

RESPONDING TO CHILD SEXUAL EXPLOITATION (CSE) IN DONCASTER: ASSURANCE REVIEW BY THE INDEPENDENT CHAIR OF DONCASTER SAFEGUARDING BOARD (DSCB) – DECEMBER 2014

1 Introduction

- 1.1 The recent report into CSE in Rotherham by Professor Alexis Jay (August 2014), and OFSTED's thematic inspection report '*The sexual exploitation of children: it couldn't happen here could it*' (November 2014) both raise questions about the extent to which local authorities and partner agencies are meeting their statutory responsibilities to safeguard children and young people from CSE.
- 1.2 Doncaster Council (DMBC) has recognised the need to respond to CSE as a high priority and, at a meeting of Full Council on September 25th 2014 resolved that:

'the independently chaired Doncaster Safeguarding Children's Board undertakes an assessment of the recommendations contained in Professor Jay's report and benchmarks practice in Doncaster against all of the recommendations contained in the report, identifying any additional improvements that should be made by all agencies involved in keeping children safe';

This assurance review, prepared by the Independent Chair of Doncaster Safeguarding Children Board, provides an evaluation of progress in responding to CSE in Doncaster.

- 1.3 An evaluation of the response to CSE in Doncaster was already a priority for DSCB following a strategic review of the Board's work in January 2014. In the DSCB Business Plan 2014-17, CSE is identified as part of Strategic Priority 3 as follows:-

"Doncaster has effective arrangements for responding to key safeguarding risks (particularly child sexual exploitation, missing children and neglect, promoting early identification and support to prevent escalation of risk to keep children safe"

"To reduce the likelihood of children and young people being sexually exploited and also to protect those who are involved by disrupting and bringing to account those who commit this form of child abuse"

- 1.4 The assurance review takes the form of a 'health check' rather than a large scale independent investigation such as the Coffey Report on CSE in Greater Manchester. Evidence has not been taken from victims of CSE nor is there a historical perspective. The report outlines the national policy context for responding to CSE, statutory roles and responsibilities

of DSCB and local partners, and assesses the position in Doncaster based on ten key assurance questions. Those assurance questions provide a framework for DSCB to scrutinise and challenge the work in Doncaster to ensure that children and young people are safeguarded from CSE.

2 Summary of Key Findings

- 2.1 Significant progress is being made in Doncaster to respond effectively to CSE. There are a number of positive developments in the current arrangements: the establishment of a multi-agency CSE team working within an increasingly robust framework to identify and manage risk; a substantial programme of awareness-raising with children and young people, parents and professionals; good take-up of professional training about CSE on a multi-agency basis and within individual partner agencies; good commitment to the CSE strategy from partner agencies, with examples of good practice; evidence of local success in disrupting and prosecuting perpetrators.
- 2.2 The Doncaster multi-agency CSE team reports that it has clear risk plans in place for all open CSE cases.
- 2.3 The evidence from disruption activity and prosecutions to date does not indicate that perpetrators are drawn from a particular minority ethnic group or distinct community.
- 2.4 In line with the recent national findings by OFSTED there remain a number of areas for improvement: better quality intelligence and performance information about the incidence of CSE; more targeted outreach work with minority ethnic communities; strengthening of management oversight of the multi-agency CSE team; more effective long-term interventions with victims and those at risk; a more strategic approach to protecting looked after children (LAC) at risk of CSE; more robust arrangements for the care and support of children missing from home and care.
- 2.5 These areas for improvement are incorporated into the Board's CSE Action Plan and associated partnership and agency plans at local and regional level. A copy of the CSE Action Plan (cross-referenced to the recommendations in the Jay Report) is provided at Appendix 1. The plan supports a dynamic process of improvement and change. It is regularly reviewed and revised in the light of the evaluation of progress and takes account of learning from national developments.

3 Responding to CSE – National Context

- 3.1 Over the past decade a series of national reports have highlighted the incidence of CSE and the need for an effective response from local authorities, working with partner agencies. A framework for that response has been set out in statutory guidance since August 2009. The

guidance emphasises the importance of an integrated approach to tackling CSE involving prevention, protection and prosecution.

- 3.2 Prominent investigations and criminal trials in Derby, Oxford, Rochdale and other towns and cities have heightened public awareness and concern about the extent of CSE and the capacity of partner agencies to respond effectively to it. A report by the Home Affairs Select Committee in June 2013 stated:

'Belatedly, agencies have made positive steps to try and improve the situation but there is no doubt that both in terms of support for victims and prosecution of offenders, a postcode lottery still exists and agencies are still failing to work effectively together.'

[Child sexual exploitation and the response to localised grooming- Second Report of Session 2013-14, Home Affairs Select Committee, 5 June 2013]

- 3.3 The effectiveness of local arrangements for responding to CSE is now the subject of even greater scrutiny and higher public expectation following the Jay Report into CSE in Rotherham. In September 2014 a joint letter from the Secretary of State for Communities and Local Government and the Secretary of State for Education to the Leaders of all principal councils asking that:

'every leader read Professor Jay's report and consider whether you have adequate measures in place to ensure that you cannot be accused of similar failings.'

[Letter from Secretaries of State to Leaders of Principal Councils in England September 2014]

4 Defining and Recognising CSE

- 4.1 The Department for Education defines CSE as follows:

'Sexual exploitation of children and young people under the age of 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts or money) as a result of them performing and/or others performing on them, sexual activities. Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships has been characterised in the main by the child or young person's limited availability of choice resulting from their social/economic and/or emotional vulnerability.'

[Safeguarding children and young people from sexual exploitation: supplementary guidance to Working Together to Safeguard Children August 2009]

- 4.2 Evidence from the Office of the Children's Commissioner (OCC) in 2012 showed that children and young people at risk of sexual exploitation was on a wider scale than local authorities and their partners had recognised previously. The majority of victims of CSE lived at home but victims of CSE were disproportionately represented in residential care. Care professionals and those working in the criminal justice system did not always recognise the signs of CSE risk. Further, in some cases children and young people who were being sexually exploited were not recognised as such because of assumptions by professionals that they had 'consented' to sexual activity or had made 'a life style choice'.
- 4.3 There is now an acceptance that CSE can happen to any child or young person irrespective of the area of the country in which they live or their family circumstances. Partner agencies are increasingly able to use data and intelligence more systematically to create CSE risk profiles in local areas. In addition, there is greater understanding of the factors that make children and young people vulnerable to CSE and the signs and indicators to look for by frontline practitioners and clinicians.

CSE: Vulnerability Factors		
Low self-esteem	Breakdown of family relationships	
Unsuitable/inappropriate accommodation	Emotional abuse by parent/carer/family member	
Isolated from peers/family/social networks	Physical abuse by parent/carer/family member	
Lack of positive relationship with a protective/nurturing adult	Family history of domestic abuse	
Sexual abuse (during childhood)	Family history of substance misuse	
History of period in public care	Family history of mental health difficulties	
Involvement in criminal activities	Lack of awareness/understanding of being safe	
CSE: Signs and Indicators for Frontline Practitioners		
Self harm	Bullying (victim and perpetrator)	Late presentation (injury or illness)
Low self esteem	Repeated sexually transmitted infection (STI) testing	Missing/Running Away
Rapid change in appearance	Pelvic inflammatory disease	Repeated school absence
Sexualised behaviour	Repeat pregnancy	Mental health problems
Disruptive/challenging/criminal behaviours	Repeat alcohol abuse	Suicidal thoughts
Serial incidence of presentation to police and A&E departments	Drug and solvent abuse	Unexplained injuries
	Physical injuries	

Professionals now use risk assessment and screening tools to identify children and young people who are at risk and respond with appropriate support. As a result local areas across the country are experiencing an increase in CSE referrals and casework. Even with these developments, the incidence of CSE continues to be underreported: parents and the wider community do not always recognise the risk and victims do not recognise or are reluctant to disclose abuse.

5 Roles and Responsibilities

- 5.1 The statutory guidance on safeguarding children and young people from sexual exploitation sets out the specific responsibilities of Local Safeguarding Children Boards (LSCBs), local authorities and partner agencies.
- 5.2 LSCBs must apply their responsibilities for coordinating the work of partner agencies and ensuring their effectiveness specifically in the context of safeguarding children and young people from sexual exploitation – for example through the Board's policies and procedures and its multi-agency training.
- 5.3 LSCBs must identify a sub-group, reporting to the Board, to lead on the issue of child sexual exploitation, drive work forward in the Board's business plan and ensure effective cooperation between agencies and professionals. LSCBs should cooperate with Boards in neighbouring areas and participate in developments on a regional basis.
- 5.4 As part of its assurance, scrutiny and challenge role the LSCB should monitor and evaluate the effectiveness of the local CSE strategy and action plan, the quality of work with victims and those at risk, and the effectiveness of the response from each partner agency.
- 5.5 All partner agencies should ensure that:
- Safeguarding training includes an awareness of sexual exploitation, the recording and retention of information and the gathering of evidence;
 - Their policies for safeguarding and promoting the welfare of children and young people are compatible with the LSCBs policies and procedures that relate to sexual exploitation;
 - Information sharing protocols are in place and working well so that relevant information is being shared with other agencies where this is in the best interests of the child.
- 5.6 Statutory guidance covers the following agencies:
- Local Authority (across the full range of functions, including leisure services, licensing and housing)
 - Doncaster Children's Services Trust (DCST)
 - Police
 - Crown Prosecution Service
 - Youth Offending Teams
 - Health Services
 - Schools and Further Education Institutions
 - Voluntary and Community Organisations
 - Private Sector Organisations

7 A Learning System – Developing an effective local response to CSE

- 7.1 There is now a wide range of guidance to assist LSCBs, local authorities and their partners in understanding good practice in responding to CSE, and to assess the current effectiveness of their local response. Examples include the *University of Bedfordshire Self-Assessment Tool to Assess Progress in Protecting Children from Sexual Exploitation* and the OCC *See Me, Hear Me Framework*. Some regions, such as the West Midlands, have produced their own self-assessment framework. Best practice is also being identified from successful CSE investigations such as Operation Erle in Peterborough.
- 7.2 OFSTED's recent thematic inspection of local authorities' response to CSE suggests that progress in developing an effective response to CSE is still not fast enough:

In too many instances LSCBs have shown poor leadership. They have failed to adequately challenge slow progress in developing both child sexual exploitation strategies and meaningful action plans...

Not one local authority area was found to be responding to child sexual exploitation consistently well across the full range of its responsibilities...

...many local authorities have been too slow to face up to their responsibilities or to implement the statutory guidance issued to them five years ago...Until recently, child sexual exploitation has not been treated as the priority that events in Rotherham and elsewhere suggest it should have been. As a result, local arrangements to tackle the problem are often insufficiently developed and the leadership required in this crucial area of child protection work is frequently lacking...In those authorities where child sexual exploitation has had a higher priority, the local strategy is better developed with links to other key strategies relating to issues like gangs, licensing and how personal, health and social education is being taught in schools...

[OFSTED: 'The sexual exploitation of children: it couldn't happen here could it?' November 2014]

In the light of heightened public concerns about the incidence of CSE and responses to it in local areas, and given the key issues raised in the Jay Report and by OFSTED, it is timely and appropriate for the Independent Chair of DSCB to undertake an assurance review of the response to CSE in Doncaster. The sections below provide a summary overview of the arrangements for responding to CSE in Doncaster, followed by an evaluation of their effectiveness based on ten key assurance questions. Areas for further development are highlighted and cross-referenced to the Board's CSE Action Plan in Appendix 1.

8 Responding to CSE in Doncaster: How much are we doing?

- 8.1 The OFSTED inspection of local authority arrangements for the protection of children in Doncaster in October 2012 found that DSCB was compliant with the statutory guidance for safeguarding children and young people from sexual exploitation. DSCB published a three-year CSE Strategy in 2013. The Board will be updating the strategy to make it more specific to the issues in Doncaster, including a clear analysis of equality and diversity issues in relation to CSE in the area. It will also be strengthening its monitoring and evaluation of performance data in relation to CSE and its multi-agency audit of CSE casework. The Board will review its overall compliance with statutory guidance in the light of the recommendations relating to LSCBs included in OFSTED's thematic inspection report on CSE. All these actions will be completed by January 31st 2015.
- 8.2 Evidence from reports elsewhere highlights the importance of building a strategic response to CSE that draws on the views and experiences of children and young people and involves them directly in building the local strategy:

In all my discussions it has been clear how much support and information young people can offer each other and how let down and alienated they often feel by agencies that are supposed to protect them. They gave me the idea that young people themselves must be part of the solution if we are to be successful in preventing child grooming becoming more prevalent.

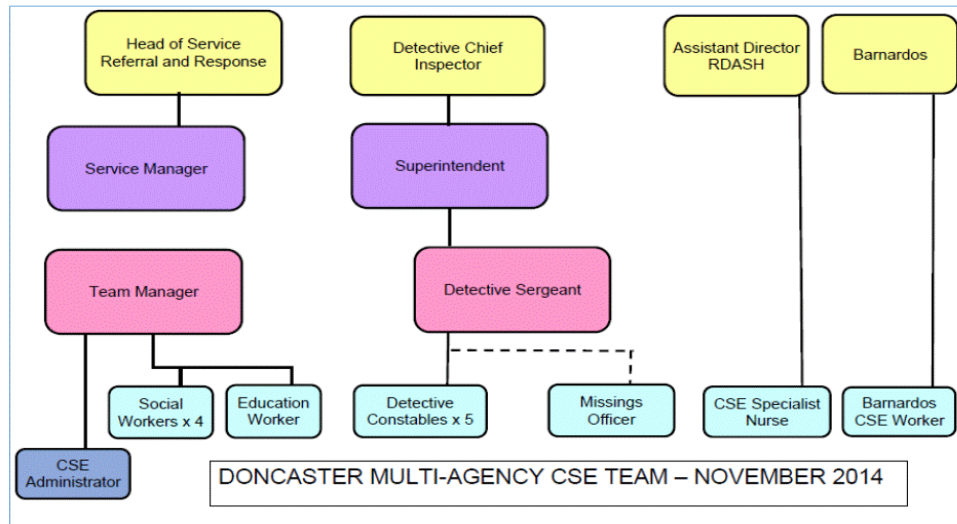
We need to support them to build a network led by young people to fight back against child sexual exploitation...

[Ann Coffey MP: Child Sexual Exploitation in Greater Manchester October 2014]

This aspect is under developed in Doncaster. The DSCB will be asking the Doncaster Children and Families Partnership Board to take forward discussions with young people about how they can be directly involved in shaping Doncaster's updated CSE strategy.

- 8.3 The Board's work in coordinating the response to CSE in Doncaster is through the Child Sexual Exploitation and Missing Children Sub-Group. The terms of reference and membership of the sub-group are set out at Appendix 2. The sub-group has oversight of the Board's CSE Action Plan. The sub-group has changed its working arrangements and membership over the past three months to ensure more effective delivery of its work programme. Key strategic issues and programme monitoring of the Action Plan are undertaken by a Governance Group. Different strands of the work programme are taken forward by task groups covering the following aspects: Outreach; Communications; Early Identification; Children in Care and Missing.

8.4 Since January 2014 a multi-agency CSE team has been in operation. The team is co-located at the Mary Woollett Centre. The staffing establishment has been enhanced over the year, with increased social work capacity to respond to referrals, carry out assessments, and undertake casework responsibility where CSE is the main safeguarding concern. The team structure is as shown below:



8.5 The remit of the team is around the 3 key areas of work:-

Prevent:

- Making it more difficult to exploit children
- Facilitate a co-ordinated response to CSE
- Deliver awareness raising sessions in education settings

Protect

- Identify and safeguard children who are at risk
- Support victims
- Identify potential victims and prosecute and identify perpetrators

Pursue

- Identify offenders, disrupt and stop their activity
- Provide specialist support to victims through investigations and court proceedings
- Conduct regular multi-agency reviews and respond to information

8.6 The multi-agency team has a clear specification, setting out team functions and roles, referral pathways, risk assessment and information sharing through twice-weekly triage meetings, systems for case recording and case allocation. The remit for the team also includes the collection and evaluation of intelligence in relation to CSE and an

important outreach role, to raise awareness of CSE risks with children and young people, parents and the wider community. Some aspects of the work of the team are under development, notably mapping and problem profiling in relation to CSE and quality assurance procedures. A diagram of the referral pathway is shown at Appendix 3. The referral pathway is relatively new and some agencies have indicated that they are not yet fully confident in understanding the referral process.

- 8.7 CSE will only ever affect a very small proportion of the 72,000 children and young people in Doncaster aged 0-18, but for those who are victims of CSE it can have a devastating impact on their emotional well-being with lasting consequences throughout their adult life. For that reason it is vital that we have in place coordinated arrangements to respond to and support children and young people who have been victims of CSE or are at risk of abuse. Between 1st January 2014 and 26th November 2014 Doncaster received 170 referrals with the reason for concern listed as 'Sexual Exploitation'. Of those referrals, 123 (72%) are now classed as completed or finalised (closed) while the remaining 47 (28%) are classed as allocated or pending (active). Two-thirds (67%) of the referrals were originated by the police, with 25% originated by social care and the remainder (8%) coming from Health, Education or other sources. Known victims and those at risk are predominantly White British females, with two-thirds in the age range 13-15. The relatively low number of males is in line with the national pattern and may reflect lack of recognition of CSE risk for males and under reporting.
- 8.8 As is the case nationally, it is highly likely that the number of referrals for sexual exploitation in Doncaster does not fully reflect the incidence of CSE in the area. We can expect more referrals as our data and intelligence improve and as our outreach work enables the community to become more confident in recognising and reporting risk.
- 8.9 There is some evidence of coordinated action by the police and local partner organisations to disrupt and prosecute perpetrators. Attrition visits¹ are made to properties where CSE offences or issues have come to light. More frequent use is being made of Child Abduction Warning Notices (CAWN)² to CSE offenders, 49 having been served so far in 2014.

¹ An attrition visit occurs following careful consideration of either the threat, risk or harm an individual poses to an individual or the wider community. It is a safeguarding measure that allows a physical voluntary check of an individual and or premises to reduce the potential threat, risk or harm they pose. It encourages compliance and cooperation from the subject concerned.

² CAWNs are aimed at tackling those incidences where young people under the age of 16 years (under 18 if in local authority care) place themselves or are put at risk of significant harm by others due to their associations and the forming of inappropriate relationships. Sometimes this is with individuals who are much older than themselves. CAWNs are issued to suspects / associates who are believed to place the subject (i.e. the child or young person) at risk of offences being committed against them. If issued properly, these Notices can provide evidence to support the prosecution of other criminal offences and/or to support civil proceedings such as ASBOs, evictions or injunctions.

8.10 There have been 15 positive prosecutions for CSE offences since January. In many cases these prosecutions are the result of investigations over an extended period of time, including intelligence-led operations on a regional basis. Prosecutions are sometimes difficult to achieve, particularly where the victim is reluctant to disclose abuse because of the physical or other threats from abusers, or because they do not recognise themselves as being a victim.

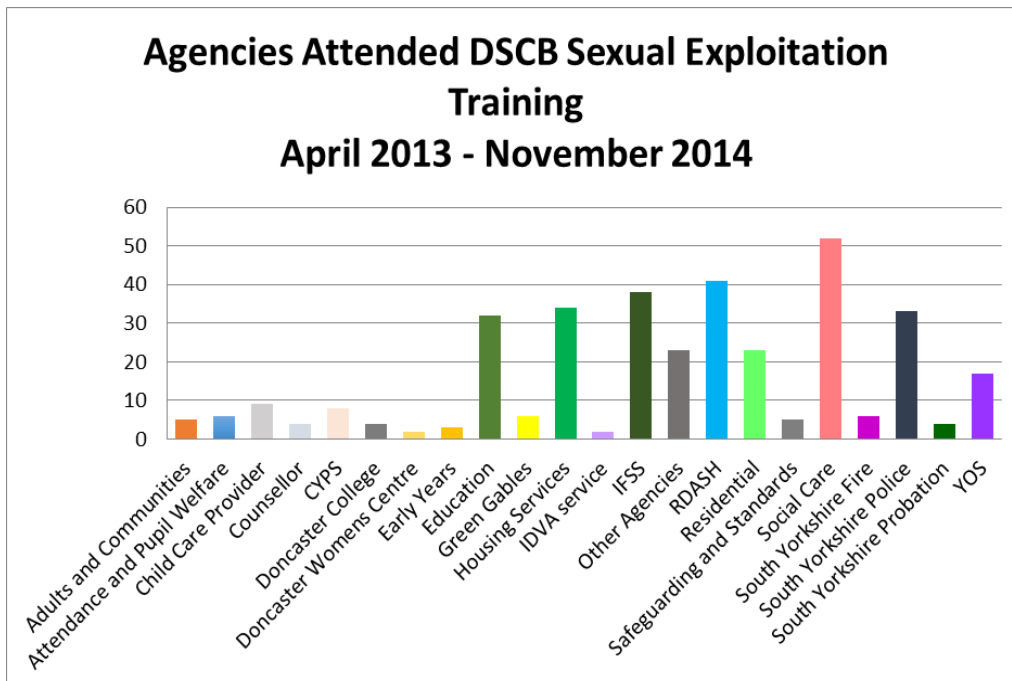
'A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship as exploitative and does not see themselves as a victim'.

[www.app.college.police.uk/app-content/major-investigation-and-public-protection/child-sexual-exploitation/#definition-of-cse]

In those circumstances it takes a long time to build the trust and confidence with victims to achieve disclosures and evidence to support a prosecution.

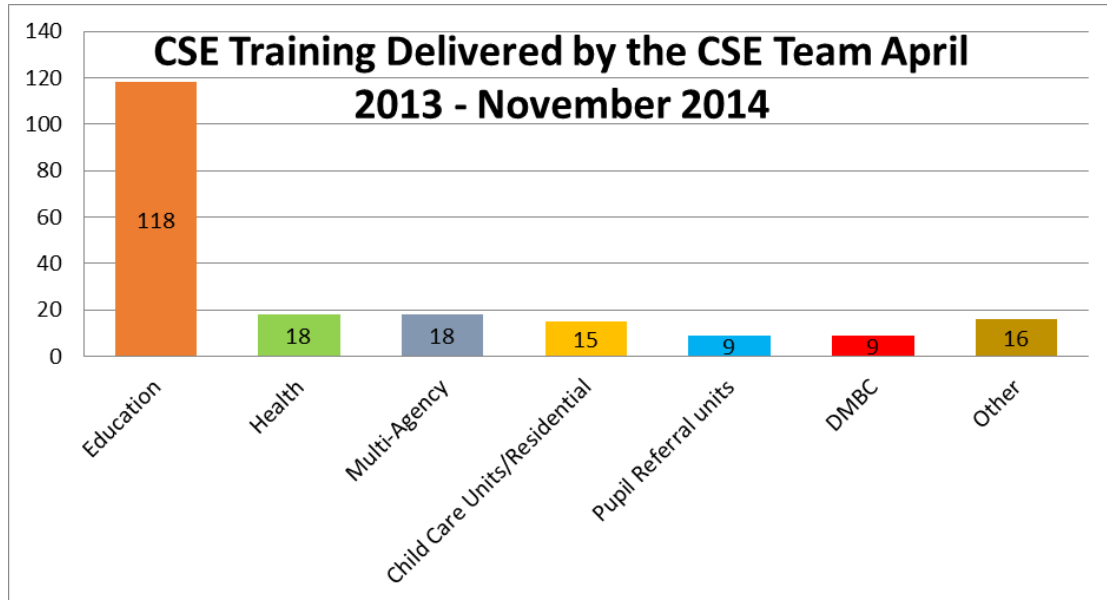
8.11 The evidence from disruption activity and prosecutions to date does not indicate that perpetrators are drawn from a particular minority ethnic group or distinct community.

8.12 DSCB continues to offer Level 3 multi-agency training on CSE with participation by professionals from a range of agencies. The graph below shows attendance at 14 sessions delivered over the past 18 months.

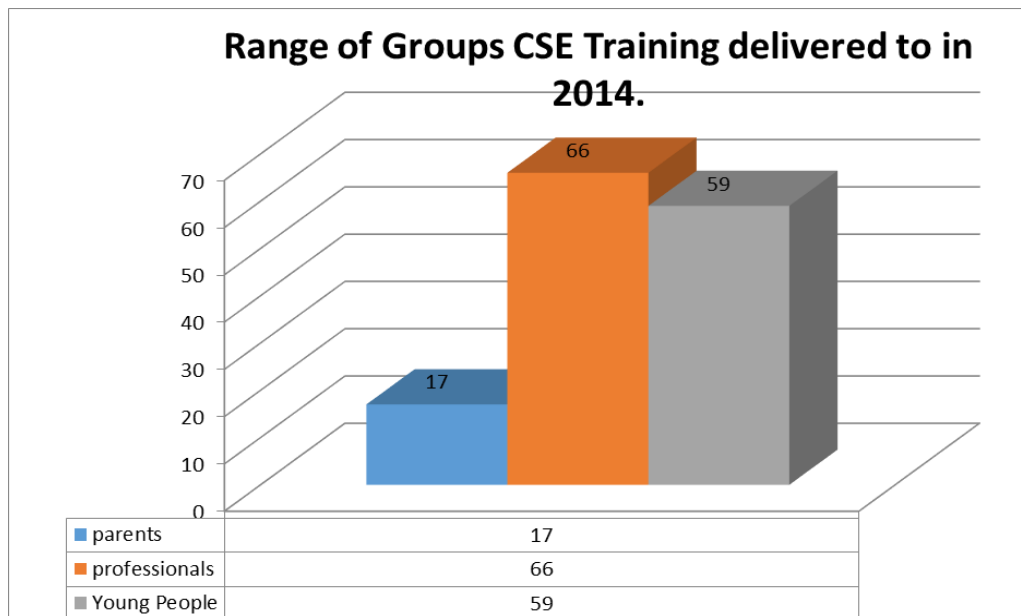


The CSE Team have delivered a substantial number of awareness raising sessions (over 200) in a variety of settings with professionals, young people and their parents. The sessions cover a variety of subjects including staying safe on line and identifying abusive relationships. The

range of settings is shown below. They have included venues as diverse as skate parks, community centres and included work with staff from immigration services, hoteliers and Police and Community Support Officers.



The graph below shows the balance of training sessions in 2014 across young people, parents and professionals.



8.13 The response to CSE in Doncaster is being informed by good and enhanced joint working at regional level between the four LSCBs, local authorities and South Yorkshire Police, for example through proposals to establish Multi-Agency Safeguarding Hubs working to a common set of systems and processes in each local authority area, providing timely and appropriate safeguarding performance data.

9 Responding to CSE in Doncaster – How well are we doing it? Key Assurance Questions

9.1 How well do we understand the nature and scale of CSE in Doncaster? (CSE Action Plan items 11-14)

The structures and processes to capture and collate intelligence on CSE related activity in Doncaster are under-developed. The triage process (within the CSE team) provides a valuable means of mapping joint borough wide information, but requires collation with the picture from police and other agency data as well as information understood across the broader partnership. Some thematic intelligence is emerging through the triage process, including in relation to the issue of CSE within distinct communities. Recent discussions with South Yorkshire Police on a regional basis have included an agreement for the police to support the production of a CSE 'problem profile' for each of the four local authorities on a quarterly basis. The profile document will provide an overview of issues such as the locality clustering of incidences of abuse, perpetrator links and victim links as well as trends around the sources of referrals / intelligence. We also need to provide opportunities for voluntary and community organisations to contribute to the local profile drawing on the knowledge and expertise they bring from trusted relationships with local communities, children and young people. There are continuing gaps in our intelligence, for instance about gang-related CSE.

9.2 How reliable is our data? (CSE Action Plan item 11)

OFSTED has identified nationally that weaknesses in the collection and analysis of data and other performance information are limiting the ability of local authorities and their partners to understand the prevalence and nature of CSE in their areas. Steps are being taken in Doncaster to ensure that there is accurate performance information about CSE available to the CSE team. A multi-agency dataset has been agreed and its implementation will be supported by a data analyst to be appointed by the Doncaster Children's Services Trust (DCST). (See Action Plan item 11.) A copy of the proposed dataset is at [Appendix 4](#).

9.3 How effective is our preventative work with children and families? (CSE Action Plan items 3, 4 and 15)

Good progress has been made in awareness raising work with children and young people and schools and other settings through the CSE team. Schools have put in place robust arrangements to make children and young people aware of the risks of CSE from the internet and social media. Every secondary school has Child Exploitation and On-Line Protection (CEOP) ambassador who has been trained by the CSE team. DSCB will be challenging the local authority and school leaders to

ensure that Personal, Social and Health Education in schools appropriately addresses CSE issues.

Extensive work has been done to raise awareness of CSE issues with staff in DCST Childcare Units and with other residential providers in the area. Programmes of awareness raising have been undertaken with foster carers.

Outreach work in communities is underdeveloped, particularly in minority ethnic communities. The CSE Action Plan includes proposals to formalise a model for outreach work by the CSE team and to put in place a planned and targeted programme of outreach work. DSCB is building links with faith community groups to support them in putting in place safeguarding checks.

The statutory partners in South Yorkshire have agreed a joint communications strategy for responding to CSE on a regional basis, including awareness raising campaigns and web-based advice and information. To complement the regional arrangements the Doncaster CSE Action Plan includes a commitment to improve local communications.

9.4 How far are we providing timely, appropriate and effective support to victims and those at risk?

The test of the impact of the CSE strategy is the extent to which it leads to an improvement in service delivery to victims and those at risk of CSE. This is the major area of focus in Doncaster's CSE Action Plan. There are a number of aspects of service delivery that contribute to effective support to victims and those at risk of CSE and these are considered in turn below.

Management Oversight (CSE Action Plan item 6)

OFSTED has identified nationally that management oversight of CSE casework is the key component of effective service delivery. This is an aspect of the Doncaster CSE Team operation which is being strengthened. Partner agencies have recently agreed to the establishment of a single management function for the team, to be under the line management of, and funded by, DCST for an initial period of twelve months. This will improve the oversight of on-going casework and supervision, ensuring that there is appropriate challenge to risk assessments in individual cases and that there is reflection on the impact of plans to support and protect children and young people. An appointment process is underway with a view to establishing single line management from January 2015. In the intervening period joint decisions at the referral/triage stage will continue to mitigate risks in terms of management oversight. The specification for the team manager

role and the wider CSE team will be reviewed in autumn 2015, drawing on the learning from multi-agency audit of casework.

Identification and Assessment of CSE (CSE Action Plan items 1 and 2)

CSE factors are clearly identified within Doncaster's thresholds guidance *Multi-Agency Pathways to Provision*. Professionals use a common risk assessment tool to identify CSE risk. Evidence from the monitoring of risk assessments on open CSE cases showed that in some cases the assessment of risk was not being done in the context of full information about the child / family and any linked individuals. This appeared to be largely related to the fact that the assessments were being completed only on the information referred at that particular point in time. As a result, risk assessments were tending to be scored too low. The CSE team is now operating more robust risk assessment procedures at triage and more recent monitoring evidence indicates that identification of levels and types of need for young people is more timely and transparent. In those cases where monitoring suggested that the original risk assessment was open to question the risk assessments have been redone. The Independent Chair has been assured that all open cases are now being managed on the basis of a well-evidenced and robust assessment of risk.

The CSE team now uses a screening tool which is completed once a referral has been received. This ensures that the team pulls together and analyses all the known information about the children and adults who are the subject of the referral, enabling the team to arrive at a more balanced and informed view about levels of risk based on good quality multi-agency discussion.

The identification of risk by the health professional in the CSE team and their work with NHS professionals has been identified as good practice in the recent review of health services for children looked after and safeguarding in Doncaster by the Care Quality Commission.

Effectiveness of Plans (CSE Action Plan item 6)

To date DSCB has limited evidence of the effectiveness of plans to support victims and those at risk of CSE. Ensuring the effectiveness of plans will need to be addressed as part of the strengthening of management oversight of the CSE team. Areas to note in particular will be the extent to which management of risk is robust in cases where a CSE risk is covered by a children in need (CIN) plan. In cases where a children are subject to a child protection (CP) plans it is expected that reviews will assess the extent to which risk has reduced, identifying approaches which have proved particularly successful in doing so. Learning from reviews will inform overall quality assurance alongside multi-agency audits.

Effectiveness of interventions and access to therapeutic support (CSE Action Plan item 9)

At present Doncaster has limited skilled resources to undertake long term interventions. The CSE Action Plan includes proposals to improve the range and effectiveness of interventions. This will involve re-directing resources to commission additional therapeutic support in discussion with Child and Adolescent Mental Health Services (CAMHS). A report setting out the current range of therapeutic services and identifying gaps in provision is due to be completed by January 7th 2015.

DCST is part of a partnership bid led by Sheffield City Council to the DfE's Innovation Fund to establish a specialist therapeutic foster carer programme across the four South Yorkshire local authorities. If the bid is successful it will enhance significantly our capacity to offer therapeutic care and support with young people at risk of or experiencing CSE for whom the current range of care placements is not meeting their needs.

Children and Young People's Voice

A key theme from CSE concerns from Rochdale, Oxfordshire and other places was that the views of children and young people were, on occasion, not taken seriously, leaving them to experience continuing abuse or facing serious risks. The operating framework for the CSE team sets out key principles for working with children and young people at risk of CSE and stresses the importance of listening to their views. DSCB will assess the extent to which these principles are being applied in practice as part of its multi-agency audit of casework within the CSE team.

Protecting Looked After Children (LAC) at risk of CSE or who have been exploited (CSE Action Plan item 3)

The need to strengthen the arrangements in Doncaster for protecting LAC who are at risk of CSE has been identified as a key priority. This features as an important issue in a recent inspection of arrangements for child protection in South Yorkshire Police by Her Majesty's Inspectorate of Constabulary (HMIC) and has also been identified by DSCB as part of a recent case review. Particular concerns relate to the adequacy of placements for older young people where sexual exploitation presents as one of a number of challenges in relation to their care and support. Improvements are also required where children are in placements outside the area.

As part of the CSE Action Plan a senior working group involving DCST and partner organisations is preparing a strategy and action plan for safeguarding LAC from CSE. The proposals are due to be considered by

the Sexual Exploitation and Missing Children Sub-Group in January 2015. As well as looking at the longer term strategy, DCST has put in place immediate arrangements to improve the effectiveness of work with LAC in DCST Childcare Units who at risk of CSE.

Missing Children (CSE Action Plan Item 3)

OFSTED's thematic inspection highlights a continuing concern that arrangements by local authorities and partner agencies to safeguard children missing from home or care are not good enough. Local arrangements for protecting and supporting children who go missing from home or care are covered by the South Yorkshire protocol '*Missing from Home or Care and Runaways*' which was agreed between the four South Yorkshire local authorities and South Yorkshire police. The protocol distinguishes between children who are **missing** (anyone whose whereabouts cannot be established and where the circumstances are out of character or the context suggests the person may be subject of a crime or at risk of harm to themselves or another) and **absent** (a person who is not at a place they are expected or required to be). The categorisation for each incident rests with South Yorkshire Police. Where a child is deemed to be missing, this generates active bulletins and searches and notification within 24 hours to the DMBC Assistant Director. Three such instances for a child within a 28 day period generate a multi-agency strategy meeting. Management oversight is through a designated missing persons officer, with weekly reports to DCST senior management. Support for children who have returned to home or care following an episode of missing or running away is provided through Safe@Last, a voluntary organisation with specialist expertise and a range of services commissioned by the four South Yorkshire local authorities.

In its Annual Report 2013-14 DSCB evaluated the local arrangements for protecting and supporting children missing from home or care and identified a number of improvements which are now being progressed as part of the CSE Action Plan. DSCB will be assessing progress in this area through a thematic assurance report to the Board in 2015.

Review of South Yorkshire Missing Protocol

Draft revisions are due to be completed for consideration and approval by the four South Yorkshire LSCBs on December 15th. The thrust of the changes to the protocol are to promote a more graduated and risk-based approach to the reporting and management of missing episodes to that resources are directed to those children and young people at most risk.

Multi-agency Missing from Care Task Group

This a risk assessment model for all looked after young people over the age of 11 (the age above which nearly all missing episodes take place) and for targeted direct intervention to be provided on a pre-emptive basis

for those deemed to be at a high level of risk. The group also considers specific action plans on a multi-agency basis for those young people with frequent missing episodes.

Improved support for children and young people in DCST Childcare Units to reduce the incidence of missing episodes

South Yorkshire Police are continuing to provide a dedicated police officer to work with children and young people placed in DCST Childcare Units with the aim of reducing missing from care episodes. Data for the past six months shows some improvement with a smaller number of LAC going missing and with fewer missing incidents.

Peer group dynamics are a significant factor in residential care settings for young people. Careful matching of young people in the four DCST Childcare Units is a key factor in managing missing episodes. The development of more therapeutic placements (see above) will provide more intermediate capacity for DCST to ensure a more appropriate match of placements. DCST is also looking to commission more flexible residential care provision in smaller units in which more negative peer dynamics are less likely to occur.

Learning from missing episodes

The specification for the re-tendering of the contract for post-missing support (currently held by Safe@Last) has been designed to give the four South Yorkshire local authorities more information to enable them to identify common themes and response to reduce risk.

Children missing from education

DMBC has good information about children missing from education. This needs to be incorporated into the wider intelligence about CSE.

9.5 How far do partner agencies have the capability and capacity to respond to CSE? (See Action Plan Item 8)

In preparation for this assurance report partner agencies were each asked to complete a self-assessment toolkit in which they were asked to respond to five key areas of focus:

- Recognition and identification of Child Sexual Exploitation: Senior managers take leadership responsibility for CSE
- Recognition and Identification of Child Sexual Exploitation - A Trained and Skilled Workforce
- Information Sharing
- Understanding the Referral Process
- Participating as an active team member to tackle sexual exploitation

For each area of focus, partner agencies were asked to assess their current position using a Red/Amber/Green (RAG) rating codified as follows:

Green – Performing well: no action required;

Amber – Partly met: action required detailed in agency action plan

Red - Not met: action required detailed in agency action plan

The following partner agencies completed the self-assessment:

DMBC

DCST

Youth Offending Service

South Yorkshire Police

NHS Doncaster Clinical Commissioning Group

Doncaster and Bassetlaw Hospital Foundation Trust

Rotherham, Doncaster and South Humberside

South Yorkshire and Bassetlaw NHS England

Child and Family Court Advocacy and Support Service

The South Yorkshire Community Rehabilitation Company (CRC).

South Yorkshire Fire and Rescue

National Probation Service – South Yorkshire

Doncaster College

St Ledger Homes

Doncaster Safeguarding Adults Partnership Board

The self-assessment opportunity will be extended to schools and to voluntary and private sector organisations in the first quarter of 2015.

With only one exception, all partner agencies assessed themselves as green or amber for all areas of focus. They expressed most confidence in recognising and identifying CSE risk and in working actively to tackle CSE. There was less confidence in understanding the referral process and in information sharing. Many agencies highlight the continuing importance of workforce development. The DCSB will support and challenge agencies to address aspects where requirements are not fully met and will monitor progress. An assessment of the extent to which partners are allocating sufficient resources to responding to CSE will be kept under review by the Sexual Exploitation and Missing Children Sub-Group as part of the CSE Action Plan.

9.6 How effective is our work in disrupting and prosecuting perpetrators? (not specifically addressed in CSE Action Plan but included in South Yorkshire Police action plan in response to HMIC child protection inspection)

OFSTED's thematic inspection of CSE raises concerns nationally about the under-use of powers to disrupt and prosecute perpetrators. Our data shows significant use of abduction notices. The police have also had some success in prosecuting sex offenders, particularly as part of high profile intelligence-led operations such as Operation Klan. Inspection

evidence from the recent HMIC inspection of child protection suggests, however, that action with perpetrators is not consistent and there have been occasions where opportunities to investigate and pursue offenders have not been taken.

DMBC is making good use of its powers to disrupt offenders through its licensing activities, particularly in respect of private hire taxi companies and no concerns were reported following a review in September 2014.

9.7 How effective is our information sharing? (CSE Action Plan items 3,4,5,11 and 13)

There is a need to strengthen information sharing, both within the multi-agency CSE team during on-going casework and across the partnership. The Jay Report noted in particular the need to ensure a co-ordinated approach to interventions associated with CSE across the whole child's journey, from early help services through to interventions for looked after children. The Sexual Exploitation and Missing Children sub group has recognised the need to progress this work – having put in place two task groups, one related to the development of early help services (including a borough wide monthly practitioner group to share early information which might indicate CSE concerns) and another to identify how Children in Care functions can become more co-ordinated with other specialist functions where children in care also have exposure to CSE. Information sharing across the partnership will be strengthened through quarterly CSE profiling (see (9.1 above).

9.8 How effective is our multi-agency training for responding to CSE? (CSE Action Plan item 16)

A good range of training is being provided on a multi-agency basis via DSCB and in individual partner agencies. As well as monitoring the volume and take-up of training, the key priority for DSCB and partners will be to evaluate the impact of training in improving the quality and effectiveness of our work with victims and those at risk of CSE.

9.9 How effective are our quality assurance arrangements? (CSE Action Plan item 11)

As in many local authority areas, the quality assurance arrangements for responding to CSE are underdeveloped. DSCB has commissioned a programme of multi-agency audits which is due to be completed by December 31st 2014. Multi-agency audits of CSE casework will continue to be undertaken quarterly.

9.10 How effective is the strategic leadership of Doncaster's response to CSE?

DSCB continues to meet its responsibilities under the statutory framework for safeguarding children and young people from CSE. Areas for the Board to strengthen are to ensure that the CSE Action Plan has



sufficient depth and detail, that it is implemented effectively, and that the impact is monitored and evaluated. The Board will also need to give more prominence to its assurance and challenge role, holding partner agencies to account for their contribution to the response to CSE in Doncaster.

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Email: john.harris@doncaster.gov.uk

DONCASTER SAFEGUARDING CHILDREN BOARD – CSE ACTION PLAN

Key

R Action Behind Schedule **A** Action Partially Completed or on schedule **G** Action Completed

Ref	Action	Lead	Required Evidence	Completion Date	Date Achieved	Update	RAG
1	Ensure that there are up-to-date risk assessments on all children affected by CSE. These should be of consistently high quality and clearly recorded on the child's file.	CSE Team Governance Group – Head of Service for Referral and Response, DCST / Superintendent of Partnership, South Yorkshire Police	Review all current open cases to CSE Team to establish presence of up to date risk assessment (CSE Team SM / DI / TM / Sergeant).	30 th November	COMPLETE	1. Risk assessments on all allocated cases to CSE team complete.	A
			Sample audit of risk assessments by Safeguarding and Standards (S&S) with thematic collation and action plan.	8 th December 2014		2. S&S sample audit of risk assessments underway and due to be completed 8.12.14.	
2	The numeric scoring tool should be kept under review. Professionals judgements about risk should be clearly recorded where these are not adequately captured by the numeric tool.	Service Manager, Referral and Response Team, DCST / Detective Inspector, South Yorkshire Police	Improvement in application and outcome of risk assessment in CSE Team on findings of MA audit.	14 th October 2014	COMPLETE	1. Following audit, quality of risk assessments training undertaken with multi-agency CSE team to ensure assessments take full account of information about the child and family, and linked individuals. 2. A screening process is being embedded in order to facilitate information sharing and good quality risk	G

Ref	Action	Lead	Required Evidence	Completion Date	Date Achieved	Update	RAG
						<p>assessment.</p> <p>3. Critical challenge in the risk assessment process is taking place at triage.</p> <p>4. Recent monitoring suggests this aspect of practice is considered to be improving, to be validated by S&S audits.</p>	
3	Managers should develop a more strategic approach to protecting looked after children who are sexually exploited. This must include the use of out-of-area placements. The Borough should work with other authorities to minimise the risks of sexual exploitation to all children, including those living in placements where they may become exposed to CSE. The strategy should include improved arrangements for support children in out-of-area placements when they require leaving care services.	Head of Service, Children in Care, DSCT / Head of Service for Referral and Response, DCST	<p>Convene senior working group.</p> <p>Develop strategy and action plan in relation to safeguarding LAC from CSE. Include measures in data set, performance and quality framework and ensure co-ordinated approach for LAC with CSE Team</p>	<p>December 2014</p> <p>31st January 2015</p>	<p>COMPLETE</p>	<p>1. Considerable amount of "Prevent" work by health, has been undertaken on training of foster carers and care home providers.</p> <p>2. Direct work with LAC to raise the risks of CSE.</p> <p>3. There is evidence of extensive outreach work by CSE Team with DCST Childcare Units to raise awareness.</p> <p>4. CSE strategy for children in care to be completed for 31st January 2015</p>	A

Ref	Action	Lead	Required Evidence	Completion Date	Date Achieved	Update	RAG
			Update regional Missing from Care and Home Procedure. Effectiveness of arrangements to be confirmed within multi-agency audit process. (see Item 11 below)	December 15th		5. Draft revisions of South Yorkshire Missing Children Protocol due December 15 th 2014	
4	The partnership should make every effort to reach out to victims of CSE who are not yet in touch with services.	Team Manager, Barnardos (Task Group Lead)	Formalise Outreach Model and target in line with problem profile / local intelligence and strategic priorities. Convene group responsible for developing and reviewing Outreach offer in line with developing understanding of CSE in Doncaster.	31 ST January 2015		1. Outreach has been delivered by the team since inception, limited formal evaluation of impact. 2. Outreach group convened to collate evidence of work done, develop outreach model and plan outreach provision in line with local need. 3. TOR for outreach group and collation of work to be completed by 31 st January 2015	A
5	The remit and responsibilities of the multi-agency CSE team should be agreed and communicated Across the partnership.	Head of Service for Referral and Response, DCST / Superintendent of Partnership, South Yorkshire Police	Draft Operational Guide and Specification agreed, operational in CSE team. To be expanded to include whole multi-agency function.	8 th October 2014 (for sub group sign off)	COMPLETE	1. Operational Guide expanded to include whole multi-agency function. Process largely embedded.	G

Ref	Action	Lead	Required Evidence	Completion Date	Date Achieved	Update	RAG
			Full embedding of new process to be progressed – evidenced by multi-agency audit (ref 11 below)	31 st January 2015		2. Multi-agency audit to be completed by December 31 st , with recommendations for improvement to be taken forward by January 31 st 2015	
6	Strengthen the managerial oversight of the whole CSE Team, including introduction of a co-ordinator function.	Head of Service for Referral and Response, DCST / Superintendent of Partnership, South Yorkshire Police	Strengthen oversight of CSE team ensuring <ul style="list-style-type: none"> Common oversight of work of the team including through shared supervisory processes and performance information; Take agency views on introduction of single manager for the team. 	6 th November 2014		1. Oversight of the team strengthened through joint decisions at referral stage / Triage meeting.	A
				January 31 st 2015		2. Single line manager post for CSE multi-agency team to be established for twelve months with funding from DCST. 3. Appointment process underway with manager expected to be in post from 31 st January. 4. Role specification and team specification to be reviewed in Autumn 2015	
7	Ensure that the resources available to the CSE Team are consistent with the need and demand for services.	Head of Service for Referral and Response, DCST /	Social Work posts in the team increased from 1 to 4 (August 2014). Posts advertised and permanent recruitment in process. Agency staff covers in place on interim basis.	1 st September 2014	1 st September 2014	1. DSCB will keep under review whether sufficient resources are available across the partnership.	G

8	Wider children's social care, the CSE Team and integrated youth and support services should work better together to ensure that children affected by CSE are well supported and offered an appropriate range of preventative services.	Service Manager, Children's Assessment Service / Head of Service, Youth Offending Service	Convene senior working group to develop strategy and action plan in relation to prevention of CSE through Early Help offer include co-ordinated approach in Early Help with CSE Team and Outreach Model.	31 st January 2015		<ol style="list-style-type: none"> 1. Terms of reference and programme of work for Early Help Forum agreed – work to start January 2015. 2. Collation of outreach has activity identified that every secondary school in the borough has a Child Exploitation and On-Line Protection (CEOP) ambassador who has been trained by the CSE Team. 3. CSE Champions network in development established within DCST including the Trust's Early Help Service 	A
9	All services should recognise that once a child is affected by CSE, he or she is likely to require support and therapeutic intervention for an extended period of time. Children should not be offered short-term intervention only, and cases should not be closed prematurely.	Governance Group – Head of Service for Referral and Response, DCST / Superintendent of Partnership, South Yorkshire Police	Develop "Intervention Model" in relation to victims of CSE including ways to intervene / link to other services (including therapeutic) on a longer term basis.	7 th January 2015		<ol style="list-style-type: none"> 1. Work scheduled to be completed by 7th January 2015 	A
10	The Safeguarding Board, through the CSE Sub Group, should work with local agencies, including health, to secure the delivery of post-abuse support services.	Public Health Specialist, Public Health	As above. Develop a clear outcomes strategy with a pathway to recovery for C&YP, including links to adult provision for those post 18. Map provision currently available.	7 th January 2015		<ol style="list-style-type: none"> 1. Work scheduled to be completed by January 7th 2015 	A

11	All agencies should continue to resource, and strengthen, the quality assurance work currently under the auspices of the Safeguarding Board.	Head of Service for Referral and Response, DCST / Superintendent of Partnership, South Yorkshire Police (via Governance Group)	Develop dataset, performance and quality framework.	31 st October (data set and quality framework agreed) 31 st January – first 'live' dataset		1. Proposed CSE dataset agreed 2. Capacity in place to develop multi-agency CSE dataset with data analyst post created by DCST. 3. SYP committed to providing quarterly CSE profiling information from January 2015	A
			Embed multi-agency audit of CSE work on a quarterly cycle with thematic overview, to inform future action planning.	31 st January for findings and action on recommendations from first multi-agency audit		4. Multi-agency quality assurance methodology for the audit completed and audit programme planned for completion by December 31 st 2014	
12	There should be more direct and more frequent engagement by the Council and also the Safeguarding Board with women and men from minority ethnic communities on the issue of CSE and other forms of abuse.	Head of Service, Community Safety – Communications Strategy Team Manager, Barnardos– Outreach Model CSE Team	Communication strategy and outreach model to include a focus on engagement with minority communities in raising the profile of CSE locally.	31 st January 2015		1. Communications group established.	A

		Governance Group – Head of Service for Referral and Response, DCST / Superintendent of Partnership, South Yorkshire Police	Dataset and performance framework include measures in relation to minority communities, in relation to reporting and intelligence building, prevention and detection	31 st January (live dataset and CSE profile)			
13	The Safeguarding Board should address the under-reporting of sexual exploitation and abuse in minority ethnic communities.	Head of Service, Community Safety (as above) Superintendent of Partnership, South Yorkshire Police	As above Police to develop strategies to promote collection of intelligence around CSE activity in minority communities (including means of receiving community information / translation of promotional material / direct interface with community)	31 st January 2015		1. See notes re. actions 4 and 12 above	A
14	The issue of race should be tackled as an absolute priority if it is a significant factor in the criminal activity of organised child sexual abuse in the Borough.	Superintendent of Partnership, South Yorkshire Police Governance Group – Head of Service for Referral and Response, DCST / Superintendent	Equality and diversity analysis included in updated DSCB CSE Strategy Include relevant intelligence within the borough wide problem profile. Ensure dataset captures issues around race and ethnicity in order to inform operations.	31 st January 2015 31 st January 2015		1. Action here is linked to 12 and 13 above	A

15	Develop local communications strategy in relation to CSE, and evaluate impact.	Head of Service, Community Safety	Communications Strategy; Quarterly Report on Activity and key impact measures	31 st January 2014		1. See comments in 12 above.	A
16	Evaluation of the impact of current multi-agency training	Workforce Development Gp.	Identify impact measures and carry out evaluation.	31 st March 2015		1. Action on track.	A
17	Develop and implement programme of training for MA CSE Team and evaluate impact.	Governance Group	Team training plan and evidence of participation Evaluation of impact through multi-agency case audit	31 st January July 2015			A
18	Ensure that DSCB meets requirements of statutory guidance for safeguarding children and young people from sexual exploitation	Independent Chair, DSCB Business Manager DSCB	Review and respond to recommendations for LSCBs in OFSTED thematic inspection of CSE Revision and updating of Doncaster CSE Strategy (including voice of children and young people and analysis of equality and diversity issues) Support and challenge partner agencies to meet statutory requirements in responding to CSE Thematic assurance review of support for missing children	31 st January 2015 31 st March 2015 31 st March 2015			A

DONCASTER SAFEGUARDING CHILDREN BOARD
CHILD SEXUAL EXPLOITATION AND MISSING CHILDREN
TERMS OF REFERENCE

The Child Sexual Exploitation and Missing Children Sub Group contribute to the overarching statutory function of the Local Safeguarding Children Board (section 4, Children Act 2004), to:

- co-ordinate what is done by each person or body represented on the Board for the purposes of Safeguarding and promoting the welfare of children in the area: and
- to ensure the effectiveness of what is done by each body for the purpose of safeguarding and promoting the welfare of children in the area.

PURPOSE OF GROUP

To oversee and direct multi-agency activity related to the identification, prevention and detection of Child Sexual Exploitation in the borough, as well as in relation to activity to safeguard and protect children and young people from harm associated with Child Sexual Exploitation. To work as identified by the Business Co-ordination Group and in line with the Board's strategic priorities around Child Sexual Exploitation in the borough.

To oversee and direct multi-agency activity in relation to missing young people in the borough, including in relation to work to safeguard and protect young people affected by this issue and in line with the Board's strategic priorities on the matter.

To ensure the effectiveness of agency arrangements within the scope of the sub group including the extent to which children in the borough are adequately engaged with, protected and supported in relation to this area of work.

SCOPE OF GROUP

The group will:

- (i) Set out activities necessary to achieve the purpose outlined above with a clear focus on **safeguarding outcomes** for children and young people.

Core Functions:

- (i) Agree an annual work plan, reviewed mid-year, according to the priorities identified by the Board;
- (ii) Be informed by local, national, international research, and best practice, performance and quality measures;
- (iii) Drive and champion the agenda in relation to CSE and Missing issues across the partnership;
- (iv) Oversee and assure the work of agencies in line with the annual work plan, including considering the extent to which the work of agencies is effective and impactful.
- (v) Create links with other sub groups of the Board as required (Training / Performance) in order to ensure that the CSE / Missing agenda is embedded across the partnership in all areas;
- (vi) Update and review the work plan of the group as required, including provision of advice to the Board in relation the review of strategic priorities and actions.

4. FREQUENCY OF MEETINGS

The Child Sexual Exploitation Group will meet on a six weekly basis.

5. ACCOUNTABILITY, GOVERNANCE, AND COMMUNICATION WITH OTHER SUB GROUPS

The group is accountable to the Business Co-ordination Group

The group's Chair will attend the Business Co-ordination Group, to whom it will report on activities and outcomes on bi-monthly basis;

Relevant matters from the Business Co-ordination Group will be fed back to this group.

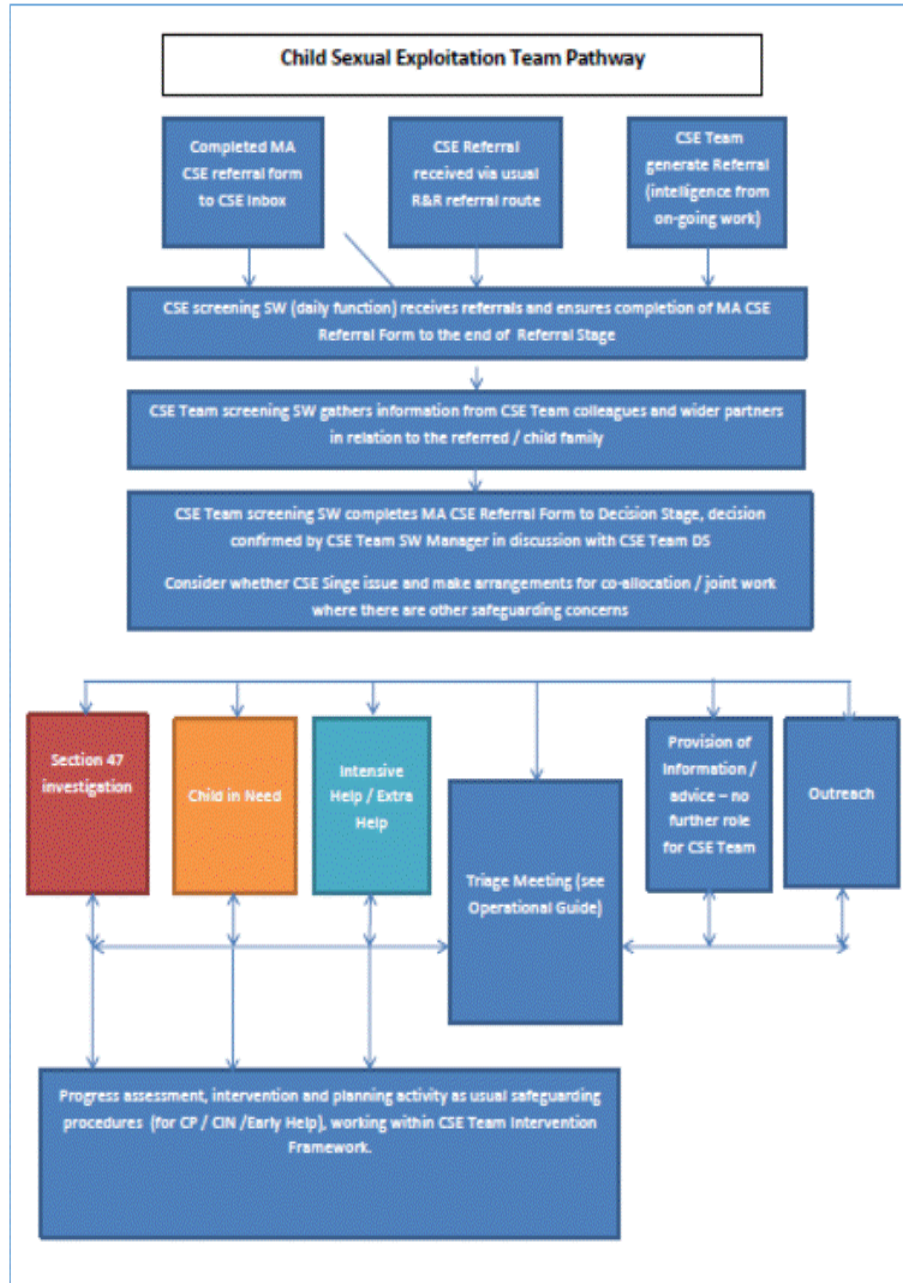
The group's Chair will ensure appropriate and regular communication across the DSCB infrastructure in line with the Communication Strategy.

A record of the meetings will be available for the Business Co-ordination Group.

The Chair will produce a report on impact and outcomes for inclusion in the LSCB Annual Report via the Business Co-ordination Group.

The Chair will ensure that appropriate challenge is supported across the group to enable constructive reflection and improvements in safeguarding-records of which will be reported to the LSCB in the annual report.

DONCASTER MULTI-AGENCY CSE TEAM – REFERRAL PATHWAY



DONCASTER SAFEGUARDING CHILDREN BOARD

CHILD SEXUAL EXPLOITATION AND MISSING CHILDREN

Proposed Dataset – Child Sexual Exploitation

- Number of children known to agencies of the MA CSE team at statutory level (Child in Need / Risk of Significant Harm) – updated monthly;
- Number of early help episodes on-going related to CSE triggers;
- Number of CSE referrals in month by outcome;
- Number of CSE referrals by source;
- Number of CSE related section 47 investigations undertaken in month by outcome;
- Number of LAC at risk of or suffering CSE;
- Number of children subject of CP planning as a result of CSE;
- Number of live police investigations (perpetrators) on-going;
- Ethnic origin / location / school of known children by level of concern (early help / CIN / CP);
- Ethnic origin / location / of identified perpetrators;
- Sessions of outreach / awareness raising work delivered, by agency receiving;
- Number of intelligence reports by source;
- Number of intelligence reports by outcome;
- Number of successful police prosecutions.