

MUNICIPAL YEAR 2017/2018 - REPORT NO. **102**

MEETING TITLE AND DATE

Council – 22 November 2017

REPORT OF CHILD SEXUAL EXPLOITATION TASK GROUP:

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Agenda - Part: 1	Item: 7
Subject: Annual Report of Child Sexual Exploitation Task Group	
Wards: All	
Cabinet Member consulted: Cllr Ayfer Orhan	

1. EXECUTIVE SUMMARY

- 1.1 The Child Sexual Exploitation (CSE) and Associated Risks to Children and Young People Task Group was established in June 2015 and has now met on eight occasions. The group establishes its work programme at the start of each year and again in the last year there have been a number of opportunities for members to attend local events relating to CSE and connected issues, including attending a powerful CSE-related play which was performed in secondary schools across Enfield.
- 1.2 Child sexual exploitation is a complicated safeguarding concern with clear links to other risks/vulnerabilities such as trafficking, missing from home, care or education, offending, gangs, drugs and alcohol. There is a recognised correlation between children who go missing and increased risk to those children of being sexually exploited.
- 1.3 In London and in Enfield, peer-on-peer sexual exploitation remains 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. Enfield has not identified any organised groups of adult male perpetrators such as those that have been identified and prosecuted in high profile cases in other parts of the country.
- 1.4 Enfield's dedicated Child Sexual Exploitation Prevention (CSEP) Team was established in July 2015. It is made up of Social Workers, Police officers and youth workers. The team leads on and/ or provides support for all Social Work cases where CSE is identified as an issue. All new cases coming in the Single

Point of Entry (SPOE) where CSE is identified as the primary issue and social work involvement is required are passed to the CSEP Team. The Team is currently part of the Youth and Family Support Service (YFSS) but it has been agreed that it will move into the Looked after Children (LAC) Services in May 2017 as a core Social Work Team.

- 1.5 Enfield's Multi-Agency Sexual Exploitation (MASE) meetings have been in operation since 2013. The meetings are police led and are co-chaired by the Detective Inspector responsible for Public Protection and Enfield's Service Manager – Practice & partnerships. Meetings are convened monthly. 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 CSE across the borough. A key recent development has been a shift in focus toward a more strategic approach in line with London-wide policy. The meeting now focuses predominantly on locations, themes, trends and cross-border issues with discussion about individual cases covering only essential actions. Discussions about individual cases take place in strategy and professionals meetings.
- 1.6 The MASE and CSEP team collate all information on young people experiencing CSE and cross reference it with data relating to a range of other services / vulnerabilities to provide a better understanding of the needs of the individual young people and also to provide a wider understanding of the issues and the inter-connectedness. The most recent data is for March 2017. There was a total of 56 young people on the CSE list. Of these 21 were discussed at MASE that month. The MASE also now collates data on 'Persons of concern' This data includes information about alleged victims and locations and is helping to broaden and deepen our understanding of CSE across the borough. On average across the year there were 65 active CSE cases per month of which 30 were discussed at MASE. It is not possible to make a direct comparison with the previous year as monthly data was not collected. However, overall it is clear that numbers have begun to decline as evidenced by referrals to the CSEP team detailed below.
- 1.7 In 2016/17 73 new referrals were made to the CSEP Team. This is a decrease from the 132 referrals that were made in the previous year. This would appear to be a reflection of the fact that understanding of CSE has developed and improved across the borough and only those referrals where CSE is a clearly identified issue are referred to the team. Of these 73 cases 67 were girls and 6 were boys. In the given time period, 24 of those were closed. Enfield Safeguarding Children Board (ESCB) audits of CSE cases undertaken in 2016 and 2017 showed strong evidence of effective interventions and positive outcomes for young people who had been supported by the team.
- 1.8 The CSE Member's Task Group oversaw a number of initiatives and projects

during the course of the year including a borough-wide CSE Awareness campaign which was officially launched in March 18th which is national CSE awareness day. The campaign was organised in line with the CSE National Working Group campaign and with colleagues in the Metropolitan Police. Local versions of the Met Police's Operation Makesafe CSE posters, leaflets and other materials were developed and cascaded across the borough, including in all secondary schools and libraries and other council buildings throughout the Spring.

- 1.9 It is the conclusion of the CSE member's task group that the London Borough of Enfield and partner agencies have again made positive strides over the last twelve months with some key developments being implemented. There is an effective multi-agency protocol in place which was refreshed in March 2017 and a strategy and action plan to address the issue of CSE in the local area.
- 1.10 There remains 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.
- 1.11 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 MASE meetings.
- 1.12 The group acknowledges that much progress has been made in tackling CSE in Enfield and has agreed that the growing understanding nationally and locally of the complex, often intertwined issues that young people face and how they can impact on a young person's life means that a wider focus on these issues would now be helpful. The group recognises the changes to the Enfield Safeguarding Children Board (ESCB)'s Trafficking, Sexual Exploitation and Missing (TSEM) subcommittee to become the Vulnerable Young People's (VYP) subcommittee and is proposing that similar changes should be made to the Members Task Group to provide member scrutiny and oversight of activity in Enfield to tackle the range of vulnerabilities and challenges young people face.

2. RECOMMENDATIONS

- 2.1 Council asks all members to increase their awareness of CSE and related issues and attend safeguarding training sessions that are

available specifically for members.

- 2.2 The CSE task group acknowledges the progress made in understanding offenders / persons of concern but also recognises the need to continue to improve 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 The CSE Task Group will be proposing a change to its Terms of Reference to include a focus on a range of other inter-related vulnerabilities. It is recommended that this change is acknowledged and supported thereby improving oversight and scrutiny of these important areas.
- 2.4 Council recommends continued development of an integrated preventative approach across Departments to focus upon hotspots and places of concern where CSE and related issues can occur.

3. BACKGROUND

- 3.1 This year has again seen a national and local focus on the issue of child sexual exploitation (CSE). There has again been a number of high profile incidences of widespread CSE in different parts of the country and several of the widely publicised cases from previous years have come to criminal trial, thus again bringing national attention to the issue.
- 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 now met on eight occasions.
- 3.3 The key areas of focus for the Task Group were 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 met on 4 occasions in 2016/17. Outside of the formal meetings there have again been opportunities to visit services and observe practice in order to gain a full picture of the local scale, prevalence and response to this issue. This includes attendance by several members in November 2016 at a CSE-drama production called Chelsea's Choice. This powerful production was performed in Enfield secondary schools in the spring/summer of 2017

3.5 The members have had further opportunities to understand as far as possible the nature of CSE in Enfield and the links between CSE and other related vulnerabilities, with a view to informing the Council and making recommendations to strengthen the ongoing strategic and operational multi-agency efforts to tackle CSE and associated risks in the borough.

4. **Work accomplished.**

4.1 The task group has had busy agendas for all meetings. During the year the group has;

- Received an update on a national CSE Policy conference from one of its members who attended on behalf of the group.
- Received an update on Serious Case Reviews (SCRs) in Enfield and other areas including high profile Hackney Foster Carer abuse case. A Local Action plan in response to the Hackney case.
- Received an Update on National Department for Education lead Child Abuse Awareness campaign which ran from March to September 2016
- Carried out a Review of CSE Group Work Plan which led to
 - A request for the Young Runaways report on return home interviews
 - An agreement to circulate the procedure for reporting allegations against staff (including historical)
 - An agreement to circulate Operation Yewtree report into historical sexual allegations

- Received the Young Runaways service Annual Report which demonstrated clear links between Missing and CSE and highlighted the strong links between the service and the CSEP Team
- Received a piece of research looking at forecasting Missing episodes based on Young Runaways data in other London boroughs. This predicted an increase in the number of incidents / referrals
- Received regular updates in the Enfield CSE awareness Campaign and provided direction and guidance including ensuring that local contact details were included on all literature
- Received reports from a range of professionals on links between CSE and a number of other issues and the work being undertaken to ensure there is an effective response. These include;
 - Disabled Children and CSE
 - Child and Adolescent Mental Health and CSE
 - Drugs and alcohol and CSE
 - Gangs / County lines and CSE
- Received an update on the local picture including a profile of active cases

4.2 The group has monitored data relating to CSE and the activity of the CSEP Team throughout the year. The MASE and CSEP team collate all information on young people experiencing CSE and cross reference it with data relating to a range of other services / vulnerabilities to provide a better understanding of the needs of the individual young people and also to provide a wider understanding of the issues and the inter-connectedness. The most recent data is for March 2017. There was a total of 56 young people on the CSE list. Of these 21 were discussed at MASE that month. The MASE also now collates data on 'Persons of concern' This data includes information about alleged victims and locations and is helping to broaden and deepen our understanding of CSE across the borough. On average across the year there were 65 active cases per month of which 30 were discussed at MASE. It is not possible to make a direct comparison with the previous year as monthly data was not collected. However, overall it is clear that numbers have begun to decline as evidenced by referrals to the CSEP team detailed below.

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4.3 In November 2016 members of the group were able to see a performance of Chelsea's Choice at the annual Social Work Conference. Chelsea's Choice is a

powerful and thought-provoking play, focusing on the challenges and dilemmas many young people face. The play is designed to help young people gain a better understanding of the devastating impact that sexual exploitation can have on a young person's life and to provide them with some skills and knowledge to be able to protect themselves from this form of abuse. Members supported the inclusion of Chelsea's Choice as part of the local CSE Awareness campaign. It was performed in secondary schools across Enfield

- 4.4 The Group provided a clear steer for the borough-wide CSE Awareness campaign which was officially launched March 18th which is national CSE awareness day. The campaign was organised in line with the CSE National Working Group campaign and with colleagues in the Metropolitan Police. Local versions of the Met Police's Operation Makesafe CSE posters, leaflets and other materials were developed and cascaded across the borough, including in all secondary schools and libraries and other council buildings throughout the Spring. The group offered suggestions and guidance for the campaign including ensuring that local contact details were included on all literature

5. Findings of the group:

- The task group continues to recognise that members have a 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 acknowledges the continued good work of the Enfield multi-agency CSEP 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 CSEP 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.
- Data relating to CSE in Enfield 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 Vulnerable Young People (VYP) subcommittee and influences the core priorities of the CSE action plan. The data 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 ‘persons of concern’ 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 group acknowledged that much progress has been made in tackling CSE in Enfield and agreed that the growing understanding nationally and locally of the complex, often intertwined issues that young people face and how they can impact on a young person’s life means that a wider focus on these issues is now required. The group recognised the changes to the Enfield Safeguarding Children Board (ESCB)’s Trafficking, Sexual Exploitation and Missing (TSEM) subcommittee to become the Vulnerable Young People’s (VYP) subcommittee and proposed that similar changes should be made to the Members Task Group to provide member scrutiny and oversight of activity in Enfield to tackle the range of vulnerabilities and challenges young people face

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 CSEP 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 regards to equalities and an agreement has been reached that an equalities impact assessment is neither relevant nor proportionate for the approval of this report.

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.