of the other NewStart facilitators, namely, Dallas Shaw, Helen Torrington or Carol Harley.

You can tell us when we meet or by phone or complete the withdrawal application form on the back of your consent form. If you choose to withdraw verbally one of the facilitators will ask you to sign the withdrawal application form for us to keep with our records.

What will happen if you agree to take part (brief description of procedures/tests/timescales)

Interview 1 – Introductions, explain what will happen, answer any questions (approximately 1 hour).

Interview 2 – An interview about your experiences and opinion regarding CATE (approximately 1 hour).

The above interviews can take place at home or anywhere else where you feel comfortable.

In addition we will ask for your consent to view any files held by the Social Care Department. The reason for this is because we are also looking at the quality of any help given by the Local Authority to you and your family and whether that was consistent for different young people/families.

Your participation will be completely confidential and any information given will be anonymous.

Feedback concerning the outcomes of this Review will be offered by NewStart and can be in the form of a letter, telephone call or face to face meeting depending on your preference.

What will happen if you do not agree to take part

There will be no consequences if you do not agree to take part. However, it is hoped that what young people (and families) say in this Review will be helpful in improving existing or developing new and/or better services for children, young people and their families in the future.

Whether there are any risks/disadvantages involved and if so, what will be done to ensure your well being/safety.

Any information will remain confidential in the report and will only be shared with professionals involved in this field of work. None of the information shared will identify anyone to potential abusers or conflict with your right to privacy

It is understood that talking about incidents that have taken place in the past may have an effect on people by reminding them of what happened or something that was not addressed at the time. If this is the case then NewStart will direct you to the most appropriate service to provide support and we will help you in that process.

Agreement to participate in this consultation/research should not compromise your legal rights should something do wrong.

Whether there are any special precautions you must take before, during or after taking part in the activity.

NewStart and Telford and Wrekin Council will be extremely grateful to any young person or family who agrees to help us but our main concern is your health and safety. If you have any concerns before meeting with NewStart or feel that you are not in the right place to take part then we will be happy to talk with you about this and to support you in accessing some support.

What will happen to any information/data/samples that are collected from you.

The information will form the basis of a report that will be kept by Telford and Wrekin County Council. All information that NewStart receive in the course of our research will be destroyed once the report is accepted by the Local Authority.

Whether there are any benefits from taking part.

The main benefits are:

1. Your opinion and views, positive and negative, will be shared with a range of professionals who work with children and young people.
2. This information will be used to improve services that are offered to young people that are victims of sexual exploitation
3. As a result of your actions children and young people in the future may not suffer the same experiences you or your family have.

How your participation in the project will be kept confidential.

Any information about an individual and their family will be given a code as soon as they agree to take part and any further information will be stored using only that code. Any information that may identify a young person/family will be anonymised before being used in the report.

Whilst we take confidentiality very seriously if we were told something that meant a child or young person (under the age of 18 years) was at risk of harm then we would have to share that information in order to keep the young person safe. Whenever possible we would discuss this with you before doing anything.

All the information at NewStart is stored on a secure Cloud system so no information will be kept in our office that could be vulnerable to theft, fire etc.

What will happen at the end of the consultation/research and how you will receive feedback.

At the end of the consultation we will write a summary report using all the information received. You will be given a choice as to whether you want feedback regarding the findings and recommendations in the report before or after the Local Safeguarding Board Conference in July.

You will be given a choice whether you want feedback and in what form:

- Letter
- Telephone call
- Face to face meeting

You will be given a copy of this to keep, together with a copy of your consent form.

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Family Format

The following questions relate to a time period between December 2008 and March 2013 during which time you came to the attention of agencies because of concerns about your daughter being exploited in an abusive relationship.

- 1) When did you first become concerned about your daughter and why?
- 2) What was your relationship like with her before the abuse began?
- 3) How easy was it for you to get help from professionals/agencies?
- 4) Who was the most helpful during this time and why was this helpful?
- 5) Was support consistent?
- 6) Did you understand what was happening and, if not, what happened to change your understanding?
- 7) Did you ever feel that professionals were holding you responsible for what happened or blaming you?
- 8) What are your thoughts and feelings about what happened? Did you ever feel responsible or blamed?
- 9) Who listened to you?
- 10) What were the most difficult behaviours to manage e.g. going missing, substance misuse, sexual behaviour
- 11) Were you worried about any threats to your daughter and the rest of the family from the perpetrators? How effectively do you feel that those risks were managed?
- 12) In your opinion was information shared with you appropriately? What could have been done to improve this?
- 13) In terms of support/advice what do you think made a difference to you and your family?
- 14) How did you feel about any decision to prosecute (or not prosecute) the man/men involved in the abuse?
- 15) Do you believe that you supported for long enough and could access further support now if you needed it?
- 16) If you became aware of a situation like this involving a family or friend what advice would you give them? Who would you advise them to contact?
- 17) If there were 2 parents involved were you of the same opinion and did you both agree with action taken?

Questionnaire 1

The time period we are looking at is from December 2008 to March 2013

No	Question	Disagree	Not Sure	Agree
1.	CSE impacts mainly on white, British females			
2.	CSE impacts mainly on LAC			
3.	Males involved in CSE are predominately Asian			
4.	CSE is a form of prostitution			
5.	Victims are reluctant to engage with services because they do not want to lose drugs, alcohol, material benefits that the man/men give them			
6.	Males involved in CSE in Telford & Wrekin between 2008 and 2013 were predominately Asian			
7.	Disrupting the grooming behaviour is the key to addressing exploitation			
8.	Males are very rarely the victims of CSE			
9.	CSE is a form of child sexual abuse			
10.	CSE tends to occur in families where there are poor boundaries and inconsistent care			
11.	Young people over the age of 18 are not the victims of sexual exploitation – they just make poor choices			
12.	Statistics about CSE have been used by the Government to scare people and take attention away from other, important issues			
13.	The response given by Telford & Wrekin LSCB to this issue has been robust and effective			

Questionnaire 2

No	Question	Poor	Average	Good
1.	Your knowledge about CSE before December 2008			
2.	Your knowledge about CSE now			
3.	Your colleagues' level of awareness and understanding then			
4.	Your colleagues' level of awareness and understanding now			
5.	Your Manager's level of awareness and understanding then			
6.	Your Manager's level of awareness and understanding now			
7.	The support offered to you during the time you were working with CSE during this time period			
8.	The supervision during this time period			
9.	The training offered			
10.	Multi-agency working in relation to CSE			
11.	Communication between agencies			
12.	Feedback regarding outcomes			
13.	Telford & Wrekin's response to the issue of CSE			

Any other comments regarding your experience of the CATE process:- (please continue on reverse if necessary)



The Groups

Attitude

Other reports and reviews about CSE have cited professionals' attitudes as a factor in the level of service and approach to young people and their families. In view of this:

1. What was the initial view of the young person/people involved in CSE

Personally

From your agency

From other agencies you worked with

2. Were you aware of any views that suggested the young person may simply have made a 'life choice' to behave in this way or was naturally promiscuous.
3. Did the young person's age effect how vulnerable they were perceived to be?
4. What was the view of the family regarding their ability to impose boundaries for the young person?
Was there an element of blame?
5. If the young person was unwilling to engage how was this perceived by you, your agency and agencies you worked with?
6. What was the attitude towards the male perpetrators?



The Groups

Knowledge

1. When were you first made aware of child sexual exploitation and how?
2. What training have you received regarding CSE?
3. What tools have been made available and how helpful were they?
4. How did you determine that CSE was an issue and not some other form of child protection?
5. Were you aware of the different forms of grooming? Are you aware of them now?
6. Are you clear about the CATE pathway?
Has this made a difference to the way in which CSE cases are dealt with?
7. Do you feel confident that professionals understand the scale of the problem in Telford and Wrekin and is it enough?
8. What would have liked to have known at the beginning of your work in this area that you did not?



The Groups

Role

1. What was your role in the process?
2. How multi-agency was the response to concerns and, if you were the referrer, how hard was it to get a response?
3. Did you feel part of a team?

Was communication good?

Was information shared appropriately?

Did you receive information about the outcome of any Court proceedings?

4. Was it clear who was leading the process? If so, who?
5. What could have made it better?



The Groups

Impact

1. What are the impact issues for :
 - a. -The young person
 - b. -The family
 - c. -The professionals involved
2. Were there sufficient resources to assist you through the process?
3. What level of support and supervision did you receive in order to be able to cope?
4. Was there a shared understanding about the potential risks to the young person, the family and professionals involved from males who may have made threats etc
How was this managed?
5. Do you believe that the current system offers better support to young people, their families and professionals? Why/How?

YOUNG PEOPLE'S RESPONSES

Context

How did other people become aware of what was happening to you?	T	H	S	A	G	L	K
Friend	*		*	*			
Family		*			*	*	
Agencies							
Community	*						

What was your relationship with your family like before it started?	T	H	S	A	G	L	K
Problematic	*		*	*	*		
Not Problematic		*				*	*

Had there been any other difficulties/problems that had brought you to the attention of agencies?	T	H	S	A	G	L	K
Yes	*			*	*		
No		*	*			*	*

What were you doing at the time?	T	H	S	A	G	L	K
Mainstream School			*	*		*	
Tuition	*	*			*		*

When you were at school were you given information about sex education/substance misuse?	T	H	S	A	G	L	K
None						*	
Basic / Poor	*	*	*	*			*
Good					*		

Why do you think it happened to you?	T	H	S	A	G	L	K
Vulnerable	*	*		*			
Past history	*		*			*	
Peers			*			*	*
Environment		*		*			
Previous Family involvement					*	*	

What behaviour might other people have seen at the time?	T	H	S	A	G	L	K
Drugs / alcohol	*	*		*	*	*	
Absconding	*	*			*	*	*
Injury / illness	*	*			*		
Criminal behaviour						*	
Material possessions	*	*					
Isolation		*	*				*
Behaviour problems			*	*		*	

Agency Involvement

Which person / agency was the most helpful at the time?	T	H	S	A	G	L	K
CATE		*	*	*		*	*
Police		*					
Social Worker							
CAMHS					*		
NSPCC	*						
ISVA				*			

Did you feel protected from any risks or threats made to you or your family?	T	H	S	A	G	L	K
Yes		*		*	*		
No	*		*			*	*

Did you have any worries you might get onto trouble if you told the full story?	T	H	S	A	G	L	K
Yes		*	*	*	*	*	*
No							
Some	*						

Who listened to you?	T	H	S	A	G	L	K
NSPCC	*						
Everyone		*			*		
CATE			*	*		*	*
Police				*		*	
Carers				*			

In your opinion what made a difference in terms of support and advice?	T	H	S	A	G	L	K
Listened to / believed/ Support / Easy to access		*					
Secure Unit	*						
Nothing			*				*
Time / Informal approach				*			
Police /CAMHS					*		
Support offered to family						*	

Current Situation/Outcomes

Do you feel safe?	T	H	S	A	G	L	K
Yes	*	*	*	*		*	*
No							
Slightly safer					*		

If you felt at risk in the future or knew someone who you felt was in danger of being exploited who, if anyone, would you contact?	T	H	S	A	G	L	K
Police		*		*	*		
CATE		*	*			*	*
Social Worker							
NSPCC	*						
CAMHS					*		

What was your experience of any prosecution that was made against the man / men involved?	T	H	S	A	G	L	K
Don't know	*						
Scary / awful experience		*	*	*	*	*	*
Happy with outcome			*				*
Relief					*		

Were you aware of the recent Channel 4 documentary about CSE in Telford?	T	H	S	A	G	L	K
Yes	*	*	*	*	*		*
No						*	
Angry	*						
Upset / devastated			*	*			
Good response					*		
Disbelief re scale							*

Initial Awareness

When did you first become concerned about your daughter and why?	T Mother	L & S Mother	? mother	K & A mother
Problems at school			*	*
School exclusion	*		*	*
Bullying at school			*	*
Going missing at odd hours night and day	*			*
Family relationship difficulties		*		*
Groomed into process by another woman	*		*	
Would get a phone call and would be gone	*			
Asian male buying gifts and phones, taking out in fast expensive car				*
Suspected alcohol and drug use.				*
Males and Females involved in exploitation would wait for girls outside school/connexions			*	*

Did you understand what was happening and if not what happened to change your understanding?	T Mother	L & S Mother	? mother	K & A mother
Initially did not understand what was happening			*	*
Became aware when second daughter became involved		*		
Understanding improved when contacted by CATE				*
Issues explained by a police officer			*	

Agency Involvement

How easy was it for you to get help from professionals /agencies?	T Mother	L & S Mother	? mother	K&A mother
Police	NE	E	E*	NS
Social Care	NS	NE	NE	NS
Health			E*	NS
Education		NE	NS	NS
Cate		NE	NS	E
Other		NS		NS
E = easy NE = not easy NS= not supportive * = qualified				

Who was the most helpful during this time and why was this helpful?	T Mother	L & S Mother	? mother	K&A Mother
Police		MH	1PO	
Social Care	1SW	1SW*		
Health				
Education				
Cate				1 Worker
Other victim support/Counselling				Connexions

Was support consistent?	T Mother	L & S Mother	? mother	K&A mother
Police	No	Yes	1PO	
Social Care	No	No		
Health				
education		No		
Cate		No	no	Yes
Other		No		

Did you ever feel that agencies were holding you responsible for what happened or blaming you?	T Mother	L & S Mother	? mother	K&A mother
Police	Y	No*	Yes	Y
Social Care	Y	No*	"	Y
Health	Y		"	Y
Education	Y		"	Y
Cate			"	Y
Other				Y

Who listened to you?	T Mother	L & S Mother	? mother	K&A mother
Police		Police	1PO	
Social care	1SW	1SW		
Health				
Education				
Cate				! Worker
Other				Connexions

In your opinion was information shared with you appropriately?	T Mother	L & S Mother	? mother	K&A mother
Police	N	N*	N	N
Social Care	N	N*	N	N
Health				N
Education	N			N
Cate		N	N	Y*
Other				

How did you feel about the any decision to prosecute (or not prosecute) the man /men involved in the abuse?	T Mother	L & S Mother	? mother	K&A mother
Positive	• Qu			
Negative				
Thought prosecution took precedence over YP needs		*	*	*

Do you believe you were supported for long enough and could access further support now if needed it?	T Mother	L & S Mother	? mother	K&A mother
Not enough support	*	*	*	*
Support needed much earlier	*	*	*	*
Believe Support linked to prosecution/agency needs	*		*	
Support not ongoing	*	*	*	*

If you become aware of a situation like this involving a friend or family what advice would you give them / who would you advise them to contact?	T Mother	L & S Mother	? mother	K&A mother
Police	*			
Social Care				
Health				
Education				
Cate				*
Pace			*	
Other				

Impact on Family

What are your thoughts and feelings about what happened?	T Mother	L & S Mother	? mother	K&A mother
Parents felt blamed/responsible	*	*	*	*
Didn't feel listened to/felt disempowered	*		*	*
Anxiety when child missing very frightening	*		*	*
Agencies do not appear to understand the dangers and risks the girls and their families were exposed to.	*	*	*	*
Victim and family mental health needs not fully understood	*		*	*
Agencies failed to provide adequate protection for victims		*	*	*
Counselling services not provided or inadequate	*	*	*	*
Poor communication across agencies, lack of consistent response.		*	*	*
If appropriate services not available to help children overcome abuse/trauma this may render them more vulnerable to sexual exploitation.	*			
Believe convictions became the priority		*	*	*

<u>What were the most difficult behaviours to manage?</u>	T Mother	L & S Mother	? mother	K&A mother
Going missing	*	*		*
Alcohol/other Substance misuse		*		*
Threats from perpetrators	*		*	*
Mental Health and emotional difficulties of child		*	*	*
School exclusion				*

How effectively do you feel that the risks were managed?	T Mother	L & S Mother	? mother	K&A mother
well				
Not managed well			*	*
Not managed at all	*	*		

Questionnaire 1- 23 responses

The time period we are looking at is from December 2008 to March 2013

No	Question	Disagree	Not Sure	Agree
1.	CSE impacts mainly on white, British females	17	2	4
2.	CSE impacts mainly on LAC	19	1	2
3.	Males involved in CSE are predominately Asian	11	5	7
4.	CSE is a form of prostitution	13	1	8
5.	Victims are reluctant to engage with services because they do not want to lose drugs, alcohol, material benefits that the man/men give them	11	3	9
6.	Males involved in CSE in Telford & Wrekin between 2008 and 2013 were predominately Asian	2	4	16
7.	Disrupting the grooming behaviour is the key to addressing exploitation	4	3	16
8.	Males are very rarely the victims of CSE	12	6	5
9.	CSE is a form of child sexual abuse			22
10.	CSE tends to occur in families where there are poor boundaries and inconsistent care	19	2	2
11.	Young people over the age of 18 are not the victims of sexual exploitation – they just make poor choices	22	1	0
12.	Statistics about CSE have been used by the Government to scare people and take attention away from other, important issues	20	3	0
13.	The response given by Telford & Wrekin LSCB to this issue has been robust and effective	4	11	6

Questionnaire 2

No	Question	Poor	Average	Good
1.	Your knowledge about CSE before December 2008	12	8	4
2.	Your knowledge about CSE now	1	6	17
3.	Your colleagues' level of awareness and understanding then	13	8	2
4.	Your colleagues' level of awareness and understanding now	1	11	11
5.	Your Manager's level of awareness and understanding then	8	8	7
6.	Your Manager's level of awareness and understanding now	3	4	16
7.	The support offered to you during the time you were working with CSE during this time period	8	9	6
8.	The supervision during this time period	5	10	9
9.	The training offered	13	6	5
10.	Multi-agency working in relation to CSE	2	11	10
11.	Communication between agencies	7	7	9
12.	Feedback regarding outcomes	9	11	4
13.	Telford & Wrekin's response to the issue of CSE	2	13	7

Any other comments regarding your experience of the CATE process:- (please continue on reverse if necessary)

Correlation Tables

1. Your knowledge about CSE before December 2008/ 2. Your knowledge about CSE now

	Q2		
Q1	POOR	AVERAGE	GOOD
POOR	4%	21%	25%
AVERAGE		4%	29%
GOOD			17%

3. Your colleagues' level of awareness and understanding then/ 4. Your colleagues' level of awareness and understanding now

	Q4		
Q3	POOR	AVERAGE	GOOD
POOR	4.5%	36%	18%
AVERAGE		9%	23%
GOOD			9%

5. Your Manager's level of awareness and understanding then/ 7. The support offered to you during the time you were working with CSE during this time period

	Q7		
Q 5	POOR	AVERAGE	GOOD
POOR	9%	14%	9%
AVERAGE	18%	4.5%	14%
GOOD	9%	18%	4.5%

7. The support offered to you during the time you were working with CSE during this time period/ 9. The training offered

	Q9		
Q7	POOR	AVERAGE	GOOD
POOR	30%		4%
AVERAGE	9%	22%	9%
GOOD	13%	4%	9%

7. The support offered to you during the time you were working with CSE during this time period/ 8. The supervision during this time period

	Q8		
Q7	POOR	AVERAGE	GOOD
POOR	13%	22%	
AVERAGE		22%	17%
GOOD	4%		22%

10. Multi-agency working in relation to CSE/ 11. Communication between agencies

	Q11		
Q10	POOR	AVERAGE	GOOD
POOR	11%		
AVERAGE	22%	17%	9%
GOOD		13%	30%

11. Communication between agencies/12. Feedback regarding outcomes

	Q12		
Q11	POOR	AVERAGE	GOOD
POOR	21%	8%	
AVERAGE	4%	25%	4%
GOOD	8%	13%	17%

4. CSE is a form of prostitution/ 5. Victims are reluctant to engage with services because they do not want to lose drugs, alcohol, material benefits that the man/men give them

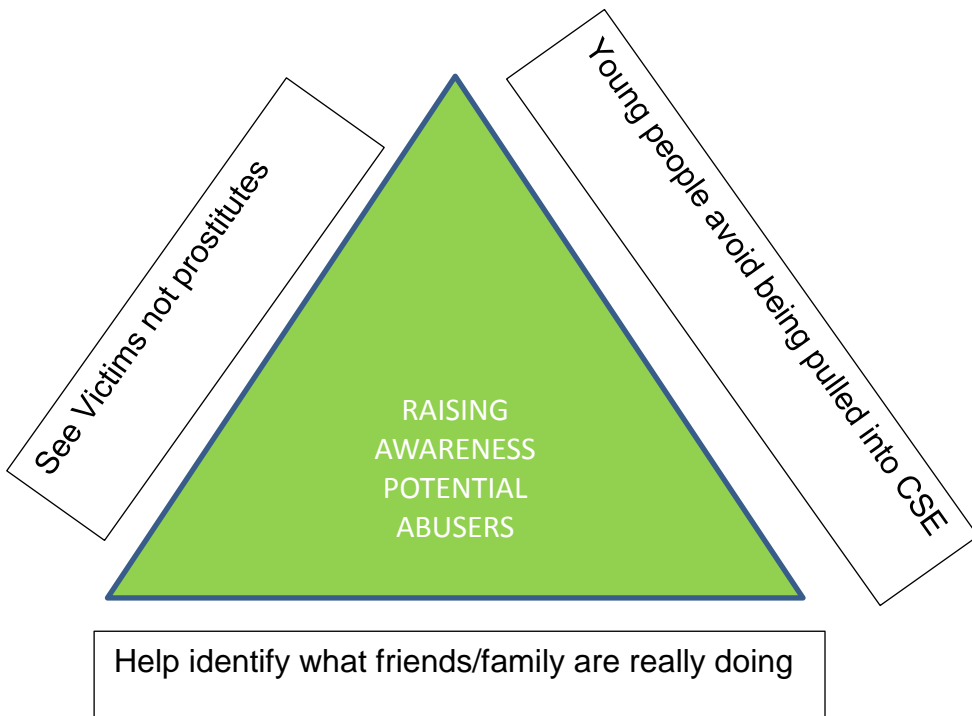
	Q5		
Q4	DISAGREE	NOT SURE	AGREE
DISAGREE	45%	9%	4.5%
NOT SURE		4.5%	
AGREE	4.5%		32%

4. CSE is a form of prostitution/ 9. CSE is a form of child sexual abuse

	Q5		
Q4	DISAGREE	NOT SURE	AGREE
DISAGREE			57%
NOT SURE			5%
AGREE			38%

Awareness Raising in Schools and the Community

For Potential Abusers





Telford & Wrekin
COUNCIL

Addenbrooke House Ironmasters Way Telford TF3 4NT

Everyone's Business

Scrutiny Review of Multi-Agency Working Against Child Sexual Exploitation

Report of Telford & Wrekin Council's Children and Young People Scrutiny Committee

May 2016



Telford & Wrekin
COUNCIL

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Foreword

Working on this scrutiny review has been a learning process for all the members of the Children and Young People Scrutiny Committee. We were not experts in this area – and this was the point – our job was to talk to people who did know about child sexual exploitation (CSE) and then to ask the questions that we think the people of Telford and Wrekin would want to know. After we consulted on the scope of the review, we set ourselves the question ‘How well are organisations in Telford and Wrekin working together to prevent CSE, protect and support victims and their families and prosecute perpetrators?’



I would like to thank everyone who contributed to this work, but I particularly want to thank the victims and survivors of CSE and their families who gave us their views. This has been the most profoundly moving and inspiring part of this review; that people, who have experienced or seen their children become a victim of horrific abuse, have the courage to tell us what they think about the support and protection they received and how services can be improved.

It has taken just over 18 months to meticulously complete this work and during this time several national reports and inquiries have been published into CSE in other areas of the country. CSE is now correctly recognised as an emerging national issue, a priority for policing across the country and reflected by the College of Policing incorporating this area into their Protecting Vulnerable People training and awareness. In our report, we set out the roles that different organisations have to tackle CSE but we also learned that we all have a role in tackling CSE, as CSE is everyone’s business. We have concluded that based on the evidence presented to us, organisations in Telford and Wrekin are working well together to respond to known cases of CSE. Accordingly we would like to highlight the work of the CATE team, the West Mercia Police force, the development of the CSE pathway and the Family Connect service as key to demonstrating a joined up approach across the key organisations in the Borough. We have heard that organisations recognise that CSE is a national problem that affects Telford and Wrekin, that they are sharing information and training staff appropriately. Conversely, we also heard that there are people who have been affected by CSE who have not sought support and that people who have reported abuse have not always received the support they needed. These concerns have been raised with the appropriate organisations as soon as they were brought to the committee’s attention and, alongside the Local Safeguarding Children’s Board, we will monitor and scrutinise each organisation’s responses.

Our recommendations are set out at the end of the report and make a range of suggestions about how organisations can improve the way they work but also how we all have a responsibility to stop CSE happening in the first place. Perpetrators of CSE exploit the vulnerability and innocence of children and young people, and they

are able to do this if they can also exploit the lack of awareness in wider society and the reluctance to discuss such a difficult and sensitive subject.

Our recommendations have been based on the information we heard over this long diligent period and I am aware that some services partly due to this scrutiny process have changed while we have been producing the report. For example, I have been informed that towards the end of last year the staff from the police harm assessment unit have moved so they are now based with the Family Connect Service and that Telford & Wrekin Council's licensing policy changed to include the requirement for all drivers of licensed vehicles to attend driver awareness training which included training on CSE.

As a Scrutiny Committee, we cannot change the way organisations work. Our role is to make recommendations that will be considered by the decision makers in the different organisations. The response to our recommendations will be considered by the Telford and Wrekin Local Safeguarding Children's Board and then presented to the Council's Cabinet in July. I look forward to receiving this response which will help us all to keep our children and young people safe – it is all of our business.

Cllr Kevin Guy

Chair, Telford and Wrekin Council's Children and Young People Scrutiny Committee

Date: 16 May 2016

Questions or comments regarding this review?

Please contact: The Scrutiny Team, Telford & Wrekin Council, Addenbrooke House (2nd Floor), Ironmasters Way, Telford, TF3 4NT or telephone 01952 383114 or email scrutiny@telford.gov.uk

What is Child Sexual Exploitation?

Child Sexual Exploitation (CSE) is a form of sexual abuse that involves the manipulation and/or coercion of young people under the age of 18 into sexual activity in exchange for things such as money, gifts, accommodation, affection or status.

The Government launched a consultation on the definition of CSE in February 2016¹. The definition in this consultation set out that:

‘Child sexual exploitation is a form of child abuse. It occurs where anyone under the age of 18 is persuaded, coerced or forced into sexual activity in exchange for, amongst other things, money, drugs/alcohol, gifts, affection or status. Consent is irrelevant, even where a child may believe they are voluntarily engaging in sexual activity with the person who is exploiting them. Child sexual exploitation does not always involve physical contact and may occur online.’

The term ‘Child Sexual Exploitation’ is sadly now commonplace in our language. Many organisations and charities talk about CSE as a crime so we were surprised to learn that there is not a specific crime of CSE in the legal system.

However, the Crown Prosecution Service (CPS) were very clear that CSE is a form of child abuse and the methods of exploitation can encompass a number of other associated crimes including drug offences, trafficking, assault, sexual assault and rape. It is important for prosecutors to select offences which match the facts of an incident or series of incidents which ensure the case can be presented to a jury in a logical manner. It is also important that the offences selected provide the Court with sufficient sentencing power. Therefore a raft of legislation covers offending which falls within the title CSE which are utilised to prosecute perpetrators.

In speaking to the CPS, West Mercia Police and the Police and Crime Commissioner, all considered that current legislation offered sufficient opportunity to prosecute perpetrators. In fact, the CPS felt that a specific crime of Child Sexual Exploitation may muddy the waters, it may be difficult under one umbrella offence of CSE for a jury to be sure to the standard which the criminal law requires i.e. that they are satisfied so they are sure, beyond reasonable doubt over all of the acts alleged. For example, a jury may be sure regarding sexual assault but not drug offending or grooming in any one case. It would be difficult to see how a jury could then convict. Whereas under the current legislation, each piece of offending is broken down into separate charges to reflect the overall criminality which allows the jury to acquit / convict in this more structured manner.

¹ Statutory definition of Child Sexual Exploitation, Government consultation document available from: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/500097/HO_DfE_consultation_on_definition_of_child_sexual_exploitation_-_final.pdf

What is Grooming?

Grooming is when someone builds an emotional connection with a child to gain their trust for the purposes of sexual abuse or exploitation. This is generally achieved by offering the child affection, excitement or attention in the form of gifts, rides in cars, cigarettes, alcohol and drugs. The child may think that they are 'in love' or that they are 'special'. Eventually, the child will be asked to engage in sexual activity to prove their love, to retain their 'status' or in payment for 'gifts'. Over time, the relationship can become increasingly abusive as the groomer uses coercion and threats to keep control.

Children and young people can be groomed online or in the real world, by a stranger or by someone they know - for example a family member, friend or professional.

Child sexual exploitation is often called a "hidden" crime because many children and young people don't understand that they have been groomed, or that what has happened is abuse. Sometimes they may be too scared to tell anyone what's happening.²

Grooming can happen in a number of ways. The most well-known method, utilised by the perpetrators investigated by Operation Chalice, is the "**Boyfriend Model**" which generally involves a male perpetrator befriending a much younger female victim and showering them with gifts or attention for which they later seek payment in the form of sexual activity with him and other males. This type of grooming can happen to boys too.

"**Peer-on-Peer Exploitation**" involves children being sexually exploited by their peers, who they may know from school, living in the same neighbourhood or through mutual friends or family. This form of abuse may be one-on-one or it may take place within a gang environment, where sexual activity may form part of an initiation rite or punishment. This form of exploitation is growing, with young people exchanging sex for cannabis.

Online Exploitation or "**Sexting**" involves a young person being persuaded or forced to send or post sexually explicit images of themselves through mobile picture messages/applications (eg Snapchat) or take part in sexual activities or conversations via a webcam or smartphone. This type of exploitation leaves a child vulnerable to blackmail, bullying and harm, particularly as the sender has no control about how the picture is passed on. Sexting is illegal since it involves producing and distributing images of child abuse.³

The "**Party Lifestyle Model**" involves grooming whole groups of young people invited to 'parties' held at a range of venues: hotels, flats, bars, etc. Drugs and alcohol may be offered for free as an incentive to attend more parties then, after some weeks of attending parties, 'repayment' for the consumption of drink, drugs,

² NSPCC, *Grooming* (2015) [online] Available from <https://www.nspcc.org.uk/preventing-abuse/child-abuse-and-neglect/grooming/what-is-grooming/> [Accessed 7 December 2015]

³ Weale, S (2015) Sexting becoming the norm for teens warns child protection experts. *The Guardian* [online] 10 November Available from <http://www.theguardian.com/society/2015/nov/10/sexting-becoming-the-norm-for-teens-warn-child-protection-experts> (Accessed: 11 November 2015)

takeaways, phone credit etc. is discussed. If a 'party' is held some miles away from the child's home, the child may feel they have to engage in sexual activity in return for a ride home.⁴

Who is at risk?

Any child or young person, from any social or ethnic background, can be exploited.

Boys and young men can be at risk as well as girls and young women, although research shows that male victims are less likely to disclose abuse⁵. Young people in care or who are experiencing problems at home and go missing can be particularly vulnerable but exploitation also happens to children from loving and supportive homes. Increasing use of the internet and mobile technology gives perpetrators access to a greater number of young people: young people whose vulnerability may be so subtle, perhaps simply by virtue of their youth or inexperience, that they would not normally be suspected of being vulnerable to abuse and may not display currently accepted indicators of abuse or exploitation⁶. While high profile cases of gang related CSE have focused on urban areas it has been brought to the committee's attention that children and young people in rural areas are also at risk and perpetrators can use any means to groom them. The example was given of the farmer from Derby who was convicted of grooming in 2012. He had used tractor rides to engage with children and to groom them.

Before CSE became more widely understood, victims could be dismissed as simply having "difficult" teenage behaviour or having made poor "lifestyle" choices⁷. We want to make it clear that it is **never** the child's fault and such opinions are antiquated and unacceptable.

Who are the perpetrators?

Despite a number of high profile cases in various parts of the country (including Telford) which involved the prosecution of Asian men of predominantly British-Pakistani heritage, we want to make it clear that there is no standard profile for the perpetrators of this crime. We recognise that "Operation Chalice" was purely about the criminal behaviour of a few individuals and *the people who commit this crime may be of any age, nationality, race, faith or gender*. Perpetrators do not necessarily fit the stereotype of a dirty old man in a rain coat - many sexual offenders are part of every community and class⁸.

⁴ Nutland, C *The 'party lifestyle' model. The new face of grooming in the UK* (Accessed from <http://www.safeguardingchildren.co.uk/resources/party-lifestyle-model-new-face-grooming-uk/>)

⁵ Barnados (2014) *Hidden in plain sight: A scoping study into the sexual exploitation of boys and young men in the UK* Policy briefing

⁶ Barnados (2015) *Digital Dangers*

⁷ Coffey, A (2014) *'Real Voices' Child sexual exploitation in Greater Manchester: An independent report* p115

⁸ Coffey, A (2014) *'Real Voices' Child sexual exploitation in Greater Manchester: An independent report* p103

What we understand to be common among groomers, is that they are very manipulative people who exert some sort of 'edge' over their victims – which can be as simple as their age, physical strength, economic status or just being 'cool' or seen to care about the young person.

CSE in Telford & Wrekin

Child Sexual Exploitation is certainly not a new phenomenon. Over recent years, however, there has been a significant shift in the level of professional understanding of this so called ‘hidden’ crime. The Barnardo’s report “Puppet on a string: the urgent need to cut children free from sexual exploitation” published in January 2011 emphasised that this appalling form of child abuse is more prevalent than most people could ever imagine. A series of high profile investigations and criminal trials in Rotherham, Rochdale, Derby and Oxfordshire also hit the national headlines, bringing this atrocious form of abuse out of the shadows and into the public consciousness.

Professor Alexis Jay’s 2014 report⁹ into the sexual exploitation of children in Rotherham was particularly damning. The catalogue of abuse and abject failings across agencies which she exposed was shocking and these criticisms still reverberate across the sphere of child protection work. The report by Louise Casey, BE¹⁰ following her Independent Inspection of Rotherham Metropolitan Borough Council and Ann Coffey MP’s report¹¹ into the extent of abuse in Greater Manchester followed. These reports added further criticisms of the child protection system and made recommendations for the government, local authorities and other agencies to consider and learn from.

However, before the Rotherham, Rochdale, and Oxfordshire cases hit the headlines, there was a significant investigation in Telford about the exploitation and trafficking of young girls. This local investigation began when youth workers became concerned about the activities of young girls with older men and the lack of information which the young girls would share. These concerns resulted in the development of a project to work with any young person who professionals had concerns about relating to the potential for what is now recognised as CSE. This became known as the CATE Project (Children at Abused Through Exploitation). Over a period of time, CATE practitioners worked with a number of young girls to gradually win their trust and passed on any child protection information to the Police and Social Care¹². The joint working between the West Mercia Police and the local authority culminated in Operation Chalice which led to the successful prosecution of nine men in 2012. After an eight week trial, 7 men were jailed for a total of 49 years.

The Council’s Director for Children and Family Services and the Senior Investigating Officer issued statements in response to the trial¹³. The case was also the subject of a hard-hitting Channel 4 documentary, “The Hunt for Britain’s Sex Gangs”¹⁴.

⁹ Jay, A (2014) *Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013*

¹⁰ Casey, L (2015) *Report of Inspection of Rotherham Metropolitan Borough Council*

¹¹ Coffey, A (2014) *‘Real Voices’ Child sexual exploitation in Greater Manchester: An independent report*

¹² Telford & Wrekin LSCB (2014) *Child Sexual Exploitation Learning Overview Report*

¹³ Shropshire Star (2013) *Telford Gang is Jailed for Sexually Abusing Girls* [online] 10 May. Available from <http://www.shropshirestar.com/news/crime/2013/05/10/horror-of-telford-girls-sex-abuse-ordeal/> [Accessed 20 November 2015]

¹⁴ *Dispatches: The Hunt for Britain’s Sex Gangs* (2013) Documentary [Channel 4 on demand <http://www.channel4.com/programmes/dispatches/on-demand/50530-001>]

Our Review has to a large extent focused on the local learning of these CSE experiences and the subsequent creation of a robust and active framework of strategic and operational management developed through a partnership approach with all relevant agencies, co-ordinated by the Local Safeguarding Children Board. However, we have also considered how the local approach has incorporated national lessons learnt and adopted recommendations made by national bodies where appropriate.

Experts by experience: views of victims and survivors

“Educate children, educate parents”

When we first set out to undertake this review, we did not intend to directly approach any known victims and survivors of CSE because we felt they had already suffered so much torment at the hands of their abusers and during cross-examination in Court that it was unfair to ask them to discuss such a personal and traumatic period of time with a group of strangers. However, we knew our review would be missing a crucial element if we did not meet with the people who had cause to engage with the agencies and services involved. We were so grateful and humbled when our draft Terms of Reference was published for comment and some very remarkable people came forward and asked to speak to us, both directly and via other agencies. It was also suggested to us by one of the services supporting victims that an online survey would allow any victims and survivors who felt unable to engage in face to face meetings with a way to contribute to the review. The survey was available from the end of September to the beginning of November 2015 and responses were received from 19 people and we also met with one survivor of CSE.

We would like to thank everyone who spoke to us or took the time to complete the survey for your frankness and honesty – your input has been vital to this review.

The victims and survivors who shared their views were abused over a wide-ranging timescale (all respondents were female). Some had first sought help prior to the CATE Project being set up, some during the evolution of the CATE Project when professionals were starting to understand CSE better and others had accessed services more recently. However, views about how good services were did not depend on when the services were accessed and half of the people who responded to our online questionnaire had never made contact with any local organisation. We chose not to ask why as we accept that victims of this type of abuse generally do not consider themselves victims until much later.

Victims and survivors told us that the organisations they found most helpful were Axis Counselling, the Independent Sexual Violence Advisor (ISVA) Service, witness protection, the Police and college advisors/counsellors. It is interesting that a strong theme here is the counselling or therapy element of support as this is an area which victims and survivors also tell us needs bolstering as there are long waiting lists to access counselling and therapy locally. Victims and survivors tell us that it is crucial that early support is available to help victims recognise themselves as victims and begin to deal with the mental and emotional consequences of abuse. Victims and survivors have impressed upon us that this support is needed much sooner than it

has historically been available so that victims can start rebuilding their lives and limit the detrimental impact on long-term mental health as much as possible. This gap in counselling support and specialist therapy has also been identified by the CATE Team who work closely with victims and survivors.

We were also told that ongoing support for victims and survivors in other areas could be improved. For instance, we were told that it is essential for victims to be offered a full sexual health check, particularly if their abusers have been identified as having an sexually transmitted infection, carried out by staff that have been trained to understand the impact of the abuse. This also applies to routine sexual health screening eg cervical smears as the experience is much different for a survivor of abuse.

A common theme raised by victims and survivors was the need for professionals and parents receiving the first disclosure of abuse to believe what they are hearing. Victims and survivors noted professionals need to be more aware of CSE when they are engaging with young people in case the young person is a victim: saying 'the wrong thing' or not providing opportunities for the young person to speak without their parent present can seriously undermine the likelihood that a disclosure could be made. This links strongly with the view of victims and survivors that there needs to be more focused education available to agencies, parents and children and young people. Victims and survivors highlight the importance of raising awareness with parents of the indicators of abuse and also providing ideas about how to discuss difficult or taboo topics with their children and provide children with opportunities to talk about their concerns and worries. In common with many of the individuals and organisations we have met as part of this review, victims and survivors have impressed upon us the need to educate parents, young people and organisations and there are some survivors who would be willing to share their stories as part of training programmes and campaigns to help raise awareness.

Naturally, not everything victims and survivors told us was positive and there were some agencies which received criticism. The set up at Shrewsbury Crown Court, for instance, was criticised as, although victims subject to witness protection were protected in the Courtroom by screens, they could then come face to face with the accused in public areas of the building. One charitable organisation was criticised for their lack of knowledge and understanding when victims went to them for help. While we have not named that organisation in this report to protect the identities of the people who have provided evidence for this review, it would be fair to assume that if staff at one organisation have been ill-equipped to deal with such a disclosure of abuse then there may be other organisations who are similarly unprepared and this links strongly to the need for more awareness raising activity. As well as being cited as two of the most helpful organisations, Axis Counselling and the Police also received negative comments from some victims and survivors. In the case of Axis, funding restrictions clearly have an impact on the support that they are able to provide. The diverse comments for these two organisations may also be due to the particular personal circumstances involved or the timeframe when they were contacted.

Victims and survivors were also critical about how easy it can be to obtain emergency contraception or abortion services without appropriate questions being

asked. Concern was raised that these services can be obtained from a range of providers (sexual health clinics, GPs and pharmacies) without any questions being raised of familiar faces. Victims and survivors acknowledged that they rarely (if ever) wanted to answer questions about whether or not they were being abused but did tell us that if providers of these services asked questions in a supportive and non-judgmental way, it may prompt them to open up.

There were also diverse views about whether organisations work well together, with the view that agencies need to “work together and communicate effectively” in order to obtain “justice” for victims coming across strongly. On the theme of justice, the view of victims and survivors is that sentences for this type of abuse are not long enough and tougher sentences would act as a deterrent. In order to improve the way agencies work to prevent CSE, victims and survivors feel that more education would enable early identification of potential and actual victims. Victims and survivors feel that organisations and local businesses need targeted training to relate CSE to the work that they do, rather than simply repeating the indicators of abuse which key agencies are looking for.

Victims and survivors have evidently been frustrated by bureaucracy in the past, pointing out that the Committee’s recommendations and any evolution of processes to prevent abuse needs to happen quickly in order to prevent more children from becoming victims and protect those who are already being exploited sooner.

Victims and survivors told us that it was important to them to feel that all organisations involved were committed to obtaining justice in their case and that their evidence was not being used to bolster a separate case to the detriment of their own. Similarly, victims and survivors consider that statutory organisations need to be mindful of their response to publicity about CSE: a defensive or negative response which aims to defend the reputation of an organisation can be very damaging and put off other victims from coming forward.

Voices of experience: views of family members of victims and survivors

“You never think it’s going to happen to you”

When we published our draft Terms of Reference for comment, we were contacted by some parents of victims or survivors who asked to speak to us about their experiences of the services they received when they were going through what was undoubtedly a very traumatic period of their lives. This led us to believe that there may be other parents who might want to share their thoughts but felt unable to take part in face to face meetings.

We decided to publish an online survey so that as many parents of victims and survivors of CSE as possible could share their views. The confidential survey ran in tandem with the confidential survey for victims and survivors, from the end of September to the beginning of November 2015. We received 7 responses and would like to thank everyone who spoke to us or took the time to complete the survey. Your views have been invaluable to this review.

The parents who responded to our questionnaire had accessed services over a wide period of time - some had first expressed concerns for their child prior to the CATE Project being set up, some during the evolution of the CATE Project when professionals were starting to understand CSE better and others had cause to access services more recently.

We were unsurprised that parents indicated the first organisations they had contacted were Social Services and the Police but it was a little more surprising to see Axis Counselling as the first port of call for concerned parents. Other organisations which parents told us had been involved in supporting their families were the Council, CATE Team, Independent Sexual Violence Advisor (ISVA), School, and Children and Adolescent Mental Health Service (CAMHS). Ostensibly, Social Services, the CATE Team and the Council are one body.

There were different views about the quality of the protection available for families and how well organisations had worked together to support families. When parents thought the protection was low, the reasons they gave us were that the police investigation was slow, the Council and social workers had been dismissive and communication with them had also been poor. Similarly, some parents felt that there had been little joint working and agencies had not wanted to accept responsibility. Some parents felt that when they had sought help, they had been passed from pillar to post. It was also unclear to parents whether there had been a multi-agency risk

assessment or safety plan put in place, which supports comments that communication with parents can at times be poor. We asked parents what could be done to better protect victims and parents told us that agencies needed to listen to them and communicate much better, work with parents and engage in face to face meetings to provide regular feedback. Parents also pointed out that the time they needed help the most was usually outside normal office hours so it would be helpful if both direct lines and emergency out of hours numbers were provided to them at the outset rather than parents having to search for help when they need it.

We asked parents for their ideas on how awareness about the risks of CSE can be raised among parents and carers. Reflecting the comments of others we met with, parents consider that awareness raising activity is a fundamental part of prevention and protection. Parents told us that they felt it was important that key agencies acknowledge that there is still a risk of CSE happening. Parents thought that education within key agencies, particularly schools, was important and that it would be helpful if parents and children received the same risk messages through joint sessions in schools. With regard to awareness raising among parents, it was pointed out that risk messages should be the same regardless of the family's background and, in common with other groups, parents considered that it would be useful if real life and survivors' stories were utilised in training and educational materials in order to bring home the message that 'it can happen to you'.

Views of Children and Young People

“We need to know more about CSE”

From the outset of this Review, we have heard over and over again that more awareness raising with children and young people and education in schools is imperative in the fight against CSE. We knew that some awareness raising had already taken place in some schools but also that CSE is one of those taboo subjects that it can be difficult to know how to talk about. We were also extremely concerned about the growing risk to children online. We wanted to find out what children and young people in the borough already understand about CSE and keeping safe online and what **they** think would best help to raise awareness and keep them safe.

We met with Primary School Children from Team Safeguarding Voice[©] (TSV)¹⁵, over 40 secondary age children (including a minimum of 7 young people with disabilities) and three care leavers.

Helping children and young people to understand the risks of CSE in an age appropriate way was the key theme from all the consultation sessions. This also dominated the discussions about how to protect young people from CSE – the main response was that young people will be better able to protect themselves and their friends if they are better informed.

Children and Young People’s Understanding of CSE and How to Stay Safe

The children involved in TSV demonstrated a sophisticated understanding of safety issues – when talking about safety, the conversation covered road safety, healthy eating and lifestyles as well as personal safety and online safety.

There was a wide variation in the level of understanding of CSE by young people at secondary school. Some young people were not aware of the term CSE or what it meant. A larger proportion of young people were aware of the term CSE, or Child Sexual Exploitation, but it became apparent during the discussion that the level of understanding was not deep eg they had a stereotyped view of perpetrators and wanted to discuss in some detail if age difference in a relationship is an important factor in CSE, how old a young person has to be to be able to give consent to have sex and the dynamics of power and control in a relationship. When this was explained the young people felt it was important that other young people have the chance to understand these issues as well.

¹⁵ More information about TSV is available from:
http://www.telfordsafeguardingboard.org.uk/lscb/info/13/i_work_with_children_young_people_and_parents/4/children_safeguarding_children

Social Media/Technology/Online Gaming

The children involved in Team Safeguarding were very aware about staying safe on-line and that they would talk to an adult if something worried them. They also said they would keep messages or pictures as evidence. Some children involved in TSV said that the fact that their parents kept log on passwords so that children had to ask to go online and could monitor online activity helped to keep them safe. They also thought it was sensible and acceptable for parents to use settings which forward mobile phone messages to the parent phone.

Most young people at secondary school understood how to stay safe online but some did say they would give details online to someone they did not know. One group of young people commented that there is peer pressure to have the latest gadget and this means that young people do not always know how to use this safely. Most young people recognised that online gaming was a route that perpetrators could use for grooming. However, a few young people in one group did say that they would play with people they did not know.

Age Range

There was a consensus that children in primary school need to understand how to keep themselves safe and maintain safe relationships. Young people at secondary school also supported the idea that children in Key Stage 2 should be involved in discussions about safe relationships and online safety and who to contact if they had concerns. It was felt that it was too late to start these discussions once someone started secondary school.

Young People with Disabilities

Some of the issues that were discussed with young people reflected the Barnado's report 'Unprotected Overprotected'.¹⁶ Within the group of young people who met with the Committee, there was a wide range in their understanding of CSE and grooming. It was recognised that young people with learning disabilities may find it more difficult to recognise fake friends online or signs of grooming.

Who Children and Young People Would Tell if They Have Concerns

Children involved in TSV were able to identify a number of people they would talk to if they were concerned about their safety. They were also clear that if they were concerned about a friend that they would tell an adult and that keeping secrets when someone is being hurt does not help that person.

Children of secondary school age were also able to identify a long list of people they could talk to but this was complicated by the fact that they may not feel comfortable to approach people in specific roles either because of that particular relationship (eg a parent or a teacher) or because of lack of trust in an organisation (eg one group talked about losing confidence in the police following the murder of Georgia

¹⁶ Barnado's (2015) *Easy read version of 'Unprotected, Overprotected: meeting the needs of young people with learning disabilities who experience, or are at risk of, sexual exploitation'*

Williams). The consensus was that all adults living with, supporting or working with children and young people need to understand CSE so they can provide appropriate support and ensure they get appropriate specialist support.

An interesting discussion developed with young people at secondary school when considering what they would do if they were concerned about a friend who may be involved in CSE. Some young people said that they would not want to break a friend's confidence or 'get them into trouble' by telling an adult, rather they would encourage their friend to speak to someone themselves.

One issue that came up is that young people can sometimes feel that parents can be overprotective when they try to raise concerns about a young person's safety. It is important that the messages about staying safe online are re-inforced by other adults working with young people and important that young people have the time to be able to discuss this with each other. (This links with the importance of developing a borough wide approach across all schools for TSV which directly engages children and young people in these issues)

CEOP 'Red Button'

This was discussed in one discussion group with young people at secondary school. Young people talked about 'clicking the CEOP red button' on a website, when gaming online or if they were using social media.



It was felt that this was not widely promoted and that more could be done to raise young people's awareness of this facility. (CEOP is the Child Exploitation and Online Protection Agency)

Awareness of Telford & Wrekin Council's Family Connect Service.

In several discussion groups, young people said they would contact 'the Council' or 'social services' but only one discussion group specifically mentioned Family Connect.

Care Leavers

The main issue that was raised by Care Leavers was having a relationship with someone you trust and it was felt that the relationship with the social worker was particularly important. The experience of the three care leavers' relationships with the social workers had not always been positive and they would not have talked to them about concerns about CSE. Another issue that is specific to children in care was that they often move homes, carers and schools which makes it difficult to develop relationships of trust. There was a very strong view from Care Leavers that parents and foster parents should be made aware about CSE – to the extent that there should be compulsory training for all parents and carers.

How to Raise Concerns

In one discussion group with young people at secondary school, the distinction was made between knowing 'who' to tell about CSE and 'how' to tell them. It was discussed that while a young person may know who they could talk to, actually starting the conversation may seem too difficult.

How Young People want to be Informed about CSE

Young people at secondary school identified a number of ways to communicate with young people on this issue. The order in which we list them here does not indicate preference.

One group commented that getting the message about CSE to young people needs to be a consistent long term approach rather than a 'one off' campaign. The language used to communicate about CSE with young people is important – it needs to be relevant to them. This was a specific issue raised at the young people's disability forum who said the information 'needs to be in a language we can understand' (ie using colour and pictures).

From people who have experienced CSE – All the discussion groups for young people at secondary school said that being able to talk to or hear the experience of people who have been victims of CSE would be very powerful. This was a particularly strong view from care leavers who expressed very clearly that they had professionals involved in their lives and that personal experience was more important in getting a message across for them.

Drama Productions – Using drama was mentioned as a particularly effective way of getting the message about the risks of CSE across to young people. It was highlighted that this is a particularly good way to show young people how the grooming process works and that a victim of CSE may be made to feel that he or she has made these choices.

Social Media / Websites / Gaming platforms – Young people recognised the risks that social media can bring and that it is used by perpetrators when grooming victims. However, there was a clear message that social media is part of their lives – it was highlighted that young people use social media to share their concerns and inform each other. It was discussed that social media can be part of the solution in tackling CSE if young people are given the right information. Websites and social media that are popular with young people should include information about CSE and who to contact. YouTube was seen as a good way to provide local information because it is easy to create videos and this can be shared locally by young people. It was also seen as a way to get real life stories about CSE to young people if survivors are brave enough to come forward and create a video. It was also suggested that a free App could be developed to raise awareness for young people.

A particular issue raised by the Young People's Disability Forum was that information on websites needs to be accessible. While organisations want to make sure that there is a lot of information available – this can make it difficult to navigate.

If people cannot find the information they may give up and not find out about CSE or know who to contact if they have concerns.

Schools – All young people recognised the important role schools have in raising awareness about CSE including assemblies, workshops and peer mentors. Personal, Social and Health Education (PSHE) and Relationship and Sex Education (RSE) was seen as a key part of the curriculum and young people were keen for ‘experts’ from outside the school to talk to them about sensitive subjects such as CSE – particularly people who have been affected by it. The children involved in TSV felt that the TSV approach should be implemented in every primary school.

Friends – Young people identified peers as an important protective factor – they can look out for each other and share information. As highlighted above, children involved in TSV felt that this peer support and mentoring should be available in every primary school. However, they were also aware that bullying can take place and that a young person’s ‘reputation’ will be damaged if they come forward.

Places of worship

Companies eg football clubs having an awareness raising day

Celebrities and Role Models

Parents and Family – Young people recognised that not all young people can talk to their parents about a sensitive subject like CSE but several of the groups did say that knowing that their parents were aware of what they were doing on social media and when they were gaming helped to protect them. Children and young people identified grandparents and extended family as important and if they were not able to talk to parents they may be able to talk to another family member.

Childline/Samaritans/Helplines – These were organisations that were commonly mentioned by young people but it was discussed that a national charity may not be able to provide specific information about local services eg the CATE Team.¹⁷

What young people at secondary school wanted to know about CSE:

- Statistics about CSE
- How CSE starts, grooming and understanding power and control dynamics in a relationship
- Legal age of consent
- Who is involved – both what perpetrators are like and who can become a victim
- What support is available to people once they have disclosed eg counselling support and support through the court process
- Assurance that if someone comes forward that they will be believed, that young people will not be blamed if they are sexually exploited and they will not be in trouble
- How to respond to peer pressure

¹⁷ It should be noted that Child Line will notify Family Connect of any call that are believed to need further investigation.

- Where to go for help
- Difference between Girls and Boys – Younger children found it difficult to think about how boys and girls might think differently about keeping safe – they felt that boys and girls need the same messages about keeping safe. Young people at secondary school identified that while there are universal messages that are relevant to boys and girls regarding CSE they also said that:
- Boys may be less likely to talk about their involvement in CSE (including less likely to talk to their friends) so there is a need to raise awareness that there are male victims of CSE.
- Boys and girls need different information about how to handle situations
- Boys can be groomed into becoming perpetrators

What Young People Think Might ‘Blow the Awareness Raising Message Off Course’

- Information about CSE is not accessible (this was a particular issue from the Young People’s Disability Forum)
- Fear of threats from perpetrators
- Fear of going to court and perpetrators going free
- Lack of confidence / low self esteem
- Worried about consequences of coming forward eg fear of being bullied / blackmailed / being judged
- Not enough support for victims
- If a young person who is a victim of CSE has a mental health issue eg depression or a drug or alcohol addiction this will make it more difficult to come forward.
- Being shunned by a religious community
- National politicians not keeping their promises
- Lack of money to address this issue
- Family problems
- Fake friends

What young people want to change

During one discussion a young person said that the law should change since under current legislation when a young person comes forward as a victim of CSE it is not always possible to prosecute the perpetrators.

Findings: The Scale of Abuse

“The biggest problem is how many more cases are just not known about”

Local Government Association (LGA)¹⁸ guidance suggests that all LSCBs should have a process in place to map the extent and profile of CSE in the area so that a detailed understanding of the scale and nature of the problem at a local level can inform the local response to CSE. According to the LGA, the mapping process should include a profile of children identified as at risk, a profile of offenders and an understanding of ‘hotspots’ or vulnerable locations.

At our second Inquiry Day in March 2015, we were told that there is not a national dataset for CSE so it is not possible to compare the scale of CSE in Telford with other areas or measure how well the Council and its partners are tackling CSE in comparison with other local authorities. At the time of the Inquiry Day, the Council and police were carrying out analysis to develop this locally and, additionally, the Council was working to develop benchmarking data with the regional Association of Directors of Children’s Services.

At our first Inquiry Day, the Police cautioned against using individual partners’ data or perceptions on the potential scale of CSE without context. This is because on its own, a piece of intelligence obtained by one agency may not have much impetus but by building a more holistic picture and drawing information from across agencies via the Harm Assessment Unit and Family Connect, a more significant situation may emerge.

Police Data

The West Mercia Police and Warwickshire Police Problem Profile for CSE (Version 1, September 2014)¹⁹ provides some data about the number of victims or children at risk of exploitation. The information has been collated primarily from scanning recorded offences/crime incidents across both force areas during the period April 2013 to August 2014. We do not propose to repeat the data in full here but we will highlight what we think is pertinent to this section of the report.

¹⁸ LGA (2015) Tackling Child Sexual Exploitation: A resource pack for Councils

¹⁹ West Mercia Police and Warwickshire Police (2014) *Problem Profile for CSE* [online] https://www.westmercia.police.uk/media/5773/CSE-problem-profile-v1-29Sep2014/pdf/CSE_problem_profile_v1_29Sep2014.pdf (Accessed 18 December 2015)

Over the period April 2013 to August 2014, 721 persons were identified as a victim or child in child protection incidents where CSE was likely to be an element. Of this number, 89 had a home address in Telford & Wrekin and 72 of these were under 18.

81% of total victims were female and 94% of CSE victims were white, 0.7% Black, 0.3% Asian and 0.3% Chinese. 44% of all victims were in offences with lone offenders and 32% were in online CSE offences or indecent images of children. The peak age group in both types of offence was 14-15 years. In gang/group type CSE, victims tended to be older, with half of victims being aged 16-17 years. 16-17 year olds made up a quarter of all CSE victims. 12% of all CSE was perpetrated against males by males.

The Profile data also tells us that scanning revealed 399 CSE perpetrators across both force areas, 95% of which were male. 29% of perpetrators were aged 18-21 years, and 18% were aged 25-34 years old. In just over one third of all CSE cases, there was no identified perpetrator to link to the victim but when the identity of the perpetrator was known, 90% were White, 7% were Asian and 2% were Black.

Victims and offenders were more likely to be acquaintances rather than strangers.

The West Mercia Police and Warwickshire Police Problem Profile for CSE (Version 1, September 2014) also includes details of 'hotspots', but this information is sensitive and has been redacted in public versions.

At the time of writing this report, the Home Office released crime statistics for the number of recorded sexual offences against children in England and Wales for the period September 2014 to September 2015. While these figures relate to a whole range of child sex offences, we feel that it is worth including them here in the absence of any CSE specific national benchmarking data. During the period September 2014 to September 2015 there were 36,855 recorded sexual offences against children in England and Wales. 11,317 of these were rape offences, which represents an increase of 75 per cent compared to the average for the previous three years, and it is 44 per cent higher than the number recorded in the 12 months to September 2014. For the period September 2014 to September 2015, Telford and Wrekin recorded 256 child sex crimes and although this was certainly not the highest number of recorded child sex crimes, it equates to the highest rate of recorded child sex crimes at 15.1 per 10,000 residents. The second and third highest rates were in Rochdale (14.1 per 10,000 residents) and Stoke on Trent (13.5 per 10,000) with Rotherham coming in fourth (13.5 per 10,000 residents). The figures, set out in Table 1, reveal that many areas, including Telford and Wrekin, have seen marked increases in recorded child sex crimes over this 12 month period. The Chair of the review asked for an explanation of these figures and was informed that the high profile of Operation Chalice may have increased local reporting of CSE and that there are good recording practices for cases of CSE. It should be noted that the figures below relate to all sexual offenses committed against children, not just offenses that are related to CSE. West Mercia Police view the increase in reporting of child sexual offences as a positive step indicating community confidence in reporting such matters.

Table 1

Child sex offences for the year up to and including September 2015 – areas with highest rates²⁰

Community safety partnership area	Child sex crimes	% Change since last year	Rate per 10,000 people
Telford and Wrekin	256	146.20%	15.1
Rochdale	300	98.70%	14.1
Stoke-on-Trent	338	32.00%	13.5
Rotherham	350	90.20%	13.5
Barrow-in-Furness	88	49.20%	13
Northampton	278	93.10%	12.7
Doncaster	385	25.00%	12.7
Great Yarmouth	122	60.50%	12.4
Southampton	302	102.70%	12.3
Calderdale	249	156.70%	12
Bradford	623	89.90%	11.8
Nottingham	365	135.50%	11.6
Blackpool	163	16.40%	11.6
Barnsley	274	90.30%	11.5
North East Lincolnshire	178	28.10%	11.1
Hastings	97	94.00%	10.6
Braintree	159	231.30%	10.6
Isle of Wight	146	124.60%	10.5
Nuneaton and Bedworth	132	109.50%	10.5
Waveney	121	51.30%	10.4

Referrals to the Council's Family Connect Service

We requested data on the number of CSE related contacts coming into Family Connect to get a picture of the scale of reporting and the source of contacts. In the seven months from 1 January to 31 July 2015 data from Protocol (the system used by children's services) showed there were over 4000 contacts into Family Connect of which there were 137 (3%) contacts with an indicator of CSE. This could be either where CSE was recorded as the reason for the contact or where any words associated with CSE had been highlighted through a data text matching process built into the Family Connect system as a safeguard to flag potential risk factors. For this reason, the figures must be treated with caution as it is unlikely that CSE will be a factor in all these cases, and the data is not disaggregated into existing or new contacts making it unclear how many individuals they relate to. Clearly we cannot make any assumptions about the scale of CSE from the data (the data does not provide certainty about the number of individual cases where CSE is a factor and we

²⁰ Mirror (2016) Sex crimes against children rocket 75% [online] 27 January. Available from http://www.mirror.co.uk/news/uk-news/sex-crimes-against-children-rocket-7243478?ICID=FB_mirror_main (Accessed 25 January 2016)

do not know how many cases are unreported) but it does provide a snapshot in time of the number of reports where there were indicators of CSE.

Total number of contacts into Family Connect 1 Jan-31 July 2015	1458
Number of contacts with indicators of CSE	137
Number of CSE contacts referred to Safeguarding	45

The data was not sufficient to show how many safeguarding referrals had been referred to CATE or at what stage of the pathway a referral may have been made. Further data from CATE records showed that over the same seven month period there were 44 referrals to the CATE team with between 5 and 10 referrals each month. Again it is not clear whether these are all new cases, or how they correlate to the data from Protocol, but the figures may give some indication of the number of cases where CSE was a significant risk factor and the impact on the CATE caseload.

The data provided to us showed weaknesses in the systems for collecting and managing CSE data but we understand that this has been recognised and that there are plans to review the systems to improve performance management and data analysis.

Data was broken down by the source of contact because we wanted to see which organisations were making referrals and if there were any gaps which may indicate an awareness or training deficit. The table below shows the source of contacts referred to Safeguarding during the seven months from 1 January to 31 July 2015 (not all of these would be related to CSE) with almost three quarters coming from the local authority, police and schools. Again, the figures must be treated with caution as some of the contacts may be repeat calls from an organisation about an existing case and it is not clear how many individuals they relate to. However, the figures provide a snap shot of referral activity across the range of partners.

Table 2

Organisation	Number of contacts to Family Connect referred to Safeguarding 01.01.15-31.07.15
Local authority	221 (27%)
Police	218 (26%)
Education	154 (18%)
Other	89 (11%)
Health	78 (9%)
LA – external	41 (5%)
Individual	26 (3%)
Housing	5 (1%)
Total	832

Referrals from Housing (defined as Registered Social Landlords or Local Authority Housing) accounted for 1% of the total and we are not clear whether this would be within expectation. There are around 13,000 registered provider properties in the borough and using the formula for calculating school places gives a crude estimate

of 5,700 children living in the properties. Registered providers are well placed to play a key role in identifying risk factors (for example complaints about noisy parties, unsocial activity, drug or alcohol misuse in a property involving young people which may indicate CSE) and more broadly in raising awareness about CSE with tenants.

Wrekin Housing Trust (WHT) is the largest registered provider in the borough and we were pleased to hear that the Trust is a partner in Family Connect and represented on the Telford & Wrekin Safeguarding Children Board. Information from WHT assured us that the Trust has safeguarding policies in place informed by best practice from the LSCB. All housing staff receive training on safeguarding and how to make referrals with Family Connect being the default position. However, they also said the training was not CSE specific and further training would be welcome. The Trust had not communicated specific messages about CSE to tenants via newsletters or the website and saw this as more of a generic role for the Council but would be willing to signpost and share links and suggested there should be more online provision to help raise awareness. We have made a recommendation about the development of online training and the roll out of the Say Something If You See Something campaign and have suggested that there should be a focus on registered housing providers as it was not clear to us how information is shared with other providers with properties in the borough.

Other Data

Axis Counselling told us that the number of sexual offences increased in 2014 and that West Mercia Police had seen a 75% increase in rape cases and 45% increase in sexual offences. This is supported by data provided on the West Mercia Police website²¹ and comments that the Police and Crime Commissioner made to us at the Inquiry Day about the “Savile effect” which had increased reporting nationally; the Police and Crime Commissioner told us that he had reallocated underspent budgets to support this increase. The ISVA service has also seen an increase in demand for service of 45% (all sexual offences) and Axis Counselling estimates that 15% of its cases are CSE related.

While the Sexual Health Service doesn’t track cases of CSE, we were told that anecdotally, professionals would say there are now more patients they have concerns about. This is based on the perception that more patients are presenting with complex infections and more young people need longer consulting times.

We recognise that CSE affects males as well as females but we have received little evidence on the specific issues for male victims. We heard that none of the victims of Operation Chalice were children in care at the time the investigation started.

Despite the success of Operation Chalice, it is clear that CSE is still taking place in Telford and Wrekin, although the true scale of this crime is unknown. We have been told that in some areas the activity of people suspected of involvement in CSE is “blatant”. The Street Pastors provided particularly compelling eyewitness accounts

²¹ West Mercia Police (2015) *FOI 6283 Rape, Sexual Assault stats* [online] <https://www.westmercia.police.uk/disclosure-logs?foiid=14733>

of predatory behaviour going on in the night time economy and expressed some forthright views that a new generation of post-Chalice perpetrators is growing up and that open acknowledgement of the problem is needed for the issues to be tackled.

Several organisations told us that the number of people accessing services was a small proportion of the total number of cases and this is supported by the responses to our online survey which show that half of respondents had not contacted a local service for help. This view is supported by the Children's Commissioner Report²² which found that research suggests that approximately 1 in 8 victims of sexual abuse come to the attention of statutory organisations.

²² Protecting Children from Harm: A critical assessment of child sexual abuse in the family network in England and priorities for action, November 2015.

Findings: Prevention – Raising Awareness

“There has to be a drive to publicise and educate, not an expectation that people will come to you”

Education is a powerful weapon in the fight against CSE and during the course of this review, one of the major themes we have consistently heard from the many groups, individuals and survey responses we received is that there needs to be more awareness raising activity if we are to prevent CSE. This is an issue that has also been raised nationally and different areas are dealing with it in different and often novel ways.

For instance, National Working Group on CSE (NWG Network) Say Something if You See Something campaign²³ has really gained momentum with both Telford & Wrekin and Shropshire Councils signing up to equip taxi firms and local businesses operating in the nighttime economy to identify and report child welfare concerns; there has been a superhero twitter profile picture campaign started by PC Rob Stevens in Northamptonshire which had an international reach;²⁴ and in Manchester young people affected by CSE takeover a radio show every Thursday evening to share their experiences²⁵. Some councils, including Telford & Wrekin, have commissioned drama productions to visit local schools and provide an opportunity to explain the issues and involve children and young people in discussions around CSE which can continue in Personal, Social, Health & Economic (PSHE) lessons. In 2015, NWG Network kick started National CSE Awareness Day,²⁶ an annual event which the Council and its partners took part in on 18 March.

²³ NWG Network (2015) *Say Something if You See Something Update* Blog Post 1 May 2015 viewed 22 December 2015 [Accessed from <https://natworgroup.wordpress.com/2015/05/01/say-something-if-you-see-something-update/>]

²⁴ Northants Police (2015) *Police officer's novel idea for raising awareness of child sexual exploitation (CSE) goes global* Blog Post 22 September 2015 viewed 22 December 2015 [Accessed from <http://www.northants.police.uk/#!/news/26814>]

²⁵ Smith, D (2015) How community radio is helping young survivors talk about sexual abuse. *The Guardian* [online] 16 November Available from <http://www.theguardian.com/social-care-network/2015/nov/16/community-radio-young-people-child-sexual-exploitation-abuse> (Accessed 18 November 2015)

²⁶ NWG Network (2015) National Child Sexual Exploitation Awareness Day [online] <http://www.stop-cse.org/national-child-exploitation-awareness-day/> (Accessed 22 December 2015)

As part of the Tackling Child Sexual Exploitation Action Plan, the government will also be funding a new communications campaign to encourage members of the public to recognise and report child abuse and neglect.

Children and Young People

As set out earlier in this report, we had some inspiring conversations with children and young people. Children and young people have varying levels of awareness about CSE but all of them were clear that age-appropriate consistent messages are needed to help them protect themselves. As set out earlier, the children and young people we met with had some really interesting ideas about how this could be achieved.

We also heard from numerous organisations and individuals that more awareness raising about CSE needed to take place with children and young people in the borough, with more focus on sex and relationships in PSHE lessons being widely supported. This reflects the recommendations of a number of cross-party parliamentary committees and prominent Government advisors that it is essential to introduce age-appropriate PSHE and RSE as statutory subjects in primary and secondary schools. In particular, the Children's Commissioner recommends that all children receive "compulsory lessons for life, to understand healthy and safe relationships and to talk to an appropriate adult if they are worried about abuse."²⁷

The children and young people we spoke to often told us that they would initially speak to their friends about concerns or worries. For this reason, we are supportive of peer to peer opportunities afforded to children and young people so that they can share their experiences of growing up in the world today and build resilience by giving them the confidence, skills and information to make informed decisions.

During the course of this review, we heard lots of praise for Children Safeguarding Children - an initiative of the LSCB piloted in Holmer Lake Primary School by a group of children in Years 4-6 who created a Children's Safeguarding Board called Team Safeguarding Voice[®] (TSV). We were delighted to be able to meet with this inspiring and knowledgeable group of young people and we were very impressed by the activities TSV told us they had undertaken, particularly around cyber-bullying, keeping safe online and sexting. We support the LSCB's efforts to roll out this project to more primary and secondary schools in the borough. We are also conscious that pupils involved in the TSV model develop valuable skills which could be further built upon throughout their educational journey.

Although it was not the case with Operation Chalice, evidence from national reports suggests that young people with learning disabilities are at increased risk of CSE. Our research informs us that young people with learning disabilities share many of the same vulnerabilities to CSE as all children and young people but this can be compounded by insufficient information about sex and healthy relationships due to the mistaken belief that their needs are not the same as for all children or that they cannot be exploited. The risks can be further increased by a lack of empowerment and the potential for social isolation.

²⁷ Children's Commissioner (2015) *Protecting Children from Harm*

Our discussions included children and young people with disabilities and the head teacher of a local special school. We were unsurprised that children and young people with disabilities share the opinion of all the young people that we spoke to that in order to protect themselves, they need more information and understanding about CSE. In speaking to the head teacher of a local special school, we understand that the main issue for educators in this sector is modifying mainstream materials to make the information accessible and ensuring that parents with learning disabilities are also given opportunities to understand the risks facing their children. As an example, we were referred to the easy read version of Barnado's report "Unprotected, Overprotected"²⁸ which uses simple language, large print and a lot of images to make it more accessible for children or their parents with learning disabilities. We also recognise the communication efforts which are required between special schools and pupils and their parents.

In common with national reports²⁹ and the testimony of the victims and survivors who shared their views with us, children and young people felt it was important that they be afforded opportunities to talk alone with trusted adults and that adults are equipped to believe what they are being told and take appropriate action. Awareness raising among adults – parents, family members and professionals – needs to address this issue.

Parents and Families

As part of this Review, we wanted to know what parents and carers already know about CSE. To achieve this, we ran an online survey to ask these and other questions. The results of the survey showed that of the 32 responses an overwhelming majority of parents and carers know that CSE affects both girls and boys, with a small number thinking only girls could be affected. A large majority also strongly agreed or agreed that CSE is a concern in Telford and Wrekin.

The majority of respondents to the survey told us that they receive information about CSE or online grooming from news reports, websites and friends or family. Other less popular sources of information were the Council, Police, School, Voluntary or Community Organisations and GP or health organisations.

The reliance on news reports supports comments made in informal meetings with the Police that the media can, has an important role to play a role in raising awareness in the local community.

In our meetings with children and young people and in feedback from victims and survivors and other organisations, it has been made clear that it is not enough for parents and carers to be made aware of the indicators of CSE. Parents can be daunted by the prospect of discussing difficult or taboo topics with their children but we have discovered that there are already some tools available to encourage and empower parents to find ways to have these discussions with their children and

²⁸ Barnado's (2015) *Easy read version of 'Underprotected, Overprotected: meeting the needs of young people with learning disabilities who experience, or are at risk of, sexual exploitation*

²⁹ Children's Commissioner (2015) *Protecting Children from Harm*

provide frequent opportunities for children and young people to talk to adults about the things that bother them without worrying we will be upset or angry.

For instance, in 2013, in response to concerns following the Jimmy Savile scandal and YouGov findings that many parents never speak to their children about sexual abuse, the NSPCC launched the Underwear Rule campaign³⁰ to help parents teach their children about sexual abuse in an easy to understand way. The campaign suggested that parents "talk PANTS" to their children

<https://www.nspcc.org.uk/preventing-abuse/keeping-children-safe/underwear-rule/>

We heard complimentary support for the Underwear Rule from Team Safeguarding Voice and the Sexual Health Service.

The Sex Education Forum³¹ also provides tips to parents on how to talk to children about sexual matters, including healthy relationships and provides a comprehensive resource list to help parents find suitable ways to talk to their children about a variety of sex and relationship topics.

There is also a wealth of online information available to parents. For instance, the Parents Protect³² website provides information and resources to raise awareness about child sexual abuse, answer questions and give adults the information, advice, support and facts they need to help protect children. PACE³³ - Parents Against Child Sexual Exploitation offers support to the parents and carers of children who are - or are at risk of being - sexually exploited by perpetrators external to the family. They also offer an online learning programme for parents at <http://www.paceuk.info/the-problem/keep-them-safe/>

However, comments from parents and other people we have spoken to have made it clear to us that parents do not want to search for information and reaching out into the community to encourage people to talk about CSE and educate them would be more fruitful since people may not come forward for advice about an issue which is either not high on their radar or because they have an "it won't happen to me" attitude. Respondents to our online survey suggested that the distribution of a short

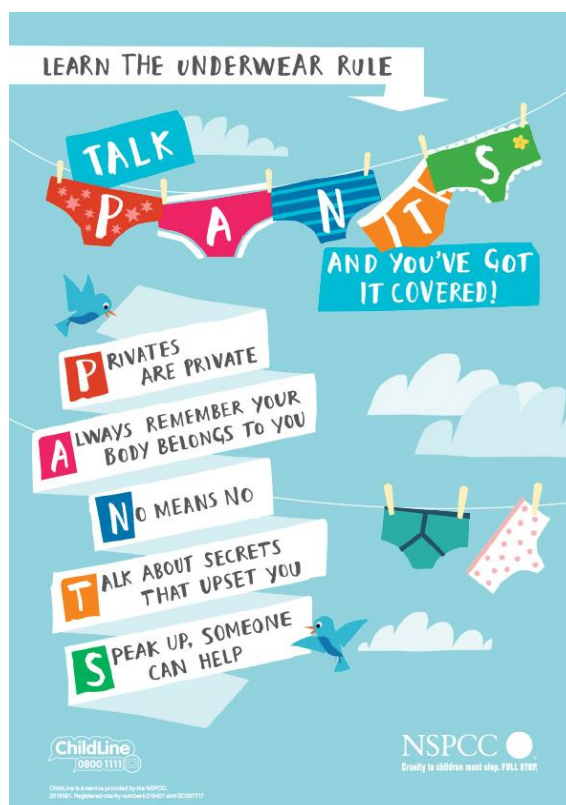


Figure 1

³⁰ <https://www.nspcc.org.uk/preventing-abuse/keeping-children-safe/underwear-rule/>

³¹ www.sexeducationforum.org.uk/parents-carers

³² <http://www.parentsprotect.co.uk/>

³³ www.paceuk.info

information video could address this and parents have suggested that hearing survivors' stories and increasing local understanding of how the Council is working to protect children would also be helpful. As the current internet presence of the Family Connect service is inadequate, we feel that the creation of a galaxy website for the Family Connect service [and associated promotional campaign] could address many of these issues by providing a 'one stop shop' approach where information about a variety of issues can be easily found alongside information about choosing schools, childcare and activity clubs as well as reporting welfare concerns.

As we have previously mentioned, CSE is considered to be a hidden crime and we are conscious that raising awareness in the community can result in a higher number of referrals and reports of abuse. We are aware from our discussions that professionals need to take the concerns of parents seriously when they report crime. Professionals need to be appropriately trained to recognise exploitation in a variety of forms and contexts and have professional curiosity when reports of the indicators of CSE are received.

Local Communities

CSE affects all communities. As we stated earlier in this report, neither victims nor perpetrators come solely from any particular social, economic, ethnic or faith background. However, we cannot ignore the fact that the convictions in Operation Chalice were of men of British Pakistani heritage. Nor can we ignore the fact that it is believed that there is significant under-reporting of CSE against Asian or Muslim children and young people³⁴. We also acknowledge the findings of Louise Casey BE following her Inspection of Rotherham Metropolitan Borough Council that there was an "archaic culture of sexism, bullying and discomfort around race" at that Council which consequently allowed racial tensions to grow³⁵. We were also concerned that Muslims may have experienced a negative response from other people following reports in the local and national media featuring the involvement of Asian men in CSE and wanted to know how local agencies had responded to this. We also wanted the views of any concerned parents and professionals living in an area associated with CSE. It is for these reasons that we decided to actively seek the views of Muslim groups in the area which was the focus of Operation Chalice.

During these conversations, we discovered that engagement with local Mosques at some key points during Operation Chalice had taken place, but that there had not been on-going support. We heard that the generic use of the term 'Muslim' to describe specific groups or individuals involved in CSE was not helpful and concern that where this does happen CSE may be viewed as a specific issue for the 'Muslim community'. In the aftermath of Operation Chalice, local Muslims had felt somewhat "targeted" and "isolated", in particular due to incidents outside one of the Mosques and an earlier March by the English Defence League (EDL). The Shropshire Islamic Foundation (SIF) is working to address negative perceptions and help young people understand Islam by visiting various schools and scout groups. SIF is also involved in the Telford and Wrekin Interfaith Group (TWIG).

³⁴ The Muslim Women's Network UK (2013) *Unheard Voices: The Sexual Exploitation of Asian Girls and Young Women*

³⁵ Casey, Louise CB (2015) *Report of Inspection of Rotherham Metropolitan Borough Council*

We asked about raising awareness of CSE within faith and community groups and we were told that the Imam at Tan Bank Mosque had addressed the issue of CSE and radicalisation at several Friday congregation meetings and there are specific groups for women to meet and discuss issues. There is also a group at Tan Bank Mosque aimed at teenagers which includes discussions led by a qualified teacher about how to function in society. We were told that physical resources in one of the local Mosques is somewhat limited and that there is very little for young Muslim boys to do after school.

The women's group we spoke to indicated that the Police had talked to them and shown videos about what to look out for to identify signs of CSE and about internet safety, but more information would be welcomed.

In common with parents of all faiths, Muslim parents have concerns about their children's access to Social Media but that there are language and cultural barriers to parents accessing online information which might inform them about how to protect their children. We learnt that one local school offers English Language lessons to parents of its pupils which had proved extremely helpful and the women's group felt that parents of children in other schools needed to be able to access similar facilities.

Since we met with the women's group, the government has announced investment in English language lessons for Muslim women in England. While we acknowledge the controversies surrounding this investment, we also recognise that this funding offer may provide sought-after opportunities that would not otherwise be available. However, ideally we would like to see English language lessons available to all communities in the borough. With good language skills people can know their rights and be empowered to participate in society - get a job, help their children with homework, manage finances, etc. - as well as become more informed to protect their children.

Organisations

Throughout this review, during our discussions with the many organisations we have spoken to and contacted, we have been keen to ensure that training opportunities are available to all staff in order to support their role in tackling CSE. We have consistently been advised that training opportunities are generally good and our key partners' frontline staff all receive training in some form, whether that be face to face or as an e-learning module.

Here at the Council, we have two e-learning modules available to all staff and Councillors, CSE training is a compulsory part of every Councillor's induction, and we are assured by the Police and Police & Crime Commissioner that CSE is a key module of their induction procedures. All health organisations and schools we spoke to provided safeguarding training in some form.

We have not had access to any external organisations' training programmes and, as we are not experts, we cannot comment on the adequacy of training. However, it has been acknowledged that training can always be improved and some frontline staff have indicated that, in some cases, training materials require updating. In

particular, we heard that the Police training module for new recruits needs constant refreshing, that PCSOs would appreciate wider training to incorporate connected crimes, for instance traffic enforcement, and that more tailored training opportunities would be welcomed by GPs and Licensing colleagues. Frontline staff would generally welcome regular updates about referral mechanisms and our discussions led us to believe this would be a particularly useful element of the induction programmes for staff in schools, colleges and academies. This should include teaching assistants and non-teaching staff eg lunch time supervisors.

In terms of wider training opportunities for businesses and organisations, we welcome the roll out of the Say Something if you See Something campaign. The CATE Team and PSCOs also told us about their personal safety concerns when coming into contact with perpetrators, who can often be threatening and intimidating. From these discussions in particular, we recognise how important it is for organisations to assess the danger to their staff and provide personal safety awareness training to complement CSE awareness training. We were assured by West Mercia Police that conflict management and personal safety training is provided for all PSCOs and that no incidents had been reported.

Perpetrators

At our Inquiry Day in March, we had the pleasure of talking to the Probation Service about their work with offenders. We asked if there were any lessons that could be drawn about what might be done to prevent individuals from becoming perpetrators. Whilst this was a difficult question to answer since there are many reasons why an individual might offend, early identification of risk factors was identified as important in preventing the distortion of social norms which could later lead an individual into criminal behaviour. The Probation Service suggested that education plays a key part in developing an individual's recognition of appropriate behavior and understanding of the consequences of their actions. This point was also supported by our meetings with young people who identified that more lessons about sex and healthy relationships would have the effect of both girls and boys developing greater mutual respect while also increasing their understanding of consent and how to behave in relationships.

Online Safety

It is understandable that children and young people want the latest gadgets and technologies and parents may feel that the children are safe at home when playing on mobiles, tablets, home computers and video games consoles. However, online safety is an area of concern but it is not just social media which poses risks, even popular online multiplayer video games can be a danger if access and chat controls are not fully utilised. The internet can provide opportunities for paedophiles and predatory sex offenders: they can hide behind fake photographs and false identities to make friends with children, surprisingly quickly and easily earning their trust. Children will not even be aware that they are talking to someone whose sole aim is to take advantage of them. We were told during the review that the internet is a global play-park and even adults occasionally need to be reminded that if you wouldn't do something in real life in public, it's not a good idea to do it online. Due to increasing concerns about online CSE and indecent images of children, we were keen to find out what steps are being taken to raise awareness of online safety.

When we met with Team Safeguarding Voice[©] we were told that they had written a leaflet on Sexting for the LSCB due to increasing concerns around online safety. The leaflet was so easy to understand that it had been shared with all Primary and Secondary Schools to disseminate to pupils and parents to help them understand the risks and law.

The NSPCC has also created an online guide for parents to explain what children do online and through social networking and how parents can start conversations with their children about staying safe online, and what a parent can do if they are worried about online safety. The guide also includes a specific section and infographic dedicated to keeping children safe whilst playing the popular game Minecraft.³⁶

At the time of writing this report, the Government was consulting on measures that would require all schools to filter inappropriate online content and teach pupils about staying safe including online harm. This also coincides with a further package of measures to help keep children safe online including guidance for parents and professionals.³⁷ Whilst these measures are primarily a response to the rising risk of children being targeted by radical groups, the measures include keeping children safe from cyber bullying and pornography as well as the risk of radicalisation.

³⁶ NSPCC (2015) *Online Safety* [online] <https://www.nspcc.org.uk/preventing-abuse/keeping-children-safe/online-safety/> (Accessed 30 December 2015)

³⁷ <https://www.gov.uk/government/news/new-measures-to-keep-children-safe-online-at-school-and-at-home>

Findings: Information Sharing

Prevention

We have already discussed the awareness raising that has taken place in schools through peer to peer groups like TSV and also in PSHE/RSE lessons. All of the children and young people we spoke to wanted more information to help them understand more about the dangers of CSE so that they could protect themselves and their friends from harm. We have set out in an earlier section the type of information young people want to receive.

Some schools make information available to parents via the school website (eg the information leaflet TSV created on sexting) and the head teacher at one school that we spoke to has also made efforts to engage with parents by holding an evening information session although this was not as well attended as the school hoped. The Council's leaflets about the CATE service are available on the Council website but we have already pointed out that information could be more effectively and accessibly presented through a galaxy website for the Family Connect service.

The Council and its partner agencies have also made efforts to reach the public, including through National CSE Awareness Day and we understand the Council intends to participate in this year's event too.

Protection and Support

Family Connect is the single point of contact (or 'front door') to all children and family services, enabling people to get the right help at the right time. The secure office from which Family Connect operates brings together a range of professionals under one roof enabling people to access information, advice, guidance, support and assistance for all calls received by Family Connect. This includes internal services (Safeguarding, Children & Family Locality Services, cohesion staff, social workers, Children's Disability Team, SEND officer, education officers) as well as representatives from external agencies (including civilian Police HAU staff, Probation and Community Rehabilitation Company, CAMHS, Community Health and Wrekin Housing Trust). The Family Connect Service would benefit from the addition of professionals from substance misuse and mental health services, Jobcentre Plus/DWP and Housing Benefit. Staff offer a triage service for safeguarding referrals and decide the most appropriate course of action but they do not deliver any interventions themselves.

There is an operating protocol for every type of call that comes in. Everything is scripted and the system has alerts and triggers built in so that it raises the level of risk based on information selected within the system. If a call reaches the complex or acute threshold an email will be sent to the safeguarding advisors to review the case. The risks are built into each separate pathway so the system will pick up the different indicators of CSE. If the system registers three records of the same name an alert is sent to the Family Connect group specialist who looks at the reasons why so that the case can be escalated if necessary. Schools have to report children

missing from school for 15 days (the limit is being reduced to 10 days) and the police report all missing children to Family Connect. Every missing report is assessed for links to CSE. Missing reports trigger an automatic alert to say that the child may be in danger. 10 days is still a long time for a school to report a child missing but often the child may come to the attention of other services such as the Police and be picked up before the 10 day threshold.

All contacts coming into Family Connect are logged onto the system and relevant information is passed to Safeguarding. The advisors can react very quickly to check nine different internal systems to find any record of the child. When a safeguarding call (including CSE concerns) reaches the Safeguarding desk, social workers can build up a picture of the child very quickly by initiating a MACE (Multi-Agency Child Enquiry).

Once a MACE is issued, all professionals in the room have to say what they know about a child/young person or a suspected perpetrator as names crop up. Information sharing is protected so that other services/agencies can input information into the MACE and view information related to their service but they cannot see information put in by other services/agencies. Only the Safeguarding social worker can see all the information so they have a complete chronological story for the child on one record and can initiate the appropriate process – ie child protection or CSE pathway.

CSE cases are referred to the CATE Team, or a Risk Panel or Strategy Meeting is convened and the information collected during the MACE follows the referral. In order to release information to people outside the room, consent is required but there is a protocol in place so that partners know that if Family Connect is seeking information or consent, it is linked to a safeguarding issue.

Family Connect does not monitor actions assigned to other organisations – due to capacity issues, they rely on the integrity of the partner agencies to take the necessary action. If actions aren't carried through, parents normally call back into Family Connect and this enables a record to be made on the system where issues have not been resolved.

Uniquely to Telford and Wrekin, if a vulnerability to CSE is identified, Family Connect will pick it up and run with it regardless of age and will make referrals to CATE or work with adult services.

The Family Connect Service has been likened to a Multi-Agency Safeguarding Hub (MASH) due to the co-location of a number of partner agencies, but we understand that a MASH functions on a more operational level to not only quickly and efficiently identify emerging problems but also ensure that the most appropriate response is promptly delivered to safeguard and protect the child. At our first Inquiry Day in March we were told that the only MASH in West Mercia is situated in Herefordshire and that the Police would like to explore the establishment of a MASH or co-location in other areas.

During the course of this review, we heard about the effectiveness of the MASH model to improve safeguarding responses for vulnerable children. However, we also

note arguments that the MASH model is based on normal child protection procedures which we have explained are not suitable for CSE cases. Although there is a clear connection between the two, there is also a distinct difference in that child protection cases are based upon tangible evidence (eg a broken arm) which results in an instantaneous case. In contrast, CSE is indicator based resulting in a different referral mechanism and an assessment of risk leading to protracted investigation of indicators until a disclosure is made.

Both the CATE Team and Police CSE Team supported co-location to facilitate a more dynamic response to referrals. Both felt that co-location would improve information sharing in both directions and the ability to manage risk through quicker and more effective responses which would free up investigation time.

In the absence of a MASH or co-location, the Police told us that the recent creation of the Police CSE Team had created a clear pathway of information between them and the CATE Team, with a proper mechanism for sharing information (via email). The CATE Team play an active part in the identification of young people involved in CSE by gathering information and intelligence to share with the Police. The CATE Team and Police CSE Team both told us how they share information to build association charts of events, names and places which enables investigation to take place. This information is not only used for prosecution evidence in one case, but may also identify other vulnerable young people who need support.

Police Community Support Officers are uniformed civilian members of police support staff. They can be likened to the eyes and ears of the Police on the street. They also have a role to play in providing information for CSE investigations. For instance, they may spot suspicious loitering activity, which they can attempt to disrupt by maintaining a presence in the area or by spotting cruising cars and “tagging” them for subsequent investigation. PCSOs told us that that the majority of cars that are stopped are ‘trade cars’ (not taxis). This means that checks won’t identify who is driving the car as it will belong to a company who may own 50 cars and have insurance for any driver. This makes it that it is very difficult to find out quickly who is driving the car.

When we spoke to PCSOs, they told us they are not informed of operations taking place in their area: they only have information about situations they are dealing with and they do not find out what happens with the intelligence they provide, for instance if they have “tagged” a vehicle, there is no feedback if the vehicle was subsequently stopped. Similarly, PCSOs are also only provided with information about vulnerable young people within their specific area but often information from surrounding areas might be relevant as individuals are not confined to the vicinity of their homes. We were also told that the relay of information between PCSO teams can be delayed by changes in shift, and that information about offender movements (ie into or release from prison) can also be slow.

Both the Police and Crime Commissioner and PCSOs told us that Telford’s Street Pastors also share useful information regarding vehicles suspected of being involved in CSE which helps to build an investigation.

All education providers in the Borough can contact Family Connect to raise safeguarding concerns or share information that may indicate a child or young

person is at risk of CSE. Feedback from schools and further education colleges that had used the Family Connect Service was positive. Members were also given assurance that relevant information was shared when children moved from primary to secondary school or between secondary schools. However, it was raised that information about vulnerable students who have experienced CSE or students who are suspected perpetrators has not always been passed on to the Further Education colleges.

We know that information sharing by health providers is subject to strict patient confidentiality rules and data protection. We also know from our discussions with NHS staff at the Princess Royal Hospital that the difference in the way Welsh Authorities interpret data protection has caused issues when information is sought from Powys. Since our hospitals also provide care for people living in mid-Wales we support any efforts to alleviate this position. Similarly, we also noted that the hospital could encounter difficulties in accessing the medical records of children placed in care in Telford and Wrekin by other authorities and that hospital staff felt that there could be better information sharing taking place across hospital trusts. However, we were pleased to note that the CP-IS (Child Protection – Information Sharing) system, which links health and local authority systems on a national level to flag patients subject to child protection or care plans, was due to be implemented at the Princess Royal Hospital although the roll-out of the system had been delayed.

The CATE Team told us that good links exist between them and the School Nurse Service, health workers and with CAMHS. CAMHS told us that there is a Link Worker allocated to the CATE Team who attends as many of their meetings as possible. The meetings clash with CAMHS Team meetings so in advance of the CATE meeting, the Link Officer receives names and risk assessments from CATE to check against the CAMHS caseload and if any are flagged up, the CATE meeting is prioritised. Information is shared at meetings and recorded in the young person's file. Information can be shared in both directions; mainly it is CATE referring people to CAMHS but there have been cases where CAMHS have made referrals to CATE where CSE has come to light during counselling but consent must be gained to share information unless there is a safeguarding issue.

Although Family Connect told us that GPs make appropriate referrals, the CATE Team told us that obtaining information from GPs can be difficult. CAMHS also told us that if a young person presents to their GP for a referral to CAMHS after their case with the CATE Team has been closed, the referral often only makes reference to current difficulties the young person is experiencing and makes no mention of their past involvement with the CATE Team. The CATE Team feel very strongly that CSE is a safeguarding issue and that the same level of access to information should apply. At the time we spoke to the Team, they told us that work was in progress to develop a process to bring notification to GPs about young people allocated to the CATE Team into line with the notification process in Child Protection matters.

GPs expressed some frustrations about the referral mechanism to CAMHS and Early Intervention Services through Family Connect but we were assured by GPs that this was being addressed and the system was otherwise considered very good.

Disruption and Prosecution

We have found that organisations in Telford and Wrekin are working well together to share information about known cases of CSE. However, as we have set out, we also understand that the number of cases of CSE are far greater than the number of cases that have been identified by statutory organisations. During this review, we have found opportunities to strengthen information sharing between organisations to inform disruption and prosecution of crime related to CSE. Further detail of our findings relating to disruption and prosecution are set out in pages 49-57 of this report.

We were reassured to hear that Council Licensing Officers are involved in the CSE Strategy Group and the operational Task Force and that there is an information sharing protocol with the police and co-operation during investigations so that an investigation is not compromised. Officers also told us there are clear lines of communication between Telford & Wrekin and Shropshire Council on taxi issues. Post-Rotherham, there have been joint meetings between the Chairs of the Licensing Committees and there is an attitude of 'that's not happening on my watch' among the Councillors.

However, we were very concerned by eyewitness accounts from the Street Pastors about suspicious activity by predatory vehicles – including Private Hire Vehicles (PHVs) – around the night time economy and in particular around clubs on under-18 nights. They had witnessed occupied vehicles parked in known spots near the clubs or driving around to find young people who may be particularly vulnerable as a result of alcohol or drug use. The registration numbers of suspicious vehicles are logged and passed to the police for them to act on. We would like to assume that details relating to PHVs are shared with the licensing authorities but to ensure this happens we have made a specific recommendation that this must be done.

Officers in Telford & Wrekin and Shropshire identified the need for a common database for local authorities to share information about taxi drivers. When taxi drivers apply for a license, they have a duty to disclose licenses held with other authorities or if they have had a license revoked by another authority. However unless the applicant makes a voluntarily disclosure, there is no IT system for authorities to check information held by other authorities. We discuss this further in pages 50-51 below.

We were very concerned by evidence from officers in Shropshire that information which could help licensing officers build a picture of an applicant to inform a licensing decision may not be disclosed in an enhanced Disclosure and Barring Service (DBS) check. Disclosure of information must meet 'pressing social need' criteria, so for example involvement in a domestic abuse incident would not meet the criteria if the incident took place at home and not in course of the person's taxi driving duties. Further, information for DBS checks is filtered by the national DBS team and taxi drivers are deemed to be lower risk than other employment categories which can also compromise disclosure of information. Officers in Shropshire had raised the matter to no avail and other authorities have expressed similar concerns. We have urged in our recommendations that the DBS reviews the guidelines at national level.

As mentioned earlier, a key issue identified by Licensing Officers in Telford & Wrekin and Shropshire was the need for a system to record and analyse soft intelligence relating not only to taxis, but also to premises to identify patterns of activity and develop an intelligence-led approach to prevention and disruption.

The Committee has recognised the excellent work of Family Connect in terms of sharing information via the Multi-Agency Safeguarding Hub. However, records relate to people rather than premises or taxis. The CSE Task Group had been considering the appropriate platform to develop a database for recording information about premises and taxis and we are suggesting IDB, originally developed for use by Trading Standards, should be considered for this purpose. Many local authorities are at the early stage of developing intelligence databases; IDB is accessible to all subscribing authorities (most authorities subscribe) and would enable relevant data, including taxi related data, to be accessed by other authorities. (The Law Commission recommended implementing a national database for taxi information but this has yet to come to fruition.) We have been told that the police do not currently subscribe to IDB and this would need to be addressed and the database would need to link to the systems at Family Connect.

Key to success of this approach is that all Council staff visiting licensed premises or working in places where young people congregate understand the importance of recording soft intelligence which may not seem significant in isolation but is crucial to building up a picture of CSE activity. This approach to gathering and recording soft intelligence needs to become embedded into officers' roles.

Post-Prosecution

Representatives of the Probation Service explained to us that information was generally shared with them through the Multi Agency Public Protection Arrangements (MAPPA) process. When an offender is due to be released from custody, partner agencies (including the police, social workers, housing and mental health) formally come together to assess the offender and create a management plan for their release. This process was rated very highly and we were told that good links between the majority of parties existed, although increased attendance by representatives of the UK Border Agency, would be helpful to improve knowledge or information about Deportation Orders.

We had some concerns about housing for ex-offenders and how victims can be protected from coming into contact with their abusers when they are released from prison. We were told that it is highly unusual for the Probation Service to suggest that a high risk offender reside in the same area as their victim(s). It is more usual for a person released from prison on license to be directed to live in an approved premises, for example for a 12 week transitional period subject to license conditions which may include a curfew and drug and alcohol tests. The only approved premises in the area is Brady House in Worcester. Over this 12 week period the Probation Officer works with the Police to see where the person might be placed – still subject to license conditions. These conditions receive input from the Victim Liaison Officer and may stipulate that the ex-offender is excluded from a particular

place although sometimes being too specific can be counter-productive and it is better to say that contact with the victim must not be made.

We were assured that if a property had been converted to a sub-standard condition, it would not be considered suitable and would not be approved. Also properties located too near the victim would be seen as unsuitable. The Probation Service told us that, in the case of Houses in Multiple Occupation (HMOs), local police are helpful and share information about who else is in the accommodation but it can be a struggle to obtain the same information in other policing areas.

We also approached the Wrekin Housing Trust to ask them about their safeguarding practices. Unfortunately, the Trust were unable to meet with us in person but they did offer written assurances that instances of anti-social behaviour at their properties are recorded and any associated safeguarding concerns are reported to Family Connect and Neighbourhood Delivery Groups.

The Probation Service also made us aware that reforms to the Probation Service has meant that information on low-risk and some medium-risk offenders is now held by private Community Rehabilitation Companies (CRC) on separate computer systems which restricts the information available to them. At the time we met with the Probation Service, this was a fairly new arrangement and we have not had the opportunity to meet with representatives of any local private Community Rehabilitation Companies for their views.

Findings: Protection and Support

CATE/CSE Care Pathway

In Telford and Wrekin, the LSCB oversees a partnership approach to CSE which has led to the development of a unique framework of strategic and operational management. This approach began, as we set out earlier in the report, as a response to the proactive approach to safeguarding which culminated in Operation Chalice. It is called the 'CATE Care Pathway' or 'CSE Pathway'. This approach has been designed to fit the unique challenges of CSE rather than trying to fit CSE into the usual child protection procedures

Young people at risk of CSE may not meet thresholds for a Section 47 investigation under the auspices of the Children Act 1989 or, due to the nature of their abuse, normal child protection routes are inappropriate. Young people who are at risk from CSE typically will not effectively engage with social workers or police officers especially in response to the first professional intervention relating to CSE. Young people who have been groomed may not even recognise themselves as a victim or may have learned a conditioned denial response and reject initial offers of help or support.

Initially, when a referral is received by the Council's Family Connect Service, we were told information is assessed by the Safeguarding Lead and then routed to either Child Protection or the CATE Team if CSE is considered to play a part in the situation. One of the CATE Team will be allocated to the case and they will undertake an initial risk assessment with the young person and other agencies. Within six weeks, a Multi-Agency Risk Assessment Panel is convened at which all agencies are required to attend to consider the report of the CATE Practitioner, Police intelligence and information from other agencies relating to the case. The Risk Panel agrees the level of risk – Low, Low-Medium, Medium, Medium-High or High – which determines the level of intervention and immediate action required. If risk is assessed as 'red' (high) or 'amber' (medium), a Strategy Meeting will take place, attended by all partner agencies, with the aim of creating a safety plan, supporting parents and taking action against the perpetrators. Strategy Meeting Reviews take place to keep plans and risk assessments up-to-date until a resolution and exit strategy have been achieved. If it is believed at any stage that a parent is failing to protect their child, Child Protection procedures will take over. However, if parents are trying to protect and support their child, they will be involved in the process.

During this process, the role of CATE Team Practitioners is to support young people who are considered vulnerable or at risk of CSE. The CATE Team are Youth Workers, not Social Workers, who work with young people to build trusting relationships, challenge their perceptions and overcome their resistance to support by helping them recognise that they are being sexually exploited. The process can be difficult and lengthy and it can take professionals a long time to build up enough trust to overcome a young person's resistance to being helped and supported to exit an abusive situation.

The work of the CATE Team has been commended throughout this review, and the approach to working with the victims and joint work with West Mercia Police was instrumental in the success of Operation Chalice. We are satisfied that the CATE/CSE Care Pathway approach, which is regularly reviewed by the LSCB for effectiveness and improvement, is the most appropriate way to safeguard young people who have been identified as vulnerable to or at risk of CSE.

However, throughout our discussions it has become clear to us that victims and survivors and their families, frontline staff and some organisations are not fully aware of the range of support available through the Pathway or how and when each element of support should be accessed. For instance, some parents of victims and survivors told us that they had felt passed from “pillar to post” and the ISVA service explained how they should be involved early in a case. The flowchart we were shown to explain the CATE/CSE Pathway does not include the range of support available to victims, survivors and their families. To this end, we feel it would be helpful if the support available from the full range of organisations was mapped. This information should be provided to organisations and victims and their families to more fully explain how and when relevant services fit into the CATE/CSE Care Pathway approach, and how services should be accessed.

Children in Care / Children and Young People who are Missing

The Children and Young People Scrutiny Committee had previously undertaken a review on the childcare placement strategy in 2013. This included recommendations to encourage co-operation between police and providers and ensure that the Council gives all providers information about support services they could access to help the children in their care, to ensure that robust systems are in place for statutory return interviews for children and young people who are missing and that quality assurance systems are put in place by Independent Reviewing Officers for the review of care plans.

Therapeutic Support

Since an inherent part of this type of abuse is that young people do not recognise themselves as victims, accessing vital early support can prove difficult.

Following identification of mental health issues during risk assessments, victims of CSE may be referred to CAMHS to carry out a mental health assessment. CAMHS do not accept direct referrals, referrals are made by Family Connect or Princess Royal Hospital in emergency self-harm cases. The outcome of the initial assessment depends on the engagement with the service by the young person, whether there are any mental health concerns and whether these are severe and impacting on them day to day. The threshold for CAMHS is that the young person is suffering from severe, complex, pervasive and persistent mental health problems. There is no specific criteria for diagnosing mental health needs in CSE cases and diagnoses are around the presenting mental health issues.

It may be that CAMHS is not right for the young person at the time, but may be helpful at a later stage. In these cases, a letter is sent to the person who made the referral to inform them of the outcome of the assessment and that they should make another referral should things change or the young person is able to engage. A letter is also sent to the young person's family to notify them of the outcome of the assessment and to let them know that they can ask to be referred again at a later date depending on concerns and appropriateness. The letters are not followed up because the service lacks capacity to do so. We were concerned that victims and survivors may not request a second referral and therefore not get the support they need.

CAMHS told us that establishing and maintaining a therapeutic relationship is vital in the first instance. The outcomes of therapy are far better when a young person is ready and wants counselling and it is not being forced on them. CAMHS do not prescribe a set number of appointments or sessions. However, the situation is reviewed after a number of sessions and in cases of CSE the number of sessions can be more open ended due to the nature of the client group and depending on the severity of mental health difficulties, as there are usually complex issues.

There are a number of therapies available including:

- Talking therapies such as Cognitive Behavioural Therapy (CBT)
- Person centred work, solution focused brief therapy
- Eye Movement Desensitisation & Reprocessing (EMDR) This is a psychotherapeutic procedure developed to treat traumatic or "dysfunctional" memories and experiences mainly used in the treatment of Post Traumatic Stress Disorder
- Occupational Therapy
- Medication is not normally the first route in the therapy, but maybe prescribed if necessary at a later stage of treatment

If a young person wants to talk when their allocated clinician is not available, there is a duty clinician to provide cover or the young person may choose to wait to see their own clinician. If the young person is in crisis, the allocated clinician is contacted if they are available or a message is left for them to call them back.

We were informed towards the end of our review that the NHS is re-commissioning emotional health and wellbeing services for children and young people aged 0-25.

Young people who do not meet the threshold for CAMHS, may be referred to Axis Counselling who provide psychological help for victims of childhood sexual abuse, rape and sexual violence as well as providing the local ISVA Service. Axis Counselling employs 10 therapists. As discussed previously in this report, there is significant demand for this service resulting in long waiting lists. All clients receive an initial assessment appointment within 10 working days and contact is maintained with clients on the waiting list. We understand that the availability of therapeutic support for victims and survivors is not just a local issue and that this has been

highlighted by Professor Alexis Jay one year after her report into abuse in Rotherham and by Scrutiny Reviews in other local authorities.^{38 39}

The support provided by Axis Counselling is not unlimited. Therapists use monitoring tools to assess clients' progress and Axis Counselling told us that most clients can receive the support and help needed within 18 sessions. If a case is particularly complex, eg involving gang rape, it is acknowledged that those clients may need support for up to 2 years. We recognise that it is clearly not always in a client's long term interest to require prolonged or indefinite support.

Axis Counselling told us that clients who access the service may not initially present as victims of CSE but their experience is revealed by later sessions. Similarly, clients may access the service about historic child abuse but during counselling it emerges that they have actually been raped more recently.

Axis Counselling offers a service called "Axis Link" which works with family members and partners who often find the client's situation difficult to understand. Axis link offers 6 sessions to family members or partners. Sometimes, through this support, it emerges that there is intra-familial abuse or that a family member has also experienced abuse.

The CATE Team told us that there are a lot of young people who may benefit from therapeutic counselling, but they don't meet the diagnostic threshold for the service. For those young people at risk of abuse but who fall below the diagnostic thresholds of CAMHS or Axis Counselling, there is nowhere else for them to go. The CATE Team do their best to find help for the young people that they work with, but it is a very frustrating and often unfruitful process.

The CATE Team explained that services with a lower threshold to access services, such as Relateen which provides counselling around relations and low self-esteem, do not provide a specialist service for victims of CSE who are struggling with the trauma that this form of abuse causes.

We have become aware that there are a range of organisations that can provide support to victims and survivors of CSE and that people who are affected by CSE do not always understand what support is available or how to access it. We also heard that there can be confusion about the role of the CAMH service and that it would be helpful to make clear the role of the CAMH service in diagnosis of mental health issues and in providing intervention or ongoing support.

³⁸ Birmingham City Council Scrutiny Review Report, We Need to Get It Right, A Health Check into the Council's Role in Tackling child Sexual Exploitation, December 2014,

³⁹ Buckinghamshire County Council, How Are We Preventing Child Sexual Exploitation and Supporting Young People in Buckinghamshire? 2015

Sexual Health

Some survivors of CSE told us that they had concerns about how easy it had been for them to regularly access emergency contraception and abortion services without challenge.

The Sexual Health Service told us that patient records follow an individual which allows safeguarding concerns flagged in the record to be raised with them when they present at clinic. If a professional has concerns about a patient, they will raise them during the consultation and, if the patient is accompanied, the professional will insist on some time alone with them. It is unusual for the Sexual Health Service to be the first agency to make a safeguarding referral – normally patients would already be known to Family Connect or the Police. Additionally, we were reassured that professionals have a lot of tools available to them to overcome issues with people using a false identity and to work with a patient to try to find the truth. Despite this, the most important thing is that the patient walks away having received the service and is not scared off.

We were further re-assured that the Sexual Health Service doesn't have an age limit for safeguarding and an automatic 'phrase of competency' isn't assumed. This means that it is not automatically assumed that someone over 16 has the maturity, capacity or choice to give consent.

The GP representative we spoke to told us that learning from Operation Chalice has resulted in significant improvement in awareness among GPs who are now primed to at least highlight risky behavior, offer regular contraception and prompt a visit to the sexual health clinic.

Public Health Commissioners told us that extensive training has taken place with pharmacies on emergency contraception and screening/testing, which has included information regarding referral to Family Connect for safeguarding issues. There are also safeguards in place if C-Cards⁴⁰ are used too frequently. We were given assurances that local mainstream agencies providing sexual health services (eg Terence Higgins Trust, Community Pharmacies, GPs) are similarly aware of Family Connect and referral mechanisms.

We were also pleased to hear that the Public Health Commissioner has been involved in the commissioning of the CCG's tender for the contract for termination services so that links to contraception and sexual health can be built into the specification.

⁴⁰ A 'C-Card' or 'Condom Card' allows young people to access condoms for free by showing the card at certain local access points.

Findings: Disruption

West Mercia Police

We also recognised that it is important that information is shared to enable the police and other enforcement agencies to disrupt the activity of perpetrators. However, the complexity of this work became apparent as it was explained that it is important that disruption activity does not compromise the investigation of cases that will be prosecuted. West Mercia Police assured us that the safeguarding of victims and potential victims is the priority.

We were told by West Mercia Police that the disruption strategies used in Telford and Wrekin include:

- sharing information about young people who go missing, victims of CSE and perpetrators
- Training of officers on CSE markers
- Using information about CSE to inform the work of patrolling officers and Safer Neighbourhood Teams
- Working with partner organisations to understand relationship issues for young people
- Working with educational organisations
- Engaging with the business community to encourage reporting
- Analysis to identify children and young people who are more likely to become victims of CSE
- Understanding trends and events that impact on understanding and investigation of CSE
- Issue Abduction Warning Notices where appropriate
- Arrest perpetrators where disclosures are made

Licensing

There has been a growing recognition of the potential for local authorities to make greater use of licensing and enforcement powers as tools to prevent or disrupt CSE. In October 2014 Osfted's report 'The exploitation of children: it couldn't happen here could it?' found that '...disruption does not depend solely on the police. Most local authorities are beginning to realise the potential of developing a more joined-up approach to disruption through better sharing of information and by making full use of the powers available to the local authority and its partners. This includes better use of enforcement powers in relation to the licensing of taxi drivers and fast food establishments.'

A key focus of work in local authorities has been on taxi licensing although the use of wider licensing and public protection powers are being increasingly considered in relation to tackling CSE. We met Licensing and Enforcement officers at Telford & Wrekin, and at Shropshire Council, to find out how they were responding.

Taxi Licensing

Licensing policies

The use of taxis for trafficking and exploitation has been a feature of CSE cases around the country. The Casey report highlights failings by Rotherham MBC to take steps to ensure only fit and proper persons are permitted to hold a taxi license and to properly investigate complaints.

In 2010, most taxi operators and drivers then working in the borough re-licensed in Shropshire in protest at an increase in taxi fees to cover the cost of service. This had given rise to concerns that taxi licenses which may have been refused by Telford & Wrekin were being granted by Shropshire and that, with the exception of plying for hire violations, Telford & Wrekin lacked powers of enforcement over drivers operating in the borough but licensed in other areas. The Law Commission in May 2014 highlighted enforcement difficulties associated with vehicles working outside their licensing area and the consequent risk to customer safety. The Commission recommended that licensing officers should be able to undertake certain enforcement action on taxis licensed outside their area (including suspending a license and recommending sanctions to which the 'home' authority must have regard) but a draft Bill has yet to come to Parliament. Further, deregulation enacted on 1 October 2015 allows Private Hire Vehicle (PHV) operators to hold licenses with more than one authority and to sub-contract bookings to drivers licensed in other licensing areas adding complexity to enforcement activity.

Taxi driver and vehicle fitness conditions are for each local licensing authority to decide and can vary considerably from area to area. In granting a taxi driver's license the licensing authority is required to satisfy itself that the applicant is a 'fit and proper' person. The definition of 'fit and proper' is not defined by statute thus allowing scope for local interpretation. Authorities can also exercise power to suspend or revoke licenses on the 'balance of probabilities' rather than meeting higher evidentiary thresholds required by a court of law (although decisions can be overturned by a magistrate) giving greater scope to exercise sanctions where there are grounds for concern.

We heard that Telford & Wrekin has a history of robust taxi licensing processes compared to other authorities and that policies had been reviewed and strengthened in the light of reports on Rotherham with additional driver checks being introduced. There was a prevailing view that Telford & Wrekin's licensing policy was more robust than Shropshire and whereas this may have been the case until recently, Shropshire Council spent 18 months carrying out a whole scale review of the Hackney Carriage and Private Hire Licensing Policy culminating in the introduction of a revised policy in April 2015.

The revised policy and licensing conditions are significantly more robust and mark a change in Shropshire's stance on licensing – more hard-line, and placing greater responsibility on the trade for safeguarding. The revised policy was acknowledged by officers at Telford & Wrekin as now being more robust than Telford & Wrekin's. There is much to commend in the new policy, notably the inclusion of The Child Exploitation and Trafficking of Children and Young People section which provides information for taxi drivers and operators to help them identify and report concerns about child safety particularly related to CSE, and a specific requirement for operators to have a suitably trained Designated Person with specific responsibility for safeguarding as a condition of licensing. Tougher vehicle fitness standards, more rigorous 'fit and proper', 'right to remain' and reference checks, fixed internal plates on the passenger side of the windscreen and driver ID badges are some of the other areas strengthened. The Policy has given officers more confidence to make tougher licensing decisions which are less likely to be overturned by magistrates on the grounds that the decision does not follow policy.

The Law Commission has recommended the introduction of consistent national standards for taxi licensing conditions and we have made a recommendation about this. However, in the absence of national legislation we feel that as a minimum, Telford & Wrekin's and Shropshire's policies should be aligned to discourage drivers 'shopping around' for authorities with less rigorous standards. It was noted that there had been a trend of operators and drivers re-licensing in Telford since the introduction of tougher standards in Shropshire.

Officers in Shropshire felt that what would really make a difference would be for Telford & Wrekin to introduce an emissions standard test; older vehicles are less likely to meet the emissions standard and require operators to invest in newer vehicles – this has the effect of discouraging people buying cars cheaply at auction, licensing them as taxis and then using them as a front for organised crime. We have made a specific recommendation about this, although recognise that introducing the emissions test would require investment in air quality testing and if the same result can be achieved in other ways we would welcome creative thinking. To work most effectively, taxi licensing policies should be aligned across a wider geography and it would be worth considering how this could be done with other neighbouring authorities.

Taxi driver training and reporting mechanisms

Our starting point is that the overwhelming majority of taxi drivers are law abiding people. Taxi drivers are well placed to act as the 'eyes and ears' in local communities and can be a good source of intelligence if they know what to look out for and, importantly, if they can be confident that they can report concerns without fear of reprisal.

We were pleased to hear that all new drivers being licensed by Telford & Wrekin receive CSE awareness training using the 'Say Something if You See Something' toolkit (produced by the NWG Network and the Children's Society to support work with retail, transport, leisure and hospitality businesses to protect children from child sexual exploitation) and that the programme would be rolled out to all existing taxi license holders as well as other licensed businesses. Shropshire Council has

developed bespoke taxi driver training as a condition of licensing which includes CSE awareness, the responsibilities of taxi drivers for safeguarding and working against CSE, how to keep themselves safe, who to report concerns to and specific training for drivers carrying young passengers – there could be a benefit in comparing the training to see if any learning can be drawn from this – and we have made a recommendation about this.

We were pleased to hear that the CSE Task Force was looking at the option of setting up a Hotline for drivers to report concerns anonymously and we have recommended that this is implemented to encourage reporting. (As noted earlier, Shropshire’s policy requires operators to have a nominated safeguarding contact and this could also be considered in the review of licensing policies.)

Other licensing issues

Licensing policies and awareness raising

The fourth licensing objective under the Licensing Act 2003 is to protect children from harm. The Children’s Commissioner’s inquiry into CSE identified hotels, bed and breakfasts, shops and food outlets as key locations in which abuse takes place. The Say Something if You See Something campaign and toolkit mentioned earlier helps staff in these businesses to recognise the signs that sexual exploitation is taking place and sets out what action they can take in response.

We have recommended the continued roll out of the campaign in Telford and Wrekin. Shropshire intends to go a step further by developing bespoke policies for licensed businesses where people may come into close contact with young people to strengthen safeguarding requirements and responsibilities. We have recommended that Telford & Wrekin carries out a similar review of policies to strengthen conditions around safeguarding. We were particularly concerned by eyewitness accounts from the Street Pastors of risky behavior of young people around under-18 events in nightclubs, often involving alcohol or drugs, making themselves vulnerable to predators. We have made some specific recommendations aimed at strengthened licensing conditions and better regulation of events to keep young people safe.

Staff training

We were pleased that officers in licensing and enforcement were receiving CSE awareness training. However, the issue had been raised that the training focuses on recognising signs of CSE in victims rather than in premises. We were assured that this was being looked at and have not made any specific recommendations about this but would urge that this gap is filled and that the training should be provided to all Council staff who visit licensed premises or who work in public places where young people congregate.

Further, it may be useful for officers to consider developing a Licensing and Enforcement Disruption Toolkit (similar to that used by West Midlands Police to bring together all the policing powers that officers can deploy to disrupt CSE) focused on local authority powers. This may already exist but we could not find any

examples in other authorities. It may be something to explore further with peers in other authorities to share information and ideas about how powers can be applied to good effect.

Findings: Prosecution

At our Inquiry Day in July, we had a very enlightening discussion with the Deputy Chief Crown Prosecutor for the West Midlands area about the way the CPS works with the Police and the prosecution of CSE-related crime. We do not propose to reiterate the public minutes of that conversation here but we will instead draw attention to particular aspects of the discussion.

The CPS is the main prosecuting authority in England and Wales. The Police have powers to prosecute some low level crime, such as low level road traffic offences and more low level offending. All other offences, including sexual offences and cases of CSE, are referred by the Police to the CPS for consideration of whether to commence prosecutions and thereafter the prosecution process.

The CPS is arranged in 13 areas across England and Wales, each headed by a Chief Crown Prosecutor. The West Midlands Area, consists of the counties of Warwickshire, Shropshire, Hereford and Worcester, Staffordshire and the metropolitan area of West Midlands (including the cities of Birmingham, Wolverhampton and Coventry). The West Midlands Rape and Serious Sexual Offences (RASSO) Unit operates from Birmingham with the support of 16 specialist prosecutors and a number of case workers and administration staff. Specific criteria applies to the appointment of in house and independent barristers instructed by the CPS to prosecute these cases at court, all are required to have received specific training in this field. The protocol under which the Unit operates is publicly available on the CPS website. Under this protocol, the CPS strives to provide continuity of advocate to work with the police, victim and witnesses and arrange special measures for victims at court.

Legislation

As we stated at the outset of this report, there is not a specific crime of CSE. The CPS representative for the West Midlands region, West Mercia Police and the Police and Crime Commissioner all consider that current legislation offers sufficient opportunity to prosecute perpetrators. The CPS told us that CSE generally captured offending relating to assault and sexual offences for which a raft of legislation existed.

Most cases of CSE include a number of offences, eg drugs, trafficking and sexual offences. These crimes are covered by the Sexual Offences Act 2003, Offences Against the Person Act 1861 and various drugs legislation. Legislation is regularly reviewed and the Sexual Offences Act 2003 has been extended to include numerous offences, which are specific to various different scenarios of offending. CSE cases are broken down into elements (or 'counts') and, while this may not seem the most logical approach for a lay person, we are assured it is not confusing to the legal mind.

Each piece of offending is broken down into separate 'counts' on the overall indictment lodged against the perpetrator, this allows the case to be presented to the

court in the form of a chronological 'story'. For example, the case may begin with grooming, which would be the first 'count' in the 'story', followed by a move onto drugs offences (the second 'count') and then the third 'count' of sexual assault followed by a fourth 'count' of exploitation. This approach means that it is possible for a jury to convict on some or all of the 'counts' in the case. The CPS told us that if there was a single offence of "Child Sexual Exploitation" this breakdown and conviction in parts would not be possible which may affect conviction rates.

During the course of this review, we welcomed the removal of references to the term 'child prostitution' from UK legislation. The Serious Crimes Act 2015 replaced this term with references to the sexual exploitation of children⁴¹. We believe this goes some way towards changing attitudes about this type of abuse and recognising that the children and young people involved in exploitative abuse are victims.

Building the Case

It is important for the Police and CPS to work together from the outset so that evidence and lines of inquiry can be examined and a case built around them from the start. Child Sexual Exploitation cases grow very quickly and making a strong case in a proactive way is more conducive to a positive outcome due to the time constraints that apply. We were informed by West Mercia Police that the issues identified by the HMIS National Child Protection Inspection for West Mercia⁴² regarding the timeliness of submissions to the CPS and the CPS timescales for charging decisions were directly related to work load.

Victims and survivors told us that any trust established between the police and victim can break down during the lead up to a court case – even if the relationship with individual officers has been good. One reason given for this was the perception that the focus of the prosecution was not on getting justice for the individual but on building a high profile case and getting a conviction. We believe that the early involvement of the ISVA Service or Witness Care Unit is imperative to provide victims and witnesses with an appropriate contact to look after their needs and to ensure that they receive care and understanding throughout the criminal justice process.

In addition, the Code of Practice for Victims of Crime is the statutory code which sets out the minimum level of service victims should get from criminal justice agencies (including the police, Crown Prosecution Service, Courts Service and the Probation Service). The Witness Charter also sets out the standards of care a person can expect if they are a witness to a crime or incident in England and Wales.

⁴¹ Home Office (2015) *Serious Crime Act 2015 Fact sheet: Overview of the Act*

⁴² HMIC West Mercia - national child protection inspection (2015) available from: <http://www.justiceinspectorates.gov.uk/hmic/publications/west-mercia-national-child-protection-inspection/>

Conviction Rates

The CPS told us that CSE cuts across a number of different offences: rape, child prostitution, sexual assault, grooming and assault and the CPS does not flag or collect specific data on CSE as a result, although the West Midlands area was looking into a local auditing system until a national flag was created. Data on rape and sexual offences is not broken down to show child victims, since a key question would be how far the breakdown should go towards identifying familial abuse or grooming by gangs or individuals.

The West Midlands CPS told us they are generally successful with prosecutions for sexual offences, with conviction rates above the national average placing the unit in the top 5 of the 13 CPS areas. The CPS shared their conviction rates for 2014/15 with us and these are detailed in the Table 3 below.

Table 3

CPS Rape and Sexual Offences Performance Data for West Mercia

	Conviction Rates					
	Q4 13/14	Q1 14/15	Q2 14/15	Q3 14/15	Q4 14/15	National Q4 14/15
Rape	56.8%	58.5%	61.3%	63.6%	64.9%	56.9%
Sexual Offences	82.8%	86.1%	86.7%	87.4%	85.8%	77.5%

The remaining cases are not necessarily unsuccessful because a case has been lost as there are many other reasons a case can fail. For example, the victim may not have attended Court or the defendant might have died before the trial.

Whilst conviction rates are above the national average, victims and survivors have told us that they think sentences are too lenient and longer prison terms would act as a deterrent for crime. The young people we spoke to also thought that education about CSE should include the implications of crime for offenders so that prison sentences and the implications thereof can be better understood and deter potential offenders from committing the crimes encompassed by CSE. Some victims / survivors of CSE said that the sentences for perpetrators of CSE should be longer. We have not made any recommendations regarding the length of sentences as this is part of the judicial process but want to make sure that the concerns of the victims / survivors are fully conveyed.

Lessons Learnt

We have been informed that centralisation of the CPS has facilitated sharing good practice and learning. A monthly review of failed cases is undertaken to ascertain any points of learning and the Police are also offered training and sharing in lessons learned. Learning is also shared via the regional RASSO Forum.

We are conscious that for many victims involved in Operation Chalice, the Court process had been extremely traumatic so we wanted to know what the CPS has

done to gather feedback from victims. The Deputy Crown Prosecutor advised us that the CPS had run a valuable session in which a victim had been invited to talk to them about their experience and perspectives. The Witness Care Unit also undertakes surveys with victims after Court.

When we met with the CPS, the public consultation on the draft CPS Guidance on Speaking to Witnesses at Court had recently closed. This consultation included consideration of engagement with victims and witnesses before trial and the implementation of special measures. Following consultation, the guidance has been broadly accepted although it is disappointing to note that many of the consultation responses were from within the legal profession or made by external organisations rather than individuals (ie victims) ⁴³.

Sentencing and Release from Prison

Sentencing guidelines are fixed by the Sentencing Council after consultation with relevant statutory organisations and the public. These guidelines help judges and magistrates to decide the appropriate sentence for a criminal offence, after taking into account any factors which may affect the levels of sentence, for instance the harm caused to the victim and how culpable the offender is. The Sentencing Council raised sentences in its guidelines for sex offences (including CSE) in 2013⁴⁴. There are a vast range of sexual offences listed in these guidelines, with sentences which vary from community orders to life imprisonment. Exploitation offences currently attract a maximum of 7 years' custody, meeting a child following sexual grooming can attract a custodial sentence of 1 to 7 years and trafficking for sexual exploitation can attract a custodial sentence of up to 12 years. Custodial sentences of between 4 and 19 years' can be applied in rape cases or, in severe cases, over 20 years.

⁴³ CPS (2015) *Guidance on Speaking to Witnesses at Court* [online] http://www.cps.gov.uk/consultations/speaking_to_witnesses_at_court_responses.html#a09 (Accessed 6 January 2016)

⁴⁴ Sentencing Council (2013) *Sexual Offences: Response to Consultation* [online] <http://www.sentencingcouncil.org.uk/publications/item/sexual-offences-response-to-consultation/> (Accessed 18 January 2016)

A person is automatically placed on the **Sex Offenders' Register** if they have received a conviction or caution for the sexual offences set out in Schedule 3 of the Sexual Offences Act 2003 (which includes offences related to child sexual exploitation) or if they are made the subject of a Sexual Harm Prevention Order or Sexual Offences Prevention Order. This means that when offenders are released from prison, they are required to notify the Police of their whereabouts and other personal information. The Police monitor this information and may inform local head teachers, doctors, youth leaders, sports club managers and landlords about the person's movements.

Offenders who have been subject to a custodial term of 30 months or more are subject to the notification requirements for an indefinite period. For shorter sentences, community orders or cautions the period over which the notification requirements apply varies. The Court has no discretion in respect of these rules and a Court Order is not required: the Court's role is simply to inform offenders of the requirements. If an offender fails to comply, a prison sentence can be imposed.

Offenders can apply to be removed from the register 15 years after their initial registration following their release from custody. The Police consider such applications against guidance on the risk to public safety provided by the Home Office and the National Police Chiefs' Council.

The Probation Service told us that upon conviction or upon becoming subject to a Sexual Offences Protection Order (SOPO), the pre-sentencing report for offenders convicted of offences related to CSE normally recommends that the person should be subject to a SOPO for life and be put on the Sex Offenders Register. This means that even when the Probation Service's work with an ex-offender ends, they remain on the police radar.

Probation Officers carry out risk assessments on individuals in order to pinpoint attitudes and behaviour that need to be addressed through rehabilitation and, when offenders are released on license they have to join support groups which look to address the underpinning reasons for offending. License conditions are related to the type of offence which has taken place. For example, if someone has been convicted of viewing child pornography, conditions might include no internet access, or not to delete the computer browsing history or even not be allowed to own a computer. Computer use can also be monitored by the Police.

If an offender breaks their license conditions, they can be recalled to prison.

Findings: Capacity and Resources

We are conscious that we have conducted this Review against a backdrop of dramatic cuts in public sector expenditure. The Council and many of its partner agencies are facing stark budget challenges over the coming years. The LSCB gave us assurances at our Inquiry Day in March 2015 that there had been no diminution of input from partners as a result of budget cuts and that partners would seek to preserve budgets as long as possible. However, during the course of our discussions, we have noted some resource issues which have caused us particular concern.

CATE Team

The CATE Team is a relatively small team of specialist youth workers operating within the Council's Cohesion Services. We were told that NWG Network recommend the ideal caseload for a CATE worker is 8-10 high priority cases but that the local CATE Team have caseloads which are almost double that, although this is a mix of low/medium/high priority work. The CATE Team also indicated that because they are youth workers, not social workers, they do not receive access to the same professional supervision arrangement which they felt would benefit them.

A critical element of the CATE workers' role is building trust with young people and this can take a considerable amount of time. For instance, the Team told us that children at high risk of CSE should be seen two to three times per week for potentially up to two to three hours at a time but the Team are not able to meet these targets. Accompanying a young person to a doctor's appointment or to the sexual health clinic can take a disproportionate amount of time. The Team were concerned that this decreased capacity reduces the protective measures that can be put in place.

We were told that surges in work to the CATE Team can be accommodated by reassigning Family Intervention Practitioners (FIP) but as there is no additional funding available, this has the effect of leaving the FIP Team short-staffed, and the FIP Team have a role in supporting the families of victims. When we met with the CATE Team, there were discussions taking place about stepping down low risk cases to the Youth Innovation Team in order to reduce the CATE caseload. The Police told us that low risk cases were dealt with by Barnardo's workers in other force areas. Although we had been told by the Police and Crime Commissioner at our Inquiry Day that funding for Barnardo's workers was available, the Police told us that this had not come to fruition. The ISVA Service also explained to us that early referral to them, as recommended by NWG Network, would create some capacity in the CATE Team. This is because once a disclosure has been made to the CATE Worker, they become a witness in the case and it is not appropriate for them to provide support during the investigation (eg at Achieving Best Evidence interviews) or Court process.

The CATE Team also told us that they were aware of opportunities to deliver training to other authorities and organisations but the high caseload meant there was no

spare capacity to undertake this work and these opportunities to generate income for the Council had been lost.

Police and Police & Community Support Officers (PCSOs)

When we spoke to the Police, we were told that the Harm Assessment Unit (HAU) had been set up in June 2014 at Malinsgate. The HAU operates similarly to Family Connect insofar as they filter referrals but they also undertake ICT for Shropshire. As noted by the HMIC National Child Protection Inspection for West Mercia,⁴⁵ the team is under-resourced and split with half resource to Telford & Wrekin and half to Shropshire. However, CSE is not factored into the supply and demand contract so when information is shared from the CATE Team or Family Connect, the Police CSE Team operates like an HAU but instead of the work being done by civilian staff, it takes up investigation time.

The Police also told us that there can be delays in getting forensic examination of seized electrical devices (ie mobiles, laptop, i-pad, x-box). In cases where there is not a disclosure and a potential offender is not on bail, the examination slips down the priority list causing significant delay. This is an issue which was also highlighted by the HMIC National Child Protection Inspection and the Post-Inspection Review⁴⁶. Data from the West Mercia Police website shows that in August 2015, the High-Tech Crime Unit were working on 38 computer related child abuse cases and 25 mobile phone child abuse cases. There were a further 60 computer related child abuse cases and 54 mobile phone child abuse cases waiting to be allocated for analysis. The oldest computer related case was a low priority case received on 14 January 2015 and the oldest mobile phone case was also a low priority case, received 22 May 2015. During 2014/15 there were a total of 1,590 computer related exhibits and 2,058 mobile phone exhibits outsourced to providers.⁴⁷ We were told that there were proposals to introduce a Digital Management Unit at every Force Hub to provide a quicker (5 day) turnaround in forensic examination. However, these proposals were being considered in the context of proposed savings.

During our Review, we also heard about concerns that the reduction in police resources could result in a perceived reduction in support for PCSOs when they are dealing with non-emergency situations. While this is an operational matter that is outside the scope of this review, this has been included in the report and West Mercia Police provided assurance that police officers are available to support PCSOs and that the West Mercia Police Force has increased the number of officers during times of austerity and continues to recruit. Safer neighbourhood teams include Sergeants, Police Constables and PCSOs all work from the same building and patrol officers are the 24/7 response to incidents and they may be based in a smaller number of patrol areas but are deployed onto streets as demand requires.

⁴⁵ HMIC (2015) *National Child Protection Inspections West Mercia Police 4-14 November 2014*

⁴⁶ HMIC (2016) *National Child Protection Inspection Post-Inspection Review West Mercia 18-21 August 2015*

⁴⁷ West Mercia Police (2015) FOI 6513 High Tech Crime Units [online]

<https://www.westmercia.police.uk/disclosure-logs?foiid=12433> (Accessed 6 November 2015)

Licensing

We note from the Jay report⁴⁸ that one of the common threads running through CSE cases across England has been the prominent role of taxi drivers in being directly linked to children who were abused. Although we have not been made aware that this was an issue during Operation Chalice or that there are known problems at the time of writing this report, it is a theme which we cannot ignore since the Council has contracts with local taxi operators to transport some of our most vulnerable children within the area.

When we met with the Licensing Team in Telford & Wrekin, we were told that over the last four years taxi drivers have mainly sought to register with the Shropshire Licensing Authority. The staffing structure at Telford & Wrekin reflects this and Enforcement Officers have a range of duties. Recent changes to Shropshire's Licensing Policy mean that operators and drivers are now looking to renew licenses through Telford & Wrekin Licensing Authority. The result will be that there is a burden on local capacity and resources due to the increase in the number of drivers subject to enforcement by this Licensing Authority. Additionally, the current licensing fees set by Telford & Wrekin Council are not sufficient to cover the cost of enforcement; the cost is borne by the Authority and not the taxi trade.

Sexual Health Services

One of the issues that arose at a number of meetings with frontline staff, was the changes to sexual health services for young people that have taken place in recent years. The CATE Team, Police, GP representatives and Axis Counselling all highlighted the loss of the Youth Sexual Health Service in Hollinswood. We were already aware that the clinic at Aqueduct was not ideally situated but the CATE Team told us that it was poorly serviced by public transport and offered little in terms of anonymity which meant that young people will not visit the clinic unless they are taken there. This was a cause of great concern to us and we met with the Council's Public Health Commissioners to explore the reasons for the changes to Sexual Health Services.

We were told that the mandatory duty to ensure the provision of sexual health services was transferred to the Council on 1 April 2013. From that date, the Council took on the management of contracts previously procured by the PCT and also the commissioning process going forward. Under 'The Local Authorities (Public Health Functions and Entry to Premises by Local Healthwatch Representatives) Regulations 2013', the Council commissions comprehensive open access sexual health services, including free STI testing and treatment, notification of sexual partners of infected persons and free provision of contraception. Staffordshire and Stoke on Trent NHS Trust provide sexual health services for Shropshire and Telford & Wrekin.

⁴⁸ Jay, Alexis OBE (August 2014) *Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013*

Other specialised services are directly commissioned by CCGs (abortion, sterilisation, vasectomy, non-sexual health elements of psychosexual health and gynaecology) or NHS England (contraception provided as an additional service under the GP contract, HIV treatment and care, promotion of opportunistic testing and treatment for STIs and patient-requested testing by GPs, sexual health elements of prison health services, sexual assault referral centres, cervical screening and specialist foetal medicine services).

Sexual Health Services operate on a hub and spoke model, which is now prescribed by the national service delivery model. The hub is the Aqueduct clinic and the 'spokes' in the community provide layers of care for STI and HIV treatment and care, counselling and outreach.

Outreach takes place via weekly clinics at TCAT and New College which offer contraception and STI screening as well as health promotion activity. The Trust accepts that outreach is not being delivered as envisioned, but the college clinics provide a captive audience. There is also a strong link with the School Nursing Team who deliver weekly clinics in schools as well as being available when needed and are also able to provide a sexual health service.

Risq in Hollinswood, which was aimed at young people and primarily dispensed contraception, was well located as it was just a short walk from the Town Centre. However, the building could not be converted to enable fitting and screening services and, therefore, had to be closed as not fit for the purpose of providing integrated services.

We quickly realised that both the Commissioners and Sexual Health Service Manager appreciated that Aqueduct is not the right location for the hub. However, they told us that they had faced a big challenge to find a more appropriate hub site. When we met with them, premises at Bishton Court had been identified as accessible but sufficiently remote to support confidential access and it was anticipated that the new hub would open there in March 2016. We were told that the CATE Team had been involved in service discussions and it is envisaged that they will have access to one of two counselling rooms on site with a separate waiting area. We are delighted to welcome this new provision but we are also conscious that Commissioners need to maintain a dialogue with service users, especially the CATE Team, to ensure that it is providing services as envisaged for vulnerable young people in particular.

We were also advised that Telford is one of the only local authorities where nearly all GPs offer Long Acting Reversible Contraception (LARC) (implants, injections and intra-uterine devices). Young people are encouraged to use this type of contraception and we recognise the benefits of their use. However, we also note that the fitting of contraceptives is a specialised area and as GPs are already under pressure, unless they are paid to provide the service, they cannot do it as it requires another GP to be employed to cover the general medical appointments. Difficulties in recruiting GPs are addressed later in this section of the review.

Some gaps in service have been created by the complex new arrangements for the commissioning of sexual health services, which is fragmented between Local

Authority, CCG and NHS England responsible components. One of these gaps is in follow up testing for Sexual Assault Referral Centre (SARC) patients under 13. However, positive relationships are being built to look for ways to address these gaps.

Counselling and Therapeutic Services

As mentioned previously in this report, there has been a significant increase in the reporting of rape and sexual offences, both within West Mercia and nationally. This surge in reporting has been attributed to the “Savile effect” and the success of Operation Yewtree in encouraging victims to come forward. The breathtaking extent of Savile's crimes has given many women the confidence to talk about their own traumatic experiences for the first time, but research tells us that most rapes still go unreported and we cannot escape the fact that victims of CSE do not recognise themselves as victims.

The ISVA Service told us that there is an automatic mandatory referral of sexual offenses to an ISVA. Locally, the ISVA service, which is operated by Axis Counselling, has seen an increase in demand of 45% for all sexual offenses. We were also informed that if someone who accesses the ISVA service has been a victim of CSE they are referred to the Axis counselling service; Axis Counselling estimates that 15% of its cases are CSE related. As NHS Adult Psychological Service and Child and Adolescent Mental Health Service (CAMHS) do not provide specialist help, they also refer to Axis. The role of the ISVA service is to offer practical help taking people through the court process whereas Axis counselling provides psychological help.

However, victims and survivors of CSE told us that it was difficult for them to access counselling or therapeutic support due to long waiting lists. Axis Counselling confirmed that there is a great demand for their service with 201 people on the waiting list and 86 people in therapy (as at September 2015). Every individual on the waiting list has been seen for an initial assessment and Axis Counselling keeps in touch with them to check whether their circumstances have changed. Axis told us that the needs of young people can vary over time and that cancelled appointments can be offered to those needing support.

When we met with the Police and Crime Commissioner, he advised us that the local ISVA Service had received an award of £118K from his Grant Fund in 2014 and he hoped this would continue in future years. We were told that the ISVA Service receives further funding from the Home Office and Comic Relief. Counselling support is funded by the Ministry of Justice. Additional funding has also been provided by Telford and Wrekin CCG, although these funds (cut by 2.5%) ceased in December 2015. Bids for further CCG funding have been made for both Adults and Children's Services but only the Adult Service bid was successful.

Limited access to mental health care for all children and young people who have suffered sexual abuse is a problem across the UK. Many children and young people do not have a diagnosable issue but still need therapeutic support to help them deal with the trauma and help to prevent problems developing in adulthood. However, as

noted earlier in this report, a lack of options for early intervention means that young people need to have severe mental health problems before a service is available to them.

When we spoke with them, CAMHS identified gaps in their therapy provision as follows:

- No trauma specific therapies currently available except Eye Movement Desensitisation & Reprocessing (EMDR)
- Art Therapist
- Family Therapist (although recruitment was under way)
- Psychologists (there are none in Telford or Shropshire)
- Dedicated CSE Consultant (although practitioners are skilled at engaging young people which is the critical skill with CSE victims)

General Practice

Our review revealed that, in common with national pressures, there were capacity issues in local general practice. Some of these local issues had been resolved through practice mergers and other practices had been successful in recruiting GPs. However, there are difficulties in attracting trainee GPs to the area; recent recruits had been existing GPs from nearby areas who had family ties to the region. In 2015, there were 300 allocated trainee places in the West Midlands, of which a meagre 200 were filled with only six based in the county.

We were told that work pressures and the declining status of the profession are the main reasons young medical students shun General Practice. During training, some medical students acquire the perception that General Practice is “rubbish” whereas other universities, eg Keele, have a strong teaching team and are able to get students into practices during their first year of training. Many newly qualified GPs leave the UK to work in Australia or Canada where working conditions and lifestyles are considered much better.

While this is concerning, it is a national problem and we recognise that the Council is committed to investing in Telford’s future, ensuring that the Borough is an attractive place to live, work and visit.

Conclusion

The Committee has been assured by the level of commitment from all the organisations that participated in the review to tackle CSE. All the statutory organisations recognised CSE as an ongoing issue both nationally and locally and demonstrated their commitment to the work of the Local Safeguarding Board and CSE partnership groups. Most of the local organisations that responded to the online questionnaire also understood how they could help to tackle CSE.

The Committee has concluded that, based on the evidence presented, organisations in Telford and Wrekin are working well together to respond to known cases of CSE. We would like to highlight the work of the CATE team, the development of the CSE pathway and the Family Connect service as key to demonstrating a joined up approach across the key organisations in the Borough.

The focus of the review has been on partnership working across Telford and Wrekin but during the review we have spoken to organisations that work across local authority boundaries regionally and nationally. We were pleased to hear from organisations that work across a wider geographical area that in many areas of work Telford and Wrekin is leading the way. However, it was also brought to our attention that cross boundary working can be an issue eg staff in the police and NHS trusts need to understand the different CSE pathways for different local authority areas. We have not made any recommendations regarding cross boundary working as it is for each local authority area to determine what works within their locality – however we are conscious of the pressures this places on frontline staff and the importance of maintaining effective partnership working across the region.

While we did not identify any systemic failings or denial that CSE is a serious problem we have heard that that some victims and survivors of CSE and their parents have not received the support they needed. We were concerned that nearly half of the victims and survivors who responded to the online questionnaire had not spoken to any local services or organisations about the exploitation they had experienced. However, we have also noted the findings of the report by the Children's Commissioner that nationally approximately 1 in 8 victims of all forms of sexual abuse come to the attention of statutory agencies.

The depth and scale of this review has meant that it has taken 18 months to complete. During this time a number of national inquiries and reports into CSE have been published which highlight that this is a developing area of work. The Committee hopes that this report will be seen in the context of this learning process. The key issues that we have identified are:

Understanding the scale of the problem of CSE in Telford and Wrekin

While the Committee recognises that organisations in Telford and Wrekin have processes in place to respond to cases of CSE as they are identified, it has become clear that it has been difficult to use the broad definition of CSE to gain a common understanding of the scale of the problem of CSE in the Borough. From the evidence we have received we believe that there are far more victims than are currently

recognised and accessing services. We recognise that this is a national issue and that there is no national data set for CSE. However, we believe that this local knowledge is essential to inform the awareness raising and prevention work set out below.

Prevention - CSE is everyone's business

At each of our meetings we asked what would be the one thing they think would help to tackle CSE. All the organisations we spoke to said that raising awareness to prevent CSE was essential. In our recommendations we recognise the role of statutory organisations in preventing CSE. However, we believe the issue of prevention is also much broader and that everyone in the Borough, whether organisations or individuals, we all have a role in helping to prevent CSE. One of the priorities within this must be to ensure children and young people are given appropriate information about CSE to help keep themselves safe – this is what the young people we spoke to asked for. Our recommendations also set out how parents, schools, academies and colleges can work with young people to achieve this. We also recognise that the information that can be gathered by different organisations and services needs to be shared and used to inform the prevention and disruption strategies.

We believe that it is important to emphasise that people from all backgrounds can become victims of CSE regardless of family background, ethnicity or educational achievement. We also heard that there is no stereotypical perpetrator of CSE and while some high profile national cases have focused on perpetrators of British Pakistani heritage, CSE is not crime that is specific to any race or faith community.

Support for victims, survivors and their families

We want to thank all the victims and survivors of CSE and their parents who took the time to meet with us or give us their views through the online questionnaire. We heard clearly that there is not enough therapeutic and counselling support for victims and survivors of CSE. We also heard that needs of parents of victims of CSE should be recognised and support should be available for them. We are concerned that if the services available are unable to respond to the current level of known need that this is not going to improve as work is undertaken to clarify the actual scale of the problem of CSE.

In this public report, we have not used information that would identify individual cases. Victims, survivors and their parents who gave us their views were assured that their anonymity and confidentiality would be respected. There were no instances during the review where information was disclosed where the individual could be identified that required a referral on safeguarding grounds. However, where there have been criticisms of individual services this has informed the recommendations in this report and the specific issues have been raised with the Chair of the Local Safeguarding Children's Board, Council's Cabinet Member for Children, Young People and Families and the Director of Children's Services.

Learning

At the beginning of this review we also asked the question – have organisations in Telford and Wrekin learnt from the experience of Operation Chalice and other national reports and inquiries into Child Sexual Exploitation. We heard that the Local

Safeguarding Children's Board commissioned work that was carried out by New Start which aimed to learn from the experience of all stakeholders in Operation Chalice and assess the level of support for young people, communities, families and staff affected by CSE. This report commended the work undertaken in Telford and Wrekin to protect children from CSE and highlighted how preventative work can be taken forward. The key areas identified in this report were:

- Nature of Agencies involved and their remit
- Education
- Work with families and siblings
- Work with Communities
- Therapeutic Support
- Post 18 support
- Staff Support
- Communication

During our review, we found that multi-agency working to tackle CSE has remained focused on responding to cases of CSE as they are identified and that while some of these learning points had been implemented there is more that can be done. We hope that the recommendations in this report will help organisations both locally and nationally to make further progress in these areas.

Interim Findings

During the review some emerging findings were shared with the Director of Children's Services and the Local Safeguarding Children's Board, the CCG's commissioning of the Child and Adolescent Mental Health Service and the consultation on the Health and Wellbeing Strategy. The Committee took the view that learning from this review should help to inform the development of services while the review was taking place so we anticipate that some of the recommendations we are making will be implemented when this report is published.

Recommendations

Understanding Scale of CSE

Recommendation 1: Initial work to identify scale of CSE

The Committee recognises that the term CSE is a broad definition that covers a range of criminal offences, and that organisations in Telford and Wrekin are working together to identify the indicators of CSE which will enable them to then identify victims and take appropriate action. The Committee recommends that the current data from the West Mercia Police Problem Profile, Family Connect, the CATE Team and other Council services is used to develop a common understanding the scale and types of CSE in the Borough and how this changes over time. The facts about the scale of CSE in the Borough should be made accessible to the public and used as part of the awareness raising activity with the public, young people of secondary school age and training staff and volunteers. (The committee recognises that recorded data will reflect that CSE is an under-reported crime and that this exercise will not provide a definitive figure but want to ensure that organisations are working together to develop a common understand of CSE in the Borough.)

Recommendation 2: Ongoing Monitoring of Scale of CSE

All LSCB partner organisations and the CPS should flag/record all cases of CSE. This data should be reported initially to the LSCB and then on a 6 monthly basis to the CSE Strategy Group and compared to the data held on Family Connect to ensure that there is a shared understand of the scale of CSE in the Borough and that trends in the data are monitored and inform the planning and delivery of all relevant services. The LSCB should include local data on CSE in the Board's Annual Report.

Recommendation 3: Annual Review of CSE Strategy

That the CSE strategy is reviewed annually by the LSCB and informed by the experience of survivors of CSE, their family and carers and front line staff. The updated strategy should reflect changes in models of CSE and this should inform training for staff and volunteers

Recommendation 4: Impact of Cuts to Services

The Committee was assured in March 2015 that local resources to tackle CSE had not diminished as a result of government cuts. However, as further cuts are made the Committee cannot be sure that this will continue to be the case in the future. The Committee recommends that the LSCB monitors the impact of cuts to local services and also the loss of expertise and knowledge within organisations as staff numbers are reduced.

Recommendation 5: Links to Other Policies and Strategies for Adults

The Committee recognises that, while the definition of CSE sets the age limit for victims as 18 years of age, the impact of CSE for the victim and their family is lifelong. The Committee therefore recommends that the Council and CCG review the following strategies and policies to ensure that the needs of those affected by CSE are recognised and met:

- The Joint Strategic Needs Assessment
- The strategies and action plans for the Commissioning and Transformation Partnerships
- Adult Safeguarding Policies and Procedures

The Committee recommend that these reviews takes place by July 2016 and are then updated following the publication of the NICE Guidance on CSE due to be published in 2017.

Support for Victims and Survivors**Recommendation 6: Mapping Support and Agreeing Thresholds**

The Committee commends the development of the CSE Pathway and the work of the CATE team as an alternative route to child protection procedures to provide support and protection to victims of CSE. The Committee recommends that a mapping exercise is undertaken to identify the support available for victims of CSE from the range of organisations from identification through to prosecution and post sentencing. For example this should include CATE, ISVA, AXIS, CAMHS, PCSOs, Youth workers, Victims

Liaison Officers, Witness Care Unit and other relevant services. This information should be available to victims and their families to explain the roles of the different organisations and how they are accessed.

The mapping exercise should also inform a multi-agency agreement on the threshold of need for different services and set out clearly how organisations support victims/survivors according to the level of risk and how services change as the level of risk increases or reduces. The planning of any transition process should take into account the need for vulnerable young people to have continuity of support from staff with whom they have developed a relationship of trust. In their role as corporate parents, members want to ensure that as part of their assessment and care planning, all children in care are assessed for their risk of CSE and that this is reviewed on an ongoing basis by the Independent Reviewing Officer as part of the child care plan.

Recommendation 7: Therapeutic Support

Local Recommendation 7a

The need for therapeutic support for victims and their families has been highlighted during this review. From the evidence the Committee has received the level of need for this service is far greater than current services are able to provide. The Committee recognises that this is not just a local issue as it has also been identified by Professor Alexis Jay in 2015 and by other local authority scrutiny reviews. Due to the complex and sensitive nature of this service, it must be provided by experienced and qualified practitioners and this will have significant resource implications. The Committee recommends that local organisations work together to ensure that the immediate and ongoing therapeutic need of victims/ survivors and their families are recognised in the commissioning strategies.

National Recommendation 7b

However, given the scale of cuts to local public sector organisations, the Committee also recommends that the Department of Health, the Home Office and the Department for Local Government and Communities urgently review the national funding available to support for victims of CSE and their families. This should include support available from the point at which a young person is identified as a victim of CSE, through the criminal justice process and long term support.

Recommendation 8: Child and Adolescent Mental Health Services

When commissioning the Child and Adolescent Mental Health (CAMH) service, the CCG ensures that:

The role of the CAMH service is clarified with partner organisations, professionals and service users so there is a clear understanding of the role of the CAMH service in both diagnosis of mental health issues and also in providing ongoing intervention and support.

Victims of CSE who are referred to the CAMH service but do not recognise the need for or want specialist help at that time are contacted by the CAMHS at a later stage to invite them to seek support.(currently patients who decline the service are not followed up and a second referral is required)

Appropriate training is provided so staff supporting young people with mental health issues recognise and respond appropriately to CSE. The committee would like to highlight this specifically for services for young people who self-harm or have attempted suicide.

Current gaps in the CAMH service that should be addressed in the commissioning process are support provided by the following professionals: Art Therapist, Family Therapist, Psychologists and Dedicated CSE Consultant.

A more robust CAMH service within the CATE team is developed similar to the CAHM and Youth Offending Team model.

The referral process for GP to access CAMHS and the Family Intervention Service should be streamlined so if a patient is referred by a GP to CAMHS but does not meet the criteria for this service the patient is referred to the Family Intervention Service (not back to the GP to make another referral through Family Connect.)

Recommendation 9: Sexual Health Services

The Committee welcomed the development of the new sexual health service in Telford Town Centre that will have specific facilities for vulnerable young people, including victims of CSE. Given the need identified for this service by a range of different individuals

and organisations during the review, the Committee recommends that, after the service has been in place for 6 months, members of the CSE operational group review how this service is meeting the needs of victims of CSE. Any issues from this review should be reported to the CSE operational group or the LSCB. Some specific issues that have been identified during this review are:

- All victims of CSE should be offered a full sexual health check, for people aged 13 or over through specialist sexual health services commissioner by Telford & Wrekin Council and for those under 13s through the Sexual Assault Referral Centre (SARC) commissioned by NHS England
- When a perpetrator of CSE has a sexually transmitted infection the affected victims are offered support and screening. NB for children under 13 the screening is through the Sexual Assault Referral Centre (SARC) commissioned by NHS England
- All victims of CSE who have been raped can choose to be examined by an appropriately qualified female clinician within the specified timescales required for evidence, through the Sexual Assault Referral Centre (SARC) commissioned by NHS England
- Young people who frequently access emergency contraception services or have repeat abortions receive appropriate support and advice from primary care, pharmacies and specialist sexual health services about CSE. The commissioning responsibilities for these services are as follows:
 - Emergency contraception services in pharmacies and specialist sexual health services – Telford & Wrekin Council
 - Abortion services and emergency contraception in primary care/General Practice - NHS Telford & Wrekin CCG

Recommendation 10: Support for Victims in the Criminal Justice System

National Recommendation: 10a

The Crown Prosecution Service implements a system to flag cases of CSE that they receive to report and analyse this information nationally. (Linked to Recommendation 2 above)

Local Recommendations 10b

Building on the CPS monthly review of failed cases, it is recommended that West Mercia Police and West Midlands CPS report annually to the Telford and Wrekin CSE Strategy Group the number of cases of CSE where an investigation has identified victims and perpetrators of CSE but the cases have not gone to court because of insufficient evidence or where the witness withdrew from the process. This information should be shared with the ISVA service and CATE Team to identify learning from these cases to improve the support provided to victims of CSE during the criminal justice process and increase the chance of prosecution and conviction. Where appropriate victims of CSE should be invited to contribute to this learning process.

Some specific learning points that have been identified in this review are:

- Victims need to retain confidence in the commitment from all organisations to seek justice in their specific case and that the evidence they provide is not used to build a separate case to the detriment of their own.
- Courts and staff supporting victims through the court process review the facilities and processes to ensure that victims of CSE are not in a public area in the court building with defendants.

Support for Families of Victims and Survivors

Recommendation 11: Safety Plans

An audit of all current CSE cases should be carried out to ensure that victims and parents of victims of CSE should be involved in developing a Safety Plan for their child. (where the young person is not subject to a child protection plan). The outcome of this audit should be reported to the CSE Strategy and Operational Groups to identify any actions required.

Recommendation 12: Parent Support Group

The LSCB / local authority should consult with parents of victims of CSE with a view to establishing a local parent support group. It is recommended that PACE (Parent Against Child Exploitation) is involved in this work. This work should include consideration of

specific support that fathers of victims of CSE may find helpful.

Recommendation 13: Mapping Support for Parents

As set out in Recommendation 6 above, parents of victims of CSE should have accessible information about the range of support services available to their children. Organisations supporting parents should work together to co-ordinate their work and map out the support available for parents. Where possible this should identify a ‘parent/ family key worker’ and provide contact details for out of hours services.

Awareness Raising and Training

Recommendation 14: Raising Awareness

A long term approach to raising awareness of CSE is needed, similar to a public health campaign. The awareness raising needs to be sustained over a long period and target specific groups. Based on the Committee’s consultation with a range of groups it is recommended that the LSCB develops a long term CSE awareness raising strategy for the following groups. Where appropriate victims / survivors and their families should be given the opportunity to be involved and consulted about the work.

Recommendation 15: Young People

Young people aged 11-18 in Telford and Wrekin are provided with the information they asked for about CSE as set out in pages 17-22 of this report. The Committee want to ensure that this information is accessible to all young people including those with disabilities and recommends that learning from the NSPCC report ‘Underprotected / Overprotected’ is used as part of this work.

Recommendation 16: Children

All children at primary school are made aware of risks of abuse and neglect in an age appropriate way including how to stay safe online. (see Recommendations 18a and 18b below)

Recommendation 17: Parents

- All parents should be encouraged and, where appropriate, supported to talk to their children aged 6-11 about safety using the NSPCC PANTS rule.
- All parents are informed about the risks of CSE, what the signs are, and who to contact if they have concerns. This should include information on risks of CSE including through social media, online and gaming and how parents can discuss these risks with their children and help to protect them.
- Information for parents should include case studies and videos that explain the reality of CSE.
- Specific training on CSE should be provided for all foster carers and staff working with children in care of the local authority.

Recommendation 18: Role of Schools and Colleges in Raising Awareness

National Recommendation 18a

The Committee supports the joint letter from Parliamentary Select Committee chairmen that Sex and Relationship Education (SRE) should become a statutory part of the curriculum and the recommendation from the Children's Commissioner that "all school equip all children ...to understand healthy and safe relationships and talk to an appropriate adult if they are worried about abuse". The Scrutiny Committee recommends that informing children and young people in an age appropriate way about CSE should be included in any future statutory SRE curriculum.

Local Recommendation 18b

- Prior to any national decision about making SRE a statutory part of the curriculum, the authority works with the Primary Heads' Forum and Telford & Wrekin Learning Partnership to seek a joint voluntary agreement for all schools, academies and colleges to teach SRE as part of the curriculum and that CSE is incorporated in an age appropriate way to help safeguard all young people at schools in the borough equally. A package incorporating CSE staff training and SRE curriculum content should be developed jointly (as a co-funded or traded service) possibly linked to the Prevent training currently provided. This should build on existing or free to use material and take into account the views of young people set out in pages 15-20 of this report.
- Work in this area should take into account any future guidance from the Department for Education on the requirement for schools to filter inappropriate contact online and also to teach children about online safety.

- The Committee commends the work of Team Safeguarding Voice (TSV) and recommends that this approach is adopted by all primary and secondary schools in the Borough in line with the existing policy of the LSCB. The skills and knowledge of children involved in TSV at Primary schools should be recognised and developed at Secondary School.
- The LSCB works with Further Education Colleges to ensure appropriate systems are in place so that they receive information about vulnerable students and suspected perpetrators from schools and other statutory organisations.
- The Committee recommends that taxi drivers and operators that provide an excellent service for school transport should be recognised eg through a 'taxi driver of the year award' or a register of taxi drivers and companies that are recommended by schools.

Recommendation 19: Local Organisations and the Public

- A range of methods should be used eg through schools, websites, local media, local employers and businesses. As most parents who responded to the questionnaire reported they got information about CSE from the media, the Committee recommend that opportunities to raise awareness of CSE through local newspapers and radio is explored.
- The Committee recommends that the LSCB engages with the Shropshire Islamic Foundation to explore opportunities for joint working to tackle CSE. An issue raised by the Muslim Women's group was the lack of ESOL courses and computers for women to access information. The Committee recommends that consideration is given to finding ways to use the funding recently announced by the Government to develop local provision to meet the needs of the community.
- The Council's Online training module on CSE should be updated in line with Recommendation 32a below and promoted to all organisations in the Borough alongside the continued roll out of the 'Say Something If You See Something' training for local businesses. Organisations should be encouraged to train staff and volunteers including the CVS, housing providers, faith organisations and local businesses. Due to the low number of referrals to Family Connect from Housing Providers, the Committee recommends that this is priority for the LSCB.

Recommendation 20: Elected Members

Training on CSE should continue to be included in the induction programme for all new Councillors. (This should be open to Borough, Town and Parish Councillors.) An annual update on CSE should be provided for Members with specific training for Members with specific responsibility eg Members of Licensing Committee

Recommendation 21: CATE Team Training

The work of the CATE Team has been commended throughout this review and was instrumental in the successful conviction of CSE perpetrators in Operation Chalice. It is recommended that the expertise of the CATE team is used as part of the CSE training offer that can be marketed externally and that the local knowledge is used to enhance training for local organisations.

Recommendation 22: Organisations responding to publicity

The Committee recognises that there may be concerns about organisational reputation when there are media reports of specific cases of CSE. However, the Committee recommends that all organisations consider the impact of their public statements relating to specific cases on victims.

Information Sharing, Identification, Support, Protection and Disruption

The Committee highly commends the development of the Family Connect service and the CSE Pathway which demonstrate the commitment from partner organisations to tackling CSE. (The role of the local authority in leading the development of these services is recognised by the Committee.) However, the Committee also recognises that no system is perfect and makes the following recommendations that will hopefully improve the robustness of these services:

Recommendation 23: Referrals to Family Connect

Family Connect is designed as an open system – referrals made to other teams in the council or external organisations are not followed up. Members were concerned that if a CSE referral was not acted on – this would only be picked up if a second call were made to Family Connect.

The Committee recommend that the robustness of this service is tested by an audit of 10% of the CSE related referrals to identify if the required follow up action was taken by the team or organisation that received the referral. The outcome of this audit should be reported to the LSCB to consider any action required.

Recommendation 24: Monitoring Referrals to Family Connect

The Committee understand that work is under way to review the way referrals to Family Connect are recorded and monitored. The Committee recommend that this review ensures that there is a system in place for recording, analysing and reporting data about CSE related contacts and referrals and that calls from schools to contact a social worker via Family Connect regarding an existing child protection case is not recorded as a referral.

Recommendation 25: Raising Awareness of Family Connect - Public

Through the awareness raising campaign, all organisations and members of the public should be made aware that Family Connect is the service to contact for non-emergency concerns relating to CSE.

Recommendation 26: Raising Awareness of Family Connect with Educational Establishments

There should be an ongoing training programme for schools, academies and colleges on the Family Connect Service so that new staff are aware of how to make referrals to this service and how the information will be used.

As schools, academies and colleges have such an essential role in the safeguarding of children against CSE it is recommended that an audit of all referrals from schools to Family Connect is carried out. If any schools are identified as having a low referral rate the safeguarding leads from these educational establishments should be contacted to find out why and encourage the school to make appropriate referrals and invited to see the service in operation.

Recommendation 27: Online Access to Family Connect

A wider issue about the online accessibility of the Family Connect service was identified during the review (this issue is not specific to CSE). This has been recognised by the Family Connect Service as an area for improvement. The Committee concluded that the online Family Connect Service is totally inadequate and recommends that:

- A Family Connect brand is developed to ensure that telephone and online services provided by Family Connect are recognised as a single service. The website should include information about how the Family Connect Service works and the names / logos of the partner organisations involved.
- A link to the Family Connect webpage is on the Council's home page
- Online service for Family Connect are further developed, particularly to provide information for children and young people

and enable concerns to be raised on line.

Recommendation 28: Capacity of the CATE Team

The Committee had concerns that the work load of the CATE team is above the level recommended by the National Working Group. The Committee recommends that once the support pathways for victims, survivors of CSE and their families is developed that a review of the work load of the CATE team is undertaken to ensure that the specialist skills are used in the most appropriate way while recognising the need for victims and survivors to maintain on-going relationships. The Committee recommend that the maximum number of cases for each CATE worker should be determined by the LSCB. If this limit is consistently breached then it is recommended that through the LSCB partner organisations review the resources available.

Recommendation 29: Out of Area Placements

OFSTED revisits the recommendations from the 2014 report, From a distance, looked after children living away from their home, to ensure that placing authorities provide appropriate information to the receiving local authority, NHS organisations and police with a specific focus on placement of victims of CSE. This work should also ensure information sharing processes are in place between specialist residential homes for victims of CSE and the local statutory organisations and specific risks or issues should be brought to the Telford and Wrekin LSCB and shared with neighbouring LSCBs if required.

Recommendation 30: Information Sharing with Community Health Trust

As a matter of urgency, information sharing systems are put in place to ensure that clinicians working for Shropshire Community Health Trust have access to the same child protection information as the staff at the hospital trust.

Recommendation 31: Whistle Blowing Hotline

A whistle blowing hotline is established to enable people who have information but may want to provide this anonymously to raise concerns about CSE.

Recommendation 32: Disruption Activity

Local Recommendations 32a

- A strategy is developed, supported by an appropriate IT system, to enable licensing and enforcement officers at the Council to record and share intelligence on CSE internally and with the police. This should include bespoke training for all enforcement staff and other Council staff working in public places to ensure they are aware of how to identify indicators of CSE in premises, locations and licensed businesses and how to record this information. It is recommended that the IDB system should be considered as the information sharing platform as this is accessible to other subscribing local authorities but it would be essential that the police and Family Connect also have access to this system.
- Consideration should be given to developing a local authority licensing and enforcement Disruption Toolkit (similar to the toolkit used by West Midlands Police which sets out policing powers) so that staff are clear about the powers that exist and how they can be used by the authority or in conjunction with the police to disrupt CSE activity. This could be developed with peers in other authorities.
- Telford & Wrekin Council's licensing policies are reviewed as a matter of urgency to include the following:
 - A review of taxi licensing policies to bring them up to the same standard as Shropshire's in terms of safeguarding responsibilities. In particular that:
 - CSE training should be a condition of driver licensing
 - Vehicle safety and emissions standards should be consistent with Shropshire
 - A requirement for operators to have a designated CSE contact for drivers to report concerns confidentially
 - A review of the licensing conditions for all licensed businesses where children and young people congregate to strengthen safeguarding conditions. This must include robust conditions for night clubs holding under-18 events by requiring events to be age limited for 12-15 year olds or 16-18 year olds and for all under-18 events to be ticketed in advance.

National Recommendations 32b:

At a national level the Committee supports the recommendation from the Law Commission that there should be consistent national standards for licensing.

That the DBS checking service recognises taxi driving as a high risk occupation that has prolonged, regular and unaccompanied contact with children so that all relevant information is disclosed to licensing authorities.

PCSOs should have access to information to identify drivers of cars that are registered as trade vehicles. The Committee recognises that if this information is not already available that this recommendation should be directed nationally to the Driver and Vehicle Licensing Agency (DVLA)

Support for Staff

Recommendation 33: Supervision for CATE Team

Regular professional supervision arrangement should be in place for members of staff in the CATE team.

Recommendation 34: Personal Safety

All organisations whose staff work with or come into contact with perpetrators of CSE ensure that the personal safety risks for their staff are properly assessed and managed.

Examination of Digital Evidence

Recommendation 35: Forensic Examination of Digital Devices

It was reported that there were delays in forensic examination of electrical devices seized. The Committee recommends that the LSCB monitors the implementation of the West Mercia Force Hub to ensure that there is a 5 day turn around on forensic examination of electrical devices.

Preventing CSE / working with Perpetrators

Recommendation 36: Working with Potential Perpetrators of CSE

Organisations should work together to identify people at risk of becoming perpetrators of CSE and prevent them from becoming involved. This could be linked to the Prevent agenda since perpetrators can groom other young people to procure victims of CSE – this can be seen as a form of radicalisation.

Housing

Recommendation 37: Appropriate Accommodation

Housing providers work with the probation service to ensure appropriate accommodation is available for perpetrators of CSE when they leave prison.

Recommendation 38: Housing Providers

Linked with Recommendation 19 above, the LSCB ensures that relevant information on CSE is shared with all housing providers in the borough and the Board ensures on going engagement of housing providers in tackling CSE.

Who to contact for help if you are concerned about the welfare of a child or young person

If you have a concern about the welfare of a child and/or young person you will need to contact **Family Connect** on **01952 385385** to speak to a Family Connect Advisor.

Family Connect Advisors are available between 9am - 5pm Monday to Friday (excluding bank holidays).

Out of Hours Service

If you need to report concerns about the welfare of a child outside of office hours please contact the Emergency Duty Team on 01952 676500.

If you believe a criminal offence has been committed you can contact **West Mercia Police** on **0300 333 3000** or **101**.

In an emergency always dial 999.

Acknowledgements

Members of the Committee

2014/15

Councillor Stephen Burrell
Councillor Gill Green
Councillor Kevin Guy (Chair)
Councillor Roy Scammell
Councillor Jackie Loveridge
Councillor Alan Mackenzie
Councillor Jane Pinter
Councillor Chris Turley
Mr. Shaukat Ali (Co-optee)
Mr. Austin Atkinson (Co-optee)
Ms. Emma Ofori (Co-optee)
Mrs. Sandra Osman (Co-optee)
Mr. Steve Rayner (Co-optee)
Ms. Mel Ward (Co-optee)

2015/16

Councillor Steve Barnes
Councillor Joy Francis
Councillor Jayne Greenaway
Councillor Kevin Guy (Chair)
Councillor Janice Jones
Councillor Jackie Loveridge
Councillor Jane Pinter
Councillor Karen Tomlinson
Mr. Austin Atkinson (Co-optee)
Ms. Carolyn Healy (Co-optee)
Mrs. Sandra Osman (Co-optee)
Mr. Steve Rayner (Co-optee)
Ms. Mel Ward (Co-optee)

Witnesses

The Committee is indebted to the victims, survivors and family members who were willing to share their experiences with us both in person and by completing our online surveys.

We would like to thank the children and young people who took part in the review, particularly:

- The Youth Forum
- Team Safeguarding Voice© at Holmer Lake Primary School
- Students at Ercall Wood Technology College

- Students at Madeley Academy
- Care Leavers Forum
- Young People's Disability Forum

We would also like to thank the following people who took the time to talk to us:

- Jo Banks, Associate Director Patient Safety – Shrewsbury and Telford Hospitals NHS Trust
- Peter Barrow, Licensing Technical Officer - Telford & Wrekin Council
- Jas Bedesha, Cohesion Service Delivery Manager - Telford & Wrekin Council
- Mandy Beever, Licensing Manager, Shropshire Council
- PCSO Zoe Beven (SNT Wellington West & Rural)
- Liz Calcott, Telford and Wrekin CAMHS Team Manager
- Karen Collier, Operations Manager Health and Community Protection – Shropshire Council
- Sharon Conlon, Safeguarding Lead Adults and Children – South Staffordshire and Shropshire Healthcare NHS Foundation Trust
- Alex Critchwell, Sexual Health Manager
- Frances Darling, Senior Commissioner, Shropshire Council
- Chay Davis, Head Teacher – Ercall Wood Technology College
- Siân Dean, Head Teacher – Holmer Lake Primary School
- Superintendent Steve Eccleston, Head of Protecting Vulnerable People Unit – West Mercia Police
- PCSO Sarah Edwards (SNT College & Arleston)
- David Evans, Chief Officer – Telford & Wrekin Clinical Commissioning Group
- Sister Tracey Fearn, Paediatric A&E Sister, Princess Royal Hospital
- Emma Feely Patient Liaison Officer – Shropshire Doctors Co-operative Ltd
- Suzanne Fisher, Principal Licensing Officer - Telford & Wrekin Council
- Linda Fletcher, Public Protection Manager (Business Regulation) - Telford & Wrekin Council
- Dr. Mahadeva Ganesh, Consultant Paediatrician, Designated Doctor for Safeguarding – Shropshire Community Health NHS Trust
- Dr. Dody Herman, Emergency Medicine Consultant Princess Royal Hospital
- Gary Hickey, Headmaster, Adams Grammar School
- DS Mark Hill, West Mercia Police
- Chris Hinde, Probation Officer – National Probation Service (West Mercia)
- Steve Hosking, Locality Manager Cohesion – Telford & Wrekin Council
- Anita Hunt, Public Protection Manager (Trading Standards, Domestic Pollution & Housing), Telford & Wrekin Council
- Dr. Ali Jan and Wehid Iqbal, Shropshire Islamic Foundation
- Laura Johnston, Director of Children & Family Services – Telford & Wrekin Council
- Pam Kaminski, Head of Learner Services – Telford College of Arts and Technology
- Tina Knight, Principal Officer Child Protection – Telford & Wrekin Council
- Gill Knox, Head Teacher, Haughton School
- Simon Langford, Named Nurse for Safeguarding Children – South Staffordshire and Shropshire Healthcare NHS Foundation Trust

- Dr Jo Leahy – Telford & Wrekin Clinical Commissioning Group
- Licensing and Public Protection Teams, Telford & Wrekin Council
- Suzanne Llewellyn, Deputy Chief Crown Prosecutor (West Midlands) – Crown Prosecution Service
- Debbie Lloyd and the Family Connect Team
- Bill Longmore, Police and Crime Commissioner
- Duncan Marshall, Senior Deputy Head Teacher – Madeley Academy
- Andrew Mason, Independent Chair – Local Safeguarding Children’s Board
- Paul McGreary, Head of Public Protection – Shropshire Council
- Nicky Minshall, Service Delivery Manager Health Wellbeing and Public Protection, Telford & Wrekin Council
- Liza Morgan, Axis Counselling
- Christine Morris, Executive Lead for Quality, Safety and Nursing – Telford & Wrekin Clinical Commissioning Group
- Helen Morris, CATE Team – Telford & Wrekin Council
- The Muslim Women’s Group (Noor Group)
- New Start Networks CiC - Francesca Varutti, and Helen Torrington
- Gail Naidoo, Axis Counselling
- Liz Noakes, Assistant Director: Health, Well-Being & Public Protection and Statutory Director of Public Health – Telford & Wrekin Council
- Stacey Norwood, Public Health commissioner, Telford & Wrekin Council
- Helen Onions, Consultant in Public Health, Telford & Wrekin Council
- Rev. Keith Osmund-Smith, Street Pastors
- Helen Owen, Licensing Technical Officer, Telford & Wrekin Council
- Karen Perry, Assistant Director: Children's Safeguarding & Specialist Services – Telford & Wrekin Council
- Jo Phillips, CATE Team – Telford & Wrekin Council
- Sherryn Ravenscroft, Mental Health Practitioner
- Audrey Scott–Ryan, Designated Nurse Safeguarding Children and Young People – Telford & Wrekin Clinical Commissioning Group
- Teresa Tanner, Named Nurse for Safeguarding Children & Young People, Princess Royal Hospital
- Leanne Thomas, CATE Team – Telford & Wrekin Council
- Superintendent James Tozer, Telford & Wrekin Policing Area – West Mercia Police
- DS Sophie Wade, West Mercia Police
- Grant Tunnadine, Team Manager Investigations, Shropshire Council
- Jim Watts, Probation Officer – National Probation Service (West Mercia)
- Councillor Paul Watling, Cabinet Member for Children, Young People and Families
- Catherine Whitehead, Assistant Principal Student Voice and Reputation – New College Telford

We would also like to thank True Vision for permission to use extract of the programme ‘The Hunt for Britain’s Sex Gangs’ at our committee meetings and there are also numerous PAs who facilitated these discussions to whom we are very grateful.

Appendix 1: Terms of Reference

1.0 Background

It was agreed at the Children and Young People Scrutiny Committee on 4 November 2014 that a working-group would carry out a review on Child Sexual Exploitation.

2.0 Membership of Sub Group

Cllr Kevin Guy (Chair)
Cllr Steve Barnes
Cllr Joy Francis
Cllr Jayne Greenaway
Cllr Janice Jones
Cllr Jane Pinter

If the Scrutiny Committee identifies any particular knowledge or skills gaps in the membership of the Review Group which could be filled by a co-opted member, parties with relevant skills or experience may be invited to participate in the Review as time limited co-optees for the duration of the review. Time-limited co-opted members will not have voting rights.

3.0 Chairing

Chair of CSE Review Working Group is the Chair of the CYP Scrutiny Committee. The Chair of a Scrutiny Committee would usually have a casting vote if there is a difference of views within the Committee. As the Members of the working group aim to work through a process of consensus, the Chair's casting vote will be waived.

4.0 Quorum

Under most circumstances it is expected that there will be a minimum of two members at any working group meeting. However, there may be occasions where it is appropriate for one member of the working group to receive evidence accompanied by a Scrutiny Officer.

5.0 Political Balance

The Working Group is not required to be politically balanced, as the Group's findings and report will be considered and approved at a formal meeting of the Children & Young People Scrutiny Committee which is politically balanced.

6.0 Scope

The focus of this Scrutiny Review is:

“How are organisations in Telford and Wrekin working together to prevent CSE, protect and support the victims and their families and prosecute perpetrators?”

Lines of inquiry

- How well have organisations implemented lessons learned from Operation Chalice and contributed to the development and implementation of the CSE support and protection pathway?
- How well are organisations responding to the findings and recommendations of national reviews and inquiries including the Jay Report (July 2014), Coffey Report (October 2014), DCLG Select Committee report (November 2014) and Ofsted Report (November 2014).

The Terms of Reference for this review will be published for public comment during January 2015. The Committee will consider the comments received and may amend the Terms of Reference for the Review or refer issues to the relevant organisation to respond.

7.0 Powers

The Children & Young People Scrutiny Committee is the main mechanism by which Scrutiny members scrutinise and monitor the planning and performance of the Council's services to children and young people, and the Council's Corporate Parenting role. The Committee may also scrutinise the services of partner organisations in accordance with national legislation. All partner organisations included in this Review have agreed to participate on the same voluntary basis. However, the Council's Scrutiny Committees do have some legislative powers to scrutinise partners as follows:-

- The Police and Justice Act 2006 provides powers for scrutiny committees to investigate work being undertaken by Community Safety Partnerships (known locally as the Safer Telford and Wrekin Partnership) as a whole rather than a power to scrutinise individual partners (eg the Police). Scrutiny of the Safer Telford and Wrekin Partnership is exercised by the Customer, Community & Partnership Scrutiny Committee.
- Under the Health and Social Care Act 2012, the Health and Adult Social Care Committee scrutinises and monitors the planning and performance of the Council's adult social care services and NHS services.

The Children and Young People Scrutiny Committee and the Working Group established to carry out the review will invite partner organisations to participate in the review on a voluntary basis.

The Local Safeguarding Children's Board (LSCB) endorse these terms of reference and all the partners commit to supporting this review. The LSCB agrees to co-ordinate the joint or individual organisational responses to the Scrutiny Committees recommendations.

8.0 Timescales and Ways of Working

The Children and Young People Scrutiny Committee will agree the terms of reference for this review having considered the comments from partner organisations

and the public. The Children and Young People Scrutiny Committee will receive evidence from partner organisations at Inquiry Day(s) to be held in February / March 2015. It is anticipated that the review will conclude in February 2016. The Committee may decide to publish an interim report if there are recommendations the Committee will want to make before the review has concluded.

The Working Group and the full Children & Young People Scrutiny Committee will work through consensus for the purposes of this Review. Where there are differing views within the Working Group these will be reflected in the public report.

The Working Group will follow the Centre for Public Scrutiny principles of good scrutiny when undertaking this review:

- Providing a "critical friend" challenge;
- Reflecting the voice and concerns of the public;
- Taking the lead and owning the scrutiny process; and
- Making an impact on the delivery of public service

The Inquiry Day(s) in February / March 2015 will be held as public Committee Meetings. The following organisational representatives will be invited:

- Cabinet Member for Children's Services, Telford & Wrekin Council
- Director of Children and Family Services, Telford & Wrekin Council
- Assistant Director Children's Safeguarding & Specialist Services, Telford and Wrekin Council
- Director of Public Health, Telford & Wrekin Council
- Chairman, Local Safeguarding Children's Board
- Chief Constable, West Mercia Police
- West Mercia Police and Crime Commissioner
- Chief Crown Prosecutor, Crown Prosecution Service
- National Probation Service
- Secondary Schools Representative
- Academy Schools Representative
- Further Education College Representatives
- Chair / Chief Operating Officer, CCG
- Chief Executive, Shrewsbury and Telford Hospitals NHS Trust
- Chief Executive, Shropshire Community Health Trust
- Chief Executive, South Staffordshire and Shropshire NHS Foundation Trust
- Chief Executive, West Midlands Ambulance Service
- Chair/Chief Executive, Shrop Doc / GP Federation

The Committee wants to ensure that children, young people, family and carers are appropriately involved in the review. Prior to the Inquiry Day(s) the Committee will request that the statutory organisations provide information about how they have engaged with children, young people and their families / carers to help shape the services in response to Child Sexual Exploitation.

Following this meeting/s the Working Group will determine the issues that will be scrutinised in more detail. The evidence for this stage of the review may be sought

through meetings, focus groups, questionnaires etc. Members may seek the views of front line staff from partner organisations and local groups. It is at this stage that the views of children and young people may be sought in line with the Council's policies on consultation.

Minutes will be taken as a record of public meetings and a summary of the evidence received at working group meetings will be included in the Scrutiny Report.

9.0 Training

All Members of the working group will undertake the Council's on-line training module on CSE. There will be a follow up training / workshop session for the Members prior to the Committee Meeting.

10.0 Confidentiality and Safeguarding

The Scrutiny Review is not a Serious Case Review or full scale investigation along the lines of the Jay Report. It will not investigate previous or current cases of Child Sexual Exploitation. Any information received in the course of the Review regarding individuals will be managed in confidence in line with the Council's policies. However, if any information is provided about cases or allegations are raised in the course of the Review then those issues will be reported to the appropriate organisation in line with the Council's safeguarding policies.

The Committee recognise that CSE is an issue that directly affects some individuals, families and communities in Telford and Wrekin. The direct voice of victims and their families will not be actively sought again as it is acknowledged that providing evidence is a difficult process and some of their feedback has been included in published reports. However, if victims or their families express a wish to voluntarily engage in the review (either through commenting on the terms of reference or otherwise) that will be welcomed. In such an event, the Committee's final report will be anonymised in order to protect identities.

11.0 Resources for review

In order to devote sufficient time and focus to this Review, Members have agreed to postpone all other items on the Work Programme for Children & Young People Scrutiny Committee. In order to focus limited resources efficiently, the Review Working Group will only select witnesses and activities that are necessary to address the concerns identified in the scope.

The Scrutiny Management Board will oversee the allocation of scrutiny officer resources to the Scrutiny Committees, and will make decisions where there are competing demands for resources.

12.0 Background Publications

Supplementary Guidance to Working Together to Safeguard Children, DCSF (2009)

Report of the Independent Reviewing Officer in Relation to Child Sexual Exploitation Issues in Rochdale Metropolitan Borough Council During the Period 2006 to 2013, Anna Klonowski (21 May 2013)

Child Abuse through Sexual Exploitation (CATSE) Learning 2008 – 2013, New Start (October 2013)

If Only Someone Had Listened, Office of the Children’s Commissioner (November 2013) [includes the See Me, Hear Me Framework]

Child Sexual Exploitation Learning Overview Report, Telford & Wrekin LSCB (April 2014)

Telford & Wrekin LSCB Annual Reports

Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013, Alexis Jay OBE (August 2014) (“The Jay Report”)

Tackling Child Sexual Exploitation – Summary of Recommendations, National Working Group Network: (2014) [as referred to by the Jay Report]

‘Real Voices’ Child sexual exploitation in Greater Manchester: An independent report, Ann Coffey, MP (October 2014) (“The Coffey Report”)

West Mercia Consortium Inter Agency Child Protection Procedures (October 2014) http://westmerciaconsortium.proceduresonline.com/chapters/quick_guide.html

Child sexual exploitation in Rotherham: some issues for local government, DCLG (November 2014)

The sexual exploitation of children: it couldn’t happen here, could it? Ofsted (November 2014)

HMIC Crime inspection 2014 West Mercia Police (November 2014)

We Need to Get it Right: A Health Check into the Council’s Role in Tackling Child Sexual Exploitation, Birmingham City Council (December 2014)

Report of Inspection of Rotherham Metropolitan Borough Council, Louise Casey CB (February 2015) (“The Casey Report”)

HMIC National Child Protection Inspections West Mercia Police 4-14 November 2014 (February 2015)

Oxford Safeguarding Children Board Serious Case Review into Child Sexual Exploitation in Oxfordshire: from the experiences of Children A, B, C, D, E, and F, Independent Reviewer: Alan Bedford MA (Social Work), Dip.Crim (March 2015)

Appendix 2: Summary Report for Young People

Everyone's Business:

A Scrutiny Review of Multi-Agency Working in Telford and Wrekin to tackle Child Sexual Exploitation

Summary Report for Young People

In 2015, members of the Council's Children and Young People Scrutiny Committee met with over 50 young people to find out how well they thought that organisations were working together to help keep children and young people safe from child sexual exploitation (CSE).

They heard from people who have been affected by CSE and they met with a lot of different organisations. A full report on the information that they gathered is available at:

www.telford.gov.uk/scrutinyreviewofcse.

This summary report has been written for young people. It highlights what young people told us and how we think the different organisations that work with children and young people could keep them safe from CSE in the future. The Local Safeguarding Children's Board and the Council will respond to the recommendations and decide what they can do.

Young people told us: Primary school children should learn at school how to stay safe and have safe relationships

We said: All schools, (primary and secondary) should develop a Team Safeguarding Voice which helps children and young people to understand the different types of abuse that can affect them, how to stay safe and what to do if they are worried about themselves or someone else.
All schools, academies and colleges in Telford and Wrekin should agree that Sex and Relationship Education should be taught at school and that this should include information about CSE that is age appropriate.

Young people told us: Young people want to know how to keep themselves safe and how to get help for themselves and their friends. They want to understand what child sexual exploitation means, how grooming happens, what the risks are and what type of people can sexually exploit children. Hearing about what has happened to other people who have been victims of CSE is the best way to get the message across.

We said: Local organisations should work together to run a campaign about CSE for young people and adults. Victims and survivors of CSE and their families should be given the opportunity to be involved in the campaign and raise awareness of the problem.
Facts about the scale of CSE in Telford and Wrekin should be made available to young people of secondary school age.

Young people told us: Information for young people about child sexual exploitation should be reliable, easy to find and easy to understand. There should be clear information on websites. Young people need to know about local issues in Telford and Wrekin, which organisations can help them and how to contact them.

We said: The on line service for family connect should be developed further to provide information for children and young people about CSE. It should let children, young people and adults raise concerns on line.

Young people told us: Young people with disabilities and special needs should have information to help them to understand the risks of child sexual exploitation.

We said: Information about CSE should be available to all young people in ways that they can understand. Local organisations should use advice from the National Society Prevention Cruelty to Children (NSPCC) on CSE and how to talk to young people with disabilities about it.

Young people told us: All parents, foster parents and carers need to understand about child sexual exploitation. They need to know how they can help keep children and young people safe, including how to keep them safe on line.

We said: All parents should be encouraged to talk to their children about safety using the NSPCC PANTS campaign
<https://www.nspcc.org.uk/preventing-abuse/keeping-children-safe/underwear-rule/>
There should be local information about CSE for parents that includes stories from people who have been affected and videos that explain the reality of CSE.
All foster carers and staff working with children in the care should have specific training on CSE.

Young people told us: Children and young people should be believed if they say that they are affected by CSE. All adults who work with children and young people should be taught what to look out for and how to support affected children and young people.

We said: There should be a campaign to raise awareness of CSE in Telford and Wrekin.
All organisations should be encouraged to train their staff and volunteers so that they understand what CSE is, what the signs are and where to go to for help.
When a case of CSE is taken to court, the victims should be able to trust the criminal justice process and have faith that they will be treated with care and respect.

Young people told us: There should be good support for victims of CSE including good mental health support.

We said: Local organisations should make sure that there is support for victims of CSE. The mental health and sexual health needs of children and young people affected by CSE should be met.
Victims and survivors of CSE and their families should have information about the help and support services that are available to them and how to get help.
The Government should increase funding to support victims and survivors of CSE and their families.

What will happen next?

The Local Safeguarding Children's Board and the Council will consider the recommendations that we have made. They will decide which things they can do.

Appendix 3: What is Scrutiny?

Local authority scrutiny is part of the governance arrangements for local councils and there is a legislation that sets out the role of the scrutiny committees⁴⁹. Each council can agree its own scrutiny arrangements and in Telford & Wrekin Council there are 5 Scrutiny Committees – one of which is the Children and Young People Scrutiny Committee that carried out this review. The councillors on the Scrutiny Committees are from all the political parties represented on the Council but they cannot be Executive members who make decisions about Council services and policy. Some scrutiny committees have places for statutory co-optees and Committees can also co-opt other members who can bring skills and knowledge to the scrutiny process. The role of a scrutiny committees is to:

- Hold the Executive Members and decision makers of the Council to account
- Be an independent ‘critical friend’
- Be a voice for local people
- Make recommendations that will improve local services

Scrutiny Committees have the power to require information about council services and policy and that Executive Members and senior council officers attend scrutiny meetings. Local government scrutiny also has a statutory role in scrutinizing the planning and provision of local NHS services and the work of the local Crime and Disorder Partnership. Other local organisations do not have to contribute to the work of Scrutiny Committees, but the experience on Telford and Wrekin has been that most organisations welcome the opportunity to meet with Scrutiny Members and take part in the work of Scrutiny Committees.

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http://cfps.org.uk/domains/cfps.org.uk/local/media/downloads/L12_389_CIFPS_Pulling_it_together_v3.pdf

Appendix 4: Local Safeguarding Children's Board

Statutory Function

The Children Act 2004 sets out the statutory objectives and functions of a local safeguarding children's board. Section 13 of the Children Act 2004 "requires each local authority to establish a Local Safeguarding Children Board (LSCB) for their area and specifies the organisations and individuals (other than the local authority) that should be represented on LSCBs". Working Together to Safeguard Children 2015 further details the representation on the Board.

The Board is a key statutory mechanism for agreeing how the relevant organisations in Telford and Wrekin will cooperate to safeguarding and promote the welfare of children in the area and for monitoring the effectiveness of local services and legislative requirements; put simply "**safeguarding is everyone's responsibility**". The **vision** of the Telford & Wrekin Safeguarding Children Board (TWSCB) is: To put the voice of the child and young person first by listening, protecting, being supportive and building lives for the future; and Leading and driving forward excellence in safeguarding to support all services and improve the lives of children and young people.

Strategic Priorities for 2014–15

"To co-ordinate what is done by each person or body represented on the Board for the purpose of safeguarding and promoting the welfare of children in the area, and to ensure the effectiveness of what is done by each such person or body for that purpose." (Section 14 of the Children Act 2004)

- To provide leadership to all agencies to achieve effective inter-agency working.
- To hold agencies to account for their responsibilities to safeguard children and young people.
- To co-ordinate a multi-agency approach to minimise harm to children and young people.
- To deliver an effective Training Strategy which responds to the needs of partner agencies.
- To maintain an effective Learning and Improvement Framework to enable partners to be clear about their responsibilities, to learn from experiences and to improve services as a result.
- To manage change positively in response to Working Together to Safeguard Children 2015 and the Munro Report.
- To ensure the involvement of children and young people in the work of the Board.

TWSCB Meetings

The Board is chaired by Andrew Mason, an Independent Chair, and is comprised of the following partners:

Telford and Wrekin Local Authority - Children's Safeguarding, Adult Social Care, Public Health, Legal Services and the Lead Member for Children and Families (as an observer)

Telford and Wrekin Schools (including primary, secondary, special, academy schools and further education)

Health (including the Clinical Commissioning Group, Shropshire Community NHS Trust, NHS England, Adult Mental Health, Shrewsbury and Telford Hospital NHS Trust)

West Mercia Police

West Mercia Youth Offending Service

West Mercia National Probation Service

Herefordshire, Shropshire & Telford Community Rehabilitation Company

West Midlands Ambulance Service

Children and Family Court Advisory and Support Service (CAFCASS)

As well as partner agencies the TWSCB also has representation from Community Members, Housing Association, Voluntary Groups, Faith Groups, Early Years provider and the Lead Governor.

The Board meets bimonthly and the minutes are published on the website once agreed at the following meeting. The link to the Boards website is below:

<http://www.telfordsafeguardingboard.org.uk/lscb/>

Appendix 5: Suggested Reading

In addition to the background publications set out in the Terms of Reference, the following websites, reports and publications have proved useful in informing the work of the Committee.

Academy of Medical Royal Colleges - Child Sexual Exploitation: Improving Recognition and Response in Health Settings (September 2014)

http://www.aomrc.org.uk/doc_download/9777-cse-press-release.html

Barnardo's - (numerous publications/research)

http://www.barnardos.org.uk/what_we_do/policy_research_unit/research_and_publications/sexual_exploitation_research_resources.htm

Dr Nina Burrowes - "The Courage to be Me" (2014) An illustrated story about courage, self compassion and hope after rape or sexual abuse. *Read online for free. The book tells the story of how victims can begin to rebuild their lives. There are no images of rape or abuse.*

<http://ninaburrowes.com/books/the-courage-to-be-me/preface/>

The Children's Commissioner - (numerous publications/research)

<http://www.childrenscommissioner.gov.uk/publications>

The Children's Society – "Old enough to know better? Why sexually exploited older teenagers are being overlooked" (November 2015)

<http://www.childrenssociety.org.uk/what-we-do/resources-and-publications/old-enough-to-know-better-why-sexually-exploited-teenagers-are>

College of Policing - Responding to child sexual exploitation

<https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/child-sexual-exploitation/>

Department for Education -

- Tackling Child Sexual Exploitation Action Plan
<https://www.gov.uk/government/publications/tackling-child-sexual-exploitation-action-plan>
- What to do if you suspect a child is being sexually exploited
<https://www.gov.uk/government/publications/what-to-do-if-you-suspect-a-child-is-being-sexually-exploited>

Focus on Survivors - "Hear Me. Believe Me. Respect Me." (October 2015) *A survey conducted by University Campus Suffolk and Survivors in Transition, with support from the Survivors Trust of adult survivors of child sexual abuse and their experience of support services.*

<http://www.ucs.ac.uk/Faculties-and-Centres/Faculty-of-Arts,-Business-and-Applied-Social-Science/Department-of-Psychology,Sociology-and-Social-Work/Focus-on-Survivors-Final-Copy-Logo-Blk.pdf>

Girlguiding - Care Versus Control: Healthy Relationships (2013)

http://girlsattitudes.girlguiding.org.uk/pdf/2025_Care_Versus_Control.pdf

Health Working Group Report on Child Sexual Exploitation (January 2014)

<https://www.gov.uk/government/publications/health-working-group-report-on-child-sexual-exploitation>

Law Commission – Taxi and Private Hire Services (May 2014)

http://lawcommission.justice.gov.uk/docs/lc347_taxi-and-private-hire-services.pdf

Ministry of Justice - The Code of Practice for Victims of Crime (October 2013)

<https://www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime>

Muslim Women's Network - Unheard Voices: Sexual Exploitation of Asian Girls and Young Women (September 2013)

<http://www.mwnuk.co.uk/resourcesDetail.php?id=97>

NWG Network - (numerous publications/research)

<http://www.nwgnetwork.org/>

Ofcom – Children and Parents Media Use Report (November 2015)

<http://stakeholders.ofcom.org.uk/market-data-research/other/research-publications/childrens/?a=0>

Ofsted - The voice of the child: learning lessons from serious case reviews (April 2011)

<http://webarchive.nationalarchives.gov.uk/20141124154759/http://www.ofsted.gov.uk/sites/default/files/documents/surveys-and-good-practice/t/The%20voice%20of%20the%20child.pdf>

PACE & Safeguarding Children e-Academy (YouGov Survey Results) - Are parents in the picture? Professional and parental perspectives of child sexual exploitation (November 2013) <http://www.paceuk.info/what-we-do/publications/parents-picture/>

PACE - (various parent-focussed publications which highlight the problems parents report they have encountered in reporting CSE) <http://www.paceuk.info/what-we-do/publications/>

University of Bedfordshire - The International Centre: Researching Child Sexual Exploitation, Violence and Trafficking (numerous publications/research)

<http://www.beds.ac.uk/intcent/publications>

West Midlands Police CSE Problem Profile (October 2014) (redacted)

https://foi.west-midlands.police.uk/cse-problem-profile-724_15/

Winston Churchill Memorial Trust/Professor Andrew Rowland – “Living on a Railway Line. Turning the tide of child abuse and exploitation in the UK and overseas: international lessons and evidence-based recommendations” (October 2014)

<http://www.wcmt.org.uk/sites/default/files/docs/reports/Professor%20Rowland%20Andrew%20Living%20on%20a%20Railway%20Line%20FINAL%20Full%20Size%20DOUBLE%20SIDED%20PRINTING%20PROTECTED%202014.pdf>

TELFORD & WREKIN COUNCIL

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE – 12 SEPTEMBER 2017

THE CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE'S REVIEW OF MULTI-AGENCY WORKING AGAINST CHILD SEXUAL EXPLOITATION (CSE): ANNUAL PROGRESS REPORT BY TWSCB

REPORT OF THE LEAD MEMBER FOR CHILDREN AND ADULTS AND THE INDEPENDENT CHAIR OF THE TELFORD & WREKIN SAFEGUARDING CHILDREN BOARD

1. PURPOSE

To provide a progress update against the recommendations from the Telford & Wrekin Council's Children and Young People Scrutiny Committee's *Review of Multi-Agency Working against Child Sexual Exploitation (CSE)* which was published in May 2016.

2. BACKGROUND

2.1. In January 2017 an interim progress report was presented to the Children and Young People Scrutiny Committee (a copy of the report is available on the [Scrutiny website](#)). The report outlined progress against the thirty eight recommendations.

2.2. Since the interim progress report was presented, the Telford & Wrekin Safeguarding Children Board (TWSCB) has continued to drive, monitor and challenged the progress made against the recommendations.

3. 12 MONTH PROGRESS HIGHLIGHTS

Improving Intelligence

3.1. A key recommendation from the review was about understanding the scale of CSE within the Borough. Over the last 12 months the TWSCB has worked with partners to establish a multi-agency dataset which is used to monitor the impact of the CSE Pathway (including contact and referral numbers). The following paragraphs summarises the local known CSE context.

3.2. Contacts with the Local Authority

In 2016-17 the Local Authority received **337 contacts** raising concerns about CSE. This accounts for 2.7% (337 of 12,173) of the total number of contacts received in that time period. These 337 contacts relate to 224 young people.

Of those contacts 43.3% were made by other local authority services, 27.0% by the Police, 17.2% by education, with the remaining 12.5% coming from

members of the public, victim support, housing providers and health providers (including GPs and School Nurses).

The outcomes of those contacts were:

- 56% progressed along child protection procedures (this includes CSE pathway and the Child Protection pathway)
- 22% were referred to other agencies for support
- 22% were provided with information and advice

3.3. Local Authority's Specialist CSE Team (CATE)

In 2016-17 the Local Authority's specialist CATE team received 58 referrals to their service.

As at 31st March 2017, the CATE team were working with 68 young people. Of these:

- 62 were female and 6 were male;
- 54 were of a White British heritage, 6 were of a mixed heritage, with the remaining 8 from an Asian, Black or other white heritage; and
- 31 of the young people were between the ages of 16-17, 2 were 18 years and over, 28 were between 14 and 15 years and 7 were 13.

3.4. Recorded Crime

For the year 2015/16 of the 128 sexual activity offences involving a child under 16¹, there were 53 (41%) that involved contact over social media or other electronic communication with the offender and victim never coming face-to-face.

For CSO offences between April 2014 & Sept 2016 where the offender is known:

- 37% of child sexual offences were committed by offenders under the age of 15 on victims under the age of 15;
- 52% of child sexual offences were committed by offenders under the age of 18 on victims under the age of 18;
- For child sexual offences where the offender is known:
 - 89% are white males
 - 2% are Asian males;
- 67% of offences were committed by white males on white females and a further 11% were committed by white males on white males.

This information continues to be developed and will enable further targeted disruption activity.

¹ Sexual offences against children includes the following offence types: Rape of female child under 13; Rape of a female child under 16; Rape of a male child under 13; Rape of a male child under 16; Sexual activity involving a child under 13; Sexual activity involving a child under 16; Sexual assault on a female child under 13; Sexual assault on a male child under 13; Sexual grooming; and Abuse of children through sexual exploitation.

Service Development

- 3.5. On 1st May 2017, the new contract for the **0-25 Emotional Health and Wellbeing Service commenced**. As well as offering the 'traditional' child and adolescent mental health services, the new service also includes additional early help services from Kooth and the Children's Society². These early help services will allow better access to mental health services without the need for a referral and their safeguarding procedures will support young people who are at risk or harm (or have made new disclosures) to access the appropriate level of support. The effectiveness of the new service will continue to be challenged and monitored by the TWSCB.
- 3.6. The [National Working Group's \(NWG\) National CSE Response Unit](#) (set up, and funded, as part of the Government's response to CSE) provides professionals with a variety of resources, ranging from an out of hours helpline for professionals to a resource library. Locally, the partnership have utilised these resources, when required, to inform practice. For example, some of the resources have been included in the bespoke training course that has been developed and the unit has been consulted in terms of types of support for parents.
- 3.7. **Partnership engagement in work around CSE continues to be strong** within the Borough. In the last few months, further service developments have strengthened the Borough's multi-agency ability to tackle CSE:
- The new conditions for licence of Hackney Carriages and Private Hire vehicles was implemented on 1st April 2017. This incorporates the requirement for operators to have a designated CSE contact for drivers to report concerns to, confidentially, and that they will display relevant CSE material on their premises as required by Telford & Wrekin Council. During 2017-18 compliance checks will be carried out and the results shared with the TWSCB.
 - The process for out of area placements has been enhanced. The notification of a young person being placed in the area where CSE is identified as a concern is provided to Family Connect by the placing authority, and then shared with the new Telford specific Police CSE team (set up in January 2017)³. The Police CSE Team and the CATE team discuss these cases on a fortnightly basis to share information in respect of these young people and plans to mitigate any associated risks are agreed. Simultaneously, the placing authority is notified of the local service provided by the CATE team and the opportunity to request a service or share information through the CSE Risk Panel. Over the last six months three such requests for service have been made through this process.

² Kooth is an online service which is already available via any web enables device and it is envisaged that the Children's Society 'drop-ins' will be established by the end of September.

³ In January 2015 a Police CSE Team that spanned both Telford and Wrekin and Shropshire was set up. In January 2017 this was split into the two geographical areas with an increase in resources: one Detective Sergeant, five Detective Constables, a coordinator and an analyst.

- Identification and re-education of perpetrators has been developed across the partnership landscape. For example, the new Telford and Wrekin Police CSE Team and the Council's CATE team have reinforced the strong links between the two agencies. They have developed processes to further strengthen information sharing through fortnightly meetings, which enables individuals to be identified through minimal information. This has led to the Police CSE Team **implementing a range of interventions and disruption techniques** which vary depending on the severity of risk level (for example explaining the consequences of being a perpetrator of CSE, though to Child Abduction Warning Notices and arrests being made).

Raising Awareness and Training

- 3.8. Nationally, The Children and Social Work Act 2017 (which came into force on 1st May 2017) outlined the **new statutory requirement for all educational establishments (primary and secondary) to teach Relationship and Sex Education (RSE) and Personal, Social and Health Education (PSHE) from September 2019**. Locally, Telford & Wrekin Council's Public Health Team are working with the Severn Teaching Alliance to build into the Future in Mind programme (a teacher train the trainer course) support for schools around implementing the national changes. This will include the purchasing the [Shropshire Respect Yourself Relationship and Sex Education programme](#) which received the PSHE Association quality assurance kite mark in in 2014. This programme provides a comprehensive cross phase scheme of work containing lesson plans, resources, assessments and teacher guidance for Years 1 through to 11. The implementation of this, and inclusion of CSE, will be monitored through the TWSCB.
- 3.9. Raising awareness of CSE and training professionals to recognise the signs continue to be key elements of the TWSCB's work. In the last six months:
- The **Tell Someone campaign** (<http://www.tell-someone.org/>) was launched in March 2017. This is a dedicated website to raise awareness of CSE across West Mercia, with bespoke sections for each locality and for young people, parents/carer and professionals. In the three week period surrounding CSE Awareness Day there were 20,290 direct links to the website, with the largest age group (10%) from young people aged 13 to 18.
 - **A CSE Raising Awareness Day was held on 17th March 2017**. The aim of the event was to challenge misconceptions and address some of the perceived gaps; it focused on building cohesive communities, accurate statistical data, education and licensing. 105 people attended the event including: the statutory agencies, voluntary services, Street Pastors, Shropshire Islamic Foundation, taxi companies, housing providers and leisure services. The event was evaluated positively and some of the comments provided by the attendees included:
 - *“thought provoking and significantly improved my understanding of risk factors and how we collectively work across agencies to tackle those”*

- *“There was a real sense of unity of intent and purpose amongst the people attending which needs to be encouraged.”*
- *“The keynote speaker offered a fascinating view and it was really useful to hear from a Pakistani man regarding the cultural issues and allegations surrounding CSE in Telford. It was also an excellent opportunity to raise awareness of some of the work done by public health such as the Respect Yourself and LoudMouth work programmes in partnership with schools”*
- The TWSCB has worked with the Community Safety Partnership (CSP) to bid for some money from the Police and Crime Commissioner (PCC) to fund a post for 12 months that will look at raising awareness of CSE in the community, including parents. This was granted by the PCC in May 2017 and the post is currently in the recruitment phase. This will be monitored closely by the CSP and quarterly updates will be provided to the PCC.
- Further to the training event for hotels and B&B staff in December 2016 the local Policing team has **delivered training to approximately 220 hotel staff** (including maintenance, housekeeping, bar, leisure, food, duty managers and security staff). The awareness training covers safeguarding (including domestic abuse and CSE), drugs and prostitution. The training has given the staff a structure to report their concerns, know that they will be listened to, and information will be shared between internal departments and the police.
- The TWSCB and the CATE team have developed a **bespoke multi-agency training course for front-line safeguarding practitioners across the Borough** which will be delivered by the CATE team, alongside partners, from September 2017 onwards. The course enables attendees to understand:
 - Child sexual abuse and child sexual exploitation and how they interconnect;
 - The local and national context;
 - And identify different forms/models of child sexual abuse and the grooming process;
 - The impact and experience from a young person’s perspective and also the impact on family and the wider community;
 - The legislation and the law associated with child sexual abuse;
 - The role of disruption, tools available and how these are used locally; and
 - Their roles and responsibilities in relation to CSE and Sexual Abuse.

This course is free to all statutory partners and volunteers and available at a nominal charge to other organisations and charities.

3.10. Appendix A outlines the actions and progress made as at the end of August 2017 against the thirty eight recommendations.

4. NEXT STEPS

- 4.1. The TWSCB will continue to monitor and challenge the progress made against the recommendations through the TWSCB Child Exploitation Thematic Sub-group. This will be scrutinised by the TWSCB and any issues raised with agency leads where appropriate to ensure timely progress is being made.
- 4.2. The TWSCB's Child Exploitation Thematic Sub-group work continues to include 'horizon scanning' which enables the group to ensure its action plan reflects any emerging issues and any good practice from other areas.
- 4.3. The TWSCB will provide a further report outlining the impact of the actions in September 2018 to Telford & Wrekin Council's Children & Young People's Scrutiny Committee.

Report prepared by Sarah Constable, Partnership Manager, 01952 380599.

Appendix A: Multiagency response to the report's recommendations

Rec N°	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved as at July 2016	6 month progress update (as at November 2016)	12 month progress update (as at August 2017)
1	<p>Initial work to identify scale of CSE</p> <p>The Committee recommends that the current data from the West Mercia Police Problem Profile, Family Connect, the CATE Team and other Council services is used to develop a common understanding the scale and types of CSE in the Borough and how this changes over time.</p> <p>The facts about the scale of CSE in the Borough should be made accessible to the public and used as part of the awareness raising activity with the public, young people of secondary school age and training staff and volunteers.</p>	TWSCB	<p>The TWSCB has been working to compile a comprehensive partnership CSE profile for Telford and Wrekin. This is ever evolving and is an integral part of the work and monitoring of the TWSCB Child Exploitation Thematic Group.</p> <p>The facts about CSE will be utilised in the raising awareness to ensure that the public is aware of the profile of CSE in the Borough.</p>	<p><i>In progress</i></p> <p>The facts about CSE will be utilised in all raising awareness to ensure that the public is aware of the profile of CSE in the Borough. This will include the raising awareness day in March 2017.</p> <p>The TWSCB continues to develop its' comprehensive partnership CSE profile for Telford and Wrekin. This is ever evolving and is an integral part of the work and monitoring of the TWSCB Child Exploitation Thematic Group. This now also includes data around training provided to professionals, including taxi operators.</p> <p>A joint piece of work between TWC and West Mercia Police (WMP) has also been undertaken to understand the trends in child sex offences over recent years looking</p>	<p><i>Completed.</i></p> <p>Further to the actions completed at 6 months the following has been achieved:</p> <ul style="list-style-type: none"> • At the CSE Raising awareness session in March 2017 the CSE profile for the Borough was shared. This was well received by the attendees. (Please refer to Rec 19 for further details on the event). • The Child Sexual Offences data is updated quarterly and presented to the relevant partnerships to inform work plans. The partnership profile continues to develop as new trends and themes arise. • The facts about CSE locally have been imbedded in the new TWSCB Sexual Abuse and Exploitation Training that will commence in September 2017. <p>An data has highlighted the following:</p>

Rec N°	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved as at July 2016	6 month progress update (as at November 2016)	12 month progress update (as at August 2017)
				<p>specifically at victim and perpetrator profiles. This data has highlighted the following:</p> <ul style="list-style-type: none"> • The number of child sexual offences has increased continuously from June 2014, 5.5 rate per 10,000 population, to 16.9 rate per 10,000 population, in June 2016; however, this mirrors the trend for rates of all sexual offences, and all recorded crime within the Borough. • For the year 2015/16 of the 128 sexual activity offences involving a child under 16, 53 (41%) involved contact over social media or other electronic communication with the offender and victim never coming face-to-face. • 89% of offenders are white males, 2% are Asian males and 1% are 	<p><u>Contacts with the Local Authority</u></p> <p>In 2016-17 the Local Authority received 337 contacts mentioning CSE. This accounts for 2.7% (337 of 12,173) of the total number of contacts received in that time period. These 337 contacts relate to 224 young people.</p> <p>Of those contacts 43.3% were made by other local authority services, 27.0% by the Police, 17.2% by education, with the remaining 12.5% coming from members of the public, victim support, housing providers and health providers (including GPs and schools nurses).</p> <p>The outcomes of those contacts were:</p> <ul style="list-style-type: none"> • 56% progressed along child protection procedures (this includes CSE pathway and the Child Protection pathway), • 22% were referred to other agencies for support, and • 22% were provided with

Rec N°	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved as at July 2016	6 month progress update (as at November 2016)	12 month progress update (as at August 2017)
				<p>black males.</p> <ul style="list-style-type: none"> The first quarter statistics for 2016/17 show a slight drop in recorded offences in Telford, with other areas around the country now showing higher rates. <p>This information will help to further develop the intelligence around perpetrators within the Borough and enable further targeted disruption activity.</p>	<p>information and advice.</p> <p><u>Local Authority's Specialist CSE Team (CATE)</u></p> <p>In 2016-17 the Local Authority's specialist CATE team received 58 referrals to their service.</p> <p>As at 31st March 2017, the CATE team were working with 68 young people. Of these:</p> <ul style="list-style-type: none"> 62 were female and 6 were male; 54 were of a White British heritage, 6 were of a mixed heritage, with the remaining 8 from an Asian, Black or other white heritage; and 31 of the young people were between the ages of 16-17, 2 were 18 years and over, 28 were between 14 and 15 years and 7 were 13. <p><u>Recorded Crime</u></p> <p>For the year 2015/16 of the 128</p>

Rec N°	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved as at July 2016	6 month progress update (as at November 2016)	12 month progress update (as at August 2017)
					<p>sexual activity offences involving a child under 16⁴, there were 53 (41%) that involved contact over social media or other electronic communication with the offender and victim never coming face-to-face.</p> <p>For CSO offences between April 2014 & Sept 2016 where the offender is known:</p> <ul style="list-style-type: none"> • 37% of child sexual offences were committed by offenders under the age of 15 on victims under the age of 15; • 52% of child sexual offences were committed by offenders under the age of 18 on victims under the age of 18; • For child sexual offences where the offender is known: <ul style="list-style-type: none"> ○ 89% are white males ○ 2% are Asian males • 67% of offences were

⁴ Sexual offences against children includes the following offence types: Rape of female child under 13; Rape of a female child under 16; Rape of a male child under 13; Rape of a male child under 16; Sexual activity involving a child under 13; Sexual activity involving a child under 16; Sexual assault on a female child under 13; Sexual assault on a male child under 13; Sexual grooming; and Abuse of children through sexual exploitation.

Rec N°	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved as at July 2016	6 month progress update (as at November 2016)	12 month progress update (as at August 2017)
					committed by white males on white females and a further 11% were committed by white males on white males.
2	<p>Ongoing Monitoring of Scale of CSE</p> <p>All LSCB partner organisations and the CPS should flag/record all cases of CSE. This data should be reported initially to the LSCB and then on a 6 monthly basis to the CSE Strategy Group and compared to the data held on Family Connect to ensure that there is a shared understand of the scale of CSE in the Borough and that trends in the data are monitored and inform the planning and delivery of all relevant services.</p> <p>The LSCB should include local data on CSE in the Board's Annual Report.</p>	TWSCB	<p>As part of the work mentioned in Recommendation 1, the TWSCB has requested information from partners to help compile the CSE profile. As part of this the TWSCB is challenging those agencies which are unable to specifically identify cases of CSE within their workload. The information in the CSE profile is used to compare data between agencies but also to ensure that the information informs planning and delivery of disruptions, services and training.</p> <p>A summary of the CSE profile will be included in the TWSCB annual report.</p> <p>The CPS is a national organisation and hence we cannot put in place local</p>	<p><i>In progress</i></p> <p>The 2015-16 TWSCB annual report includes within it local information about the prevalence of CSE and its other thematic areas.</p> <p>Please refer to Recommendation 1 for further information.</p>	<p>Completed.</p> <p>The TWSCB annual report includes specific information in relation to the prevalence of CSE and its other thematic areas.</p>

Rec N°	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved as at July 2016	6 month progress update (as at November 2016)	12 month progress update (as at August 2017)
			<p>fixes to our IT system to be able to monitor CSE. The term CSE can cover a wide range of offences, such as rape, sexual offences, drug offences, grooming etc. It is impossible from our IT systems to presently isolate CSE from other cases which fall under these crime headings. It may well be however that the police are able to provide this level of detail. It would appear that the police may be in a position to isolate cases to cases termed as CSE. They are likely to be the better agency at the current time to provide this information. We do not have the IT capability in place currently to readily provide this level of detail and any change would need to be considered on a national basis. In addition given the definition of CSE – which could encapsulate a number of offences, this is not a simple solution.</p>		

Rec N°	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved as at July 2016	6 month progress update (as at November 2016)	12 month progress update (as at August 2017)
3	<p>Annual Review of CSE Strategy That the CSE strategy is reviewed annually by the LSCB and informed by the experience of survivors of CSE, their family and carers and front line staff. The updated strategy should reflect changes in models of CSE and this should inform training for staff and volunteers.</p>	TWSCB	The TWSCB will ensure that the CSE Strategy is reviewed and it is an integral part of the work and monitoring of the TWSCB Child Exploitation Thematic Group.	<p>In Progress</p> <p>The strategy refresh has begun and steps are being taken to engage survivors in the process. This is due to be completed by the end of the January 2017.</p> <p>Once the strategy has been refreshed, multi-agency briefings will be held to ensure that professionals are aware of their responsibilities within the pathway. This will be held in March 2017.</p>	<p>Nearing completion</p> <p>Upon commencing the strategy review it was established the further work was needed to inform its progress, including utilising the multi-agency intelligence (Rec 1) to further inform next steps.</p> <p>The strategy is now in its final stages of development and is due for sign off in September, followed by briefing events in October.</p>
4	<p>Impact of Cuts to Services The Committee recommends that the LSCB monitors the impact of cuts to local services and also the loss of expertise and knowledge within organisations as staff numbers are reduced.</p>	TWSCB	The TWSCB monitors changes in organisations and the impact it has on safeguarding children and young people, as well as partners. Where changes have identified a significant impact partners are asked to complete a Child Impact Assessment Form, outlining the changes, what impact it has and how the risks are being mitigated. It is then submitted back to the	<p>Completed</p> <p>The TWSCB monitors changes in organisations and the impact it has on safeguarding children and young people, as well as partners. Where changes have identified a significant impact partners are asked to complete a Child Impact Assessment Form, outlining the changes, what impact it has and how the risks are</p>	<p>Completed</p> <p><i>As per 6 month update</i></p>

Rec N°	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved as at July 2016	6 month progress update (as at November 2016)	12 month progress update (as at August 2017)
			<p>TWSCB for scrutiny and challenge. This will also include the loss of expertise and knowledge within the organisation and the impact this will have on the service provided.</p>	<p>being mitigated. It is then submitted to the TWSCB for scrutiny and challenge. This will also include the loss of expertise and knowledge within the organisation and the impact this will have on service provision.</p>	
5	<p>Links to Other Policies and Strategies for Adults The Committee therefore recommends that the Council and CCG review the following strategies and policies to ensure that the needs of those affected by CSE are recognised and met:</p> <ul style="list-style-type: none"> <input type="checkbox"/> The Joint Strategic Needs Assessment <input type="checkbox"/> The strategies and action plans for the Commissioning and Transformation Partnerships <input type="checkbox"/> Adult Safeguarding Policies and Procedures <p>The Committee recommend that these reviews takes place by July 2016 and are then updated following the publication of the NICE Guidance on CSE due to be published in 2017.</p>	HWB/TWC	<p>The Health & Wellbeing Board (HWB) recognises that the impact of CSE is wide ranging, significant and lifelong, with potential impact on the whole family. The priorities of the HWB have clear linkages to CSE from both a preventative approach and to supporting the victims of CSE. However, the HWB wanted to focus on issues which they would be uniquely placed to address and progress, and were not already being addressed by existing partnerships. This is reflected in the cross cutting priorities which have been selected and is in contrast to the service specific priorities previously adopted by the</p>	<p>Completed</p> <p>CSE is already referred to as part of Chapter four (Staying Safe) of TWC'S JSNA data set on the facts and figures website page.</p> <p>In terms of adult safeguarding: if an adult considers themselves to have care and support needs as defined by the Care Act 2014 they can request a Care Act Assessment. If they feel their needs are emotional health and wellbeing related then support can be accessed directly through primary care (e.g. GPs) to access mental health services/psychologically</p>	<p>Completed</p> <p><i>As per 6 month update.</i></p> <p>The JSNA was updated in June 2017 and is referred to as "Understanding Telford and Wrekin". Chapter 4, Staying Safe is refers to CSE and Sexual Offences.</p>

Rec N°	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved as at July 2016	6 month progress update (as at November 2016)	12 month progress update (as at August 2017)
			<p>HWB.</p> <p>The HWB strategy will be delivered through a series of work programmes which will be delivered by Commissioning and Transformation Partnerships (Living Well Network, Early Help Partnership, Community Safety Partnership and potentially a new partnership called the Stronger Communities Board). These work programmes are currently being developed and will be shared at a meeting of lead officers to ensure consistency and avoid duplication – Board Managers from both safeguarding adults and children boards will be invited.</p> <p>Both the TWSCB and Telford & Wrekin Safeguarding Adult Boards recognise the lifelong impact of CSE and having a joint Independent Chair of both boards ensure linkages are</p>	therapies.	

Rec N°	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved as at July 2016	6 month progress update (as at November 2016)	12 month progress update (as at August 2017)
			<p>made across the two partnerships as appropriate (including issues around transition to adulthood).</p> <p>CSE is already referred to as part of Chapter four (Staying Safe) of our JSNA data set on our facts and figures website page.</p>		
6	<p>Mapping Support and Agreeing Thresholds</p> <p>The Committee recommends that a mapping exercise is undertaken to identify the support available for victims of CSE from the range of organisations from identification through to prosecution and post sentencing. For example this should include CATE, ISVA, AXIS, CAMHS, PCSOs, Youth workers, Victims Liaison Officers, Witness Care Unit and other relevant services.</p> <p>This information should be available to victims and their families to explain the roles of the different organisations and how they are accessed.</p>	TWSCB	<p>Identification of support (including therapeutic) available for victims is an integral part of the work and monitoring of the TWSCB Child Exploitation Thematic Group. The TWSCB will also ensure that this is remains part of the 0-25 emotional health and wellbeing transformation plan which is being led by the Local Authority and CCGs in both Telford & Wrekin and Shropshire.</p> <p>The TWSCB has previously produced leaflets explaining what the Council's CATE team does. These will be expanded to provide victims</p>	<p>In progress</p> <p>The Emotional Health and Wellbeing 0-25 Service is due to go live in May 2017.</p> <p>The support that is currently available is documented in a variety of places (e.g. strategies, transformation project plans...etc). The next stage is to compile the list of support available into one document. Following this the support will be mapped against the threshold for intervention and CSE pathway. A meeting is scheduled for early January to progress this.</p>	<p>Nearing completion</p> <p>The 0-25 Emotional Health and Wellbeing Service commenced on 1st May 2017. (Please refer to Recommendation 8 for further details on the service.)</p> <p>The information in relation to the support available for victims is contained within the CSE Strategy, please refer to Rec 3 for further details.</p> <p>The CATE leaflets have been reviewed and the following changes are required:</p> <ul style="list-style-type: none"> • Links to the local Police CSE Team, and • Links to Tell Someone Website

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	<p>The mapping exercise should also inform a multi-agency agreement on the threshold of need for different services and set out clearly how organisations support victims/survivors according to the level of risk and how services change as the level of risk increases or reduces.</p> <p>In their role as corporate parents, members want to ensure that as part of their assessment and care planning, all children in care are assessed for their risk of CSE and that this is reviewed on an ongoing basis by the Independent Reviewing Officer as part of the child care plan.</p>		<p>and families with all of the information in one leaflet, explaining the services available to them and what support can be offered depending on their level of risk.</p> <p>All children who are taken into the care of the local authority have to have an assessment undertaken. An integral part of this assessment is looking at the risk factors/indicators to provide a holistic picture for that child/family; this will include CSE. For any child at risk for CSE, or subject to CSE, their care plan should reflect how this is being addressed. The Independent Review Officer (IRO) is charged with reviewing the child's care plan, (at a minimum of 6 month frequency) which should include the risk, they may or may not have, in respect of CSE and how the multiagency group is working to reduce this risk. The TWSCB will undertake an</p>	<p>Once this piece of work has been completed (Feb 2017) the CATE leaflets will be updated to ensure information about the team and the services available are up to date.</p> <p>The TWC is undertaking an audit to review how the risk of CSE, and the plan to reduce the risk, is included in Child Protection Plans and Children in Care plans is monitored by their Independent Reviewing Officer. The results of this work will inform the next steps this for this action. The audit is taking place during November and the results are due to be collated in December and presented in early January 2017.</p>	<p>The additional information is being included during August and then progressed through design and print ready for publication in September 2017.</p> <p>Due to prioritising other CSE actions the audit did not take place in 2016 as stated in the 6 month update. The audit has taken place and the results are being presented to the next TWSCB Child Exploitation Thematic Sub-group in September to review and agree next steps.</p>

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			audit to review this practice and will then take appropriate action.		
7a	Therapeutic Support The Committee recommends that local organisations work together to ensure that the immediate and ongoing therapeutic need of victims/ survivors and their families are recognised in the commissioning strategies.	TWSCB	Please see the above response to Recommendation 6	In progress As noted in Recommendation 6.	In progress As noted in Recommendation 6.
7b	Therapeutic Support However, given the scale of cuts to local public sector organisations, the Committee also recommends that the Department of Health, the Home Office and the Department for Local Government and Communities urgently review the national funding available to support for victims of CSE and their families. This should include support available from the point at which a young person is identified as a victim of CSE, through the criminal justice process and long term support.	National	Following the agreement of Cabinet and TWSCB, Cllr Kevin Guy, Cllr Paul Watling and Andrew Mason wrote to the Secretary of States for Education, Health and the Home Department to ask them to consider this recommendation.	Completed. On 30 th October 2016 Nicola Blackwood, Department of Health, responded to the recommendation. The letters explains that the "Government is committed to preventing these terrible crimes from happening and making sure that every child gets the support they need." The letter explains that they have " <i>commissioned NHS Digital to develop, collect and publish a CSA data standard in a way that will provide commissioners with a better understanding of the</i>	Completed. As per 6 month progress update.

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				<p><i>prevalence of CSA in England and inform local health needs assessments. The purpose of improved prevalence data is to lead to informed commissioning of needs and services for people who have been abused, and to improve health outcomes, through more timely support, thereby reducing the impact of the abuse and preventing disease and poor health later on in life.</i></p> <p><i>“We should not assume that all children need medicalised treatment in order to help them come to terms with the crimes committed against them. Not all children and young people who have been abused or exploited will develop a mental health problem and intervening unnecessarily or inappropriately can be harmful. For those that do need mental health support, the important things is that they get the right care at the right time, based on their</i></p>	

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				<p><i>clinical needs, not their potential needs based on their experiences".</i></p> <p>For a full copy of the response please refer to Appendix B.</p>	
8	<p>CAMHS When commissioning the Child and Adolescent Mental Health (CAMH) service, the CCG ensures that:</p> <ul style="list-style-type: none"> The role of the CAMH service is clarified with partner organisations, professionals and service users so there is a clear understanding of the role of the CAMH service in both diagnosis of mental health issues and also in providing ongoing intervention and support. Victims of CSE who are referred to the CAMH service but do not recognise the need for or want specialist help at that time are contacted by the CAMHS at a later stage to invite them to seek 	CCG/TWC	<p>The CCG has a transformational plan in place to improve access to CAMHS provision and there is a procurement exercise is being undertaken to commission a new model of service delivery. Health representation in Multi-Agency Safeguarding Hub (MASH), i.e. Family Connect CAMHS member. This will be achieved through:</p> <ol style="list-style-type: none"> Both Telford and Wrekin and Shropshire CCGs are working collaboratively with the two councils across Shropshire in undertaking a full service redesign for local CAMHS service provision to improve access, waiting times 	<p>In progress</p> <p>The new Emotional Health and Wellbeing Service for 0-25 year olds will provide a variety of support across the windscreen of need. This service is currently in its procurement stage but is on track to go live in May 2017.</p> <p>GPs are now being informed by letter if a local child has been discussed at the CSE panel in Telford and Wrekin.</p> <p>There is direct representation by a CAMHS senior worker (who is also the main allocated worker for children with CSE risks) attend Risk Panel. The risk panel also utilises the ability to escalate within the</p>	<p>Completed and ongoing.</p> <p>The new contract for the 0-25 Emotional Health and Wellbeing Service commenced on 1st May 2017 and as part of the implementation, a waiting list initiative is being undertaken to clear historic waits by the end of August. Currently this piece of work is on target.</p> <p>Following the transfer of staff from the previous provider, SSSFT are undertaking a service review and will be launching consultation on a new staff structure which seeks to place capacity in the right areas with the intent to provide a quicker response to referrals into the service.</p> <p>Communications and</p>

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	<p>support. (currently patients who decline the service are not followed up and a second referral is required)</p> <ul style="list-style-type: none"> • Appropriate training is provided so staff supporting young people with mental health issues recognise and respond appropriately to CSE. The committee would like to highlight this specifically for services for young people who self-harm or have attempted suicide. • Current gaps in the CAMH service that should be addressed in the commissioning process are support provided by the following professionals: Art Therapist, Family Therapist, Psychologists and Dedicated CSE Consultant. • A more robust CAMH service within the CATE team is developed similar to the CAHM and Youth Offending Team model. • The referral process for 		<p>and on-going therapy support including 'gaps in professional roles/ succession planning.</p> <ol style="list-style-type: none"> 2) The CCG will promote the CAMHS service to ensure clarity with partner organisations and professionals and service users to enable clearer understanding of the role of CAMHS in both diagnosis and on-going intervention and support. 3) Pathway development within the CATE team of CAMHS. 4) Access to the service will be improved including GP referral pathway to ensure CSE patients are referred to the appropriate service first time. 5) The CCG monitors via the contract management performance and implementation of service development redesign. 6) Individuals with "lived 	<p>CAMHS allocation process if necessary. From a strategic point of view the CAMHS manager is a part of the TWSCB Child Exploitation Thematic Sub-group and this enables any further service flexibility requirements to be discussed and resolved.</p>	<p>engagement with stakeholders is being led by the new provider which includes updated on progress with the new model of delivery. A 'shout out' event is planned for November when it is envisaged that a large proportion of the initial service redesign will have taken place and patients will be experiencing a much improved service from the new model. Part of the drive will be the establishment of more 'early help' to support young people where there may not be a need for a CAMHS intervention. The revised service structure will include additional capacity to improve pathways and relationships with various stakeholders, including CATE.</p> <p>The SSSFT safeguarding lead has carried out visits to the service to review current procedures and pathways and identify opportunities to improve safeguarding response.</p> <p>Referral and access pathways are currently under review and a new single point of access is</p>

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	<p>GP to access CAMHS and the Family Intervention Service should be streamlined so if a patient is referred by a GP to CAMHS but does not meet the criteria for this service the patient is referred to the Family Intervention Service (not back to the GP to make another referral through Family Connect.)</p>		<p>experience” as well the CCG young health champions have informed development of local CAMHS redesign.</p> <p>The Telford & Wrekin Council (TWC) would welcome the opportunity for closer working with the CAMHS service. The TWC will discuss with the CAMHS Service about what model should be used to enhance the direct service provision for children and young people suffering from CSE.</p>		<p>being development to streamline the pathway into the service.</p> <p>Additional early help services from Kooth and the Children’s Society will allow better access to mental health services without the need for a referral and their safeguarding procedures will support young people who are at risk or harm (or have made new disclosures) to access the appropriate level of support. Kooth is an online service which is already available via any web enables device and it is envisaged that the Children’s Society ‘drop-ins’ will be established by the end of September</p>
9	<p>Sexual Health Services Some specific issues that have been identified during this review are:</p> <ul style="list-style-type: none"> All victims of CSE should be offered a full sexual health check, for people aged 13 or over through specialist sexual health 	<p>Public Health NHS England CCG SSSFT</p>	<p>TW Council will ensure all victims of CSE have access to a full sexual health check within the integrated sexual health service will form part of the ongoing contract monitoring of this service. Within the integrated sexual health service contract, a</p>	<p>Completed</p> <p>All victims of CSE are able to access a sexual health check as part of the new Sexual Health Service. To date the 70% of clinical staff have now attended CSE training delivered by the</p>	<p>Completed</p> <p>As per 6 month progress update.</p>

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	<p>services commissioner by Telford & Wrekin Council and for those under 13s through the Sexual Assault Referral Centre (SARC) commissioned by NHS England</p> <ul style="list-style-type: none"> • When a perpetrator of CSE has a sexually transmitted infection the affected victims are offered support and screening. NB for children under 13 the screening is through the Sexual Assault Referral Centre (SARC) commissioned by NHS England. • All victims of CSE who have been raped can choose to be examined by an appropriately qualified female clinician within the specified timescales required for evidence, through the Sexual Assault Referral Centre (SARC) commissioned by NHS England • Young people who frequently access emergency contraception 		<p>new quality outcome indicator has been included and will be monitored:</p> <ul style="list-style-type: none"> • Number of Service users assessed using CSE 'Spotting the Signs' or similar framework as part of case finding / sexual health history taking (<i>with a threshold of 100%</i>) • Percentage of staff attended Telford & Wrekin Council's training/awareness sessions on child sexual exploitation and awareness of local CSE procedures (<i>with a threshold of 100%</i>) <p>For victims of CSE that require referral to SARC we will facilitate discussions with the responsible commissioner as a way to improve patient pathways. For young people that frequently access emergency contraception services, we will ensure they</p>	<p>Trust through sessions organised in August, September and October.</p> <p>Under 13s are able to access the same service through the new West Midlands Paediatric Sexual Assault Service. The CSE risk assessment tool is written through the pro forma used, and CSE is considered in every case. STI screening is also considered and offered in every case.</p> <p>All victims of any form of child sexual abuse/assault in the region, including those who where there is concern about CSE have access to the West Midlands Paediatric Sexual Assault Service. (WMPSAS). Referrals are accepted from all sources including self referrals. Every effort is made to offer a choice of gender, and this is taken into account along with the forensic and health needs in determining the urgency of</p>	

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	<p>services or have repeat abortions receive appropriate support and advice from primary care, pharmacies and specialist sexual health services about CSE.</p> <ul style="list-style-type: none"> • The commissioning responsibilities for these services are as follows: <ul style="list-style-type: none"> o Emergency contraception services in pharmacies and specialist sexual health services – Telford & Wrekin Council o Abortion services and emergency contraception in primary care/General Practice - NHS Telford & Wrekin CCG 		<p>have up to date information on CSE as well as information on the local specialist sexual health service.</p> <ul style="list-style-type: none"> • PharmOutcomes which is a web-based system that is used to record all activity within community pharmacies will include CSE information and advice • We will ensure that all training delivered to pharmacies include CSE awareness and local referral process (Family Connect) <p>NHS England support the main thrust of the recommendation. Sexually Transmitted Infection (STI) screening for under 13s is currently provided through the SARC provider due to the gap within current service provision for this age group. This will continue to</p>	<p>response. WMPSAS offer an acute on all service 24/7/365 service which can accommodate same-day and next day examinations. We also offer planned clinic appointments across the region; Where it is appropriate to do so, children and young people will be offered a choice of clinic appointments, with a range of time, day and venue as well as examiner.</p> <p>GPs and pharmacists have been forwarded NHS England CSE Advice for healthcare staff booklet and advised to read with accompanying CSE training videos for staff, victims, etc on NHS England Website. Also, The Children’s Society Seen and Heard Campaign has also been locally circulated to medical surgeries and local pharmacists.</p>	

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			<p>be the case when the Regional Paediatric SARC goes live in October 2016.</p> <p>Shropshire and South Staffordshire NHS Foundation Trust (SSSFT) sexual health services would welcome any review of their service in relation to responding to CSE. However, this will need to be approved by our commissioners to ensure appropriate governance of any review findings. In relation to the specific recommendation regarding service delivery:</p> <ul style="list-style-type: none"> • Full sexual health screening will be offered to victims of CSE where this is necessitated by their presenting history. • Offering sexual health screening to victims is current practice within the service. • Maintain close links 		

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			<p>with SARC to ensure pathways are maintained to ensure victims receive appropriate support.</p> <p>Emergency Contraception can now be obtained from GP surgeries, walk in centres and Local pharmacists.</p> <p>GP surgeries have safeguarding leadership and governance named safeguarding professionals who have received training in CSE. Abortion services are commissioned to support this vulnerable group. This will be achieved through:</p> <ol style="list-style-type: none"> 1) NHS England Child Sexual Exploitation: Advice for Healthcare staff leaflet developed May 2016 for healthcare staff. 2) Services are now commissioned to support this vulnerable CSE patient group. 		

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10a	<p>Support for Victims in the Criminal Justice System The Crown Prosecution Service implements a system to flag cases of CSE that they receive to report and analyse this information nationally. (Linked to Recommendation 2 above)</p>	CPS	<p>The CPS will not have the detail to identify CSE cases as noted in recommendation 2. The CPS also, will not be in a position to provide detail on any cases where the Police decide not to refer a case to CPS as the threshold test is not met. It may be possible for the CPS to provide an overview to TWSCB in any CSE cases, where an investigation has identified victims and perpetrators of CSE but the cases have not gone to court because of insufficient evidence or where the witness withdrew from the process, these cases would need to be identified by the police. Clearly usual confidentiality and disclosure rules would have to be observed.</p> <p>In practical terms however all of our cases are dealt with on a case by case basis so far as witness care and support is concerned. The Crown Prosecution Service work with Police partners to</p>	<p>In progress</p> <p>WMP and CPS have agreed to provide an annual report to the TWSCB outlining the number of cases of CSE where an investigation has not progressed to court due to insufficient information or the witness withdrew from the process. This is scheduled for the next annual report timetable (April 2017).</p> <p>This information will be utilised to assess if there are any gaps in support to victims, or if any changes to service provision are required.</p>	<p>In progress</p> <p>The WMP and CPS have provided an update for the figures for the last year. This will be reviewed at the next CE Thematic Sub-group and will be incorporated into the ongoing performance framework. This information will be used alongside the other intelligence to assess whether any further support for victims is required.</p>

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			<p>ensure that special measures are in place for all vulnerable victims and witnesses. Any flag would not add to the practical application of our witness care measures which our policies already demand (please see for example of the internet CPS policies on service to victims and witnesses and policy under sexual offences).</p> <p>This recommendation partly involves CPS identification of cases where the police have investigated and not sought a charging decision. Once again the CPS may not be seized with this information and hence this information would need to be provided by the police.</p>		
10b	<p>Support for Victims in the Criminal Justice System Building on the CPS monthly review of failed cases, it is recommended that West Mercia Police and West Midlands CPS report annually to the Telford and</p>	WMP	Strategic service improvement department (SSI) in conjunction with PVP strategic team will be able to report against the LSCB framework in order to provide the annual data set	<p>Completed</p> <p>The CPS is committed to providing support to all victims of crime, so far as victims of CSE, this will extend to anonymity at court.</p>	<p>Completed</p> <p><i>As per 6 month progress update.</i></p>

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	<p>Wrekin CSE Strategy Group the number of cases of CSE where an investigation has identified victims and perpetrators of CSE but the cases have not gone to court because of insufficient evidence or where the witness withdrew from the process. This information should be shared with the ISVA service and CATE Team to identify learning from these cases to improve the support provided to victims of CSE during the criminal justice process and increase the chance of prosecution and conviction. Where appropriate victims of CSE should be invited to contribute to this learning process.</p> <p>Some specific learning points that have been identified in this review are:</p> <ul style="list-style-type: none"> • Victims need to retain confidence in the commitment from all organisations to seek justice in their specific case and that the evidence they provide is not used to build a separate case to the detriment of their own. • Courts and staff 		<p>from a Police perspective. CPS in conjunction with WMP Criminal Justice Department should be able to provide information regarding number of cases which were unsuccessful at Court stage</p> <p>The Court building is the responsibility of the CPS and not the Police therefore this would need to be addressed by CPS. However each CSE case could include the requirement for this element to be considered by victim support services.</p>	<p>If the offender is charged with a sexual offence, we will also consider along with the police which special measures are most appropriate in each individual case to assist the victim provide their best evidence. This may range from assistance of an intermediary, Evidence in Chief being given by video and cross examination by TV link rather than in court. It could mean evidence given behind a screen. It will also include meeting counsel in advance of trial and discussing Special Measures, arranging a court visit if this would be helpful. For a breakdown of the Special Measures in cases within the year the Crown Prosecution Service will need to have the benefit of the case details from the police as our case management systems does not flag CSE cases as a separate category to all other sexual offences.</p>	

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	supporting victims through the court process review the facilities and processes to ensure that victims of CSE are not in a public area in the court building with defendants.			<p>WMP confirm that all victims are managed by specially trained staff to ensure that not only is the investigation progressed but the victim's welfare is managed with assistance of support services such as ISVA etc. In short the victim of any crime is always at the heart of the action we take.</p> <p>As part of WMP officer's ongoing witness training ensuring that the victims are not in the same public areas as the perpetrator has been included.</p>	
11	<p>Safety Plans An audit of all current CSE cases should be carried out to ensure that victims and parents of victims of CSE should be involved in developing a Safety Plan for their child (where the young person is not subject to a child protection plan). The outcome of this audit should be reported to the CSE Strategy and Operational Groups to identify any actions required.</p>	TWC	Young people and parents are central to the success of safety planning. The TWC will complete an audit on all open cases where CSE is identified and take steps to ensure that young people and their parents have and are fully involved in developing and implementing a plan of safety.	<p>In Progress</p> <p>During December CATE practitioners will be asked to demonstrate to the TWC CSE Strategic Lead how the young person and the family have been involved and this will be cross reference the young person's file. The results will be presented back to the CE Thematic Group in February 2017.</p>	<p>Completed and ongoing</p> <p>Feedback from the CATE practitioners has found that although the safety plan is always completed with the young person and their family, this involvement is not consistently evident on the young person's record. The CSE risk assessment clearly identifies the views of the young person and the family.</p>

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					<p>This is being resolved by and additional section being added to the Safety Plan electronic template which will enable the practitioners to record how the young person and the family was involved and what they said. The progress of this action is due to be reported back to the CE Thematic Sub-group at its next meeting in September 2017.</p>
12	<p>Parent Support Group The LSCB / local authority should consult with parents of victims of CSE with a view to establishing a local parent support group. It is recommended that PACE (Parent Against Child Exploitation) is involved in this work. This work should include consideration of specific support that fathers of victims of CSE may find helpful.</p>	TWC/TWSCB	<p>The TWSCB and TWC agree that it is important the parents/carers receive the right support. The TWSCB will consult with parents of victims of CSE (including fathers) to establish what support they would want and then, as noted in recommendation 6, would ensure this is information is shared and widely known. The TWSCB and TWC will involve PACE in this consultation.</p>	<p>In progress</p> <p>In 2017 a consultation with victims of CSE and parents/carers of the victims will be held. This will look to establish what support they would want to receive (including whether a specific support group for them was needed) and if they would like to be involved in consulting on key aspects of CSE pathway.</p>	<p>In progress</p> <p>The TWSCB has consulted with the National Child Sexual Exploitation Response Unit to establish best practice in this area of support. Following this a short questionnaire has been devised to ask parents/carers of those at risk of CSE currently what other support they would benefit from. The results of this survey will be collated on 5th September and a verbal update will be provided to the Scrutiny Committee on 12th September.</p>

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13	<p>Mapping Support for Parents As set out in Recommendation 6 above, parents of victims of CSE should have accessible information about the range of support services available to their children. Organisations supporting parents should work together to co-ordinate their work and map out the support available for parents. Where possible this should identify a 'parent/ family key worker' and provide contact details for out of hours services.</p>	TWC/TWSCB	<p>The TWSCB and TWC agree that young people and their families need assistance in navigating the range of support that is available to them, and/or their child, as they progress through the CSE Care Pathway.</p> <p>Please refer to the response to recommendation 6 for further details.</p>	<p>In progress.</p> <p>Please refer to the response to recommendation 6 for further details.</p>	<p>Nearing completion</p> <p>Please refer to the response to recommendation 6 for further details.</p>
14	<p>Raising Awareness Based on the Committee's consultation with a range of groups it is recommended that the LSCB develops a long term CSE awareness raising strategy for the following groups (children, young people and parents). Where appropriate victims/survivors and their families should be given the opportunity to be involved and consulted about the work.</p>	TWSCB	<p>The TWSCB accepts this recommendation and recognises the importance of children safeguarding children, as well as empowering parents/carers in this regard. This will again be an integral part of the work and monitoring of the TWSCB Child Exploitation Thematic Group. The TWSCB will develop and agree a strategy in partnership with the Early Help Partnership and Community Safety Partnership specifically.</p>	<p>In progress.</p> <p>This has become an integral part of the CE Thematic Sub-group's action plan for 2016-17 and further discussions with other local partnerships is underway. This will be coordinated through the newly formed Partnership Team which has the responsibility for ensuring effective joined up partnership working across the borough's partnerships.</p> <p>Please refer to following recommendations for further</p>	<p>In progress.</p> <p>Please refer to following recommendations below for further information on specific aspects of raising awareness.</p>

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				information on specific aspects.	
15	<p>Young People Young people aged 11-18 in Telford and Wrekin are provided with the information they asked for about CSE as set out in pages 17-22 of this report. The Committee want to ensure that this information is accessible to all young people including those with disabilities and recommends that learning from the NSPCC report 'Underprotected/Overprotected' is used as part of this work.</p>	TWSCB	The TWSCB will utilise the relationship with the Police Cadets and the Safeguarding Children Boards in schools to assist with ensuring the information is accessible to all young people.	<p>In progress</p> <p>Within secondary schools as part of the safeguarding children board work they have been encouraged to ensure that the young people are aware of Childline, Family Connect, learning from the Underprotected/Overprotected NSPCC report is shared, healthy and safe relationships and promote the "Click CEOP internet safety" button on websites. Discussions about presenting at the Secondary Head Teachers forum are underway.</p> <p>TSV have also been consulted and suggested that they present the PANTS Campaign to Y7 pupils as they transition to secondary school. They are piloting this in December and will</p>	<p>Completed.</p> <p>In March 2017 a new young person friendly website was launched specifically in relation to CSE: http://www.tell-someone.org/ . This website was developed by West Mercia Police in partnership with the four Local Safeguarding Children Boards in West Mercia.</p> <p>Children safeguarding children initiative continues to grow in the borough, led by Holmer Lake Primary School. As at the end of the Summer term there were 35 schools that have a safeguarding children board.</p> <p>In October 2017 the TWSCB is hosting a conference "Children united in Safety" which aims to:</p> <ul style="list-style-type: none"> • share the good practice from across the schools that have a safeguarding children board,

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				<p>feedback its success.</p> <p>School leads that attended the TSV rollout network meeting suggested that the TWSCB host another “Children’s conference” to further embed this work. The TWSCB agreed this on 7th December 2016 at the Board and it is pencilled in for the Summer term 2017.</p> <p>The Police Cadets have been consulted on in respect of the TWSCB website and the children and young people section. Following their feedback the TWSCB website was updated to include more visual aspects and to be young person friendly.</p> <p>This will be monitored through the Safeguarding in Education Network and any issues raised with the TWSCB.</p>	<ul style="list-style-type: none"> • illustrate to schools that have not taken up this initiative the benefits of it to the children, the school and the local community, and • promote the package across the West Midlands region. <p>All schools, including pupils, have been invited to attend.</p> <p>This will continue to be monitored by the TWSCB as “children safeguarding children” remains a key priority.</p>
16	Children All children at primary school are	TWSCB	The TWSCB will encourage this is part of the	In progress	Completed

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	made aware of risks of abuse and neglect in an age appropriate way including how to stay safe online. (see Recommendations 18a and 18b below)		Safeguarding Children Boards in primary schools. The TWSCB will then monitor if this is happening.	As part of the safeguarding children board work within primary schools leads have been encouraged to ensure that children understand the PANTS campaign and are aware of Childline. This will be monitored through the Safeguarding in Education Network and any issues raised with the TWSCB.	The PANTS campaign and Childline awareness continue to be championed by the TWSCB and partners. The NSPCC School's Service 'Speak Out. Stay Safe' programme has been running in all bar one primary school in the Borough since 2012. It is a free programme which is delivered to Years 3 and 4 and Years 5 and 6.
17	Parents <ul style="list-style-type: none"> All parents should be encouraged and, where appropriate, supported to talk to their children aged 6-11 about safety using the NSPCC PANTS rule. All parents are informed about the risks of CSE, what the signs are, and who to contact if they have concerns. This should include information on risks of CSE including through social media, online and gaming and how parents can discuss these risks with their 	TWSCB	<p>The TWSCB will provide information to parents carers alongside the work mentioned in Recommendations 14, 15, and 16. The TWSCB will consult with Parents/Carers about what information would assist them to understanding CSE and its reality, including what the best dissemination methods would be.</p> <p>The TWSCB will work with TWC to provide specific information on CSE to foster carers and staff working with</p>	<p>In progress</p> <p>The TWSCB has updated their website to include useful information for parents/carers about CSE. As part of the survey (as per Recommendation 12) the TWSCB will ask if there are any specific aspects that they can assist parents with, e.g. online privacy settings.</p> <p>Regular training around CSE is included in the TWC foster carers' Skills to Foster course. This takes place 4 times per year with specific</p>	<p>In progress</p> <p>Further to the 6 month update, the TWSCB has worked with the Community Safety Partnership (CSP) to bid for some money from the Police and Crime Commissioner (PCC) to fund a post that will look at raising awareness of CSE in the community, including parents.</p> <p>This was granted by the PCC in May 2017 and the post is currently in the recruitment phase. This will be monitored closely by the CSP and</p>

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	<p>children and help to protect them.</p> <ul style="list-style-type: none"> Information for parents should include case studies and videos that explain the reality of CSE. Specific training on CSE should be provided for all foster carers and staff working with children in care of the local authority. 		<p>children in care of the local authority; we believe this should also include the Supervisory Social Workers for the foster carers.</p> <p>Actions against this recommendation will be monitored through the annual Section 11 audit that is completed by educational settings. It is due for completion by January 2017 and the results of which will be presented to the TWSCB Quality, Performance and Operations Sub-group at the next available meeting.</p>	<p>training on Child Protection (including CSE) takes place at least twice per year. The last Child Protection training was undertaken 22.09.2016 and the next will take place in January 2017.</p> <p>Most workers within the Child in Care and Leaving Care Team (including Personal Assistants) have had CSE training; however, due to staff changes within recent months further training sessions are being scheduled. A refresher training course will also be provided.</p> <p>As part of the raising awareness work the TWSCB is looking at how to share the information with parents in the most appropriate manner (e.g. a theatre production, part of parents evening).</p>	<p>quarterly updates will be provided to the PCC.</p> <p>39.4% of foster carers have completed CSE training (78/198). Within the skills to foster carers now have to complete the CSE Awareness E-learning course before being approved as foster carers. For current carers that have not completed it, it is part of their individual learning plan and will be completed by March 2018.</p>
18a	<p>Role of Schools and Colleges in Raising Awareness The Committee supports the joint</p>	National	Following the agreement of Cabinet and TWSCB, Cllr Kevin Guy, Cllr Paul Watling	On 26 th October 2016 a letter on behalf of the Secretary of State for	<p>Completed.</p> <p>The Children and Social Work</p>

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	<p>letter from Parliamentary Select Committee chairmen that Sex and Relationship Education (SRE) should become a statutory part of the curriculum and the recommendation from the Children's Commissioner that "<i>all school equip all children ...to understand healthy and safe relationships and talk to an appropriate adult if they are worried about abuse</i>". The Scrutiny Committee recommends that informing children and young people in an age appropriate way about CSE should be included in any future statutory SRE curriculum.</p>		<p>and Andrew Mason wrote to the Secretary of States for Education, Health and the Home Department to ask them to consider this recommendation.</p>	<p>Education was recieved. The letter outlines the importance that "<i>building children and young people's awareness and resilience so that they are best placed to respond to any threats they may face in their environment</i>".</p> <p>They go on to explain that "<i>the government has run communication initiatives such as the Disrespect Nobody campaign an this focus remains central to our work as we continue to develop our national response to CSE... In schools the Department for Education wants to provide all young people with a curriculum that prepares them for modern life. High quality teaching of personal, social, health and economic education (PSHE) is central to and we expect all schools to teach it. Already the government has made a commitment to work with the PSHE Association to develop and promote</i></p>	<p>Act 2017 (which came into force on 1st May 2017) outlined the new staturoy requirement for all educational establishments (primary and secondary) to teach Relationship and Sex Education (RSE) and Personal, Social and Health Education (PSHE) from September 2019.</p> <p>Locally, Telford & Wrekin Council's Public Health Team are working with the Severn Teaching Alliance to build into the Future in Mind programme (a teacher train the trainer course) support for schools around implementing the national changes. This will include the purchasing the Shropshire Respect Yourself Relationship and Sex Education programme which received the PSHE Association quality assurance kite mark in 2014. This programme provides a comprehensive cross phase scheme of work containing lesson plans, resources, assessments and teacher guidance for Years 1</p>

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				<p><i>guidance and resources for all schools to help them to teach young people to recognise and avoid exploitation and abuse. We will also continue to keep the status of PSHE under careful review and work to identify further action we can take to ensure that all pupils receive high quality, age appropriate PSHE and sex and relationship education (SRE). We believe that schools should also always seek to work in partnership with parents to deliver effective SRE. Schools should consult parents regularly about the content of their sex and relationship programmes."</i></p> <p>For a copy of the full response please refer to Appendix C.</p>	<p>through to 11.</p> <p>The implementation of this, and inclusion of CSE, will be monitored through the TWSCB.</p>
18b	<p>Role of Schools and Colleges in Raising Awareness</p> <ul style="list-style-type: none"> • Prior to any national decision about making SRE a statutory part of the 	Educational establishments	The TWSCB will write to all schools in Telford and Wrekin to ask them if they will voluntarily agree to teach SRE as part of the	The action about writing to schools has been incorporated into the Schools Section 11 Audit (Section 9) which the	<p>Completed.</p> <p>The Section 11 Audit has been completed by schools and the report presented to the</p>

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	<p>curriculum, the authority works with the Primary Heads' Forum and Telford & Wrekin Learning Partnership to seek a joint voluntary agreement for all schools, academies and colleges to teach SRE as part of the curriculum and that CSE is incorporated in an age appropriate way to help safeguard all young people at schools in the borough equally. A package incorporating CSE staff training and SRE curriculum content should be developed jointly (as a co-funded or traded service) possibly linked to the Prevent training currently provided. This should build on existing or free to use material and take into account the views of young people set out in pages 15-20 of this report.</p> <ul style="list-style-type: none"> • Work in this area should take into account any future guidance from the Department for Education 		<p>curriculum and that CSE is incorporated in an age appropriate way to help safeguard all young people at school within the Borough equally.</p> <p>Adam's Grammar School is moving from specific PSHE lessons towards themed days where they buy in specialists to deliver accurate and up-to-date information (for staff and pupils).</p> <p>Holmer Lake Primary School agrees that building upon the success of TSV is essential to ensure that this important aspect is reinforced through the taught curriculum. The school will continue to provide different forms of activity to engage children and young people including the use of theatre groups where appropriate to raise the issues."</p> <p>TWC recognise that schools and colleges have a key role to play in raising awareness across the board with regard</p>	<p>schools have to complete and submit to the TWSCB by January 2017. Following which an evaluation report will be compiled and the results on this specific section will be presented to the CE Thematic Sub-group in February.</p> <p>The Transfer of Records policy was updated in September and shared with all schools. The TWSCB will continue to monitor the policy's effectiveness through contact with the further education colleges within the Borough.</p> <p>As noted in the above recommendations, the rollout of the TSV within the Borough continues. As at beginning of December 32 schools within the Borough have their own Safeguarding Children Board within school.</p>	<p>TWSCB's Quality, Performance and Operations Sub-group in July.</p> <p>There was a 95% completion rate for this year's audit, of which 83% of dip sampled schools were delivering something to address this area.</p>

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	<p>on the requirement for schools to filter inappropriate contact online and also to teach children about online safety.</p> <ul style="list-style-type: none"> • The Committee commends the work of Team Safeguarding Voice (TSV) and recommends that this approach is adopted by all primary and secondary schools in the Borough in line with the existing policy of the LSCB. The skills and knowledge of children involved in TSV at Primary schools should be recognised and developed at Secondary School. • The LSCB works with Further Education Colleges to ensure appropriate systems are in place so that they receive information about vulnerable students and suspected perpetrators from schools and other statutory organisations. • The Committee 		<p>to CSE. A survey of schools in 2015 indicated that there was lack of consistency of schools teaching SRE. A group of education professionals and partners has been convened to consider a range of safeguarding issues. The support for CSE will be a key strand of work for this group over at least the next academic year.</p> <p>Work is being undertaken to review the transfer of records policy for schools and this will also include transfer of records from secondary schools to further education establishments. The TWSCB will launch this policy as part of the school policy updates at the beginning of the autumn term.</p> <p>Fleet Transport Services are operated by Telford & Wrekin Council and their main function is to transport children and adults with disabilities from home to</p>		

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	<p>recommends that taxi drivers and operators that provide an excellent service for school transport should be recognised e.g. through a 'taxi driver of the year award' or a register of taxi drivers and companies that are recommended by schools.</p>		<p>school or day centres and home again in the evening. All buses have a passenger assistant and a driver; no children or vulnerable adults are transported by lone staff. Fleet have safeguarding procedures which include only named adults being able to transport accept children or vulnerable adults, never leaving any client alone at a property or allowing a child to be left with a sibling under the age of 18 years. In the event of no one being home when a child or adult are being taken home either Family Connect or the Police are involved in investigating the circumstances. Corporate safeguarding procedures are used to raise any concerns or issues with children or vulnerable adults.</p> <p>Actions against this recommendation will be monitored through the annual Section 11 audit that is completed by educational settings. It is due for</p>		

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			completion in October 2016 and the results of which will be presented to the TWSCB Quality, Performance and Operations Sub-group at the next available meeting.		
19	<p>Local Organisations and the Public</p> <ul style="list-style-type: none"> A range of methods should be used e.g. through schools, websites, local media, local employers and businesses. As most parents who responded to the questionnaire reported they got information about CSE from the media, the Committee recommend that opportunities to raise awareness of CSE through local newspapers and radio is explored. The Committee recommends that the LSCB engages with the Shropshire Islamic Foundation to explore opportunities for joint working to tackle CSE. An issue raised by the Muslim Women's group was the 	TWSCB	<p>The TWSCB will strive to utilise different methods of dissemination. The TWSCB will work with the faith groups and establishments, including Shropshire Islamic Foundation and Muslim's Women Group, to tackle CSE alongside child abuse.</p> <p>The TWSCB will review the online CSE module that is available to all council and partner staff to ensure it covers all areas raised in the review.</p> <p>The TWSCB will work with local businesses utilising the Say Something See Something campaign and to promote the safeguarding available for volunteers, private organisations, faith groups and housing</p>	<p>In progress.</p> <p>The TWSCB, TWC and WMP are working together to develop a borough wide publicity campaign about CSE. The aim is to launch this alongside National CSE Raising Awareness Day in March 2017.</p> <p>The TWSCB has begun its project to provide safeguarding standards for Faith Based Educational Settings and as part of the next phase (starting in January 2017) it will identify the key groups to be involved.</p> <p>The CSE online raising awareness module has been reviewed; however, it will be reviewed again in the new</p>	<p>Ongoing</p> <p>In March 2017 a specific publicity campaign and new website was launched: Tell Someone. The website is dedicated to raise awareness of CSE across the West Mercia area with bespoke sections for each area.</p> <p>During the scoping of the Faith Based Educational Settings project it was established that in order to rollout the programme and provide the settings with the appropriate support required to make it sustainable further resources are required. This is currently being considered by the Local Authority.</p> <p>The TWSCB e-learning module for CSE has been updated.</p>

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	<p>lack of ESOL courses and computers for women to access information. The Committee recommends that consideration is given to finding ways to use the funding recently announced by the Government to develop local provision to meet the needs of the community.</p> <ul style="list-style-type: none"> The Council's Online training module on CSE should be updated in line with recommendation 32a below and promoted to all organisations is the Borough alongside the continued roll out of the 'Say Something If You See Something' training for local businesses. Organisations should be encouraged to train staff and volunteers including the CVS, housing providers, faith organisations and local businesses. Due to the low number of referrals to Family Connect from Housing Providers, the 		<p>providers.</p>	<p>year once the new national definition of CSE has been published and the strategy has been finalised.</p> <p>On 1st December the Police and Crime Commissioner and TWC hosted a training event for hotels and B&B staff as well as late night refreshment staff to raise awareness of the signs of CSE within their situations; this used the Say Something, See Something Campaign.</p> <p>As part of the TWSCB MASH strategic review the role of housing providers in safeguarding and their importance is included. The first meeting of this review has taken place. At the TWSCB in December it was agreed that this aspect of work would be progressed and a meeting in early 2017 would be scheduled to take forward the agreed actions.</p> <p>The TWSCB and CSP are working together (led by the</p>	<p>Further to the training event for hotels and B&B staff in December the local Policing team has delivered vulnerability training to approximately 220 hotel staff (including maintenance, housekeeping, bar, leisure, food, duty managers and security staff). The awareness training covers safeguarding (including domestic abuse and CSE), drugs and prostitution. The training has given the staff a structure to report their concerns, know that they will be listened to, and information will be shared between internal departments and the police.</p> <p>The role of housing providers continues to be reviewed through the Strategic MASH group. TWSCB and the Safeguarding Adult Board it have agreed the raising the awareness of safeguarding in all housing sectors is a key priority for 2017/18. It is anticipated that this will culminate in a conference in Spring 2018.</p>

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	Committee recommends that this is priority for the LSCB.			Partnership Team) to develop an appropriate local event for the Raising Awareness of CSE Day in 2017. This will include targeting specifically those organisations currently on the periphery of safeguarding work.	<p>On 17th March 2017 a local CSE Raising Awareness event. The aim of the event was to challenge misconceptions and address some of the perceived gaps; it focused on building cohesive communities, accurate statistical data, Education and Licensing. 105 people attended the event including: the statutory agencies, voluntary services, Street Pastors, Shropshire Islamic Foundation, taxi companies, housing providers and leisure services. The event was evaluated positively and some of the comments provided by the attendees included:</p> <ul style="list-style-type: none"> • <i>“thought provoking and significantly improved my understanding of risk factors and how we collectively work across agencies to tackle those”</i> • <i>“There was a real sense of unity of intent and purpose amongst the people attending which needs to be encouraged.”</i> • <i>“The keynote speaker</i>

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					<p><i>offered a fascinating view and it was really useful to hear from a Pakistani man regarding the cultural issues and allegations surrounding CSE in Telford. It was also an excellent opportunity to raise awareness of some of the work done by public health such as the Respect Yourself and LoudMouth work programmes in partnership with schools"</i></p>
20	<p>Elected Members Training on CSE should continue to be included in the induction programme for all new Councillors. (This should be open to Borough, Town and Parish Councillors.) An annual update on CSE should be provided for Members with specific training for Members with specific responsibility e.g. Members of Licensing Committee.</p>	TWC	TWC continue to provide CSE training to councillors as recommended and will include specific training to the Licensing Committee.	<p>In progress</p> <p>CSE Training is included in the current Elected Member Induction Programme. This was signed off at the Member Development Steering Committee on 10th November.</p> <p>The next update for Elected Members will take place in March 2017. Follow on training sessions for members with specific responsibilities that are related to CSE will follow.</p>	<p>Completed.</p> <p>This part of the annual Elected Member induction programme. The latest CSE training was held in April 2017.</p>

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				This training will take place on an annual basis to provide members with the most up to date information.	
21	<p>CATE Team Training</p> <p>It is recommended that the expertise of the CATE team is used as part of the CSE training offer that can be marketed externally and that the local knowledge is used to enhance training for local organisations.</p>	TWC	TWC welcome this recommendation as it is important to the quality of any training and awareness sessions that are provided that the local understanding and knowledge of CSE is shared.	<p>In progress.</p> <p>Following the completion of recruitment to the new CATE practitioners' posts this will be considered as part of their job role.</p> <p>In the meantime the TWSCB will continue to offer bespoke inter-agency CSE training for practitioners and managers.</p>	<p>Completed</p> <p>The TWSCB and the CATE team have developed a bespoke training course for practitioners in Telford & Wrekin which will be delivered by the CATE team alongside partners, from September 2017 onwards.</p>
22	<p>Organisations responding to publicity</p> <p>The Committee recognises that there may be concerns about organisational reputation when there are media reports of specific cases of CSE. However, the Committee recommends that all organisations consider the impact of their public statements relating to specific cases on victims.</p>	TWSCB	The TWSCB will seek assurance from all partners that they consider the impact of their public statements for the victims.	<p>Completed</p> <p>Impact is raised at various meetings - ranging from individual case discussion raised by practitioners through to high level multi agency strategic levels as well as risk panel.</p> <p>Organisations are challenged by the TWSCB</p>	<p>Completed</p> <p><i>As per 6 month update</i></p>

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				where their actions have not considered the impact of victims.	
23	<p>Referrals to Family Connect Family Connect is designed as an open system – referrals made to other teams in the council or external organisations are not followed up. Members were concerned that if a CSE referral was not acted on – this would only be picked up if a second call were made to Family Connect.</p> <p>The Committee recommend that the robustness of this service is tested by an audit of 10% of the CSE related referrals to identify if the required follow up action was taken by the team or organisation that received the referral. The outcome of this audit should be reported to the LSCB to consider any action required.</p>	TWC	The TWC agree that it is vital that professionals take action to reduce the risk of a child or young person become vulnerable to CSE. The TWC will audit of 10% of the CSE related referrals to gain assurances that follow up action recommended by Family Connect has been actioned.	<p>Completed</p> <p>TWC has reviewed all of the contacts that did not result in a safeguarding or CATE involvement that was included within the Scrutiny Report (this accounted for 10% of contacts). All contacts resulted in appropriate information and advice being provided, with a significant number not having CSE risks or issues identified and only one required further work to be undertaken by a partner agency and confirmation that this action was completed is being verified.</p> <p>This exercise will be complete again for in January 2017 for August 2015 to December 2016 time period. The results of the audit will be presented to</p>	<p>Completed</p> <p><i>As per 6 month update</i></p>

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				the TWSCB CE Thematic Sub-group in February.	
24	<p>Monitoring Referrals to Family Connect</p> <p>The Committee understand that work is under way to review the way referrals to Family Connect are recorded and monitored. The Committee recommend that this review ensures that there is a system in place for recording, analysing and reporting data about CSE related contacts and referrals and that calls from schools to contact a social worker via Family Connect regarding an existing child protection case is not recorded as a referral.</p>	TWC	The TWC will review its current process to ensure that all contacts raised by professional raising concerns about CSE, whether open or new cases, there is the ability to pull the data from this.	<p>Completed</p> <p>On Family Connect CRM system TWC are able to report all CSE cases as a reason and on the individuals name we have placed a radio button that identifies the individual as a CSE concern.</p> <p>Similarly on the social care specific system, ICS Protocol we have incorporated a Contact indicator for CSE as the reason for the contact which is also reportable.</p>	<p>Completed</p> <p><i>As per 6 month update</i></p>
25	<p>Raising Awareness of Family Connect - Public</p> <p>Through the awareness raising campaign, all organisations and members of the public should be made aware that Family Connect is the service to contact for non-emergency concerns relating to CSE.</p>	TWC	The TWC will ensure that all raising awareness campaigns have the appropriate contact details on.	<p>Completed</p> <p>All raising awareness campaigns and training around safeguarding includes how to contact Family Connect.</p>	<p>Completed</p> <p><i>As per 6 month update</i></p>

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26	<p>Raising Awareness of Family Connect with Educational Establishments</p> <p>There should be an ongoing training programme for schools, academies and colleges on the Family Connect Service so that new staff are aware of how to make referrals to this service and how the information will be used.</p> <p>As schools, academies and colleges have such an essential role in the safeguarding of children against CSE it is recommended that an audit of all referrals from schools to Family Connect is carried out. If any schools are identified as having a low referral rate</p> <p>The safeguarding leads from these educational establishments should be contacted to find out why and encourage the school to make appropriate referrals and invited to see the service in operation.</p>	TWC	<p>The ongoing promotion of Family Connect to the general public is a key priority. Schools are provided with regular updates about Family Connect and CSE is covered within the safeguarding training provided to schools by Safeguarding Lead which includes specific sections on Family Connect.</p> <p>This will also feed into the raising awareness campaigns noted in early recommendations.</p>	<p>Completed</p> <p>Schools continue to receive regular updates about Family Connect through their Designated Safeguarding Lead sessions.</p> <p>As per Recommendation 25 all raising awareness and safeguarding training includes how to contact Family Connect.</p>	<p>Completed</p> <p><i>As per 6 month update</i></p>
27	<p>Online Access to Family Connect</p> <p>A wider issue about the online accessibility of the Family Connect service was identified during the</p>	TWC	The TWC will be moving to a more accessible and interactive website for Family Connect, especially for children and young people,	<p>In progress</p> <p>The "concern for the welfare of a child" is now the top "report it" action on the front</p>	<p>Completed.</p> <p>The Family Connect website has been updated: http://www.telford.gov.uk/family/</p>

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	<p>review (this issue is not specific to CSE). This has been recognised by the Family Connect Service as an area for improvement. The Committee concluded that the online Family Connect Service is totally inadequate and recommends that:</p> <ul style="list-style-type: none"> • A Family Connect brand is developed to ensure that telephone and online services provided by Family Connect are recognised as a single service. The website should include information about how the Family Connect Service works and the names / logos of the partner organisations involved. • A link to the Family Connect webpage is on the Council's home page • Online service for Family Connect are further developed, particularly to provide information for children and young people and enable concerns to be raised on line. 		<p>which will address the points raised in the recommendation.</p> <p>The TWC will ensure that there is a visible link to Family Connect on the Council's home page.</p>	<p>page of the TWC website.</p> <p>The Family Connect website is currently in development and will include a young people's interactive area included within it.</p>	<p>The website will continue to evolve from user feedback.</p>

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28	<p>Capacity of the CATE Team The Committee recommends that once the support pathways for victims, survivors of CSE and their families is developed that a review of the work load of the CATE team is undertaken to ensure that the specialist skills are used in the most appropriate way while recognising the need for victims and survivors to maintain on-going relationships. The Committee recommend that the maximum number of cases for each CATE worker should be determined by the LSCB. If this limit is consistently breached then it is recommended that through the LSCB partner organisations review the resources available.</p>	TWC	<p>The TWC note that all CATE Practitioner caseloads have been reviewed during individual supervision sessions, and with the provision of management oversight and direction, caseloads have significantly been reduced.</p> <p>A report will be presented to the TWSCB with a recommendation of maximum caseload numbers for a CATE Practitioner, and CATE practitioner roles and responsibilities to be reviewed.</p>	<p>Completed</p> <p>From January 2016 all CATE team members received professionals' supervision from a social work qualified manager to the same standard as social workers.</p> <p>A report was presented to the TWSCB on 7th December detailing the role and responsibilities of the CATE Team and next steps for the team.</p>	<p>Completed</p> <p><i>As per 6 month update.</i></p>
29	<p>Out of Area Placements OFSTED revisits the recommendations from the 2014 report, From a distance, looked after children living away from their home, to ensure that placing authorities provide appropriate information to the receiving local authority, NHS organisations and police with a specific focus on placement of victims of CSE. This</p>	TWSCB	<p>The TWSCB CE Thematic Group will hold one meeting per year where it looks specifically at CIC and CSE; the group will invite the manager of the local specialist residential home, the chair of the foster carers association and the commissioners of placements.</p>	<p>In progress</p> <p>This meeting is scheduled for February 2017 and will look at currently challenges for that specific aspect.</p>	<p>Completed</p> <p>The process for out of area placements includes: Notification to Family Connect by the placing authority, where there are CSE concerns identified by the placing authority, this information is then with the Police CSE team. The CATE Team meet with the</p>

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	<p>work should also ensure information sharing processes are in place between specialist residential homes for victims of CSE and the local statutory organisations and specific risks or issues should be brought to the Telford and Wrekin LSCB and shared with neighbouring LSCBs if required.</p>				<p>Police CSE Team on a fortnightly basis to discuss current cases and share information that the police have received in respect of children placed in TW with CSE. Plans to reduce or mitigate any risks identified are put in place.</p> <p>The placing authority will be offered the services of the CATE Team and they are provided the opportunity to complete a risk assessment and bring to the CSE Risk Panel held on a fortnightly basis – either on info sharing basis or to request a service from the CATE Team. In the last six months there have been three such requests for service made through this process.</p> <p>In the case where the young person is placed in the specialist CSE home within the Borough, Family Connect and the CSE Police Team are notified. Within the Police CSE Team there is a specialist officer (Care Home Coordinator) who works with Care Homes to support them.</p>

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					Due to there just being one specialist home the original action was not progressed due to the relationships already being in place.
30	<p>Information Sharing with Community Health Trust As a matter of urgency, information sharing systems are put in place to ensure that clinicians working for Shropshire Community Health Trust have access to the same child protection information as the staff at the hospital trust.</p>		Processes are already in place to share this information with Shrewsbury and Telford Hospital Trust (SATH), Shropshire Community Health Trust (SCHAT) and the police. Following consultation with partner agencies, GCSX secure email now used instead of SCS, and information to be shared agreed with SCHAT and SATH. They are now receiving copies of all invitations to child protection conferences, child protection plans, minutes and notifications.	<p>Completed</p> <p>This is now taking place every month via a secure system set up between TWC and SCHAT.</p>	<p>Completed</p> <p><i>As per 6 month update.</i></p>
31	<p>Whistle Blowing Hotline A whistle blowing hotline is established to enable people who have information but may want to</p>	TWC/WMP	The WMP already have Crimestoppers which allows any individual to provide anonymous information. This	<p>Completed</p> <p>It has been agreed that a separate 'hotline' for CSE is</p>	<p>Completed</p> <p><i>As per 6 month update.</i></p>

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	provide this anonymously to raise concerns about CSE.		<p>is a well-established means of communication which covers all crime types. WMP fully support the CSE - 'Say something if you see something' (SSSS) campaign and would support any local initiative. CSE publicity could include a reminder that Crimestoppers is available if you wish to remain anonymous.</p> <p>WMP fully support Partners in raising this issue and have previously committed to supporting further anonymous methods of reporting.</p> <p>Members of public are already able to contact Family Connect and refer anonymously as the Children Act 1989 makes provision for this. Similarly the Children Act 2004 places a duty on all professionals to report any concern for a child's welfare. With this facility already in place the TWC are concerned that a 'hotline' will confuse the public more as</p>	not needed due to the two options already available – Family Connect or Crimestoppers. Contact details for both will be utilised in all raising awareness campaigns and safeguarding training.	

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			<p>there would be more than one point of contact. The Council has in place a whistle blowing policy for Council staff.</p> <p>The TWSCB will ensure that all raising awareness campaigns include the most appropriate contact number(s) as outlined above.</p>		
32a	<p>Disruption Activity</p> <ul style="list-style-type: none"> A strategy is developed, supported by an appropriate IT system, to enable licensing and enforcement officers at the Council to record and share intelligence on CSE internally and with the police. This should include bespoke training for all enforcement staff and other Council staff working in public places to ensure they are aware of how to identify indicators of CSE in premises, locations and licensed businesses and how to record this 	TWC Public Protection	<p>In Telford & Wrekin all licensed vehicles must meet the safety standards of M1 Category European Whole Vehicle Type Approval which is the legal European manufacturing standard, whereas the Euro NCAP is a voluntary standard that not all manufacturers undertake which could limit the type of vehicles available to be licensed. Therefore we do not propose to change our policy to the Euro NCAP at this time. Telford & Wrekin's licensing policy requires all drivers to attend Driver awareness training which</p>	<p>In progress</p> <p>This has been incorporated into our revised Licensing Policy for Hackney Carriages and Private Hire Vehicles. The consultation finished 31.10.16 and will be going back to Licensing Committee in December. Should the committee agree to changes, the new policy will take force from 1st April 2017.</p> <p>WMP are scheduled to present an impact report to the TWSCB in December outlining the difference</p>	<p>Completed</p> <p>The review of policies has been completed and the proposed conditions of licence were implemented on 1st April 2017. Compliance checks will be carried out during 2017/2018.</p> <p>West Mercia Police presented a disruption report to the TWSCB in December 2017. The report provided the TWSCB and partners with assurances that the disruption activity undertaken by the police, often in partnership with others, is making a difference.</p>

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	<p>information. It is recommended that the IDB system should be considered as the information sharing platform as this is accessible to other subscribing local authorities but it would be essential that the police and Family Connect also have access to this system.</p> <ul style="list-style-type: none"> • Consideration should be given to developing a local authority licensing and enforcement Disruption Toolkit (similar to the toolkit used by West Midlands Police which sets out policing powers) so that staff are clear about the powers that exist and how they can be used by the authority or in conjunction with the police to disrupt CSE activity. This could be developed with peers in other authorities. <p>Telford & Wrekin Council's</p>		<p>includes CSE training (introduced in 2015) and carrying unaccompanied children was introduced in 2002. We propose to incorporate the requirement for operators to have a designated CSE contact for drivers to report concerns confidentially in our revised Licensing Policy for Hackney Carriages and Private Hire Vehicles. Additionally we propose to make it a condition of the operator's licence that they shall display on the premises information relating to CSE provided by Telford & Wrekin Council. This will be presented to the Licensing Committee in July 2016 for approval.</p> <p>The TWSCB will seek assurance from West Mercia Police in regards to the disruption activity that is occurring within the Borough and what impact it is having.</p>	<p>recent disruption activity has had.</p>	

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	<p>licensing policies are reviewed as a matter of urgency to include the following:</p> <ul style="list-style-type: none"> • A review of taxi licensing policies to bring them up to the same standard as Shropshire's in terms of safeguarding responsibilities. In particular that: <ul style="list-style-type: none"> ○ CSE training should be a condition of driver licensing ○ Vehicle safety and emissions standards should be consistent with Shropshire ○ A requirement for operators to have a designated CSE contact for drivers to report concerns confidentially • A review of the licensing conditions for all licensed businesses where children and young people congregate to strengthen safeguarding conditions. This must include robust 				

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	<p>conditions for night clubs holding under-18 events by requiring events to be age limited for 12-15 year olds or 16-18 year olds and for all under-18 events to be ticketed in advance.</p>				
32b	<p>Disruption Activity At a national level the Committee supports the recommendation from the Law Commission that there should be consistent national standards for licensing.</p> <p>That the DBS checking service recognises taxi driving as a high risk occupation that has prolonged, regular and unaccompanied contact with children so that all relevant information is disclosed to licensing authorities.</p> <p>PCSOs should have access to information to identify drivers of cars that are registered as trade vehicles. The Committee recognises that if this information is not already available that this recommendation should be directed nationally to the Driver and Vehicle Licensing Agency</p>	National/WMP	To establish if PCSO are able to access the information as per the recommendation. Should they be unable to do this then further actions will be identified to address this recommendation.	<p>Completed</p> <p>All PCSOs can check a vehicle on the Police National Computer and it will tell the details for the vehicle, insurance, company etc</p>	<p>Completed</p> <p><i>As per 6 month update.</i></p>

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	(DVLA).				
33	Supervision for CATE Team Regular professional supervision arrangement should be in place for members of staff in the CATE team.	TWC	From January 2016 all CATE Team members receive professional supervision from a social work qualified manager (same standard as social workers) and 'Pod' working is being developed to enhance supervision process.	Completed <i>As per July 2016 update.</i>	Completed <i>As per July 2016 update.</i>
34	Personal Safety All organisations whose staff work with or come into contact with perpetrators of CSE ensure that the personal safety risks for their staff are properly assessed and managed.	All	The CCG are committed to ensuring the safety of staff is maintained at all times. CCG staff have Lone working policy, Managing Violence, Aggression & Vexatious People Policy and a Risk Assessment Policy in place. NHS providers are responsible for safer recruitment and lone working arrangements to include regular risk assessments are in place. These policies and procedures are subject to regular reviews to ensure they reflect current working arrangements, national guidance and legislation and partner agencies working	Completed. <i>As per July 2016 update.</i>	Completed <i>As per July 2016 update.</i>

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			<p>arrangements, i.e. Family Connect MASH/ MARAC/ Child Protection medicals, etc. This will be achieved through:</p> <ol style="list-style-type: none"> 1) CCG monitors quality and safety in respect of commissioned services provided locally via contract management process/ meetings. Safeguarding annual reporting and dashboards. 2) Occupational health service provision to staff includes counselling if need identified. 3) Working with partner agencies to ensure safeguarding concerns are shared as soon as possible. <p>Known perpetrators of CSE would not be allowed to work in schools. Staff are asked to disclose their history in this respect, as well as the history of those they live with (spouse/partner) and DBS and risk assessment completed.</p>		

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			<p>WMP public facing staff undergo Personal Safety Training which also includes Conflict Management Training on a regular basis. Review of staff to ensure Personal Safety Training is current. Staff should be regularly reminded to utilise these principles during any contact with perpetrators. It is acknowledged that despite training provided there will be some staff who are less confident in dealing with any form of confrontation.</p> <p>Staff safety within the organisation is paramount and this considers the roles that all officers have in any given circumstance. All Wrekin Housing Trust staff are trained accordingly with regards personal safety and have the necessary equipment and infrastructure to ensure they remain safe.</p> <p>SSSFT have a duty of care to all our staff and have</p>		

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			<p>appropriate policies and procedures in place for managing the personal safety of our workforce.</p> <p>Each team within the Council should adhere to the Council's Personal Safety Policy and have appropriate risk assessment in place. Internal Health and Safety will be mindful of this recommendation when undertaking the Health and Safety audits of service areas. Review CATE Team Health & Safety risk assessment to ensure that this is fit for purpose and bespoke to the needs to the CATE Team.</p>		
35	<p>Forensic Examination of Digital Devises</p> <p>It was reported that there were delays in forensic examination of electrical devises seized. The Committee recommends that the LSCB monitors the implementation of the West Mercia Force Hub to ensure that there is a 5 day turn around on forensic examination of</p>	WMP	The situation regarding the timely examination of digital devices is a national issue due to the increasing demand and complexity of investigations. WMP have invested in Digital Media Investigators training and equipment, improvements are anticipated. LSCB	<p>In Progress</p> <p>The WMP provide an annual assurance report to the TWSCB pertaining to the examination of digital devices and timeliness. This will be commissioned in the New Year from the Forensic Manager at West Mercia</p>	<p>Completed and ongoing</p> <p>Digital Media Investigators have been trained and are working locally at Telford. They have the ability to triage and review data help on phones and tablets when this is required urgently i.e. a Suspect is in custody. Other more</p>

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	electrical devices.		monitoring could be aligned to the data set in 10b.	Police Headquarters.	<p>complex examinations are sent to Hi Tech Crime Unit who triage the request based on the associated threat, harm and risk.</p> <p>Significant investment has been made in reducing the time taken to examine devices and any urgent requests can be turned around within a number of hours/ days. However, this remains a challenging area of work for policing nationally due to the increasing use of technology to commit offences and indeed use of technology by police to investigate and detect offences.</p>
36	<p>Working with Potential Perpetrators of CSE Organisations should work together to identify people at risk of becoming perpetrators of CSE and prevent them from becoming involved. This could be linked to the Prevent agenda since perpetrators can groom other young people to procure victims of CSE –this can be seen as a form of radicalisation.</p>	TWSCB	The TWSCB will work with partners to identify people at risk of becoming perpetrators of CSE and prevent them from becoming involved. The TWSCB will review how best this is done in Telford and Wrekin; this will form an integral part of the TWSCB Child Exploitation Thematic Group.	<p>In progress</p> <p>This piece of work will start in January 2017 and will involve the CSP as well as the TWSCB.</p>	<p>Completed and ongoing.</p> <p>Strong links with the police CSE team through the fortnightly meetings which has enabled individuals to be identified through minimal information. The Police CSE team have implemented a range of intervention and disruption techniques which vary depending on the severity</p>

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					<p>level (for example, explaining the consequences of a perpetrator being involved in CSE, through to Child Abduction Warning Notices and arrests being made.</p> <p>The CATE team and Police work together to identify young people on the cusp of offending to look at providing positive activities, support and re-education on a case by case basis.</p> <p>Multi-agency mapping meetings have been furthered developed. These meetings explore young people's networks. This enables identification of possible perpetrators, and any other individuals who may be at risk in order for full screening to take place to assess the level of risk and any services required.</p>
37	<p>Appropriate Accommodation Housing providers work with the probation service to ensure appropriate accommodation is</p>	WHT	<p>Provision of housing within the organisation follows set procedures and practices. These are shared with all</p>	<p>In progress</p> <p>The TWSCB have requested that the NPS provide them</p>	<p>Completed.</p> <p>The National Probation Service (NPS) provides risk</p>

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	available for perpetrators of CSE when they leave prison.		partner agencies and followed in all cases. All applications will undergo risk assessments as part of the process when considering suitability before any decisions can be made.	with an annual update in terms of providing offenders with appropriate accommodation when they leave prison. This is due to be submitted by March 2017.	<p>assessments to housing providers and work with housing providers to ensure that the accommodation is appropriate.</p> <p>For homeless offenders, NPS/Prison Staff refer into the 28 day Resit process - when this route is followed, a risk assessment is requested and provided as it would be if the Offender manager seeks accommodation through a private landlord.</p> <p>Organisations such as Yellow Ribbon also work with offenders - there have been some communication issues with Yellow Ribbon notifying NPS / Police in out of area cases but this appears to have improved now. Offenders can also approach independent landlords themselves though for offenders released on Licence, the address must be approved by the supervising officer.</p> <p>There is continued difficulty in housing sex offenders</p>

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					- Landlords will often refuse as other residents 'Google' their names and it can result in issues in the neighbourhood and damage to properties. NPS is engaged in ongoing work on this issue.
38	Housing Providers Linked with Recommendation 19 above, the LSCB ensures that relevant information on CSE is shared with all housing providers in the borough and the Board ensures on going engagement of housing providers in tackling CSE.	TWSCB	The TWSCB agrees with the recommendation and, as part of the raising awareness strategy as per Recommendation 14 above, we will strive to ensure engagement with all housing providers in the Borough.	In progress The TWSCB and CSP are working together to develop an appropriate local event for the National Raising Awareness of CSE Day in 2017. This will include targeting specifically housing providers.	Ongoing Please refer to information in Rec 19 for full information. Housing providers were invited to the CSE Raising Awareness Event in March 2017. The two safeguarding boards have agreed that engagement with housing providers around safeguarding (including CSE) is a key priority for the boards in 2017/18. It is anticipated that a Network event will be held in Spring 2018 to engage with the housing sector.

The Rt Hon John Hayes, CBE, MP
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Contact: Cllr Richard Overton

Our Ref:

Date: 7th September 2017

Dear Minister

Cross-border hiring and subcontracting of private hire vehicles and drivers under section 11 of the Deregulation Act 2015

Since October 2015 when section 11 of the Deregulation Act came in to force, it has been lawful for private hire operators licensed within a particular area to subcontract bookings to other operators in other licensed areas. When drafting the legislation, the Government considered including the condition that this could only be done with the express permission of the hirer; however this was omitted from the final legislation, presumably because it was felt too onerous on the operator to implement.

In practice, this creates huge difficulties for licensing authorities, as it allows drivers to lawfully operate anywhere in the country, regardless of where they are licensed. In Telford for example, vehicles and drivers licensed with Shropshire and Wolverhampton all operate in our Borough. This is confusing for members of the public and our licensing officers are dealing with complaints on a weekly basis from members of the public regarding private hire drivers who are licensed by our neighbouring authorities.

At the moment, standards vary widely across licensing authorities, so what may be acceptable in one area is not acceptable in another. This seems nonsensical, as we can refuse to grant a licence in Telford & Wrekin, and that person can simply walk in to a neighbouring (or other) authority and obtain one there, but still work within our area. In fact, a number of operators that have been established in Telford for some time have openly admitted to applying for and being granted an operator's licence in another area because the standards in that particular area are lower than in Telford, and drivers or vehicles not meeting the required standards in Telford can obtain a licence in this other area. We have evidence that licensed private hire drivers who have had their licences revoked by members of Telford & Wrekin Council's Licensing Committee for not being fit and proper and who lost their appeals against that decision in both the Magistrates Court and the Crown Court, have subsequently been licensed by another local authority. These drivers returned to drive for hire and reward in the controlled Borough of Telford & Wrekin. What is most worrying is that public safety is at the forefront of any decisions we make and if we refuse to grant a licence, it will be for legitimate reasons in order to protect the travelling public. For that licence to be granted in another authority just because they have lower standards than in Telford is simply not acceptable.

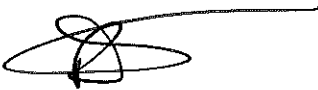
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If offences under the legislation are committed in their area, officers can take the appropriate action against any driver, regardless of where they are licensed. However, 'standing for hire' is notoriously difficult to prove, and other conduct or behavioural issues cannot be addressed as officers have no authority to do so. Furthermore, as standards and rules differ across authorities, officers in Telford & Wrekin lack the knowledge to know if infringements of these rules are actually happening in the first place.

Local authorities must be given the authority to protect the communities they serve. Telford & Wrekin Council believes that there is an urgent need for a change in the law regulating hackney carriages and private hire operators, so that all taxi and private hire journeys should either start or end in the controlled district of the local authority which issue the licences. We have been independently lobbying for these changes via the LGA and more recently with Government inspectors.

We are very happy to be part of any working group or lobbying group to share our experiences and lessons learnt.

Yours sincerely

A handwritten signature in black ink, consisting of several overlapping loops and a long horizontal stroke extending to the right.

**Cllr Richard Overton
Deputy Leader of the Council
Cabinet Member for Housing & Enforcement**

The Rt Hon Amber Rudd MP
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And via email
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Contact: Richard Partington	Telephone: 01952 380130	Fax: 01952 380104
Your Ref:	Our Ref: RP/CJ/SM	Date: 22 September 2016

Dear Home Secretary

RE: - SUPPORT FOR VICTIMS AND SURVIVORS OF CHILD SEXUAL EXPLOITATION (CSE) AND THEIR FAMILIES

You will recall at Prime Minister's Questions in the House of Commons last week, the Telford MP Lucy Allan submitted a question on the subject of child sexual exploitation, to which Rt Hon Prime Minister Theresa May said in response:

"My honourable friend has just shown the cross party concern that there is on the issue of child abuse and child sexual exploitation. It is absolutely right, as she says, that we are able to look into the abuses and crimes in the past."

"We will need to learn important lessons from that as to why institutions that were supposed to protect children failed to do so."

"It is for the authorities in Telford to look specifically at how they wish to address those issues in Telford, but I am sure that my Right Honourable Friend the Home Secretary has heard my Honourable Friend's comments and that she will want to take that up with her."

We would like to take this opportunity to reaffirm that Telford & Wrekin Council and West Mercia Police are transparent organisations. The Telford & Wrekin Safeguarding Children Board operates in a very open way. We all welcome examination of the effectiveness of our services and remain absolutely committed to tackling this issue working alongside our national and local partners.

We have had three inquiries into this issue in 2016 and understand that the independent inquiry into child sexual abuse chaired by Professor Alexis Jay OBE will assess the extent to which we have learned lessons, implemented recommendations and put in place effective strategies to prevent child sexual exploitation in the future. The three reviews this year include:

- Telford & Wrekin Council's Children's Services were reviewed by seven independent Ofsted inspectors, who were based at the Council's Addenbrooke House headquarters for four weeks during June and July.
- The Telford & Wrekin Safeguarding Children Board has also been inspected by OFSTED and its work was rated as good.
- The Council carried out an independent all party scrutiny review over a period of 18 months, into how agencies work together to tackle child sexual exploitation.

The Ofsted report itself states:

"Work with children and young people at risk of sexual exploitation is very strong. The local authority has been a champion for tackling this issue. It provides leadership to partner agencies, with who this work is well co-ordinated. Work to protect children who go missing from home or care is thorough and improving.

"There is a strong commitment from the local authority and its partners to tackle child sexual exploitation... Consequently, young people receive comprehensive and well-coordinated services that make a positive difference."

Telford & Wrekin Council's Children and Young People's Scrutiny Committee completed an in-depth review on CSE, during which the Committee heard from 19 victims and survivors of CSE, seven parents of those affected by CSE and met with over 50 children and young people. The Committee agreed to this review to ensure that lessons had been learned following the successful prosecution of nine defendants. They had been involved in the organised crime of child sexual exploitation locally, through Operation Chalice, and also the learning from other national reports and inquiries.

The Committee made 38 recommendations, most of which were directed at local organisations and the response to these recommendations has been agreed through Telford & Wrekin Safeguarding Children Board and Telford & Wrekin Council's Cabinet. A copy of the report and the partnership response has been attached for your information. The implementation of these recommendations will ensure that all local partners are continuing to work together to prevent CSE, support and protect victims and prosecute perpetrators. The Committee also made a number of recommendations relating to separate Government departments and will be writing to the Secretaries of State for Education, Communities and Local Government, Home and Health seeking their support with these recommendations.

Given the recent findings of Ofsted and the fact that the Government's own independent inquiry, chaired by Alexis Jay, is already committed to looking at what happened here in Telford, we do not feel at this time that a further inquiry is necessary.

We would like to be clear that we are under no illusions that there are significant concerns around the sexual exploitation of children in Telford. In towns and cities across the country it is clear that some of the most abhorrent offences are being committed against some of our most vulnerable members of our society.

We are not blind to this issue though. We are not sticking our heads in the sand or sweeping it under the carpet. Instead, we have acknowledged the problem and committed ourselves to taking action to address it. We are keen to emphasise that investigating these crimes and protecting children from harm remains a top priority locally for all the partners concerned.

We feel that good progress has been made in tackling this issue in Telford in recent years. That progress has been recognised by numerous official bodies and must be acknowledged. However it is clear there is no complacency.

We would also make the point that none of the victims of the crimes that were investigated by Operation Chalice were in local authority care at the point that the investigation commenced. It is correct to say that some of the victims were taken into care during the course of the investigation, but that was only for their own safety.

We would welcome your support in tackling this important issue and look forward to seeing the Government's response to recommendations made by the Council's Scrutiny Committee. We also acknowledge the role Lucy Allan has as the town's MP. We would be very happy to work with her to achieve the goals we all share around safeguarding young people and bringing offenders to justice.

To summarise, we remain committed to tackling this difficult issue in Telford and will support Professor Jay in any way that we can with the independent inquiry into child sexual abuse. It is vital that we all ensure that lessons have been learned and implemented, and that effective strategies are in place across the Country for preventing child sexual exploitation.

Yours sincerely



Richard Partington
Managing Director
Telford & Wrekin Council

Yours sincerely



Clive Jones
Director: Children's & Adult Services
(Statutory Director: Adult Social Services)
Telford & Wrekin Council

Yours sincerely



Cllr Shaun Davies
Council Leader -Telford & Wrekin Council

Yours sincerely



Cllr Richard Overton
Deputy Leader and Cabinet Member
for Housing, Leisure & Health/
Chair of the Health and Wellbeing
Board -Telford & Wrekin Council

Yours sincerely



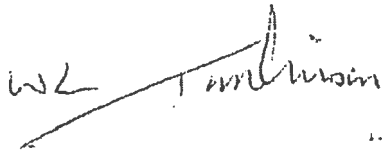
Cllr Paul Watling
Cabinet Member for Children, Young People
and Communities
Telford & Wrekin Council

Yours sincerely



Cllr Kevin Guy
Chair of the Children and Young
People Scrutiny Committee
Telford & Wrekin Council

Yours sincerely



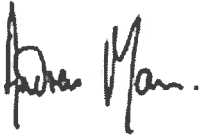
Clr Bill Tomlinson
**Leader of the Liberal Democrats
/Independent Group
Telford & Wrekin Council**

Yours sincerely



David Evans
**Chief Officer
Telford & Wrekin CCG**

Yours sincerely



Andrew Mason
**Chair of Telford & Wrekin Safeguarding
Children Board**

Yours sincerely



John Campion
West Mercia Police Crime Commissioner

Encs

CC via email

The Rt Hon Theresa May MP, Prime Minister, 10 Downing Street, London, SW1A 2AA
Lucy Allan MP, Suite 1, Preston House, Hawkesworth Road, Central Park, Telford, TF2 9TU
Mark Pritchard MP, House of Commons, London, SW1A 0AA
Richard Partington
Clive Jones
Clr Shaun Davies
Clr Richard Overton
Clr Paul Watling
Clr Kevin Guy
Clr Bill Tomlinson
David Evans
Andrew Mason
John Campion
Jo Britton, Assistant Director: Children's Safeguarding, Telford & Wrekin Council
Fiona Bottrill, Scrutiny Group Specialist, Telford and Wrekin Council
Russell Griffin, Public Relations Team Leader, Telford & Wrekin Council

TELFORD & WREKIN COUNCIL

**CABINET – 17 NOVEMBER 2016
COUNCIL – 24 NOVEMBER 2016**

ENSURING CHILDREN ARE FULLY PROTECTED IN TELFORD AND WREKIN – GETTING TO GOOD

**REPORT OF DIRECTOR OF CHILDREN'S & ADULT SERVICES AND INDEPENDENT
CHAIR OF THE TELFORD & WREKIN SAFEGUARDING CHILDREN BOARD**

LEAD CABINET MEMBER – CLLR PAUL WATLING

PART A) – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

1.1. The report is in response to the following motions agreed at the Full Council Meeting on 22 September 2016, agenda item 11. That the Council:

- *Present a comprehensive plan at the November Full Council Meeting demonstrating a clear commitment to the improvement of Children's Services and detail exactly how the Administration intends to raise all Children's Services in the Borough to a minimum standard of 'Good'.*
- *Present details of measures the current Administration will now introduce to ensure that vulnerable children in the Borough are fully protected in future and precisely how it will tackle the serious problems currently facing the Borough.*

1.2. To present a draft action plan in line with recommendations from the Ofsted Single Inspection of Services for Children in Need of Help and Protection, Children Looked After and Care Leavers.

2. RECOMMENDATIONS

That the Cabinet:

- 2.1. Endorses the measures to ensure that children in the Borough are fully protected;
- 2.2. Delegates the power to approve the final action plan to the Director of Children's and Adult Services, in consultation with the Cabinet Member for Children and Young People.
- 2.3. Endorses the cost of implementing the action plan (£255k) which will be met initially from a combination of service one offs and the Corporate contingency in 2016/17 and will be built into the budget for 2017/18 and ongoing.

3. SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Co-operative Council priorities?	
	Yes	Put our children and young people first. Protect and support our vulnerable children and adults
	Will the proposals impact on specific groups of people?	
	Yes	Children Young people Parents of children and young people
TARGET COMPLETION/DELIVERY DATE	As per attached action plan	
FINANCIAL/VALUE FOR MONEY IMPACT	Yes	<p>There are both one off and ongoing costs associated with the actions detailed within the plan shown in Appendix 3. Some capacity issues are being dealt with as part of the Business Support restructure process.</p> <p>The expected ongoing full year budget requirement to support the staffing requirements identified within the Ofsted Action Plan is £200k with one off costs, being met by the service, to support training and other initiatives being £55k. In 2016/17 any part year staffing costs will be funded from the Council's contingency which will be included within the Financial Management report going to Cabinet on 8th December 2016.</p> <p>The ongoing revenue requirement for future years has been reflected within the 2017/18 medium term budget strategy process.</p> <p style="text-align: right;"><i>TAS 27.10.16</i></p>
LEGAL ISSUES	Yes	<p>The Ofsted inspection of the Council's children's services functions was carried out under Section 136 of the Education and Inspections Act 2006.</p> <p>The Ofsted written report from the inspection was provided to the Council and to the Secretary of State.</p> <p>Under Section 137, the Council must prepare a written statement of the action which it proposes to take in the light of the report, and the period within which it</p>

		<p>proposes to take that action.</p> <p>Under Regulation 2 of the Education and Inspections Act 2006 (Inspection of Local Authorities) Regulations 2007 the Council must publish the Ofsted report within 30 working days by sending a copy of the report to each of the partners specified in the Regulations and to at least one newspaper circulating in the area of the Council and to at least one radio station serving the area; and make a copy of the report available for inspection free of charge at the offices of the Council; and supply a copy of the report to a member of the public on demand on payment of a reasonable fee.</p> <p>Under Regulation 3 the Council must within 70 working days of receiving the report publish a written statement of action which it proposes to take in the light of the report (a “written statement”) by sending a copy of the written statement to the Chief Inspector, and the Secretary of State; sending a copy of the written statement to the partners to whom a copy of the report was sent by virtue of Regulation 2 making a copy of the written statement available for inspection free of charge at the offices of the Council; and supplying a copy of the written statement to a member of the public on demand on payment of a reasonable fee.</p> <p>In addition, Ofsted reviewed the Local Safeguarding Children Board under Section 15A of the Children Act 2004.</p> <p>Ofsted has provided a combined report under its powers to do so under Section 152 of Education and Inspections Act 2006. <i>KF 28.10.2016</i></p>
OTHER IMPACTS, RISKS & OPPORTUNITIES	No	N/A
IMPACT ON SPECIFIC WARDS	No	<i>Borough-wide impact</i>

PART B) – ADDITIONAL INFORMATION

4. INFORMATION

4.1 Background information

- 4.1.1 The Council has always had an organisational priority of protecting vulnerable children and adults within the Borough.
- 4.1.2 The Council ensures that it provides the right help and interventions at the right time for children and families through a variety of ways and with a culture of continuous learning and investment it strives to ensure that this is achieved in an effective and efficient manner.
- 4.1.3 The Council has, and continues to, work in partnership with other agencies to ensure that children in the Borough are fully protected. This relationship is enhanced and supported by the Telford & Wrekin Safeguarding Children Board (TWSCB), which provides focussed and effective challenge to the Council and other agencies as well as supporting the Council in its improvement agenda.
- 4.1.4 In the last year the Council has reviewed some key aspects of how children's services operate and implemented plans to improve the services provided.

4.2 Single Inspection of Services for Children in Need of Help and Protection, Children Looked After and Care Leavers (SIF) arrangements

- 4.2.1 The Single Inspection Framework (SIF) began in November 2013. This was a major change in scope from previous inspection frameworks, as it covers the whole of children's social care plus a review of Local Safeguarding Children Board. There was also a major change in focus, with inspections focussing on the child's journey and outcomes, and on practice rather than on processes. In addition, there was a major change in scale as the previous one or two week inspections with notice were replaced by month long inspections with 24 hours notice.
- 4.2.2 All SIFs were due to be completed within 3 years, but the timescale has been extended by a year to end December 2017.
- 4.2.3 A consultation ended on 09 September 2016 regarding the future of social care inspections, with proposals for a more proportionate inspection regime to be in place once all authorities have been inspected under the current framework.

4.3 National Context

- 4.3.1 116 of the 153 Local Authorities in England have been inspected under SIF and 110 of those reports have been published.
- 4.3.2 Of the 110, 2% (2) were judged to be 'outstanding', 25% (28) 'good', 49% (54) 'requires improvement' and 24% (26) 'inadequate'.

4.4 Telford & Wrekin SIF

- 4.4.1 The Telford & Wrekin Council's SIF took place between 13 June and 7 July 2016, and the report published on 26 August 2016 (a copy is provided in Appendix 1).

- 4.4.2 The overall grading was that “*Children’s Services in Telford and Wrekin require improvement to be good*”. Out of the five judgement areas, two were found to be good already (adoption performance and experiences and progress of care leavers). This is the second best performance out of the 9 West Midlands local authorities who have been inspected so far.
- 4.4.3 We were pleased that the inspection recognised the improvements we have made in the quality of services and in the outcomes that children are achieving, commenting that “*the director of children’s services and his senior team provide strong leadership, both within the local authority and across the partnership of agencies. They have made important improvements to the quality of services and to the outcomes that children achieve.*” There is also a clear recognition in the report that progress has been helped by “*effective political backing and the hands-on support of the managing director*”.
- 4.4.4 Verbal feedback received from the inspection team was that they could see that significant improvements had been made, and that the Council should ‘*keep doing what you are doing*’ to achieve consistently good services. They found the Council to be self aware, and the findings from the inspection reflected the strengths and areas for improvement identified in the ‘Where We Are’ self assessment document. The Council also received positive feedback about staff being committed and well motivated, and saying they feel well supported by management at all levels.
- 4.4.5 On 25 October 2016, the Parliamentary Under-Secretary of State for the Home Department recognised the improvements that had been made. The Under-Secretary cited the positive feedback from Ofsted and Her Majesty’s Inspectorate of Constabulary (HMIC) regarding the commitment and approach by Telford & Wrekin Council and West Mercia Police to CSE and improving outcomes for children who are at risk of harm.

4.5 Inspection Report

- 4.5.1 The feedback identified in the previous section is reflected in the executive summary of the Inspection Report, which clearly states that “*children and young people are kept safe by the work of the local authority*” and acknowledges the improvements the Council has made since the previous inspection in June 2012. The report states that “*the DCS and senior leaders are focused and energetic. They largely know what improvements need to be made and understand what is happening on the front line. There are many plans in place to support these improvements across the entire service*”.
- 4.5.2 The Report also states that Family Connect provides “*an effective single point of contact and a swift response to risk*”, and that the thresholds for intervention “*are appropriate, well understood and well embedded in practice*”. They noted that “*as a consequence, there are very few contacts that result in no further action*”.
- 4.5.3 In terms of the Council’s response to tackling CSE and the role of partners, Ofsted reported that:
- “*Work with children and young people at risk of sexual exploitation is very strong. The local authority has been a champion for tackling this issue. It provides leadership to partner agencies, with who this work is well co-ordinated. Work to protect children who go missing from home or care is thorough and improving.*”
 - “*There is a strong commitment from the local authority and its partners to tackle child sexual exploitation. A dedicated children abused through exploitation team provides good quality risk assessments, planning and interventions. Although relatively small, the team also reviews progress and updates plans effectively.*”

Consequently, young people receive comprehensive and well-coordinated services that make a positive difference.”

- 4.5.4 The Council’s approach to continuous improvement was recognised by Ofsted and reflected the learning from local case reviews, for example Child B Serious Case Review and the reviews completed following the successful ‘Operation Chalice’ response to Child Sexual Exploitation (CSE).
- 4.5.5 As would be expected from an inspection, areas for improvement were also identified, alongside recommendations for action to be taken in order to achieve ‘Good’. One area was that of chronic risk¹, where inspectors found that “*chronic risks are not always identified or responded to as quickly and, as a result, some children experience delay in receiving help or coming into care*”. However, there is also an acknowledgement that the Council was already working to improve practice (this approach can be seen in the increases over the past year in the number of children in care and made subject to child protection plans).
- 4.5.6 Another area for improvement was identified as the quality of management oversight and scrutiny, including Independent Reviewing Officer (IRO) scrutiny, and IRO caseloads were identified as significantly above statutory guidance (reflecting the rise in the number of CiC and children subject to child protection plans).
- 4.5.7 In terms of leadership and management, the key areas for improvement were the case direction and oversight of first line managers, particularly in cases where there are chronic risks, and insufficient scrutiny and drive from the Independent Reviewing Officer service.
- 4.5.8 The 11 recommendations are included in Appendix 2; this is a large reduction on the 34 recommendations from our previous inspection in 2012.
- 4.5.9 It should be noted that there were no recommendations made to further improve the Council’s work on CSE. However, the Council and the TWSCB already have an action plan in place to continue to improve the work in this area for example:
- Raising awareness to prevent CSE in educational establishments, agencies, and communities, and if identified, refer appropriately to Family Connect and the Police; and
 - Mapping the multi-agency support which is available for young people and victims as they journey through the CSE Pathway, including further improvements in support services including Child and Adolescent Mental Health Services (CAMHS); and Sexual Health Services for victims, survivors and their families.
 - Engaging with the newly formed National [CSE Response Unit](#) if appropriate and to offer peer support to local authorities where CSE arrangements are not as strong as within this Borough.

4.6 Review of the Telford and Wrekin Safeguarding Children Board (TWSCB)

- 4.6.1 At the same time as the SIF, there was a review of the effectiveness of the TWSCB, which was judged to be ‘good’ and identified 5 recommendations for improvement (please refer to Appendix 2 for full details).

¹ Chronic risks are those that last for a long time or are constantly recurring, such as risks from neglect, domestic abuse or where parents’ parenting ability is affected by alcohol or substance misuse or mental health issues.

- 4.6.2 The Report was particularly positive about the TWSCB's work at engaging with and listening to children. Team Safeguarding Voice[®] (children's safeguarding board in schools) has been in place since 2012 within Holmer Lake Primary School, and is in the process of being rolled out to all schools in the Borough, with 30 schools signed up so far. This method was highly commended by Edward Timpson, Minister for State for Vulnerable Children and Families in 2015 during a visit to the school. In 2016 the Ofsted inspectors also commended this approach and stated that the initiative "*is successfully raising awareness about safeguarding issues. It also provides a good process for consulting with young people, for example about the early help strategy and the recent review of child sexual exploitation*".
- 4.6.3 As highlighted in the Ofsted SIF Inspection Report (August 2016), the TWSCB's four thematic sub-groups continue to drive improvement in those areas; which includes CSE. The TWSCB and Telford & Wrekin Council is, and has been, actively working to reduce the risk of CSE to children and young people since 2009 and is supported by a comprehensive action plan which is monitored by the TWSCB (as noted in 4.5.9).

4.7 Next Steps

- 4.7.1 The Council is now required to develop a post inspection action plan and submit it to Ofsted by 05 December 2016. The Council will receive support from Ofsted in developing this at an improvement planning seminar to be held on 16 November 2016. A copy of the first draft of the action plan is attached at Appendix 3. The plan highlights that some additional resource will be required in order to achieve the necessary improvements, and these are covered in the financial impact section of this report.
- 4.7.2 Whilst welcoming the very positive comments from Ofsted regarding the work around CSE, the Council continues to support the work of the dedicated CSE Team by agreeing funding for 3 additional posts (1 Senior Social Worker and 2 CSE Practitioners). This will enable the team to have the capacity to proactively be involved in education and raising awareness of CSE with children, families and professionals within the Borough.
- 4.7.3 The Council's improvement plan will be monitored internally by the Senior Leadership Team but will also be monitored, scrutinised and challenged by Senior Management Team, the TWSCB, the Council's Children and Young People Scrutiny Committee and by Ofsted through routine monitoring visit and annual reviews.

5 IMPACT ASSESSMENT – ADDITIONAL INFORMATION

As noted above.

6 PREVIOUS MINUTES

Cabinet – 21 July 2016 – Agenda Item 4.0
Full Council – 22 September 2016 – Agenda Item 11.0

7 BACKGROUND PAPERS

None.

Report prepared by Tilly Heigh, Service Delivery Manager: Service Improvement, 01952 380923 and Sarah Constable, Partnership and Planning Officer and TWSCB Interim Business Manager, 01952 380599.

TELFORD & WREKIN COUNCIL

**CABINET – 7 DECEMBER 2017
COUNCIL – 11 JANUARY 2018**

COMMUNITY SAFETY PARTNERSHIP STRATEGY 2017-2019

**REPORT OF SUPERINTENDENT TOM HARDING, CHAIR OF THE
COMMUNITY SAFETY PARTNERSHIP**

PART A) – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

- 1.1. To provide the 2017-19 Community Safety Partnership’s Strategy: “Safer Telford and Wrekin Strategy” for approval.

2. RECOMMENDATIONS

That the Board considers approval of the:

- a) Safer Telford and Wrekin Strategy 2017-2019.

3. SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to a specific HWB Priority	
	No	N/A
	Do these proposals contribute to specific Co-Operative Council priority objective(s)?	
	Yes	<ul style="list-style-type: none"> • put our children and young people first • protect and support our vulnerable children and adults • ensure that neighbourhoods are safe, clean and well maintained
	Will the proposals impact on specific groups of people?	
	No	N/A
TARGET COMPLETION/DELIVERY DATE	April 2018.	
FINANCIAL/VALUE FOR MONEY IMPACT	There are several Council budgets for 2017/18 which are available to fund work associated with the Community	

	<p>Safety Strategy, these include the Community Safety service budget of £490k, in addition there is £56k from the Office of the Police & Crime Commissioner (OPCC); this funding, working to the CSP priorities, supports a wide range of projects and initiatives; a budget of £2.4m funded by the Public Health Grant, including £90k from the OPCC, for Substance misuse services. The Council also funds staff to support the work associated with CSE.</p> <p>The detailed work programmes to support the delivery of this strategy will need to be met from these existing resources and this will be reported as part of future reports to this Board.</p> <p>Partnership working promotes a more effective and efficient use of the resources available in order to deliver the desired outcomes.</p> <p><i>TS 16.08.2017</i></p>
<p>LEGAL ISSUES</p>	<p>Community Safety Partnerships (CSPs) were developed under Section 5 to 7 of the Crime & Disorder Act 1998 [as amended from time to time] .CSPs are made up of representatives from the ‘responsible authorities’, which are:</p> <ul style="list-style-type: none"> • The Local Authority • Police – every Chief Officer whose police area lies within the Local Authority area • Each Fire and Rescue Authority within the Local Authority area • Probation Services • Health –every Clinical Commissioning Group within the Local Authority area. <p>The responsible authorities are required to co-operate with every local probation board and every provider of probation services under</p>

		<p>Section 3 of the Offender Management Act 2007 and such other persons or bodies as prescribed by the Secretary of State.</p> <p>The purpose of CSPs is to work together to protect their local communities from crime and to help people feel safer.</p> <p>Under Section 6 of the 1998 Act the CSP is required to formulate and implement strategies for:</p> <ul style="list-style-type: none"> • The reduction of crime and disorder in the area (including anti-social behaviour • Behaviour adversely affecting the local environment); • Combatting the misuse of drugs, alcohol and other substances in the area, and • The reduction of re – offending in the area. <p>The Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007 [as amended from time to time] provide further details as to how the CSP should exercise its functions in formulating and implementing its strategies, strategic assessments and partnership plan, including information sharing, consultation and annual review.</p> <p>In addition, each Local Authority, Fire and Rescue Authority and Policing Body individually have a statutory duty under Section 17 of the 1998 Act to exercise their statutory functions with due regard to and the need to do all that can reasonably be done to prevent crime and disorder ,the misuse of drugs ... etc and reoffending.</p> <p style="text-align: right;"><i>KF 18.08.2017</i></p>
EQUALITY & DIVERSITY	No	N/A
IMPACT ON SPECIFIC WARDS	No	N/A

PATIENTS & PUBLIC ENGAGEMENT	Yes	Engagement with the service users, community and professionals is a key part of the Community Safety Partnership's work.
OTHER IMPACTS, RISKS & OPPORTUNITIES	No	N/A

PART B) – ADDITIONAL INFORMATION

1. Background

- 1.1. The Crime and Disorder Act of 1998 requires local areas to have a Community Safety Partnership (CSP). Section 17 of this act places a legal duty on the responsible authorities¹ to work together to tackle and reduce crime and disorder, including anti-social behaviour, domestic abuse, substance misuse, reduce reoffending and reduce the fear of crime.
- 1.2. In Telford the CSP is known as the 'Safer Telford and Wrekin Partnership' and has been in existence since 1998. Since then, the strategy has been regularly refreshed to reflect the changing needs of the community, but retaining the partnership's statutory purpose.
- 1.3. Over the last 12 months there have been many changes to the community safety landscape, including the election of the new West Mercia Police and Crime Commissioner (PCC), John Campion and the subsequent new West Mercia Police and Crime Plan. Many of the partners have also undergone restructuring within this time period, and the partnership is determined to minimise the effects of these restructures on the community.
- 1.4. Working together to make a difference is integral to the success of the strategy; this includes working with other partnerships and ensuring that strategies and plans are aligned (including for example, the West Mercia Police and Crime Plan 2016-2021, the local Youth Justice Plan, and the Health and Wellbeing Strategy).
- 1.5. The Safer Telford and Wrekin Partnership is committed to reducing crime and its impact on our communities, including our most vulnerable residents and victims of crime. Its overarching priority is to **reduce crime, and the fear of crime, in the Borough.**
- 1.6. The priorities for 2017-2019 have been decided through analysis of recorded crime and through consultation with agencies. Whilst the partnership recognises that other types of crime occur in the Borough, it

¹ The responsible authorities are: Telford & Wrekin Council, West Mercia Police, Shropshire Fire and Rescue Service, Telford & Wrekin Clinical Commissioning Group, National Probation Service and West Mercia and Warwickshire Community Rehabilitation Company.

has agreed to concentrate on three in particular for the period of this strategy. The three priorities are:

- Tackling Child Sexual Exploitation (CSE) and its impact on victims;
- Addressing Domestic Abuse and its impact on victims; and
- Reducing the impact of crime, including fear of, on community wellbeing.

1.7. Progress against the priorities will be monitored and challenged through the Partnership's performance framework. This framework will be broader than the priorities which will enable the Partnership to identify any emerging themes outside of the priorities that it needs to address.

1.8. The Safer Telford and Wrekin Strategy outlines how the partnership will address the three priority areas over the next two years and how this will impact on the community. A copy of the draft Safer Telford and Wrekin Strategy can be found in Appendix A.

2. Summary of the priorities

Tackling Child Sexual Exploitation (CSE) and its impact on victims

2.1. Although OFSTED has recognised our multi-agency work, our intelligence shows that this continues to be a challenge and an issue of concern for our community.

2.2. Tackling CSE remains a local priority across agencies, as well as the Telford & Wrekin Safeguarding Children Board (TWSCB) and the Safer Telford and Wrekin Partnership. The Partnership understands the importance of ensuring that the community are part of the prevention against this type of abuse and crime. The Partnership will focus on reducing the fear of this crime and enabling the community to identify and report it.

2.3. The partnership's work will enable the community of Telford and Wrekin, including those who work here:

- Have an awareness and understanding of CSE and its local context,
- Feel they are able to report it to the Police or the Local Authority,
- Are assured that any identified offending will be dealt with robustly, and
- Have a level of confidence in reporting CSE.

Addressing Domestic Abuse and its impact on victims

2.4. Locally addressing Domestic Abuse continues to be a priority for partners, as well as other strategic partnerships including the Telford & Wrekin Health and Wellbeing Board and the Telford & Wrekin Safeguarding Adults and Children Boards.

- 2.5. The Safer Telford and Wrekin Partnership will work together with the other strategic partnerships to address domestic abuse and to reduce its impact on victims and the wider community.
- 2.6. The Partnership's work will enable the community to be able to identify domestic abuse, know where to turn to for help, victims and their families will be supported and perpetrators are dealt with effectively (from prosecution to reducing future harm and offending).

Reducing the impact of crime, including fear of, on community wellbeing

- 2.7. Any behaviour that has a negative impact on feeling safe, or has a detrimental effect on the environment, impacts on communities and their wellbeing. Reducing their impact will enable people to enjoy private and public spaces more, and protect the environment they live in. These types of crime impact on the health, safety and quality of life of our community.
- 2.8. We know that people of Telford and Wrekin want to live in a safe and clean environment and the Partnership is committed to achieving that.
- 2.9. The Partnership's work will enable the community of Telford and Wrekin to be proud of their Borough, feel safer and enjoy the private and public spaces it offers.

3. Governance and Accountability

- 3.1. The Safer Telford and Wrekin Partnership is accountable locally to the Health and Wellbeing Board and provides an annual update on its progress as well as updates on specific aspects, such as substance misuse throughout the year.
- 3.2. The Safer Telford and Wrekin Partnership is linked with other strategic local and regional partnerships as the following diagram illustrates. As well as these strategic links, the partnership works closely with the wider partnership landscape in the Borough to ensure that strategies and work plans area aligned (e.g. the Homelessness Partnership).



3.3. The Safer Telford and Wrekin Partnership will also be held to account by the Telford & Wrekin Council's Customer, Community and Partnership Scrutiny Committee as the designated body for scrutiny of Community Safety Partnerships as set out in Section 19 of the Police and Justice Act 2006. The Partnership are due to present an update to Scrutiny, on its progress against the strategy, in April 2018.

4. IMPACT ASSESSMENT – ADDITIONAL INFORMATION

Nothing further to add at this time.

5. PREVIOUS MINUTES

None.

6. BACKGROUND PAPERS

None.

Report prepared by:

Sarah Constable, Partnership Manager (01952 380599)

2017-2019

Safer Telford and Wrekin Strategy



Authors: S Constable, T. Harding, J. Molloy,
A. Olver, H. Onions, J. Bedesha
and D. Clayton.

September 2017 – DRAFT V5

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1. Introduction from the Chair of the Safer Telford and Wrekin Partnership

Over the last 12 months there have been many changes to the community safety landscape, including the election of the new West Mercia Police and Crime Commissioner (PCC), John Campion. Many of our partners have undergone restructuring within this time period and we are determined to minimise the effects of these restructures on the services we deliver to our community.

The [West Mercia Police and Crime Plan 2016-2021](#) has four key components:

- Putting victims and survivors first,
- Building a more secure West Mercia,
- Reforming West Mercia, and
- Reassuring West Mercia's communities.

The Safer Telford and Wrekin Partnership is working with the PCC to deliver these components and create a safer West Mercia.

In Telford and Wrekin we have identified three specific priorities:

- Tackling Child Sexual Exploitation (CSE) and its impact on victims,
- Addressing Domestic Abuse, and its impact on victims, and
- Reducing the impact of crime, including fear of, on community wellbeing.

We have, and will continue to take an intelligence led approach to each of these priorities which will enable us to address the areas of greatest need in the Borough.

We know from our work with local communities that crime and feeling safe matter to them. The Safer Telford and Wrekin Partnership is committed to reducing crime and its impact on our communities, including our most vulnerable residents and victims of crime.

This strategy is an expression of our commitment to making it work together.



Superintendent Tom Harding, West Mercia Police and Chair of the Safer Telford & Wrekin Partnership.

2. Our Vision

To work together to create a safe and confident Telford and Wrekin

3. Context

The Safer Telford and Wrekin Partnership brings together key partners that engage with the public on a day to day basis, to work in partnership to make Telford and Wrekin a safer place.

The Crime and Disorder Act of 1998 requires local areas to have a Community Safety Partnership (CSP). Section 17 of this Act places a legal duty on the responsible authoritiesⁱ to work together to tackle and reduce crime and disorder, including anti-social behaviour, domestic abuse, substance misuse, reduce reoffending and reduce the fear of crime.

In Telford and Wrekin the CSP is known as the 'Safer Telford and Wrekin Partnership' and has been in existence since 1998. Since then the Partnership's Strategy has been continually refreshed to reflect the changing needs of the community, but retaining the partnership's statutory purpose. Working together to make a difference is integral to partnership working; this includes working with other partnerships and ensuring strategies and plans are aligned (including for example, the West Mercia Police and Crime Plan 2016-2021, the West Mercia Youth Justice Plan 2017-18, and the Telford & Wrekin Health and Wellbeing Strategy).

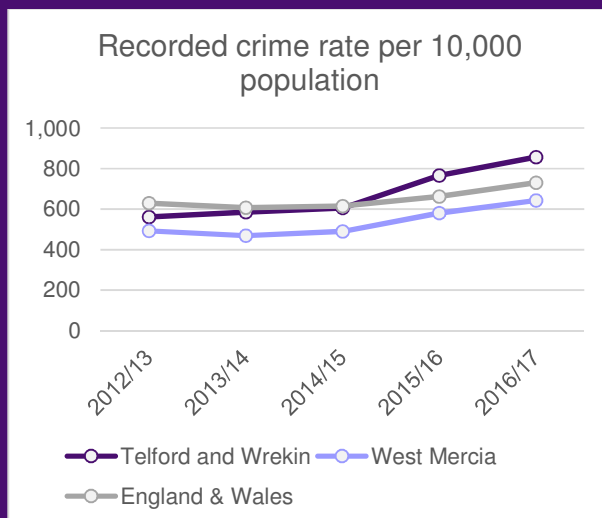
Our ongoing analysis of intelligence enables the Safer Telford and Wrekin Partnership to proactively target the local crime trends and respond reactively to crime spikes where possible. This is informed by West Mercia Strategic Assessment. The following sections provides an overview of crime in the Borough and how the rates compare to those nationally.

3.1. Crime

Recorded Crime

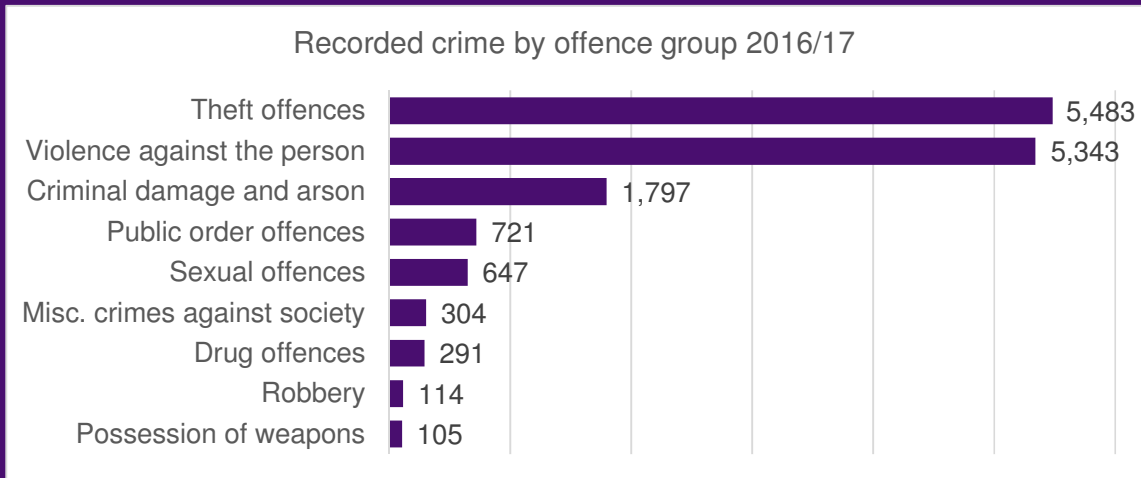
Following changes to recording processes there has been a significant increase in recorded crime over the last two financial years, rising at a rate greater than the average for England and Wales and West Mercia

In 2016/17 the rate of recorded crime in Telford and Wrekin was 855.9 per 10,000 population compared with 730.2 for England and Wales and 643.0 for West Mercia



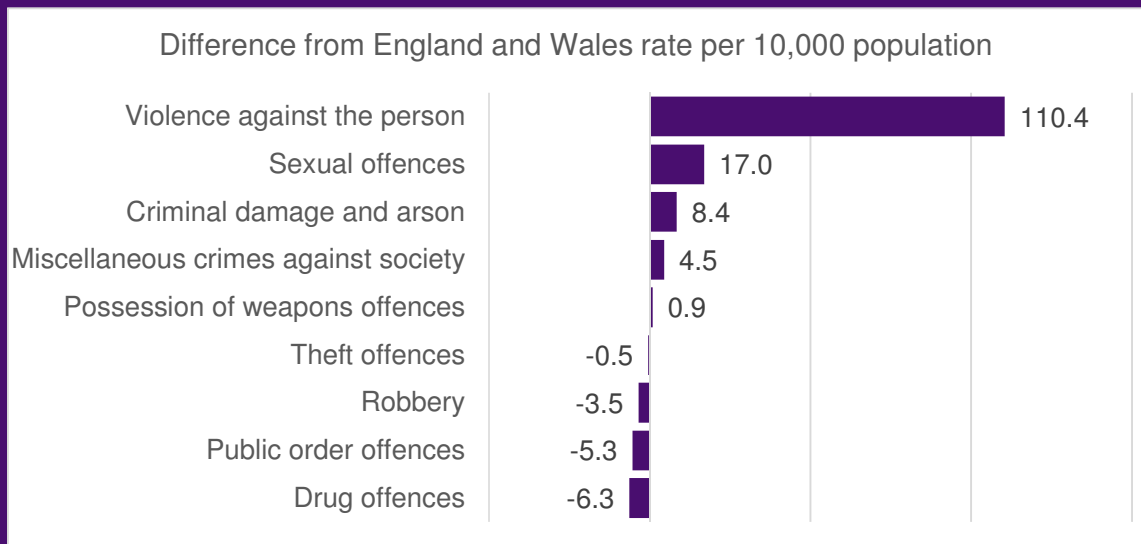
Types of crime

Similar to England and Wales, the most frequently recorded offences in Telford and Wrekin in 2016/17 were theft and violence against the person. Together these two offences accounted for nearly three quarters of the 14,805 crimes recorded in 2016/17.



Comparison with England and Wales

Compared with England and Wales there were fewer instances of drug offences, public order offences and robbery in Telford and Wrekin in 2016/17. The rate of theft offences were similar but the rate of sexual offences and violence against the person was significantly higher.



Youth offending

As noted in the West Mercia Youth Justice plan 2017-18, in 2016/17 there were 139 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Telford and Wrekin young people. A total of 86 individual young people accounted for these 139 outcomes, 0.52% of the youth population.

In the year October 2015 to September 2016 there were 515 first time entrants (FTEs) to the youth justice system per 100,000 youth population in Telford and Wrekin. This was the highest rate of FTEs across West Mercia.

Violence against the person

Most instances of violence against the person recorded in 2016/17 were either assault with injury (37%), assault without injury (35%) or harassment (21%).

Much of this takes place behind closed doors. In 2016/17, 36% of all offences of violence against the person were marked as Domestic Abuse offences.

Sexual offences

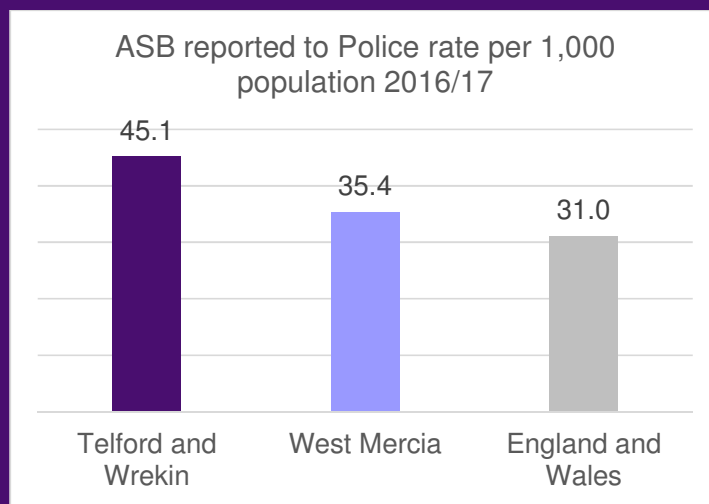
The rate of recorded sexual offences in Telford and Wrekin for 2016/17 was 37.4 per 10,000 population, this was 17.0 per 10,000 population greater than the national average (20.4 per 10,000 population).

Of these, 52.1% were sexual offences against children compared with 39.2% of recorded sexual offences in England and Wales.

3.2. Anti-social behaviour and environmental crimeⁱⁱ

Anti-social Behaviour

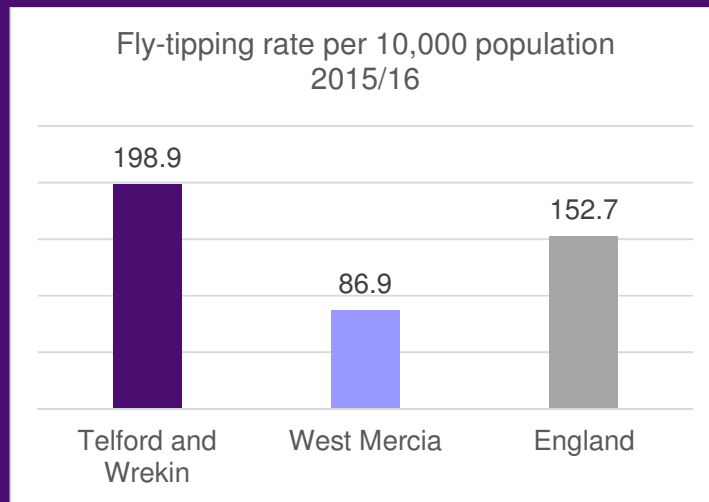
In 2016/17 the rate of reports of anti-social behaviour (ASB) made to the police was 45.1 per 1,000 population. This was higher than the rate for West Mercia and for England and Wales.



Environmental Crime

Fly-tipping is the biggest single environmental crime reported to the Council in 2016/17 with almost 6,000 reports received and 3,700 fly tips removed.

In 2015/16 the rate of fly-tipping per 10,000 population was higher than the England average and more than twice the rate for West Mercia.



3.3. Substance Misuse

Substance misuse can often be a factor in crime and as such it will be a key feature throughout the specific priorities of the partnership. There is also a wider context as the harm caused by the misuse of drugs and alcohol impacts significantly on health and wellbeing in the borough more broadly.

Within Telford and Wrekin the Drug and Alcohol Team (DAAT) works strategically to reduce the prevalence and impact of drug and alcohol misuse in partnership across the Borough. The Telford & Wrekin Drug and Alcohol Strategy includes a detailed evidence-based action plan aligned to partnership objectives across the following three themes: prevention and reducing demand, restricting supply and building recovery and reducing harm. The DAAT updates the CSP through the strategy's performance and outcomes framework, which includes figures such as treatment numbers and offences where substance misuse was a factor. A recent local case study demonstrates the benefit of CSP partnership work on substance misuse.

Case Study: "John"

A 51 year old user of heroin and crack cocaine self-referred into local treatment services in April 2015.

John began methadone treatment, became abstinent, was no longer offending and obtained full time employment. However, in March 2016 John lost his job, disengaged with drug treatment services and began injecting heroin and smoking crack again. In August 2016 John was arrested for an aggravated burglary offence. The drug and alcohol treatment worker, who attends Malinsgate Police Station on a daily basis, supported John through the Drug Test On Arrest (DTOA) process. After testing positive for heroin and cocaine use he had a mandatory appointment with the specialist doctor as an "Initial Required Assessment". The DTOA process captured John just at the right time and the mandatory appointment increased the likelihood of him attending.

In August 2017 John is still engaged with the treatment service and is stable on methadone, he is not offending and is hopeful of securing employment imminently.

4. Priorities

The overarching priority of Safer Telford and Wrekin Partnership is to work together to reduce **crime, and the fear of crime, in the Borough.**

Our ongoing intelligence analysis highlights the areas of crime and antisocial behaviour which are higher than then the national comparators. The priorities for 2017-2018 have been decided through further analysis of recorded crime and through consultation with agencies. Whilst the CSP recognises that other types of crime occur in the Borough it has agreed to concentrate on three in particular for the period of this strategy.

The three priorities are:

- Tackling Child Sexual Exploitation (CSE) and its impact on victims;
- Addressing Domestic Abuse and its impact on victims; and
- Reducing the impact of crime, including fear of, on community wellbeing.

Progress against the priorities will be monitored and challenged through the Partnership's performance framework. This framework will be broader than the priorities which will enable the Partnership to identify any emerging themes outside of the priorities that it needs to address.

4.1. Tackling Child Sexual Exploitation (CSE) and its impact on victims

“Child Sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child Sexual Exploitation does not always involve physical contact: it can also occur through the use of technology.”ⁱⁱⁱ

Why is this a priority?

In recent years there have been a number of high profile articles from across the country hitting the national news regarding cases of grooming and exploitation.

Locally in 2012 a significant investigation by the Police and partners into the exploitation and trafficking of young girls in Telford and Wrekin culminated in Operation Chalice, which led to the successful prosecution of nine men. During this operation a project to work with young people where there were concerns about CSE was developed, the Council's CATE Project (Children Abused Through Exploitation); alongside a specific multi-agency CSE pathway to support children and young people.

In response to Professor Alexi Jay's report into sexual exploitation in Rotherham, in November 2014 the Telford & Wrekin Council Children and Young People Scrutiny Committee commenced a review of multi-agency working against child sexual exploitation (CSE) to review *“how well organisations in Telford and Wrekin were working together to prevent CSE, protect and support victims and their families and prosecute perpetrators”*. This work concluded in May 2016 and made 38 recommendations.

Members of the Scrutiny Committee commended the work undertaken to date to tackle CSE, specifically the work of the Council's CATE team and Team Safeguarding Voice®.

The Telford & Wrekin Safeguarding Children Board (TWSCB) and individual agencies welcomed the Scrutiny Committee's recommendations which provide valuable ideas and advice to further develop the multi-agency response to CSE in the Borough. Since then the TWSCB has coordinated, monitored and challenged progress of the actions to address the recommendations with progress reports being presented back to Scrutiny on a six monthly basis.

In June and July 2016 Telford & Wrekin Council was inspected, and the TWSCB was reviewed, under Ofsted's Single Inspection Framework. During this inspection they reviewed how Telford & Wrekin Council and partners tackled CSE. In the report published in August 2016, Ofsted made no recommendations in relation to CSE and the report stated that the Council's response and the role of partners to tackling CSE was "very strong." They went on to state within the report that:

- "The local authority has been a champion for tackling this issue. It provides leadership to partner agencies, with who this work is well co-ordinated. Work to protect children who go missing from home or care is thorough and improving."
- "There is a strong commitment from the local authority and its partners to tackle child sexual exploitation. A dedicated children abused through exploitation team provides good quality risk assessments, planning and interventions. Although relatively small, the team also reviews progress and updates plans effectively. Consequently, young people receive comprehensive and well-coordinated services that make a positive difference."

In order to understand the local CSE context, the following data is used:

Known CSE Prevalence in Telford and Wrekin

Contacts with the Local Authority

In 2016-17 the Local Authority received **337 contacts** with concerns about CSE. This accounts for 2.7% (337 of 12,173) of the total number of contacts received in that time period. These 337 contacts relate to 224 young people.

Of those contacts 43.3% were made by other local authority services, 27.0% by the Police, 17.2% by education, with the remaining 12.5% coming from members of the public, victim support, housing providers and health providers (including GPs and schools nurses).

The outcomes of those contacts were:

- 56% progressed along child protection procedures (this includes CSE pathway and the Child Protection pathway)
- 22% were referred to other agencies for support
- 22% were provided with information and advice

Local Authority's Specialist CSE Team (CATE)

In 2016-17 the Local Authority's specialist CATE team received 58 referrals to their service.

As at 31st March 2017, the CATE team were working with 68 young people. Of these:

- 62 were female and 6 were male.
- 54 were of a White British heritage, 6 were of a mixed heritage, with the remaining 8 from an Asian, Black or other white heritage.
- 31 of the young people were between the ages of 16-17, 2 were 18 years and over, 28 were between 14 and 15 years and 7 were 13.

Recorded Crime

In 2015/16 there were 308 sexual offences of all types against children recorded. This included offences committed by children against other children and online crime where the offender and victim never come into contact as well as instances of CSE.

Analysis of the data showed that;

For the year 2015/16 of the 128 sexual activity offences involving a child under 16, there were 53 (41%) that involved contact over social media or other electronic communication with the offender and victim never coming face-to-face.

For CSO offences between April 2014 & Sept 2016 where the offender is known:

- 37% of child sexual offences were committed by offenders under the age of 15 on victims under the age of 15
- 52% of child sexual offences were committed by offenders under the age of 18 on victims under the age of 18

- For child sexual offences where the offender is known:
 - 89% are white males
 - 2% are Asian males

- 67% of offences were committed by white males on white females
- A further 11% were committed by white males on white males

Sexual offences against children includes the following offence types: Rape of female child under 13; Rape of a female child under 16; Rape of a male child under 13; Rape of a male child under 16; Sexual activity involving a child under 13; Sexual activity involving a child under 16; Sexual assault on a female child under 13; Sexual assault on a male child under 13; Sexual grooming; and Abuse of children through sexual exploitation.

Although OFSTED has recognised our multi-agency work, our intelligence shows that this continues to be a challenge and an issue of concern for our community. Tackling CSE remains a local priority across agencies, as well as the TWSCB and the Safer Telford and Wrekin Partnership. We understand the importance of ensuring that the community are part of the prevention against this type of abuse and crime. We will focus on reducing the fear of this crime and enabling the community to identify and report it.

What difference will our work make to our communities?

The community of Telford and Wrekin, including those who work here:

- Have an awareness and understanding of CSE and its local context,
- Feel they are able to report it to the Police or the Local Authority,
- Are assured that any identified offending will be dealt with robustly, and
- Have a level of confidence in reporting CSE.

We will do this by:

- Continuing to share, collate and analyse intelligence around CSE to inform partnership working.
- Raise awareness of CSE in the community, including specific sections of the community such as parents, volunteers, faith groups, sport clubs and leisure venues, community groups and after school clubs.

- Engage and educated the ‘professional community’ working in the Borough to raise awareness of CSE and its indicators, including care homes, the night time economy, housing providers, foster carers and local businesses.
- Ensuring all initiatives focussed on internet related crime and abuse address CSE.
- Further developing the local CSE communications campaign centred around the National CSE Raising Awareness Day in March 2018.

4.2. Addressing Domestic Abuse

“Domestic Abuse is any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to psychological, physical, sexual, financial, emotional.”^{iv}

Why is this a priority?

Nationally it is estimated that 1.9 million people in the UK suffer from some form of domestic abuse^v and each year more than 100,000 people in the UK are at high or imminent risk of being murdered or seriously injured as a result of domestic abuse^{vi}.

Domestic Abuse impacts upon adults, children, families and communities and it is not always easy to identify. Different forms of abuse can mean that some victims may suffer for some time before getting help and is often referred to as the ‘hidden’ crime. Nationally, on average high-risk victims live with domestic abuse for 2.3 years before getting help and 85% of victims sought help five times on average from professionals before they got effective help to stop the abuse^{vii}. We understand that support to victims and their families is integral to enable them to achieve positives outcomes.

Strong evidence indicates^{viii} that work with the perpetrator, to address the underlying cause of the violence, is key to reducing re-offending.

In order to understand the local domestic abuse context, the following data is used:

Known Domestic Abuse prevalence in Telford and Wrekin

Recorded Crimes

In 2016/17, there were 2,320 crimes recorded that were marked as domestic abuse incidents. This correlates to a rate of 134.1 per 10,000 population.

The rate of crimes recorded as domestic abuse in Telford and Wrekin is the highest in West Mercia and compares with an average across the force area of 83.5 per 10,000 population.

Orders and Offences

There were 2,439 recorded offences of domestic abuse in Telford and Wrekin in 2016/17. 29% of these offences resulted in an arrest.

Our intelligence tells us that Domestic Abuse continues to be a challenge within the Borough and the impact this type of abuse and crime has on the victim and the community is well known. Addressing Domestic Abuse continues to be a priority for partners, as well as other strategic partnerships including the Telford & Wrekin Health and Wellbeing Board and the Telford & Wrekin Safeguarding Adults and Children Boards.

What difference will our work make to our communities?

- The community are able to identify domestic abuse, know where to turn to for help, victims and their families are supported and perpetrators are dealt with effectively (from prosecution to reducing future harm and offending).

We will do this by:

- Working in partnership with the Telford & Wrekin Safeguarding Children and Adults Boards, and the Health and Wellbeing Board to:
 - Review the domestic abuse support processes in the Borough, and
 - Develop appropriate raising awareness and training packages;
- Continuing to share, collate and monitor intelligence around domestic abuse to inform partnership working;
- Maintaining our 'zero tolerance' approach to domestic abuse;
- Developing an appropriate perpetrator programme to reduce re-offending;
- Supporting, developing and implementing best practice around the Multi-agency Risk Assessment Conference (MARAC) to ensure that those most at risk are supported and risks reduced;
- Maintaining Telford's White Ribbon Town status and further develop associated raising awareness projects.

4.3. Reducing the impact of crime, including fear of, on community wellbeing

Any behaviour that has a negative impact on feeling safe, or has a detrimental effect on the environment, impacts on communities and their wellbeing. Reducing their impact will enable people to enjoy private and public spaces more, and protect the environment they live in. These types of crime impact on the health, safety and quality of life of our community.

Why is this a priority?

We know that people of Telford and Wrekin want to live in a safe and clean environment. Two identified factors that are currently impacting on the community's wellbeing are Anti-Social Behaviour (ASB) and fly tipping.

Known ASB and environmental crime prevalence in Telford

Contacts with the Police

In 2016/17 the rate of reports of anti-social behaviour made to the police was 45.1 per 1,000 population. Nationally, the rate was 31.0 per 1,000 population for the same period.

Reports of ASB are increasing year on year and in 2016/17 the number of incidents reported to the Police was 7.9% greater than in 2015/16. Nationally, there was a 0.07% increase on the previous year for ASB.

Contacts with the Local Authority

For ASB reported to the Council (which includes noise complaints, vehicle related nuisance and rubbish accumulations) the rate was 8.8 reports per 1,000 population and for fly-tipping 34.9 reports per 1,000 population.

The largest number of environmental crime incidents are caused by fly-tipping. In 2016/17 there were over 5,900 reports of fly-tipping which accounted for 7% of all service requests recorded in the council's Customer Relationship Management.

What difference will our work make to our communities?

The community of Telford and Wrekin will be proud of their Borough, feel safer and enjoy the private and public places that it offers.

We will do this by:

- Identifying three specific areas in the Borough where the rate of ASB and Environmental Crime is highest and target the CSP's resources within those areas.
- Continue to utilise the Neighbourhood Delivery Groups (NDGs) to provide a locality based problem solving response;
- Working with Town and Parish Councils and housing providers, and through the Integrated Community Model, to address lower level ASB and environmental crime.
- Utilise the Community Trigger procedure to address ASB.
- Work together to ensure perpetrators are dealt with effectively utilising all available powers.
- Review all ASB and environmental crime trends and look to address any emerging issues in a proactive way.

5. Governance and Accountability

The Safer Telford and Wrekin Partnership is accountable locally to the Health and Wellbeing Board and provides an annual update on its progress as well as updates on specific aspects, such as substance misuse throughout the year.

The Safer Telford and Wrekin Partnership is linked with other strategic local and regional partnerships as the following diagram illustrates. As well as these strategic links, the partnership works closely with the wider partnership landscape in the Borough to ensure that strategies and work plans are aligned (e.g. the Homelessness Partnership).



The Safer Telford and Wrekin Partnership will also be held to account by the Telford & Wrekin Council’s Customer, Community and Partnership Scrutiny Committee as the designated body for scrutiny of Community Safety Partnerships as set out in Section 19 of the Police and Justice Act 2006.

6. Looking forward

The Safer Telford and Wrekin Partnership will continue to take an intelligence led approach to tackle the areas of greatest need in the community. At the end of each financial year the partnership will produce an annual report outlining its progress against the strategy and areas for future development.

The partnership acknowledges that in order to see sustained change in its priorities, a two year period is required. Therefore, in spring 2019 the partnership will review its priorities, progress made to date and review any emerging issues to inform the next strategy (2019-2021). During this period the partnership will consult with the communities to ensure that we are tackling those that matter to them.

7. Partners

The Safer Telford and Wrekin Partnership would like to acknowledge and thank the contributions made by our partners, all of whom assist in making Telford and Wrekin a safer place to live, work and visit.

8. References

West Mercia Police and Crime Plan 2016-2021: <https://www.westmercia-pcc.gov.uk/safer-west-mercia/>

Telford & Wrekin Safeguarding Adults Board: <http://www.telfordsafeguardingadultsboard.org/>

Telford & Wrekin Safeguarding Children Board: <http://www.telfordsafeguardingboard.org.uk/>

End notes

ⁱ The responsible authorities are: Telford & Wrekin Council, West Mercia Police, Shropshire Fire and Rescue Service, Telford & Wrekin Clinical Commissioning Group, National Probation Service and West Mercia and Warwickshire Community Rehabilitation Company.

ⁱⁱ Source: Police ASB – data.police.uk, Council ASB & Fly-tipping Telford & Wrekin Council CRM

ⁱⁱⁱ HM Government Child Sexual Exploitation (February 2017)

^{iv} Cross Government definition of Domestic Abuse, 2016: <https://www.gov.uk/guidance/domestic-violence-and-abuse>

^v ONS (2016), March 2015 Crime Survey for England and Wales (CSEW)

^{vi} SafeLives (2015), Getting it right first time: policy report. Bristol: SafeLives

^{vii} SafeLives (2015), Getting it right first time: policy report. Bristol: SafeLives

^{viii} Reducing the Harm of Intimate Partner Violence: Randomized Controlled Trial of the Hampshire Constabulary CARA Experiment (Strang et al, July 2017)

This document is available at:

http://www.telford.gov.uk/info/20290/community/3334/community_safety_partnership



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Your Ref:

Our Ref: CJ/klb

Date: 12th March 2018

Dear David

Thank you for talking to me this morning and for your email setting out contact information below.

Reference the high level of media interest regarding historic CSE cases in Telford for the period 1981-2009, I can confirm that we have written to Professor Alexis Jay OBE (copy letter attached) asking if the Independent Inquiry into Sexual Abuse will consider bringing forward the themed investigation set out in paragraph 17 of their statement dated 27th November 2015 or alternatively change the focus for Telford to an Institutional Review.

Furthermore I have updated and hopefully reassured the DfE regards this matter and will be talking to Ofsted later this week where we may well agree that an imminent focussed inspection concentrates on CSE.

Can you think of any other form of review which would be appropriate.

Yours sincerely

Clive Jones
Director: Children's & Adult Services

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Date: 13th March 2018

Dear David

Further to my letter of 12th March and our conversation earlier today, I write to you to formally request on behalf of the Council's leader Councillor Shaun Davies that the Government or Home Office commission an independent inquiry into cases of child sexual exploitation specifically in Telford.

The Council believes another Council-commissioned inquiry is not appropriate as its independence and scope could be called into question, hence the need for the Government to commission this in order to ensure public confidence.

There have already been a number of independent inquiries into CSE in Telford which identified the introduction by the Council and Police of the Children Abused Through Exploitation (CATE) Team in 2008 as the start of changes in practice which are now recognised regionally and nationally.

While we would have preferred any independent inquiry to be through IICSA, it appears that despite presenting the facts of the situation in Telford, there is now public appetite for an independent enquiry which I believe that only the Government can commission to ensure public expectations are met.

I look forward to your response.

Yours sincerely

Clive Jones
Director: Children's & Adult Services

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Telford & Wrekin
COUNCIL

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IICSA

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Your Ref:

Our Ref: CJ/klb

Date: 12th March 2018

Dear Professor Jay OBE

Re: Independent Inquiry into Child Sexual Abuse (IICSA)

As you may be aware, CSE in Telford is currently receiving a high level of media interest regarding historic cases in the period 1981-2009. You may also be aware that Telford was one of the first LA's to bring forward prosecutions through Operation Chalice in 2012.

I note in your statement dated 27th November 2015, paragraph 17 that you plan investigating CSE by organised networks and include Telford in the list of authorities where you will assess the extent to which the wide range of relevant authorities have learned lessons.

Given current media interest in Telford we would like to invite you to consider bringing this review forward and whether you feel it should be a more focussed institution specific investigation. We have worked closely with partners including the police and already have Operation Charwell in place to support such an inquiry.

If it is of assistance I am happy to forward copies of an independent review commissioned by LSCB and the comprehensive Ofsted report undertaken in 2016.

I would welcome your views as to whether this would be possible and I would be happy to discuss the current situation in Telford in more detail if that would help.

I look forward to hearing from you.

Yours sincerely

Clive Jones

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c.c Superintendent Tom Harding
Dave McGroarty - Home Office

Richard Partington - Managing Director
Emily Whitehead - Deputy Director DfE

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