

<b>Report To:</b>	<b>OVERVIEW (AUDIT) PANEL</b>
<b>Date:</b>	12 September 2016
<b>Executive Member / Scrutiny Panel:</b>	Councillor Gillian Peet – Chair to People Scrutiny Panel Councillor Peter Robinson, Executive Member (Children and Families)
<b>Subject:</b>	<b>REVIEW OF CHILD SEXUAL EXPLOITATION</b>
<b>Report Summary:</b>	The Chair to People Scrutiny Panel to comment on the Executive Response ( <b>Appendix 1</b> ) made by Councillor Peter Robinson (Children and Families) in June 2016 to the Scrutiny review of Child Sexual Exploitation and the recommendations made to support future services ( <b>Appendix 2</b> ), which was concluded in December 2015 and to comment on progress made regarding implementation to date.
<b>Recommendations:</b>	That the Overview (Audit) Panel note the recommendations detailed in Section 8 of <b>Appendix 2</b> .
<b>Links to Community Strategy:</b>	This review supports the Community Strategy priorities relating to 'Supportive Tameside' and 'Safe Tameside'.
<b>Policy Implications:</b>	The review itself has no specific policy implications. Should the recommendations of this report be accepted by the Tameside Council's Executive, the relevant services will need to assess the policy implications of putting individual recommendations in place.
<b>Financial Implications: (Authorised by the Section 151 Officer)</b>	There are no direct financial implications arising from the recommendations within this report. The Council's direct financial contribution towards the multi-agency Project Phoenix Child Sexual Exploitation team equates to one social worker and one support worker within Children's Services at a cost of £0.069m in 2016/2017. In addition, the Council and associated partners dedicate further resources from within their existing service budget allocations as appropriate.
<b>Legal Implications: (Authorised by the Borough Solicitor)</b>	On the 19 November 2014 Ofsted issued a report - <i>The sexual exploitation of children: it couldn't happen here, could it?</i> This thematic inspection was commissioned to evaluate the effectiveness of local authorities' current response to child sexual exploitation. The report draws on evidence from inspection and case examination in eight local authorities and from the views of children and young people, parents, carers, practitioners and managers. In addition, themes from the aligned inspections of 36 children's homes and the collation of findings from the 33 published inspections of services for children in need of help and protection, children looked after and care leavers and reviews of Local Safeguarding Children Boards contributed to the findings. <a href="http://www.ofsted.gov.uk/resources/sexual-exploitation-of-children-it-couldnt-happen-here-could-it">http://www.ofsted.gov.uk/resources/sexual-exploitation-of-children-it-couldnt-happen-here-could-it</a>
	Consequently this review undertakes an important role in considering what further action we need to take to protect children and young people from abuse.

Over the last two years, a series of inquiries and reviews have highlighted significant weaknesses in our collective action to protect vulnerable children and young people from sexual exploitation. Although much of the attention has once again focussed on local authority child protection services, no single agency has escaped criticism for responses that have all too often failed to keep children safe from harm. It is vital that local government responds urgently and robustly to this challenge. Child protection is an essential issue for councils, as both community leaders and the statutory agency for children's services, and it is right that local government demonstrates collective leadership on this agenda.

The LGA commissioned Research in Practice to lead a review of current arrangements for the operation of LSCBs with a view to establish the key criteria required for the effective operation of LSCBs, and whether current arrangements provide a model that is fit for purpose in fulfilling the expectations of policy makers and regulators.

**Risk Management:**

Reports of Scrutiny Panels are integral to processes which exist to hold the Executive of the authority to account.

**Access to Information:**

The background papers relating to this report can be inspected by contacting Joel Hammond-Gant by:

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## APPENDIX 1

### Post Scrutiny - Executive Response

**In Respect of:** Scrutiny Review of Child Sexual Exploitation

**Date:** June 2016

**Executive Member:** Councillor Peter Robinson (Children and Families)

**Coordinating Officer:** Dominic Tumelty, Assistant Executive Director, Children's Services

Recommendations	Accepted/ Rejected	Executive Response	Officer Responsible	Action By (Date)
1. That avenues are explored to further seek safeguarding assurances with private providers, schools and partners for the LAC placed in Tameside from other areas.	Accepted	<p>We will seek assurances from Placements North West that contractual agreements are in place for all providers to comply with Phoenix best standards.</p> <p>TSCB is the appropriate forum to ensure all partners are cognisant of and compliant with policy and procedure and can seek assurance through the Section 11 Audits which are statutory returns. TMBC will also continue to liaise with providers via the quarterly Provider Forum Network to ensure safeguarding protocols are adhered to and statutory notifications of Looked After Children from other areas are forwarded to the appropriate contact within the borough.</p>	Dominic Tumelty	September 2016  October 2016

Recommendations	Accepted/ Rejected	Executive Response	Officer Responsible	Action By (Date)
2. That the local authority and partners put an emphasis on supporting missing children, particularly those who repeatedly go missing, with the aim of reducing the number of missing cases.	Accepted	Children who go missing from home regularly are at high risk. All partners will continue to build on the fortnightly Missing Panel meetings to ensure action plans are relevant and appropriate. In addition, TMBC has recently tendered for the Children's Rights project which includes an improved service for those children who go missing. This will be monitored quarterly to ensure efficacy.	Lorna Schlechte	October 2016
3. That TSCB, Phoenix Tameside and other partners look to ensure that past and present victims of CSE have access to, and are made aware of any support services available to them at the earliest opportunity.	Accepted	Greater Manchester Phoenix has identified that victim support is not as consistently available as it should be. This has also been identified in the most recent (June 2016) Phoenix peer review of Tameside Phoenix, which also stressed the importance of making services more readily available. Early conversations have taken place with third sector providers to improve the current victim support network in Tameside. A plan of support is expected to be available in Autumn 2016.	Dominic Tumelty	October 2016

Recommendations	Accepted/ Rejected	Executive Response	Officer Responsible	Action By (Date)
4. That Children's Services and partners engage with parents and carers on a more regular basis through safeguarding, and awareness projects with a view towards developing a vital resource for awareness raising going forward.	Accepted	<p>The 'Week of Action' scheme in Tameside is widely regarded as setting the benchmark of best practice for CSE awareness raising and training across Greater Manchester. There is always more to do however and the service accepts that child and family feedback is an area for further development which will range from electronic surveys, focus groups and more.</p> <p>The CSE Sub-Group will oversee work in relation to online safety with the aim of developing a strategy for communicating online safety messages to young people, their parents and professionals (a small task and finish group will meet in July to progress this). This work is in addition to that of the Safeguarding Youth Forum which has presented an e-safety training package (SNAPP) for dissemination in schools to TSCB Strategic Board and Child Protection Designated Teachers Forum in June 2016.</p>	Adele Smith	January 2017
5. That Phoenix Tameside look to improve awareness raising and training schemes to ensure that all professionals working with children in Tameside are able to recognise and refer CSE concerns to appropriate agencies.	Accepted	<p>Training schemes are on offer via the TSCB Sub-Groups and are built into the annual training plan. To date, there has been an excellent take-up for all training sessions/courses. TSCB will continue to ensure that ample numbers of training courses are being run, and that they are aligned to any priority safeguarding themes and issues in Tameside by incorporating the expertise of the Phoenix Team into the training pool.</p>	John Mazzolai	December 2016

Recommendations	Accepted/ Rejected	Executive Response	Officer Responsible	Action By (Date)
6. That TSCB and Phoenix Tameside explore the idea of a mentoring network that can bridge the gaps in care for at-risk children, specifically LAC.	Accepted	The recent 'Week of Action' sessions in Tameside have demonstrated how effective a mentor figure can be in delivering key knowledge and information on CSE. The service recognises that it will take time to develop and establish an effective mentoring network, but that it is an important and needed development.	John Mazzolai	March 2017
7. That work is undertaken with non-participating schools to educate the students of the dangers of CSE, and safeguarding information.	Accepted	An audit of schools will be undertaken to identify any school improvement measures that can be implemented to ensure reluctant schools are encouraged to partake in CSE safeguarding training sessions.	Bob Berry	January 2017
8. That regular and mandatory CSE upskilling sessions are designed to keep professionals, teachers and Registered Social Landlords informed of the key safeguarding trends and priorities in Tameside.	Accepted	TSCB will strive to make sure that CSE is kept at the forefront of service delivery by the Council and all partners. In addition, TSCB will liaise and work with members of the Council's Licencing Department to ensure that any CSE upskilling and training sessions are made mandatory for any professionals who interact/work with children.	Dominic Tumelty	January 2017
9. That TSCB tailors its Business Plan 2016-17 to combat the major CSE threats and align with the key safeguarding themes in Tameside.	Accepted	The CSE Sub-Group will make it a priority to ensure that the TSCB Business Plan 2016-17 is informed by the most relevant, priority CSE safeguarding issues and themes in Tameside.	Dominic Tumelty / John Mazzolai	Ongoing
10. That TSCB strives to make professionals in all authorities more aware of the key safeguarding themes and recommendations in Ann Coffey MP's 'Real Voices' report.	Accepted	It is acknowledged that improving the awareness of TMBC and partners to wider safeguarding themes across Greater Manchester will help to inform local plans. This will be included within the TSCB Business Plan 2016-17 and is set to be actioned by the CSE Sub-Group	Dominic Tumelty / John Mazzolai	January 2017

Recommendations	Accepted/ Rejected	Executive Response	Officer Responsible	Action By (Date)
11. That the Council explore options to introduce CSE awareness and prevention as a compulsory aspect of obtaining an alcohol and taxi license.	Accepted	The mandatory training that is required to obtain alcohol and taxi licences covers aspects of CSE and has been reviewed to ensure it is robust. Continued monitoring of the training content will be undertaken to make sure it is aligned to the safeguarding threats and strategies in Tameside.	Dominic Tumelty /Sharon Smith	Ongoing

## **APPENDIX 2**

### **1. INTRODUCTION BY THE CHAIR OF THE PEOPLE SCRUTINY PANEL**

- 1.1 The People Scrutiny Panel are pleased to present this report to you. It follows a review into Child Sexual Exploitation (CSE) in Tameside and was carried out over a period of 4 months by a working group of the panel.
- 1.2 The Panel was very aware of the recent adverse publicity reporting the extent of CSE, sexual abuse and the profound consequences that they have on the lives of those affected. We were concerned to investigate whether everything possible was being done to safeguard the children and young people of Tameside.
- 1.3 We read several recent reports relating to CSE and used these to identify commonalities in the incidences of CSE in Tameside and then considered the advice therein. The Real Voices report (October 2014) written by Ann Coffey MP into CSE in Greater Manchester was written in response to the CSE incidents in Rochdale.
- 1.4 The report highlighted a number of disturbing facts and at the time it was written many children were still being preyed on each day and there were 260 live investigations into CSE across Greater Manchester. This raised the very real possibility that CSE could be occurring in Tameside. The report also stated that the majority of cases involved single offenders but there were variations across Greater Manchester. Many children did not report offences because they felt that the Police looked down on them.
- 1.5 Other reports that we looked at included the Alexis Jay report on CSE in Rotherham and the report by Anna Klonowski, an independent consultant, who was appointed by the Metropolitan Borough Council as the Independent Reviewing Officer into CSE in Rochdale. The Jay report flagged up that scrutiny process of the authority was too often absent or inadequate. All the documents that were read stressed that reports of CSE were not taken seriously enough or properly acted upon.
- 1.6 In light of these papers we have made efforts to seek assurances and to produce a report that would inform the public of Tameside. It is hoped that this report will encourage more people to be aware of the issues and alert to the signs of CSE.
- 1.7 We recognise that although the policies put in place across Greater Manchester have successfully raised the profile of the problem, and successful strategies have been put in place to identify and deal with perpetrators, as well as support victims, not all are well established. We therefore intend to receive regular updates on this subject.
- 1.8 The former children's minister Tim Loughton was quoted in the Klonowski report as saying:  
*"This country has to wake up to the fact that children are being sexually abused in far greater numbers than was ever imagined. It could be going on in every type of community and in every part of the country. Too many local areas have failed to uncover the true extent of child sexual exploitation in their communities and failed to properly support victims and their families".*
- 1.9 It would be fundamentally wrong for any local authority in the country to suggest that CSE is not an issue for their young residents. What remains clear is the importance of putting procedures in place based on local knowledge and intelligence. Everyone needs to play their part in protecting our children and young people. On behalf of the People Scrutiny Panel, I would like to thank all those who participated in this review.

Councillor Gillian Peet, Chair to People Scrutiny Panel

## **2. BACKGROUND TO THE REVIEW**

- 2.1 The current duty to promote the welfare of children has long been established since the Children Act (1989). The most recent update to this law in 2004 has formed a significant component of the work conducted by local authorities across England.
- 2.2 Investigations into recent high profile CSE cases, such as Rotherham in 2013/14, have exposed major shortcomings in the safeguarding successes and efforts of local authorities. Despite the recent rise in media attention and public awareness it is estimated that around 70% of victims do not come forward to report a crime. Of those that do, the average victim waits 12 years before accessing any support services.
- 2.3 The 'Real Voices' report (2014) written by Ann Coffey MP highlighted that only 18.2% of sexual offenders were taken to court, with 8.37% being prosecuted. In 2009, furthermore, only 3.23% of all reported CSE incidents in England and Wales resulted in convictions.
- 2.4 Taking into account the number of children at potential risk of CSE and the size and scale of cases the review will look at the current arrangements that are in place to combat, prevent and raise awareness of CSE as a real issue to children and families across the borough.

## **3. MEMBERSHIP OF THE PANEL – 2015/16**

Councillor Peet (Chair), Councillor Drennan (Deputy Chair).

Councillors Affleck, Ballagher, Beeley, Cartey, Cooper, P Fitzpatrick, Kinsey, Ryan, T Smith, Whitehead, Wild.

Mrs L Aspin (Roman Catholic Church)  
Mrs S Marsh (Church of England)  
Mrs A Gregory (Parent Governor)  
Mr M Osmond (Parent Governor)  
Mr N Ahmed (Muslim Faith)  
Mrs T Sharma (Hindu Faith)

## **4. TERMS OF REFERENCE**

### **Aim of the Review**

- 4.1 To protect the children of Tameside from sexual exploitation by ensuring that the Council and partners are working together effectively to raise awareness and understanding relating to child sexual exploitation and are delivering a proactive and responsive approach to the safeguarding of children and young people in Tameside.

### **Objectives**

- 4.2
  1. To understand the issues relating to child sexual exploitation and the approach taken to safeguard children and young people in Tameside.
  2. To explore the role of the Police and project Phoenix in preventing and tackling CSE in Tameside.
  3. To examine the early identification methods which can allow for quick and safe interventions.
  4. To look at how intelligence is shared across organisations to improve responsiveness.
  5. To explore the work that is undertaken to increase awareness across all age groups and prevent the occurrence of CSE in the first instance.
  6. To examine the support available to the victims and survivors of CSE.
  7. To produce workable recommendations to deliver improvements to Child Sexual Exploitation in Tameside.

### **Value for Money/Use of Resources**

4.3 It is important that children and young people in Tameside are provided with safe and supportive environments. It is essential that the Council and partners work collaboratively to combat CSE and improve early identification and intervention methods. Therefore effective strategies will raise awareness of issues and improve outcomes for all children and their families across the borough.

### **Equalities Issues**

4.4 Child sexual exploitation can impact on all sections of Tameside's communities. The review will consider strategies that lead to safe and positive environments across all ages and backgrounds.

### **People and Place Scorecard**

4.5 The following targets from the People and Place Scorecard relate to the Child Sexual Exploitation review.

<b>Vulnerable Children</b>	<ul style="list-style-type: none"><li>• Child In Need</li><li>• Child Protection Plans</li><li>• Looked After Children</li></ul>
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## **5. METHODOLOGY**

5.1 The working group met with Dominic Tumelty, Assistant Executive Director, Children's Services and Lorna Schlechte, Head of Children's Safeguarding to receive an overview of child sexual exploitation.

5.2 The working group met with Andy Sandiford, Detective Inspector, Greater Manchester Police to receive information and data relating to CSE in the borough and the work undertaken by Project Phoenix.

5.3 The working group met with Sharon Smith, Head of Environmental Services (Public Protection) and John Gregory, Licensing Manager to receive information about the work that is undertaken and how shared intelligence can improve the way CSE is tackled at the earliest opportunity.

5.4 The working group met with John Mazzolai, Chair of the CSE Sub-Group, Stewart Tod, Business Manager, Tameside Safeguarding Children Board and Joanne Booth, Specialist Nurse for Looked After Children, to receive information on the mechanisms and strategies that Children's Services in Tameside have in place to safeguard and protect children and young people from sexual exploitation.

5.5 The working group met with Margaret Banks, Assistant Headteacher and Senior Designated Person for Child Protection at St. Damian's R.C. College and Tania Brown, Safeguarding Advisor for Education, to receive information about the role schools can play in relation to CSE issues, support and awareness.

## **6. REVIEW FINDINGS**

### **Children at Risk**

6.1 Children and young people in the UK are at risk from a variety of models of CSE, with research from the 'My Dangerous Loverboy' project (2012) (see Section 6.47) finding that;

- Over 17,700 sexual crimes against children are reported every year;
- The average age of CSE victims is just 13.

- 6.2 The grooming and sexual exploitation of young people can take many different forms. CSE can be carried out by lone perpetrators, street gangs or organised crime groups, and child trafficking is common in cases motivated by money. Tameside Safeguarding Children Board (TSCB) have ascertained that while there is no current evidence to suggest the presence of gang activity, the greatest threat of CSE in Tameside arises from lone perpetrators targeting isolated individuals.
- 6.3 The notable signs and triggers of CSE include:
- Going missing from home, care or education
  - Breaking away from family and friends
  - Sudden behavioural changes, including being intimidated and fearful of certain people and situations
  - Withdrawn, anxious or depressed behaviour
  - Self-harming
  - Poor eating patterns
  - Dressing inappropriately
  - Low self-esteem
  - Unexplained money or presents
  - Spending time at places of concern such as hotels or known brothels
  - Associating with older people, antisocial groups or other vulnerable peers
- 6.4 In 2014/15 a total of 384 children were reported missing in Tameside; 18% were reported multiple times during the year. The Department for Education (2013) reported that 25% of missing children are at risk of serious harm, and are at particularly high risk of sexual exploitation.
- 6.5 As of 21 January 2016 there are 101 children in Tameside who have been flagged at risk of CSE, in most cases following the application of the CSE Risk Assessment Tool (see Section 6.33). Of these young people, 6 are currently High Risk, 73 are Medium Risk and the other 22 are Low Risk who have not met the criteria to conduct a Risk Assessment but are still monitored.
- 6.6 In order to put these numbers in context locally, data from the 2014 mid-year population estimates show that there are 28,157 young people in Tameside aged between 8 and 18, 49% of which are girls.
- 6.7 **Looked After Children** – Looked After Children (LAC) are considered to habitually be at a greater risk of CSE than the average young person, owing to them not having stable, consistent familial support. The Child Exploitation and Online Protection Centre estimated that in 2011, 20-35% of all sexually exploited children in the UK live in residential care.
- 6.8 LAC are also four times more likely than the average child to develop mental health conditions, and are considerably more likely to do worse than their peers at school. These can potentially become contributing factors to a child losing confidence and interest in their academic career and social development, and potentially lead them towards some of the common triggers of CSE.
- 6.9 As of 1 January 2016, 348 looked after children have been placed in Tameside by other authorities from across the country, of which 62 are in residential children's homes. The other 286 children are in temporary/long-term foster or adoption placements.
- 6.10 The Council is notified of every child placed in residential care establishments by another authority, and provide educational and healthcare support to them. Beyond this, however, there is little ability to support LAC due to their social care being continued and managed by their 'home' authority. Additional efforts and measures are taken to make certain that LAC

are being successfully integrated into their new school and surroundings, and remove them from triggers of CSE and other harmful activities.

- 6.11 **Children's Homes** – There are 19 children's homes in Tameside; 4 are run by the local authority and 15 are in private ownership. It is also probable that the numbers of private children's homes may rise in Tameside in the future. There are 4 additional care homes that are semi-independently managed and specifically cater to young people aged 16-18.
- 6.12 The standards of care at Council and privately managed residential homes are carefully and regularly monitored by OFSTED. Council officers and CSE-trained Police Community Support Officers also visit all children's homes every 6 weeks, to confirm that the establishments are suitably safeguarding their children from CSE.
- 6.13 The consistency of care provided by private children's homes in Tameside can be affected by high turnover rates of children and staff. This can affect how comfortable and confident a looked after child is in their placement, and inhibit them from developing trusting relationships with the staff, in particular those from other boroughs that require this to help with their transition to Tameside.
- 6.14 **Grooming and Online Safety** – The rise of social networking and the increasing accessibility of explicit information on the internet are considered to be two of the greatest challenges facing authorities and Police working to tackle CSE.
- 6.15 Due to the regular and widespread use of social networking websites and smartphone 'apps', a growing proportion of young people are becoming exposed and vulnerable to online grooming, sexual abuse and sexual exploitation. For example, according to 'My Dangerous Loverboy' 1 million children under the age of 13 are using social networking websites each day in the UK.
- 6.16 Current popular culture and media trends are exposing people of all ages to sexualised images and behaviour, resulting in young people wanting to follow and copy these trends, and partaking in activities such as sexting. This has seen an increasing proportion of young people at risk of being groomed online and/or coerced into engaging in the sharing of sexually inappropriate messages and pictures with online predators.
- 6.17 This has forced Police strategy and methods to be changed to account for the proportion of cyber-crime, as well as the fact that perpetrators can be hundreds of miles away from the victims. A lot of the policing for these cases is therefore done by collecting and assessing evidence from online.
- 6.18 The issue of sexting has become particularly prevalent in schools across the UK, which Ann Coffey MP cites as being responsible for producing different expectations of sexual entitlement and a confused understanding of consent. It is believed that this is a key cause of young people becoming increasingly vulnerable to sexual exploitation online.

## **Conclusions**

1. With no current evidence to suggest linked perpetrators or gangs are operating in Tameside, CSE cases have mainly involved individuals and targeted offences.
2. While the number of at-risk children in Tameside appears to be a relatively small proportion of the young population, it is of great importance to continue to safeguard and protect current and future victims of CSE.
3. Missing and looked after children are at a higher-than-average risk of CSE, with potential gaps in intelligence and support for the children placed from other areas and children with multiple missing episodes remaining a risk for local authorities.
4. The rise of social networking and sexting have resulted in online grooming becoming increasingly dangerous, and emphasised as a safeguarding priority by the local authority, Police, schools, and other partners.

## **Recommendations**

1. That avenues are explored to further seek safeguarding assurances with private providers, schools and partners for the LAC placed in Tameside from other areas.
2. That the local authority and partners put an emphasis on supporting missing children, particularly those who repeatedly go missing, with the aim of reducing the number of missing cases.

### **Safeguarding Children**

- 6.19 TSCB became a statutory function under the Children's Act in 2004 and has a responsibility to coordinate, monitor and support the work that is undertaken by each represented person or body for the purposes of safeguarding and promoting the welfare of children.
- 6.20 Responsibilities for the Board, as set out in Working Together to Safeguard Children (2015) include:
- Developing policies and procedures for safeguarding and promoting the welfare of children
  - Communicating the need and raising awareness of the issues and signs of CSE to all groups in the community
  - Participating in the planning of services for children in the area
  - Conducting reviews of serious cases and advising board partners on lessons that can be learned
- 6.21 At an operational level TSCB has a three tiered structure which comprises of the Strategic Board, Business Group and a number of sub-groups.
- **Strategic Board** – Meets every quarter and sets the strategic direction for the Board. One of the key priorities for the Strategic Board has been to evaluate the impact of existing CSE strategies and develop effective multi-agency responses to children missing from home and/or education.
  - **Business Group** – Meets every 6 weeks and can be viewed as the operational arm of the Board. The group will discuss a range of emerging themes and determines how work in these areas will be progressed.
  - **Sub Groups** – Positioned under the Business Group and carry out the work of the Board.
- 6.22 A CSE Sub-Group is chaired by a member of Greater Manchester Police (GMP) and is attended by several other partners from the community. It is responsible for delivering the annual CSE Workplan, which is a regularly updated action plan of the key CSE safeguarding work that needs to be undertaken in the borough.

6.23 In 2014/15, TSCB re-wrote its CSE Strategy and Workplan to be in accordance with national policy and guidance, and more directly support Tameside's young residents. The Board also established a referral pathway between the Public Service Hub in Denton, and Project Phoenix, to increase the accessibility of local support for victims and children at risk of sexual exploitation.

### **Project Phoenix**

6.24 Police forces in Greater Manchester and across the country have been under pressure to strengthen their efforts on tackling CSE. As a result, GMP forces established Project Phoenix – a joint approach with the Association of Greater Manchester Authorities (AGMA) – which aims to homogenise and improve the way that CSE is tackled in the region.

6.25 A Project Phoenix team has been set up in each district of Greater Manchester; Phoenix Tameside is made up of Detectives, Constables, Police Community Support Officers, a Social Worker and a Health Nurse. Teams across Greater Manchester regularly share information and work cooperatively on CSE cases, owing to perpetrators rarely living in the same area as their victims.

6.26 TSCB and Phoenix Tameside have produced a three-strand partnership approach to tackling CSE that involves Preventative Work, Protection and Prosecution. A number of operations and schemes have been implemented to enforce these three strategic priorities.

6.27 **Prevention** – Preventative work involves educating those at risk, the community and other professionals on how to identify, reduce and avoid the dangers of CSE;

- CSE awareness is being raised across the borough and training sessions are being delivered to schools, Police and Fire services, New Charter Housing Association and the Youth Offending Service.
- The theatrical production 'Somebody's Sister, Somebody's Daughter' (see Section 6.49) has been delivered to 11 of the 15 secondary schools in Tameside in 2014/15.
- Phoenix Tameside is prioritising its involvement with parents and carers in Tameside to make them more aware of the real threat of CSE and how they can help to protect their children (see Section 6.31).

6.28 **Safeguarding** – To safeguard those identified as at risk or vulnerable to CSE most effectively, a holistic, multi-agency approach has been instigated in Tameside.

- A standardised CSE Risk Assessment Tool is being used to create a more uniform approach to safeguarding (see Section 6.33).
- Phoenix Tameside received 119 referrals in 2014/15 from Police, schools, housing associations and residents.
- A Missing Panel was created by TSCB in response to a significant number of young people being reported missing from home or care; 384 children went missing in 2014/15, 18% of which had multiple missing episodes.

6.29 **Prosecution** – Improving investigations and prosecutions of CSE offenders was cited by Ann Coffey MP as one of the key recommendations for authorities in Greater Manchester

- Multi-agency enforcement visits to premises across the borough have commenced in an attempt to produce more prosecutable evidence and disrupt offenders from being able to commit CSE.
- Efforts have been made to better the standard of Missing from Home reports by care homes (see Section 6.60), and actions are taken against those who display poor management and safeguarding of residents.
- Phoenix Tameside regularly shares information with New Charter Housing Trust and other Registered Social Landlords, which has enabled 'problem tenants' associated with CSE to be evicted or have restrictions imposed on them to disrupt their activities.

- 6.30 Greater Manchester Project Phoenix launched a ‘Child Sexual Exploitation Week of Action’ in September 2015 to help raise awareness of CSE. The main focus of the event was to provide information and training on sexting and online safety. Future courses will look to educate residents on the full range of issues and dangers associated with CSE.
- 6.31 As aforementioned in Section 6.27, Phoenix Tameside is actively working to engage parents and carers in Tameside to make them more aware of the dangers of CSE, and create a holistic approach to safeguarding that incorporates parents/carers. In May 2015 a ‘Parents Awareness Week of Action’ was run, which delivered 18 CSE awareness sessions across Tameside and passed out over 1,000 copies of the Phoenix ‘Parents Awareness Pack’ to residents.
- 6.32 Strong links have been developed between Phoenix Tameside, the Council and schools. Improvements have been made in the way information and intelligence is gathered and shared between partners, specifically with regards to monitoring and sharing key information on individual at-risk children.
- 6.33 Project Phoenix has recently introduced a standardised CSE Risk Assessment Tool, which comprehensively measures a child’s:
- Level of care at home
  - School attendance
  - Sexual health
  - Substance use
  - Social media use
  - Association with risky peers/adults
- 6.34 The test attributes a High, Medium or Low risk rating to each child, which is then logged and shared between partners to alert other authorities such as schools and support services. The Risk Assessment Tool is being utilised by all Phoenix teams across the country which is helping to strengthen the uniformity of the national, regional and local approaches to tackling CSE.

**Figure 1. Total Numbers of CSE Incidents in Greater Manchester and Tameside**

Area	2013/14	2014/15
Greater Manchester	886	3258
Tameside	95	275

- 6.35 The table above compares the total number of CSE incidents in Tameside and Greater Manchester between 2013/14 and 2014/15. The figures show an increase in incidents by 189% in Tameside and by 268% across Greater Manchester.
- 6.36 The increases can be attributed to the intense work that has taken place to raise awareness of the risks of CSE. Whilst the numbers of reports and potential incidents have risen, the inroads that have been made to bring CSE to the forefront of the minds of parents, carers and residents can be viewed as positive progress by the Police, local authority and partners.

## **Conclusions**

5. TSCB coordinates CSE safeguarding activity in Tameside through a number of partner agencies, and engages with as many people in the community as possible.
6. Project Phoenix has allowed strong links to be developed between the Police, Tameside Children's Services and schools, with the clear aim of safeguarding young people at risk of CSE.
7. There is a clear connection between the rise in CSE incidents and the amount of work undertaken over the past 12 months to improve the awareness of CSE in Tameside.

## **Recommendations**

3. That TSCB, Phoenix Tameside and other partners look to ensure that past and present victims of CSE have access to, and are made aware of any support services available to them at the earliest opportunity.
4. That Children's Services and partners engage with parents and carers on a more regular basis through safeguarding, and awareness projects with a view towards developing a vital resource for awareness raising going forward.
5. That Phoenix Tameside look to improve awareness raising and training schemes to ensure that all professionals working with children in Tameside are able to recognise and refer CSE concerns to appropriate agencies.

## **Raising Awareness**

- 6.37 Successful safeguarding activities to date have emphasised raising the awareness of the risks associated with CSE and the different models in which young people can be exploited. TSCB's Training Organiser coordinates and delivers CSE training to partners, and advises schools on the most effective educational packages for children of different ages.
- 6.38 **Training Packages** – CSE training has been provided to staff in Tameside schools through the 'Train the Trainer' programme. A designated member of staff from each primary and secondary school in Tameside is trained to be able to:
- Recognise the signs/triggers of CSE
  - Support victims
  - Liaise with local partners to help to resolve CSE cases
  - Train the remaining members of staff in their schools
  - Integrate age-appropriate CSE material into lesson plans
- 6.39 Since 'Train the Trainer' began, a number of schools have reported a higher number of children providing information and evidence of CSE. As of 1 January 2016, 90% of all schools in Tameside have participated in the scheme, with the remaining schools scheduled for training in early 2016.
- 6.40 School nurses in Tameside have also been given training to allow them to be able to deal with low and medium risk CSE cases within school grounds, providing CSE victims with quick access to an alternative support service.
- 6.41 **Educational Resources** – The majority of CSE awareness activities are run in schools to actively engage with as many young people in the borough as possible and improve the number of prevented CSE cases/victims.
- 6.42 'Real Love Rocks' is a programme designed by Barnardos to promote the idea of healthy, safe relationships amongst children and young people, as well as raise awareness of grooming, CSE and online safety. Two different resources have been designed for primary and secondary school students and are delivered by teachers.

- 6.43 The ‘Real Love Rocks’ Primary Resource is an interactive tool specifically for pupils in Year 6, which focuses on the importance of feeling free, happy and safe in future relationships. The resource uses lots of games, crafts, activities and animations to address four key themes:
- **Relationships** – What they are and what makes a happy, safe and fair relationship
  - **Grooming** – What it is and how to get help if a child feels uncomfortable
  - **Keeping Safe** – How to stay safe, especially as they begin to get an increased independence and go to secondary school
  - **Being Online** – How to keep safe when online, on phones, computers, tablets and when gaming
- 6.44 The Secondary Resource is aimed at young people in Years 7-9, but can be used with children of all ages in secondary schools. The resource utilises a range of activities and promotes healthy discussions on four key themes:
- **Relationships** – What they are and what makes a happy, safe, fair and consensual relationship.
  - **Child Sexual Exploitation** – What it means, the different ways it can occur and where to receive help and support if needed.
  - **Keeping Safe** – Encouraging young people to think about how to stay safe when they are out in public emphasising the risk that alcohol, drugs and not being in contact with parents/carers can bring.
  - **Impact of Watching Porn and Sexting** – The impacts and possible consequences of watching porn, the risks involved in sexting and how to stay safe online.
- 6.45 Both the Primary and Secondary ‘Real Love Rocks’ resources are provided to special schools that are then able to adapt the range of information to suit the learning needs of specific students. In addition, a specialist CSE nurse delivers the resource to LAC who have been placed in Tameside from other boroughs.
- 6.46 ‘My Dangerous Loverboy’ is a short film published in 2012 to raise awareness of the sexual exploitation and trafficking of young people. The film is designed for 16-18 year olds and aims to alert as many young people as possible about the dangers of sexual exploitation. It is a particularly hard hitting and emotional piece that sparked interest and discussion in the press upon its release.
- 6.47 The film is accompanied by the ‘Love or Lies?’ educational resource pack, which contains lesson plans and interactive exercises based on the images shown and issues covered in ‘My Dangerous Loverboy’, as well as of general CSE awareness. The exercises focus on:
- Creating healthy relationships
  - Boosting self-esteem
  - Minimising the risk of CSE
  - Online safety
  - Street grooming (trafficking) awareness
  - Social pressures and expectations
- 6.48 A theatrical production titled ‘Somebody’s Sister, Somebody’s Daughter’ was written and produced as a method of presenting information about CSE and street grooming to young people aged 14 and upwards. It presents the stories and perspectives of three young people to reveal the individual and wider impacts that CSE can have:
- **Chloe** – A 15 year old girl who becomes a victim of grooming by a street gang.
  - **Sara** – The best friend of Chloe.
  - **Javid** – A young man who risks his own safety to remove Chloe and Sara from the harm of sexual exploitation.
- 6.49 To date the play has been performed to all Year 10 students in 11 of Tameside’s 15 secondary schools. The performance has received an excellent response from students

and staff, with some schools reporting a marked increase in the number of students coming forward to provide information about cases of CSE.

- 6.50 Project Phoenix put together the 'It's Not Okay' website and campaign that collaborates with public and third sector partners across Greater Manchester to help young people recognise the signs of CSE and encourage them to report it, as well as provide support to at-risk victims. The campaign also works closely with Parents against Child Sexual Exploitation to relay the dangers and signs of CSE to parents and carers, and provide CSE training to professionals in all sectors in Tameside.
- 6.51 Phoenix Tameside has also run the Crucial Crew CSE sessions which aim to speak to over 2,400 Year 6 pupils on the risks of CSE, and emphasise the importance of staying safe and vigilant when moving into secondary school, meeting new people and gaining independence.
- 6.52 **Support Services** – A Safeguarding Youth Forum has been established which offers young people a chance to discuss CSE signs and impacts and voice any concerns they may have. The Board is hoping to promote the use of this service by networking with more primary and secondary schools in the borough.
- 6.53 In an attempt to raise awareness of the dangers of CSE, the Council and partners have recently run borough-wide activities and workshops consisting of:
- CSE training to 4,000 Year 6 pupils
  - Sexting awareness training for students and teachers at Tameside College
  - Visits from CSE victims and parents

### **Conclusions**

8. A range of educational resources have been rolled out to primary and secondary schools across Tameside that alert children to the dangers of CSE, and teach them to stay safe in public and online.
9. A small number of schools in the borough are yet to take advantage of the resources for CSE awareness.
10. CSE training has been provided by TSCB to teachers in Tameside schools, ensuring that they are capable of identifying and dealing with signs of CSE and effectively relay key information to students.

### **Recommendations**

6. That TSCB and Phoenix Tameside explore the idea of a mentoring network that can bridge the gaps in care for at-risk children, specifically LAC.
7. That work is undertaken with non-participating schools to educate the students of the dangers of CSE, and safeguarding information.
8. That regular and mandatory CSE upskilling sessions are designed to keep professionals, teachers and Registered Social Landlords informed of the key safeguarding trends and priorities in Tameside.

### **Improving Outcomes in Tameside**

- 6.54 The Council has taken steps to form strong relationships and partnerships with GMP and Phoenix Tameside to combat CSE in Tameside. Tameside Licensing Department has subsequently been awarded the 'Divisional Commander's Excellence Award' for its individual and partnership work undertaken to tackle CSE in the borough.

- 6.55 Operation Labyrinth, which commenced in January 2015, is a proactive project set up to identify and develop intelligence opportunities in public places, open spaces and potential CSE hot-spots. The operation also involves visits to these hot-spot areas by plain clothed Police officers twice a week to obtain first hand evidence.
- 6.56 As a result of Operation Labyrinth, 14 locations have been targeted (offenders' home addresses, premises with identified concerns); 8 business premises visited by enforcement teams; 65 offenders visited (33% receiving multiple visits); 15 abduction warnings served and numerous children given support and reassurance.
- 6.57 Off-Licence Enforcement Days are conducted regularly across Tameside, which involve officers from the Council, Police, Customs and Immigration forming several multi-functional teams and carrying out coordinated, impromptu visits to off-licences, checking for any illegal activity or signs of grooming.
- 6.58 Officers have successfully intercepted information about the owners of off-licences selling alcohol to underage children, and attempting to groom and/or exploit young girls by engaging in sexually explicit and inappropriate conversations with them. In certain circumstances licences are revoked immediately in cases which can be linked with CSE.
- 6.59 Operation Madison is another scheme that with the support of Phoenix Tameside is aiming to improve the standard of Missing from Home reports released by children's homes, and take action against those who display poor management of their residents.
- 6.60 Due to there being over 1,200 active taxi drivers in Tameside who naturally encounter young people and children on a daily basis, the Licencing Department have put an emphasis on implementing training initiatives and more requirements for all licensed drivers operating in Tameside.
- 6.61 To become a taxi driver in Tameside, a number of requirements and tests have to be met, including:
- Having held a full UK Driving Licence for a minimum of 12 months
  - Legal proof of eligibility to work in the UK
  - Providing a letter of good character written by their home nation's embassy
  - Passing English language and local knowledge tests
- 6.62 A training initiative is being established to train and up-skill all taxi drivers in Tameside to spot the signs of CSE and domestic abuse, and relay information and evidence to the right people in a timely manner. This will be extended to radio communications officers for all Tameside taxi companies, to ensure that information on these issues can be shared and dealt with as effectively and efficiently as possible.
- 6.63 As a result of the CSE awareness initiatives undertaken across the borough, CSE-related intelligence in Tameside has continued to increase, rising 77% from 2013/14 to 2014/15. Referrals to Phoenix Tameside have also risen to 119 in 2014/15 from 43 over the same period, showing the positive effect that awareness work in Tameside is having.
- 6.64 Through this increased intelligence sharing, enforcement sessions and investigations undertaken, Project Phoenix is currently monitoring 86 known or suspected CSE flagged offenders.
- 6.65 In addition, the number of CSE Public Protection Investigations undertaken by Phoenix Tameside increased by 105% in 2014/15, due to the improved partnership approach and integration of CSE-related services in the borough, as well as enhanced triaging.

### **Awareness for the Future**

- 6.66 TSCB has published its Strategic Plan 2015-2018, which was written in collaboration with all of its partner agencies and key stakeholders. It is in line with the strategies of the Health and Wellbeing Board, the Adult Safeguarding Board, Neighbourhood Services, Domestic Abuse Strategic Group and Clinical Commissioning Group, to homogenise the approach towards safeguarding going forward.
- 6.67 TSCB's CSE Workplan aims to:
- Improving intelligence gathering and sharing with multi-agency partners
  - Ensuring that a tiered package of support is available for all victims of CSE
  - Increasing the awareness of CSE in children and young people, parents and the wider community
  - Developing a local Missing from Home Protocol that details the response to missing children who are known to be at risk of CSE
- 6.68 Work will also be undertaken to tackle domestic abuse, self-harm and neglect, as well as provide more effective Early Help services, which will hopefully contribute to better safeguarding of Tameside's residents.

### **Conclusions**

11. The Council's partnership work with Project Phoenix has been recognised with the 'Divisional Commander's Excellence Award'.
12. In 2014/15, CSE awareness schemes and initiatives have increased the intelligence shared between partners.
13. There was some evidence that not all professionals working with children were fully familiar with the findings and recommendations of the 'Real Voices' report.

### **Recommendations**

9. That TSCB tailors its Business Plan 2016-17 to the combat the major CSE threats and align with the key safeguarding themes in Tameside.
10. That TSCB strives to make professionals in all authorities more aware of the key safeguarding themes and recommendations in Ann Coffey MP's 'Real Voices' report.
11. That the Council explore options to introduce CSE awareness and prevention as a compulsory aspect of obtaining an alcohol and taxi license.

## **7. CONCLUSIONS**

- 7.1 With no current evidence to suggest linked perpetrators or gangs are operating in Tameside, CSE cases have mainly involved individuals and targeted offences.
- 7.2 While the number of at-risk children in Tameside appears to be a relatively small proportion of the young population, it is of great importance to continue to safeguard and protect current and future victims of CSE.
- 7.3 Missing and looked after children are at a higher-than-average risk of CSE, with potential gaps in intelligence and support for the children placed from other areas and children with multiple missing episodes remaining a risk for local authorities.
- 7.4 The rise of social networking and sexting have resulted in online grooming becoming increasingly dangerous, and emphasised as a safeguarding priority by the local authority, Police, schools, and other partners.

- 7.5 TSCB coordinates CSE safeguarding activity in Tameside through a number of partner agencies, and engages with as many people in the community as possible.
- 7.6 Project Phoenix has allowed strong links to be developed between the Police, Tameside Children's Services and schools, with the clear aim of safeguarding young people at risk of CSE.
- 7.7 There is a clear connection between the rise in CSE incidents and the amount of work undertaken over the past 12 months to improve the awareness of CSE in Tameside.
- 7.8 A range of educational resources have been rolled out to primary and secondary schools across Tameside that alert children to the dangers of CSE, and teach them to stay safe in public and online.
- 7.9 A small number of schools in the borough are yet to take advantage of the resources for CSE awareness.
- 7.10 CSE training has been provided by TSCB to teachers in Tameside schools, ensuring that they are capable of identifying and dealing with signs of CSE and effectively relay key information to students.
- 7.11 The Council's partnership work with Project Phoenix has been recognised with the 'Divisional Commander's Excellence Award'.
- 7.12 In 2014/15, CSE awareness schemes and initiatives have increased the intelligence shared between partners.
- 7.13 There was some evidence that not all professionals working with children were fully familiar with the findings and recommendations of the 'Real Voices' report.

## **8. RECOMMENDATIONS**

- 8.1 That avenues are explored to further seek safeguarding assurances with private providers, schools and partners for the LAC placed in Tameside from other areas.
- 8.2 That the local authority and partners put an emphasis on supporting missing children, particularly those who repeatedly go missing, with the aim of reducing the number of missing cases.
- 8.3 That TSCB, Phoenix Tameside and other partners look to ensure that past and present victims of CSE have access to, and are made aware of any support services available to them at the earliest opportunity.
- 8.4 That Children's Services and partners engage with parents and carers on a more regular basis through safeguarding, and awareness projects with a view towards developing a vital resource for awareness raising going forward.
- 8.5 That Phoenix Tameside look to improve awareness raising and training schemes to ensure that all professionals working with children in Tameside are able to recognise and refer CSE concerns to appropriate agencies.
- 8.6 That TSCB and Phoenix Tameside explore the idea of a mentoring network that can bridge the gaps in care for at-risk children, specifically LAC.
- 8.7 That work is undertaken with non-participating schools to educate the students of the dangers of CSE, and safeguarding information.

- 8.8 That regular and mandatory CSE upskilling sessions are designed to keep professionals, teachers and Registered Social Landlords informed of the key safeguarding trends and priorities in Tameside.
- 8.9 That TSCB tailors its Business Plan 2016-17 to combat the major CSE threats and align with the key safeguarding themes in Tameside.
- 8.10 That TSCB strives to make professionals in all authorities more aware of the key safeguarding themes and recommendations in Ann Coffey MP's 'Real Voices' report.
- 8.11 That the Council explore options to introduce CSE awareness and prevention as a compulsory aspect of obtaining an alcohol and taxi license.