

## MUNICIPAL YEAR 2015/2016 - REPORT NO. 18

### MEETING TITLE AND DATE

Council Meeting  
8<sup>th</sup> June 2016

Agenda - Part: 1 | Item: 11

Subject: Annual Report of Child  
Sexual Exploitation Task Group

Wards: All

### REPORT OF CHILD SEXUAL EXPLOITATION TASK GROUP:

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### 1. EXECUTIVE SUMMARY

- 1.1 The child sexual exploitation (CSE) member's task group has met on four occasions. The group set out its work plan for the year and outside of the formal meetings there was the opportunity to visit services and observe practice in order to gain a full picture of the local scale, prevalence and response to this issue.
- 1.2 The members have had the opportunity to scope and understand as far as possible the nature of CSE in Enfield, with a view to informing the Council and making recommendations to strengthen the ongoing strategic and operational multi-agency efforts to tackle CSE in the borough.
- 1.3 Child sexual exploitation is a complicated safeguarding concern with clear links to other vulnerabilities such as missing from home, care or education, offending, gangs, drugs and alcohol. There is a recognised correlation between children that go missing and increased risk to those children of being sexually exploited.
- 1.4 In London peer-on-peer sexual exploitation is far more prevalent than outside of London. The Enfield CSE profile reflects the London profile in that most reports to the MPS (Metropolitan Police Service) relate to peer-on-peer abuse. Unlike Rotherham, Enfield is yet to identify any organised group of adult male perpetrators.

- 1.5 During 2015, 113 children have been identified as being at risk of CSE. This includes 48 'active' cases of current concern and 65 'historic' cases that have been removed from the list once the risk of CSE is assessed as no longer present. Child sexual exploitation in Enfield is not on the scale uncovered in Rotherham where much greater numbers of children were found to have been sexually exploited. Due to the nature of CSE, there may be under reporting in many areas therefore it is difficult to draw conclusions from the numbers alone however the measures which have been put in place to improve awareness and identification, information sharing and monitoring between agencies and across borders in respect of both victims and offenders will improve this position.
- 1.6 It is the conclusion of the CSE member's task group that the London Borough of Enfield and partner agencies have made considerable strides over the last twelve months with some key initiatives being implemented. There is an effective multi-agency protocol in place and a strategy and action plan to address the issue of CSE in the local area. There is innovative practice particularly in relation to the specialist multi-agency CSE team and the cross border working, especially with the London Borough of Haringey.
- 1.7 There is clear leadership at political, strategic and operational levels across different agencies with good links between the various initiatives aimed at management of risk to children and young people who may be vulnerable to CSE. This covers children and young people missing from home and/or education, those involved with gangs and those who are looked after by both Enfield and those placed within the borough by other authorities.
- 1.8 There is a strong commitment to information sharing across key agencies both within the borough and with other local authorities. Mapping exercises are being undertaken to identify hotspots and track activities within Enfield and across border boundaries. This is in addition to the discussion of individual cases of young people at risk, persons of concern, and places of concern and disruption action which takes place at the monthly Multi Agency Sexual Exploitation (MASE) panels.
- 1.9 There is evidence to suggest that the challenges of child sexual exploitation are well understood in the borough and that there are plans and initiatives in place to develop practice. Enfield is fully compliant with the requirements to have clear profiling in place, strong leadership and management, active oversight from the Enfield Safeguarding Children Board (ESCB) and a members task group.

## **2. RECOMMENDATIONS**

- 2.1 Council asks all members to increase their awareness of this matter and attend safeguarding training sessions (including CSE) that are being put into place specifically for members. All elected members to undertake Child Protection training within the next 12 months.
- 2.2 The CSE task group acknowledges the need to improve offender profiling on a local and Pan London basis establishing consistency of approach across police services. Council recommends Borough police and MPS continue to work with Enfield partners to complete the persons of concern local profile that has recently been developed.
- 2.3 Council recommends analysis of the local picture in Enfield with regard to CSE, gangs and peer-on-peer abuse.
- 2.4 Council recommends that a qualitative and quantitative piece of research is carried out during 2016/17 deepening our understanding and detailing the characteristics of those children that run away.
- 2.5 Council recommends a specific Enfield CSE public awareness campaign is promoted from September 2016.
- 2.6 Council recommends an integrated preventative approach across Departments to focus upon hotspots and places of concern where CSE can occur.
- 2.7 Council recommends the CSE task group continues its functions reporting back to full Council in 2017.

### **3. BACKGROUND**

- 3.1 This year has seen a sharp focus on the issue of child sexual exploitation (CSE) across the United Kingdom. A number of national and regional reports and studies were published identifying both the scale of the problem and potential strategies for tackling it.
- 3.2 In February 2015 Enfield council demonstrated its clear commitment to tackling CSE by agreeing to establish a specialist dedicated members Task Group with a strong focus on child sexual exploitation and associated risks for children and young people. The terms of reference were agreed. The task group comprises of 6 members split politically 4:2 in terms of membership in accordance with proportionality requirements. The task group has met on four occasions.
- 3.3 The key areas of focus for the Task Group was to review and scrutinise all matters relating to child sexual exploitation (CSE) and associated risks for children and young people. This included:
- Monitoring and evaluating the performance of relevant services and functions in relation to both the prevention of and interventions to address CSE and associated risks for children and young people.
  - Reviewing the efficiency of services, functions and outcomes relating to CSE and associated risks for children and young people
  - Considering relevant legislation in regard to CSE and the associated risks to young people.
  - Taking an independent leadership role in Enfield Council's aim of continuous improvement in the performance of its tasks, functions, policies and resources as they relate to CSE and associated risks to children and young people.
  - Publishing an annual report of its work for Council
  - Receiving regular updates from appropriate officers and specialists in relation to Child Sexual Exploitation and associated work of the Enfield Safeguarding Children Board, Multi-Agency Sexual Exploitation Group (MASE), Young Runaways and Children Missing from Care, Home and Education.
- 3.4 The task group set out its work plan for the year it has had 4 meetings and outside of the formal meetings there was the opportunity to visit services and observe practice in order to gain a full picture of the local scale, prevalence and response to this issue.
- 3.5 The members have had the opportunity to scope and understand as far as possible the nature of CSE in Enfield, with a view to informing the Council and making recommendations to strengthen the ongoing strategic and operational multi-agency efforts to tackle CSE in the borough.

#### 4. **Work accomplished.**

##### 4.1 The task group has received:

- A literature review of lessons learned and recommendations from recent inquiries and reports
- An update on the local picture including a profile of active cases
- The CSE Strategy, action plan and operation protocol
- A report from Anne Stoker, Head of Safeguarding, providing an update on children and young people missing from home and care
- A briefing note from James Carrick, Head of Behaviour Support and Special Educational Needs, on children missing education in Enfield
- A verbal update from Detective Sergeant Adam Rowland regarding Child Sexual Exploitation and the work of the police and partners with particular emphasis upon disruption and enforcement
- A report from Fabrizio Proietti, Service Manager, St Christopher's, Enfield's Young Runaways Service on children missing from home and care.
- A report from Paul Sutton, Head of the Youth and Family Support Service, addressing the prevalence of serious youth crime on the Borough and the links between youth crime and child sexual exploitation.
- A verbal update from Andrea Clemons, Head of Community Safety about gangs and the links with child sexual exploitation
- An update from Carlene Firmin, Research Fellow, University of Bedfordshire, about her research on peer-on-peer abuse and the work of North London cluster comprising of 6 Boroughs of which Enfield is a part of. The final report is due to be published in May 2016.
- A verbal update from Cllr Bernadette Lappage following a one-day "Tackling Child Sexual Exploitation" policy conference on the 14th October 2015 which explored the government's plans to strengthen local government responses against child sexual exploitation.
- An update of serious case reviews
- An update on the child abuse public awareness campaign that is running in Enfield and other outer London Boroughs between March and September 2016
- An update on the CSE action plan
- The annual Enfield CSE problem profile

- 4.2 On 2<sup>nd</sup> September members of the group observed Enfield's Multi-agency Sexual Exploitation (MASE) meeting. This provided an opportunity for members to see how the partnerships work together. The progressions of each case where children are identified as being at risk of sexual exploitation was reviewed ensuring actions are being taken by all agencies. The meetings are police lead and convened on a monthly basis. They are attended by the strategic CSE lead for each agency. The meetings are designed to provide a forum in which to;
- Share information and intelligence to help develop an understanding of individual cases where CSE has been identified and to identify trends, perpetrators, hotspots etc.
  - Provide a strategic approach to confronting CSE in premises or businesses, utilising preventative action (media, youth services) and enforcement (Police, Licensing etc.) where appropriate.
- 4.3 On the 1<sup>st</sup> October 2015 the task group visited the new Enfield Child Sexual Exploitation Prevention (CSEP) team. They had the opportunity to meet the multi-agency team and hear about the work that they are doing. The team started taking cases on 1<sup>st</sup> July 2014.
- 4.4 Cllr Jemal observed a strategic multi-agency planning meeting about a group of young people. Strategy meetings bring professionals together to ensure child protection procedures are followed and plans are put into place to reduce risks and prevent further sexual exploitation.

## **5. Findings of the group:**

- The task group have considered the roles and responsibilities of all members with regard to CSE and associated vulnerabilities. The task group felt that it was their responsibility as Champions in this area to stress the importance of raising awareness, attending briefings and thus increasing scrutiny and challenge with regard to CSE.
- The task group found the MASE meetings to be very informative. It was well attended by all partners and each of the agencies present clearly knew the young people very well. The multi-agency knowledge and information sharing that took place within the MASE helped to build up a clear picture of the risks and aided safety planning for those young people at risk of sexual exploitation. The members saw that all partners were committed and came prepared into the meeting with up to date information about each young person. The task group noted the police data that was shared at the MASE meetings and the low rate of prosecutions, locally and nationally.

- The task group acknowledges the good work of the Enfield multi-agency CSE team which is fully operational with cases being identified through the Single Point of Entry (SPOE) and children and young people being offered intensive intervention. The CSE team offer advice and guidance to professionals as well as working directly with cases however there was no Enfield local number or team that could respond directly to the public (adults or young people) when they may be concerned about child sexual exploitation. This matter has now been addressed and there is now a specific number available which will be widely publicised in forthcoming public campaigns.
  
- The Enfield local CSE 'Problem Profile' is updated monthly, reviewed 6 monthly and analysed annually to provide greater knowledge about the prevalence of CSE, cultural and community issues and the vulnerabilities and risk factors for young people living in Enfield. The annual review is presented to the ESCB Trafficked, Sexual Exploitation and Missing (TSEM) subgroup and influences the core priorities of the CSE action plan. The problem profile helps us to:
  - understand the demographics of those experiencing CSE, and those at risk of and vulnerable to CSE;
  - identify related social and criminal issues that increase the CSE risk to children, such as gangs, running away and going missing, domestic abuse, drug and alcohol abuse, internet safety and poor school attendance;
  - build a specific profile of perpetrators operating in the Borough in order to understand the techniques they use to gain control of their victims, including identifying community 'hotspots', modes of communication, offending networks and protecting individual vulnerable children.
  
- The links between victims of CSE and gangs is complex and not yet fully understood. The ESCB has set up a mapping task and finish group, working in partnership with the London Borough of Haringey, looking at gang territories, data concerning violence against the person and sexual violence and looked after placements. It shows a significant overlap between care placements and gang territories, gang-related violence and sexual violence hotspots in the borough and the postcodes of the addresses of Enfield CSE victims. This work is still in development and ongoing analysis of the local picture in Enfield with regard to CSE, gangs and peer-on-peer abuse is required.

- Nationally and locally there are very low levels of reporting of boys who are at risk of or experiencing CSE and thus those instances of CSE amongst boys is under reported. In Enfield 25% are recorded as “victim perpetrators” (defined as children who have been abused and who go on to abuse others) while only 2.85% of girls are reported as such. 37.5% of boys are recorded as having a disability/SEN while this is recorded for only 0.9% of the total number of girls.
- The task group acknowledge the current public awareness campaign that is currently happening in Enfield to increase the response to child abuse this should be built upon and when this campaign ends in September Enfield should continue with a specific public awareness campaign about child sexual exploitation.
- The Joint Targeted Area Inspection is a new inspection framework for evaluating the services for vulnerable children and young people. It is conducted jointly by the following inspectorates: Ofsted, Care Quality Commission (CQC), Her Majesty’s Inspectorate of Constabulary (HMIC) and Her Majesty’s Inspectorate of Probation (HMIP). All four inspectorates will jointly assess how local authorities, the police, health, probation and youth offending services are working together in an area to identify, support and protect vulnerable children and young people. Until the end of September 2016 the Joint Area Targeted deep dive investigation will be on Child Sexual Exploitation and Missing from home, care and education. 5 Local Authorities will be chosen for these unannounced inspections and Enfield partners are preparing and planning in the event Enfield is chosen to be inspected. For further information please see Appendix 1.

**6. ALTERNATIVE OPTIONS CONSIDERED**

N/A

**7. REASONS FOR RECOMMENDATIONS**

To provide Council with an annual report outlining the findings and recommendations of the CSE members task group. The recommendations will strengthen the local response to CSE.

## **8. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS**

### **8.1 Financial Implications**

The direct staffing costs of the CSE Team (£201k) are contained within the Schools and Children's Services departmental budgets. There are no additional costs associated with the implementation of the recommendations of this report.

### **8.2 Legal Implications**

Section 17(1) of the Children Act 1989 states:

'It shall be the general duty of every local authority to safeguard and promote the welfare of children within their area who are in need by providing a range and level of services appropriate to those children's needs.'

Section 15 of the Local Government and Housing Act 1989 requires political representation on committees to reflect the proportions of representation in the council as a whole.

The proposals set out in this report comply with the above legislation.

## **9. Property Implications**

N/A

## **10. KEY RISKS**

## **11. IMPACT ON COUNCIL PRIORITIES**

### **Fairness for All; Growth and Sustainability; Strong Communities**

Tackling CSE is an issue affecting some of the most vulnerable members of our communities. It is a complex, ongoing challenge and the Council needs to ensure that its actions are sustainable over time. The CSE Task Group has an important role to play in ensuring the safety of vulnerable children and young people and promoting the issue across their communities.

## **12. EQUALITIES IMPACT IMPLICATIONS**

For the purposes of this report corporate advice has been sought in regard to equalities and an agreement has been reached that an equalities impact assessment is neither relevant nor proportionate for the approval of this report. However, it is strongly recommended that an EQIA is conducted in 2016/17 with regard to the service as the report contains a number of recommendations (2.4 - 2.7) requiring further research and analysis.

## **13. PERFORMANCE MANAGEMENT IMPLICATIONS**

The work plan developed by the CSE Task Group will form part of the performance management of Enfield's responses to CSE and provide valuable additional scrutiny.

## **14. HEALTH AND SAFETY IMPLICATIONS**

N/A

## **15. HUMAN RESOURCES IMPLICATIONS**

N/A

## **16. PUBLIC HEALTH IMPLICATIONS**

The impact of CSE can be devastating for the physical and mental health of victims. They can suffer one or all of the following: mental health problems (including self-harm and suicide), substance misuse, sexually-transmitted infections and physical injuries. Sometimes young people are vulnerable prior to their victimisation and this contributes to their exploitation whilst others become vulnerable as a result of the exploitation.

In one study of girls that had been sexually abused, 73% suffered post-traumatic stress disorder (PTSD) and amongst the children interviewed for the CSE Children's Commissioner inquiry (<http://www.childrenscommissioner.gov.uk/inquiry-child-sexual-exploitation-gangs-and-groups>) 48% of children had had to visit an emergency department (A&E) as a result of injuries.

These physical and mental health issues prevent children and young people fulfilling their full potential, rendering them at higher risk of poverty and poor health outcomes when compared to the general population. This leads to greater health inequalities and is detrimental to population health.

The health needs of vulnerable children should be taken into account in developing the local Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS) and the JSNA should be used to inform commissioning of services for these children and young people.

## **Background Papers**

**Appendix 1 – Briefing for partners about the forthcoming joint targeted area inspections.**