

Wiltshire Council

Cabinet

Date of meeting 15th March 2016

Subject: Wiltshire Council CSE Action Plan update

Cabinet member: Councillor Laura Mayes – Children’s Services

Key Decision: No

Executive Summary

Wiltshire’s approach to tackling Child Sexual Exploitation (CSE) has been focussed on three key themes which are set out in the Wiltshire Safeguarding Children Board (WSCB) and Swindon Local Safeguarding Children Board (LSCB) Child Sexual Exploitation Strategy: Prevent, Protect and Pursue. The WSCB is responsible for co-ordinating an effective multi-agency response to child sexual exploitation across all partners, including the Council, the Police and Health Commissioners and organisations.

This report sets out the progress being made since the Council’s CSE Action Plan was presented to Cabinet on 19 May 2015, and the impact of the CSE Action Plan in reference to the key themes of the strategy.

Proposal

- That Cabinet note the progress made against the CSE action plan since May 2015

Reason for Proposal

- Wiltshire Council has a zero tolerance approach to CSE and treats CSE as a high priority.
- It is important the Council maintains oversight of progress in relation to the implementation of the CSE action plan.

Carolyn Godfrey
Corporate Director, Children’s Services

Wiltshire Council

Cabinet

Date of meeting 15th March 2016

Subject: Wiltshire council CSE Action Plan update

Cabinet member: Councillor Laura Mayes – Children’s Services

Key Decision: No

Purpose of Report

1. To provide Cabinet with a review of the Council’s CSE Action Plan, as agreed in May 2015.

Relevance to the Council’s Business Plan

2. The Wiltshire Council response to child sexual exploitation links to the Council’s business plan 2013 to 2017, and the key priority; ‘To protect those who are most vulnerable’.
 - 2.1 Provide opportunities for every child and young person to improve their attainment and skills so they can achieve their full potential
 - 2.2 Continue to improve our safeguarding services to protect the most vulnerable in our Communities
3. The objectives are stated in Outcome 6 of the Council’s Business Plan; to reduce levels of crime and to reduce the number of families with complex needs by ensuring prevention of abuse and protection of vulnerable children and young people

Main considerations for the Council

4. In March 2015, the government announced that the sexual abuse of children should be seen as a National Threat, requiring the police to prioritise Vulnerable Victims, High risk offenders and crime related to drugs. These priorities feature in the sexual exploitation of children. Failure to take comprehensive action to tackle CSE will leave children and young people at risk. Monitoring of the plan’s implementation needs to be at the most senior level to ensure that actions are effective in protecting and supporting children.

Background

5. Child Sexual Exploitation (CSE) is child abuse and it is a crime. It involves children and young people being forced or manipulated into sexual activity (this can be physical and/or virtual abuse) in exchange for something. This

may be money, alcohol, drugs, gifts or accommodation – or less tangible goods such as affection or status.

6. CSE can occur through the use of technology without the child immediately realising that they are being groomed.
7. CSE is not new. However, a number of recent high-profile cases have focused the attention of the Government, the media and agencies involved in the safeguarding of children on CSE, and the need to do more to protect children and young people at risk.
8. Wiltshire Council's Child Sexual Exploitation (CSE) Action Plan was presented to Cabinet on 19th May 2015.
9. In the course of the presentation, the issues discussed included:
 - 9.1. that the plan sets out the responsibilities for different teams within the Council and with partners;
 - 9.2. how the lessons of CSE in other communities can be learnt;
 - 9.3. that Taxi Drivers will, when renewing their license, undertake CSE training;
 - 9.4. that a Scrutiny Task Group, the Executive and CLT will maintain an overview of the plan;
 - 9.5. that the plan should ensure a focus on measurable outcomes (see Appendix 1);
 - 9.6. that a review be reported in six months.

Key actions since Cabinet approval

10. Wiltshire Council's Child Sexual Exploitation (CSE) Action Plan 'sets out the responsibilities of key teams within the council'
 - 10.1. Services, teams and individuals are identified in the CSE Action Plan from across the Council.
 - 10.2. Named responsible officers are assigned to the Action Plan's key deliverables
11. 'Lessons of CSE' from other communities.
 - 11.1. The CSE & Missing Children Service Manager has undertaken field research, visiting and observing other specialist CSE teams and has attended a number of key national events organised by the Local Government Association (LGA), Ofsted and the CSE National Working Group (NWG) where learning and best practice from other Local Authorities is disseminated.
 - 11.2. Wiltshire is a partner to the West of England CSE Victim Support Project consisting of 6 neighbouring Local Authorities. The project seeks to support Councils to improve outcomes for victims of CSE regionally by identifying and sharing good practice, and promoting effective local authority (and Police) cross border working practices.

- 11.3. In Wiltshire and Swindon the respective Council Service Managers are working closely to align policy and practice wherever possible. Other resources and practice are routinely shared across Wiltshire and Swindon by the respective managers who meet on a regular basis.
12. 'That Taxi Drivers will, when renewing their license, undertake CSE training';
- 12.1 To date, 211 taxi drivers had taken and passed the training by December 2015. The remainder are expected to complete by April 2016. After this drivers will be asked to complete the training every three years as part of their license renewal process.
13. 'That a Scrutiny Task Group, the Executive and CLT maintain an overview of the plan';
- 13.1. The CSE Scrutiny Task Group attended a briefing and training session on 7 April 2015 and held its scoping meeting on 23 April where a work programme was agreed for the task group.
- 13.2. At its July meeting the Task Group considered the impact of the Chelsea's Choice play and the work undertaken by the Corporate Parenting Panel on CSE.
- 13.3. The CSE Task Group has made a number of recommendations regarding the CSE action plan. These were included in an interim report to the Children's Select Committee on 16th February 2016 (attached at appendix 1).

Delivery and impacts of the CSE Action Plan in reference to the 3 themes of the strategy

14. Prevent (the abuse from happening)

- 14.1. Throughout 2015 the majority of Area Boards meetings received briefings about CSE and these will continue in 2016 to ensure community awareness of CSE. The expectation is that all Area Boards will participate in this.
- 14.2. CSE Presentations and Missing Children briefings have been delivered to a number of professional groups including all Multi Agency Forums (MAFS), Secondary and Primary Schools including those catering for children with SEND. These events include guidance and the practical application of a CSE Screening Tool and how to undertake Return Interviews to ensure the voice of children reported missing is heard.
- 14.3. In addition to multi-agency CSE training offered by WSCB, single agency CSE awareness training has been delivered to a number of schools, the SEND service, Army Welfare Service and 20 County Councillors (in September 2015).

- 14.4. During May 2015 a theatre production; 'Chelsea's Choice' was performed 45 times in Wiltshire schools and some community events. Where schools had not initially taken up the offer there was direct discussion with the school involved. The play is an innovative and powerful production which shows how young people, boys and girls, are groomed by adults for the purposes of sexual exploitation. The play was universally well received and discussions are underway to secure funding for a further tour of Chelsea's Choice autumn 2016. Evidence from schools indicates that the play has undoubtedly raised awareness amongst young people.
 - 14.5. During 2015 the council contributed to local media news stories covered by press and radio, including a newspaper item, published on 13 September 2015, covering the sentence to prison of an abuser, which demonstrated to the public effective multiagency working to tackle CSE.
 - 14.6. Other Wiltshire community events building on the impetus of the Wiltshire Assembly in December 2014 continued in 2015 such as with local support to the CSE National Awareness day in March 2015. The 2016 Awareness Day is arranged for 18 March and will be supported by the Council and the Police.
15. **Protect** (young people who are victims or at risk of sexual exploitation)
- 15.1. During 2015 the recruitment of specialist CSE team (known as Emerald Team) within children's services has been completed. Emerald Team has been operational from October 2015 working directly with victims of CSE and in an advisory capacity to support professionals working with children At Risk of CSE.
 - 15.2. Emerald Team comprises of three specialist CSE workers (two are qualified Social Workers), a Missing Children Coordinator and Business Support Officer managed by a Service Manager. The team was formed following analysis of best practice nationally.
 - 15.3. As part of a 12 month project, Oxford Health CAMHS will be providing a Mental Health Practitioner to work across the Looked After Children (LAC) Health Team and the Emerald Team to provide consultation, liaison, joint assessment and intervention where appropriate to children in care and those who have been sexually exploited/abused. A focus of the role will be to upskill staff who are working with these children and young people.
 - 15.4. The Emerald Team is co-located with Police CSE Officers, a Police Missing Person Coordinator and CSE Coordinator in the Multi Agency Safeguarding Hub (MASH). The team has adopted the Wiltshire and Swindon Police Operation Gemstone brand under which the Emerald Team and Opal Team (covering Swindon) sits.
 - 15.5. CSE guidance and tools for professionals have been trialled, evaluated and developed. These are now widely used.

- 15.6. Given the particular vulnerabilities of Children Looked After by Wiltshire Council all such children (263) aged 10 – 17 years have been screened using the CSE tool.
- 15.7. As there is a strong correlation of children who go missing and concerns for CSE, the Emerald Team has included, since May 2015, a dedicated Missing Children Coordinator. As recommended by Ofsted in their June 2015 inspection of Operational Children's Services the Missing Children Coordinator ensures that all children who go missing from care and home are offered a return interview, and that information gathered during these interviews is collated and analysed to identify patterns and trends to ensure children receive the support they need and further missing episodes reduce and stop.
- 15.8. Practice to respond to children who go missing is now well embedded as business as usual. Information from return interviews is used to safeguard individual children and the information is aggregated to inform responses to patterns and trends. Information is collated and analysed in Quarterly Missing Reports submitted to the WSCB, Wiltshire Risk Management Group and the Corporate Parenting Panel. The impact of this is evident in the number of LAC from other LAs placed in Wiltshire reported missing reduced from 35% (33 children) in Q2 to 14% (21 children) in Q3 of all missing children.
- 15.9. The Emerald Team is currently working with 54 children where CSE concerns have been evidenced using the CSE Screening Tool. Children and young people are increasingly confident in sharing information with professionals in the knowledge that action will be taken.

16. Pursue (Perpetrator prosecution and disruption)

- 16.1. Currently nine male perpetrators are being disrupted with the following tactics:
- 5 arrested and on Police Conditional Bail. These arrests have been as a direct consequence of victims being protected and given the confidence by the Emerald Team to disclose the abuse
 - A Civil Injunction was successfully gained by Wiltshire Council and breaching of the injunction led to the perpetrator being imprisoned.
 - 2 perpetrators have Civil Injunctions gained by housing associations forbidding them having contact with children
 - One perpetrator has a Sexual Risk Order
 - All 9 perpetrators have Child Abduction Warning Notices served against them which makes them arrestable if found with children
- 16.2. In June 2015 Ofsted carried out an unannounced inspection of Children's services in June 2015. The overall judgement was that the service requires improvement to be good. The inspection report made two recommendations relevant to CSE:

- 16.3. 'Monitor and evaluate the use of the child sexual exploitation screening tool to ensure that risks that children and young people may be exposed to are appropriately identified and responded to'. The screening tool and practitioners handbook has been revised and relevant staff in the Council, schools and other agencies trained in its use.
- 16.4. 'Ensure that all children who go missing from care and home are offered a return interview, and that information gathered during these interviews is collated and analysed to identify patterns and trends to ensure children receive the support they need and further missing episodes reduce and stop'. Sections 14.7 and 14.8 above outline the Council's response.

Summary of impact of CSE Work

17. The areas of work set out above are already evidencing impact, for example, the rate of return home interviews is significantly improving. Social Workers are reporting that they are integrating CSE within their practice, and supervision for social workers includes consideration of CSE. Nine perpetrators are being pursued which has made victims of CSE feel safe to disclose the abuse. However, the Council cannot be complacent and CSE needs to remain a key safeguarding focus.

Future monitoring of CSE in Wiltshire

18. The WSCB and CSE Strategy Group continue to ensure CSE remains a priority in Wiltshire. They will continue to monitor plans to ensure continued identification of CSE, early identification of risk so there is a reduction in the number of incidents of CSE, support is provided and there is disruption of activity and effective prosecution. Any changes in patterns of CSE or referrals of abuse which could be related to CSE will continue to be addressed by the safeguarding services and will be reported to WSCB. The role of scrutiny (as highlighted below) is also critical.

Further development in the next 6 months

19. All contracts for taxis and bus services are procured by the Passenger Transport Unit who is reviewing their contract documents to add in a condition to include the need to successfully undertake the training.
20. WSCB CSE Sub Group is planning local events to coincide with National CSE Awareness day on 18 March 2016.
21. Further awareness-raising with the council's Housing Service and Housing Partners.
22. Securing funding to commission Chelsea's Choice for a second year.
23. Case audits to identify to impact of the revised CSE screening tool and the impact of systems and practice to safeguard children who go missing

Overview & Scrutiny engagement

24. A scrutiny task group was formed in April 2015 to look at the CSE action plan.

24.1. Membership:
Jacqui Lay (Chairman)
David Jenkins
Mary Champion
Pat Aves
Sarah Busby
Ken Brough

24.2. **Terms of Reference:**

- To scrutinise Wiltshire Council's programme to prevent and tackle CSE in Wiltshire as set out in the council's CSE Action Plan, with an initial focus on the 'Prevent' strand of the CSE action plan's 'Prevent, Protect, Pursue' themes;
- To monitor the implementation of Wiltshire Council's CSE Action Plan taking into consideration national priorities and actions;
- To scrutinise how, and monitor how well, Wiltshire Council is raising awareness of CSE across Wiltshire;
- To scrutinise the quality, range, suitability and availability of training in CSE delivered by the council.
- To monitor the efficiency of the training including the take up of the training and measurable outcomes;
- To scrutinise and monitor the understanding and clarity of the roles and responsibilities of services and members across the council, as well as council partners, in preventing and tackling CSE in Wiltshire.
- To scrutinise and monitor the council's engagement of young people and schools (both primary and secondary) in preventing and tackling CSE in Wiltshire as set out in the council's Action Plan.

24.3. The CSE Task Group met on 5th November 2015 and has made a number of recommendations regarding the CSE action plan. These were included in an interim report to the Children's Select Committee on 16th February 2016 (see appendix 2).

24.4. Scrutiny is critical in respect of the actions of the Council related to CSE. Learning from the Louise Casey February 2015 review of Rotherham highlighted the lack of effective scrutiny as a key weakness in safeguarding children and young people. An organisational culture where individuals feel able to raise concerns was also highlighted in this review as fundamental to effective governance and safeguarding practice.

Safeguarding implications

25. Failure to take comprehensive action to tackle CSE will leave children and young people at risk. Monitoring of the plan's implementation needs to be at the most senior level to ensure that actions are effective in protecting and supporting children.

Public Health Implications

26. The impact of child sexual exploitation can be devastating, often proving detrimental to victims' physical, psychological and emotional wellbeing. The signs are often hard to identify and vary from children going missing from their homes or care placements, to experiencing mental health problems, sexually transmitted infections, pregnancy, terminations, misuse of drugs or alcohol, physical injuries and coming into contact with the police. In spite of disconnecting with many other potential support networks, many continue to use health services and schools although attendance levels may have changed.
27. Public Health is concerned with improving the health and wellbeing, including welfare of their local population and has a responsibility to tackle child sexual exploitation. Through commissioning of services which accurately reflect need, public health commissioners can provide services which are accessible, high quality and evidence-based. Ensuring services are delivered through staff that are well informed and can contribute to the prevention and identification of child sexual exploitation. Furthermore, they are able to provide a range of interventions and including signposting to specialist services who can provide longer term support and rehabilitation.

Procurement implications

28. There may be further procurement of training to deliver the strategy, which will be managed through normal procurement practices and governance arrangements.

Equalities impact of the Proposal (detailing conclusions identified from Equality Analysis, sections 4 and 5)

29. Young people from the LGB&T community may need additional support – we have already given consideration to how they will be reached specifically. Consideration has also been given to how we can inform children with disabilities about this area of work as this group is particularly vulnerable.
30. Race & Religion specific – we know that in some areas, (e.g. Rotherham), race has been a factor in CSE. However, overall it is accepted that CSE may affect people of any race or religion. The problem profiling actions in the plan should identify whether race and religion are a factor in CSE in Wiltshire.

Environmental and Climate Change Considerations

31. There are no implications of the action plan on Environment and Climate Change

Risk Assessment

Risks that may arise if the proposed decision and related work is not taken

32. Without a council wide action plan. on CSE that is sufficiently monitored, activity is more likely to be done in isolation, would be uncoordinated, may

involve duplication of effort and may result in gaps in provision – putting children at risk. Corporate ownership would also be compromised.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

- 33. Actions to raise awareness in schools, such as the “Chelsea’s Choice” theatre production may give rise to young people making disclosures of CSE. Steps are being taken to ensure that appropriate professionals are available to speak to at the venues. This is being done in coordination with schools.
- 34. There is a potential risk that the high profile of CSE may take attention away from other safeguarding issues. The WSCB has a sub group dedicated to CSE, but its wider strategic remit ensures that other forms of abuse and risks to children and young people remain priorities. Likewise, the Council has created a new specialist CSE team, but this sits within a structure where there is a strategic overview of all safeguarding issues.

Financial Implications

- 35. The majority of the plan is to be delivered within existing resources and the work is taking place across a number of different service areas.
- 36. Item 9.1 within the plan, Chelsea’s Choice Theatre Production has previously been funded through the Council’s Public Health grant and there is commitment to support any further community performances. Funding is also being discussed with secondary schools.
- 37. The CSE team has now been appointed and comprises; CSE service manager, adolescent support worker (0.5fte) two social work posts, missing persons co-ordinator and business support post. The cost has been identified as £0.238 million in the first year, broken down as follows:

	15/16 Budget £m	15/16 Projected Expenditure £m	15/16 Projected Variance £m
Staffing Costs including Travel	0.233	0.183	(0.050)
Specialist Training & Resources	0.005	0.005	-
Gross Expenditure	0.238	0.188	(0.050)
Home Office Innovation Fund	(0.090)	(0.090)	-
Net Local Authority Budget	0.148	0.098	(0.050)

- 38. The CSE team comprises staff which are funded in part by base budget diverted from elsewhere within Childrens Services and in part by a two year home Office Innovation Fund. The posts have all now been appointed to however there were vacancies earlier in the year which have led to the projected underspend above.

39. In the third year, this external funding will cease and we would initially look to apply for alternative external funding. If this was not available, we would need to look at service efficiencies or, reprioritise local authority base budget.

	Year 1 (2015/16)	Year 2 (2016/17)	Year 3 (2016/17)
	£m	£m	£m
Estimate of CSE Team Costs	0.238	0.240	0.243
Local Authority Budget (estimated in future years)	0.148	0.150	0.153
Home Office Innovation Funding	0.090	0.090	
Alternative Plans (efficiencies, external funding, re-prioritise budget)			0.090

Legal Implications

40. The Council has various legal obligations for the protection of children, both generally and specifically in relation to CSE. The actions and proposals set out in this report will help the Council meet those obligations

Options Considered

41. Do nothing – without a council wide action plan on CSE that is sufficiently monitored, activity is more likely to be done in isolation, would be uncoordinated, may involve duplication of effort and may result in gaps in provision – putting young people at risk.

Conclusions

42. The CSE action plan needs to continue to be updated and monitored at a senior level.

***Proposal**

43. That Cabinet note the progress made against the CSE action plan since May 2015

***Reason for Proposal**

44. Wiltshire Council has a zero tolerance approach to CSE and treats CSE as a high priority.

It is important the Council maintains oversight of progress in relation to the implementation of the CSE action plan.

Carolyn Godfrey
Corporate Director, Children's services

Report Author:

Emily Higson, Corporate Support Manager

15th March 2016

Background Papers

None

Appendices

1. CSE Action Plan version 1.16
 2. CSE Task Group Interim Report
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