

REPORT TO: POLICY AND RESOURCES COMMITTEE – 14 SEPTEMBER 2015
REPORT ON: CHILD SEXUAL EXPLOITATION
REPORT BY: EXECUTIVE DIRECTOR OF CHILDREN AND FAMILIES
REPORT NO: 325-2015

1.0 PURPOSE OF REPORT

This report provides an update on recent developments in relation to Child Sexual Exploitation (CSE) and highlights the importance of robust leadership to tackle the issue effectively. The report provides details of the Action Plan prepared by the Child Care and Protection Committee (CCPC) and of the work being undertaken by partner agencies to prevent CSE, tackle perpetrators, support victims and protect children and young people from harm.

2.0 RECOMMENDATIONS

It is recommended that Committee:

- Note the challenges and developments in relation to Child Sexual Exploitation
- Note the CCPC Action Plan (attached)
- Endorse the progress being made in the implementation of the local action plan
- Instruct the Executive Director of Children and Families to provide an update on the Action Plan in 12 months time.

3.0 FINANCIAL IMPLICATIONS

None.

4.0 MAIN TEXT

4.1 Historically, the nature and scale of CSE has not been fully understood as the issue has been subject to different terminology, interpretations and approaches. Recently, a number of serious large scale cases have highlighted significant concerns about the issue resulting in a number of key policy developments. CSE is now defined as:

- ‘Exploitative situations, contexts and relationships where young people (or a third person or persons) receive ‘something’ (food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of performing, and/or others performing on them, sexual activities. It can occur through the use of technology without the child’s immediate recognition, for example persuasion to post sexual images on the internet/mobile phones with no immediate payment or gain. In all cases those exploiting the child or young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources’.

This definition has resulted in a change from viewing CSE within the context of youth justice, which had the potential to attribute blame to the actions and behaviours of the victim, to being very much a child protection concern. It is however recognised that many of the children and young people involved in CSE are reluctant to disclose and may not perceive themselves to be victims because they believe that they are involved in a healthy sexual relationship in which they have control. As a result it is difficult to establish the full nature and scale of CSE.

- 4.2 The Independent Inquiry into Child Sexual Exploitation in Rotherham 1997-2013 (2014) - carried out by Alexis Jay, OBE estimated that approximately 1,400 children were sexually exploited. The abuse included multiple perpetrators and involved trafficking, abduction, stalking and brutal violence. In a third of the cases, children were already known to services.

The Jay Report noted that, in Rotherham, the majority of perpetrators were described as 'Asian' by victims, with taxi-drivers, party flats, hotels and the general night-time economy identified as hotspots for collecting, transporting and abusing victims. Use of mobile phones and social networking sites were also key features.

The report noted that although there was no evidence of staff being influenced by concerns about the ethnic origins of suspected perpetrators leaders had underestimated the problem and attempted to downplay the ethnic dimension to avoid being seen as racist. Overall there were major concerns about leadership which highlighted that Elected Members were not sighted on the issues and the Council was not self aware. There were also concerns about scrutiny and accountability, with officers not being appropriately held to account and a general culture of sexism within the Council.

As a result, CSE was not adequately addressed and the sexual exploitation of children and young people continued. The report concluded that 'over the first 12 years covered by this inquiry, the collective failures of political and officer leadership were blatant'. It made 15 recommendations covering risk assessments, resources, support to victims and work with ethnic minority communities.

In 2015, Louise Casey carried out a follow up inspection of Rotherham and this report was similarly critical of leadership within and between agencies and elected members within the Council before, during and after the publication of the Jay Report.

- 4.3 These reports and other national developments, such as the Scottish Government National Action Plan to tackle Child Sexual Exploitation, strongly highlight the importance of political, strategic and operational leadership both nationally and locally to develop a shared vision and a clear sense of direction, agreed resources and collaborative, accountable work. The reports encourage leaders to focus on prevention, identification, development of clear pathways for both perpetrators and victims, community engagement and the importance of having a clear knowledge of CSE and the measures being put in place to address the issue.
- 4.4 The Dundee Child Care and Protection Committee (CCPC) enhanced Child Protection arrangements to ensure approaches towards CSE are consistent with and do not replace, duplicate or complicate approaches towards child abuse in general. The limitations of focusing purely on youth justice responses had already resulted in the long-established Youth Justice Partnership revising its remit to become a Vulnerable Adolescent Partnership (VAP), with a focus on coordinating services to adolescents at risk of both causing or being caused harm.
- 4.5 In 2014, using a recognised self-assessment tool, the Dundee CCPC coordinated a local self-assessment to establish a baseline for CSE, identify key issues and inform an action plan. This plan has since been updated to reflect the subsequent recommendations of the Jay Report and other relevant reports. The action plan has been endorsed by the key leadership groups across partner agencies including the Chief Officers Group (COG) for Protecting People, CCPC and Community Safety Partnership. This ensures associated work streams, such as work on an E-Safety Strategy coordinated by the Community Safety Partnership, are linked into coherent strategic actions.

Key developments include:

- Local Multi-Agency Child Protection Guidance has been revised to ensure a focus on CSE, including the definition, risk and vulnerability indicators and pathways for perpetrators and victims. An externally funded research project on the local scale and nature of CSE has commenced and will report findings in November 2015.
- A large scale local awareness raising event took place in May 2015 led by the Chief Officers for Care and Protection. In addition a number of staff have also undertaken specialist training and are in the process of cascading the training to staff groups in order to raise awareness. The outcomes of a Scottish Government pilot will inform further work on multi-agency risk assessment tools.
- A Multi-Agency Operational Group (MAOG), led by Police Scotland, has been established to share, analyse and act on emerging soft and hard intelligence, including information in relation to on-line trends, sexual health, frequently missing from home, the night time economy, schools targeted, party flats, networks, gangs and methods of transport. In addition, a new Police Scotland national Vulnerable Person's Database also has a specific CSE marker embedded to allow for accurate information on individuals at risk.
- In the National Action Plan, the Scottish Government notes that it will develop guidance for taxi drivers, hotel workers and others involved in the night time economy, so they can identify CSE and take appropriate steps. In the interim, a local multi-agency group, led by Police Scotland, has been established to explore engagement with the night-time economy. This work is being informed by the National Working Group (NWG) on Child Sexual Exploitation, which has developed guidance consisting of a range of resources, from awareness raising through to certificated licensing schemes.
- In terms of prevention, a range of services have been developed locally. The Women's Rape and Sexual Advice Centre (WRASAC) deliver education materials in schools and provide support to victims on issues such as gender, consent and sexualisation. This includes looked after children. Barnardo's also delivers a range of group work programmes and provides risk assessments, safety planning and support to young people and families affected by CSE.
- All the reports identified Looked After Children as vulnerable to CSE. Residential staff have been trained by the Child Exploitation and Online Protection Centre (CEOP) in order to equip them with knowledge and skills to identify risk factors and support in the appropriate use of social media. Residential staff are also core members of the new MAOG and, along with foster carers, will receive the new national training. A Resource Manager works closely with the newly appointed Police Scotland Missing Person Coordinator to strengthen existing arrangements and pilot a Missing Person's Protocol, which includes a focus on looked after children and young people.
- At a national and local level, Police Scotland and the Crown Office and Procurator Fiscal Service (COPFS) are developing zero tolerance approaches towards perpetrators. Where convicted, perpetrators will be risk assessed and risk managed within existing Multi Agency Public Protection Arrangements (MAPPA). The National Action Plan also notes that the Scottish Government intends to explore a range of legislative measures to assist with tackling perpetrators and supporting victims.
- A new national performance framework has been developed and includes information such as the number and source and outcome of referrals, the number of prosecutions, the rate of repeat missing episodes, the delivery of preventive education, direct support provided to victims and victim and carer satisfaction with support. It therefore covers all issues, from identification through to outcomes. Once training has been delivered, this NWG framework will be adopted locally, with data collected and

reported on by relevant agencies at different parts of the system. This data will then inform the continual development of the action plan, including any resource implications arising out of possible increases in referrals created by increased awareness.

- 4.7 In Dundee, good progress is being made in the implementation of a CSE Action Plan, which will continue to be updated and refined as new research and/or guidance is published or new local issues emerge. There will be a future requirement for the new Children's Services Plans to ensure that services work together to plan and monitor the delivery of services on CSE.
- 4.8 Dundee is currently undergoing its first Joint Inspection of Children's Services. The inspection framework includes a specific focus on responses to child sexual exploitation. A position statement detailing progress has been submitted as part of the self evaluation and will be subject of a focus group at the end of September. The report from the joint inspection, expected to be published early in 2016, may highlight strengths and areas for improvement in relation to responding to CSE.
- 4.9 CSE is a significant Child Protection concern and research, guidance and the recommendations from inspections have assisted in the development of a consistent framework for action at local level supported by the National Action Plan.

In Dundee, leadership is provided by the Chief Officers Group and tackling CSE has been a priority for the Child Care and Protection Committee. Building on existing arrangements, considerable progress has been made in the last 10 months and key future priorities include revising Child Protection Guidance; cascading training to frontline practitioners; awareness raising and implementing a performance framework.

As the various reports have also outlined, there is also a very clear role for Elected Members in having an understanding of the issues, ensuring robust scrutiny and accountability that arrangements are in place to promote standards.

5.0 POLICY IMPLICATIONS

This Report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality Impact Assessment and Risk Management.

There is an equality impact assessment attached to this report.

6.0 CONSULTATIONS

The Chief Executive, Executive Director of Corporate Services and Head of Democratic and Legal Services were consulted in the preparation of this report.

7.0 BACKGROUND PAPERS

- 7.1 Independent Inquiry into Child Sexual Exploitation in Rotherham (1997-2013) - *Alexis Jay 2014*.
- 7.2 Report of Inspection of Rotherham Metropolitan Borough Council – *Louise Casey 2015*.

Michael Wood
Executive Director
Children and Families Service

INTRODUCTION

The Dundee Vulnerable Adolescent Partnership (VAP) has been a multi-agency partnership consisting of statutory and third sector agencies such as the City Council, Police Scotland, Tayside NHS, Crown Office, SACRO, Venture Trust and Tayside Council on Alcohol. The partnership has historically focused on the coordination of services across the city for children and young people aged 8 to 17 years involved in the youth and criminal justice systems as a result of offending behaviour. More recently, this has included leading on the local implementation of the whole systems approach towards youth crime, which involves the development of graduated systems and practice which reflect different types and levels of risk and need.

In 2013, the VAP extended its remit to include services for vulnerable adolescents who been identified as being at risk of harm to themselves or to and from others. For instance, young people who run away from home, misuse substances or are involved in anti-social behaviour. In June 2014, it further extended its remit to include the coordination of services relating to perpetrators and victims of child sexual exploitation. Its membership has therefore been adapted and now includes the Lead Officer for Child Protection, the Resource Manager for Residential Services, the Team Manager for the Multi-Agency Screening Hub (MASH), Barnardo's and the Women's Rape and Sexual Abuse Centre (WRASAC).

In recognition of its dual roles in both reducing youth crime and protecting vulnerable adolescents from harm, the VAP reports to the Community Safety Partnership and the Child Care and Protection Committee (CCPC). The whole systems approach is already part of the Single Outcome Agreement Delivery Plan 2014-17 and following a CCPC coordinated self-assessment, the action plan on child sexual exploitation was approved by the Chief Officers Group for Protecting People in June 2014. The work of the VAP is informed by all 42 Articles of the United Nations Convention on the Rights of the Child (UNCRC), Getting it Right for Every Child (GIRFEC) and the Dundee Partnership Prevention Framework.

This action plan has been developed by VAP partners and aims to ensure that the work of the partnership is transparent, measurable and accountable both internally to all members and externally to other stakeholders. It also aims to promote continuous improvement across the range of services coordinated by the partnership, from reducing youth crime through to protecting adolescents from harm. The action plan has been approved by the COG, the Community Safety Partnership and the CCPC. It has been agreed that, as a minimum, each of these strategic groups will be provided with 6-monthly progress reports on each of the actions in the plan, with an outline of any proposed remedial actions where relevant. At present, membership of the VAP consists of;

Area	Actions	Performance Information	Lead Officer/Agency
Child sexual exploitation (CSE)	<p>Develop and implement an approach towards prevention activities with schools and carers, including residential and foster carers.</p> <p>Update the local Child Protection Procedure to include specific guidance and pathways on CSE relating to victims and perpetrators.</p> <p>Establish an operational intelligence group to share and address information on key CSE issues and trends across the city.</p>	<p>Number of schools and residential carers with prevention input</p> <p>Updated procedure in place and approved by the CCPC</p> <p>Group meeting monthly with clear terms of reference and minutes</p>	<p>Barnardo's and Education</p> <p>Lead Officer, Child Protection</p> <p>Service Manager, Children and Families Services</p> <p>Team Manager, Children and</p>

	<p>Ensure the needs of victims are addressed and that victim safety plans are also in place at all MAPPA Meetings.</p> <p>Ensure all reported perpetrators of CSE are investigated by Police Scotland and reported to the Fiscal where possible.</p> <p>Ensure all cases reported to the Fiscal by Police Scotland are prosecuted where possible.</p> <p>Develop and sustain services for victims of CSE and ensure victims are satisfied with services.</p> <p>Implement the National Working Group performance management framework on CSE.</p> <p>Complete a Comic Relief funded research project and present all findings and recommendations to the VAP and CCPC.</p> <p>Train front line staff in key services on the understanding and identification of CSE.</p> <p>Ensure all children reported missing to the Police are offered a return home interview and continuing support.</p> <p>Brief Elected Members on issues associated with CSE and the development and delivery of the local action plan</p> <p>Target awareness raising at the night time economy, including taxi drivers, hotels, cafes and nightclubs</p>	<p>Evidence from MAPPA minutes of a focus on child victims of CSE</p> <p>Number of reported allegations and number reported to COPFS</p> <p>Number of cases reported to COPFS resulting in prosecution</p> <p>Number of victims offered support and number satisfied</p> <p>Performance management framework reported 6 monthly</p> <p>Research findings reported to VAP and CCPC for consideration</p> <p>Number of front-line staff in receipt of CSE training</p> <p>Number of children missing interviewed/offered support</p> <p>Number/% of Elected Members briefed on CSE</p> <p>Number of venues and business in receipt of awareness raising</p>	<p>Families Services</p> <p>Police Scotland</p> <p>Crown Office</p> <p>Barnardo's</p> <p>Service Manager, Children and Families Services</p> <p>Researcher, WRASAC</p> <p>Barnardo's</p> <p>Safe and Sound</p> <p>Service Manager, Children and Families Services</p> <p>Barnardo's</p>
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EQUALITY IMPACT ASSESSMENT TOOL

Part 1: Description/Consultation

Is this a Rapid Equality Impact Assessment (RIAT)?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Is this a Full Equality Impact Assessment (EQIA)?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
Date of Assessment: 24/08/2015.	Committee Report Number: 325-2015	
Title of document being assessed: Child Sexual Exploitation		
1. This is a new policy, procedure, strategy or practice being assessed (If yes please check box) <input checked="" type="checkbox"/>	This is an existing policy, procedure, strategy or practice being assessed? (If yes please check box) <input type="checkbox"/>	
2. Please give a brief description of the policy, procedure, strategy or practice being assessed.	The CSE Action Plan outlines how the Council and partners are working together to prevent CSE, support victims, tackle perpetrators and develop a performance framework.	
3. What is the intended outcome of this policy, procedure, strategy or practice?	To raise awareness of CSE in the community and amongst professionals, reduce opportunities for CSE to occur, disrupt and prosecute perpetrators and protect young people from harm.	
4. Please list any existing documents which have been used to inform this Equality and Diversity Impact Assessment.	Not applicable	
5. Has any consultation, involvement or research with protected characteristic communities informed this assessment? If yes please give details.	No.	
6. Please give details of council officer involvement in this assessment. (e.g. names of officers consulted, dates of meetings etc)	Glyn Lloyd, Service Manager, Criminal Justice	
7. Is there a need to collect further evidence or to involve or consult protected characteristics communities on the impact of the proposed policy? (Example: if the impact on a community is not known what will you do to gather the information needed and when will you do this?)	No.	

Part 2: Protected Characteristics

Which protected characteristics communities will be positively or negatively affected by this policy, procedure or strategy?

NB Please place an X in the box which best describes the "overall" impact. It is possible for an assessment to identify that a positive policy can have some negative impacts and visa versa. When this is the case please identify both positive and negative impacts in Part 3 of this form.

If the impact on a protected characteristic communities are not known please state how you will gather evidence of any potential negative impacts in box Part 1 section 7 above.

	Positively	Negatively	No Impact	Not Known
Ethnic Minority Communities including Gypsies and Travellers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gender	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gender Reassignment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Religion or Belief	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
People with a disability	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Age	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lesbian, Gay and Bisexual	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Socio-economic	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pregnancy & Maternity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please state)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Part 3: Impacts/Monitoring

<p>1. Have any positive impacts been identified?</p> <p>(We must ensure at this stage that we are not achieving equality for one strand of equality at the expense of another)</p>	<p>Yes.</p>
<p>2. Have any negative impacts been identified?</p> <p>(Based on direct knowledge, published research, community involvement, customer feedback etc. If unsure seek advice from your departmental Equality Champion.)</p>	<p>No.</p>
<p>3. What action is proposed to overcome any negative impacts?</p> <p>(e.g. involving community groups in the development or delivery of the policy or practice, providing information in community languages etc. See Good Practice on DCC equalities web page)</p>	<p>Not applicable</p>
<p>4. Is there a justification for continuing with this policy even if it cannot be amended or changed to end or reduce inequality without compromising its intended outcome?</p> <p>(If the policy that shows actual or potential unlawful discrimination you must stop and seek legal advice)</p>	<p>Not applicable</p>
<p>5. Has a 'Full' Equality Impact Assessment been recommended?</p> <p>(If the policy is a major one or is likely to have a major impact on protected characteristics communities a Full Equality Impact Assessment may be required. Seek advice from your departmental Equality lead.)</p>	<p>No.</p>
<p>6. How will the policy be monitored?</p> <p>(How will you know it is doing what it is intended to do? e.g. data collection, customer survey etc.)</p>	<p>The policy will be monitored by the Chief Officers Group for Protecting People and the Child Care Protection Committee.</p>

Part 4: Contact Information

Name of Department or Partnership	Children and Families Services
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Type of Document	
Human Resource Policy	<input type="checkbox"/>
General Policy	<input type="checkbox"/>
Strategy/Service	<input checked="" type="checkbox"/>
Change Papers/Local Procedure	<input type="checkbox"/>
Guidelines and Protocols	<input type="checkbox"/>
Other	<input type="checkbox"/>

Manager Responsible	Author Responsible
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Signature of author of the policy:	Glyn Lloyd	Date: 24/08/2015
Signature of Director/Head of Service:	Michael Wood	Date: 24/08/2015
Name of Director/Head of Service:	Michael Wood	
Date of Next Policy Review:	09/2016	