

IMPROVING LIVES SELECT COMMISSION

Venue: Town Hall, Moorgate
Street, ROTHERHAM.
S60 2TH

Date: Wednesday, 22nd July, 2015

Time: 1.30 p.m.

A G E N D A

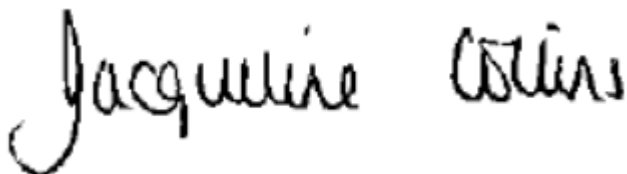
1. To consider whether the press and public should be excluded from the meeting during consideration of any part of the agenda.
2. To determine any item(s) the Chairperson is of the opinion should be considered later in the agenda as a matter of urgency.
3. Apologies for absence.
4. Declarations of Interest.
5. Questions from members of the public and the press.
6. Communications.
7. Minutes of the previous meeting held on 10th June, 2015. (Pages 1 - 9)
8. Child Sexual Exploitation - The Way Forward for Rotherham. (Pages 10 - 34)
 - Jean Imray, Interim Deputy Strategic Director, CYPS to present the draft Strategy.
9. Date and time of the next meeting: -

Improving Lives Select Commission membership: -

Chair – Councillor J. Hamilton
Vice-Chair – Councillor Pitchley

Councillors Ahmed, Astbury, Beaumont, Clark, Currie, Cutts, Hague, Hoddinott, Jepson, Jones, Reeder, Rose, Rosling, Taylor, Tweed and M. Vines (18)

Co-opted members:- Ms. Jones (Voluntary Sector Consortium), Mr. Smith (Children and Young Peoples' Voluntary Sector Consortium), Mrs. Clough (ROPF: Rotherham Older Peoples Forum) for agenda items relating to older peoples' issues.



J. COLLINS, Director of Legal and Democratic Services.

IMPROVING LIVES SELECT COMMISSION
Wednesday, 10th June, 2015

Present:- Councillor J. Hamilton (in the Chair); Councillors Pitchley, Ahmed, Burton, Cutts, Hoddinott, Jones, Rose and Turner.

Apologies for absence were received from The Mayor (Councillor M.Clark), Councillors Beaumont, The Mayor (Councillor M.Clark), Taylor, Tweed and M. Vines.

1. DECLARATIONS OF INTEREST

There were no Declarations of Interest made at the meeting.

2. QUESTIONS FROM MEMBERS OF THE PUBLIC AND THE PRESS

There were no members of the public and press present.

3. COMMUNICATIONS

There were no communications to report.

4. NOMINATIONS TO THE HEALTH, WELFARE AND SAFETY PANEL

Resolved:- That Councillor J. Hamilton represent the Improving Lives Select Commission on the Health, Welfare and Safety Panel for the 2015/16 Municipal Year with Councillor Rose as substitute.

5. MINUTES OF THE PREVIOUS MEETING HELD ON 28TH JANUARY, 2015

The minutes of the meeting held on 28th January, 2015, were noted.

6. UPDATE AND BRIEFING ON PLANS TO TACKLE CHILD SEXUAL EXPLOITATION (CSE)

The Chair welcomed Jean Imray, Interim Deputy Strategic Director of Children and Young People's Services, to the meeting. Jean gave an overview of the work that had taken place to tackle Child Sexual Exploitation:-

Redevelopment of the Joint Child Sexual Exploitation Team

The challenges faced by the original CSE team of the Council were outlined in some detail and it was explained to Members that the Team's remit had been unclear and also the level of expertise in the Team not sufficient due to the complexities it faced

The Service had since been disbanded. A Head of Service had been brought in to take responsibility for the operational level of service and an experienced Team Manager in CSE and important in Safeguarding Child

protection cases. The Team had been gradually built to ensure the right skill set. Whilst this process had been taking place, other areas of Social Care had been managing the existing CSE work.

The Team was now in a position to take on new work and there was a new Operation involving a number of young people in Rotherham and a number of districts.

It was still in the early stages at present but already the differences that had been made to the conduct of the investigation could be seen. There was a very clear command structure i.e. the Police command structure (Gold Group) which included a Police Superintendent and a Senior Investigating Officer and met on a weekly basis. Under the Gold Group was the Silver Group which was a more operational group on the day-to-day work.

The new Team also had a qualified Social Worker, an unqualified Social Worker post from Barnados and a Health Worker who was really important in terms of engaging young people and giving sexual health/contraception advice and responding to any of the victim's worries and concerns because of the experience they had had. There was also a wide range of work ongoing to identify those young people who were at high risk because of their additional vulnerabilities e.g. children missing from school/care, having access to drugs/alcohol, witnessed in certain places etc.

Barnardos; Assertive Outreach Hub

Work was taking place with Barnardos to identify funding streams to develop this Service which would assist agencies to access the "high risk" group which was not available currently. The Hub would be very active in terms of leaving the premises and getting onto the streets and finding the young people who were at risk and working with/encouraging them to come into the centre and allow agencies to support them. It would be a very important component to the CSE portfolio that would help agencies get to grips and tackle the problems.

Multi-Agency Risk Panel

Whilst waiting for the Barnardos' Hub to come on line, this was 1 of the things being used to identify, not just vulnerable individual young people, but also high risk areas where people may be gathering such as the Interchange, train station, parks. Whoever had concerns in the community, either about individual young people or high risk areas, all agencies worked together to make sure the right activity was targeting those areas in terms of observation, targeting particular offenders and diverting people from high risk behaviours. It would consider individual young people such as those that had been missing on repeated occasions and fit the profile of at risk of CSE.

CSE Strategy

A Strategy entitled "Way Forward" was being developed which set out the

way forward for partnership in order to tackle all aspects of CSE from those activities that needed to be undertaken in order to:-

prevent it happening in the first place;
 activities and services that needed to be available in order to successfully protect children;
 activities that everyone needed to be involved in to ensure successful prosecutions were secured;
 support to victims and survivors both current and historical.

Underneath the 4 key areas would be a whole raft of actions, some of which would be quite high level but also some very basic, that needed to be done in order to improve. There would be an action plan which would hopefully capture everything required to have the greatest impact. Each action would have a timeline attached to it, ranging from immediate effect and aspirational.

Police Activity

Recent arrests had been made by South Yorkshire Police. The Council had been involved in the investigations even though they related to historical cases. It was hoped they would lead to successful prosecutions and important to ensure the public understood that the door was not closed on the pursuit of bringing perpetrators to account.

Children's Services

A lot of work was taking place on all fronts of Children's Services in Rotherham. It had been badly broken and it would take quite a long time to put back together of which CSE was 1 aspect. It was really important that the improvements that were made on solid foundations that avoided the prospect of the Service making progress and then going backwards. The improvement journey took 3-5 years.

Discussion then ensued with the following issues raised/clarified:-

- **Had the recent arrests been a direct result of the intervention work that had gone in recently or from previous work?**
 The recent arrests represented an Operation that had been in train for 18-24 months and pre-dated the work that had started following publication of the Jay report
- **How do we scrutinise the plans to tackle CSE?**
- **What is the extent of the profile of CSE in our local area now and how do we know that?**
 Unfortunately CSE was still going on but no more than in any other local authority area. Although there was a lot of awareness raising with regard to victims, there had not been much about raising awareness of perpetrators. This needed to be tackled as part of the "prevention" arm of the Strategy

- **Were potential victims getting younger than stated in the Jay report? Were we looking at primary school children or still secondary children and was it still a Town Centre issue?**
There was no intelligence to suggest that the profile of victims were getting younger. The hot spots had probably changed because there had been some targeted activity together with the work on Licensing. As the Services developed it would result in better intelligence
- **What work was the Authority doing with Universal Services (Health, Schools, GPs etc.) that were involved with young people? If a young person that was frequently absent from school were the services linking together? What was the Authority doing to ensure that young people that did not meet green, amber red and not deemed at risk according to what the Services considered as at risk?**
The Rotherham Safeguarding Board had conducted an enormous amount of awareness raising and workshops and there had been a series of awareness raising and talking to schools, health colleagues and other agencies about how to access the Multi-Agency Risk Panel which had recently held its first meeting. The Panel was where low level intelligence would be fed into so all the pieces of the jigsaw could be joined up. The Authority received all the information on any child that went missing in Rotherham which was then screened to see whether or not they were at risk. If repeated at a maximum of 2/3 times, the case would be picked up by CSE Services. The current cases had not been as a result of a young person coming forward and revealing what had happened to them but had been as a result of the preventative work. The young people concerned were very resistant and did not see themselves as victims but were now working with agencies to support them and revealing what had happened. The Assertive Outreach Team would provide increased intelligence and development of the work
- **What are the numbers of cases presented to the Multi-Agency Risk Panel?**
It was thought to be approximately 10 but it was not just about individual cases but also about intelligence, the activities of potential perpetrators and hotspots. By identifying those hotspots, sharing the information and looking more closely at an area, you could identify more potential vulnerable young people at risk and then direct them to the right support at whatever level was required
- **What therapeutic support was being provided by RDaSH?**
There was insufficient support in place currently nor a wide enough range. Work was being carried out and RDaSH had suggested how they could increase the provision available
- **Was the funding for the additional Psychotherapist extended beyond March, 2015?**
It was thought that it had

- **Was Riverside House the most suitable location for the Multi-Agency Support Hub given the ethos of hot desking?**

The Multi-Agency Support Hub (MASH) was the Authority's new front door. It was acknowledged that it was less than perfect accommodation and prevented the necessary improvements being made but consideration was being given to alternative accommodation.

It was not known where the Assertive Outreach Team would be based but it would not be in Riverside

- **Would the recently agreed intelligence post be that similar to the post in Bradford? Their postholder identified areas and fed reports into the Police**

It had been identified that the building of the cases around the suspects absolutely relied increasingly on the use of the research and intelligence and the Police were committed to that. It would not be possible to secure successful prosecutions without that base

- **Were the information sharing protocols between South Yorkshire Police and the Council working?**

There were no concerns at the moment and the extent of the joint working was improving on a daily basis. It had been difficult for the Police as well as the Council because of the amount of scrutiny they had been under but both parties had reiterated that if you wanted things to be different you had to do things differently or there would be the same results. There was a very clear Command structure which voluntary sector partners were also part of

Recent statements from South Yorkshire Police referred to partnership working with the Council and the language used reflected those statements

- **Now that the staffing levels had been built up, how did we keep those staff members?**

Part of the wider improvement journey had to include a Recruitment and Retention Strategy so that good staff were recruited and stayed. It was normal to lose some staff and it was healthy because it could become very inward looking but you did not want people to leave because they were dissatisfied. It would be difficult for a period of time to recruit, particularly Managers, whilst people waited to see what developments/improvements were made. Managers were on the front line of Safeguarding Children Services and potential employees would be cautious about coming to Rotherham. The Strategy and recruitment campaign had to clearly state what was being done, that there was access to good training, would be paid a competitive rate, good management etc.

- **Was there a Joint Investigation Team working protocol?**

Since publication of the Jay report, the Multi-Agency Safeguarding Hub had been developed which was the new front door so when someone contacted Children's Social Care the Multi-Agency Team would deal with the enquiry.

Due to the development of the MASH, which included the Police, the processes and procedures had been re-written. In terms of development of CSE Services, because there were joint investigations that took place regarding physical abuse, child abuse etc, the CSE team did not have a separate joint working protocol but there was a Memorandum of Understanding which sat under the roles and responsibilities of the Police and the Council.

- **It was 9 months on from the Jay report, Commissioner Newsam had been in Rotherham for 8 months as had the Interim Strategic Director of Children's and Young Peoples Services, and it was quite frustrating to hear some of the issues that had been raised before e.g. therapeutic support by RDaSH in 2013, MASH in 2012 and being told that might have to wait a little longer**

With regard to the issue of accommodation, in part it was due to the success of the MASH and the additional posts. It was not a question of it not working but that it had outgrown its accommodation.

The Multi-Agency Referral Panel had only met last month for the first time and it was having an impact. A report could be submitted showing the first month's activity but it may be better to wait 6 months in order to get a better trajectory and picture of how it was working.

The performance data would show that a difference had been made. In January, 2015, there had been a large number of children's assessments out of timescale i.e. 45 days. Currently there were only 9 cases out of time. There was a performance meeting that afternoon where Managers would be expected to account for why their assessments were out of timescale. On a weekly basis every exception was looked at child level. That was really good performance management activity which was significantly different from what happened previously. The tangible evidence of improvement which had had an impact on the work could be demonstrated through the performance data

However, an absolute reassurance could not be given that the quality of the assessments was where it should be because that took longer and was a more complex piece of work

- **There were still concerns that information was not being shared and assurance was sought that that was not the case**

The present CSE Service was not the finished article and there was not enough therapeutic support. Progress had not been made as swiftly as hoped due to not having the right people in place. However, Cambridge Police had seconded a very experienced Officer to

support South Yorkshire Police and, together with the CSE Manager, would start to be seen

- **Could peer mentoring with other authorities be built into the long term strategy? There was a danger when the Council reached “Good” staff may be headhunted by other authorities facing similar difficulties?**
- **With regard to quality data performance, had there been a thorough assessment with regard to quality? It had been raised previously about Members being involved in the auditing of case files as part of the scrutiny process**

There were 2 auditors to the Rotherham Local Safeguarding Board and 3 dedicated auditors in Children Social Care. A monthly audit system was to be introduced whereby every Manager audited at least 1/2 cases a month including Commissioner Newsam, the Interim Director of Children’s and Young Peoples Services, Interim Deputy Director of Children and Young Peoples Services and the Director of Safeguarding Children and Families. Provided the governance arrangements could be satisfied, Members with the appropriate skills would be welcomed

Checks were made that every child had a Plan and up-to-date assessment. The audit system was then used to gain a greater understanding of the quality of the work.

- **What could be learnt from the audit and what actions came out of that?**

The report had not been published as yet. What had been found was the same as stated in the reports by Ofsted, Jay and Casey i.e. there were some good people trying to operate in a very broken system. Between 2008-13 it had been very hard to recognise a straight forward Child Protection pathway; there were no strategy meetings, no assessments, no conferences on time – all illustrating really poor practice. There had been a remarkable absence of senior management oversight in the cases with no involvement of anyone more senior than a Team Manager even if it had been a Looked After Child. The recommendations would reflect the Improvement Plan

- **Was there effective management oversight now in terms of supervision of these cases?**

The CSE Team that was being built had experienced people and experienced managers who were getting the level of supervision they required. The Service was also looking to access some additional external emotional support for both the Police and Social Workers to ensure they would be looked after and provide good staff care because of the nature of their work

Work was taking place on ensuring everyone received regular supervision in a way they had not previously. Not all Managers were

able to deliver that standard of supervision so they would receive training and support. Supervision was part of the audit process and a judgement made on its quality. It should include reflective supervision and not just a record of actions so there was still work to do to raise the quality. It was essential and receiving a lot of attention

- **It was disappointing that the Multi-Agency Risk Panel had only met once. What had happened in the last 9 months?**

It was acknowledged that between September, 2014-January, 2015 it appeared that very little had happened but it took time to get things in motion and to get the right people into positions; things would accelerate now

- **Are you confident that all the Social Work Teams are operating properly? Were there any weak links or Teams further down the road to improvement?**

The Social Work Teams were at different stages of improvement with some working more effectively than others but this was to be addressed.

Within the Teams there would be differences due to the mix of skills and expertise. Weekly performance meetings would expose any weak spots as well as daily scrutiny to ascertain which staff members required improvement plans.

- **What was the turnover of staff in Children's Social Care?**

There was certainly a much higher degree of agency staff than Rotherham had been accustomed to due to the extra approved posts and agency staff filling them. There had been some turnover of staff for a variety of reasons, however, there had been a lot of interest in the work of the CSE Team and approaches made professionals elsewhere in the country. Area Team Managers were at a premium and were so hard to find and it would take a long time to recruit the right calibre. The situation in Rotherham was not peculiar

It was the agency market that was preventing local authorities building their workforce in the way they needed to. It was a national problem

Jean was thanked for her attendance and presentation.

Resolved:- (1) That the presentation be noted.

(2) That a work programme now be devised for Improving Lives, based on the discussions that had taken place and that the next meeting focus on the new CSE Strategy and delivery plan.

7. DATE AND TIME OF THE NEXT MEETING

Resolved:- That a further meeting of the Select Commission be held on Wednesday, 22nd July, 2015, commencing at 1.30 p.m.

ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS

1.	Meeting:	Improving Lives Select Commission
2.	Date:	22 July 2015
3.	Title:	Child Sexual Exploitation - The Way Forward for Rotherham
4.	Directorate:	Rotherham Safeguarding Children Board

5. Summary

The report provides Members with the new strategy *Child Sexual Exploitation - The Way Forward for Rotherham 2015-18*, developed by the multi-agency Rotherham Safeguarding Children Board.

6. Recommendation

That Members:

- **Consider and comment on the strategy.**
- **Determine the next steps for monitoring progress.**

7. Proposals and Details

The key focus for the Improving Lives Selection Commission work programme in 2015-16 is the multi-agency strategy and plans to respond to child sexual exploitation (CSE) in the borough, after the publication of the Jay Report last year. This work follows on from the scrutiny sessions undertaken by the Overview and Scrutiny Management Board in December 2014.

Attached at Appendix A is the new strategy *Child Sexual Exploitation - The Way Forward for Rotherham 2015-18*, which is underpinned by a needs assessment carried out by the Public Health Team within the Council. The strategy seeks to articulate the way in which the communities in Rotherham and the agencies that serve them will find a way forward together that will: effectively prevent Child Sexual Exploitation (CSE) from happening in the first place; protect and support those who have become victims and survivors; and prosecute those who are the abusers.

The document is set out in clear sections as follows:

- Definition of Child Sexual Exploitation
- Our Commitment
- Rotherham CSE Profile
- Objectives and key actions
- Conclusion
- Key Contacts

8. Finance

There are no direct financial implications from this report, but there are financial and resource implications for the Council and partner agencies in responding effectively to child sexual exploitation and implementing the delivery plans.

9. Risks and Uncertainties

These are outlined within the strategy document.

10. Policy and Performance Agenda Implications

- RMBC Corporate Plan Priorities:
 - Helping to create safe and healthy communities
 - Ensuring care and protection are available for those people who need it most
- Health and Wellbeing Strategy

11. Background Papers and Consultation

Independent Inquiry into CSE in Rotherham, Alexis Jay OBE 2014

Report of Inspection of Rotherham MBC, Louise Casey CB February 2015

Ofsted thematic review of CSE

Contact Names:

Jean Imray, Interim Deputy Strategic Director, Children and Young People's Services
jean.imray@rotherham.gov.uk 01709 822199



CHILD SEXUAL EXPLOITATION
THE WAY FORWARD FOR
ROTHERHAM

2015- 2018

TABLE OF CONTENTS

Contents

Preface	1
1. Definitions of Child Sexual Exploitation	5
2. Our Commitment	7
3. The Rotherham CSE Profile	9
4. Objectives and key action	11
5. Governance	16
6. Conclusion	19
7. Key Contacts	21

THE WAY FORWARD FOR ROTHERHAM

Preface

"Child Sexual Exploitation is child abuse and it is a crime. Our efforts need to be directed towards perpetrators in order to detect, prevent and disrupt that abuse at the earliest stages as well as the prosecution of individual perpetrators to ensure that they face the full force of the criminal justice system for their vile crimes"

Reflections on child sexual exploitation, Louise Casey March 2015

This document seeks to articulate the way in which the communities in Rotherham and the agencies that serve them will find a way forward together that will: effectively prevent Child Sexual Exploitation (CSE) from happening in the first place; protect and support those who have become victims and survivors; and prosecute those who are the abusers.

If Rotherham has learned anything as a result of recent events it has been a lesson in humility and the importance of listening to children, young people & families.

In the past we know we have failed to listen to the voices of children and their families and have failed to see that Rotherham children have been being sexually, physically and mentally abused. We now recognise that we still have to find the right questions to ask, before we can know we have the right answers.

In a thematic review of CSE across the country published in November 2014, Ofsted stated that:

"Children and young people are more effectively protected from child sexual exploitation when LSCBs **have an effective strategy and action plan that supports professionals to work together and share information well"**

(Para 144)

This document begins with an agreed definition of Child Sexual Exploitation. An agreed definition is necessary so everyone has the same understanding of the issues to be tackled. However, the risk in universal definitions is that the clinical nature of them can detach the reader from the reality of the central issues.

THE WAY FORWARD FOR ROTHERHAM

We have looked at all of the current definitions that are in use. All have their virtues, but ultimately I have listened to the comments made in one of the recent reports written about Rotherham.

Louise Casey tells it as it is.....

"CSE.....is the sexual and physical abuse, and habitual rape of children by (mainly) men who achieve this by manipulating and gaining total control over those who cannot consent to sex either by virtue of their age or their capacity".

We need to understand why, in our society, there are adult men and women who believe that it is acceptable to target children for sex.

We believe that it is important that professionals working in the field of CSE refer to anyone under 18 as a child so their status is never overlooked. We owe it to all our children to understand and tackle this problem effectively to prevent them from becoming either victim or perpetrator. Both are immensely damaging to the individuals concerned and the communities in which they live. As citizens we are all affected by CSE and diminished as human beings by its existence.

It has already been established that the vast majority of abusers are men and the majority of known victims have been young women, yet we shrink from understanding CSE as another form of gender based violence. Tackling violence against women has featured on many political agendas for a number of years. The proliferation of CSE in Rotherham, and other places, is evidence that too little has been done to effect change.

An issue that has not been sufficiently addressed is one posed by Professor Alexis Jay. It concerns the myth that only white British children are victims of sexual exploitation. Any action that is taken to tackle CSE locally must ensure that children from minority ethnic backgrounds are encouraged and empowered by the statutory and voluntary sectors, and their communities, to speak out about their own experiences of abuse so they can be afforded the same right to protection and justice as others. We must continue to ask why it is so difficult for these children to come forward and how we can overcome their fear to provide what is needed to protect them. These are difficult questions to ask and there will be no easy answers.

We have fallen short of what should be expected in all areas. We have failed to prevent CSE. We have failed to recognise the signs, symptoms and risk factors and

THE WAY FORWARD FOR ROTHERHAM

we have failed to educate our children, girls and boys, about the nature and benefits of healthy relationships and respect for each other. We have failed to protect children not only by the inadequacies of our responses to the plight of victims, but as adults (parents and professionals) by introducing them to benefits of the internet, mobile technology and social media without insisting that the necessary safeguards are also in place. We have failed to ensure that justice is served, not only by failing to pursue and prosecute criminals, but also by applying processes in our courts that are designed for adults and being complacent when they clearly don't work for vulnerable abused and children.

Finally, children are best protected by their parents and their families. Their resilience and their sense of self-worth comes from their families. Parents and families should be empowered and enabled to offer the best care and protection they can to their children. Where agencies have corporate parenting responsibilities, the same resilience should be instilled by and with a child's care provider.

This document represents the start of a way forward. Some of the territory we need to cover may still be uncharted and on occasion the right direction may be unclear. Everyone concerned must have the courage to admit where mistakes have been made, prevent them from happening again in the future and learn lessons from them. We must be open, transparent and honest to encourage improvement and innovation.

The success of the commitments set out in this document will be determined by improved outcomes: whilst specific, measurable, achievable, realistic and timely actions are really important, the value of any action will only be evident if it promotes better outcomes for children and young people at risk of or victim to perpetrators of CSE. The ultimate success will be achieved when CSE in Rotherham is truly a thing of the past.

Stephen Ashley

Independent Chair of Rotherham Safeguarding Children Board

June 2015

THE WAY FORWARD FOR ROTHERHAM

'sexual exploitation is like a circle that you can never escape from'

'that's one of the processes of being groomed that you think its alright and normal what is happeningnone of us wanted to be in this situation and have what are supposed to have been our early years completely ruined and in my personal experience my school life ruined'

"I went to court I gave my evidence and they went to prison and you can read about that in the newspapers, what you didn't read is the time I collapsed before I was cross examined and was sick, the tears the nightmares, checking under the bed and in the wardrobe every night and the belief I may have done the wrong thing, as no matter what he had done I knew if I could just see him he would say sorry and it would be okay, as maybe he never meant to hurt me. I have worked with Risky Business [youth outreach] for nearly three years now and last year I understood that I had been groomed and abused, but no matter how much everyone tells me all that, no one told me how to get over him. I had loved him so much and thought he loved me too"

The voice of Rotherham CSE Victims - 2015

THE WAY FORWARD FOR ROTHERHAM

1. Definition of Child Sexual Exploitation

- 1.1 For the purpose of clarity across partner agencies and the public Rotherham has adopted the national agreed definition of Child Sexual Exploitation (CSE).

"Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where the young person (or third person/s) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing and/or another/others performing on them, sexual activities."

"Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. "

"Violence, coercion and intimidation are common; involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social/economic and/or emotional vulnerability"

- 1.2 A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and does not see themselves as a victim of exploitation. No child can consent to their own exploitation and abuse.
- 1.3 Rotherham adopts the Children's Commissioner's definition of gangs and groups:

"Gangs are a relatively durable, predominantly street-based, social group of children, young people and, not infrequently, adults who see themselves and are seen by others, as affiliates of a discrete, named group who engage in a range of criminal activity and violence identify or lay claim to territory have some form of identifying structural feature are in conflict with similar groups."

THE WAY FORWARD FOR ROTHERHAM

- 1.4 Child sexual exploitation by a group involves people who come together in person or online for the purpose of setting up, co-coordinating and/or taking part in the sexual exploitation of children in either an organised or opportunistic way.
- 1.5 Expanding upon the above recognised definitions, CSE in reality can refer to:
 - Inappropriate, sexually exploitative relationships where the young person believes the abuser to be their boyfriend or girlfriend, perceiving him/herself to be in a romantic relationship with this individual
 - Groups of adults abusing children and young people, often through a particular adult seen as a “boyfriend” by the victim of the abuse (the “party house” model)
 - Abuse of children via the internet, which can include online grooming of children, particularly through social networking applications; and is usually “non-contact” abuse (for example, through encouraging the child to share sexually explicit images or streaming of sexual abuse)
 - It can occasionally develop from online abuse into face to face meetings , which can lead to contact abuse
 - Peer-on-peer exploitation, particularly by gangs and other peer groups, including sexual abuse as part of group’s rituals of “initiation” or “punishment”
 - Trafficking - where children and young people are moved away from their locality, home town or from abroad to other locations, for the purpose of sexual exploitation.

THE WAY FORWARD FOR ROTHERHAM

2. Our Commitment

- 2.1 For well over a decade, key agencies in Rotherham failed to act effectively to prevent the sexual exploitation of children and to protect young people from harm. Whilst some organisations sought to raise the issue and support children and their families, statutory agencies did not reach out and support those that became victims of this abuse.
- 2.2 Confidence in agencies across Rotherham to safeguard children and young people has suffered immeasurably and the failure of partners across Rotherham to fulfil their duties is now a matter of national record.
- 2.3 However, as public agencies with a responsibility – legally and morally – to keep children safe, our fundamental objective is to restore confidence, in order to prevent and tackle CSE in all its forms. Children must feel safe and able to trust Rotherham’s public services to provide support and take all steps within their power to halt the perpetrators and bring them to justice.
- 2.4 All partner agencies in Rotherham are wholly committed to rapid, sustained improvement - informed by the learning from the devastating failures over recent years. Only by working together with shared aims and objectives can local partners achieve improved outcomes for children, young people and their families - and all agencies in Rotherham are committed to the delivery of truly outstanding services.
- 2.5 This ‘way forward’ document marks a fresh start for Rotherham and the multi-agency partnership response to child sexual exploitation (CSE). The Local Safeguarding Children Board (LSCB) – in conjunction with the Safer Rotherham Partnership (SRP) and the Rotherham Health & Wellbeing Board (HWB) – makes a promise to relentlessly pursue improvements in front line services and do all it can to prevent CSE and support the victims of this abuse.
- 2.6 Statutory guidance such as the Children Act (1989 & 2004) and Working Together (2015), as well as the recent reports of Professor Jay, the DCLG and Ofsted, give us the guidance on how to proceed. Our commitment is that:

THE WAY FORWARD FOR ROTHERHAM

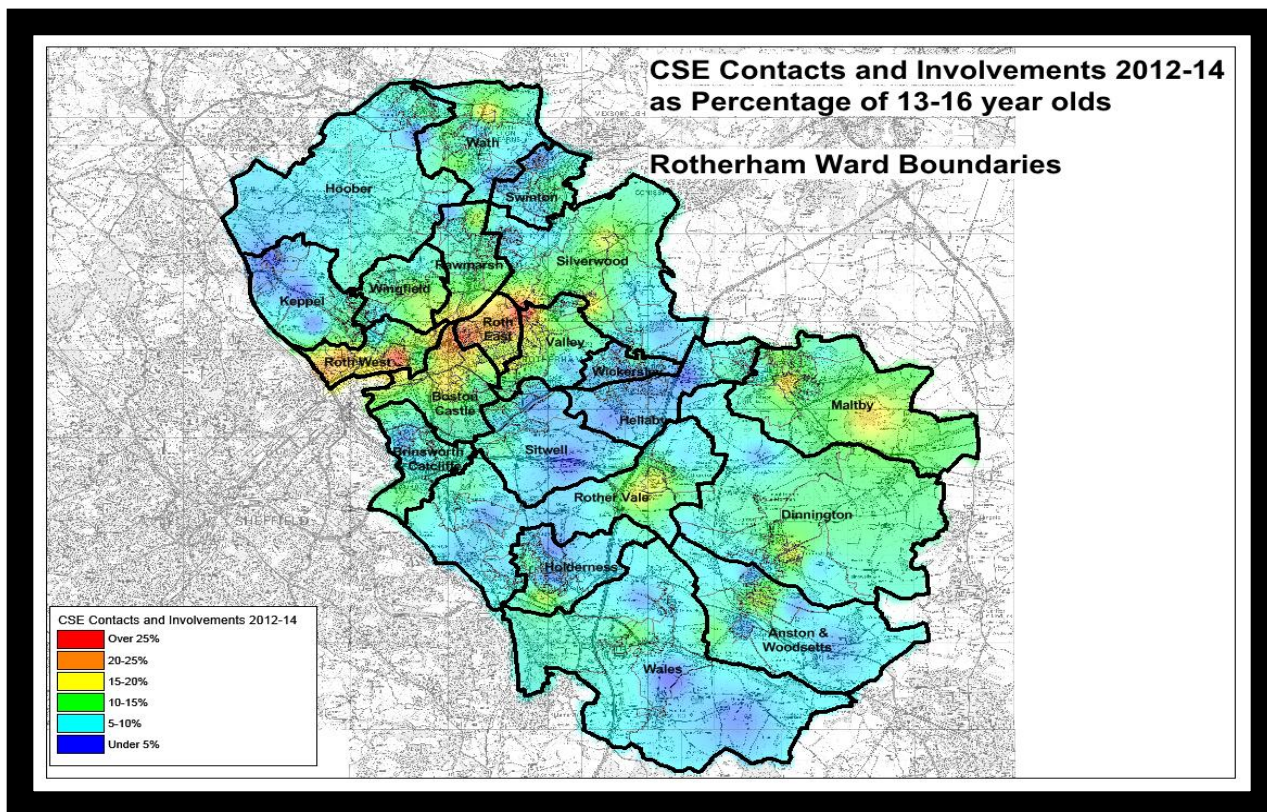
2.7 **Rotherham will build on current momentum and work tirelessly to do everything we can, collectively, to:**

- **Prevent** children and young people from becoming sexually exploited through effective leadership, governance and a wider culture embedded within organisations and communities that recognise the root causes of CSE ,the signs and risk indicators and do all they can to tackle them
- **Protect** children and young people who are at risk of sexual exploitation as well as those who are already victims and survivors
- **Pursue**, relentlessly, perpetrators of child sexual exploitation, leading to prosecutions of those responsible, and ensure there is effective risk management of perpetrators in the community
- **Provide support** for survivors of CSE, ensuring their needs are met
- **Ensure the participation** of all children and young people at risk of or experiencing CSE, as well as their families and communities, to ensure that their voices as well as the voices of survivors are heard and responded to

2.8 The achievement of these outcomes will be tracked by use of a smart, multi - agency delivery plan.

THE WAY FORWARD FOR ROTHERHAM

3.The Rotherham CSE Profile



- 3.1 Public Health Rotherham have recently undertaken a needs analysis of child sexual exploitation victims, covering a two year period 2012-2014, to inform a refresh of the Health & Wellbeing Board's Joint Strategic Needs Analysis, and to also inform the content of this publication. The full document is contained at appendix A.
- 3.2 Most of the CSE victims who have been identified between 1st October 2012 and 31st October 2014 (81%) are under 16 years and 78% are aged 11-15 years old; most (93%) are female; most are white British. Nearly one in five (18%) are from a BME community overall; but, within that, there is under-representation of the Asian communities and significant over-representation of the Gypsy/Roma community.

THE WAY FORWARD FOR ROTHERHAM

- 3.3 The number of offenders, including suspects, were mainly White (68%); 24% were Asian; 5% were from other BME communities; and 3% of offenders were female
- 3.4 The 'inappropriate age relationship' was the most common type of CSE prosecuted (26%), with 'internet' at 19%. From the number of CSE prosecutions, 11% were 'organised group' CSE, 7.6% 'grooming of an adult to gain access to a child' and 7.5% 'lone perpetrator'.
- 3.5 The average time from referral to prosecution is 20 months. Across Rotherham, 71 CSE crimes have been recorded from 1st November 2013 to 31st October 2014: the majority of these relate to under-16 sexual activity or rape, with 10% related to the rape of under-13 year olds.
- 3.6 **Wider context and comparisons**
- 3.6.1 Comparison with statistical neighbours, for a range of indicators selected for their relevance to CSE, indicates that a larger proportion of young people in Rotherham are more vulnerable than in similar towns and areas.
- 3.6.2 This points to the acknowledged need for all partners to work on these outcomes to ensure that all young people in Rotherham can step confidently into their lives taking up all the opportunities available and able to seek help if they are subject to exploitation. This will be taken forward through all aspects of the Rotherham partnership.
- 3.6.3 Rates of children identified as 'in need' and on child protection plans are also high when compared to the national average.
- 3.6.4 A more positive context for young people in Rotherham is that teenage conceptions are at an all-time low, including rates for under-16s; and children in the borough perform well in terms of educational attainment.
- 3.6.5 Nevertheless, outcomes at present for young people in Rotherham are poor and in urgent need of more effective, joined-up, multi-agency responses.

THE WAY FORWARD FOR ROTHERHAM

4.Objectives and key actions

- 4.1 The following section sets out the work that needs to be undertaken; much of which is underway. Each objective has a small number of actions that will need to be delivered to secure success. To support these actions we have a multiagency delivery plan. This will be an evolving document subject to continuous review, revision and improvement. It will contain actions that are required immediately, in the medium term and in the longer term. This recognises that the work will not be complete until child sexual exploitation has been stopped. It also recognises that we do not have all the answers and that we need to learn from our own experiences, from the experiences of other places and from current research.
- 4.2 We will refresh our knowledge locally, regionally and nationally to ensure that we are meeting the needs of Rotherham residents. We are clear, however, about the overall objectives we are seeking to achieve.
- 4.3 The overall objectives of the work to be undertaken are outlined in more detail in the remaining paragraphs of this section, with each section linked to a different priority outcome.
- 4.4 **We will prevent children and young people from becoming sexually exploited through effective leadership, governance and a wider culture embedded within organisations that recognise the root causes of CSE ,the signs and risk indicators and do all they can to tackle them. We will know this is in place when:**
- 4.4.1 Partner organisations establish a clear view of the CSE profile in the borough to ensure that the Health & Wellbeing Board undertake informed commissioning of service provision.
- 4.4.2 The public understand the signs and symptoms of CSE and raise concerns early, alerting statutory services where necessary. Awareness campaigns include a clear message that CSE is a crime and will not be tolerated.
- 4.4.3 Intelligence, including 'soft' intelligence, about historic and current incidence and risk of CSE is timely, shared between agencies and treated with respect.

THE WAY FORWARD FOR ROTHERHAM

- 4.4.4 All children and young people in Rotherham understand what healthy, respectful relationships are and can recognise that the damage and the dangers caused by sexual bullying and exploitation (including on line) to both victim and perpetrator.
 - 4.4.5 Potential perpetrators (children and adults) are identified early in a range of settings, including schools, youth clubs, young offender institutions and prisons.
 - 4.4.6 Organisational leadership and governance creates a culture in Rotherham where the causes, signs and symptoms of CSE are understood and identified and responded to quickly, effectively and with a determination to do the right thing in response.
 - 4.4.7 All partners recognise the diversity of all communities in Rotherham and ensure services are responsive to need.
- 4.5 **We will protect children and young people who are at risk of sexual exploitation, as well as those who are already victims and survivors. We will know this is in place when:**
- 4.5.1 The right multi-agency and social care services are in place to meet the needs of children at risk from CSE.
 - 4.5.2 Hotspots within the borough that are particular areas of vulnerability will have increased levels of activity by agencies.
 - 4.5.3 Particular attention is given to children known to be most vulnerable. Including those who have been sexually abused or neglected within the family environment.
 - 4.5.4 Victims of CSE and their families are supported with interventions that enhance the potential for a child or young person to stay safe within their family and community.
 - 4.5.5 Services are developed that enable easy and sensitive access to protection and justice for all victims.

THE WAY FORWARD FOR ROTHERHAM

- 4.5.6 Statutory and regulatory powers across the partnership are fully utilised to ensure that children and young people at risk of or suffering CSE are protected quickly and effectively.
 - 4.5.7 Services are designed to be accessible and responsive to the needs of children and young people so that trust can be developed and they can feel they are getting the help they need.
 - 4.5.8 Agencies provide an effective response when children go missing in line with the locally agreed protocol.
 - 4.5.9 Looked After Children receive a service that meets the statutory requirements and have an up to date care plan that takes into account their specific vulnerabilities.
- 4.6 **We will pursue, relentlessly, perpetrators of child sexual exploitation, leading to prosecutions of those responsible, and ensure there is effective risk management of perpetrators in the community. We will know this is in place when:**
- 4.6.1 Law enforcement and statutory agencies provide a prompt first line response to calls for help or reports that a crime may have been committed.
 - 4.6.2 The necessary command structures will be put in place to oversee complex investigations and key meetings will be attended as appropriate by senior officers and managers from the relevant agencies.
 - 4.6.3 The time and necessary resources will be committed by the police and crown prosecution service so that perpetrators of CSE are arrested, successfully prosecuted, convicted and deterred from reoffending.
 - 4.6.4 The National Probation Service and South Yorkshire Community Rehabilitation Company will work together to effectively manage perpetrators offering appropriate intervention to reduce re-offending.
- 4.7 **We will provide support for survivors of CSE, ensuring their needs are met. We will know this is in place when:**

THE WAY FORWARD FOR ROTHERHAM

- 4.7.1 The physical, psychological and emotional damage that is caused by CSE is recognized and understood. Victims and survivors have access to a wide range of support and aftercare from more specialist services, which will be clear and easy to access. This will include timely access to mental health services where required.
 - 4.7.2 Services commissioned to support victims and their families are informed by what they want and need and are provided by specialists with the requisite skills, experience and leadership in the field of sexual violence.
 - 4.7.3 Victims and survivors are supported beyond their 18th birthday, particularly when they have additional vulnerabilities such as learning disability or are care leavers.
 - 4.7.4 Services are developed and sustained where children, young people and families are able to access the right support directly themselves; or be identified by professionals or within the community and offered the right support at the time when it is needed.
- 4.8 **We will value the participation of young people at risk of or experiencing CSE, as well as their families and communities, to ensure they are heard and responded to. We will know this is in place when:**
- 4.8.1 The views of children and young people, their families and communities are so vitally important that they must be sought at all points throughout service provision, to assure agencies that lessons have been and continue to be learned.
 - 4.8.2 We will know that we are being effective in engaging with children and young people when there is evidence that their views and experiences and that of their families has influenced the development of services and the quality of responses. This will include the views and experience of adult survivors of CSE.

THE WAY FORWARD FOR ROTHERHAM

- 4.8.3 While we will develop victim participation groups and develop the means by which we can capture feedback it is a clearly stated expectation that the views of young people are integral to all the developments listed above and those that will be developed in the future.
- 4.8.4 We will ensure that we engage with and include small to medium sized organisations, with strong connections to the local community, and which support victims and survivors to participate in shaping service delivery, take up volunteering opportunities and engage with local policy development.

THE WAY FORWARD FOR ROTHERHAM

5. Governance

- 5.1 For this approach to be successful all partners need to play an active and effective part in completing the actions within the delivery plan to ensure that we achieve the defined outcomes.
- 5.2 The Rotherham Local Safeguarding Children Board has the statutory responsibility to monitor, scrutinise and challenge all services individually and collectively on their performance in responding to child sexual exploitation, and in conjunction with the Strategic Director of Children and Young People's Services will ensure the successful implementation of this multi - agency strategy.
- 5.3 The Independent Chair of the RLSCB will chair the LSCB CSE Sub-Group and will hold partners to account to track progress on the delivery plan and ensure implementation is achieved to required timescales.
- 5.4 In exercising this responsibility, the LSCB will also conduct regular quality assurance of the effectiveness of Board partners' responses to child sexual exploitation and include this in the LSCB's annual report; there will be a quarterly audit of multiagency practice by the LSCB. This will include an analysis of how agencies have used their data to promote service improvement for vulnerable children and families, including in respect of sexual abuse. It will be an expectation that any judgement about the quality and effectiveness of CSE services will take account of the extent to which the participation and engagement of children, young people and their families can be evidenced. Ultimately, the focus of any LSCB audit or review work will be the evaluation of outcomes for children.
- 5.5 In addition, the key statutory bodies of the Health and Wellbeing Board and the Safer Rotherham Partnership will receive, scrutinise and challenge regular reports about prevalence, trends and practice on CSE. By this means there can be reassurance that the Rotherham Commissioners, Elected Members and senior leaders are able to articulate an awareness and understanding of CSE and the levels of risk faced by Rotherham's children and young people. That analysis of available information and intelligence can be used to inform strategic planning across the partnerships.

THE WAY FORWARD FOR ROTHERHAM

- 5.6 As part of the council's restructuring of Children and Young People's Services in January 2015, a dedicated, senior position has been established with responsibility for the management of a multi-agency CSE service. A multi-agency risk panel (MARP) has also been developed, ensuring that there are appropriate responses across to CSE across partnerships.
- 5.7 The Commissioners, appointed to the Council by the Secretary of State for Communities and Local Government and the Secretary of State for Education, will have a key role in driving the improvement of Rotherham Council as a whole and influencing the ways in which partner agencies engage with Council services and respond collectively to the needs of Rotherham's citizens.
- 5.8 The Children's Social Care Commissioner has the lead responsibility for improving the Council's strategic and operational response to child sexual exploitation. He is also the Chair of the Children and Young People's Improvement Board which will hold the LSCB to account for progress on the Children's Improvement programme.
- 5.9 The Commissioner for Children's Social Care will have clearly articulated his priorities for Children's Services in Rotherham. He states that the service will ensure that:
- Children will grow up in a safe environment. A creative strategy will be delivered that includes prevention, detection, and high quality care alongside a robust enforcement approach.
 - There will be good, reliable children's care services, well managed within agreed resources.
 - Survivors of child sexual abuse or exploitation will have access to a good range of multi-agency support services.
- 5.10 The three work streams will be supported by three related boards:

5.10.1 **CYPS Improvement Board**

This Board is chaired by the Commissioner for Children's Social Care and includes senior officers from the Council, the Advisory Cabinet Member for Children and Young People's Services, Department for Education and partner agencies. The role of the Board is to support and monitor progress on the

THE WAY FORWARD FOR ROTHERHAM

Children's Improvement programme and offer scrutiny and challenge. This Board meets monthly and has agreed terms of reference.

5.10.2 CSE Strategic Board

This Board is chaired by the Commissioner for Children's Social Care and will meet monthly to co-ordinate the Council's strategic and operational response to Child Sexual Exploitation. It will ensure the four key work streams are coordinated and adequately resourced and progressing satisfactorily and in line with Commissioner's expectations.

5.10.3 Support for Adult Survivors

This Board will be chaired by the Director of Public Health from July 2015. It is currently chaired by the Interim Director of Adults Services and is a multi-agency group comprising of commissioners and providers of services for survivors of Child Sexual Exploitation and Child Sexual Abuse. It ensures that a coherent range of effective services are commissioned and delivered effectively in Rotherham.

- 5.11 As executive powers are restored to locally elected members, there may be changes to this governance model which provides for effective oversight and scrutiny.
- 5.12 The following diagram outlines the governance model in pictorial format. The purple boxes represent key statutory bodies which the LSCB will hold to account through "peer" challenge and engagement. The blue boxes represent operational/tactical panels and resources. The orange boxes reflect LSCB structures/governance. The black boxes are commissioner led fora.

THE WAY FORWARD FOR ROTHERHAM

6. Conclusion

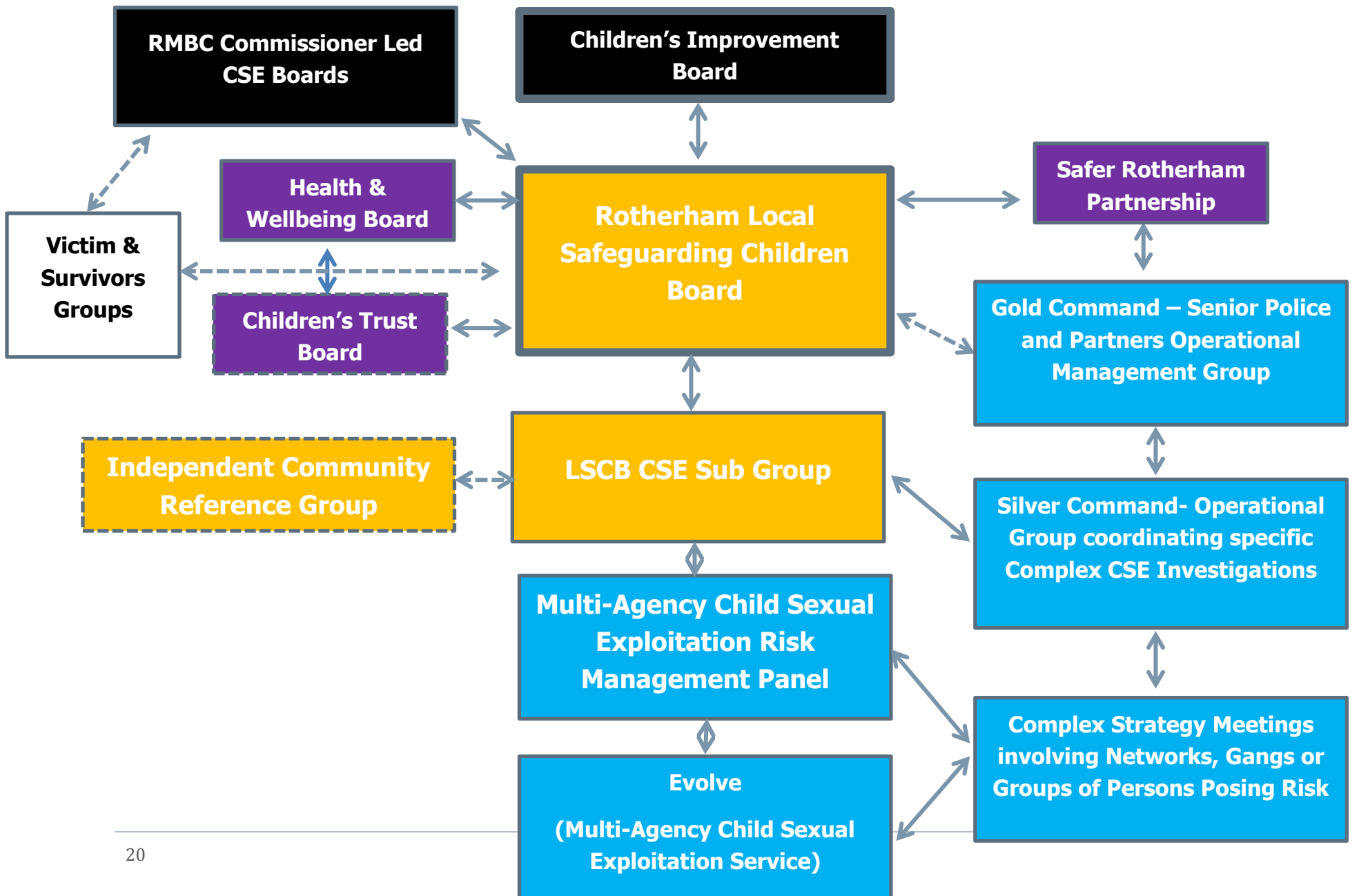
- 6.1 This document represents a partnership approach to improving the multiagency response to CSE in Rotherham. It puts a requirement on all agencies to be ambitious for swift improvements; show tenacity in their realisation of this ambition; and to prioritise the voice of victims, children and their families.

Stephen Ashley

Independent Chair – Rotherham Local Safeguarding Children’s Board

June 2015

THE WAY FORWARD FOR ROTHERHAM



THE WAY FORWARD FOR ROTHERHAM

7. Key contacts and information

- Children's Multi Agency Safeguarding Hub (MASH) – 01709 823987
(or 01709 336080 after 5:30pm or weekends)
- LSCB website - www.rotherham.gov.uk/safeguarding
- Local Safeguarding Children Board (LSCB) website - www.rscb.org.uk
- LSCB policies, procedures and practice guidance –
www.rotherhamscb.proceduresonline.com/index.htm
- Support for victims of CSE (confidential, free-phone helpline) - 0800 7319 256;
or email rotherhamcsesupport@NSPCC.org.uk
- 'Rotherham Standing Together Against Child Sexual Exploitation' website and links to further sources of help and advice –
www.rotherhamstandingtogether.org.uk/rst/help