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**Report to:** Cabinet  
Overview and  
Scrutiny Committee  
(Children's Services)      **Date of Meeting:** 26 March 2015  
31 March 2015

**Subject:** Child Sexual      **Wards Affected:** All Wards  
Exploitation (CSE)

**Report of:** Director of Young  
People and Families

**Is this a Key Decision?**      No      **Is it included in the Forward Plan?**      No

**Exempt/Confidential**      No

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### **Purpose/Summary**

A report was prepared in October 2014 as an immediate response to announcements in Rotherham and presented to Overview and Scrutiny Management Board in January 2015 on "CSE in Sefton: Evaluation of Current and Past Practice".

This current report provides an outline of the learning from Rotherham and other child sexual exploitation reviews which have taken place since the publication of the Professor Jay report. Information is provided as to the actions that have, and are, taking place in Sefton to address the national lessons learned and to safeguard children and young people in Sefton from child sexual exploitation (CSE).

The report is intended to inform Members of the work undertaken to safeguard children from CSE in respect of their duties under the Local Government Act 1999 regarding governance and scrutiny of children and young people's services.

### **Recommendations**

#### **Cabinet**

To note the work taking place in Sefton regarding Child Sexual Exploitation.

To refer the report to the Overview and Scrutiny Committee (Children's Services) for consideration.

#### **Overview and Scrutiny Committee (Children's Services)**

To note and consider the work taking place in Sefton regarding Child Sexual

Exploitation.

**How does the decision contribute to the Council's Corporate Objectives?**

	<b><u>Corporate Objective</u></b>	<b><u>Positive Impact</u></b>	<b><u>Neutral Impact</u></b>	<b><u>Negative Impact</u></b>
1	Creating a Learning Community	√		
2	Jobs and Prosperity	√		
3	Environmental Sustainability		√	
4	Health and Well-Being	√		
5	Children and Young People	√		
6	Creating Safe Communities	√		
7	Creating Inclusive Communities	√		
8	Improving the Quality of Council Services and Strengthening Local Democracy		√	

**Reasons for the Recommendations:**

To ensure Cabinet Members are aware of the partnership activity undertaken to safeguard children from child sexual exploitation in Sefton.

**Alternative Options Considered and Rejected:**

N/A

**What will it cost and how will it be financed?**

(A) Revenue Costs N/A

(B) Capital Costs N/A

**Implications:**

The following implications of this proposal have been considered and where there are specific implications, these are set out below:

<b>Financial</b>
<b>Legal</b>
<b>Human Resources</b>

<b>Equality</b>		
1.	No Equality Implication	<input checked="" type="checkbox"/>
2.	Equality Implications identified and mitigated	<input type="checkbox"/>
3.	Equality Implication identified and risk remains	<input type="checkbox"/>

**Impact of the Proposals on Service Delivery:**

N/A

**What consultations have taken place on the proposals and when?**

The Head of Corporate Finance and ICT (FD 3502/15) and the Head of Corporate Legal Services (LD 2794/15) have been consulted and any comments have been incorporated into the report.

**Implementation Date for the Decision**

Immediately following the Committee meeting.

**Contact Officer:** Colin Pettigrew  
**Tel:** 0151 934 3333  
**Email:** colin.pettigrew@sefton.gov.uk

**Background Papers:**

There are no background papers available for inspection.

## **1. Introduction/Background**

- 1.1 A report was prepared in October 2014 as an immediate response to the publication of the report regarding Professor Alexis Jay's Independent Inquiry into Child Sexual Exploitation in Rotherham (1997 – 2013)<sup>1</sup>. The report entitled "CSE in Sefton: Evaluation of Current and Past Practice" was presented to Overview and Scrutiny Management Board in January 2015. This was also reported to the Local Safeguarding Children Board (LSCB) in December 2014.
- 1.2 The current report provides an outline of the learning from Rotherham and other child sexual exploitation reviews and government announcements which have taken place since the publication of the Jay report. Information is provided as to the actions that have, and are, taking place in Sefton, to address the national lessons learned and to safeguard children and young people in Sefton from child sexual exploitation.

## **2. National reviews and government announcements regarding child sexual exploitation**

- 2.1 Since the publication of the Jay Report there has continued to be a focus on learning lessons from young people's experience of being sexually exploited and the practices of agencies in safeguarding them and bringing offenders to justice.
- 2.2 In response to Professor Jay's report, the Secretary of State for Communities and Local Government appointed Louise Casey CB to carry out an inspection of Rotherham Metropolitan Borough Council under section 10 of the Local Government Act 1999. The Secretary of State subsequently wrote to Leaders of Councils, copying the letter to Chairs of Health and Wellbeing Boards in England to confirm this announcement. The Secretary of State asked that all Leaders read Professor Jay's report and consider whether adequate measures were in place to ensure they could not be accused of similar findings. The Home Secretary wrote in similar terms to Chief Constables and Police and Crime Commissioners (PCCs).
- 2.3 In September 2014 Her Majesty's Inspectorate of Constabulary published the report of its inspection (as part of a national program) of the child protection work of South Yorkshire Police<sup>2</sup>.
- 2.4 In October 2014 a report 'Real Voices'<sup>3</sup> was published. Ann Coffey, MP for Stockport (and Chair of the All Party Parliamentary Group for Runaway and Missing Children and Adults) outlined in the report findings

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<sup>1</sup>Independent Inquiry into Child Sexual Exploitation in Rotherham (1997 – 2013)'

[http://www.rotherham.gov.uk/downloads/file/1407/independent\\_inquiry\\_cse\\_in\\_rotherham](http://www.rotherham.gov.uk/downloads/file/1407/independent_inquiry_cse_in_rotherham)

<sup>2</sup> 'National Child Protection Inspections South Yorkshire Police 12 – 22 May 2014'

<http://www.justiceinspectors.gov.uk/hmic/wp-content/uploads/south-yorkshire-national-child-protection-inspection.pdf>

<sup>3</sup> 'Real Voices'[http://www.gmpcc.org.uk/wp-content/uploads/2014/02/81461-Coffey-Report\\_v5\\_WEB-single-pages.pdf](http://www.gmpcc.org.uk/wp-content/uploads/2014/02/81461-Coffey-Report_v5_WEB-single-pages.pdf)

of an inquiry which had been commissioned by the PCC for Greater Manchester, Tony Lloyd. The terms of reference for the inquiry were to look at the changes made in safeguarding children from child sexual exploitation by Greater Manchester Police (GMP) and partner agencies since the 2012 Rochdale sexual grooming case and identify what more needed to be done in the future.

- 2.5 In November 2014 Ofsted published the findings of the CSE thematic inspection 'The Sexual Exploitation of Children: It couldn't happen here could it?'<sup>4</sup>.
- 2.6 In January 2015, findings were published of an inspection, led by Louise Casey, of Rotherham Council's compliance with the requirements of the Local Government Act 1999 in relation to its exercise of functions on governance, children and young people and taxi and private hire licensing<sup>5</sup>.
- 2.7 On 3 March 2015 Oxfordshire Safeguarding Children Board published the Serious Case Review (SCR) into child sexual exploitation in Oxfordshire, which had been initiated in September 2012<sup>6</sup>. The SCR Overview Report made 13 recommendations, which sit alongside the 14 individual agency action plans to address child sexual exploitation.
- 2.8 On 3 March 2015, the Government published a report 'Tackling Child Sexual Exploitation'<sup>7</sup>. The report set out the Government's commitment to ensuring accountability and leadership; changing the culture of denial; improving joint working and information sharing; protecting vulnerable children; stopping offenders; and supporting victims and survivors. The report includes reference to a consultation on extending the criminal offence of 'wilful neglect', which carries a maximum jail term of five years, to children's social care, education and elected members as part of its national response to reports by Alexis Jay, Ann Coffey, Louise Casey and others. The report makes a commitment to child sexual abuse being prioritised as a national threat, like serious and organised crime, which means police forces now have a duty to collaborate with each other across force boundaries to safeguard children including more efficient sharing of resources, intelligence and best practice, supported by specialist regional CSE police coordinators.
- 2.9 On 3 March 2015, the Chief Social Worker for Children and Families, Department for Education, wrote to Directors of Children's Services, copying in Chief Executives and Lead Members<sup>8</sup>. This letter asked that

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<sup>4</sup> The Sexual Exploitation of Children: It couldn't happen here could it?

<http://www.lgcplus.com/Journals/2014/11/18/x/v/z/Ofsted-CSE-report.pdf>

<sup>5</sup> 'Report of Inspection of Rotherham Metropolitan Borough Council'

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/401125/46966\\_Report\\_of\\_Inspection\\_of\\_Rotherham\\_WEB.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/401125/46966_Report_of_Inspection_of_Rotherham_WEB.pdf)

<sup>6</sup> <http://www.oscb.org.uk/2015/03/serious-case-review-published/>

<sup>7</sup> 'Tackling Child Sexual Exploitation'

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/408604/2903652\\_RotherhamResponse\\_acc2.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/408604/2903652_RotherhamResponse_acc2.pdf)

<sup>8</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/408960/Letter\\_from\\_the\\_Chief\\_Social](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/408960/Letter_from_the_Chief_Social)

an immediate review is undertaken of the assessment and decision making tools used to support professionals making decisions about risk.

- 2.10 The National Working Group Network, a charitable membership organisation has published a summary of recommendations which draws many of the lessons learned together<sup>9</sup>.
- 2.11 Barnardo's and the Local Government Association (LGA) have also published guidance for local authorities on developing effective responses to child sexual exploitation entitled 'Tackling Sexual Exploitation'<sup>10</sup>.

### 3. National lessons learned and activity undertaken in Sefton

3.1 Sefton has been working closely with other Merseyside Local Authorities and Merseyside Police to develop a co-ordinated response to CSE. The Pan Cheshire/ Merseyside CSE Strategy (Appendix 1) has been developed with key priorities. The words highlighted in bold refer to Sefton Safeguarding Children's Board's associated CSE "Strategy on a Page" (Appendix 2) and CSE Implementation Plan:

- **Governance** – Make sure that CSE remains a high strategic priority.
- **Profile** – Identify those at risk of being sexually exploited to improve the lives of young people.
- **Prevent** – Apply pro-active problem solving to address risks associated with victims, perpetrators and locations and ensure the safeguarding and welfare of children and young people who are or may be at risk from sexual exploitation.
- **Protect** – Ensure timely and effective interventions with children and families to safeguard those vulnerable to sexual exploitation.
- **Prosecute** – Take action against those intent on abusing and exploiting children and young people in this way.

3.2 The lessons learned from reviews outlined in Section 2 of the report are presented in accordance with each of the Sefton Local Safeguarding Children Board (LSCB) CSE Strategy priorities. The remainder of this report provides detail of the activity which has been and is being undertaken in Sefton to address the lessons learned by the reviews.

### 3.3 Governance

3.3.1 The Jay Report stated that Rotherham Safeguarding Children Board had good inter-agency CSE policies and procedures in place, but that members of the Board rarely checked whether they were being implemented or were working. The challenge and scrutiny function of the Safeguarding Board and the Council were found to be lacking. The subsequent Casey Report concluded that the Council were in denial about serious and on-going safeguarding failures. Subsequent to the

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[Worker for Children and Families - Review of assessment tools.pdf](#)

<sup>9</sup> Summary of Recommendations – All Agencies draws many of the lessons learned together [jj](#)

<sup>10</sup> Tackling Sexual Exploitation [http://www.barnardos.org.uk/tackling\\_child\\_sexual\\_exploitation.pdf](http://www.barnardos.org.uk/tackling_child_sexual_exploitation.pdf)

Casey Report, the Secretary of State for Communities and Local Government decided to put an intervention package in place, consisting of a team of Commissioners, providing them with functions and roles to oversee actions which the Authority is to perform.

- 3.3.2 In Sefton there is an established Children's Services Continuous Improvement Board, chaired by the Chief Executive, attended by a challenge partner, the Chief Executive for Halton, the Portfolio Holder for Children's Services, the Director of Young People and Families and the Independent Chair of the LSCB. The Continuous Improvement Board provides scrutiny of Children's Social Care and the LSCB activity and effectiveness and across a range of safeguarding concerns, child sexual exploitation is a focus of this scrutiny.
- 3.3.3 Merseyside Police's Assistant Chief Constable, who is responsible for vulnerable children, meets bi-monthly with Directors of Children's Services, Sefton LSCB Board Managers and Family Crime Unit senior police officers. The group have developed a Pan Cheshire / Merseyside Strategy (2014-2017), to which Sefton is a signatory (Appendix 1). The implementation of this Strategy is overseen by an independently chaired Pan Merseyside CSE Gold Group. Sefton's representatives on this group are the Director of Young People and Families, as the LSCB CSE Sub Group Chair, the LSCB Business Manager and the Safeguarding Children Unit Service Manager, who is Sefton's representative on the CSE National Working Group.
- 3.3.4 The Sefton LSCB and Sefton 0-19 Forum of the Health and Wellbeing Board both have safeguarding children and young people from child sexual exploitation as a Strategic Priority, as outlined in the respective current draft LSCB Business Plan and Children's Plan 2015-17.
- 3.3.5 LSCBs have a statutory responsibility, through their sub group structure, to scrutinise the effectiveness of individual agencies' safeguarding arrangements and the effectiveness of partnership working. In November 2014 the Director of Children's Services took up the role of Chair to the Sefton LSCB Child Sexual Exploitation Sub Group, to better hold to account key agencies implementation of the CSE Strategy. The CSE Sub Group Chair provides reports to the LSCB, the Children's Services Continuous Improvement Board and the Pan Merseyside CSE Gold Group regarding the implementation of the CSE Strategy.
- 3.3.6 The Sefton LSCB CSE Strategy (Appendix 2) and CSE Strategy Implementation Plan have been developed and set out a clear shared vision to safeguard young people and bring offenders to justice. The LSCB CSE Strategy Implementation Plan continues to be developed by the learning from data analysis, qualitative audit and themes arising from the operational CSE concerns. The Implementation Plan evidences actions being undertaken across the partnership to identify CSE concerns, prevent and protect young people from CSE and profile and prosecute offenders.

- 3.3.7 The Child Sexual Exploitation Partnership Pathway has been revised and strengthened and became operational on 17 October 2014 (Appendix 3). This has been communicated to the workforce working with children and young people by members of the LSCB. Further detail as to the operational practice of the CSE Pathway is provided in subsequent sections of this report.
- 3.3.8 The Sefton LSCB Escalation Procedure can be initiated, should one agency believe their concerns are not being taken seriously or there are concerns as to the safeguarding practice of another agency.
- 3.3.9 The Pan Cheshire / Merseyside CSE Strategy sets out the commitment for all agencies to have a CSE Single Point of Contact (SPoC). The CSE SPoC has a role to ensure their agency identifies CSE using the CSE 2 screening tool and makes a CSE referral to the Multi Agency Safeguarding Hub (MASH). The LSCB has a list of all agency CSE SPoCs.
- 3.3.10 The Ofsted CSE thematic inspection highlighted that Birmingham LSCB did not receive data on children missing from home, care or education and received insufficient data on child sexual exploitation. Birmingham local authority and partners did not collect, collate and analyse information in a systematic way. As a result partners could not be assured of the whereabouts or safety of the young people. The Sefton LSCB CSE Sub Group has extended its Terms of Reference to cover children missing from home, care and education.
- 3.3.11A Sefton LSCB CSE dataset has been developed to gather multi-agency data on a range of indicators that will enable the Board to understand the known prevalence of child sexual exploitation in Sefton. The dataset is reported on a monthly basis to the LSCB CSE and Missing Sub Group. Further detail as to this dataset is presented in paragraph 3.4.10.
- 3.3.12 A Strategic Missing Children Monitoring Group has been established and is chaired by the Service Manager for Safeguarding, who is also Co-Chair of the Multi-Agency Child Sexual Exploitation (MACSE) Panel and a member of the LSCB CSE and Missing Children Sub Group. Members of the Strategic Monitoring Group are senior managers responsible for all elements of Children's Social Care, the Detective Inspector responsible for missing people and CSE, Missing from Home and Child Sexual Exploitation Police Officers, Sefton Council Child Sexual Exploitation Business Officer / Analyst, Early Intervention Service representatives (who undertake the Independent Return Interviews) and the Council Strategic Lead for Organised Crime Groups and Business Intelligence / Quality Assurance Officers.
- 3.3.13 The Strategic Missing Children Monitoring Group provides scrutiny as to whether agencies are complying with the revised LSCB Missing

Children Procedure. The Monitoring Group will also analyse data to identify patterns and trends arising from missing incident reports and information provided by children and young people during their independent return interviews. An integrated multi agency data set has been developed which analyses children missing from home, care and education.

- 3.3.14 The dataset also analyses children reported missing who have been placed in Children's Homes within the Sefton boundary by other Local Authorities and whether there are any concerns regarding the safeguarding practice of the placing Authority or the Care Home provider.
- 3.3.15 Assurance as to agencies' compliance with the LSCB Missing Protocol is reported to the LSCB CSE and Missing Sub Group. Identified patterns and trends associated with CSE are reported to the LSCB and MACSE Panel, a MACSE operational panel chaired by the Detective Chief Inspector with responsibility for Sefton's Vulnerable Person Unit and a Service Manager with responsibility for the Safeguarding Children Unit. Links identified to Organised Crime Groups are reported to the Multi-Agency Response to Guns and Gangs (MARGG) meeting. Concerns as to the practice of placing other Local Authorities and Children's Homes providers are reported to the LSCB Children in the Care of Other Local Authorities (CICOLA) Sub Group, which is chaired by the Director of Young People and Families (see Appendix 4 for the LSCB Governance Structure).
- 3.3.16 The LSCB CICOLA Sub Group has developed a Provider of Concern Protocol, which enables providers who are not safeguarding children in their care from CSE to be identified and reported to Ofsted as their Regulatory body. The CICOLA Sub Group Chair, the Director of Young People and Families, reports activity that has been undertaken to address providers of concern to the LSCB. In the last 12 months, 3 Children's Homes have closed due to inadequate practice.
- 3.3.17 The Oxfordshire Serious Case Review recommended that the LSCB to continue rigorous multi agency case audits where CSE is suspected. Sefton LSCB Quality Assurance Sub Group is currently undertaking a qualitative case file audit of children who have been referred to the MACSE Panel on more than one occasion. The CSE and Missing Children Sub Group have requested that analysis be undertaken of the CSE Strategy Meetings which have not progressed to a MACSE Panel discussion and this analysis is currently being undertaken. The findings of these audits and any required recommendations will be reported to the LSCB Quality Assurance and CSE and Missing Children Sub Groups. The findings will inform further development of the CSE Strategy Implementation Plan.
- 3.3.18 The Government has announced an expectation that all LSCBs will conduct regular local assessments on the effectiveness of local

arrangements to combat child sexual exploitation and publish the outcome of those assessments through their annual reports. The expectation is that the analysis should set out how local partners have used their data to drive their response to vulnerable children and families. The LSCB reporting template, which each agency is required to complete at the end of the financial year, will require evidence to be provided of the work they have undertaken to safeguard children from CSE and bring offenders to justice. This evidence will inform a specific CSE chapter in Sefton LSCB Annual Report (2014-15). The CSE chapter will also be informed by the Board's CSE and Missing Children datasets, qualitative case file analysis findings and provide evidence of the work of the LSCB Sub Groups. The CSE chapter will provide an overview of activity undertaken with regard to the CSE Implementation Plan and how this has safeguarded children from CSE in Sefton.

3.3.19 The Oxfordshire Serious Case Review recommended that the LSCB review its inter-relationship with other partnerships. The work outlined in paragraphs 3.5.6 to 3.5.8, regarding Taxi Licensing and the CSE raising awareness campaign being undertaken via taxi drivers in Sefton, was reported to the Licensing and Regulatory Committee in January 2015 and the Community Safety Partnership in December 2014. Sefton Community Safety Partnership has sexual violence as a strategic priority. It is the LSCB's statutory responsibility to ensure children and young people under the age of 18 are safeguarded. A presentation regarding the work undertaken by the LSCB CSE and Missing Children Sub Group is planned to be delivered to the Community Safety Partnership in June 2015.

### **3.4 Profile**

3.4.1 The Coffey Report referenced the move from a definition of 'child prostitution' to 'child sexual exploitation'. The following definition, as stated in the Statutory Guidance 'Safeguarding Children from Child Sexual Exploitation'<sup>11</sup> is referenced in the Sefton LSCB CSE Procedure and all CSE training and raising awareness sessions.

'Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (a third person or persons) receive 'something' (e.g. food, accommodation, drugs or alcohol, cigarettes, affections, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities. Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment/gain. In all cases, those exploiting the child/young person have power over them by virtue of their age,

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<sup>11</sup> Safeguarding Children from Sexual Exploitation (DFE 2009:p9)  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/278849/Safeguarding\\_Children\\_and\\_Young\\_People\\_from\\_Sexual\\_Exploitation.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/278849/Safeguarding_Children_and_Young_People_from_Sexual_Exploitation.pdf)

gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships are characterised in the main by the child or young person's limited availability of choice resulting from their social / economic and /or emotional vulnerability.'

3.4.2 The Coffey Report stated 'One of the key issues in the Rochdale case was the failure of police and partner agencies to listen properly to young victims and their families and to adequately respond to them...It is clear that victims in Rochdale and elsewhere were not identified or taken seriously because of the negative and discriminatory attitudes of the police and other partner agencies towards them. Their behaviour was seen as a lifestyle choice and because of that they were not seen as vulnerable children and were not given the protection they should have expected from organisations with a responsibility to safeguard them. '

3.4.3 Analysis has been and is being undertaken of past practice to identify what lessons need to be learned in Sefton. Children's Social Care and the Police are working together to review past practice as evidenced within Strategy Meetings that have taken place over a 10 year period. The results of this activity will be presented in a future report. Lessons learned from this analysis, together with the findings of national inquiries and inspections, have informed the activity being undertaken which is outlined in this report.

3.4.4 Coffey stated that Britain needs a big change in attitudes towards child sexual exploitation and she believes that such exploitation should be declared as a priority public health issue, like smoking, obesity, alcohol and drug use, so that a more strategic approach can be developed.

3.4.5 A CSE Needs Review has been commissioned by Sefton Public Health. The findings of this Needs Review will be reported to the LSCB CSE and Missing Children Sub Group and the 0-19 Forum of the Health and Wellbeing Board. The findings will inform future commissioning of services to work with young people at risk of becoming and those who are, victims of CSE.

3.4.6 The Coffey Report makes further specific reference to 'a child' for these purposes being a young person under the age of 18. The responsibility to safeguard all young people under the age of 18 in Sefton from child sexual exploitation is explicit in the LSCB CSE Procedure, CSE training and raising awareness materials. The LSCB CSE dataset, referred to in para 3.3.11, analyses the age of young people referred due to CSE concerns and monitors any lack of reporting by agencies for young people aged over the sexual consenting age of 16. Specific work has been undertaken with sexual health services, and is planned to be undertaken with pharmacists and general practitioners (GPs), to ensure they are aware of this responsibility.

- 3.4.7 The Coffey Report made a clear recommendation for the inclusion of 'boys and young men' in literature. Sefton LSCB CSE raising awareness and training materials use photographic images of, and references to, boys and young men to ensure they too are safeguarded from CSE.
- 3.4.8 The Oxfordshire Serious Case Review recommended that minutes of multi-agency meetings be clear about ownership, have consistent titles, and can be seen by their content to be of high value. In Sefton a CSE Strategy Meeting recording template has been developed and the recording of Sefton MACSE meetings has been reviewed. A clear template for a MACSE Action Plan has been developed, using the priorities of the CSE Strategy: Profile, Prevent, Protect and Prosecute as headings within the Plan. The document records attendance at the MACSE meeting and discussions that take place and outlines the responsibility of individuals to undertake actions clearly set out in the MACSE Plan and associated timescales. The Prosecute element of the Plan is recorded on the child's records and Police records but is not disseminated further, to ensure security of Police investigative techniques.
- 3.4.9 The Children's Social Care electronic data system has been reviewed to embed the CSE screening tool, CSE Strategy Meeting and MACSE Plans within the electronic system. The records provide evidence of the work undertaken to safeguard a young person from CSE and informs the CSE dataset.
- 3.4.10 The LSCB CSE dataset is based on numbers of young people 'at risk' or 'victims' and numbers of perpetrators who are known and/or have been prosecuted. The dataset also gathers information about related risk factors (i.e. homelessness, self-harm, repeat attendance at sexual health services and missing / absent reports) in order to provide a richer profile of CSE risks locally. Where the dataset highlights potential issues, qualitative case file audits will be undertaken to investigate and understand the reasons behind the data.
- 3.4.11 In response to the letter sent by the Chief Social Worker to Directors of Children's Services, asking that an immediate review is undertaken of the assessment and decision making tools used to support professionals making decisions about risk, a review of the CSE 2 referral form and screening tool used in CSE and Strategy Meetings has commenced. An audit of all Strategy Meetings which have not progressed to MACSE is being undertaken to ascertain if this is related to the use of the screening tool. The findings of this Audit will be reported to the next LSCB CSE and Missing Children Sub Group and in turn the LSCB.
- 3.4.12 The Coffey Report suggested there is a significant underestimation of child sexual exploitation in Greater Manchester: GMP figures regarding recorded sexual offences among under 18's between 1 June 2013 and 31 May 2014 show that 111 cases out of 1,691 were flagged on the Police computer as child exploitation. The Report concluded that an

under identification of CSE was evidenced by the lack of 'flags' on Police computer systems which identified young people at risk of or experiencing CSE. A system for tracking each CSE referral was introduced in Sefton in October 2014. The CSE dataset monitors that CSE flags are recorded within the Police electronic record of all young people considered to be at risk or experiencing CSE concerns. Work is being undertaken with the Police to ensure 100% of recording of CSE flags regarding young people referred to the MACSE. The Police undertake analysis of current investigations, sanctions and Court outcomes and report this to the LSCB CSE and Missing Children Sub Group.

3.4.13 Resource has been invested in a CSE Business Officer / Analyst post working across the MASH and MACSE. This role is located with the CSE and Missing from Home Police Officers. The function of this role is to analyse referral sources and report lack of agency referrals to the LSCB CSE and Missing Children Sub Group in the CSE data analysis report. This role takes minutes of all CSE Strategy Meetings and MACSE Meetings and reports to the Service Manager for Safeguarding, in their capacity as the MACSE Panel Co-Chair.

3.4.14 The Ofsted Social Care Annual Report (2013-14)<sup>12</sup> made reference to a key concern of their findings being that Councils are still not acting swiftly enough when children in care go missing, despite this group being among the most vulnerable to CSE. The Oxfordshire Serious Case Review recommended that the Board seek assurance from the Council that there are good arrangements for the transfer of information between schools about child vulnerability and that decisions around exclusion from school and its management take into account that the behaviour is, or may be, related to child sexual exploitation.

3.4.15 Paragraphs 3.3.9, 3.3.11 – 3.4.14 and 3.3.17 within the Governance section of this report present the activity undertaken in Sefton to address this lesson learned. Sefton Young Advisors are currently undertaking a review of the Independent Return Interview template, to provide their view as to whether this encourages children and young people to talk about their involvement in CSE or organised crime groups. The Independent Return Interview template will be developed on receipt of their feedback.

3.4.16 Within the CSE inquiries referenced in section 2 of this report, lessons have been learned of the experiences of 'looked after' children, placed in Children's Homes outside of their home Authority, being victims of CSE. Sefton has a significant number of Independent Children's Homes located within its boundary, predominantly in the north. National Regulations were strengthened by Government in 2014 to ensure Local Authorities placing 'looked after' children outside of their boundary notify

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<sup>12</sup> Ofsted Social Care Annual Report (2013-14)

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/410528/ofsted\\_social\\_care\\_annual\\_report\\_201314.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/410528/ofsted_social_care_annual_report_201314.pdf)

the area within which they are placing the child. If a child is being placed in an area which is not a Local Authority geographically next to the responsible placing Authority, the placing Director of Children's Services must discuss this placement with the Director of Children's Services for the area in which the child is being placed.

3.4.17 Resource has been invested in an Other Local Authority (OLA) Placement Notification Officer. This role has responsibility for receiving all notifications of a looked after child being placed in Sefton by another Local Authority. The OLA Notification Form requires placing Local Authorities to inform Sefton of any CSE or missing from care risks and any involvement in offending, organised crime, substance misuse or mental health issues. All Notification Forms received are communicated to Health and Education Leads. Any young person who is known to be at risk of CSE is communicated to the CSE Police Officer, Missing from Home Police Officer and CSE Business Officer / Analyst. Any young person considered to be a perpetrator of CSE, offending or organised crime is communicated to the Youth Offending Team. Any young person with a history of being missing is reported to the Missing from Home Police Officer. This notification process ensures that 'looked after' young people moving into Sefton can be safeguarded by Sefton agencies and support the placing Authority in their statutory duty to safeguard the young person. Details of all notifications of 'looked after' young people placed in Sefton by another Local Authority are recorded on the Sefton Children's Social Care electronic data system. As of 11 March, Sefton had received notifications that 203 looked after young people are placed in Sefton by the following Local Authorities:-

Birmingham	Blackburn with Darwen
Blackpool	Bristol
Bury	Cheshire East
Cheshire West & Chester	Cumbria
Darlington	Durham
Haringey	Kirklees
Knowsley*	Lancashire *
London Borough of Hammersmith & Fulham	
London Borough of Lewisham	
Liverpool*	Manchester
Rochdale	St Helens
Salford	Slough
Stockton	Thurrock
Warrington	Wigan
Wirral *	

The \* indicates that the Local Authority has more than 5 children placed within the Sefton boundary.

3.4.18 In cases of a placing Local Authority not adhering to the Notification Procedure the Director of Young People and Families is informed and is

proactive in contacting the placing DCS to discuss this concern. If there are ongoing concerns that the Placing Authority is not acting in a way which safeguards a young person for which they are responsible, Sefton's Director of Young People and Families escalates this concern to Ofsted. Sefton's Director of Young People and Families has been proactive in initiating consultation with other Directors of Children's Services on a national basis as to this approach.

3.4.19 Detail as to the number of children 'looked after' by other Local Authorities placed within the Sefton boundary and action taken to address concerns regarding placing Local Authorities' safeguarding practice, are reported to the CICOLA LSCB Sub Group, chaired by the Director of Young People and Families and in turn to the LSCB.

3.4.20 The Coffey Report referenced the most well-known model of CSE, due to media coverage, being by organised gangs and groups. A previous report from the Office of the Children's Commissioner 'If only some has listened' (November 2013)<sup>13</sup> presented the findings of the Commissioner's inquiry into CSE and gangs and groups.

3.4.21 The Council's Strategic Lead for Organised Crime Groups is a member of the LSCB CSE and Missing Children Sub Group and the Strategic Missing Children Monitoring Group. Organised Crime Group data is shared with the MASH Manager and CSE Business Officer / Analyst, enabling potential links between young people being sexually exploited and organised crime groups to be identified at the earliest opportunity. From current analysis, there is no evidence to suggest that organised crime groups, such as those observed in Rotherham, Rochdale and Oxfordshire, are undertaking sexual exploitation of children and young people in Sefton.

## **3.5 Prevent**

3.5.1 A range of CSE raising awareness sessions have been held across the partnership, to ensure CSE concerns are identified and referred to the MASH:

- An LSCB event has been held with Managers of Children's Homes within Sefton (November 2014) to inform them of the CSE Pathway and how to refer concerns about children they are looking after to Sefton MASH.
- An LSCB event has been held with taxi companies (December 2014) to raise their awareness of lessons learned by the Jay Report, regarding taxi drivers' involvement in CSE in Rotherham and the signs of CSE which taxi drivers are likely to see within the local community.
- A presentation has been provided to Public Health Commissioners. As a result, CSE-related Key Performance Indicators (KPIs) have been developed for all agencies commissioned by Public Health and

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<sup>13</sup> 'If only some has listened' [http://www.childrenscommissioner.gov.uk/content/publications/content\\_743](http://www.childrenscommissioner.gov.uk/content/publications/content_743)

the Council to work with young people e.g. Sexual Health Services and Children's Homes. These KPIs ensure that the agency practices in accordance with the Sefton LSCB CSE Pathway, ensure their workforce is trained and make referrals regarding CSE concerns to the MASH.

- A presentation has been provided to Sexual Health Service Strategic Leads, to ensure that the sexual health workforce identify CSE concerns when a young person requests sexual health advice and/or treatment.
- A presentation has been provided to Neighbourhood, Anti- Social Behaviour and Domestic Abuse Service staff within Sefton Council, to ensure that when they are working within local communities they raise community members' awareness of CSE. This will support community members to know what action they can take to protect young people from CSE in their local communities.
- A presentation has been provided to Adult Substance Misuse Services, so the workforce can raise awareness of CSE with the people they work with. As adults who use substances, they are in a valuable position to identify situations when drugs are provided to individuals who are using this as a way of sexually exploiting young people.

3.5.2 This activity has led to an increase of child sexual exploitation referrals being received by the MASH. Analysis of agencies which have made CSE referrals evidences that a wider range of agencies than previously are now identifying potential signs of CSE and are taking proactive action to ensure children are appropriately safeguarded. 100 CSE referrals have been received by the MASH between 20 October 2014 and 13 March 2015, compared to the 30 CSE referrals received between 1 January and 19 October 2014. As of 13 March 2015, Sefton has 12 children and young people who are the subject of a MACSE Plan.

3.5.3 The LSCB, through its Training Sub Group, has delivered a number of briefing sessions and full day CSE awareness raising sessions. The training has been delivered to a number of audiences including Police, Children's Social Care, Targeted Prevention staff, the Rape and Sexual Abuse Centre (RASA) and young people involved in the Making a Difference Group. Prior to October 2014, approximately 4,200 staff had received information designed to raise awareness and understanding of issues relating to CSE in a variety of ways.

3.5.4 The LSCB has introduced the use of Parents Against Child Exploitation (PACE) online course. Twilight sessions have been undertaken with schools by the LSCB Independent Chair and Board Business Manager, to raise awareness of this to parents via school staff. Development of a specific page of the LSCB website dedicated to CSE is under discussion, to ensure links to this online course are accessible.

- 3.5.5 The Professor Jay Report and subsequently the Casey Report, made reference to weak and ineffective arrangements for taxi licensing which have left the public at risk.
- 3.5.6 Specific work has been undertaken in Sefton with regard to taxi drivers. This work was reported to the Licensing and Regulatory Committee in January 2015.
- 3.5.7 The Sefton Taxi Licensing Handbook has been revised to include a Safeguarding Chapter which makes specific reference to CSE. Safeguarding children Leads now become involved in the Licence Mitigation Panel, to address concerns regarding individuals applying to become a taxi driver.
- 3.5.8 An LSCB event was held with taxi companies, led by the Director of Young People and Families, in December 2014. Lessons learned from the Professor Jay Report were presented. Taxi companies were asked to identify a CSE SPoC to receive LSCB CSE training which they can cascade to their drivers. Companies were asked to develop a Whistleblowing Policy, encouraging drivers to report any concerns regarding other drivers' involvement in CSE. A CSE raising awareness campaign involving taxi drivers commenced in December 2014:
- 100,000 credit sized cards highlighting the signs of CSE were provided to the taxi companies with a request that these be given to members of the local community accessing taxis over the Christmas and New Year period.
  - 3,600 CSE car stickers were provided to be displayed on taxi windows.
  - 3,600 credit card sized cards were provided for all taxi drivers. The cards state the signs of CSE taxi drivers are best placed to see in the local community and details of who to refer the concerns to, via telephoning 101 or 999.
- 3.5.9 The Coffey report refers to communities as being the best source of intelligence and information about children at risk of CSE, but that people need to understand better what to look for, what grooming is and how it operates. Coffey stated it is important to give communities information about CSE in their local areas; if offenders are portrayed in a particular way (e.g. Asian males) then the signs will be missed in people who don't fit that image and so will the opportunity to protect children.
- 3.5.10 18 March 2015 is National CSE Day. A variety of materials have been developed via the Pan-Merseyside CSE Campaign, led by the Pan-Merseyside CSE Gold Group. These materials, together with additional materials resourced by member agencies of the Sefton LSCB, have been cascaded across the partnership, ready to be provided to children and young people, members of the community and the workforce on CSE Day:
- Tri-fold CSE leaflet explaining the signs of CSE and how to make a CSE referral
  - Young people advice cards

- Professionals advice cards
- General awareness posters (suitable for clinics, GP Practices and Children's Centres, etc.)
- Awareness Posters for Professionals
- A CSE Pull up Stand

3.5.11 The Sefton LSCB issued a briefing paper to partner agencies on 10 March 2015 attaching resources; email signature banners; suggestions for agency websites; prompts for organisations' twitter feeds; and a screen saver for internal intranet use. A micro-site has been developed, to support the pan-Merseyside CSE campaign and this can be accessed at [www.listentomystory.co.uk](http://www.listentomystory.co.uk)

3.5.12 Resources have been forwarded to all Sefton secondary schools via the School Envelope.

3.5.13 Two full pages have been secured in the Liverpool Echo for 11 and 18 March to highlight the issue of CSE. Bus adverts will be live on 66 buses throughout the whole Merseyside area for a period of 4 weeks from 9 March 2015. A radio debate on Radio Merseyside, involving Sefton's Director of Young People and Families, is planned for 18 March 2015 between 12 noon and 2 p.m. A pre-recorded Radio City show, including a young people's panel, will also be broadcast.

3.5.14 Sefton Communications Team will ensure resources are placed on the Sefton Council website and advertising screens within Council buildings for example, Bootle Town Hall, One Stop Shop, Libraries, and Leisure Centres etc.

3.5.15 The Oxfordshire Serious Case Review recommended that Headteachers on the LSCB consider how to ensure better understanding and compliance with the CSE Statutory Guidance. In Sefton, designated safeguarding leads in schools have been confirmed as the school CSE SPoC. Plans are in place for the school CSE SPoCs to receive CSE training from the LSCB between April and June 2015.

3.5.16 In Sefton, the RASA have received funding from Sefton MBC to deliver 'Healthy Relationships' workshops in 10 secondary schools in Sefton. The RASA also provide a workshop for parents and carers 'protecting our children' to raise awareness and help protect children from child abuse. The "Terriers Play" has been shown to school headteachers, designated safeguarding leads and school governors, to encourage the commissioning of the drama, which discusses the risks associated with gun and gang crime and makes reference to CSE.

3.5.17 The "CSE in Sefton: Evaluation of Current and Past Practice" October 2014 Report, presented to the Overview and Scrutiny Management Board in January 2015, provides details of other CSE raising awareness activity which had taken place prior to October 2014.

- 3.5.18 The Oxfordshire Serious Case Review recommended that the LSCB seek assurance from health bodies, including GP practices, that staff consider child sexual exploitation when assessing a child's ability to consent to treatment and that referrals to statutory agencies will be made appropriately. A further recommendation was made that the LSCB should seek assurance from all member agencies that staff are aware of the guidance around consent to sexual activity and relationships.
- 3.5.19 Designated nurses within the Clinical Commissioning Group (CCG) have undertaken work with health providers, to ensure they have analysed lessons learned from the Professor Jay Report and taken action to address lessons learned. This assurance has been reported to the LSCB.
- 3.5.20 Para 3.5.1 outlines the work undertaken with Sexual Health Services to ensure they are aware of the need to analyse young people presenting for sexual health advice and treatment for signs of CSE. In addition to this, work is being undertaken with Pharmacist Leads at Southport and Ormskirk Hospital to embed CSE screening into the pharmacist electronic Webstar system. Upon CSE signs being identified, the electronic system will guide the pharmacist to complete an online CSE referral to the MASH. A CSE raising awareness presentation is planned to be delivered to pharmacists in April 2015.

### **3.6 Protect**

- 3.6.1 A Multi-Agency Safeguarding Hub (MASH) has been in place in Sefton since February 2014. The LSCB CSE Partnership Pathway makes it clear that all professional concerns regarding CSE should be referred to the MASH using the CSE 2 and Professional Referral Form. This enables in depth screening to be undertaken, by a range of agencies based within the MASH, regarding referrals where CSE is known or suspected. Staff use an agreed CSE screening tool (CSE 2) to support identification of CSE. The screening tool was developed by Bedfordshire as an early forerunner of CSE development.
- 3.6.2 All LSCB CSE raising awareness materials advise members of the public to contact 101 or 999. The Police ensure that CSE concerns are reported to the MASH.
- 3.6.3 The MACSE Panel has been reviewed and strengthened. The Panel is now co-chaired by the Detective Chief Inspector responsible for the Vulnerable People Unit and the Service Manager responsible for the Sefton Council Safeguarding Children Unit. The co- chairs are members of the LSCB CSE Sub Group. The MACSE Panel ensures that all agencies working with young people are invited to attend a discussion regarding the young person they are working with. A multi-agency 'MACSE Plan' is developed, which ensures the young person is protected and offenders are disrupted and prosecuted. Regular review

Panel meetings are held to ensure agencies are undertaking the safeguarding, disruption and investigation actions that were agreed.

3.6.4 Discussions have been held between co-chair for MACSE safeguarding lead and the domestic abuse Multi-Agency Risk Assessment Conference (MARAC) Co-ordinator. The MARAC Co-ordinator will ensure that young people aged 16-18 who have been referred to MARAC as a victim of an abusive 'relationship' will be reviewed to ascertain if they are at risk of, or experiencing CSE. Any CSE concerns will be referred to the MACSE Panel for a Multi-Agency CSE Plan to be put in place to safeguard the young person.

3.6.5 The CICOLA Sub Group have developed a data analysis report to inform the Children's Homes undertaking a Safe Area Assessment as per their regulatory requirement. This enables Children's Homes providers to understand the risks related to CSE in the area of the Children's Home and take appropriate action to safeguard the children they are looking after.

3.6.6 Following consultation with the Making a Difference Group (Children in Care Council), information regarding CSE is contained in packs given to children when they become looked after. The Care Leavers Centre provides 'Keeping Safe' workshops to raise awareness across a range of issues, including CSE.

3.6.7 The Professor Jay Report recommended commissioning of specialist CSE post-abuse support. The Multi Agency Child Sexual Exploitation CSE Sub Group has undertaken mapping of services available to support sexually exploited children and young people. The Public Health CSE Needs Review, commissioned by Public Health to provide commissioners with a greater understanding of the needs of local young people, will inform commissioning of specialist post abuse support.

3.6.8 The PCC has commissioned Catch 22 to work with children and young people involved in child sexual exploitation in the Sefton area until the end of March 2015. Future commissioning arrangements are currently being considered.

3.6.9 The Oxfordshire Serious Case Review recommended each agency to provide to the LSCB, evidence of its supervision policies and how the agencies ensure they are effective. Supervision of staff will form part of the CSE qualitative audit currently being undertaken regarding young people who have been subject of a repeat MACSE Plan.

### **3.7 Prosecute**

3.7.1 All Police Operational Officers in Sefton have completed an interactive IT CSE awareness course.

- 3.7.2 All reports of violence and sexual crime are 'screened' by an experienced Detective Sergeant. Resource has recently been invested in a specialist CSE Detective Sergeant, who is taking responsibility for the CSE and Missing Police Officers and specialist CSE investigating Police Officers.
- 3.7.3 The Oxfordshire SCR made a recommendation for the LSCB to seek assurance from the Police about progress on recording crime related to sexual offences. The Police are required to provide regular reports to the LSCB CSE and Missing Children Sub Group as to disruption and investigative activity which has been undertaken to safeguard young people from CSE and bring offenders to justice.
- 3.7.4 Actions undertaken by Merseyside Police include:
- Intelligence and flagging – the MACSE Panel collates CSE intelligence and ensure analysis of this is undertaken to inform police disruption and investigations.
  - Police Briefing Sheets – All operational Police Patrol Officers in Sefton receive a briefing on CSE and missing children before they go out on patrol. This identifies key areas and individuals of concern.
  - CCTV – Regular briefings are provided to CCTV operators re. areas of concern, victims and suspected perpetrators.
  - DNA and other forms of forensic examination and investigation.
  - Financial investigation
  - Home visits
  - Patrol tasking, particularly around city centres, takeaways, taxi forms, Children's Homes and Schools.
  - Multi-Agency Protection Panel Arrangements (MAPPA) referrals are made regarding high risk perpetrators.
  - Search warrants and analysis of technological devices and social media.
  - Disruption interventions for example, Harbourers Warning Notices.
- 3.7.5 The Oxfordshire SCR recommended that the LSCB collaborate with the Crown Prosecution Service. This is an action in the Sefton LSCB CSE Strategy Implementation Plan that has a deadline of July 2015 for completion.
- 3.7.6 The Key Performance Indicators that have been agreed for commissioned providers ensure a clear expectation for agencies to provide intelligence of CSE concerns to inform Police investigations.

#### **4. Conclusion**

- 4.1 Learning from the inquiries and inspections referenced continues to be added to the LSCB CSE Strategic Implementation Plan. The LSCB

Strategic Implementation Plan is available and the LSCB CSE Strategy on a Page is attached (Appendix 2).

## **5. Appendices**

Appendix 1 PAN Merseyside CSE Strategy 2014-2017

Appendix 2 LSCB CSE Strategy on a Page

Appendix 3 LSCB Governance Structure

Appendix 4 LSCB CSE Partnership Pathway