

**BEDFORDSHIRE REVIEW**  
**Response to CSE in**  
**Bedfordshire in the Three**  
**Boroughs**

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## **Nomenclature:**

BBC	Bedford Borough Council
CBB	Central Bedfordshire Borough
CBSCB	Central Bedfordshire Safeguarding Children Board
CCG	Clinical Commissioning Group
CEO	Chief Executive Officer
CSC	Children's Social Care
CSE	Child Sexual Exploitation
CSEP	Child Sexual Exploitation Panel
CSP	Community Safety Partnership
IMD	Index of Multi-Deprivation
LSCB	Local Safeguarding Children Board
MASH	Multi-Agency Safeguarding Hub
NRM	National Referral Mechanism
RAG	Red, Amber, Green
SEPT	South East Partnership Trust
THB	Trafficking of Human Beings
YOS	Youth Offending Services

## **Introduction to NWG Network**

The NWG Network (NWG) is a charitable organisation formed as a UK network of approximately 500 organisations all involved in the tackling of Child Sexual Exploitation (CSE) and THB (Trafficking of Human Beings) within the UK.

The network covers voluntary, statutory and private services and links professionals involved in creating the best response for children, young people, and their families, who have become subjected to CSE. The NWG not only works to stop CSE in the UK, but across the world and we are the only CSE network working across voluntary and statutory agencies tackling CSE, with links to Europe South East Asia, Africa and the USA.

The NWG offers advice and support to members and raises the profile of important issues regarding CSE. We share national developments across our network, influence the development of national and local policy in relation to tackling CSE and aim to continually improve the outcomes for children, young people and their families.

Members of the NWG Network can be confident that the up-to-date information and support they receive ensures they give correct and timely response to victims and families.

## **Terms of Reference**

The review will cover Bedfordshire, its three local authority areas and the three LSCB's.

## **Requirements for the Bedfordshire CSE Review**

To map current responses to CSE across Bedfordshire: Local scoping of the CSE issue\*

- Review of local CSE policies, procedures and practices
- Ensure appropriate CSE training, awareness raising and communication is in place
- Ensure effective data sharing is taking place across all partners
- Review CSE governance, structures and their effectiveness across Bedfordshire

*\* A Bedfordshire Police Analyst and Research Officer have been commissioned to produce a CSE Problem Profile to highlight CSE issues across Bedfordshire.*

To review the scrutiny and challenge functions for CSE across Bedfordshire both by the LSCB and the three local authorities.

To review the prosecution levels in Bedfordshire in relation to CSE cases:

- Highlight why cases do not go through the court process
- Identify reasons for 'negative disposals'

## **Review Outcomes**

The outcomes being sought by the Chief Executive Officers and the LSCBs from the Bedfordshire CSE review are:

- To provide a picture of CSE across Bedfordshire
- To understand how services are delivered
- To understand how services are evaluated and the impact of them
- To ensure CSE structures are effective and efficient
- To ensure front line practices are compliant with policy
- To ensure governance and scrutiny arrangements are fit for purpose
- To understand why prosecution levels are low in Bedfordshire

## **Methodology**

The request for this review was made by the Chief Executive Officers and the three LSCB's in Bedfordshire as a joint piece of work, commitment and commission, in order to identify any weaknesses that need to be addressed in order to help agencies prevent and/or manage CSE in Bedfordshire.

A scoping exercise was initially undertaken by the three local authorities responsible for services to Children and Young people Pan-Bedfordshire. Representatives from each agency, and internal and external providers were then invited by the three authorities to meet the Specialist Team from the NWG Network, for semi-structured interviews, including:

- Central Bedfordshire, Luton Borough and Bedford Borough Councillors
- Central Bedfordshire, Luton Borough and Bedford Borough Council employees
- Education
- Social Care
- Licensing
- Housing
- Community Safety Partnerships
- Voluntary and Community Sector
- Health Services
- Police
- YOS

Participants were chosen by the relevant organisations and interviewed individually and in groups by a panel from the Review Team for 45-60 minutes. The participants were aware that their comments in the semi-structured interview could be reported back without identification. Some interviews took place over the phone and two members of the Review Team attended a Child Sexual Exploitation panel meeting.

Further background information was obtained by a review of the relevant documents underpinning the management of CSE in the area

The face-to-face interviews, carried out by the Review Team, and the majority of the telephone interviews were carried out over four days per borough, (total of twelve days) between 9<sup>th</sup> February and 13<sup>th</sup> March 2015.

Supporting documents and information gained from those meetings have then been analysed by the Review Team and the report writer for this document to record the information and the conclusions of the team, meeting the Terms of Reference.

As part of the review, the NWG Team sought to hear the voices of young people in Bedfordshire. The purpose of the consultation was to hear the young people's perspective on CSE, in particular what awareness and education there is and how services are provided. This is only a small sample, with data gathered through a survey facilitated by specialist services within Bedfordshire. The summary of the findings are included in the "what worked for young people" report.

It would be difficult to draw recommendations from this report due to the small sample size, but each LSCB would benefit from including young people in any statutory and operational development.

A feedback programme will be organised at the completion of the report for reporting back conclusions and recommendations to the three LSCB's in Bedfordshire.

### **Dynamic Response to the Report:**

At the time of executing the interviews in the three boroughs, it was clear there was 'self-awareness' from senior strategic leads of the need to identify gaps in service and the importance of strengthening and improving the response to CSE. There was significant, dynamic development and progress, with a fast pace of change to fill identified gaps in provision. It is to be commended that there was a joint decision across all three boroughs to conduct a review to assure themselves that issues were identified and being fully addressed. (See Appendix 3-9).

Therefore, this report will state what was presented at the time of interview and paper review, with recommendations. Where gaps have been filled before the launch of the review, we ask organisations to understand this, and mark off their subsequent action plan as completed in those areas, with emphasis on the impact and sustainability of the actions.

### **CSE Reflective Practice:**

A reflective practice session took place in April to provide assurance to the three Bedfordshire DCS's and the Chief Executive Officers that there is a consistent approach to CSE cases in Bedfordshire and to ensure there are good working arrangements across local authority boundaries in Bedfordshire. The session was successful and the group interacted very well together with the right level of understanding and knowledge of professionals. LA's were able to learn what each other does and

why. Time was used to reflect on what had happened and what we could have done differently. Practitioners found a Bedfordshire reflective practice session invaluable and that this should continue moving forward. (See Appendix 3)

## **Pan-County Background**

The county of Bedfordshire lies in the commuter belt for London, and it boasts some desired country living space, whilst also containing the large Boroughs of Luton and Bedford, along with some smaller towns such as Leighton Buzzard and Dunstable. The urban areas have a very different profile from the rural areas in Bedfordshire.

Luton is a unitary authority of some years standing, and under local government re-organization in 2009, Bedford Borough Council & Central Bedfordshire Council became unitary authorities, formed from the previous County Council. The three local authorities have three very distinctive populations, with very different profiles and needs. Added to this, the political landscape in each authority is different. The three Local Authorities are committed to working together to find common ground in order to prevent and manage CSE across Local Authority boundaries.

Bedfordshire Police work across the three Boroughs providing some continuity of awareness, but with some difficulties and replication in serving three distinct Local Authorities, three LSCB's and two major Health Care providers. There is an increasingly diverse service provision from multiple provider organisations creating challenges for LSCB's in ensuring high standards of safeguarding practice.

The geographic county of Bedfordshire lies a relatively short distance from areas where CSE is known to have taken place e.g. Oxfordshire, Northampton, Peterborough, and London, therefore it is likely that CSE will be occurring locally.

## **Central Bedfordshire:**

Central Bedfordshire is classified as a predominantly rural county, yet 61% of the 255,200 population live in areas classified as 'urban'. The larger towns of Leighton Buzzard, Dunstable, Houghton Regis, Biggleswade and Flitwick provide a different social profile to that of the rural landscape of Central Bedfordshire. The town of Leighton Buzzard, for instance, has a population of 26,000 and is identified as creating challenges to the provision of services for children and young people.

The ethnic make-up of Central Bedfordshire is 90% White British with 1% Indian Asian (largely Hindu) and 0.8% Black African. 3% are listed as 'White other' in the 2011 Census, and more recently this is reported to have increased and is made up of Europeans and specifically, Eastern Europeans. Central Bedfordshire does not report any significant ethnic tensions.

From the 2011 census, the Central Bedfordshire population are better educated, having better housing, better jobs and better health than the national average and are low on the Index of Multiple Deprivation (IMD) overall, but in the towns of Leighton Buzzard, Houghton Regis, Dunstable and Flitwick there are pockets of deprivation. When compared with the national average IMD, they compare with some inner London Boroughs.

Central Bedfordshire is the 11th largest of 56 unitary councils in England and is 15th largest by population. As in many other areas, the 'footprint' of Health and Police organisations are not the same as that of the Local Authority, as they cover a much wider area, and work with all three local authorities within the county, including Luton and Bedford Borough. Central Bedfordshire has significant health provision from outside Bedfordshire.

Central Bedfordshire communications are good, with commuter access to main train lines to London, and easy access to the M1, which dissects the county from north to south. The close proximity of Luton airport, and the relatively easy access to Stansted and some other London airports make the county vulnerable to THB.

### **Luton Borough:**

Luton is the largest urban area in Bedfordshire comprising a growing population of 203,201 (2011 Census). The town is a densely populated urban space, largely consisting of smaller houses and flats. The motor industry on which Luton was developed in the 20<sup>th</sup> Century has now diminished, although the airport does provide some employment and the town with revenue, as it is owned by the town. Luton is the site for the University of Bedfordshire, which contains the International Centre of Excellence for CSE Based in the centre of the town this provides employment and offers the potential for an element of student culture.

The people living in Luton are reported to be younger, poorer, more deprived with more young children resident than the national average. It is widely diverse with 44.6% being white British. It has 14.4% Pakistani Asian and 6.7% Bangladeshi Asian and 7% White other, many of whom are from Eastern European countries. Luton also holds 3% Irish, 4% Black Afro Caribbean and 4.5% African Caribbean people. In 44.1% of secondary schools and 50.9% of primary schools English is not the first language spoken by the pupils. It is said to have a similar profile to a London Borough, yet does not attract London weighting in its resources. Families from London Boroughs are often rehoused in Luton.

Luton is a commuter town, for London and further afield, based on its proximity to fast trains, Luton airport, and the MI. This will make the town vulnerable to THB activity.

## **Bedford Borough:**

Bedford Borough lies north of Bedfordshire and is an urban Borough surrounded by green belt, with a rapidly growing population of 161,382 (O.N.S. 2013). The population has grown by 9% since 2001, and is expected to grow by another 8% by 2021. Bedford Borough is ethnically diverse, with 28.5% Black/ethnic or non-White British people at the last census in 2011. 7.9% of the population are from 'White other' groups, largely Eastern European, such as Polish, and Romanian. Bedford has also had a stable Irish and Italian population for some decades.

The town centre is an historic market town. The town is near enough to London to be a commuter town, and to the major road, air and rail links to be vulnerable to THB. The M1 motorway is a major arterial route that has been used to transport victims of THB to the Midlands and beyond, and Luton Airport has a history of THB particularly from Eastern Europe.

## **The Picture of CSE Activity Pan-Bedfordshire**

Those participating in the review across Bedfordshire had a broad understanding of what CSE was, and how it was perceived locally. It was presented as occurring in low numbers to vulnerable, mainly white, females. Peer on peer exploitation was described as a significant issue, with the victim believing they were consenting in both lone perpetrator and group situations but not necessarily with older men. They recognised that young men and boys in some areas were becoming involved in locality gangs, often associated with other crimes such as theft and burglary. They acknowledged that males might be involved as victims but that boys were not reporting it. Vulnerable females were also attached to those gangs. Alcohol and drugs were widely used such as strong cannabis, cocaine and Mephedrone. They said that for these young people this was seen as a normal way of life, and that they did not perceive it as abuse.

*"Exploration without consent is exploitation"*

The Police report states that 90% of cases of CSE recorded on their systems are girls, (only 11 males being recorded). That does not mean that boys are rarely abused through CSE, because there are a number of potential barriers to cases against boys being recorded. Regarding ethnicity, they reported that 83% victims recorded are White North European, 8% Asian and 6% Black. The first Bedfordshire Police Problem Profile (which was not shared with partner agencies at the time of this review) attributes this to White British children experiencing more personal freedom, and there may be factors that prevent children and young people from some cultures to come forward.

The ethnicity of suspected offender information is not fully available, but the partially recorded data from Bedfordshire Police indicates the breakdown is significantly different from that of victims, being 44% White Northern European, 46% Asian and 10% Black in Bedfordshire.

A more refined Police Problem Profile has been commissioned by the CSE Strategic group to further develop the understanding of CSE in Bedfordshire and will be available in autumn 2015.

There was little awareness expressed of any cases of THB across the county, even when considered that THB is defined by moving someone from one location to another in order to exploit them. However, the current Police Problem Profile outlines reports of victims being transported to a hotel in Luton, where a group of males provided them with drugs and alcohol. There is also an account of local 'nominals' being involved in wider operations of trafficking teenage females within the UK to venues for sexual exploitation, and also of young girls travelling by train or car to Luton, to be sexually exploited. These accounts of organised THB and sexual exploitation do not appear to be known in the county by the agencies interviewed, and even the Police themselves did not describe them as such, which is of concern because there has been virtually no emphasis on THB training in Bedfordshire and almost all agency interviewees were unaware of the legal framework for THB.

Within Bedfordshire as a whole, Police report 46% of known victims are currently in the care of the local authorities and identified this as similar to other parts of the country. This is believed to be because young people in care homes are more vulnerable, more targeted and more likely to be identified as victims by staff.

CSE victims reported to Bedfordshire Police have been known to CSC at some point. There is a concern that young people, who are victims of CSE, living at home with parents who do not recognise the signs, may go undetected longer than those who are observed by CSC.

There is an increased awareness of on-line CSE in the county as well as the rest of the country, and the local profile is related to lone offenders, often posing as a young person. There are also cases of more peer group on-line pressure to be photographed and filmed, and then those pictures being distributed widely (sexting). There might also be filming of sexual exploitation in groups, which are distributed. The most popular sites reported are Facebook, Blackberry Messenger (BBM) and What's App.

The Police recognise the connections between young people who go missing on a regular basis and CSE, and there is a need to strengthen understanding and procedures to ensure missing person enquiries consider CSE. Return interviewing is an area that varies across the county, and there are issues regarding return interview data being shared with Police and agencies effectively across the county.

There was general understanding that perpetrators of CSE operated across Borough boundaries, and that the county as a whole was vulnerable to CSE activity on the grounds of its geographical proximity to the airport, rail and road links, and to hotspots such as London, Milton Keynes and Peterborough. There was also recognition that the area bore some sociological and ethnic similarities to those parts of the country having already exposed high levels of CSE.

It was understood that Luton itself was a hotspot for CSE within the county, as there were more cases being heard in CSEP from Luton than the other two Boroughs combined. However, this may also be due to agencies within Luton being better able to identify CSE.

There has been an increase in CSE related reports to the Police in 2014, which may be due to increased public awareness following media coverage of the ongoing Operation Yew tree, and also an increased awareness of services since the publication of reports from Rotherham, Rochdale, Oxfordshire and Derby.

### **Bedfordshire Police:**

The Police and Crime Commissioner (PCC) has been in post for two years and has engaged with all three LSCB's and Independent Chairs in Bedfordshire. CSE is seen as a priority in the PCC plan.

Although the PCC is assured that victims are being supported within Bedfordshire, there was recognition of the need for improved understanding and a multi-agency strategic approach to CSE, leading to better joint commissioning of services to prevent, identify and manage CSE, and provide appropriate support for victims and families.

Prosecutions for CSE appear to be low however Police reported that there may be prosecutions for CSE but they are recorded in other categories, such as rape or anti-social behaviour. There is no criminal offence of CSE. There are issues regarding the balance between the need to safeguard children and young people against the need to prosecute. Bedfordshire Police uses disruption tactics widely.

The Chief Constable is a member of the Bedfordshire Chief Executive's Forum and as such was party to the commissioning of this review.

### **The Director of Children's Services**

The Director of Children's Services (DCS) has the responsibility within the local authority, under section 18 of the Children Act 2004, for improving outcomes for children, local authority children's social care and education functions and local cooperation arrangements for children's services and essential to drive progress forward. They have professional responsibility for the leadership, strategic and effectiveness of children's services.

In addition as a statutory member of the Health and Well-Being Board, the DCS has a clear role in driving the development of the local Joint Strategic Needs Assessment (JSNA).

The three DCS's are committed to working together with partners to ensure that CSE is recognised and that appropriate services are available to prevent CSE, support and

to support victims. They are committed to working with partners to deal with perpetrators and raise community awareness on CSE issues.

### **The Chief Executives of Bedford, Central Bedfordshire and Luton:**

The Chief Executive's provide the professional leadership for their respective Councils. As members of the Bedfordshire Chief Executive's Forum they commissioned this review.

### **The Clinical Commissioning Groups:**

The Chief Executive's and Chief Operations Officer of Luton CCG and Bedfordshire CCG respectively provide the professional leadership for their respective Councils. As members of the Bedfordshire Chief Executive s Forum they commissioned this review.

**Chapter One:  
Response to CSE in Luton**

## **Response to CSE in Luton:**

### **1. Safeguarding Children Board**

In Luton the LSCB led on the strategic management of CSE, before it was decided it was an operational role that needed to be led by the LBC. However, it appeared necessary at that time for the LSCB to take the lead rather than the LBC, in order to move the agenda forward.

The local Authority clearly has a leadership role in CSE, and must ensure that the processes in national guidance are followed locally in CSC, and in partnership with member agencies of the LSCB. The LSCB Chair is responsible for ensuring the correct processes are in place and all partner members submit regular assurance to the LSCB for scrutiny.

The strategy group in Luton is covered under Part 2 of this review of CSE in Bedfordshire.

### **2. Luton CSE Strategy**

The LBC website includes a CSE page, which is populated with general information including the definition, 'tell-tale' signs and information on how to report concerns regarding CSE. This directs the public to the RAIT.

It is to be commended that there is an 'out of hours' phone line available to compliment the above.

The site redirects visitors to the LSCB website page for the strategy. Whilst it may be beneficial to have the LBC strategy on this website as well, it should appear on the LBC website also. It would provide clarity if this strategy was dated.

The two strategies will differ; LBC strategy will be a single agency strategy, whereas the LSCB will be multi-agency.

A pre-planned multi-agency assessment should be considered within the strategy document to prepare a response to a large CSE investigation to include prosecution and victim support.

### **3. Raising Awareness and Training**

LSCB has provided a range of awareness, briefings and events that have highlighted the issues, and commissions training programmes in CSE. CSE is also included as an element of safeguarding training.

Where there is training, it appears that there is limited take-up by staff. A structured training programme could assist accelerating practitioner's engagement. Managers could make better use of the bi-annual information on staff training to improve their professional development.

Staff training is important and a mechanism for monitoring and recording staff attendance should be considered and would assist in identifying gaps in knowledge and understanding.

The team only found one department of the local authority where the manager and all staff had received CSE training. This was a good example, and was a department that handles issues relating to CSE prevention. The training had helped them with difficult issues.

However, the departments where the majority of staff have contact with children and young people and families have not received CSE training and attendance at available training events is not monitored systematically by line managers as part of their performance management and professional development responsibilities. Many staff said they had undertaken training however what was delivered was a short briefing, and they clearly did not know the difference. Most people interviewed were, aware that CSE training was available.

Key staff working directly with families were not routinely accessing the training on offer and attendance was not being monitored by their line managers, or by the LSCB. Therefore those in most need of the training were not receiving it, which impacts on the level of awareness, referral and management of cases of CSE.

Health staff were reported to favour in-house single agency training over multi-agency training, and in the Police, the most relevant officers and support staff had not had training other than one hour internal seminars. Most worrying was that the people making the most crucial decisions regarding referrals in Luton had not attended CSE training.

## **4. Information Sharing**

### **4(a) Data Sharing Across All Partners:**

LBC have recently purchased a new CSC system that is fit for purpose, but does not interact with the CSC systems in Bedford Borough or Central Bedfordshire. Effective data sharing is dependent on a shared understanding of the relevance of data, and therefore depends on well-trained staff. It also dependent on a well-functioning shared IT system, which is not in place across Bedfordshire. Police and Health have their own standalone IT systems which is a challenge to timely and accurate exchanges of information.

#### **4(b) Pan-Bedfordshire Information Sharing:**

CSEP is being reviewed separately but there are issues for Health and the Police in sharing information at the CSEP when there are people on the panel who do not have a clinical background or role in the case. A signed confidentiality agreement would benefit their case and the victim being heard and supported. We understand this improvement is now in place.

#### **5. Missing Children and CSE**

There are important links between CSE and children who go missing from home, education and/or care.

In Luton, Looked After Children missing from care are interviewed by a commissioned third sector organisation, NYAS (National Youth Advisory Service), who were not interviewed as part of the review. The Review Team were informed that NYAS had not been collecting data and/or sharing information with the Police but that this is now being addressed.

Schools report that there is a quicker response from police and staff if a child is missing from care, than from education. Concern has been expressed that even when a young person is reported missing from care where there have been incidents of CSE, it is a minimum of 24 hours before police will take action.

This is possibly due to the fact that the police may categorise these cases as 'absent' as opposed to 'missing' based on the new ACPO guidance and therefore the response is different. It could also be as a result of insufficient CSE training and being unaware of the significance in these cases. Police training in CSE and THB needs to be applied across the force, and not just in specialist areas.

#### **6. Governance, Structures and Their Effectiveness**

The threshold situation in Luton, at the time of the report, required solutions to challenges, which were being addressed. Some referrals are returned to the responsibility of schools, Early Help and Intervention teams. There were concerns expressed around the lack of skills in schools and the Early Help teams in dealing with the responsibility of supporting families, and managing children and young people suspected of being involved in CSE or managing lower level risks.

There is some overlap in Luton of the role of the CSEP regarding referrals that has resulted in some professionals believing that the CSEP is the point of referral rather than the Assessment and Referral Hub. This may be because the CSEP Protocol is misleading by using the term 'referral to CSEP' rather than 'Presentation at CSEP'.

The CSEP review needs to focus on encouraging referrals through the Child Protection processes of Section 47 Strategy Meetings that are recorded and collated and

overseen by LSCBs. There needs to a Pan-Bedfordshire agreement regarding the systematic recording of multiple victims and/or perpetrators from different parts of the county, in order to collect accurate data.

There was reassurance that managers would be able to question and escalate any concerns regarding their own staff or by a commissioned provider. For example, it was clear that the issue regarding the lack of information sharing from missing from care interviews had been escalated to senior management, and action had been taken.

## **7. Licensing**

Licensing is an important department of the Borough Council in helping with prevention, identification and disruption of CSE.

Pan-Bedfordshire Licensing meetings are now in place which is to be commended. The Licensing Team in Luton were reported to be fully trained in CSE, with appropriate management oversight. There was an appropriate system in place by which taxi drivers were suspended immediately if a complaint was made against them, and remained suspended while it was being investigated. The Review Team were reassured that taxi drivers would lose their licence to work in Luton if they were found guilty of offences against passengers or complaints were upheld. The driver's ability to obtain a new licence outside of the Borough and work within the Borough is of concern. This is something that the Pan-Bedfordshire Licensing meetings should address.

Luton Licensing team were aware of the need for training taxi drivers, fast food outlets, hoteliers and pub and club owners regarding CSE and THB. The licensing team understood that the licensees could play an important role in obtaining information regarding CSE activities in the town, if they know the signs and who to inform. These businesses can also play a part in the disruption of CSE locally.

A Pan-Bedfordshire Licensing Strategy would be useful in raising an effective response to the challenges. This should, as a minimum, include:

- Transparency in all arrangements regarding the application and allocation of licences.
- Training in CSE for all Council Members making decisions on Licences, Licensing Officers, Hotel Owners and Staff, Taxi Drivers, School Transporters, Fast Food providers, Door Staff, Licensees of Pubs and Clubs and other relevant businesses.
- A strengthening of partnerships with Bedfordshire Police, Public Health, Environmental Health, CSP and the Fire Service in CSE.
- An audit of all licence holders to ensure none are currently a risk to children and young people.

- A strategy for continued engagement with the licensee community.
- Pan-Bedfordshire meetings and information sharing regarding hotspots, victims and perpetrators of CSE.

**Chapter Two:  
Response to CSE in  
Central Bedfordshire**

## **Response to CSE in Central Bedfordshire:**

### **1. Review of CSE Strategy**

Authority staff demonstrated a broad understanding of the nature of CSE, and its presence in the county. There were examples of good practice within robust arrangements at operational level, but interviewees described the response as being disjointed at a 'local authority strategic' level CSE.

Concern was expressed that Elected Members may not fully understand CSE and would benefit from training. Many interviewees were conscious that CSE in Central Bedfordshire lacked a combined, Pan-County strategic plan that would direct and coordinate developments, ensure a sustained commitment to identifying and dealing with cases, monitoring and developing services and communication systems

### **2. CSE Awareness Raising and Training**

Central Bedfordshire and Bedford Borough Safeguarding Children Boards share their training provision for all employees, parents and carers.

There does not appear to be access to any dedicated multi-agency CSE training for practitioners working directly with vulnerable families in the LSCB training programme. This is a gap in provision.

In brief the issues identified about training and awareness raising are as follows:

- Some departments have undergone appropriate training in CSE, but not all
- Many staff have accessed a short awareness raising session, which was misunderstood as training and the difference was not understood
- Managers in CBC were not monitoring staff training at the appropriate levels required for their roles and responsibilities
- Managers in CBC had not accessed training
- Some managers believed staff would identify CSE without training
- Multi-agency training was poorly attended by Police and Health, therefore lacked true multi-agency value and representation.
- There is no dedicated CSE and THB training

Awareness raising has been a strategic aim by the Central Bedfordshire Safeguarding Children Board and Public Health, and there is an initiative in schools through the use of multimedia and commissioned packages.

### **3. Information Sharing:**

Effective information sharing requires a strong guidance protocol and although one for the CSEP exists, it would benefit from a review against new guidance. There are many barriers to why information is not shared effectively, and it is important for those barriers to be identified and addressed. A protocol is an agreement to share information however; this should be supported by a robust information sharing mechanism to provide pathways for effective information exchange.

### **4. Inter-Agency**

Central Bedfordshire Borough Council have recently put in place a hub that is the point of contact for referrals to CSC and is reported to be working well and probably at a stage where it could effectively develop further to become a multi-agency hub.

They hold mapping and task group meetings, where there might be a wider range of services, including the Homeless Team, but at present, no Health representation from School Nursing, Brook Advisory Service or Sexual Health Clinics are involved; it is a single agency venture. At the time of the review no Health or Police representative were directly involved but liaised by telephone.

The hub would benefit from becoming multi-agency, with access to information, data and professional opinions to any risk assessment. Data sharing works best when there is strong trust and partnership working and a clear multi-agency pathway. The closer a multi-agency group of professional's train and work together, the easier it is to overcome barriers.

There is a strong argument for developing the hub into a CB multi-agency MASH, and also for the consideration of a Pan-Bedfordshire MASH.

A co-located MASH would provide an opportunity for each case to be managed at the point of referral, obtaining multi-agency information and specialist advice, constituting a high quality risk assessment that is carried out in a timely manner. It could be the point where data is gathered, analysed and reported to agencies including the CBSCB.

The Missing Team are reported to have good relationships with the young people they interview, with valuable information shared appropriately with Police and CSC, via the IT system. They are well trained and appropriately supervised, through weekly meetings with their manager. There are also good relationships reported between the Troubled Families Team and the Access and Referral Team.

There was a general acknowledgement that information sharing with agencies outside the county could be more systematic. There was no robust process for information sharing regarding victims who are trafficked to other parts of the country. Key staff had not received THB training or the use of the NRM. It is important that all services

working with young people undergo THB training, to understand the definitions, the indicators, the potential for disruption and prosecution.

The hub is reported to work effectively, with seemingly good interaction between the Access and Referral Team, CSP, Licensing, Housing, Homeless and Fraud Teams. The team hold mapping meetings to look for patterns and victims of CSE. They also hold specific tasking group meetings but not always including multi-agency partners. Statutory Strategy Meetings are held for cases identified.

## **5. Governance, Structures and their Effectiveness**

There have been a number of changes at a strategic level in Central Bedfordshire, this brings a fresh perspective at senior management level and is producing opportunities for joint strategic work. The Review Team were impressed with the level of enthusiasm for managing CSE in the county, and it appeared morale was high at all levels.

## **6. Thresholds**

No concerns were expressed that cases of CSE were not being dealt with by CSC, and CSC appeared to have a strong internal process for mapping and tracking any suspected cases, and were holding appropriate Strategy Meetings.

Historically Central Bedfordshire had low levels of children in care and on child protection plans. Managers reflected on the impact these decisions may have had on current vulnerable young people and the importance of early intervention.

Services appear to be managing referrals to the hub, and an appropriate level of action appears to be taking place. However, it is unclear how many cases of CSE have not been identified in CBC. There is a need for awareness raising and training for all employees working in the community to enable them to identify indicators and take appropriate action.

For universal services there is an issue regarding feedback from their referrals, which should be addressed as it may improve the quality and validity of future referrals.

The level of training and supervision in the Access and Referral Team, the Missing Team and the Troubled Families Team is a major factor in the success of the hub and its management of thresholds; there needs to be more on-going specific CSE multi-agency training for key staff working in these areas.

## **7. Escalations**

Escalation processes in CSC appear to be functioning well and are used effectively, with practitioners reporting being listened to. The culture of the organisation set by the Chief Executive and the DCS is one of learning, not blame. That openness has helped empower staff, and has developed an environment whereby issues can be dealt with early.

## **8. Licensing**

Central Bedfordshire Licensing team were aware of the need for training for licence holders regarding CSE and THB. The licensing team understood that the licensees could play an important part in obtaining information regarding CSE activities if they know what to look for and who to inform. These businesses can also play a part in disruption of CSE locally.

The Licensing Team in Central Bedfordshire required up-to date training in CSE and THB which would help them recognise the need for the same approach to CSE across Bedfordshire. There are issues that need to be co-ordinated and managed appropriately across the three Borough's regarding the issue of licences and the management of complaints against Taxi Drivers.

CSE activities in hotels, pubs, clubs, take-aways and taxis can be linked to similar activities in other Boroughs. Bedfordshire Boroughs are now holding Pan-Bedfordshire meetings. When a business is closed down or a taxi driver loses their licence, licensees can apply to a neighbouring Borough Council for a new license, and continue in business. Therefore it is important to share information across the Boroughs. It is also important that licensing officers receive information of newly identified CSE activity, in order to inform neighbouring Boroughs. It is also important that information regarding CSE hotspots is shared across the Boroughs.

Licensing departments should facilitate training for licensees to enable them to identify and share valuable information regarding CSE and THB.

A Pan-Bedfordshire Licensing strategy would be useful in raising an effective response to the challenges. This should, as a minimum, include:

- Transparency in all arrangements regarding the application and allocation of licences
- Training in CSE and THB for all council members making decisions on licences, licensing officers, hotel owners and staff, taxi drivers, school transporters, fast food providers, door staff, licensees of pubs and clubs and other relevant businesses

- A strengthening of partnerships with Bedfordshire Police, Public Health, Environmental Health, CSP and The Fire Service in CSE
- An audit of all licence holders to ensure none are currently a risk to children and young people
- An audit of all licence holders to ensure none are currently a risk to children and young people
- A strategy for continued engagement with the licensee community
- Pan-Bedfordshire meetings and information sharing regarding hotspots, victims and perpetrators of CSE

## **9. Commissioning**

Accurate information is needed regarding CSE in order to commission services effectively in Central Bedfordshire. It is also important to look at the data from the three Borough's combined. Information is best processed at a central point which is currently the Police or the hub, and an analysis of information to provide accurate data and allow for an appropriate level of resource to be committed.

Information from the CSEP is useful, in addition to the data already collected. The panel only review high-risk cases; therefore this cannot be an accurate indicator of the total level of CSE in the county.

It is clear that support services for young victims of CSE are limited, and there is potential for further commissioned support. However, it would be helpful if there were a Pan-Bedfordshire approach to support at a strategic level, to promote equality of access across the County. There should also be a contingency plan for resourcing support for victims should a wide-scale case come to light or evidence of more widespread smaller scale CSE activities.

Planned new housing developments will increase the number of children and young people, which is likely to increase the welfare requirements within the County.

There are a number of commissioned services used in the Borough, which need to have robust standards and conditions regarding CSE, supervision, data collection, performance management, clear lines of accountability and escalation in the contracts and those conditions of contract need to be monitored.

## **10. Safeguarding Children Board**

Central Bedfordshire has its own LSCB but shares provision of training and education with Bedford Borough Safeguarding Children's Board. A dedicated multi-agency CSE course should be developed or commissioned which forms part of a rolling programme of CSE training.

**Chapter Three:  
Response to CSE in  
Bedford Borough**

## **Bedford Borough Response to CSE:**

### **1. Review of CSE Strategy:**

Bedford Borough Safeguarding Children Board's Business Plan 2014-2016 which includes CSE as one of its safeguarding priorities, clarifying aims, objectives and lines of accountability.

Bedford Borough Council also produced a CSE Prevention and Intervention Strategy (March 2014) that is well referenced and clarifies that CSE is a '*key strategic priority*'. The strategy outlines some broad objectives however they are not easily measured.

The Bedford Borough CSP Strategy for 2014-17 does not mention CSE, and only covers THB in terms of adults and Human Slavery, with no reference to children and young people. However, the October 2014 Bedford Borough CSP Strategic Assessment identifies CSE as one of the eight emerging themes. This assessment is being undertaken in order to refresh the CSP Strategy and it is anticipated that CSE will be one of the strategic priorities going forward.

The Bedford Borough CSP Strategic Assessment states that between March 2013 and October 2014 (see Appendix), 40 of the 194 cases heard at the CSEP were from the Bedford Borough, with the majority of cases being raised by CSC or Police.

### **2. CSE Training and Awareness Raising:**

Bedford Borough and Central Bedfordshire Safeguarding Children Boards share their training provision for all parents and carers.

There does not appear to be access to any dedicated multi-agency CSE training for practitioners working directly with vulnerable families in the LSCB training programme. This is a gap in provision.

In brief the issues identified about training and awareness raising are as follows:

- Some but not all departments have undergone appropriate training in CSE
- Many staff have accessed a short awareness raising session, which was misunderstood as training and the difference was not understood
- Managers in BBC were not systematically monitoring attendance at the appropriate level of training for employees, and most had not accessed training
- Some managers believed employees would identify CSE without training
- Multi-agency training was poorly attended by Police and Health, therefore lacked true multi-agency value and representation.

- There is no training available that is dedicated to CSE and THB

Where training and supervision frameworks were in place, the quality of reflection and output was visibly improved than where it was less robust. This was particularly evident in the Bedford FISS team.

There was no 'THB' training available, but some BBC staff stated they had undergone THB training and appeared to have knowledge of the NRM.

### **3. Information Sharing:**

Where changes in personnel take place at local levels, due to high staff turnover resulting in the use of temporary staff, information sharing links can be broken. This also occurs when there are organisational changes. In Bedford Borough there is a high turnover of Social Workers coinciding with a new intake of both Health Visitors and School Nurses. This situation poses a potential risk and should have management oversight and LSCB assurance that staff are identifying partners in safeguarding children and CSE.

#### **3(a) IT Systems:**

Bedford Borough Council have developed a bespoke IT system, which practitioners and managers reported to be providing significant challenges. It was said that there are continuing issues in Bedford regarding the use of paper records.

Effective data sharing depends on IT systems that are compatible, enabling information to be both transferrable and accessible. There are different systems in all agencies and across local authorities in Bedfordshire. It is a challenge and a managed risk, when staff are learning to use the new system, while carrying out full responsibility for their roles.

The lack of compatibility in systems between CSC, Police and Health is also a factor which needs to be overcome, however this is an ongoing challenge nationally and so not a unique challenge in Bedfordshire

#### **3(b) Information Sharing Protocol:**

Effective information sharing requires a strong guidance protocol and although one for the CSEP exists, it would benefit from a review against new guidance. There are many barriers as to why information is not shared effectively, and it is important for those barriers to be identified and addressed. A protocol is an agreement to share information however; this should be supported by a robust information sharing mechanism to provide pathways for effective information exchange.

### **3(c) Inter-Agency Information Sharing:**

Bedford Borough Council have recently put in place a Multi-Agency Safeguarding Hub (MASH) that is the initial point of contact for referrals to CSC from professionals or the public. The MASH is located in the BBC offices in Bedford, and has been in place since December 2014. It is resourced by experienced social workers, amongst other safeguarding professionals and despite problems reported with the new IT system, it appears to be managing CSE at the point of first contact.

An experienced co-located Health Visitor provides immediate health advice for the MASH Team, and facilitates information from other health provider organisations. The Police support the MASH by the secondment of 2 Police staff workers. The Police staff worker obtains Police data and professional advice by phoning the Police. On some occasions this staff member is not able to make dynamic decisions. It has been suggested by a practitioner, working within the MASH, that a warranted Police Officer would be preferred. It is unclear to the Review Team what extra value a warranted Police Officer would provide within that role.

The MASH aims to speed up decision-making, and provide a more systematic approach to referrals. Although it has already been successful, there are some problems reported, and there are some information sharing issues. However it is not unusual to find such issues when a MASH is first established.

### **3(d) Pan-Bedfordshire Inter-Agency Information Sharing:**

Police, Health, the Fire Service and some third sector organisations have a Pan-Bedfordshire perspective but silo working exists, as the three different Borough Councils and Safeguarding Boards work separately, addressing strategic issues in different ways, to different timescales.

Operationally, individuals and teams can involve multi-agency colleagues in professional meetings, however there is no evidence that this happens routinely in all departments. Apart from the use of the CSEP, there has been no evidence offered to the Review Team of Pan-Bedfordshire multi-agency work on CSE at an operational level.

A Pan-Bedfordshire MASH model may address this problem. Information referred into the MASH would be analysed and disseminated across the county providing a clearer picture of risk, threat and harm, which will in turn inform strategy.

#### **4. Missing Children Interviews**

Missing is an important indicator of CSE.

It is widely known that young people involved in CSE have a tendency to be missing from home, care and/or education regularly. This is because they may have been isolated in some way, made vulnerable by bullying, and are then groomed, and trafficked to another place. Consequently they then stay away because they are distressed or afraid to return. They may go missing alone, or with other young people.

It is important that when they return from a missing episode they are interviewed sensitively by professionals who are trained in talking to young people and in CSE and THB. Recent guidance states that an independent person should conduct these interviews. Prior to this interview, a safe and well check should be undertaken by the Police to establish the safety and welfare of the young person. Pertinent questions need to be asked, at the correct time and recorded accurately. The information gathered can be crucial in helping the identification of perpetrators, their associates, journeys and venues where CSE activity takes place. Young people are often reluctant or unable, due to fear and/or coercion, to give this information freely if asked directly. Return interviews are a window of opportunity where young people may be more likely to provide important information.

In Bedford Borough and Luton Borough, Looked After Children Missing from Care are interviewed by a commissioned third sector organisation. NYAS were not interviewed as part of the review. They should input information on the return interview on the CSC IT system and also share this with the Referral and Assessment Team. We were told that NYAS would share the information with the Police Intelligence Bureau. However, the Police in Bedfordshire stated that they did not receive this crucial information.

#### **5. Thresholds**

There were no complaints regarding threshold levels in Bedford Borough, and the MASH team reported that they were now receiving manageable levels of referrals. There were reports of effective interaction with the MASH, Schools and the Early Help Teams. They are reported to work well with Schools in sharing information. Schools and Early Help are also making a difference with low risk cases.

#### **6. Data Sharing with Other LAs and Police Forces**

There was a general acknowledgement that information sharing with agencies outside the County could be more systematic. There was no robust process for information sharing regarding victims who are trafficked to other parts of the Country. Key staff had not received THB training or the use of the NRM. It is important that all services

working with young people undergo THB training, to understand the definitions, the indicators, the potential for disruption and prosecution.

## **7. Governance, Structures and Their Effectiveness**

### **7(a) Referral Pathways:**

Bedford Borough Council have recently put in place a Multi-Agency Safeguarding Hub (MASH) that is the initial point of contact for referrals to CSC from professionals or the public. Although some practitioners appeared to believe they only needed to 'refer a case to the CSEP'. The guidance to using the CSEP does use the term 'referral' and advises that only high-risk cases are referred. The description of what is a high-risk case (in the Protocol for using the CSEP and in the LSCB Guidance) is in fact, a case where CSE is believed to be taking place. There is a third point of referral, directly to the Police Intelligence Bureau. This is the route most likely used by members of the public, but this process needs to be simplified for it to be effective.

#### **Comment:**

Strategy meetings should be held where concerns meet Section 47 conditions, however CSE needs to be dealt with at a lower level of awareness of facts and benefits from having specialist CSE Strategy Meetings for early information sharing and planning.

## **8. Bedford Borough Council CSE Strategy**

There is confusion as to the lines of accountability of the Pan Bedfordshire Strategic Group throughout the three Boroughs, this is something that must be addressed. The Strategic Group should be driving a single CSE Strategy across the county aiming to inform local practice and procedures. Where there are differences in local need there may be some variation in approach required, however these approaches need to be integrated in to the main Pan-Bedfordshire Strategy and Action Plan.

Unlike Luton and CBC, Bedford does not have a local operational group focusing on CSE, this should be addressed.

The transition of services from CSC to adult services is reported to require some strategic oversight in order to ensure the protection of children and young people over sixteen and into adulthood. Likewise, there needs to be improved oversight of children and young people who are in care in the Borough from other areas, and BBC young people in care from other areas.

## **9. Staffing Levels**

Bedford Borough has always faced competition for their social work recruitment from their neighboring local authorities and London boroughs. It is important that Senior Management have oversight of staffing, and the impact it is having on permanent staff, in particular qualified social workers. The Review Team were informed that there is 40% - 50% agency staff working in BBC CSC, putting pressure on the permanent staff who are faced with additional report writing. Some staff are carrying caseloads over the recommended level, which is likely to impact on safety in the long term. BBC have now developed a reviewed career structure that should positively support the recruitment and retention of social workers, which is to be commended.

There has been a period when there has been a shortage of health visitors and school nurses nationally and locally, however that has now been addressed and new health visitors are being trained. This means that there will be a large cohort of health staff who are relatively inexperienced and will require CSE training.

## **10. Escalations**

Staff interviewed appeared to be familiar with the escalation process, with one respondent stating that it was her 'duty' to escalate concerns. The Review Team felt that staff were encouraged to report issues and would be supported by their managers.

The aim of escalation is to limit harm and ensure children and young people are protected. Widespread use of commissioned services requires diligence in developing escalation pathways that are effective, and clear lines of accountability are identified.

## **11. Licensing**

CSE activities in hotels, pubs, clubs, take-aways and taxis can be linked to similar activities in other Boroughs. Bedfordshire Boroughs are now holding Pan-Bedfordshire meetings. When a business is closed down or a taxi driver loses their licence, licensees can apply to a neighbouring Borough Council for a new licence, and continue in business. Therefore it is important to share information across the Boroughs. It is also important that licensing officers receive information of newly identified CSE activity, in order to inform neighbouring Boroughs. It is also important that information regarding CSE hotspots is shared across the Boroughs.

Licensing departments should facilitate training for licensees to enable them to identify and share valuable information regarding CSE and THB.

## **12. Commissioning**

Accurate information is needed regarding CSE in order to commission services effectively in Bedford Borough. It is also important to look at the data from the three Boroughs combined. Information is best processed at a central point, which is currently the Police or the hub, and there needs to be analysis of information to provide accurate data and allow for an appropriate level of resource to be committed.

Information from the CSEP is useful, in addition to the data already collected. The panel only reviews high-risk cases, and therefore cannot be an accurate indicator of the total level of CSE in the county.

It is clear that support services for young victims of CSE are limited, and there is potential for further commissioned support. However, it would be helpful if there were a Pan-Bedfordshire approach to support at a strategic level, to promote equality of access across the county. There should also be a contingency plan for resourcing support for victims should a wide-scale case come to light or evidence of more widespread smaller scale CSE activities.

There are a number of commissioned services used in the Borough, which need to have robust standards and conditions regarding CSE, supervision, data collection, performance management, clear lines of accountability, escalation in the contracts and those conditions of contract need to be monitored.

## **13. Safeguarding Children Board:**

Bedford Borough Safeguarding Children Board Chair works with the Chairs from CBSCB and LBSCB to improve knowledge and services to safeguard young people Pan-Bedfordshire, the tri-Borough structure creates unique challenges in achieving a strategic CSE response. The three safeguarding boards are working positively to collect accurate data on CSE.

The BBSCB has identified four areas requiring improvement:

1. Training the multi-agency workforce.
2. Obtaining quality data on CSE.
3. Police Intelligence needs to be improved
4. Community Awareness

Arrangements between BBSCB and BBC appear to be clear. The Chair has been active in voicing opinion on what changes need to be made within the BBC and with Bedfordshire Police.

The Bedford Borough Safeguarding Children Board report a good level of board attendance and a level of challenge that was making a difference. The Board for example commissioned 'Chelsea Choice', a theatre in education programme on CSE that has now been seen by over 2000 young people.

## **Recommendations**

## **14. Pan-Bedfordshire Recommendations**

### **Recommendation One: Strategic Development:**

- Every effort should be made by all three Boroughs and Safeguarding Boards to providing a Pan-Bedfordshire response to CSE. This will involve the development of a Pan-Bedfordshire strategy for identifying, preventing and managing CSE. All CSE strategies will be supported with detailed, transparent and SMART action plans that are monitored and regularly reviewed.
- The Pan-Bedfordshire strategic response to CSE must have a focus on THB, Modern Slavery, Licensing and Missing.
- The CSE Strategic Group to be chaired at DCS level, revised and regrouped with a new title, membership and terms of reference. It will focus on the governance around CSE and THB Pan-Bedfordshire, including mapping CSE activity, interpreting aggregate data and planning services to meet Pan Bedfordshire needs.
- The CSE Strategic Group should conduct a review of CSEP and ensure that it is properly positioned within the safeguarding referral processes of each Local Authority.
- All LSCB's to engage youth participation when developing responses for young people both at a strategic and operational level
- Councils to ensure there is robust scrutiny at all levels of the strategy, from Elected Members to Independent Chairs through to Strategic leads and at operational implementation
- A revised multi-agency Problem Profile needs to be completed incorporating partner agencies data.
- Collation of CSE activity to be improved to include a flagging system that identifies CSE to include CPS and Police data.
- Bedford Borough should establish a local CSE group in line with those developed in Luton and CBC

### **Recommendation Two: Training and Awareness**

- The three Boroughs/LSCB's should develop and commission a Pan-Bedfordshire programme of training in CSE/THB/NRM, which includes information regarding missing, for all professionals working with or making decisions about vulnerable children and young people including senior officers and council members.

- All new recruits should access on-line CSE/THB training as a minimum standard and this training should be mandatory for all staff working with children and young people. There should be multi-agency classroom based training for those who deal with CSE in their daily work and this to be followed up with on-going and regular updates/briefings for staff trained in CSE.
- The LSCB's should seek assurance that all relevant staff in all agencies have accessed appropriate training.
- A Pan-Bedfordshire multi-agency communications strategy to be developed promoting awareness and education, which incorporates community, schools and youth provisions engagement.

### **Recommendation Three: Information Sharing:**

- The Strategic Group should draw up a list of information sharing issues at strategic and operational level, and establish an action plan that is monitored by the LSCB to ensure implementation
- The three Boroughs should review their IT systems in collaboration, to ensure that the systems are capable of sharing information between them and with their core partner agencies for the safety and welfare of children and young people across Bedfordshire.
- A robust information sharing protocol and mechanism should be developed to allow for information sharing within and across all three Boroughs
- The CSE Co-ordinator to have oversight of feedback from all Return from Missing interviews, in order to form a better picture of CSE related issues Pan-Bedfordshire.

### **Recommendation Four: Governance Structures and their Effectiveness:**

- Changes recently in place at a strategic level should allow for opportunities for joint strategic work
- The risk assessment tool for the CSEP should be revised and agreement made with the Police and partners regarding referral forms and risk assessment tools.
- Low and medium levels of risk of CSE cases need to have a mechanism for multi-agency discussion, risk assessment and safety planning.
- There should be an on-going audit of escalations regarding CSE in all agencies which is overseen and monitored by LSCB's.

- The LSCB's to undertake an audit review programme of cases that did not initially reach thresholds to understand early intervention opportunities and avoid escalation of CSE issues.

#### **Recommendation Five: Commissioning:**

- All commissioned services should set clear standards that are overseen and monitored for quality, and to ensure they meet national guidelines. Conditions and standards regarding CSE should be written into contracts and performance management frameworks in place including clear lines of accountability.
- There should be improved identification and resourcing of support for CSE victims and a contingency plan to meet need if a wide-scale case or evidence of more widespread small scale CSE comes to light. Consideration should be given to commissioning youth workers to help prevent CSE, and support for young people having experienced CSE.

#### **Recommendation Six: Multi-Agency Working:**

- All three Boroughs should consider developing the best model for a multi-agency safeguarding hub for CSE. The benefits of a co-located centralised team are significant for the capacity of all agencies and for the better integration of information sharing.
- If individual Boroughs wish to initiate their own MASH the function of the CSEP should be reviewed to streamline it to high level decision and information sharing processes, (it is not functional for all the partners in its current format).
- Consideration should be given to developing local reporting mechanisms that allow young people to seek help, support and report concerns.

## **APPENDIX 1:**

### **References:**

- Appendix 4 – Statutory Officers Protocol: Accountability Protocol for Role of Director of Children’s Services within the London Borough of Barnet.
- Bedford Borough CSP Strategic Assessment March 2013-October 2014
- Bedford Borough CSP Strategy for 2014-17
- Bedford Borough Safeguarding Children Board Strategy and Business Plan (2014–2016)
- Central Bedfordshire Community Safety Partnership Plan (2013–2014 and 2014-2015)
- ‘Child Exploitation: A Scoping Study’, University of Bedfordshire (Sept 2013)
- Community Safety Partnership Plan 2014-17
- CSE Prevention and Intervention Strategy (March 2014)
- CSEP Revised Operating Protocol (August 2014)
- CSEP Information Sharing Protocol (July 2013)
- Hidden in Plain Sight: A Scoping Study into the Sexual Exploitation of Boys and Young Men in the UK (Policy Briefing Document – August 2014)
- Jay Report (August 2014)
- LSCB Annual report 2013-14
- The Luton Audit by the University of Bedfordshire
- Working Together, 2013

## **APPENDIX 2:**

### **Improvement and Progress Made During 2015**

#### **Central Bedfordshire Summary of Work in Regards to Child Sexual Exploitation**

The information in this summary has been taken from January – June 2015. Details on any prior good work or initiatives can be provided by Children's Services.

#### **Child Sexual Exploitation Working Group**

A Child Sexual Exploitation (CSE) Working Group has been established in Central Bedfordshire Council (CBC). This group is overseeing local work, where there are opportunities to join up initiatives across Bedfordshire, and raising awareness of CSE across the organisation.

Representatives include officers from Children's Services, Community Safety, Housing, Learning and Development, Human Resources, Schools, Public Protection, CBC Communication Team and Bedfordshire Police, who meet on a bi-monthly basis. The group is chaired by the Director of Children's Services.

So far the group has:

- Reviewed and refreshed the Central Bedfordshire Council (CBC) CSE Action Plan
- Agreed a Summer CSE Campaign with Bedfordshire Police and the other two local authorities
- Supported a consistent approach to Taxi Licences and conditions with the other two local authorities
- Reviewed the training and awareness that front line officers and staff required on CSE, and agreed the development of a 'Safeguarding Policy' that incorporates CSE
- Reviewed the Police information form and amended it
- Mapped safeguarding training delivered across the council

Moving forward this group will review the recommendations from the National Working Group's CSE review, and ensure that proactive work is undertaken.

## **Child Sexual Exploitation Key Appointments**

### **Review Co-ordinator:**

From the outset of the Bedfordshire CSE review, CBC provided a dedicated resource to support the review throughout its duration. The CSE Review Co-ordinator has been able to assist the Directors of Children's Services (DCS's), the National Working Group, and all participating partners.

The Review Co-ordinator has kept all parties informed on the review progress, provided update briefing notes, and has been able to highlight work that can take place prior to the end of the CSE review. Some of this work has been started by the CSE Working Group.

### **Child Sexual Exploitation Lead Officer in Access and Referral Hub:**

A new post has been established of CSE lead officer, located in the CBC Access and Referral Hub. This role is a Senior Social Work Practitioner who will take the lead on CSE and Missing Young People.

### **Child Sexual Exploitation Safeguarding Lead:**

A secondment opportunity was established in Children's Services for an experienced Safeguarding Social Work Team Manager so is leading the development of CBC's safeguarding response to CSE. This manager is engaged with partners and also represents on the CSEP.

## **Child Sexual Exploitation Intelligence Form**

A simple de-constructed intelligence form has been created for all members of staff and partners. This form is used to gain information / intelligence that officers feel should be reported to Bedfordshire Police.

The form is completed and returned to the Access and Referral Hub who are able to record the details and forward the information to the Police.

The Intelligence form has been circulated to the other two local authority areas to gain consistency in approach, and to increase the picture of exploitation across Bedfordshire. This form has been well received by partners.

## **Child Sexual Exploitation Awareness Leaflets**

A series of CSE awareness leaflets have been created and were disseminated across all areas in Central Bedfordshire on national CSE Awareness Day.

These awareness leaflets promote the CSE is everybody's business, what to look out for with children and young people, what support is available and what to do if you suspect that exploitation is occurring.

Similarly to the Intelligence Form, the CSE awareness leaflets have been shared across Bedfordshire with partners and the other two local authorities.

## **Theatre Group for Schools**

A theatre group has been commissioned by CBC's LSCB to provide a performance to Upper School students in Central Bedfordshire. This performance looks at relationships, CSE and key issues in a child and young person's life.

The theatre group is providing a 40minute performance leading to a 20 minute discussion with year 9 and year 10 students. The performance has been offered to Special Schools aimed at pupils who are suitable for this work.

The invitation to accept this performance has been sent to all schools in Central Bedfordshire.

As the theatre group has been commissioned by the LSCB it is a free resource for schools to utilise.

## **Reflective Practice Session**

In April, the CSE Review Co-ordinator led a Reflective Practice Session on behalf of the three Local Authority areas.

This Reflective Practice Session saw a peer review of six CSE cases from Bedfordshire (two from each area) where practitioners and partners were able to support each other to reflect on the case. Attendees reviewed what had taken place, where there was good practice and where there was joint learning.

Following that session a report was drawn up for the DCS's and the Local Children's Safeguarding Boards (LSCB's); this highlighted four recommendations. At a local level the recommendations are being progress through the CSE Working Group.

## **Central Bedfordshire Council Safeguarding Policy**

The Learning and Development and Human Resources Departments have developed a Safeguarding Policy for CBC. This policy encompasses all areas of exploitation and abuse for children, young people and adults.

The CSE Working Group has highlighted the need for mandatory training of front line officers in CSE. This essential training forms part of the policy.

### **Training and Awareness**

CBC and Bedford Borough Council have a Joint LSCB Training Unit. This unit provides E-learning as well as Face to Face learning for officers, partners and the voluntary sector.

At a strategic level a Joint Training and Development sub-group has been established to support the Joint Training Function progress activity and increase the training and needs to take place across the area.

Over 2014 - 2015 there were more courses delivered and more delegates attending face to face courses than in the previous year.

Over 2014 – 2015 there were more learners registering on a course and learners completing e-learning courses than in the previous year.

Over 2014 – 2015 three multi-agency Bedfordshire CSE workshops were held to promote awareness and best practice in dealing with CSE.

The evaluations for 2014 – 2015 training events are consistently good.

### **CSE Summer Campaign**

All three local authorities are currently working with Bedfordshire Police and Crimestoppers on a CSE awareness campaign that will start in the summer.

Consistent messages will be disseminated throughout Bedfordshire to raise the public's awareness of CSE, where to report any concerns, and what to look out for. A targeted approach will also take place with Taxi Drivers, Hotels and Bed & Breakfast establishments.

## **Links with the Community Safety Partnership**

The Community Safety Partnership (CSP) has a statutory duty to reduce crime, disorder, substance misuse, and to decrease the fear of crime and increase public confidence. Over the past six months the CSP has produced its CSP Plan for 2015 – 2016 together with its priorities. The CSP notes that CSE is the high risk issue that it will support over the coming year.

Working with the LSCB and Children's Services the CSP will support, promote, raise awareness and seek to increase intelligence and analysis on CSE in the area.

A representative of Community Safety sits on the LSCB and also the CSE Working Group. This provides a flow of information, a consistency of approach and also the strategic agreement of who is supporting and leading on actions across the area.

Utilising the CSP communication and engagement networks in place with the community and partners agencies, the CSP has been able to fully support and promote CSE work across the area including the CSE awareness leaflet, intelligence form and training which is being advertised.

Over the past six months, two key cases have been referred to Children's Services and Bedfordshire Police which have been identified through intelligence at a CSP meeting. One of these key cases is currently being dealt with by way of a criminal investigation into a males' inappropriate behaviour with children and young people.

## **Working with Children's Homes**

A Quality Assurance Manager has been appointed to work with the LSCB Manager to develop the local response and proactive approach to homes within CBC.

The Quality Assurance Manager will be promoting links with all Children's Homes in regards to safe / appropriate information sharing and identification of risk. A draft protocol has been developed to share information with all residential homes to improve the quality of Location Risk Assessments (which are a statutory requirement). This will be taken forward by the LSCB.

## **APPENDIX 3:**

### **Bedford Borough Council Summary of Work in Regards to Child Sexual Exploitation**

#### **Background**

CSE has become a key focus for the political and professional leadership of the Council. This needs to be set in the context of a major programme of investment into children's services to ensure that they can deliver the levels of safeguarding and early intervention Bedford aspires to.

Reports and discussions on CSE have taken place within the Children's Services Improvement Board, Children's Overview and Scrutiny Board, Bedford Strategic Partnership Board and the Community Safety Partnership. CSE is now a priority theme for our Community Safety Plan.

CSE has been a clear focus for the BBSCB and we have developed a CSE Strategy and a Bedford Borough action plan. A risk assessment tool for multi-agency use was introduced.

We are committed to regular joint meetings to consider licensing issues with Central Bedfordshire and Luton to foster a common approach to Taxi Licences and conditions.

We are committed to taking forward the recommendations of the NWG CSE Review.

We are committed to representation on the CSEP from Children Services and Education.

#### **Child Sexual Exploitation Key Appointment**

We have created a Senior Practitioner post for CSE.

#### **Pan Bedfordshire Strategic CSE Coordinator:**

Bedford supported the appointment of the Pan Beds role with appropriate funding to take forward the outcomes and recommendations from the NWG Review.

#### **Bedford CSE Group**

A Bedford CSE group is being established chaired by the AD Safeguarding to provide further focus and management of our response to CSE.

## **Work with Schools**

Chelsea's Choice programme has been seen by 2000 pupils and we have actively sought their feedback which we are using to understand young people's own awareness of CSE and to get feedback on current experiences. We have a safeguarding leads forum which is being used to raise awareness of CSE.

Chelsea's Choice has been commissioned again for 2015 and will be delivered over a 2 week period in November to all Secondary, Special and Independent Schools. Two evening sessions will also be offered to parents to see the play and receive information and advice re CSE.

Our newly established Early Help Professionals (a team of 7) will all be trained to recognise the signs of CSE and provide further advice to school.

## **Reflective Practice Session**

In April, the CSE Review Co-ordinator led a Reflective Practice Session on behalf of the three Local Authority areas.

This Reflective Practice Session saw a peer review of six CSE cases from Bedfordshire (two from each area) where practitioners and partners were able to support each other to reflect on the case. Attendees reviewed what had taken place, where there was good practice and where there was joint learning.

Following that session a report was drawn up for the DCS's and the Local Children's Safeguarding Boards (LSCB's); this highlighted four recommendations. At a local level the recommendations are being progress through the CSE Working Group (when established).

## **Training and Awareness**

We are reviewing our current joint training programme with Central Bedfordshire to ensure we have sufficient focus on CSE.

A multi-agency awareness raising event was held in December 2014. An awareness raising session was held for Chairs of School Governing Bodies in June 2015 and both events were very well attended. The Borough participated in the national awareness raising day in March 2015.

## **CSE Summer Campaign**

All three local authorities are currently working with Bedfordshire Police and Crimestoppers on a CSE awareness campaign that will start in the summer.

Consistent messages will be disseminated throughout Bedfordshire to raise the public's awareness of CSE, where to report any concerns, and what to look out for. A targeted approach will also take place with Taxi Drivers, Hotels and Bed & Breakfast establishments.

## **APPENDIX 4:**

### **Central Bedfordshire Summary of Work in Regards to Child Sexual Exploitation**

The information in this summary has been taken from January – June 2015. Details on any prior good work or initiatives can be provided by Children’s Services.

#### **Child Sexual Exploitation Working Group**

A Child Sexual Exploitation (CSE) Working Group has been established in Central Bedfordshire Council (CBC). This group is overseeing local work, where there are opportunities to join up initiatives across Bedfordshire, and raising awareness of CSE across the organisation.

Representatives include officers from Children’s Services, Community Safety, Housing, Learning and Development, Human Resources, Schools, Public Protection, CBC Communication Team and Bedfordshire police, who meet on a bi-monthly basis. The group is chaired by the Director of Children’s Services.

So far the group has:

- Reviewed and refreshed the Central Bedfordshire Council (CBC) CSE Action Plan
- Agreed a Summer CSE Campaign with Bedfordshire Police and the other two local authorities
- Supported a consistent approach to Taxi Licences and conditions with the other two local authorities
- Reviewed the training and awareness that front line officers and staff required on CSE, and agreed the development of a ‘Safeguarding Policy’ that incorporates CSE
- Reviewed the police information form and amended it
- Mapped safeguarding training delivered across the council

Moving forward this group will review the recommendations from the National Working Group’s CSE review, and ensure that proactive work is undertaken.

#### **Child Sexual Exploitation Key Appointments**

##### **Review Co-ordinator:**

From the outset of the Bedfordshire CSE review, CBC provided a dedicated resource to support the review throughout its duration. The CSE Review Co-ordinator has been able to assist the Director’s of Children’s Services (DCS’s), the National Working Group, and all participating partners.

The Review Co-ordinator has kept all parties informed on the review progress, provided update briefing notes, and has been able to highlight work that can take place prior to the end of the CSE review. Some of this work has been started by the CSE Working Group.

### **Child Sexual Exploitation Lead Officer in Access and Referral Hub:**

A new post has been established of CSE lead officer, located in the CBC Access and Referral Hub. This role is a Senior Social Work Practitioner who will take the lead on CSE and Missing Young People.

### **Child Sexual Exploitation Safeguarding Lead:**

A secondment opportunity was established in Children's Services for an experienced Safeguarding Social Work Team Manager so is leading the development of CBC's safeguarding response to CSE. This manager is engaged with partners and also represents on the CSEP.

### **Child Sexual Exploitation Intelligence Form**

A simple de-constructed intelligence form has been created for all members of staff and partners. This form is used to gain information / intelligence that officers feel should be reported to Bedfordshire police.

The form is completed and returned to the Access and Referral Hub who are able to record the details and forward the information to the police.

The Intelligence form has been circulated to the other two local authority areas to gain consistency in approach, and to increase the picture of exploitation across Bedfordshire. This form has been well received by partners.

### **Child Sexual Exploitation Awareness Leaflets**

A series of CSE awareness leaflets have been created and were disseminated across all areas in Central Bedfordshire on national CSE Awareness Day.

These awareness leaflets promote the CSE is everybody's business, what to look out for with children and young people, what support is available and what to do if you suspect that exploitation is occurring.

Similarly to the Intelligence Form, the CSE awareness leaflets have been shared across Bedfordshire with partners and the other two local authorities.

## **Theatre Group for Schools**

A theatre group has been commissioned by CBC's LSCB to provide a performance to Upper School students in Central Bedfordshire. This performance looks at relationships, CSE and key issues in a child and young person's life.

The theatre group is providing a 40minute performance leading to a 20 minute discussion with year 9 and year 10 students. The performance has been offered to Special Schools aimed at pupils who are suitable for this work.

The invitation to accept this performance has been sent to all schools in Central Bedfordshire.

As the theatre group has been commissioned by the LSCB it is a free resource for schools to utilise.

## **Reflective Practice Session**

In April, the CSE Review Co-ordinator led a Reflective Practice Session on behalf of the three Local Authority areas.

This Reflective Practice Session saw a peer review of six CSE cases from Bedfordshire (two from each area) where practitioners and partners were able to support each other to reflect on the case. Attendees reviewed what had taken place, where there was good practice and where there was joint learning.

Following that session a report was drawn up for the DCS's and the Local Children's Safeguarding Boards (LSCB's); this highlighted four recommendations. At a local level the recommendations are being progress through the CSE Working Group.

## **Central Bedfordshire Council Safeguarding Policy**

The Learning and Development and Human Resources Departments have developed a Safeguarding Policy for CBC. This policy encompasses all areas of exploitation and abuse for children, young people and adults.

The CSE Working Group has highlighted the need for mandatory training of front line officers in CSE. This essential training forms part of the policy.

## **Training and Awareness**

CBC and Bedford Borough Council have a Joint LSCB Training Unit. This unit provides E-learning as well as Face to Face learning for officers, partners and the voluntary sector.

At a strategic level a Joint Training and Development sub-group has been established to support the Joint Training Function progress activity and increase the training and needs to take place across the area.

Over 2014 - 2015 there were more courses delivered and more delegates attending face to face courses than in the previous year.

Over 2014 – 2015 there were more learners registering on a course and learners completing e-learning courses than in the previous year.

Over 2014 – 2015 three multi-agency Bedfordshire CSE workshops were held to promote awareness and best practice in dealing with CSE.

The evaluations for 2014 – 2015 training events are consistently good.

### **CSE Summer Campaign**

All three local authorities are currently working with Bedfordshire Police and Crimestoppers on a CSE awareness campaign that will start in the summer.

Consistent messages will be disseminated throughout Bedfordshire to raise the public's awareness of CSE, where to report any concerns, and what to look out for. A targeted approach will also take place with Taxi Drivers, Hotels and Bed & Breakfast establishments.

### **Links with the Community Safety Partnership**

The Community Safety Partnership (CSP) has a statutory duty to reduce crime, disorder, substance misuse, and to decrease the fear of crime and increase public confidence. Over the past six months the CSP has produced its CSP Plan for 2015 – 2016 together with its priorities. The CSP notes that CSE is the high risk issue that it will support over the coming year.

Working with the LSCB and Children's Services the CSP will support, promote, raise awareness and seek to increase intelligence and analysis on CSE in the area.

A representative of Community Safety sits on the LSCB and also the CSE Working Group. This provides a flow of information, a consistency of approach and also the strategic agreement of who is supporting and leading on actions across the area.

Utilising the CSP communication and engagement networks in place with the community and partners agencies, the CSP has been able to fully support and promote CSE work across the area including the CSE awareness leaflet, intelligence form and training which is being advertised.

Over the past six months, two key cases have been referred to Children's Services and Bedfordshire Police which have been identified through intelligence at a CSP meeting. One of these key cases is currently being dealt with by way of a criminal investigation into a males' inappropriate behaviour with children and young people.

### **Working with Children's Homes**

A Quality Assurance Manager has been appointed to work with the LSCB Manager to develop the local response and proactive approach to homes within CBC.

The Quality Assurance Manager will be promoting links with all Children's Homes in regards to safe / appropriate information sharing and identification of risk. A draft protocol has been developed to share information with all residential homes to improve the quality of Location Risk Assessments (which are a statutory requirement). This will be taken forward by the LSCB.

## **APPENDIX 5:**

### **Luton Borough Council Summary of Work in Regards to Child Sexual Exploitation**

The information in this summary has been taken from September 2014 to June 2015. Details on any prior good work or initiatives can be provided by Children's Services.

#### **Child Sexual Exploitation Working Group**

A Child Sexual Exploitation (CSE) Working Group has been established in Luton BC since September 2014. Initially chaired by the CXO and more recently the DCS. This group is overseeing an LBC action plan and maximising the opportunities to join up initiatives across the Council whilst also raising awareness of CSE across the organisation.

The Action Plan is cross cutting and is owned by the Corporate Leadership Team of the Council. Ensuring that CSE has a profile in every area of the work we do.

Representatives include officers from Children's Services, Adult Services, Community Safety, Housing, Schools, Public Protection and the LBC Communication Team who meet on a 6 weekly basis.

So far the group has:

- Reviewed and refreshed the LBC CSE Action Plan
- Agreed a Summer CSE Campaign with Bedfordshire Police and the other two local authorities
- Supported a consistent approach to Taxi Licences and conditions with the other two local authorities
- Begun an independent review of the training and awareness that front line staff require on safeguarding including CSE
- Is in the process of reviewing the current LBC CSE Strategy developed in 2013 and joining this up with broader issues about sexual exploitation for all vulnerable groups
- Developed the role of the Single Point of Contact in children's and adults services in respect of Sexual Exploitation and missing episodes

- Moving forward this group will review the recommendations from the National Working Group's CSE review, and ensure that is embedded in the strategy and action plan

## **Child Sexual Exploitation Key Appointment**

### **Child Sexual Exploitation /Missing Single Point of Contact (SPOC):**

A new post has been established of SPOC, located in the LBC Rapid Intervention and Assessment Team (RIA). This role is at Team Manager level and will take the lead on CSE and Missing Young People and in particular ensure join up with all the partners at an operational level.

### **Pan Bedfordshire Strategic CSE Coordinator:**

Supported the appointment of the Pan Beds role with appropriate funding to take forward the outcomes and recommendations from the NWG Review.

## **Child Sexual Exploitation Recording System**

The implementation of Liquid Logic as our new IT solution has enabled us to develop recording practices that will ensure the data and intelligence in relation to CSE is collated in a more systematic way in the future at both an operational and strategic level. The system will also be upgraded further shortly to include the specific Liquid Logic CSE model creating a unique recording and tracking mechanism for all CSE cases which can also be shared with partners at some point in the future.

## **Work with Schools**

The creation of a Safeguarding in Education post in the last 12 months has enabled us to develop an Education Safeguarding Strategy of which equipping schools to support their students around CSE and other vulnerabilities is a key factor.

This post also provides a point of contact for all schools to discuss individual concerns about young people where they are not sure what action to take. Or where they are worried that concerns may not have been responded to effectively by partner agencies.

A jointly funded post with Public Health in Luton has also led to a review of our PHSE curriculum and work with schools to ensure that staff feel confident to deliver appropriate messages to all young people.

A recent Head Teacher event specifically focussed on the responsibilities of schools within our new Threshold Framework and the response to CSE forms an integral part of the new ways of working.

### **Reflective Practice Session**

In April, the CSE Review Co-ordinator led a Reflective Practice Session on behalf of the three Local Authority areas.

This Reflective Practice Session saw a peer review of six CSE cases from Bedfordshire (two from each area) where practitioners and partners were able to support each other to reflect on the case. Attendees reviewed what had taken place, where there was good practice and where there was joint learning.

Following that session a report was drawn up for the DCS's and the Local Children's Safeguarding Boards (LSCB's); this highlighted four recommendations. At a local level the recommendations are being progress through the CSE Working Group.

### **Training and Awareness**

LBC has a central unit which provides training for all Council staff this includes E-learning as well as Face to Face learning for officers, partners and the voluntary sector in some cases.

Over the last 2 years in excess of 1,200 LBC staff have attended safeguarding training which does cover CSE. There are also a range of courses, briefings and conferences taking place through out the year which focus specifically on CSE.

The outcome of the NWG Review will assist us in reviewing the training offer over the next few months.

### **CSE Summer Campaign**

All three local authorities are currently working with Bedfordshire Police and Crimestoppers on a CSE awareness campaign that will start in the summer.

Consistent messages will be disseminated throughout Bedfordshire to raise the public's awareness of CSE, where to report any concerns, and what to look out for. A targeted approach will also take place with Taxi Drivers, Hotels and Bed & Breakfast establishments.

## **Links with the Community Safety Partnership**

The Community Safety Partnership (CSP) has a statutory duty to reduce crime, disorder, substance misuse, and to decrease the fear of crime and increase public confidence. The CSP plan has CSE as one of its priority areas alongside the street sex trade as they are clearly areas of linkage between the two.

Working with the LSCB and Children's Services the CSP will support, promote, raise awareness and seek to increase intelligence and analysis on CSE in the area.

The DCS sits on both the LSCB and the CSP and chairs the CSE Working Group. This provides a flow of information, a consistency of approach and also the strategic agreement of who is supporting and leading on actions across the area.

## **The Threshold Framework**

This has been revised and restructured over the last 12 months in partnership with all LSCB members. It places CSE at the heart of what we all do and makes clear all agencies responsibilities for protecting children.

The documents has now been formally launched with well attended dissemination events and all LSCB and single agency training is being reviewed to ensure coherence of the message with the revised documentation.

## **Scrutiny and Political Engagement**

Elected members in Luton have made a public declaration in respect of a zero tolerance approach to CSE in the Town and have signed up with others to the Luton Pledge.

CSE was discussed in Full Council in November 2014 and has been the subject of Overview and Scrutiny attended by both the DCS and Independent Chair in March 2015.

The Council Leader and Lead Member are committed to ensuring sufficient resource is available to the Children and Learning Directorate to focus on this area of work and have allocated extra funds in excess of one million pound during 2015/16. Which at a time of austerity is commendable.

## **APPENDIX 6:**

### **Summary of Work Within Bedfordshire Clinical Commissioning Group Regarding Child Sexual Exploitation**

Within BCCG, the Head of Safeguarding takes the lead on CSE, working closely with safeguarding team members, particularly for safeguarding children and Looked After Children.

Included in this are the following:

#### **Child Exploitation and Missing Person's Strategic Group**

BCCG is represented at the Pan Bedfordshire CSE/Missing Persons Strategic group having proactively sought to become a member of this group as a health partner. The group comprises representatives from police, Children's Services, Community Safety Partnership, NSPCC, Education and the LSCBs.

The purpose of the Group is to monitor and evaluate the effectiveness of the strategic and operational multi-agency response to Child Sexual Exploitation and Missing Children across Bedford Borough, Central Bedfordshire and Luton.

The group is accountable to, and reports to the Safeguarding Children Boards for Bedford Borough, Central Bedfordshire and Luton.

Where issues discussed or identified relate to health services, BCCG proactively addresses these through liaison with health partners. An example includes recent attendance at the Missing Children and Young Persons Panel to ensure the most appropriate health partner is identified and attends/contributes moving forward.

#### **Child Sexual Exploitation Panel**

Again through proactive engagement, BCCG became a member of the CSE Panel to ensure any health elements for children discussed are identified and addressed as necessary. To date, cases presented at panel largely have social care and education concerns identified, with what appears to be little input from health colleagues in the lead up to referral to the CSE police team, other than sexual health services. The panel is currently in the process of being reviewed.

#### **Involvement with Local CSE Operations**

BCCG is actively involved with local CSE operations, leading the health review aspect and liaising with health colleagues to ensure any health and medical input is determined to contribute to the operation. The Head of Safeguarding leads on this

work, working closely with the Designated Safeguarding Nurse and Named GP to complete such work.

To support the operations, the work involves coordinating all health partners to review medical records, collating information, and working closely with police colleagues. To date, this has required the review of in excess of 100 health records, including maternity and obstetric records, acute hospital records, and GP records.

### **Raising Awareness and Training**

Information is regularly shared via the CCG Communications team around safeguarding updates, training and revised policies, including the GP newsletter and internal updates. A communication update was circulated to promote the national CSE Awareness Day.

CSE is included in all level 3 safeguarding training, delivered by BCCG to multi-agency colleagues, particularly GP colleagues, to ensure awareness and understanding of identification and referral processes.

### **Attendance and the Reflective Practice Session**

In April 2015, BCCG attended a Reflective Practice Session, led by the CSE Review Co-ordinator on behalf of the three Local Authority areas. Six CSE cases were peer reviewed with partners and practitioners were able to contribute and support reflections of the cases discussed, to enable sharing of learning. Recommendations from this session were shared following the event and are being progressed locally.

### **BCCG Safeguarding Children Policy**

BCCG has a safeguarding children policy which is regularly reviewed and updated by the Designated Office. This includes all areas of abuse as well as exploitation, and is shared widely within primary care.

Safeguarding children, including exploitation, is included in all appropriate strategies, policies and contractual arrangements which are monitored on a regular basis. Monitoring of safeguarding activity of BCCGs key providers is via the Quality Monitoring Contract process.

Safeguarding (including CSE) is a regular agenda item at BCCGs Patient Safety and Quality Committee (PSQC) where key updates or concerns are discussed. Escalation processes are in place to the Governing Body as required.

## **APPENDIX 7:**

### **APPENDIX 8:**

#### **Bedfordshire Police Summary of Work in Regards to Child Sexual Exploitation**

The information in this summary provides an overview of Bedfordshire's progress in tackling CSE.

#### **Force Wide Re-Branding**

In October 2014 the force created its control strategy which placed CSE firmly at the top of the force priority areas. This document directs how resources should be deployed and prioritised.

This document was further supported by a force re-branding which took place between December 2014 and March 2015. The force purpose has been revised to 'Protecting people and fighting crime together' which demonstrates the forces commitment to putting the protection of people before property, and its commitment to work in partnership with other agencies.

In April 2015 the force completed a force strategic assessment. This process included partner focus groups to ensure partner threats and emerging issues were taken into account. A revised control strategy was created, CSE remains a priority for the force.

#### **Training and Awareness**

There is currently no mandatory training for Police personnel, the force is developing an internal package to bridge this gap. All members of the team have undertaken both internal learning and taken advantage of LSCB training as well having attended seminars at the University of Bedfordshire and events run by charitable organisations (e.g. Chelsea's Choice). The Team have taken it upon themselves (from practitioner to HOD) to educate the workforce by opening courses highlighting the need for everyone to be vigilant when it comes to assesses vulnerability. They also regularly provide input to new recruits and the existing workforce, as well as delivering on partner events. CSE is often headlined on the intranet and the dedicated page is constantly refreshed, detailing both internal and external packages to support all officers and staff members.

The Public Protection team have undertaken to deliver CSE and vulnerability awareness training to every training course over the coming year where operational demands allow. This program is designed to ensure this topic is regularly reinforced as a priority.

## **Additional Information Relating to Training**

### **CSE Team:**

DC's with the CSE team are Specialist Child Abuse Investigators or undergoing the course. One is a Specialist Sexual Abuse Investigator (COP Registered). There are no specialist CSE College of Policing Courses for DCs. They are currently in development and there is a view that the Specialist Child Abuse Course is not appropriate for those dealing with CSE victims as they are often not children but young people and there is a different approach is required, however this new approach has not yet been identified or endorsed by the college of policing.

The supervisor within the team is certified on the college of policing national register as a Child Abuse Investigator and a Specialist Sexual Abuse Investigator.

All have undertaken the 'Missing Daughter' NCALT package, which appears to be the only NCALT package currently available on CSE. This package is being mandated across the Force to all Frontline Officers to enhance frontlines officers understanding of CSE.

The completion of the 'Missing daughter' package has been mandated as a PDR objective for CID officers for 2015, and CID staff are encourage to attend the LSCB training events.

### **Training the Wider Organisation:**

CSE training is programmed into the new Police recruits timetable as part of their Safeguarding training elements. All frontline officers and staff have received the Public Protection Units – 'Safeguarding is Everyone's Responsibility' Training via a presentation given by Senior Managers in Feb/March 2015. There are CSE slides within this presentation relating to CSE awareness, risk factors and identifying the signs of CSE.

All officers and staff in the Crime command received CSE awareness training during their professional development Crime Seminar Series via public protection training presentations. In the 2nd Crime Seminar Series an hour and a half presentation by the Public Protection Unit DCI – titled 'The more you know, the more you see' was delivered, this provided an in depth look at CSE including local and national case studies and highlights research from the University of Bedfordshire.

A programme of training on all areas of vulnerability, including CSE, domestic abuse coercive control and honour based violence is planned for 2015/16.

## **Training Externally:**

The Police support the LSCB Training Events with attendees for multi-agency training and also provide the presenters for the events. DCI Liz Mead and Bina Parmar from the NWG co-presented at the Raising CSE Awareness Event in November 2014 and presented to over 350 individuals from LSCB agencies at 2 locations covering Luton, Bedford and Central Beds. A number of supervisors from Bedfordshire Police's local policing teams were present at this presentation.

Chelsea's Choice is a theatre style production aimed at the school audience and the CSE Team attended all of these performances to answer and provide support to the local young people and in case the play prompted any immediate questions or potential disclosures. This was in Bedford Borough and is being rolled out across the County next Term and will again be supported by the CSE Team.

Future training is planned in June by the DS on the CSE Team to school governors in Bedford and supporting the Luton CSE SPOC in delivering to Head teachers in Luton. Bedfordshire Police continues to work in schools and other educational settings and this year has mainly focussed work on around Digital safety (Unwanted contact, cyberbullying and Self-generated Indecent images), Child Sexual Exploitation, Gangs and Weapons, Personal safety and around the PREVENT agenda (Counter terrorism and domestic extremism)

In relation to our digital safety work during this academic year the force has delivered inputs to:

- 14,681 Children and young people (Breaking down as 11,105 primary children and 3,576 Secondary school age children). This brings the total number of children and young people in Bedfordshire who had had a cyber-safety input since September 2011 to 68,634
- 57 parent/guardian sessions have been run to (approx.) 2,865 adults
- 16 sessions have been run for professionals who work with children and young people i.e. social workers, youth workers, school staff

We have also continued to meet with school safeguarding leads on a half termly basis as part of our Police/School liaison group meetings.

'Bedfordshire Police Supporting Schools and Educational Settings Guidance' document is given to all schools in Bedfordshire. CSE awareness is contained within this document.

Links are being developed with the University of Bedfordshire and events that are run by the International Centre for Human Trafficking and CSE are attended by the CSE Team and PPU Leaders. Research Project results are shared at these events and developments are on-going with regards to using Bedfordshire as their research locations. This relationship with the University has been sighted as good practice.

Dr Helen Beckett from the University is involved with the pan Bedfordshire awareness raising campaign for CSE, providing support and advice on how to engage with young people and reviewing our key messages. They are will also seek to find a survivor of CSE to assist with the press launch of our awareness campaign.

In March 2015 the force ran an internal CSE awareness programme alongside the national CSE awareness campaign. This included targeted daily briefings to all staff.

## **Flagging**

The force command and control system (STORM) has a CSE flag and call handlers have received awareness training on CSE. They are also prompted to asked officers if incidents have CSE links where appropriate.

Any crime which is highlighted as having a CSE or Human Trafficking link is given a specific MO code at the point of crime recording. The crime template used by officers requires officers to record if a case is CSE or Human Trafficking related.

As of 1 July, child sexual exploitation (CSE) will be added to the force intelligence recording system as a category.

The 'Child sexual exploitation' category will be created under 'Area of Criminality' and all officers and staff are asked to use this category when reporting any CSE concerns and information.

Although CSE is not an offence in its own right, it's hoped that by submitting all information and reports under one category, intelligence and stats relating to CSE will be more accessible.

## **Child Sexual Exploitation Key Appointments**

### **CSE Co-ordinator:**

Bedfordshire Police and partners have appointed a CSE co-ordinator as of 15/06/15 who will work will all agencies to co-ordinate and align CSE activity across Bedfordshire. Initial work will include a full review of the CSEP to ensure it is fit for purpose and the introduction of a performance management framework.

### **Child Sexual Exploitation Intelligence Form:**

A simple de-constructed intelligence form has been created for all partners. This form is used to gain information / intelligence that officers feel should be reported to Bedfordshire Police.

The Intelligence form has been circulated across the local authority areas to gain consistency in approach, and to increase the picture of exploitation across Bedfordshire. This form has been well received by partners.

### **CSE Summer Campaign**

All three local authorities are currently working with Bedfordshire Police and Crimestoppers on a CSE awareness campaign that will start in the summer.

Consistent messages will be disseminated throughout Bedfordshire to raise the public's awareness of CSE, where to report any concerns, and what to look out for. A targeted approach will also take place with Taxi Drivers, Hotels and Bed & Breakfast establishments.

### **Modern Day Slavery**

The force has an awareness-raising programme in place that has encompassed early signposting of the whole organisation to the NCALT package, supplemented by targeted communications to those areas most likely to encounter reports of modern day slavery, namely Custody, Force Control Room and Enquiry Offices. This has been augmented considerably by delivery of packages to Street Wise Max, Custody Officers' courses, Initial Investigators courses and the current series of Crime Investigators' seminars. Delivery to the last two incorporates Police and partners' inputs.

Our training incorporates the National Referral Mechanism, which is the official gateway for victim care.

In order to understand the scale and nature of the issue and its impact on the vulnerable, we have flags for Modern Day Slavery matters on the Intelligence, Command & Control and Crime systems. We produced a monthly digest, from scanning by an Intelligence officer and have recently moved to adopting the prototype national data gathering tool. The force performance Team is in the process of creating a Performance Framework for modern day slavery which will be monitored at the Force Performance Board;

The Force intranet has a dedicated microsite which contains detailed guidance about how to deal with various aspects of Modern Day Slavery, signposting statutory and voluntary support, including for the vulnerable.

Pursuing the Perpetrators is key to protecting the vulnerable. Bedfordshire Police have run operations in relation to labour (Valuation) and sexual (Antirrhinum) exploitation and mount regular brothel closures. We have intelligence sharing through EuroPol and the Romanian Embassy aimed at enhancing our ability to target those who prey on the vulnerable. Resources at Luton Airport have had awareness inputs and address the

matter when capacity allows, seeking to intercept and pre-warn those identified as vulnerable, particularly to sexual exploitation.

As well as working closely with a range of Local Authority and Health partners to address victims' needs, we are working with them to use their powers to suppress opportunities for exploitation. We are also planning a Network Event in September 2015 to engage and train managers in key partner organisations to galvanise their frontline staff's awareness and reporting capability around identifying potential victims or vulnerable locations.

## **APPENDIX 9:**

### **Bedfordshire CSE Reflective Practice Session, April 2015**

#### **Background**

The Chief Executive Officers and the three Local Safeguarding Children's Board Chairs identified the need to review the landscape of CSE in Bedfordshire. It was decided that there would be two strands to the review. The second strand was a Reflective Practice Workshop. This workshop would use cases as a tool to consider practice across the three local authority areas and between partner agencies with the purpose of providing assurance:

- That there is a consistent approach to CSE
- That there are good working arrangements across local authority and organisational boundaries.

#### **Methodology**

Each of the local authorities identified a single point of contact (SPOC) who was asked to:

- Identify two cases; one having been to the cross authority CSE panel (CSEP) and one thought not to have reached the CSEP threshold
- Identify partner agencies/ individuals involved with the case and detail information on the case
- Share the completed case detail template with the identified colleagues who were asked to describe their role and actions

All SPOC's and staff identified as having involvement in the case were invited to attend the Reflective Practice Workshop on 17<sup>th</sup> April. On the day 55 people were in attendance for their respective cases, who represented 19 different organisations (both statutory and non-statutory). A core group of the total 55 attendees attended all day with representatives from Social Care, Youth Offending Service, Police, CAMS, SEPT, LSCB and both Clinical Commissioning Groups.

Each CSE case was given 40 minutes to be heard. The SPOC provided a brief summary of the concerns about CSE, how they had emerged, the processes followed, the interventions and actions in respect of the victim/perpetrators, followed by a facilitated discussion.

Those supporting the presentation of the case were asked to consider the following questions:

- What supported your practice / interventions?
- Where and what presented the challenges?
- With the benefit of hindsight what could have been done differently?

## **Learning**

Recent changes to the system used by the CSE unit in Bedfordshire Police will assist in intelligence gathering and risk assessment.

It will be timely to review / revise the CSE Risk Assessment Tool across the authority areas. In one case the victim scored 'low' on the assessment tool, but the professional had concerns regarding their vulnerability to CSE so maintained a focus and support for the victim.

There were varying degrees of cases that had been referred and re-referred to the CSEP from across the authority areas. CSEP is either seen to support effective interventions, or a block to receiving support.

The CSEP should provide a focus and specialist knowledge of the CSE issue and support identification of networks, hotspots, emerging issues etc. It should support effective interventions and add value to Child Protection procedures and processes. The current CSEP should be reviewed.

The need for CSE awareness raising, training and support for GP's is required.

It would be useful for consideration to be given as to how skills / tools in some teams can be shared e.g. Bedfordshire Youth Offending Service has developed skills in engaging / establishing relationships and training teenagers which provides a challenge for other teams.

Consideration is given to multi-agency forums / task groups to review identified 'hot spot' locations to disrupt behaviours / remove the risks.

## **Recommendations**

1. Consideration should be given to the forward plan of further Reflective Practice Workshops over 2015 – 2016.
2. The CSE Risk Assessment Tool should be jointly reviewed, and a common assessment tool should be utilised across the authority areas.
3. The role, remit and work of the CSEP should be reviewed utilising a small task and finish group of specialist officers and partners.
4. To fully understand locations of risk to victims of CSE, or locations used by perpetrators of CSE, multi-agency partners should work together to build a picture of an area utilising information and intelligence they hold. This should lead to Opportunities for disruption and/or geographical improvements

## **Conclusions**

Bringing partners together from across the three authority areas provides a 'richer picture' to CSE across Bedfordshire and its vulnerable locations.

Each of the three authority areas has differing processes, but early identification and prevention of CSE was considered throughout each case.

Support service provision is different across the authority areas for victims of CSE.