

# Lancashire County Council

## Scrutiny Committee

Friday, 17th July, 2015 at 10.30am in Cabinet Room 'B' - The Diamond Jubilee Room, County Hall, Preston

### Agenda

#### Part I (Open to Press and Public)

<b>No.</b>	<b>Item</b>	
------------	-------------	--

<b>1.</b>	<b>Apologies</b>	
-----------	------------------	--

<b>2.</b>	<b>Disclosure of Pecuniary and Non-Pecuniary Interests</b>	
-----------	--	--

Members are asked to consider any Pecuniary and Non-Pecuniary Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.

<b>3.</b>	<b>Minutes of the Meeting held on 19 June 2015</b>	(Pages 1 - 8)
-----------	--	---------------

<b>4.</b>	<b>Lancashire Safeguarding Children Board Update</b>	(Pages 9 - 84)
-----------	--	----------------

<b>5.</b>	<b>Work Plan and Task Group Update</b>	(Pages 85 - 88)
-----------	--	-----------------

<b>6.</b>	<b>Urgent Business</b>	
-----------	------------------------	--

An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.

<b>7.</b>	<b>Date of Next Meeting</b>	
-----------	-----------------------------	--

The next meeting of the Scrutiny Committee will be held on Friday 18 September 2015 at 10:30am at the County Hall, Preston.

I Young  
Director of Governance,  
Finance and Public Services

County Hall  
Preston



## Lancashire County Council

### Scrutiny Committee

**Minutes of the Meeting held on Friday, 19th June, 2015 at 10.30 am in Cabinet Room 'B' - The Diamond Jubilee Room, County Hall, Preston**

#### **Present:**

County Councillor Bill Winlow (Chair)

#### **County Councillors**

C Crompton	D Watts
D O'Toole	G Wilkins
C Pritchard	Mrs F Craig-Wilson
J Shedwick	S Holgate
C Wakeford	C Dereli

CC Cynthia Dereli replaced CC Richard Newman-Thompson, CC Steven Holgate replaced CC Alyson Barnes and CC Fabian Craig-Wilson replaced CC Vivien Taylor for this meeting.

#### **1. Apologies**

No apologies were received.

#### **2. Disclosure of Pecuniary and Non-Pecuniary Interests**

None were disclosed.

#### **3. Minutes of the Meeting Held on 17 April 2015**

The minutes of the meeting held on 17 April 2015 were agreed to be an accurate record.

#### **4. Minutes of the Meeting Held on 12 May 2015**

The minutes of the meeting held on 12 May 2015 were agreed as an accurate record.

#### **5. Emotional Health and Wellbeing including Specialist Child and Adolescent Mental Health Services Report**

The Chair introduced Louise Taylor (Corporate Director of Operations and Delivery), Tony Morrissey (Deputy Director of Children Services) Dave Carr (Head of Service Policy, Information and Commissioning), Mark Warren (CAHMS Coordinator), Vanessa Hollins (East Lancashire Hospital Trust), Terry Drake (Lancashire Care Foundation Trust), Nicki Turner (Policy, Information and

Commissioning) and Dr Warren Larkin (Lancashire Care Foundation Trust) to the meeting, who presented a report on Emotional Health and Wellbeing including Specialist Child and Adolescent Mental Health Services (CAMHS).

It was stated that the report addressed issues that the Committee had raised during consideration of an earlier report in January 2014 and that the opportunity had been taken to broaden the report to provide updates on wider elements of the CAMHS service. It was noted that the Committee had requested in the report; examples of work undertaken regarding emotional health responses for children looked after, information on funding and comparative data.

The Committee was informed that Appendix 'A' of the agenda pack referred to the Preston pilot which contained a full evaluation, and due to its success, the service had been made available across Lancashire. It was highlighted that the Preston pilot had developed new ways of working with 16-18 year olds as investigation and case reports had identified an inequity in provision for the age bracket.

It was highlighted that positive feedback had been received for training sessions involving Lancashire County Council Mental Health Service Workers, which had helped to raise awareness of the growing adolescent brain and the significant impact of trauma during the development period.

The Committee was informed that the Preston pilot had improved information sharing between adult and children's workers, and that the development of a single health care record had enabled the service to be joined up and integrated.

Feedback was highlighted to be positive from workers, and it was noted that the feedback from young people and carers services had also improved. It was explained that this was due to a more consistent application of processes, such as the common assessment process, which was designed to provide a holistic view of children's needs and would be implemented across all CAMHS services.

It was reported that children and young people felt listened to, had been able to communicate issues and understood what was explained in meetings, which provided a greater level of control and an understanding of methods to service users.

The Committee was informed that, regarding information sharing and better working between A&E Safeguarding and CAMHS staff, a Teaching Hospital Quality Award 2014 had been awarded in the team work category, which displayed success.

Members noted that the number of young people who had presented with a mental health issue had increased. Therefore, it was queried whether there was capacity to help young people with the demands of a complex and demanding lifestyle in the modern world, and how this could be integrated into services that the County Council commissioned.

It was explained to the Committee that a mental health task force review around wellbeing provision for young people and their families had concluded that waiting for a mental health problem to emerge was too late and an injection of funding into prevention, resilience and early help was required. It was emphasised that prevention was more effective and delivered better results.

Members questioned whether the current service model was sustainable. The Committee was informed that if young people who presented at crisis point continued to rise, it was not sustainable. It was explained that global clinical research identified adversity as the prime contributor to poor outcomes in a person's mental health condition. Adversity such as; physical abuse, emotional neglect, sexual abuse and exposure to domestic violence were highlighted as the key contributing factors. A national adversity in childhood study, published in 2014, displayed that the most common forms of adversity could be prevented, and if prevented, it had been estimated that there would be a 40% reduction in mental health issues.

Members raised that, with an increased number of children requiring additional support and help, there had been occurrences when access to services was below par in schools and children had been placed on waiting lists, whereas previously services would be available within schools. The Committee was informed that waiting times for specialist CAMHS had reduced, but issues still existed. It was acknowledged that mental illness required earlier intervention, and that a mental health task force had suggested the implementation of a mental health worker for every school, or a member of staff who had received training to help identify children with vulnerabilities. The worker/staff member, it was conveyed, would identify a link with CAMHS and therefore this would create a link between schools and CAMHS services.

The Tiers of the service provided were outlined to the Committee;

Tier 4 was outlined to be services for children and young people who had been deemed to be at greatest risk and had rapidly declining mental health, or had seriously self-harmed. This involved specialist services, in-patient services and clinical services.

Tier 3 was outlined to be services designed for children with very severe and complex disorders. This, it was noted, involved clinical, psychological and intensive support.

Tier 2 was outlined to be designed for children and young people with additional health and wellbeing needs, this included elements of the SCAYT+ service (Supporting Carers of Children and Young People Looked after Together), which supports carers of children and young people.

Tier 1 was outlined to be for low-intensity, non-specialist interventions, such as prevention and early help services. This also involved targeted youth support and emotional health and wellbeing services within schools.

It was highlighted that a significant proportion of intervention and early help provision was embedded within the tier 1 and the tier 2 services.

It was noted that in January 2014, the Committee had requested sight of case studies and it was noted that Appendices 'B' and 'C' of the report contained a range of examples of such studies.

Mark Warren was invited to discuss a case study around SCAYT+. It was explained that the service had been created in response to issues around looked after children that required attention.

It was explained that the service was primarily consultative. Therefore, foster carers, adoptive parents, social workers and schools could access the service to gain a greater understanding of a child's therapeutic needs. It was emphasised that focus had gone into ease of access for this service.

Reference was made to Theraplay and that this would involve weekly therapeutic intervention. It was conveyed that CAMMS work was based around attachment theory; for example, if a child had failed to bond with a birth family and was placed with new carers, work was undertaken to generate attachment which required support over a long period of time to encourage development.

Members asked if neglect was irreversible in extreme cases. It was elucidated that it depended on the degree of adversity and damage inflicted upon the young person. However, it was highlighted that a young person who had experienced acute adversity often possessed a much smaller and underdeveloped brain. It was explained that a number of factors could change the level of underdevelopment, for example, if a child had protective factors within their environment this would increase the likelihood of the individual living a fulfilled life.

Vanessa Hollins was invited to discuss a case study involving the tier 4 services offered. It was outlined that the service user required a higher level of service and would be provided with care until manageable by lower tiers of the CAHMS service. The particular young person was noted to now be managed well and developing as well as could be expected with consideration of their circumstances.

Members noted that intervention, such as the example, was of paramount importance and had significant costs to the County Council. The Committee made reference to funding from Clinical Commissioning Groups (CCGs) for Lancashire, noting that it was significantly lower than the national average. Therefore, Members queried why this was the case.

It was explained that additional funds had been requested from CCG's, and that funding had been distributed on a regional level to the CCG's. This, it was conveyed, was expected to be distributed to service providers accordingly.

Members queried whether family members had background checks before a child was placed with them. It was explained that efforts were made to keep children within their families, rather than bring them into care. It was explained that they would be checked via liaison with the Police, and other partners, to ensure checks had been carried out before placements.

The Committee was informed of financial facts around the service. It was highlighted that a joint-commissioning strategy for children and young people with emotional health needs in Lancashire had been developed under the banner of Lancashire Children and Young People Trust, which had the support of CCG's, providers, schools, Police, Fire and Rescue service, and all other partners, around children's services. It was conveyed that the strategy defined the resources available, and also included a set of commissioning proposals to aid the prioritisation of resources and was considered to be a key set of actions.

It was explained that national benchmarking information was expected for April 2015, however, this was unavailable until 2016. This would also include patient health questionnaires, screening information, waiting times and patient's experiences. Therefore, it was emphasised that it was expected to be a comprehensive data set once received.

The Committee was informed of comparative data on funding for Lancashire, with the average spend for 0-18 year olds being, £29.46, compared to the average in England, of £59.35. Members queried why funding for Lancashire was below the national average. The Committee was informed that work was ongoing to investigate the range of funding across all of the CCG's and the County Council which would be taken through the systems board. The importance of comparing 'like for like' was emphasised and officers explained that a distorted picture could be presented when the universal provision for CAMHS was taken into account. Therefore, focus would be placed upon tier 4 and tier 3, along with elements of tier 2 to understand this.

Regarding evidencing outcomes, it was conveyed that more funding for children's mental health and wellbeing services would follow the submission of a single integrated transformation plan that articulated the local offer, which would demonstrate a seamless and simple system. Furthermore, the Committee was informed that a key feature of the Future in Mind plan was the Children's IAPT (Improving Access to Psychological Therapies) program, which increased access for psychological therapies. This, it was noted, had been running for a number of years and now covered 60% of the population. It was explained that progress was monitored via an electronic device which would; ask service users how they experienced a session, measure their symptoms, and measure their progress. It was explained that in the coming years, 90% of English nationals would be able to access evidence based therapies such as a CPT (cognitive psychological therapy) and parenting interventions.

Members highlighted that reference was made to concerns around challenges in obtaining information from service providers. Therefore, it was queried how issues with obtaining information would be overcome.

It was conveyed that there was not a consistent set of outcome measures, therefore performance measures from Lancashire Care Foundation Trust would differ across the County, and subsequently, this created difficulties with gaining a countywide picture. Regarding the Care Foundation Trust, it was explained that the County Council was attempting to agree a consistent set of information and that the Trust had agreed to work through a list of information requested by the County Council to investigate what was possible now, what was possible at a later stage, and what, if anything, might be difficult to provide.

Louise Taylor provided a further update to the Committee. The Committee was reminded that in 2008 a joint area review had taken place which had been critical of the County Council's Emotional Health and Wellbeing Services for children and young people, stating that there was an inequity in provision, a lack of consistency in approach and criticism of enablement for children and their families to understand the system before they accessed it.

Over the past 7 years, it was highlighted, there had been significant improvements made and subsequently positive feedback. However, it was explained that issues still remained with waiting times and access to services. It was explained that an issue still remained around rapidity, for example, whether everything was being done as early as it could be. It was emphasised that work was ongoing to overcome the issues.

It was conveyed that the Local Government Association in August made clear that services for children and young people with mental health problems required a complete overhaul so that young people and their families were not faced with a complex system at such difficult times in their lives, and the importance of working early was stressed. Therefore, it was explained that CAMHS was a priority for the County Council.

It was explained that in 2014, the Lancashire Safeguarding Children Board had numerous meetings around emotional health and wellbeing and required reassurance that the County Council offered adequate support. It was explained that the Chair of the Safeguarding Board was completely independent, with no former relationships with any of the organisations within Lancashire, which was emphasised to be very positive.

Subsequently, it was explained that the system required remodelling, and due to numerous reviews that had taken place in the previous years, it was decided that enough information existed to begin making changes. Therefore, in designing the system, it would be modelled to focus on an earlier stage of intervention and consequently, the Health and Wellbeing Board had commissioned a task and finish group which outlined requirements for the County Council to present a clear model which was easily explainable to children and families.

It was conveyed that in the new County Council structure services for adults, children and young people had been aligned with a view to a lifelong approach to dealing with mental health issues rather than a fragmented approach.



It was explained that at the next meeting of the Health and Wellbeing Board the model would be presented and once agreed, this would be implemented. Members queried when the meeting was scheduled to take place. It was explained that this was anticipated to take place in August/September of 2015.

The Committee referred to prevention work within schools. It was noted that within the Fairness Report, there was reference to PSHE (Personal Social Health Education) which, it was noted, was not a statutory requirement and it was queried whether this was utilised in Lancashire. It was explained that PSHE was a non-statutory subject within schools and that this had been decided by central Government. However, it was conveyed that long standing pressure remained for this to change. It was explained that there was a large amount of support in Lancashire for PSHE and that the County Council supported schools to deliver this service.

Members noted their worries about mental health being stigmatised and whether anything was being done to assuage the issue. The Committee was informed that a video montage, which was part of the emotional health and wellbeing campaign, had been shown at the PULSE Celebration Event which included footage of the flash mob performed by schools across Lancashire. It was agreed that the link to the website's URL would be shared with the Committee. It was also noted that Lancashire Youth Council and the UK Youth Parliament would be taking forward emotional health and wellbeing as topics for consideration.

Members stressed that there was a need for a party who understood what a good service looked like to assess the model. It was stressed that to acquire CCG funding, a clear and approved system was needed. It was suggested that the findings of the Health and Wellbeing Board's Task and Finish Group be reported to the Health Scrutiny Committee's Steering Group in September.

Members queried whether teachers and early year's workers could contact services without the permission of a parent or guardian. It was explained that anyone could contact services for advice anonymously. However, any specific information about a young person under the age of 16 would require parental approval.

Resolved that;

- (i) The Committee note the progress evident from the report.
- (ii) The Committee request that the Health and Wellbeing Board's task and finish group present an update of progress to the Health Scrutiny Steering Group in September with further updates made to the Committee as appropriate

## **6. Workplan and Task Group Update**

Resolved: That the work plan and task group update be noted.

**7. Urgent Business**

There was no urgent business

**8. Date of Next Meeting**

It was noted that the next meeting of the Scrutiny Committee would be held on Friday, 17 July 2015 at 10:30am, County Hall, Preston, Cabinet Room 'B'.

I Young  
Director of Governance, Finance  
and Public Services

County Hall  
Preston

# Agenda Item 4

## Scrutiny Committee

Meeting to be held on 17 July 2015

Electoral Division affected: All
-------------------------------------

## Lancashire Safeguarding Children Board

Please find attached report Appendix A

Contact for further information:

Jane Booth, Tel: 07795061538, Independent Chair, Lancashire Safeguarding Children Board

Paul Hegarty, Tel: 01772 538352, Business Manager, Lancashire Safeguarding Children Board Paul.hegarty@lancashire.gov.uk,

### Executive Summary

The LSCB last reported at the 5 December 2014 meeting of the Scrutiny Committee. Members asked Lancashire Safeguarding Children Board (LSCB) representatives for a further future update on a number of key safeguarding activities

The attached report is an update by the Lancashire Safeguarding Board

### Recommendation

The committee to note and comment accordingly to the recommendations of the attached report

### Background and Advice

Please find attached report Appendix A

### Consultations

NA

### Implications:

This item has the following implications, as indicated:

### Risk management

NA

**Local Government (Access to Information) Act 1985  
List of Background Papers**

Paper	Date	Contact/Tel
insert details	insert date	insert details

Reason for inclusion in Part II, if appropriate

insert the exemption number and extract from relevant Para 1-7 or 'N/A' as appropriate



## Scrutiny Committee

Meeting to be held on 17 July 2015

**Electoral Division affected:  
All**

## Lancashire Safeguarding Children Board

### Update regarding LSCB key activity

(Appendices A, B C and D refer)



Contact for further information:

Jane Booth, Tel: 07795061538, Independent Chair, Lancashire Safeguarding Children Board  
[Jane.Booth@lancashire.gov.uk](mailto:Jane.Booth@lancashire.gov.uk)

Paul Hegarty, Tel: 01772 538352, Business Manager, Lancashire Safeguarding Children Board  
[Paul.hegarty@lancashire.gov.uk](mailto:Paul.hegarty@lancashire.gov.uk)

## Executive Summary

The LSCB last reported at the 5 December 2014 meeting of the Scrutiny Committee. Members asked Lancashire Safeguarding Children Board (LSCB) representatives for a further future update on a number of key safeguarding activities which had been referred to in the meeting and the LSCB has also taken the opportunity to provide a number of further updates. Items covered in this report are:

1. Brief summary re LSCB
2. Child Sexual Exploitation:
  - Findings from a CSE diagnostic and responses – Appendix A CSE Diagnostic and Appendix B - Response
  - College of Policing report examining CSE services including multi-agency partners - Appendix C
  - Operation Fervant (formerly Hydrant) a police investigation in to allegations of historical sexual abuse and Post Saville actions
3. Information Sharing CP-IS system update
4. Proposal to develop a shared business unit (and its functions) of the safeguarding adults and children boards
5. Developing links with District councils and the Office of the Police and Crime Commissioner

## Recommendations:

Committee members are asked to consider each of the reports provided.

Committee members may wish to assure themselves that services provided by Lancashire County Council and its partners to children at risk of sexual exploitation, are effective and sufficient in light of the specific reports about those issues.

Committee Members are asked to note the progress on the implementation of the CP-IS system and the continuing development of the work of the Children's Partnership Boards.

## Background and Advice

### 1. Lancashire Safeguarding Children Board (LSCB)

- 1.1. The LSCB has a statutory responsibility to ensure the effectiveness of work undertaken by agencies to safeguard children in Lancashire. The LSCB is required to produce an Annual Report which sets out the work undertaken in this regard in Lancashire. The report for the 2013 -14 financial year was presented to the committee in December 2014. The 2014-15 report will be available in September 2015.
- 1.2. Several areas for development of services were identified and the LSCB remains particularly concerned about services for children experiencing emotional and mental health problems. These challenges have previously been presented to the Lancashire Health and Well Being Board. Ongoing development work has been agreed with the establishment of a high level multi-agency group charged with addressing these concerns. I understand the Scrutiny Committee has also heard further evidence on this matter recently and that progress is being reported to Health Scrutiny in the autumn.
- 1.3. The LSCB continues to work with partner agencies to address all areas for development identified in the Annual Report and Lancashire County Council is a key organisation in all this work. The current LSCB work-plan includes an increased focus on quality assurance activity both through increased analysis of data and inspection activity. A second diagnostic exercise is underway and is looking in detail at the development and effectiveness of the Multi-agency Safeguarding Hub (MASH).

### 2. Child sexual exploitation

- 2.1. The LSCB undertook a multi-agency diagnostic assessment in February 2015. The aim was to assess strengths and areas for development in this area of work and benchmark against the findings from the recent Alexis Jay report, the report by Ann Coffey and also the LGA best practice guidance. The exercise was conducted by a small representative number of professionals from LSCB partner agencies and was led by Jane Booth (Independent Chair LSCB). In March 2015 the College of Policing undertook a peer review of the current arrangements regarding CSE. The aim of the review was to "*assess the capability and capacity of Lancashire constabulary to deal with the threat of CSE.*"
- 2.2. The diagnostic, Appendix A, identified many strengths and a number of areas for future action.
- 2.3. The following areas were identified as good practice:
  - A comprehensive CSE Strategy supported by multi-agency policies and procedures
  - Some strong initiatives around prevention
  - Multi-agency, co-located teams
  - Strong engagement of voluntary sector
  - Strong leadership
  - Strong partnerships in place
- 2.4. The key areas requiring action were;

- The challenge of ensuring effective recognition of CSE in a County as large, diverse, two tiered with a plethora of organisations should not be underestimated
- A CSE coordinator requires appointment
- Specialist health services were absent in two areas. (this has now been addressed)
- Consistency re referral threshold requires further examination
- Changes on police operational arrangements requires close monitoring
- Data analysis requires more attention to outcomes rather than solely volume.

2.5. The relevant organisations were tasked with examining the report and responding formally as to how they plan to build on the significant strengths and respond to the challenges. A full response has been received from the agencies and has resulted in continuing improvement. See Appendix B.

2.6. The report of the Review undertaken by the College of Policing is attached as Appendix C. While the focus was on policing, the review also included partnership working. The report concluded *"Lancashire constabulary has made a significant commitment to tackling the challenge of CSE, focusing upon the delivery of an effective multi-agency safeguarding service for the communities of Lancashire."*

2.7. Good practice areas were:

- Clear commitment to the CSE National Action Plan
- Vision and determination evident
- The message that CSE is a priority is understood throughout the workforce

2.8. Key areas action to support further development were:

- Review risk assessment processes
- Increase capacity to collect and better analyse localised data
- Develop further CSE training opportunities
- CSE problem profile to be updated
- *"..relationship with social services (sic) are good and prompt – however if it comes to mental health social workers or anybody else who is required to make an assessment in respect of mental health then there can be challenges."* This will be raised at the Lancashire Adult Safeguarding Board.

2.9. Together the Diagnostic Exercise and the College of Policing Review provide a comprehensive analysis of the quality of CSE Services and the areas for development. The LSCB is monitoring progress of actions resulting from both of these detailed examinations and holding agencies to account for delivering improvements. It has already prompted significant action to enhance services and led to the urgent review of the pan-Lancashire CSE standard operating policy.

## 2.10 Operation Fervant police investigation

2.11 Operation Fervant (formally Hydrant) has been operating in Lancashire since January 2015 and is part of a national operation set up to investigate allegations made against those in positions of trust or responsibility and celebrities. The unit has undertaken 31 separate investigations originating from within the Constabulary by way of direct public contact or by way of referral from Operation Fervant's central office in South Yorkshire. It is interesting to note that a number of the later referrals emanate from the national Independent Panel Enquiry into child abuse (referred to as the Goddard Enquiry).



2.12 To date Fervant Lancashire have investigated a number of historic sexual abuse allegations made by former children in care at various Children's Home establishments in Lancashire. Other investigations of note include that of a football coach Johnathan Chattle affiliated to Preston North End Football club charged with multiple counts of abuse and a significant number of sexual/physical abuse claims at various educational establishments. Chattle received a six year sentence at Preston Crown Court in June 2015; he will also be on the sex offenders register for life.

2.11 Other on-going cases include historic sexual abuse perpetrated by priests, care home workers and preliminary enquiries into possible offences committed by a celebrity actor and a teacher accused of sexually abusing a pupil in 1997.

### **3 Information-Sharing Pilot Update**

3.1 Lancashire County Council was the first local authority in England to upload its client data to the Child Protection Information Sharing tool developed in partnership between LCC, BTLS, the Health and Social Care Information Centre and Liquid Logic as part of a national programme. The data consists of basic demographic details of all children subject to a Child Protection Plan and all Children Looked After. This information then appears within a child's electronic health record for those professionals within unscheduled care settings such as A&E Departments, out of hours GP services, NW Ambulance.

3.2 As at the 4<sup>th</sup> March 2015, Lancashire County Council, Wigan MBC and the London Borough of Tower Hamlets were the three LAs live with CP-IS. In Lancashire, the unscheduled care settings with access to the information are Royal Preston Hospital, Chorley and District hospital and all maternity services, county-wide. There are a number of A&E sites in the North of England who are also live and they include Wigan, Wrightington and Leigh Hospital, Calderdale Hospital and Huddersfield Hospital.

3.3 The Health and Social Care Information Centre within the NHS are currently aiming for all LA's and the majority of unscheduled care settings across England to be live with CP-IS by the end of 2018.

3.4 Further and more detailed information can be found at [www.hsicic.gov.uk/cpis](http://www.hsicic.gov.uk/cpis)

### **4 Children and Adult Safeguarding Board business unit amalgamation**

4.1 The statutory basis for the Adult Safeguarding Board was introduced nationally under the Care Act 2014 on the 1 April 2015. In order to fulfil the new requirements effectively and efficiently it has been agreed by both boards to establish a combined adult and children safeguarding board business unit with a small increase in personnel funded by additional contributions from partner agencies. The report attached as Appendix D sets out the proposed structure and the restructured unit will be led by a single business manager. Following appropriate personnel procedure, the target is for the new unit to be fully operational by April 2016 at the latest.

4.2 Whilst there is a significant financial benefit from the establishment of a single business unit there are also efficiencies and increased effectiveness in combining some functions in respect of safeguarding across the full age range. It is anticipated that services will be better coordinated and that the risk of policy and procedural gaps across traditional age transition points will be reduced.

## 5 Development of the Children's Partnership Boards (CPBs) and links with the Police and Crime Commissioner.

- 5.1 The five locality based Children's Partnership Boards (CPB) have been meeting regularly since April 2014. The work previously conducted through the LSCB Locality Safeguarding Groups has been integrated into the CPB agendas and a member of the LSCB Business Unit attends all meetings. The CPBs have an important part to play in safeguarding at the local level and all have work plans that include safeguarding priorities.
- 5.2 The County-wide Children's Trust continues to meet twice a year with the LSCB and a joint conference is scheduled for November 2015.
- 5.3 Links between the LSCB and Police and Crime Commissioner and his team are developing and detailed discussions have taken place with the Police and Crime Commissioner in respect of the challenges in the LSCB Annual Report for 2013-14 and the CSE Diagnostic. A mutual interest in ensuring use of regulatory and licensing powers actively support safeguarding has also resulted in meetings with staff from district councils and a work-stream has been developed to establish best practice standards across the county in respect of the licensing of vehicles for Private Hire. These discussions have primarily focused on how CSE can be disrupted on a pro-active basis by the regulatory and licensing powers of district councils. This will be a key feature of future planning.

## 6 Consultations

Partner agencies have been consulted regarding the information contained in this report.

## 7 Implications:

This item has the following implications, as indicated:

**Legal:** The LSCB exists as a result of a statutory requirement. Accountability for its effectiveness rests with the LA Chief Executive. Failure of the LSCB to perform effectively reflects badly on the reputation of all agencies.

**Personnel and finance:** The staff supporting the Board (the Business Management Team), are "hosted" by the council and provided with line management via the county council management structure. The budget is made up from agency contributions but held by the council and managed in accordance with the council's financial regulations.

**Equality and Diversity:** The LSCB concerns itself with services to support some of the most vulnerable children and young people in the county. Failure of the LSCB to ensure effective services would impact on these vulnerable groups.

**Local Government (Access to Information) Act 1985  
List of Background Papers**

<b>Paper</b>	<b>Date</b>	<b>Contact/Directorate/Tel</b>
1. CSE diagnostic	February 2015	Paul Hegarty/LSCB/538352
2. College of Policing	May 2015	Paul Hegarty/LSCB/538352
3. Structure chart of adult and children safeguarding boards	March 2015	Paul Hegarty/LSCB/538352
	May 2015	Paul Hegarty/LSCB

**Appendices:**



CSE Diagnostic  
Final Report.pdf



Child Sexual  
Exploitationrespons



Lancashire CSE Peer  
Review -April Final.1



Adult and Children  
safeguarding board





## **Child Sexual Exploitation – Diagnostic February 2015**

### **Introduction**

A number of well publicised criminal court cases, Serious Case Reviews, inspections and independent reports into Child Sexual Exploitation (CSE) have resulted in the issue receiving a high profile across all areas, LSCBs and agencies.

CSE is not new and has been given priority in Lancashire for a number of years. The Multi-agency Strategy for responding to CSE covers the Lancashire County Council Area, Blackpool and Blackburn with Darwen (BwD), and services at a local level have been delivered by multi-agency teams for a number of years. Regular reports have been submitted to the Lancashire Safeguarding Children Board (LSCB) which have provided assurance but there is never any room for complacency as to the quality of services and practice models, hence the decision made by the LSCB to undertake a diagnostic exercise to inform future development. The aim of the exercise has been to take stock of current arrangements and compare the response to children who live in Lancashire LSCB Area with what we understand to be good practice.

### **Process**

The LSCB established a short-life task and finish group to undertake this exercise and we have used a template provided as part of the NW Performance Framework to assist with this exercise. We have sought information from all the statutory agencies involved in the work but have not had the capacity to engage in any detailed way with the voluntary sector. We have considered who is and who needs to be involved in reducing the prevalence and impact of CSE, what activities we would expect them to be engaged in to achieve this outcome and the context within which this work is carried out. We have also considered what we might expect to find if our services are good and effective and what the published reports and research tell us about what constitutes good practice. We have looked at what data we collect in order to measure the quality of services and outcomes for children and young people and what gaps there are. We have considered the findings of local audits and quality assurance activity and what we have learnt from children and young people themselves. The Chair of the group has also had access to staff in the multi-agency teams.

## ***What have we found?***

### **Strategic approaches:**

The multi-agency strategy for CSE is supported by the three Safeguarding Children Boards; Lancashire, Blackpool and Blackburn with Darwen; and delivered via the Pan-Lancashire CSE Strategy Group. The aim of the Strategy is to safeguard and protect children and young people across the geographical county area by providing a single and coordinated strategic response. The well established Strategy, adopted in 2011, has recently been reviewed and updated and will be presented to the Lancashire Safeguarding Children Board's meeting in March 2015 and also to the other LSCBs at their next meetings. There is evidence of the CSE Strategy Group being well-attended, with commitment from all relevant agencies. The group has routinely discussed all relevant national publications and reviews re CSE and monitored both the strategy and the local action plan to ensure that all recommendations are considered and inform the Pan-Lancashire strategy and plan.

Strategic priorities have been reviewed and are proposed for the period 2015-18 as follows:

1. Prevent: Public Confidence, and Awareness;
2. Protect: Protection, support and safeguarding victims and manage risk;
3. Pursue: Partnership: Co-location and co-working of CSE services;
4. Intelligence and Performance Monitoring;
5. Leadership;
6. Learning and Development.



Strategy, Revised  
(DRAFT)

The action plan has also been updated with actions identified under each strategic priority. Completion of actions is monitored through regular meetings.



Action Plan, Revised  
(DRAFT)

A single Standard Operating Protocol is also in place together with a single set of policies and procedures. These are held on-line to enable easy access for the workforce across the county.



Operating Protocol

Recent changes to the make-up, location and structure of the specialist CSE teams, and the importance of direct accountability to the individual Safeguarding Boards, has resulted in the recent decision to establish of 3 operational Steering Groups covering areas reflecting the Safeguarding Board footprints, which report both directly to the relevant Safeguarding Children Board on local delivery and to the CSE Strategy Group.

Following rationalisation in 2014-15 of the structures for coordinating the general planning of children's services, the District Children's Partnership Boards in the LCC footprint are accountable at a local level for ensuring local components of the CSE Action Plans are completed and will provide feedback to the CSE Strategy Group on a regular basis.

#### **Assessment:**

***A comprehensive CSE strategy is in place, supported by an appropriate action plan. Arrangements to monitor delivery of the strategy and plan are robust. The collaborative nature of strategic arrangements pan-Lancashire is positive, as is access on-line to a single operational protocol and a single set of policies and procedures.***

#### **Prevent: Public Confidence, and Awareness**

The strategy recognises that engagement with children, young people and their families is essential in developing awareness of the risk of CSE and ensuring support is accessed early where risks exist. Engaging with the community in an area the size of Lancashire and across the diversity of groups making up the population is a significant challenge. To date good use has been made of events such as the CSE Week of Action in November 2014 alongside a range of more locally based activities. This has included theatre groups being engaged and work commissioned to support the development of the PHSE curriculum in schools. The former Children's District Trusts completed awareness raising activity at a local level and this is now being continued by the District Children's Partnership Boards.

A wide range of initiatives and activities are in evidence across all 12 District areas delivered by the voluntary sector and the Young People's Service (YPS) and CSE features heavily in the YPS "issue based" work alongside other key safeguarding concerns. YPS actively profiles CSE issues on its facebook sites, website and walls in YouthZones and Young People's centres. The service is clear about its role in supporting prevention and early help and includes CSE issues in its mainstream activities so as to reach the widest numbers of young people.



YPS Activity

Schools play an important part in ensuring children and young people are aware of CSE risks and recognise the warning signs. CSE has been discussed at senior head teacher's groups across county to ensure CSE features within the curriculum as appropriate and schools staff are trained appropriately. A full curriculum programme on Healthy Relationships has been developed and Schools Advisors are looking at how CSE can be included in the wider safeguarding remit as appropriate. Support is available for schools in respect of the inclusion of safeguarding issues, including CSE, in the PHSE curriculum. Every school has a designated safeguarding lead and training and support to these staff members is provided by the LA and through the LSCB multi-agency training programme. The LSCB has an e-safety sub-group and provides resources, an annual conference, and advice to schools and to children, young people and families, about the risks which can develop as a result of online activities.

In 2014 the NSPCC offered safeguarding session in all Lancashire schools for Year 6 pupils on safeguarding issues.

The Strategy also covers awareness-raising with specific groups and with staff across the variety of agencies. While specific training is provided to those working directly with children, young people and their families (covered later in this report), there is a need for basic awareness-raising more widely. With an estimate of more than 30,000 (and possibly as many as 60,000) professionals in this category the challenge is significant. However in December 2014 both the Children's Trust and the LSCB made a request to all agencies who are involved with children and families to ensure staff, as a minimum, access the Board's on-line basic CSE e-learning package. Evidence to date indicates good take up in response to these requests. Clear policies and procedures also support preventative work.

In November 2014 the LSCB held a half-day conference with children home providers. This was well attended by the private and voluntary sector and enabled the Board and its partners to ensure those attending had up-to-date information about CSE, their responsibilities and local policies and procedures.

Two CSE conferences, one for professionals and one for young people were held in the Autumn on the same day and same site. The young people joined the professionals in the afternoon and were able to share the outcome of the work they had done in the morning. The young people presented a list of actions they felt would make a difference and these are being built into the CSE Action Plan. There is evidence of good practice across the county in direct engagement with young people.

In several of the national reports risk in relation to "hidden harm" within minority communities is raised. Language barriers, social isolation, cultural sensitivities and social norms can all impact on the success of communication and engagement. As part of the 2015-18 CSE Strategy a multi-faith group is being established to improve



engagement with faith communities. Further work needs to be done to ensure full engagement with all communities.

Further work is also planned in order to provide training to businesses across the county who may be in a position to identify risk such as taxi drivers, hotels and licensed premises.

The CSE strategy is also being considered alongside other strategies to support vulnerable groups such as children who go missing from home and children in residential care – particularly those placed a long way from home.

#### **Assessment:**

***There is evidence of good practice and a great deal of appropriate activity to prevent CSE through raising public and professional awareness. However the scale of the challenge in ensuring community (both public and professional) awareness of CSE and recognition of the associated risks should not be under-estimated. With a diverse population, a wide geography, more than 800 schools and local services delivered via the County Council and 12 District Councils and a variety of health care providers, it is difficult to accurately record what is being delivered where and to ensure comprehensive coverage. Although recommended practice, there has not been the appointment of a CSE coordinator to support delivery of the Strategy. This is currently a significant gap. If plans to develop an integrated business unit to support both the LSCB and the Lancashire Safeguarding Adults Boards (LSAB) then one post in the unit will be designated to undertake this role.***

#### **Protect: Protection, supporting and safeguarding victims and managing risk;**

Specialist multi-agency teams are in place across the county; while the size of the teams varies, all include police and Children's Social Care personnel but the health care input is not consistent. All work to the same policies and procedures but the direct responses to children identified as being at risk does vary.

During 2014 the configuration of the teams reduced from six to three to continue an alignment with the new police divisions. This resulted in two of the previous four teams serving children and young people in the Lancashire LSCB area being amalgamated to form the a single team in the centre and South of the county, one amalgamating with the Blackpool team to serve the North of the County and one amalgamating with the Blackburn with Darwen team to serve the east of the county.

The "Engage" team covers the east of Lancashire and all of Blackburn with Darwen. And is based just off the M<sup>6</sup> outside BwD. The team make-up is as follows:

1 police sergeant; 8 detective constables; 1 police Missing from Home coordinator;  
2 nurses;

1 Voluntary sector representative from Parents Against Child Sexual Exploitation (PACE);

The above listed staff all work across the whole area. In addition there are:

1 Senior Social Worker from BwD; 1 Support worker from BwD; 2 Barnardo's workers

(The above staff cover only BwD.)

1 Social worker based in the Hyndburn/Ribble Valley LCC locality; 1 part-time LCC support worker for Hyndburn/Ribble Valley locality;

1 Children Society worker covering Hyndburn and Ribble Valley locality;

1 LCC social worker covering Burnley and Pendle; 1 LCC Support worker covering Burnley and Pendle.

The "Deter" team covers the central and south areas of Lancashire and is based in Preston. The team make-up is as follows:

2 police sergeants (one focussing on Preston and the other on the south of the area); 3 detective constables; 2 police Missing from Home Coordinators;

2 Children's Society staff;

1 part-time Young Addaction worker;

1 part-time PACE worker;

No specialist nursing – referred to local services as appropriate;

1 LCC Social worker; 2 attached LCC support workers;

The "Awaken" team covers the Blackpool and the north of Lancashire and is based in Blackpool. The team make-up is as follows:

1 police sergeant; 6 detective constables;

1 full-time Specialist Nurse 1 Support worker full time (Children Society)

1 full time LCC Social Worker

1 full time LCC Support Worker

The importance of getting the health care component of the teams and support for those young people at medium and low risk and managed out-with the specialist teams has been recognised. Discussions are underway between the Clinical Commissioning Groups and Public Health who have given a commitment to finding appropriate funding to ensure there is a health care component in all the teams. More work needs to be done on the service model, and the nature of the health-care offer being made. The role of the school nurse in supporting those at risk is also under review.

The extent to which members of the specialist teams work on awareness- raising activities varies but is significant. This potentially undermines their ability to offer direct services to CSE victims and to progress investigations.

Statistics collected over more than three years show a similar rate of referrals to the teams over that time. However those directly involved in the teams believe the previous arrangements resulted in the referrals levels from the LCC areas being an under-representation of need and more recent data supports this hypothesis as numbers are growing.

Data is routinely analysed and presented to the LSCB. Figures contained in the 2013-14 show that there were 1430 referrals across the county as compare with 1307 and 1491 in the two previous years. These figures include Blackpool and Blackburn with Darwen. 40% of referrals were identified as potentially high risk and 49% medium (this is the risk as assessed on referral prior to the completion of a specific detailed risk assessment by the specialist team). 62% of the young people were between 13 and 15 years old and the majority were female. However in the last 6 months of the period there was a significant increase in male referrals from 8% in the previous period to 22%.

Pre-existing vulnerability is a key element in the young person's likely involvement in CSE, and while it cannot be assumed that all those who go missing from home are at risk, a third of referrals did involve a young person who had gone missing. Looked After children are also over-represented in both CSE referrals and those who go missing from home.

Internet based offences are the most prevalent and generally take place in the young person's own home.

90% of suspected offenders were male and 93% white.

#### **Assessment:**

***The establishment of multi-agency specialist teams is positive. Two of the Lancashire teams are better established than the third which has only recently had a specialist LCC CSC input and specific focus on the North of the county. The size of the teams and the management arrangements need to be kept under review as the service develops further.***

***The extent and nature of health care involvement in the teams needs to be determined and resourced.***

***Community based social care and health care services to support those at medium and low risk need to be robust and pathways for the delivery of services identified more clearly. Competent CSE risk assessments should be part of the process resulting in access to early help to avoid the risk of loss of intelligence. The engagement by the voluntary sector in the specialist teams is positive.***

### **Pursue: Identifying and Bringing Offenders to Justice**

Referrals can arise via the CSC Contact and Referral Team (CART), the Multi-agency Safeguarding Hub (MASH) or direct to the specialist teams. Good practice would be that all cases are screened and all those where a CSE risk is identified referred in to the specialist teams to assess the level of risk. It is not possible to confirm that this always happens and an audit of cases needs to be conducted to consider this in more detail. It appears that in some parts of the county non-specialist staff will identify risk and make the risk assessment themselves. Where this is considered to be low or medium they refer directly to early help and community based services. It may well be that such staff have had appropriate training and their managers can offer the right level of support and challenge but if these cases by-pass the specialist teams completely then there is the risk that the cases do not progress from a screening level to a more comprehensive risk assessment and certainly any opportunity to collect and collate intelligence is lost.

All referrals to the specialist teams are risk assessed by appropriately trained staff. Those young people identified as at high risk receive a specific service which is planned and coordinated.

While immediate protection is of the highest priority, prosecution is also a goal wherever possible. Investigation of CSE is a complex and time consuming activity requiring specialist skills and the nature of the offences often means that forensic evidence is not always available.

The teams refer cases to the Crown Prosecution Service as early as possible but do not have the benefit of access to specialist CPS staff. Anecdotally staff report mixed experiences which suggest that some of the lessons learnt elsewhere may not yet have been embedded in local CPS practice. The character and previous history of the victim is seen by the teams as still assuming too much prominence in the decisions about prosecution. However there is a good record in terms of successful prosecutions and convictions.

In 2013-14, 192 perpetrators were prosecuted for CSE related offences which is similar to the figure for previous years which ranges from 183-197.

Where prosecution is not possible, but concern that offences may be being committed remains, there is evidence that action is taken to disrupt the opportunity for CSE. Examples of disruption activity may include:

- Targeted policing of 'hotspot' locations identified through debriefing missing children, patrolling officers or other intelligence
- The use of licensing laws/powers including licensing of private hire vehicles
- Sharing of information/intelligence regarding perpetrators and suspected perpetrators with schools, children's homes and other partner agencies
- Targeted awareness raising with local hotels and B&Bs where victims may be brought by perpetrators

The police have been proactive in using the range of new safeguards such as Risk of Sexual Harm Orders, Child Abduction Warning Notices, Civil Injunctions and Sexual Offence Prevention Orders. In addition The Anti-social Behaviour, Crime and Policing Act 2014 allows officers to issue a notice requiring the owner, operator or manager of relevant accommodation to disclose information where intelligence indicates the premises are being or have been used for the purpose of child sexual exploitation.

Initiatives which are already planned will engage more actively with the business and night-time economy to better support disruption.

In response to the growing number of on-line risks a new approach has been adopted through the establishment within the police force of a specialist Online Child Abuse Investigation Team.

#### **Assessment:**

***There is clear evidence of a pro-active response to referrals in respect of CSE to protect and prosecute. However there is no evidence of consistency re referral thresholds and significant risks that intelligence is not effectively passed to the specialist teams. In the two teams which cover more than one local authority area the management of referrals varies considerably depending on the local authority area and differs for LCC staff according to which social work team the social care staff are linked with. In the East there are also said to be variations between the two LCC localities with team boundaries described as being rigid. There is no single management chain supporting the LCC specialist staff.***

***The service delivered via the police component of the teams is generally consistent. Changes to the operational arrangements within the police during 2014 located the specialist teams with management from HQ. Previously the Lancashire components of the service had been managed alongside the Public Protection Units where their core business often demanded priority. The separation was seen as positive but the system has not delivered the flexibility***

***that is seen as desirable in meeting the demands on the teams. Plans for the future are for the management of the service to transfer to the Divisional Command but with resources still ring-fenced.***

***Arrangements need to be kept under review to ensure the multi-agency teams are able to offer a comprehensive response at a local level and that the quality of service is consistent across the county. The variability of the health care component of the teams is unacceptable – good practice needs to be identified and replicated across the county.***

### **Partnerships: co-location/co-working:**

The LSCB oversees partnership activity and the level of commitment by agencies. It provides a forum for review and challenge. Local strategies and policies are regularly updated.

Responses to cases assessed as medium and low risk are coordinated through partnerships across local services. Coordination at this level needs to be further developed through the District Children's Partnership Boards which are still in their infancy. Responses need to be built into local Early Help Offers and to services for Children in Need. Support staff in schools, and the voluntary and community sector have a significant role to play here.

The three specialist teams, are largely co-located (see above). The exception is with the LCC social care staff - some are based full-time in the specialist teams and others are not. The move to three locations has been seen as problematic in some areas and, with the distances involved, the teams may need to develop "satellite" sites to enable work closer to the communities served. Partnerships with some community based staff professionals also need formalising e.g. with school nurses.

The involvement of the voluntary sector within the specialist teams is positive and the presence of the Missing from Home coordinators within the teams reflects good practice as is the role played by the voluntary sector particularly in providing support for parents.

### **Assessment:**

***Strong partnerships are in evidence across the county and are now overseen at a local level through the District Children's Partnership Board. The Partnership Boards need to review these local arrangements and ensure an appropriate range of services is available and delivery is coordinated.***

***Inconsistencies in partnership arrangements within the specialist teams need to be resolved – particularly in respect of the role of health care services –***

***alongside the role of the school nurse in respect of young people at medium or low risk.***

**Intelligence and Performance Monitoring;**

Currently the only performance data reported to the LSCB comes via the Constabularies 'Problem Profile' which provides an analysis of the number of referrals received by the Constabulary across the divisional footprints on a quarterly basis. The most recent data (Q3) is shown below for illustrative purposes:

<b>CSE</b>	<b>East</b>	<b>South</b>	<b>West</b>	<b>Total</b>
<b>CSE Referrals</b>	169	85	135	389
<b>CSE Crimes (all)</b>	40	48	57	145

There were 1225 referrals in 2012/13 and 1248 in 2013/14 which represents a fairly steady rate when viewed on a quarterly basis also.

Competent systems to manage intelligence are essential to effective CSE response both in order to pursue prosecutions but also to understand risk and protect potential future victims. Where core staff in the specialist teams are actively working with high risk cases exchange of information and intelligence is good and is a dynamic process. Systems are in place to manage intelligence but analysts are not based with the teams and it is likely this results in lost opportunities. The fear expressed in the teams is that connections between victims, and the existence of victim networks as well as perpetrator networks, will not be sufficiently well identified.

Police members of the team log all information on the Protecting Vulnerable Persons (PVP) system which makes the information available to all police personnel and ensures regular updates. LCC staff do not have access to directly input into this system (though BwD staff do). LCC internal recording systems are not consistent; best practice is that an LCC record holds the same information as that entered on the PVP system but this is not the case in all the teams.

It is recognised that the way in which management information is collected does not currently easily support performance monitoring as it is highly reliant on police information and does not capture multi-agency data. Police data collection processes were reviewed and improved during 2012-13 and the data set in place reflects acknowledged national good practice standards (the Bedfordshire Tool). Data entered on the police system informs a force wide Scoping Report. This report is considered at the force Strategic Tasking and Coordinating Group, the Divisional Public Protection Units and the CSE Strategy Group.

The LSCB collects data from the CSE teams but still needs to develop better systems in respect of multi-agency data e.g. data re sexual health services and needs to promote better use of intelligence and information from vulnerable groups such as children missing from home.

The separation of recording systems results in difficulties in easily pulling of outcome reports particularly for cases assessed at medium and low risk.

Health care and Public Health data, and data in respect of children missing from home, from care and from schools needs to be set alongside the CSE to enable performance monitoring. There are currently detailed datasets for these related issues (sexual health, terminations, MFH) but data cannot be broken down by risk of CSE to look at wider patterns and trends. A wealth of information exists but is not currently subject of coordinated and intelligent interpretation. We know, for example that in the Engage Team formal holistic health assessments are completed by a nurse member of the team. In the last year this showed that 42% of the young people had emotional/mental health needs, 48% had sexual health needs and 32% had issues requiring support around drugs, alcohol and diet. A more systematic approach needs to ensure that such information informs the needs analysis that contributes to the commissioning plan for services.

In July 2014 under the auspices of community safety - "Together safer Lancashire" work was commissioned to provide a detailed analysis of the threat from CSE across Pan-Lancashire. A project initiation document was agreed but work is yet to commence. This has the potential to enrich the police scoping data by the inclusion of multi-agency data to better inform prevention and protection.

## **Assessment**

***Appropriate police data is collected and informs strategic planning. The capture of multiagency data is less consistent and less reliable. The integration of the workers re Missing from Home in the teams promotes good information sharing.***

***The data collected is more about volume (prevalence) and less about outcome – this is a weakness.***

## **Leadership**

Politically and across the agencies, leadership on the CSE agenda is strong. LCC elected members and senior officers have sought to be well-informed and there is no evidence that the issues that were present in Rotherham are a feature in Lancashire. Members have had regular briefings and exercise appropriate scrutiny. The lead Member for children sits on the LSCB and the Leader of the council met with the



LSCB Chair in November 2014 to discuss CSE and request additional member briefings.

Agencies are represented on the LSCB at an appropriately senior level and all relevant agencies support the work of the CSE Strategy group. The Police and Crime Commissioner met with the LSCB Chair in November 2014 to discuss CSE and gave an assurance of its continuing as a policing priority. The LCC Chief executive meets regularly with the LSCB Chair to receive safeguarding updates and ensures the effectiveness of the LSCB as does the LCC Director of Children's Services.

The complementary responsibilities of the LSCB and the "Together safer Lancashire" (community safety) in respect of CSE need to be clarified to avoid duplication and to ensure collaboration where appropriate. To date this has not been clear.

The role of the Children's Trust and the District Children's Partnership are clearly set out and CSE is a regular agenda item.

### **Assessment**

***Leadership on the CSE agenda is a strong. Clarification of the complementary and different roles of the LSCB and community safety forums would be beneficial.***

### **Learning and Development**

All agencies are responsible for ensuring staff are appropriately trained. The LSCB offers a specialist multi-agency course to all member agencies and has recently developed a basic e-learning CSE course which is free to access for all practitioners. All agencies have been asked to ensure staff who have contact with children and families complete the e-learning programme by the end of March and the rise in recorded numbers accessing the site suggests there is widespread compliance with this request.

To date a total of 2962 people have completed the e-learning and 957 have completed the multi-agency course. Take up of the e-learning is expected to increase rapidly over the coming months in light of LSCB agencies pledging to make it mandatory for all appropriate staff.

## **Assessment**

***CSE awareness raising and training are key components of the existing LSCB Learning and Development programme. A significant amount of training has been delivered in recent years. It remains the case however that the current capacity to ensure widespread CSE awareness and deliver appropriate training is not sufficient. A project approach is required to fully assess the training requirement and additional capacity needs to be developed via training of trainers to ensure an increased reach.***



## Child Sexual Exploitation – Responses to Diagnostic Exercise completed in February 2015

Following the completion of a report the Chair of the Lancashire Safeguarding Board wrote to the key agencies drawing the findings to their attention and asking for a response. This report details action taken in response the diagnostic exercise.

	Assessment	Response
1.	<b><i>A comprehensive CSE strategy is in place, supported by an appropriate action plan. Arrangements to monitor delivery of the strategy and plan are robust. The collaborative nature of strategic arrangements pan-Lancashire is positive, as is access on-line to a single operational protocol and a single set of policies and procedures.</i></b>	<p>Pan Lancashire LSCBs CSE Strategy Group remains in place to ensure this continues to be the case.</p> <p>All policies and procedures are reviewed regularly and up-dated on-line twice per annum.</p>
2.	<b><i>There is evidence of good practice and a great deal of appropriate activity to prevent CSE through raising public and professional awareness. However the scale of the challenge in ensuring community (both public and professional) awareness of CSE and recognition of the associated risks should not be under-estimated. With a diverse population, a wide geography, more than 800 schools and local services delivered via the County Council and 12 District Councils and a variety of health care providers, it is difficult to accurately record what is</i></b>	<p>The five Children's Partnership Boards have all agreed CSE as a priority for their work in the coming year with a particular focus on identifying and coordinating local resources and responses.</p> <p>LCC have commissioned a service for Lancashire schools to raise awareness, develop resilience and enable and support school staff to include "sex and relationships" as part of the curriculum - will roll out in</p>

	<b><i>being delivered where and to ensure comprehensive coverage.</i></b>	<p>2015-16 school year.</p> <p>Early Support Co-ordinators within LCC in each of the seven localities are collating information about local resources and identifying appropriate services for CSE.</p> <p>Targeted services will be provided in each area for young people and families who have experienced CSE and who require medium term support and services to return to "main stream" life.</p> <p>Early Break services for drug and alcohol problems, sexual health assessment and advice and support, school nurse support and peer mentors supported in YPS are also available to provide support.</p>
3.	<b><i>Although recommended practice, there has not been the appointment of a CSE coordinator to support delivery of the Strategy. This is currently a significant gap. If plans to develop an integrated business unit to support both the LSCB and the Lancashire Safeguarding Adults Boards (LSAB) then one post in the unit will be designated to undertake this role.</i></b>	<p>The restructure of the Business Unit is in progress and will include support for both the LSCB and LSAB. The team includes the designation of a member of staff as CSE Coordinator.</p>
4.	<b><i>The establishment of multi-agency specialist teams is positive. Two of the Lancashire teams are better established than the third which has only recently had a specialist LCC CSC input and specific focus on the North of the county. The size of the teams and the management arrangements need to be kept under review as the</i></b>	<p>All the multi-agency teams now have CSC representation by way of qualified social workers and support workers.</p> <p>LCC has established a single line-management Chain and single line of accountability for staff</p>

	<b><i>service develops further.</i></b>	<p>based in the teams.</p> <p>The staffing from the Constabulary has been reviewed as has the location of team bases.</p> <p>A further meeting is planned with the Chief Constable to review progress.</p>
5.	<b><i>The extent and nature of health care involvement in the teams needs to be determined and resourced.</i></b>	LCC, North and Central CCGs and health providers have worked together to ensure that all three teams now have appropriate health resources. Interim funding from the CCGs has been matched by LCC with a contribution from the public health grant which has resulted in the immediate appointment of staff and will bridge the period to the completion of future commissioning arrangements
6.	<b><i>Community based social care and health care services to support those at medium and low risk need to be robust and pathways for the delivery of services identified more clearly. Competent CSE risk assessments should be part of the process resulting in access to early help to avoid the risk of loss of intelligence. The engagement by the voluntary sector in the specialist teams is positive.</i></b>	While CSE is currently included in the commission for school nursing there have been historical inherited differences in practice across the county. A new care pathway for school nursing has been produced nationally and LCC have indicated their intent to build this into new procurement of the service in 2016 and are also working toward this in current practice.
7.	<b><i>There is clear evidence of a pro-active response to referrals in respect of CSE to protect and prosecute. However there is no evidence of consistency re referral thresholds and significant risks that intelligence is not effectively</i></b>	<p>See 3 above.</p> <p>The establishment of a single chain of line management is positive and, together with the work being done around Early</p>

	<p><b><i>passed to the specialist teams. In the two teams which cover more than one local authority area the management of referrals varies considerably depending on the local authority area and differs for LCC staff according to which social work team the social care staff are linked with. In the East there are also said to be variations between the two LCC localities with team boundaries described as being rigid. There is no single management chain supporting the LCC specialist staff.</i></b></p>	<p>Help and CSE, will resolve the issues identified re inconsistent application of thresholds and good practice responses.</p> <p>This is being kept under review by the LSCB CSE Strategic group.</p>
8.	<p><b><i>The service delivered via the police component of the teams is generally consistent. Changes to the operational arrangements within the police during 2014 located the specialist teams with management from HQ. Previously the Lancashire components of the service had been managed alongside the Public Protection Units where their core business often demanded priority. The separation was seen as positive but the system has not delivered the flexibility that is seen as desirable in meeting the demands on the teams.</i></b></p> <p><b><i>Plans for the future are for the management of the service to transfer to the Divisional Command but with resources still ring-fenced.</i></b></p>	<p>The Constabulary have been pro-active in engaging in discussion with the LSCB about the plans for the future and a further meeting is planned between the LSCB and Chief Constable in July.</p> <p>The commitment of resources from the Constabulary remains a priority and is not at risk.</p>
9.	<p><b><i>Arrangements need to be kept under review to ensure the multi-agency teams are able to offer a comprehensive response at a local level and that the quality of service is consistent across the county. The variability of the health care component of the teams is unacceptable – good practice needs</i></b></p>	<p>See 4 above. Interim arrangements have secured an appropriate level of health care support within the teams and this is to be built into future joint commissioning arrangements.</p>

	<b><i>be identified and replicated across the county.</i></b>	
10.	<b><i>Strong partnerships are in evidence across the county and are now overseen at a local level through the District Children’s Partnership Board. The Partnership Boards need to review these local arrangements and ensure an appropriate range of services is available and delivery is coordinated.</i></b>	All 5 Children's Partnership Boards have adopted CSE as a priority and built actions into their work plans to ensure local arrangements are robust.
11.	<b><i>Inconsistencies in partnership arrangements within the specialist teams need to be resolved – particularly in respect of the role of health care services – alongside the role of the school nurse in respect of young people at medium or low risk.</i></b>	<p>The issues around role of the health care professional within the teams and school nurses has been actively addressed pending re-commissioning.</p> <p>The core staffing for the teams has now developed more consistency across the county but more needs to be done to ensure that some local flexibility is achieved alongside the strategic approach. For example in one district a grant has been obtained to increase CSE Training and in another additional support in terms of services for drugs and alcohol have been acquired.</p>
12.	<b><i>Appropriate police data is collected and informs strategic planning. The capture of multiagency data is less consistent and less reliable. The integration of the workers re Missing from Home in the teams promotes good information sharing.</i></b>  <b><i>The data collected is more about volume (prevalence) and less about outcome – this is a weakness.</i></b>	<p>LCC are currently developing an Early Help IT system which will link to the statutory CSC system. \this will allow for better analysis of data from CSE risk assessments and will provide more consistent and outcome focussed data.</p> <p>The system will be of particular value in making it possible to link incidents of</p>

		<p>children going missing from home with work around CSE.</p> <p>The capacity for capture and analysis of intelligence via the police systems is subject to further discussion.</p>
13.	<b><i>Leadership on the CSE agenda is a strong. Clarification of the complementary and different roles of the LSCB and community safety forums would be beneficial.</i></b>	<p>Work is in progress to develop a paper for the Chief Executives Group to clarify county wide responsibilities across strategic partnerships including the CYP Trust, Community Safety, Health and Well-being Board and the LSCB. The intention is that this will provide clarity and coherence to local CSE activity.</p>
14.	<b><i>CSE awareness raising and training are key components of the existing LSCB Learning and Development programme. A significant amount of training has been delivered in recent years. It remains the case however that the current capacity to ensure widespread CSE awareness and deliver appropriate training is not sufficient. A project approach is required to fully assess the training requirement and additional capacity needs to be developed via training of trainers to ensure an increased reach.</i></b>	<p>All LSCB Partner agencies adopted a policy position that level 1 CSE awareness training would be compulsory for staff. This is being delivered via a web-based module and to date has been completed by 10,064 staff members across the agencies.</p> <p>The LSCB Training and Development sub-group have been tasked with completion of a specific CSE Training needs analysis.</p>

A number of other actions have commenced since completion of the diagnostic exercise.

The focus on the potential to prevent and/or disrupt CSE via the licensing and enforcement duties of the District Councils has developed a clearer focus and, under the auspices of the Police and Crime Commissioner, a working group has been established to promote best



practice. Initially the work is around the licensing of taxis and Private Hire Vehicles with a view to establishing common standards and procedures which embed good safeguarding practice across the county.

Additionally the Police and Crime Commissioner has agreed to fund an interim increase in the availability of therapeutic responses to victims of CSE as part of his responsibility as the commissioner of victim support, pending a review.

Jane Booth

Independent Chair

Lancashire Safeguarding Children Board

July 2015





College of  
Policing

CONFIDENTIAL

## **Lancashire Police**

Child Sexual Exploitation Review

16–19th March 2015

## Contents

	Page No:
Briefing note	3
Methodology	3
Introduction	4
Context	4
Overview	5
Leadership/Governance/Partnership	6
Working	
Communication	9
Training	11
Intelligence	14
Investigation/Prevention and Awareness	19
Victims	35
Appendix 'A' –Biography of Peers	37
Appendix 'B' –Review Schedule	40

## **Briefing Note**

The aim of this review was to assess the capability and capacity of Lancashire Constabulary to deal with the threat of CSE.

The team conducted:

- A review of their current position against the National Action Plan and HMIC Review Criteria.
- A review of the Police response and assessment of how they engage with partners to tackle CSE.
- A review of how Lancashire Police works with partners to tackle the threat of CSE.
- A review of the support provided to victims of CSE.
- A review of processes in place to prevent CSE.

The review will consider and make recommendations about the key issues, including:

- The processes and systems in place in Lancashire Constabulary to allow them to understand the scale and nature of CSE.
- The processes and systems in place to mitigate the threat, risk and harm caused by CSE.
- The level of engagement with children at risk of CSE and the extent to which the 'voice of the child' is heard.
- Strategic plans in place to combat CSE and the leadership and governance arrangements in place to deliver those plans.
- The level of awareness amongst front line staff about the warning signs of CSE and the approach of Lancashire Constabulary towards combatting it.
- The effectiveness of multi-agency arrangements in place to deal with CSE with particular regard to information sharing.
- Action taken by Police and other agencies to combat CSE.
- The level of scrutiny and oversight in place to ensure that objectives are achieved.

## **Methodology**

The review commenced on 16 March 2015, the phases of work were:

- There was a document review prior to the fieldwork.
- The College of Policing (CoP) considered the need for any diagnostic and fieldwork prior to the review.
- The CoP identified individuals with appropriate skill sets to be deployed flexibly to manage focus groups of the attendees and conduct the review with relevant staff.
- The CoP reports back with recommendations to the commissioning officer

with observations and where appropriate, suggested improvements.

The peer team members were (pen pictures at Appendix A):

Mark Lee

David Oakley

Jane Jones

Kathryn Preston

Saima Afzal MBE

Diane Davies

Jackie Smart

### **Introduction**

In 2014, the College of Policing received a request from Lancashire Constabulary to conduct a peer review of their arrangements to manage CSE.

It is important to note that the review was not an inspection. The methodology used was qualitative in nature and was made up of a number of interactive interviews between reviewers and staff. Observations and opinions were captured and aggregated into themes. No review of individual investigations was undertaken.

Reviewers considered a variety of strategies and plans which related to CSE prior to the review commencing. In order to bring consistency to the review process, a similar framework is being used across all of the CSE reviews that are being undertaken.

A hot de-brief was conducted during which timely feedback was provided to the organisation. This briefing paper provides a summary of views and highlights areas of exception.

### **Context**

In 2013, ACPO developed a National Plan for tackling CSE and appointed a National CSE Action Plan coordinator tasked with assisting Forces with developing their response to the threat of CSE. The National coordinator has previously visited each Force to offer guidance and to benchmark their delivery against the action plan. The plan is supported by comprehensive guidance set out within the Responding to CSE Authorised Professional Practice (APP).

This review took place over four days with a hot debrief taking place on the fourth day. During that time there were six peers and one team leader involved in the review.

This review is one of a number taking place in Forces across the country regarding CSE and was conducted at the request of Lancashire Constabulary. Each Force involved has signed up to the Terms of Reference (TOR) before any review has commenced.

As outlined in the TOR, this is a short four-day review aimed at highlighting any areas and opportunities for Lancashire Constabulary to improve and continually develop how they operate in this business area.

The report should be considered in this context and it should be accepted that due to the length of time spent in Forces and the number of people interviewed, there is a limit upon what can be achieved through such a review. That said, it is felt by all the agencies involved, both in the National Reference Group and the organisation itself, that this review will, through an independent multi-agency approach, allow Lancashire Constabulary to reflect upon the systems and processes in place around CSE and provide opportunities to improve their service provision in this area.

During the review, the team was divided into three pairs and each pair conducted interviews with those personnel who carry out key CSE functions within Lancashire Constabulary and partner agencies.

Details of the review schedule are attached at Appendix 'B' of this report, which is taken from the schedule of the interviews, outlining the departments, ranks/job role of those spoken to. Finally, this report does focus on those areas that could be improved. It should be read in this context as there were many areas of good practice that may not have all been reflected.

### **Overview**

Lancashire Constabulary is committed to the CSE National Action Plan and is actively addressing its recommendations internally and with partners.

There is a clear vision and determination to engage with partners at all levels with the aim of focusing on prevention, developing and enhancing confidence within the community to report CSE and a drive to bring offenders to justice.

The Review Team found that the clear message that CSE is a Strategic responsibility has reached staff throughout the organisation. Whilst there is some concern about the challenges and implications of likely budget cuts, this does not appear to be detracting staff from their focus.

The removal of traditional statistical performance measures has empowered staff to prioritise threat, risk and harm.

Lancashire Constabulary has made a significant commitment to tackling the challenge of CSE, focusing upon the delivery of an effective multi-agency safeguarding service for the communities of Lancashire.

### **Leadership, Governance and Partnership Working**

It was clear to the Review Team that CSE is a high priority for not only Lancashire Constabulary but also for its partners. The Constabulary cuts across two unitary Authorities and one County Council, Blackpool Unitary and Blackburn with Darwen and Lancashire County Council, made up of 12 districts. There are three Local Safeguarding Children's Boards (LSCB). These are Lancashire, Blackpool and Blackburn and Darwen. There is not, however a post of CSE Coordinator for Lancashire, despite this being a recommendation from the Rotherham serious case review. This matter is again being raised by the Lancashire Local Safeguarding Children's Boards (LSCB).

The three Chairs are Independent and with their Business Managers all attend the Pan Lancashire Steering Group. This is not a CSE specific group but covers all aspects of safeguarding. However, currently all of the Business Managers are represented on the Police led CSE Steering Group.

The Review Team heard that the Pan Lancashire Steering Group had a grip on the issues and LSCB's felt they were held to account by the Group. The overarching governance and linkage provided by the Pan Lancashire approach may be a model worthy of exploration and consideration for other similar parts of the country. However, the team have been provided with information that the governance structure and attendance for these strategic meetings may shortly be changing.

There was evidence of a clear strategic vision for both police and partners which is defined in the CSE Multi-Agency Strategy 2015–2018.

Specialist Middle managers spoken to know the Force priorities and are clearly working to move to a prevention focus across a multi-agency platform. There was a comfortable articulation by staff when describing the shift from a previous rigid method of performance and accountability, to the more victim centred model. However, officers **were less clear about what success looked like**. They could explain actions taken and work being completed, however, **there was a lack of clarity about how that contributed to the overall delivery of an enhanced service to vulnerable children and young people at risk of CSE**. It is very clear that despite this, they knew their roles and responsibilities and victims received a much improved quality of service.

Many Forces are at the start of the journey in relation to CSE, however, Lancashire Constabulary is clearly well on its way. Since 2003 the Force have been developing and improving partnerships and processes to tackle CSE and the Review Team found a clear organisational vision, drive, determination and understanding of its corporate history.

### **The Lancashire LSCB**

As a result of the identification of areas for improvement, Lancashire LSCB commissioned work to take stock of current arrangements and compare the response to children who live in Lancashire LSCB area and to understand good practice (Child Sexual Exploitation – Diagnostic February 2013). The Review Team found an acknowledgment that, until recently, the Police had been driving the Lancashire LSCB out of necessity. There is now a desire to shift the balance and spread the accountability to all partners and that appears to be the case. The data and recommendations will be shared with the Pan Lancashire Strategic Group to drive any identified activity across Lancashire.

### **Blackburn and Darwen LSCB**

The Review Team was impressed with the knowledge and presentation of information received from the Board. No secret was made of the fact that each Board is faced with different challenges and that they do not operate entirely consistently. However, all Boards are signed up to protocols which endeavour to provide the same standard and consistency of service provision across Lancashire. The Review Team heard that there was a lack of clarity as to whether there is a single Risk Assessment tool across areas or partners.



Blackburn and Darwen use the "Risk Sensible" model and the third sector are using diverse models either specific to CSE or generically themed.

**The Review Team consider that the Constabulary may seek reassurance that the risk assessment processes in place consistently provide the most appropriate and effective mechanisms to protect vulnerable children and young persons across Lancashire.**

The Review Team heard that the Engage Team located within Blackburn and Darwen bring a range of skills to tackle the issue of safeguarding and CSE. There is significant expectation placed on their role and ability to safeguard young people by the use of the appropriate multi-agency or single agency response. This is the same expectation placed upon other multi-agency responses and the Review Team heard that this approach was perceived to be very effective. It is evident that a co-located model is seen as good practice and enables joined up working and the development of strong relationships.

The Blackburn and Darwen Board reviewed 30 cases per year, however, these were self-selected by each agency and therefore may not identify the true nature of the vulnerability issues which need to be addressed.

**The Review Team consider that this review of cases approach to lessons learned and good practice is really promising , however, there should perhaps be a more independent approach to case selection.**

### **Blackpool LSCB**

The Blackpool Safeguarding Board were subject of an inspection in 2012 and graded to be "inadequate", this resulted in a change of Chair and other members. In July 2014 the Board was again reviewed and this time received a grade of "requires improvement". Again this resulted in the loss of both the Chair and the Business Manager. The Board has not had a Training Coordinator for almost two years. One has recently been appointed. The Current Chair and Business Manager took up their posts in November 2014. These changes have resulted in a renewed vigour and determination to improve with a real focus upon the process of accountability and scrutiny.

The Review Team found limited evidence of a consistent CSE programme in schools, including faith, academy and independent schools, although the team found pockets of good commissioning across Lancashire. For example, The Drama production Chelsea's Choice is being staged in Blackpool as a one off event for the Blackpool Safeguarding Area.

The Review Team heard that there were real opportunities to increase the level of awareness, contribution and referrals through the Education service. More recently the Director of Children's Services has taken the lead for Education which is perceived to be a step in the right direction.

### **Data Collection**

The Review Team heard that the collection of multi-agency data can be inconsistent. The issue has been raised by the Chairs of the LSCB's and will not come as a surprise to the Constabulary that the quantity and quality of the Data submitted to the Boards is inconsistent. Two of the Boards have recently, or are in the process of setting up new data collection models. One using the

Bedfordshire Model and the other the Greater Manchester Police model. When information is provided it can lack clarity. For example, it is not specific to the LSCB area and gives limited victimology. Furthermore, the grouping of victim's ages is Under 16 and 16-24 with the provision of limited ethnicity data which could assist in directing the commission of support services or training. The Review Team heard that the system has changed from approximately two years ago when the data given was extremely detailed. This issue also includes the CPS data which, although providing information on the prosecution rate of 97%, contains limited detail of the victim numbers, attrition rates etc.

The Review Team found limited examples of commissioning to identify the service provision for BME or LGBT victims. Blackburn and Darwen have commissioned activity with money from the "innovation" bid to extend work started by the Health Service, "Adverse Childhood Experiences" (ACE), which may capture some intelligence and create the opportunity to support those vulnerable young adults with Therapeutic treatment. The same Board were challenged by "Project BME" to consider reviewing and changing some of their policies and procedures to ensure consideration has been given to BME communities. They have agreed to do this and the Review Team consider that this approach should be considered by the three Boards when developing safeguarding policies.

### **Police and Crime Commissioners Office**

The Police and Crime Commissioner's office raised three emerging issues which were seen as significant: Predominance of Asian Offenders in the East of the county, a potential increase in male victims and LGBT males in Blackpool. It was also mentioned that some Asian females could be victims. There was some commissioning of a scope of children and adult sexual health services although little detail on this could be provided. What was described to the team as an "informal" piece of work was to be carried out by "Young Lancashire", looking at young people as victims.

Although the Review Team heard of a real appetite from within the Constabulary to engage with the Education service, there was limited evidence produced to the Review Team of a strategy to consult with Faith Groups, Faith Schools or Independent Schools. There had been some engagement with the Council of Mosques but it was limited.

The Constabulary may wish to revisit and reassess the data provided to partners to reassure themselves that it provides a richer picture and enables the boards to set their priorities and desired direction in line with the most up to date and current data available to them.

### **Summary**

Overall, the Review Team found sound partnership working taking place, particularly within the co-located teams and Hubs. The joined up victim centred approach is a credit to the hard work and willingness to change by all agencies. They have shown their commitment to CSE by resourcing and funding. However, the change from 6 to 3 Policing Areas is proving a challenge and a stretch of Police resources. This will need to be monitored to make sure it doesn't significantly impact on the service standards.

The lack of a performance framework for CSE which would support the concept of what success looks like does not seem to have hindered the activity at local level, although it is not clear to staff what good looks like. The message that CSE is a priority is clear to all staff and has translated into tangible change of working practices and activity. This is a credit to the leadership of the Public Protection department and the strategic partners.

The process around data collection could be refreshed and the Review Team consider that this issue would benefit from further consideration.

### **Communication**

The raising of public awareness and understanding of CSE is key to developing public confidence. Lancashire Constabulary at a senior level has a clear understanding that a dynamic and comprehensive communications strategy is a key part of the mission to reduce and combat CSE. The communications strategy features prominently on the;

'Pan Lancashire CSE Standard Operating Protocol (SOP)' and the Local Safeguarding Children Board CSE action plan 2015-2018.

The Corporate Communications Department prepared the current CSE communications plan in May 2013. It is a comprehensive piece of work and clearly reflects the objectives of the 'Pan Lancashire SOP' aims and objectives. The strategy reflects the organisations desire to adopt a transparent approach to media stories, proactively seeking opportunities to talk about the issue of CSE to educate and inform the community. It was noted as promising practice by the Review Team that the plan provides key findings about CSE across the county, giving the reader a sensible narrative upon which to base press releases or engagement with the media.

The plan has been deliberately written to be user friendly in order to reflect the scale of CSE within the county. The policy is fit for local and national media engagement and this is an overarching theme pulled from the strategic assessment. The department's intention is to re-refresh this policy and update it, reflecting the Constabularies current approach to CSE.

**The refreshed Communications plan is currently a work in progress, however, no date has been set for publication. The Constabulary should consider setting a milestone date for completion as the current plan is now nearly 2 years old.**

**The new plan should be jointly written in partnership with the PCCs office and other relevant partners.**

The Constabulary were able to evidence strong partnership links and cited the development of the 'The more you know, the more you see' campaign which has been jointly run and funded with the Police and Crime Commissioners office. It is worthy of note that the cultures of the partners are considered and the Constabulary is moving away from naming initiatives prefixed by the word 'Operation' as it is seen to be Police centred and continues to give the impression of initiatives being Police led. Good links with the local media were also noted and the investment in time, building these partnerships could ultimately prove fruitful should further prominent CSE incidents come to light, when balanced reporting from the media could be anticipated.

The head of the communications department sits on strategic boards and has ensured partners see and assist in the development of the communications strategy. Representation on sub-groups (such as the LSCB) is limited, this is due to a reduction in staff within the department. However, they have taken this challenge as a positive, reorganising the department and splitting the team into two. One is responsible for partnership/community engagement, the other consists of specialists such as 'marketing and media'. The intention of this strategy is to ensure any campaigns are balanced and rich in depth reaching the appropriate communities such as those highlighted in the 'red risk communities' assessment'.

Strong evidence was produced to the Review Team and promising practice was noted in the CSE awareness week communications plan. This plan was also supported by a scaled down version for front-line responders to read and note.

It is worthy of comment that the department has a pro-active and positive approach to sensitive diversity issues such as Asian male and CSE. To ensure staff are confident when talking to the media and stay on message the department have produced a ready-reckoner guide to assist staff in what to say and how to say it – headings include 'Asian grooming, how we tackle CSE and recent case studies'.

The Review Team found a mature and experienced team within the communications department and it is clear all staff understand CSE is a strategic threat to the Force. Partnership links are developing with the PCC's office and despite having to do more with less, the Review Team noted a positive and innovative approach.

A new and refreshed communications plan is being developed with partners. The Force website is also being redeveloped with the intention to be news focused and easier for the user to navigate. The Review Team saw this as a welcome development, which will take the communications department from a firm and effective footing to a stronger and more dynamic department. Specialist crime managers within the Constabulary recognise the effectiveness of the department and the organisation should be proud of the initiatives, community work and safeguarding contribution that staff within the department deliver on a daily basis.

### **Constabulary Website**

The Constabulary has produced an excellent website showing its approach and strategy for tackling CSE. It is informative and easy to understand. The website is complemented by a similar CSE information page on the PCCs website. This demonstrates a joined up approach between the two organisations. However, CSE is difficult to locate on the Constabularies website. Casual browsers would not locate it and the exact words 'CSE Lancashire Police' has to be typed into Google. The Review Team felt this was a missed opportunity as the content was excellent, although the team heard that further enhancements and development of the site are due to go live by the end of April 2015.

### **Internal Communications**

Senior managers were able to demonstrate a good understanding of the communication strategy and initiatives such as 'Operation Toledo' showed excellent community engagement with events at local football clubs, Lancashire

Constabulary branded materials and extensive use of social media featured prominently within the initiative.

Good use is made internally of positive news stories, good practice, new initiatives and lessons learned are disseminate across the Constabulary by a member of the HQ Public Protection strategic team who is ear-marked to complete this role. Rewards and recognition for staff are also highlighted via this medium.

### **CSE Awareness Week/Day**

The Constabulary holds an annual CSE awareness raising week which is Police led, but involves all the relevant partner agencies. The intention of the week is to support operational policing, raise awareness, provide the community with advice and help to prevent CSE. Target audiences are offenders, victims and the wider community. The week is highly regarded by the organisation and partners and can only be viewed as an initiative of promising practice. Whilst the Review Team was on site, it was national CSE awareness day. The Constabulary currently holds two CSE awareness days a year, one is partner focused and the other is for Police staff.

The Review Team was able to reality check the awareness day and witnessed 125 staff consisting of specialists, frontline responders and PCSOs attending the event. Each officer was provided with key hand outs such as the 'Grooming line'. Key note speakers were highly relevant to CSE and this resulted in excellent audience participation. Public Protection senior officers attended, opened the event and the head of profession held an online Google question and answer session with the community to further publicise the day.

The Review Team felt it worthy of note to mention the preparation for the day which included an extensive press release, excellent speakers and a large turnout of staff. An internet search show that the vast majority of Police Forces supported this campaign fronted by an ACPO lead.

### **Training**

The Review Team heard that the Force was in the process of producing a current Training Needs Analysis (TNA).

The Review Team had the opportunity to attend some of the activity around National CSE Awareness Day and read the public facing literature. Unquestionably, the delivery was very well received. There had clearly been a lot of thought, effort and planning to make this a success. Key speakers provided a powerful and motivating message and the victim's voice was loud and clear. It was noted that there was a range of staff in attendance and the event was well supported.

The Review Team heard that Lancashire Constabulary and its partners are committed to ensuring that practitioners across a range of agencies have their awareness, learning and development needs met. Similarly, there is also a clear commitment to raise awareness and harness the power of the public to be effective against CSE.

Dedicated training days are built into rotas and the Review Team found examples of regular peer meetings among specialist staff across the area to promulgate learning and good practice.

Specialist resources are readily available to provide advice and guidance to colleagues across the policing family and the Review Team found a good feel of joined up and collaborative team working.

The Review Team heard that the Lancashire LSCB had a program of training in place and rolled out in a tiered approach.

Tier 1-a mandatory e-learning package for all practitioners, which over 300 practitioners have completed. This package has been developed so that it can be modified and updated as may be appropriate.

Tier 2 will be a series of sessions rolled out face to face with all front line practitioners.

The Review Team heard that there is an evaluation process underway to measure the effectiveness of the training undertaken. The evaluation is very robust and does ask those that have completed the training about the usefulness not just in relation to increasing awareness but also how knowledge has been applied in the workplace.

Although the Review Team heard that the training provided is not always delivered at the right level for some practitioners (they were at a more advanced level), the tier 1 training does assist in raising awareness levels across the organisation.

The Review Team heard that the LSCBs share learning from serious case reviews as they emerge amongst key specialists. The Review Team heard additional evidence that learning and development from local and national reports and serious case reviews is promulgated through emails to front line practitioners.

**The Review Team consider that it would be beneficial for learning developed from serious case reviews to be embedded within LSCB Tier 1 or 2 training.**

The Review Team heard that the NCALT E-learning package can be ineffective and not engaging to practitioners-to quote 'it's easy to just press 'click and return' and the training is complete.'

The Review Team heard that e-learning provided by the LSCB could be more comprehensive.

Furthermore, the Review Team established that practitioners wanted more interactive and face to face training and awareness.

The team accept that there is always a balance to be struck and heard of training challenges encountered through the considerable scale of Lancashire, i.e. the size and the sheer numbers. Whilst staff across the range of roles expressed a preference for face to face training, it is recognised and understood that e-learning did offer a compromise solution.

**The Review Team consider that future CSE learning packages would benefit from more of an emphasis on face to face delivery.**

The Review Team heard frustrations with regards to centrally designed bespoke training not being delivered in a timely manner, for example in the wake of the Rotherham findings. Basic Command Unit leaders sought bespoke training from



their local CSE teams, Deter, Engage and Awaken, and to the credit of those teams they delivered.

**The Review Team is mindful that the development and delivery of centrally designed training can be challenging, it is advised that where local CSE teams support bespoke training, they inform the centre of training activity undertaken, i.e. numbers, who is trained and to what level when locally bespoke packages are designed and delivered.**

CSE awareness is well embedded within the Police and key partner agencies, the agreement by all LSCB contributors to adopt CSE as a Strategic Priority demonstrates a clear commitment and determination to invest in this area. CSE awareness is advanced to such a level that the collective can now afford to be ambitious to identify traditionally marginalised and under-represented groups and communities, and reach out to potentially hidden victims.

The Review Team observe that although the communications strategy with a branded CSE multi agency campaign appears to have been extremely successful, there may now be a real opportunity to focus upon engaging and involving marginalised, emerging and underrepresented communities across the protected characteristics as stated within the Single Equality Act 2010. For example, there is a sizeable, South Asian, Polish, Gypsy Romany and Traveller and Lesbian, Gay Bisexual and Trans community footprint across Lancashire.

**The Review Team consider that specific face to face, multi-agency and interactive training courses would be beneficial that explore the issues relating to complex communities, victimology of vulnerable and marginalised victim groups as well as the typology of the CSE related Modus operandi.**

Some awareness activity has been commenced within 800 schools, however the Review Team heard this was inconsistent across the area. Explanations for some schools being less engaged with the awareness raising activity with pupils included:

- Pupils may be unduly alarmed.
- The diversity of the school pupils and the perception of whether it is an issue within their community.
- There should be an opt-in/opt-out option for inputs to pupils.

Positive steps have been taken to engage with a head teachers group to move forward any training and awareness activity which may be undertaken with the educational practitioners as well as young people themselves.

**The Review Team were made aware that there was a willingness from schools to engage with on-line awareness courses therefore consider that CSE awareness might be delivered via other Personal Social Health & Education tools as opposed to being specifically badged as CSE.**

The Review Team heard that not all specialist staff had undertaken specialist training, for example the Investigations Team identified they would benefit from the following specialised training:

- Specialist Child Abuse Investigator Development Programme (SCAIDP), specialist victim/witness interview.

- Open source, specialist suspect and mobile phone download
- Achieving Best Evidence (ABE)

**The Review Team consider that it would be beneficial to revisit and refresh the training delivered to specialist staff.**

### **Summary**

Lancashire Constabulary has demonstrated a clear commitment to ensure staff, partner agencies and the public have a high level of CSE awareness and can be pleased with its achievements.

Whilst there are some opportunities to ensure that the appropriate level of training is delivered to some specialists, the TNA as a work in progress should assist in moving such issues forward.

There is strong evidence of a range of training and development options being used including e-learning, face to face, bespoke specialist training and peer meetings. Police have trained collaboratively with partnership agencies through LSCBs and have received additional delivered bespoke training in accordance with their needs.

With the clear success in achieving a high level of CSE awareness across the police family, Lancashire Constabulary can afford to be ambitious and move to the next level.

### **Intelligence**

There is a clear message from Police, staff and partners that they are aware of CSE and of the expectations placed upon them to safeguard, prevent and bring offenders to Justice. This commitment was relayed at a strategic level, at a practical level by frontline staff and was also reflected in partner perceptions regarding Police prioritisation.

The Review Team found good data and intelligence capture for a range of issues relating to CSE with MOU (Memorandum of Understanding) being in place pertinent to data and information sharing.

There was positive evidence of the development of the Lancashire LSCB diagnostic tool that seeks to capture information across the multi-agency platform, including quantitative data on rates of prosecution, number of PVP (Protecting Vulnerable People) referrals and sexual health information. Additionally the Review Team heard that the Lancashire LSCB CSE sub group receives data on the number of abduction notices.

There was some evidence that the strategic threat assessment and problem profiles were being utilised by partners to provide data to Ofsted, however, some frustrations were shared that the strategic assessment is almost solely based on police data and very limited partnership data. For example, a wealth of data that is available to health is being shared inconsistently.

The aim of a combined partnership data set is for a community diagnostic tool to be agreed across Lancashire in order to ensure area profiles are further developed.



The Review Team also heard of a desire to ensure that the diagnostic tool captures data that can assist in identifying hidden harm, including information relating to multi-faith groups, licensing and the night time economy.

The team did however hear of potential limitations with the capture of data from Health and Education partners particularly in relation to sexual health, truancy and school absence.

**The Review Team consider that the LSCB diagnostic tool is a positive step. Sound leadership and governance based upon key Pan Lancashire outcomes, aims and objectives and supported by consistent data sets will be required to ensure that such data is shared in a timely and efficient manner to support the early identification and prevention of CSE.**

The Review Team sought to establish whether a strategic CSE problem profile is in place that seeks to inform Force activity based upon a threat, risk and harm model across the 4 P's (prevent, protect, pursue and prosecution), the most current document being over 12 months old. Whilst there is limited evidence of a current and traditional "problem profile," there is an innovative living document sitting with the CSE portfolio analyst which pulls and networks all Police held data in relation to CSE victims. The CSE database is able to provide indications of multiple victim/ offender CSE as well as assisting the organisation with people management. Elements within this database are being effectively utilised to support Divisions in targeting CSE in their respective areas.

This document has been overlaid against the area Organised Crime Group (OCG) and commonality identified; 33 of the 212 OCG nominals have links to the CSE database. These preliminary findings provide an opportunity for exploration and conclusions and should assist the Constabulary in its vision of getting upstream of CSE criminality.

The Review Team sought to make a distinction between the potential implications of a lack of a strategic and traditional CSE problem profile with any local Divisional based profiling using intelligence to target locations, suspect, victims and other CSE related issues.

The Review Team found considerable evidence that Police across the 3 Divisional areas are fully utilising the intelligence that has been generated through the Force intelligence systems, therefore in essence there is clearly intelligence led targeting of locations, victims and suspects at a local and Divisional level.

The CSE target actions are raised via the National Intelligence Model, daily tasking and coordinating is undertaken to carry out specific activity, such as home visits, PNC checks, stopping vehicles, checking on those issued with S2 abduction notices. There is considerable evidence of intelligence led activity focused around the 'target'. Sleuth supports a focus upon deterring targets, i.e. the early action team identify victims that are identified as at risk of or vulnerable to CSE. In addition to the daily meetings where CSE is discussed, 3 weekly meetings occur whereby senior managers hold local managers to account in ensuring business is driven. Members of the Senior Management Team will discuss CSE generated intelligence as well as discuss the target and associated issues and clear triangulation occurs to ensure that threat, risk and harm including CSE is prioritised.

The CSE intelligence led local tasking and coordinating arrangements are clearly embedded within the local neighbourhood and Divisional processes, there is also a strong and a clear accountability pathway with the Detective Chief Inspector ultimately accountable for both CSE and missing persons.

The Review Team found a positive desire to capture not only quantitative, but also qualitative data as well as a need for consistency of data sharing. Analytical work is demanding and capability to function with shrinking resources is challenging.

The Review Team consider that the capability to develop and maintain an effective problem profile across Police and partners is beneficial when identifying need based upon a threat, risk and harm model. It supports the provision of the right resources being in the right place and the effective commissioning of victim services based upon need. **A comprehensive problem profile would further enable disruption and prevention activity to be undertaken by the appropriate partners and practitioners.**

With the advancements made in relation to CSE the Constabulary can afford to be ambitious in their plan to advance further with seeking the "hidden victim".

An innovative piece of work is being developed in partnership which includes the 3<sup>rd</sup> sector and for which Lancashire County Council holds the lead. Consultation with a cohort of 200 high risk CSE victims using a multi -agency agreed spreadsheet is work in progress, it is intended that the data set will provide good indicators of CSE vulnerability and also with identifying the "hidden victim" and contribute to the "PREVENT" agenda.

The Review Team heard that most intelligence generated through the Force systems is linked to locations, suspects and victims. A significant proportion of children who are experiencing or have experienced CSE are from 'looked after backgrounds' at risk of CSE who may not be on the 'radar' of the police intelligence systems.

The Review Team heard consistent evidence of a strong commitment to ensure missing from home children are located in an urgent manner. The Missing Person Coordinator ensures a link with partner agencies for intelligence and information capture and to harness their intelligence, capabilities and expertise. There is full and robust scrutiny around all missing children who are at risk of CSE. The systems and processes in place around missing person enquiries ensure a strong emphasis across the Police family including operational and specialist resources.

Missing from Home (MFH) Coordinators routinely prepare a "trigger plan" in relation to the higher risk CSE vulnerable people. The trigger plans are found within different locations in different areas. Whilst there was clear evidence that staff knew how to access information about vulnerable people, there wasn't the same level of knowledge regarding the location of trigger plans.

**The Review Team consider that the "trigger plan" could be housed within the Storm command and control system under the address tag. This would ensure consistency across the Constabulary and encourage a higher level of professional curiosity around incidents that may otherwise not in themselves raise CSE concerns.**

The Review Team heard of challenges relating to managing CSE risk based on Children's homes in the area. Some providers are marketing themselves as CSE specialists which is attracting children with a high level of complex needs. The team found an awareness of the locations and challenges around these homes from a range of staff, in particular, the Missing from Home Coordinators provided an enhanced level of service to these homes in proactively and reactively visiting and also providing training and awareness to new staff, although a high turnover of staff at those care homes was reported. Similarly, the MFH Coordinators have been undertaking risk assessments considering the impact of dynamics of any new placements.

**The Review Team consider that this promising practice should be captured and disseminated across the Force area.**

The Review Team could not be assured that return home interviews were being provided following all missing person episodes, or of the level of service that a missing person would consistently receive. The team were informed that all missing children in the Blackburn with Darwen area (a unitary authority) receive a return interview from a Local Authority funded Youth worker, however it was not clear if all children from other parts of Lancashire received such a return interview.

**The Review Team consider that it would be beneficial for Missing Children return interviews to be considered by the LSCB for another agency such as the Local Authority to take a lead role consistently across the Lancashire area.**

The Review Team heard of the challenges associated with Private Children's Homes in particular; there are over 100 private care homes with a real opportunity for them to fully contribute to the ongoing Force and partnership development of the CSE problem profile.

The Local Authorities do share existing data with the LSCB however the LSCB feel they experience real challenges when trying to hold Private Care Homes to account where CSE risks may be identified due to lack of clarity.

The Review Team acknowledge that there is a limited legal requirement for the Private Children's Care homes to identify themselves, provide data and alert police and partners of their existence, however, this represents a real potential challenge to the joint understanding of risk and vulnerability across the county and as such **The Review Team consider that building upon the excellent local engagement with Children's homes across the county together with further engagement with Ofsted (who will be aware of the locations of the Private Children's Care homes) at a strategic level may well be beneficial.**

The Review Team heard of an inconsistency in advance notification of into county placements of children into Lancashire care homes. Whilst this challenge is one that is not unusual to Lancashire there is the potential for compromising the early assessment of threat, risk and harm as part of the safeguarding process for children and vulnerable young persons.

**The Review Team consider that development of a memorandum of understanding with the care homes regarding advance and early**

**notification of any child placed into the area by an external authority would be beneficial.**

The Review Team observed the role of the Intelligence Cell working within the Contact Management Unit (CMU). Officers within that cell proactively monitor ANPR cameras and Storm Command and Control, they support call handlers and operational staff with more detailed research which may be required and have a clear understanding of threat, risk and harm with CSE considered a high priority. They have wider IT access privileges and can also access PVP and PND computer systems.

The Review Team heard that activity and information capture of intelligence had the potential to become inconsistent due to activity in the 3 Divisional areas being conducted 3 different ways.

Whilst different practices occur across the Divisions the Review Team heard that all activity is designed to ensure the safeguarding of children. The Review Team observe much of the latter activity is linked to the total commitment to safeguarding that individual practitioners place around children and it would be advisable to ensure that those key commitments, practices and outcomes be agreed strategically to ensure that the legacy of safeguarding and protecting young people is captured on a formal level and as such key outcomes expectations are made clear to all staff, without removing the capacity to consider innovation when deliver local targeted activity.

The introduction of Multi Agency Safeguarding Hubs (MASH) is viewed by staff as a positive development. Although the alignment with different Local Authority areas has meant that there is limited consistency across the Constabulary, each unit is none the less providing a positive contribution. There was clear evidence that close proximity working with key partner agencies ensured early assessment and dissemination of information and also encouraged a more effective and appropriate response to safeguarding issues. The co-location also encouraged a better understanding and awareness of partner roles and cross pollinated skills. The Review Team heard that the inception of the MASH had resulted in a 50% increase in referrals, although this presented challenges, it was regarded in a positive light and reflected a commitment by the workforce to safeguarding.

The Review Team heard evidence of 800 schools across Lancashire County alone, the LSCB has identified the scale of engaging with the schools around CSE as 'a risk', evidence was heard by the Review Team that the LSCB would be establishing the post of a CSE co-ordinator role to assist in capturing all information in relation to CSE.

The Review Team did hear of good practice within some schools particularly in Bisphan area whereby schools liaison officers who are part of the Prevent and Deter team are based within schools and conduct a range of activity, including:

- Building trust and confidence amongst young people to report 'low level and risk taking' CSE associated behaviours.
- Deliver the CEOPS awareness package for young people.
- Capture key intelligence and data that can be shared via intelligence or a PVP referral, in relation to truancy, drugs related issues or other bullying,

ASB related behaviours including CSE.

- Proactively identify emerging social media communication.
- Open the school at weekends (Saturdays) and during school holidays (6 days per week) to provide a "drop in" service, pastoral services are available to children and young people during the out of hours opening.

The Review Team advise that the above activity be commended as promising practice. Gaps in information sharing from schools were identified with schools based police staff not being consistently informed of relevant information, for example the schools senior management board dealing with drugs possession which escalated to information of the "suspect" having been coerced into supplying controlled drugs and culminating in a sexual offence allegation before the information crossed agencies. It is perceived that identification of a problem is seen as a "negative indicator" by Ofsted and that may well drives a culture not conducive to transparency.

**The Review Team consider that the latter issues are discussed strategically at a Local Authority and/or LSCB level to eradicate practices that may potentially inhibit effective safeguarding of children and vulnerable young people.**

### **Summary**

There is clear evidence that Lancashire Constabulary prioritises its resources according to threat, risk and harm.

The message relayed by Constabulary Leaders reaches the ground level unfettered, undiluted and with absolute clarity. There is a belief by staff that they are empowered to prioritise vulnerability.

Whilst the IT systems receive mixed reviews from staff, and there is not consistency on where relevant information may be found across the Constabulary, there is strong evidence from staff that they know where to look to find relevant information.

Missing from home return interviews provide a rich intelligence picture, some work is required to ensure that commissioned services are being delivered.

There is clear evidence of the National Intelligence Model (NIM) driving business and staff are clear on expectations. There is clear evidence of effective and supportive supervision and availability of specialist advice as and when needed.

The MASH enhances collaborative partnership working and prompt and effective information sharing.

The Review Team heard of innovative data collection and analysis to proactively identify multiple victim/ offender CSE. Also partnership collaboration to acquire current and relevant victimology to assist with CSE trigger indicators.

These innovative pieces of work may well assist the Constabulary in its vision of getting upstream of criminality.

### **Investigation/Prevention and Awareness**

#### **1) Contact Management Unit**



The majority of CMU staff are omni-competent and work as call takers, facilitators and dispatchers. They appeared very passionate about their role, and wanted guidance and direction in relation to CSE so that they can better serve the communities and their colleagues within the Constabulary. The Review Team heard that they understood their role in an investigation and appreciated that it is paramount that the first contact they have with a potential victim/family member may yield the information essential to a serious and high risk investigation. This said they felt that CSE is not an area which staff receive calls about on a day to day basis. However it was acknowledged that they may actually take more calls than they realise due to their developing knowledge base.

What was very apparent is that staff within the CMU had little knowledge of the three CSE teams across the Force, although some staff had heard of Engage but not the other teams.

The Review Team heard that staff are fully apprised with regards to the incidents which should/would be brought to the attention of Public Protection Unit (PPU), it appeared that they had a good understanding of the PPU and CSE roles and responsibilities, although there was lack of clarity as to the best way to make contact with PPU/CSE teams to discuss or obtain advice.

The Review Team ascertained that there is a system on which resources can be checked to confirm who is on duty at any given time. Whilst this system is in place the team heard that the limitation with regards to making contact with the CSE teams was due to variations of e-mail addresses and contact details, which at times would result in an incident being deferred to the following day. If an incident was deferred it would be handed over to the following shift who would make contact with the relevant CSE team and bring it to their attention. This process provides an audit trail albeit brief.

Contact Management staff discussed the categorising of call logs and it was identified that there is not a specific header for CSE or similar and often staff would be recording as 'Personal' which they did not feel comfortable with, and did not feel that this header reflected what was reported/risk associated with the log. The Review Team heard that this could result in CSE concerns being overlooked by the CSE teams and therefore an investigation and safeguarding may not be initiated. There are risk mitigation procedures in place which would minimise this threat, this includes the Intelligence Team within the Contact Management Unit who monitor logs being created on Storm, the Sgt's within the Unit reviewing logs and the daily meetings which review threat and risk.

The Review Team heard that CMU staff had an awareness of the indicators of CSE however this had come from their interpretation of what is reported in the media, and for those who had children/ interest in safeguarding children who would use their instincts to fact find by asking relevant questions to gather information.

Furthermore, the Review Team heard that staff at times found it uncomfortable asking questions detailed in the MFH risk assessment such as "do you think the child is susceptible to CSE?". As much as this is a question which may identify the necessity for further investigation, they felt that they did not have enough of

an understanding and found it hard to explain further what CSE is when asked – especially by a family member of a child.

The Review Team heard throughout the duration of the review that the Constabulary are working hard to deliver key messages about CSE both internally and externally. Not with standing this activity, the team heard that CMU staff were concerned about the potential links between CSE and media perceptions (Asian male offenders) and whether others may perceive that they were making assumptions about an incident/concern they were dealing with based on this perception.

The Review Team heard about a common theme with partner agencies who will specifically report concerns prior to finishing their shift, particularly on a Friday about a young person who may be vulnerable to CSE but whom they are not going to have contact with for a period of time, and as such appear to pass the responsibility/management/risk assessment to the police.

The Review Team heard that there was limited clarity in respect of information sharing by the Contact Management staff – who can they provide information to and what can they share.

### **Prevention and Awareness**

The Review Team heard that staff from the one CMU within Lancashire identified immediately that they have an awareness of CSE however this is mostly as a result of national and local media. As seen elsewhere within this report the Constabulary have a clear plan aimed at raising the awareness and training of their staff.

The team heard that when a call is received into the CMU which may have CSE connotations they will create a log and pass to the DRU to make an assessment of what action should follow, often resulting in officers being despatched to obtain further details prior to forwarding onto the PPU or CSE teams. The log may be passed directly to the CSE teams for further assessment.

The Review Team heard a clear message from the staff that they wanted to provide the best service possible to the communities in which they lived and worked and also to safeguard children and vulnerable young people.

### **Review Team Considerations**

- The creation of a PPU 'Tag' would ensure that an incident would be raised to the appropriate officer/department, also creating an Audit trail. This would also solve a problem that had been identified in making contact with PPU's/CSE teams.
- Contact Management staff would benefit from further training some of which is role specific in CSE and information sharing. The team heard that this would be very welcomed on their training days which occur every three months and they would prefer to be interactive and not just NCALT/e-learning packages.
- In addition to the above recommendation regarding training the Review Team consider that 'Safeguarding Champions/SPOC' are identified and appointed who would be given a higher level of training and who could then disseminate information in their own department. They would also be able to advice on CSE/safeguarding matters to colleagues within the CMU.

- The organisation should reassure the message to staff that when dealing with matters of CSE they should not be afraid of noting links with CSE and Ethnic minority groups. Guidance could be issued similar to that of the communications strategy.

## **2) CSE Structure**

### **Overview**

The Review Team heard that there are 3 Child Sexual Exploitation Investigation Teams within the Constabulary. They are Awaken, Deter and Engage. They are geographically separated, they have the same processes, however, they work differently which is dependent on the demographics of the Communities which they serve. There is an element of hybrid working to accommodate the geographical issues and also the shift patterns worked by both PPU and CSE officers.

They are located within either Police or Local Authority premises.

There is joined up working between the Multi-Agency Safeguarding Hub (MASH) and the CSE teams, and weekly meetings are held.

The drive is towards the identification of victims, offenders and locations involved in CSE and there are a variety of strategies used to achieve this, including Neighbourhood Policing Teams being tasked to conduct licensing checks on take away food outlets and taxi companies and the use of level 2 tactics.

The Police & Crime Commissioner (PCC) holds the Victim Portfolio and CSE has been identified as a priority.

The Review Team heard that the average case load of officers within the CSE teams could be as high as 25. These were all case management but would include Child in need and concerns raised as well as full scale investigations.

The Review Team heard that there was work ongoing to ensure that the Police were not undertaking other agencies roles, thus allowing officers to concentrate on their own areas and responsibilities.

The Review Team heard that the health and wellbeing of their staff was important and although there was a process in place to monitor the effects of being involved in such investigations a clinical Supervision process is to be implemented.

The Review Team heard that in respect of investigations that the resourcing of the CSE teams was under constant review.

It was identified that there were some blockages to the progress of investigations, these include ensuring that the officers had the appropriate skill set and knowledge and capacity to provide the service required.

In response to this the Review Team heard that the training programme for CSE investigators was under review.



### 3) CSE Teams

The Constabulary is divided into three areas, each has a PPU & CSE Team. The CSE teams are made up of Detective Sergeants (DS), Detective Constables (DC), Social Workers, Family Support Workers, Sexual Health Nurses and Parent Support. The three areas have their own titles – to the west of the county - Awaken, to the east – Engage and to the south – Deter.

The team heard that there are differences between the three CSE investigation teams and found the following;-

DETER – is made up of 2 DS's, 5DC's a full time support worker and 2 x part time staff. They work predominately Monday-Friday day shifts with weekend cover, two staff, split between two offices, dealing predominantly with CSE investigations. Case load is approximately 15 case management cases per officer. The Deter team meet daily for a PPU briefing, a weekly team meeting, a fortnightly intelligence meeting, monthly case management and two x Integrated working partnership meetings (IWP's), across two locations.

AWAKEN – Is made up of a team of 1 DS, 6 DC's, 1 Children's society worker and 1 social worker. Currently they are 33% below the figures provided for DC's. They work predominately Monday to Friday, day shifts, one in three weekends where they provide a generic PPU investigation function, following on from the weekend, the DS would hand over the supervision of any investigations picked up, however the DC will retain ownership of the investigation. The Awaken team are managing in the region of 20 case management cases per officer, there are approximately 15 cases within the court system, and in respect of referrals it is estimated that in the region of 140 referrals are reviewed per month. The team meet for a weekly 'At Risk' multi-agency meeting, a fortnightly risk meeting (Police only), a fortnightly intelligence meeting and 28 individual clinical supervision (which it is acknowledged often goes over the 28 days)

ENGAGE – Is made up of 1 DS, 8 DC's - currently 2 vacancies which equate to 25% down on staffing. Officers work Monday to Friday day shifts, weekend cover included PPU investigations, and officers retain the investigations. In total there are 21 members of partner agencies working within the Engage team. The DS on the Engage team works a 5 week pattern, the DC's working an 8 week pattern, which presents its own challenges. The Engage team hold approximately 15 – 20 case management cases and approximately 140 referrals per month. The team meet for daily multi-agency briefings, fortnightly for case management and CSE intelligence meetings, fortnightly for multi-agency case management, and monthly for case management (Police only).

In addition it was heard that the DS's meet quarterly to discuss best practice, CSE Trends and other matters.

There is also a Strategic CSE meeting involving key partners which reviews the CSE Action plan.

In the whole the DC's are covering 3 sets of nights per year and this is in a PPU capacity in addition there is a night DC from CID.

The Review Team heard that the impact on staff of retaining PPU investigations is detrimental to their CSE and multi-agency work as it results in a period away from the office during the working week, and when they are back onto their usual shift they then have the follow up investigations other than CSE.

The team heard that the current shifts and cover for PPU hinders the ability to be proactive in respect of multiagency CSE work. This is an area which staff wish to pursue and would welcome consideration being given to a change in shift pattern to enable them to be more proactive in combatting CSE.

The Review Team heard that the three CSE teams acknowledge they differ in work practices across the three areas, however the teams are bespoke to the areas in which they operate, the geographic and partner agency differences dictate the work practices, and it was clear to the Review Team that this is appropriate and works. It is not felt by the CSE teams that one approach to working practice is required. It was also made clear to the Review Team that they are working to the same thresholds so far as reviewing PVP referrals, safeguarding and investigations.

The Review Team found that all three CSE teams are working to achieve the same goal, they are passionate in this and show a high level of commitment to this area of work.

### **Investigation**

The Review Team heard that staff had a clear understanding of the CSE priorities and what they were working to achieve. The investigative structure was clear, and they spoke confidently about their managers and the decisions that were being made by them.

The team found that the staff within the departments were there because they had applied to be, or had shown an interest.

The Review Team were confident that Officers had a clear and precise understanding of their role, albeit there were not clear as to where their roles and responsibilities were documented. They fully appreciated the importance of working with others within the Force and partner agencies and it was clear that the multiagency, in particular the co-location of police and partner agencies works exceptionally well and officers spoke very positively of this.

An area that did raise concern in respect of multiagency working was the process of referrals, and how even when partners are working within the same office as CSE officers a referral (PVP) still has to go through a protracted process whereby the information is passed from partner agency to Police, who submit the referral, which inevitably goes through a process but ends up back with the initial RP/officer/dept. – at times it was stated that this may take up to two weeks, especially when the MASH have a back log to process.

Each team have different meetings scheduled, from daily strategic discussions informing an entire CSE team of referrals, risk, threat and harm and decisions made as to how to progress which therefore has a direct impact on victims. Within other teams, this is done on a monthly basis, which may have a detrimental effect on the victims, evidence gathering and investigations and at

times is felt unnecessary as other discussions and actions have already been implemented.

The Review Team heard Officers identified that their main blockage to effective investigation is a lack of specialist training, and **forensic examination of computer equipment**. It was also identified that there are numerous processes/databases which must be updated which is time consuming and often felt to be unnecessary and repetitive. The time these updates can take can impact on the investigation.

The relationship with CPS was different across the teams, one team engaged with CPS Direct, resulting in positive decisions and charges being brought thus providing victims with expeditious updates and results. Officers felt that CPS lacked an understanding of the vulnerabilities of CSE victims, and at times they felt that CPS were not up to date with the CSE agenda. They felt that often they are fighting for decisions to be made, and having to argue with CPS with regards to the victims credibility, and often a debate surrounding third party material is raised and at what point if any this should be applied for/reviewed/disclosed, to identify anything which may undermine the case. It was mentioned that this 'battle' has been lost at this time, due to a recent ACPO guidance with regards to applying for the material, which previously officers may have felt the CPS were 'fishing for'.

The Review Team heard that roles and responsibilities for all within the CSE teams including partner agencies and those partner agencies outside of the CSE teams were clear on the part they play within an investigation and that this was working well.

The team heard that there has been a complete change to the ethos within specific departments, in that the focus is no longer performance led policing/investigation, but that safeguarding is paramount. There was most definitely an enthusiasm and willingness to use different tactics to protect victims and identify victims. Officers were very positive when discussing this topic area and felt it was a very positive change to attitudes and approach.

As a result of the multi-agency co-locations every opportunity appears to be explored and 'no stone left unturned' and there are various perspectives given to an investigation from the offset.

Officers had a clear awareness of the services which third sector agencies can provide to victims and witnesses/families, and how referrals to these at the earliest opportunity will only enhance their investigations.

### **Prevention and Awareness**

The Review Team heard how CSE teams are taking both a reactive and proactive approach to CSE.

CSE officers are building relationships with multi-agency partners, including education to provide an awareness and prevention strategies to both staff and pupils.

The co-locations of Police and partner agencies is assisting to minimise Threat, Harm and Risk from the outset, implementing safety plans, risk assessments and putting early interventions in place within a very short time frame.

The team heard that officers within the specialist departments are confident in their knowledge of information sharing agreements with partner agencies. This appears to have a large 'buy in' from partner agencies, all of which assists in safeguarding victims at the early stages of agency involvement. It was identified that there were inconsistencies across the force in meeting structures between CSE teams. One office holding daily meetings, the other having monthly meetings. It was apparent to officers involved in the monthly integrated working partnership meetings that there was duplication and repetition in respect of a number of cases.

The team heard that level 2 tactics were implemented to protect and safeguard victims, identify offenders and gather intelligence in relation to CSE.

### **Review Team Considerations**

- Reductions to be made to the duplication and bureaucratic procedures in relation to the submissions of PVP documentation.
- To reduce repetition in order to safeguard victims by implementing a corporate approach to strategy discussions. It is recommended that Daily meetings take place, as this would be good practice to provide the support for victims and families, evidence gathering, and completion of fast track actions in line with an investigative strategy.
- Specialist training programme for officers within CSE teams – to include SCAIDP, Specialist witness/suspect interview training, open source and mobile phone download training. All of which will enhance investigations, and the service provided to victims and witnessed.
- A reduction in timescales for triage and examination of computer and digital media through High Tech crime depts.

## **4) Custody**

### **Investigation**

The Review Team heard that staff within custody suites are aware of the investigation structure within the Divisions. They feel very comfortable speaking with and assisting investigators of any rank and although they are aware of the rank structure this does not get in the way of working practices.

The team heard that one of the main issues for custody which impacts on investigations are the number of detainees that are brought into custody who require assessments of some sort i.e. mental health assessment. There is not a nurse based at each station, and it can take time for the appropriate staff to attend the custody areas. At this time the nurse who works custody between office hours is employed by the local NHS, out of hours assessments would be made through MEDACS. There is a criminal justice team who makes contact with and attends custody every morning and will make assessments, research background information in relation to the detainee and pass information/make an assessment over the phone. The Criminal justice nursing contract is due to change and will mean that nurses will be more widely available.

The Review Team also heard that the provision of appropriate adults may add to delays in the custody process.

In the main the relationship with social services are good and prompt – however when it comes to mental health social workers or anyone who is required to make any assessment in respect of Mental health then there can be challenges which can be further complicated if there are cross border issues with social care.

### **Prevention and Awareness**

With regards to young people in custody the Review Team heard that staff have experienced occasions when disclosures of a CSE nature have been made. Staff have made time for potential victims and listened to what they have had to say, then immediately notified the appropriate teams for further action to be undertaken. Staff are mindful that they have received limited training with regards to initial disclosures and how what is said may impact upon investigations. Staff appreciate that if they do not take the time to listen to young people wanting to make disclosures they may never open up again resulting in a missed opportunity to safeguard a child.

Staff have an awareness of CSE but have received limited formal training in relation to CSE and the majority of their knowledge comes from the media.

The Review Team heard that staff often rely on their own knowledge and experience of dealing with Detained Persons – there is an awareness of indicators (not from training) and if comments were made which do not necessarily amount to disclosures of offences, they would notify their Sergeant who would decide what action to take. It would always be noted on a custody record.

Staff are aware of CAWN notices.

There is also an awareness of appropriate referral agencies who can offer a young person support including street safe.

Staff were extremely knowledgeable and understanding. They were passionate about ensuring that processes were adhered to.

Notice boards are available to Custody staff displaying changes to legislation, relevant policy and processes in relation to children.

Staff are aware of 'Sherlock' an internal communications tool – an awareness of the fact that CSE information will be held on this system and can access this system to enhance their knowledge and understanding.

The Review Team heard that Custody officers will make contact with PPU officers and CSE officers if a young person is wanting to talk or make a disclosure. However they feel that they could be better utilised if they had more knowledge of this subject, as they could be the first person a young person makes a disclosure to, as it may be the first time they feel safe to do so.

### **Review Team Considerations**

- Creation of a booklet which provided information and relevant contact details for organisations who could provide support for young people who

have been/ may be susceptible to any type of abuse, but particularly CSE. This could then be used as a reference point for staff.

- To utilise staff training days to better effect. The G4S Custody staff currently only attend training for Officer Safety Training and First Aid. There may be sufficient time on these days to include other topics including CSE. The training is mandatory and would therefore capture all staff.

## **5) Neighbourhoods**

The Review Team heard that currently there are Neighbourhood Policing Teams (NPT) in each area of the Constabulary. The team heard that there is very much a multi-agency working practice across the Constabulary.

Joint visits are carried out to troubled and complex families. Staff attend local CSE multiagency meetings, where there is a cross over with MAPPA for those offenders who have previous involvement identified within the communities as being vulnerable – CSE is included in this.

The Review Team heard that the NPT are paramount in preventing and engaging with victims of CSE.

### **Investigation**

The Review Team heard that although NPT officers do carry an investigation workload it is not significant.

NPT staff do identify the links between troubled families/dysfunctional families/ Missing persons and the risk of CSE within these families.

The victim, offender, location problem solving tool is used regularly within the NPT, and has been used to disrupt potential perpetrators of CSE – locations for example takeaways, taxi ranks, parks etc. Intelligence is disseminated via e-mail to the NPT requesting that this is actioned and as such the teams will target / disrupt / gather further Intelligence and identify immediate risks making dynamic risk assessments and taking appropriate action.

The review Team heard that there are Information sharing protocols/agreements in place which cover most agencies and NPT staff feel confident in sharing information.

Risk/ harm /Threat assessments are carried dynamically and form a basis for everything that the NPT carry out on a daily basis.

### **Awareness and Prevention**

The team heard that the NPT understand that they play an ever increasing part in combating CSE in their areas.

Staff use the NCALT awareness packages. NPT staff have taken part in CSE awareness weeks, getting into the community/schools and posting on internet what actions they were taking.



The Review Team heard that teams have taken a proactive approach to talking about CSE – an example of the approach which has been taken is that a PCSO came to Supervision and asked to carry out Safe use of the internet education to parents, very positive response from the community and asked for another day. This was not in response to an incident/issue.

The team found that there are Transforming lives panels in place – CSE features in this, assessments are made and if CSE is identified then appropriate referrals take place.

**HARMAN** – This is a system which holds information on identified vulnerable people within the community. Risk assessments are also held on the database. The Review Team heard of a desire to put regular Missing persons or young people who are identified as being susceptible to CSE on this database which will pull together all logs relating to the nominal thus enabling officers to see the 'bigger picture' as to what is going on with the vulnerable person. Tasks can be set from this system, reviews can be completed. The team heard that this system could be better utilised in respect of CSE. The system is accessible to all staff.

The Review Team heard that links between Neighbourhood Policing Teams and schools have been somewhat eroded.

The Review Team Heard that teams are benefiting from the removal of performance targets and felt that this was a huge shift for the better.

### **Review Team Considerations**

- 'Safeguarding Champions/SPOC' are identified and appointed who would be given a higher level of training and who could then disseminate in their own department. They would also be able to advice on CSE/safeguarding matters to colleagues within the NPT.
- HARMEN system to be more effectively utilised in cases of CSE.

## **6) First Response**

The Review Team heard that there are occasions when 'lower level' CSE investigations may be managed by a Response Officer.

A call is received and an officer dispatched, their initial actions will be to obtain an initial account, ensure that all safeguarding measures and safety plans are in place. They will then liaise with the CSE Team. After discussion the CSE Team may leave the investigation with the attending officer.

There was little clarity about how this decision is reached and the rationale behind it.

The Review Team did hear that the staff understood that CSE was of the highest priority and were aware of how seriously the Constabulary dealt with CSE.

The Review Team heard that there are Response Officers who have been trained in ABE and are therefore capable and willing to be involved in this type of investigation.

It was made clear to the Review Team that if the investigation became more complex it would be escalated to the appropriate CSE Team. It was also confirmed that there was a good working relationship between the teams.

### **Awareness and Prevention**

The team heard about the process of handling reports, and how calls are coming in daily which have CSE connotations. Generally Response Officers will attend in the first instance and will take first contact notes/gather initial investigation, and then refer to the relevant departments to progress.

The team heard that there is a sound awareness of the fact that CSE is a priority and how seriously the Constabulary are taking this matter. There is an understanding that this is an area of organisational risk to the Force.

The team heard that staff knowledge of CSE is sound, and NCALT packages have been completed, this contained information in respect of indicators of CSE and how to respond to these indicators. Not all officers have completed this training. It was identified that this is not Police led, and that some training had come from the local authority.

The team heard that in the main there is a very good relationship with children's social care with Policing teams and partner agencies working well together.

It was identified that Schools are not consistently sharing information in a timely manner managing disclosures appropriately and not acting accordingly, i.e. reporting to police and referring to CSE which potentially has an impact on the victim, evidence gathering, and the investigation.

The Review Team heard that staff are very much aware of the CSE teams in Force who they consider to be approachable.

### **Follow Up Investigation**

The Review Team heard that officers within the PPU work towards completing the SCAIDP programme and Tier 3 witness and suspect interviews.

The Specialist Child Abuse Investigator Development Programme (SCAIDP) has been recently offered to some CID officers.

The team heard that relationships on the whole are good between departments who will assist each other to progress an investigation effectively and efficiently. Teams are aware of the importance of working with partner agencies to afford victims the best possible service.

The Review Team heard that blockages to investigations include time restraints and the multi-agency approach not taking such a proactive part in the investigation, with partner agencies on occasion happier to let the police lead and progress.

High Tech crime again featured, with resources, funding and the time it takes for results all cited as challenges, however, at times and with the appropriate authority it can be progressed extremely quickly. The Review Team heard that specialist staff are more than willing to progress, it is the process that delays this.



The Review Team again heard that staff are on occasion frustrated with some of the processes that CPS are implementing. In particular requesting all details in respect of third party material prior to charging decisions

The team heard that the PVP referral process is easy and purposeful, but on occasions bureaucratic.

The Review Team found that departments often obtain more information and intelligence from the Protecting Vulnerable People (PVP) referrals than from their respective Intelligence department. This highlights the importance of PVP referrals being completed fully and in a timely manner. They are a great tool for sharing information and ensuring that concerns are raised. There is absolute confidence in the PVP referral from the teams and direct managers within the three CSE teams. On a whole there is a positive attitude towards the referrals across the Constabulary, and an understanding of why they are necessary.

The team heard that there is **little understanding of role of the MASH**, other than receive and review PVP Referrals. There is a lack of clarity as to what part they play, but it is known that they have involvement with Domestic Violence. The team have heard that the MASH will receive the PVP Referrals in respect of CSE and that these will be reviewed and screened. Checks will then be made on them prior to being forwarded to the CSE Teams.

The Review Team again found a commitment and desire not just to effectively investigate CSE but to also carry out preventative work which is in line with the Strategic Vision of the Constabulary.

### **Review Team Considerations**

- To provide training to First Responders which is interactive and face to face, to include detail of the changes in technology, Social Media streams and how they work.
- Further communication/discussion with schools in respect of timely information sharing, the impact on the victim and the effect on an investigation.

### **7) CPS**

The Review Team heard that there are approximately 300 cases carried by Lancashire and Cumbria CPS.

There are two courts at Preston, a court at Lancaster and one at Burnley. Cases are also committed to Liverpool Crown Court for Ormskirk cases.

The team heard that there is an overall awareness of CSE and the risks involved with these cases. There are specialist lawyers who have received specific training including Rape and Serious Sexual Offences (RASSO) training. They have also received training inputs in respect of national guidance.

Arrangements are in place for early advice to be requested in Rape and serious sexual cases, including CSE. Following an initial review by a lawyer at the early advice stage an advice file would be requested, and would be further reviewed by the same lawyer in order to formulate a charging decision.

There are 18 specialist RASSO lawyers who cover the whole area. As of the 1<sup>st</sup> April there will be a RASSO unit in which the lawyers will be ring fenced, purely dealing with RASSO Cases.

The team heard that in relation to indecent image cases, lawyers view approximately 16 specimen images for each case prior to a decision being made. A workshop has been held by CPS with police in relation to indecent images.

ABE's/VRI's are sent through with the advice files and viewed. Lawyers would consider a charging decision if it was a custody case, however they would also consider viewing ABEs at the office.

There is an s.28 pilot across the country which is being run locally in Liverpool, this relates to the pre-recording of the cross examination of victims. There is very positive feedback due to the quicker timeframe. Another perceived benefit is that the judges are closely managing the cross examination.

The Review Team also heard about the young witness initiative programme, signed up by Police, CPS and the Court, which means that cases are expedited under the protocol. This refers to cases involving children under 10yrs and results in a turnaround within 7 days for a case decision. The 7 days starts when the RASSO file is received, the cases are then progressed more quickly through the entire process.

The Review Team heard of issues locally with regards to third party material undermining the case prior to charge. CPS have lost cases due to material that then comes out late in the day which significantly undermines the prosecution case. Within the area this has been discussed as a senior level and some progress has now been made.

Alison LEVIT QC produced an interim report which is now National Guidance relating to a merits based approach to CSE investigations. The team heard that reviewing lawyers are now placing less emphasis on any previous convictions of the victim, and their behaviour, removing myths and stereotypes but looking at the wider implications and the **credibility of the complaint rather than the complainant.**

Decision makings follows the National CPS Guidance for charging decisions. The local CPS follow national standard operating procedures.

The Review Team heard about issues relating to the quality, content and inconsistencies with advice files. In response to this CPS managers have and continue to work to improve file submissions. Two local workshops have been held in respect of charging and advice files.

The team heard how the areas CPS and courts are working towards transforming summary justice. This involves getting a case ready from the early stages and is reviewed thoroughly prior to the first appearance at the Magistrate's Court. The intention with this process is to enable CPS Lawyers to have discussions with the defence at the earliest opportunity. There is also less opportunity for the case to fall down, or be delayed. Lawyers who have a better understanding of the case from this early stage may promote an early guilty plea. Thus saving time for Police, CPS and the courts, but more importantly the benefits for the Victim of

an early resolution, are that there is a reduction in the adverse effects on the victim and witnesses.

The Review Team heard that there could be more focus needs to be placed on the importance of victim support throughout the court process, in particular Special Measures. The team further heard that this is one of the CPS Directors priorities and lawyers have been directed to consider special measures at the earliest opportunity. An intensive supervision programme has been implemented within local CPS, focusing more on the victim. Individual Quality Assessments (IQA's) are carried out with each lawyer, to assess their working practises, and to offer guidance and support taking into account Special measures, intermediaries, Independent Sexual Violence Advisors (ISVA), victim and witness care. The IQA process has been completed on one occasion and a further stage of reviews are being carried out and improvements noted.

The team heard that the CPS direction on RASSO advice files is that they should be turned around in 4 weeks. Recently there have delays in this due to back logs, however this should now be back on track for a 28 days turnaround.

The team heard that a CPS representative attends a quarterly multi-agency meetings chaired by Superintendent Murphy. This meeting is specifically in relation to CSE and the RASSO process.

There are clear lines of communication between the CPS and the police, at all levels. Joint working is ongoing to resolve breakdowns in communications that do occur. Already a single point of contact has been appointed by the CPS to provide updates.

The Review team heard that there can be frustrations on both sides, but due to the good working relationship with the Police, from the senior management down they are able to have open and honest discussions, although they may not always agree.

It was apparent that the CPS management felt supported by the Police.

**The Review team consider that the appointment of Police RASSO Gatekeepers who will review all RASSO files prior to submission to CPS would be beneficial. Their responsibility would be to raise the standard of files, to ensure the appropriate content, to return the files if not up to the required standard and set action plans for officers. This would ensure that the standard of case files is raised and are submitted to CPS complete, that charging decisions can be made quicker, thus providing a better service to the victim, and offender and potentially reducing bail times.**

**Furthermore, joint CSE training would be beneficial to enable Police and CPS staff to discuss the complexities of such cases and therefore provide a shared understanding.**

## **8) MARAC and Safe Centre**

The Review Team heard from a number of representatives across the partner agencies all of whom have varying levels of awareness and involvement with

CSE. There were differing agendas and priorities between the agencies represented and more so across the differing county areas.

Some of the representatives were lacking in confidence in respect of their agencies priority in relation to CSE. This impacted on knowledge of CSE and understanding of where to access training and information. That said representatives wanted to heighten their awareness and knowledge and were keen to assist in the prevention, information gathering and sharing and identified that their areas of business could positively contribute.

Some of the representatives, from agencies where it would be expected, had completed LSCB Training. Representatives from these areas very aware and knowledgeable of CSE, they were seeing cases presenting themselves on a daily basis. The same representatives were aware of their CSE team within Lancashire Constabulary and were working with them very well, the professionals felt very confident in the Police and their responses.

The team heard that in relation to Safeguarding within Hospitals across East Lancashire staff at all levels in a variety of Departments very aware of CSE, the priority given to it and who Police contacts are within relevant departments. A CSE Hospital GAP analysis has been conducted and the findings of that are now being addressed with gaps starting to be filled.

The Review Team heard that staff across the hospitals are briefed and are aware of the concerns and are engaging in the safeguarding processes. The one area where it is felt there may still be gaps is Accident & Emergency, the concern being that potential victims could be treated and released into the 'care' of the abuser without the appropriate assessments being made. The team heard that this area of risk is being addressed.

The team heard from partner agencies that the Lancashire LSCB website is a good point of reference for training and guidance.

The team are confident in the services provided by the ISVA's to victims of sexual crime, and the work done at the Safe Centre. The team heard that both of these services are provided by the NHS Trust. The two ISVA's have a case load of approximately 150. However the service only see self-referrals over the age of 16 years, but it is clear that any child Under 16 would be entitled to access the service and would be supported through any initial forensic examination, thereafter appropriate referrals would be made to other agencies who would offer the ongoing and necessary support and advice.

**The Review Team consider that the continued and enhanced engagement with the health sector in particular would support the Constabularies vision of engaging with children and vulnerable young people and at early stage with a focus firmly upon prevention. Additionally, communicating the roles and contact details of the CSE teams to all relevant agencies would be beneficial.**

## **9) Wellbeing and Welfare**

The Review Team heard that there was current provision and improvements being made to ensure the welfare of those staff who were involved managing CSE cases.

The Team heard that there were counselling sessions provided for the CSE Teams on a 12 monthly basis, these were mandatory however there was a lack of clarity as to whether all officers were attending.

Other departments of the Constabulary who may come into contact with this type of case on a regular basis did not appear to have structures in place to ensure the same level of emotional wellbeing support for their staff. However these members of staff did have some confidence that they could speak to their Supervisor/Team leader, but did feel that they were expected just to "deal with it" and also they may be admitting they were a "failure" if they could not.

The Constabulary is about to implement Clinical Supervision for those staff involved in such investigations, to ensure that there is support in place and that officers are equipped to do their job.

There are also Wellbeing Champions and there is an internet based welfare portal available, "The Great White Wall", which allows staff to access support and obtain advice anonymously.

## **Victim Support**

### **Context**

The United Nations Convention on the Rights of the Child highlights the right of every child to be heard in matters that affect them. During the review, the Review Team explored where '**the voice of the child**' might be heard.

### **Findings**

The Review Team considered the victim journey and concluded that the CMU staff were conscientious and committed to obtaining as much information as possible from the initial calls, to enable them to conduct and carry out checks, which is time consuming. There was a real focus placed upon ensuring that nothing was missed that could potentially place children and vulnerable young people at risk. The team heard that CMU staff would at times be 'off line' for up to 40 minutes to complete actions/enquiries relating to calls for service, which impacts on the CMU resilience, and that they were conscious of this, however they were supported by their supervisors.

The team heard that in respect of the sharing of information, the CMU staff were unsure about who they can provide information to and what information they can share.

Neighbourhood teams in areas of the Constabulary work directly within minority communities and the Review Team heard that the relationships and engagement is good.

The team heard that there is a good focus and engagement with local children homes – staff and NP teams will Intelligence gather in respect of this and be involved from the planning application stages onwards.

The team found that there are clear consistencies around working practises across custody suites in the Force and staff are transferable and can work at any

police custody suite dependant on demand and need. Staff are employed by G4S, CDO/Senior CDO (1 at each station) a manager running two custody suite and a contract manager for the Constabulary. Staff feel very much part of the service and more of a Police member of staff rather than G4S staff. They explained that they are continually asked questions about the process by officers and it appears that officers have faith and trust in the custody officers.

The team were given clear messages from officers within the CID, Reactive teams and PPU that the victims are at the forefront of any investigation and that the change from being performance led to Victim led and focused is enhancing the service provided.

The Review Team heard that there was some lack of knowledge and awareness in respect of support for victims and families, however it was confirmed that the CSE teams would be the first point of call in the areas and that these departments are all very approachable.

**The Review Team considers that drawing in victim support services further and ensuring they feel valued as partners will improve the overall service and support provided to vulnerable children and young people.**



## **Appendix 'A'**

### **Peer Team: Biography of Peers**

#### **Mark Lee FCMI**

Mark is a Leadership Consultant and College of Policing Associate who was the Team Leader for the CSE review. As a Greater Manchester Police (GMP) officer he served on seven diverse Metropolitan Boroughs during his extensive career. His roles included Chief Inspector Operations for Manchester City Centre, Intelligence Unit Manager at Bolton and Criminal Justice, Custody and Burglary Lead for the largest Borough in GMP.

Mark performed the role of Superintendent for nearly four years, including that of Force Performance Lead and Neighbourhoods, Criminal Justice, Custody and Detainee Investigation Units Lead at Oldham. As Head of CCTV Operations in GMP he was also the CCTV Key Task Commander during three political party conferences and a member of the ACPO CCTV Working Group.

He successfully represented the City of Manchester before two Parliamentary Select Committee Hearings and was a member of Her Majesty's Inspectorate of Constabulary. One of three National Team Managers for the College of Policing Efficiency and Knowledge Support Unit, he has led critical friend review and inspection activity in over twenty organisations, covering such diverse areas as Counter Terrorism, Serious Acquisitive Crime, CSE and Collaboration Arrangements.

An experienced College of Policing Leadership Tutor he is also an Accredited Peer, a UK representative on a four year EU-China Police Management Forum and has recently returned from a Security and Justice deployment on behalf of Her Majesty's Government Stabilisation Unit supporting the development of Police Leaders in Libya.

#### **Saima Afzal MBE**

Saima has worked in the field of research and community development particularly in relation to religion, gender and South Asian culture for the last 15 years. She has led on a variety of projects such as domestic violence, forced marriages, child sexual exploitation and conducted research in areas such as drugs and substance misuse in the South Asian communities, sexuality in Islam, childcare provision for South Asian women, use of stop and search powers by Police Officers against minority communities to name but a few.

Saima served for over 10 years as an Independent Member of the Lancashire Police Authority, and continued to serve as an Assistant Police & Crime Commissioner in Lancashire for 2 years with a key portfolio area to lead on supporting 'Victims' of crime. Saima now is an established trainer and researcher in her own right as well as being an Associate of the College of Policing.

Saima was recognised for her work when she received the MBE for her Services to Policing and Community Relations in June 2010. Saima was also awarded an Honorary Fellowship in Oct 2013 by Blackburn College in recognition of her academic contributions as well as her campaigning activity in the fight against discrimination and violations of Human Rights.

## **Dave Oakley**

Dave is a serving Detective Chief Inspector with over 29 years service in Sussex Police and is currently working in the specialist crime command branch in Public Protection. He has the force lead for Domestic Abuse and Harmful Traditional Practices. This entails working at a strategic level within the force and with partners. He has recently completed a 3 year secondment to the States of Jersey police as a temporary Superintendent where he was involved in designing and delivering a Criminal Justice Department and led a force review which delivered a parish policing model.

He currently assists the Prince's Trust with the mentoring and placing of young persons on the 'Talent Match' programme into employment, training and education.

## **Jane Taylor**

Jane retired from policing in March, 2014 after serving 30 years with Devon and Cornwall Constabulary. Jane served in across Devon during her many and varied roles but her interest lay in the safeguarding and she became the head of profession for the force in 2007. In 2003 she developed an awareness scheme after the Murder of Janine Mundy (J9). The scheme rolled out both within the area and many other local authorities across the country. In 2011 it was the preferred awareness scheme in the government's strategy, 'Violence Against Women and Girls'. The accompany DVD is used to train Family Liaison Officers and has been translated into several languages and viewed across the commonwealth and Croatia and Serbia.

Jane has been a Peer for the college of Policing for a number of years and has conducted many reviews both as a police officer and an Associate of the College. Jane also trains awareness and investigation of Honour Based Abuse and Forced Marriage and works in intervention with young people excluded from mainstream education.

She is the mother of two boys, 21 and 14 and when not committed with all of the above Jane is a Registrar and enjoys her weddings most weekends.

## **Kathryn Preston**

Kathryn is a serving Detective constable within North Yorkshire Police. Kathryn currently works within the Protection of Vulnerable Persons unit based at York, investigating Child abuse, domestic abuse and vulnerable adult cases.

Kathryn has experience in working within neighbourhood policing teams, priority crime teams and more recently has working as a Domestic Abuse officer for the last 3 years, risk assessing domestic abuse, dealing with the child protection, working daily with partner agencies to reduce risk and involved in the safeguard processes.

## **Diane Davies**

Diane is a serving Detective Inspector within Dyfed Powys Police. Diane has over 20 years Operational experience predominantly within CID and PPU



environments. Diane is currently assisting her own Force in reviewing the response to CSE.

### **Jackie Smart**

Jackie has worked for North Yorkshire Police for the whole of her 23 years Police service. She was fortunate very early in her career to be part of the implementation of the Force Crime Support Unit. She spent 8 years with the team before being promoted and returning to a uniform role. This was as the supervisor of teams covering the largest most rural area in the Force.

The Public Protection Unit, which later became MAPP, was her next move in 2004, and since then she have worked within this sort of arena to the present day. Jackie is currently the T/DI of the Protecting Vulnerable Persons Unit at York. She finds this work challenging but hopes that her commitment to the members of the public she have served and the teams she has worked with has been apparent. It is something very close to her heart.

## Appendix 'B'



**CSE Review draft schedule:**

**College SPOC: Niel Cuzen; T: 0772 575 7794, email:**

[niel.cuzen@college.pnn.police.uk](mailto:niel.cuzen@college.pnn.police.uk)

**Monday: 16<sup>th</sup> March**

09.00hrs	Peer team meeting at HQ		
10.00hrs	Presentation on Force's CSE – CSE Lead- ACC Mark Bates / Det Supt Sue Cawley		
	CoP Team 1	CoP Team 2	CoP Team 3
11.00hrs	Head of Crime/ Head of PPU	LSCB Chair	LSCB Business Manager
12.30hrs	Lunch	Lunch	Lunch
13.30hrs	DCI's/DI's PPU	Focus group PPU DS's	Focus group-FCR/call handlers
15.00hrs	Break	Break	Break
15.15hrs	Focus group PPU DC's/PC's	Tasking/briefing /Intel Units	PCC's office staff member
16.30hrs	Peer team de-briefing	Peer team de-briefing	Peer team de-briefing

**Tuesday: 17<sup>th</sup> March**

	CoP Team 1	CoP Team 2	CoP Team 3
09.00hrs	Focus group- Missing persons coordinator	Custody Focus group	Focus group Children's Society/PACE
10.15	Break	Break	
10.30hrs	Focus group Response/NPT PC's	Focus group Response/NPT Sgts	LSCB Chair LSCB Business Manager
11.00	Governance/Performance Manager		
11.30hrs	break	Break	Break
11.45hrs	Governance/Performance Manager	Focus group Schools officers/liaison officers	Focus group SOTI/First responder
13.00hrs	Lunch	Lunch	Lunch

13.45hrs	Focus group- Safeguarding staff	CPS	Focus group YOT's etc.
14.15hrs			LSCB Business Manager Blackpool
15.00hrs	Break	Break	Break
15.30	Focus group Operational Social Work Managers & partner equivalents	Focus group Response Insp's	Focus group- Safe Centre/MARAC
16.45hrs	Peer team de- briefing	Peer team de-briefing	Peer team de-briefing

### Wednesday: 18<sup>th</sup> March

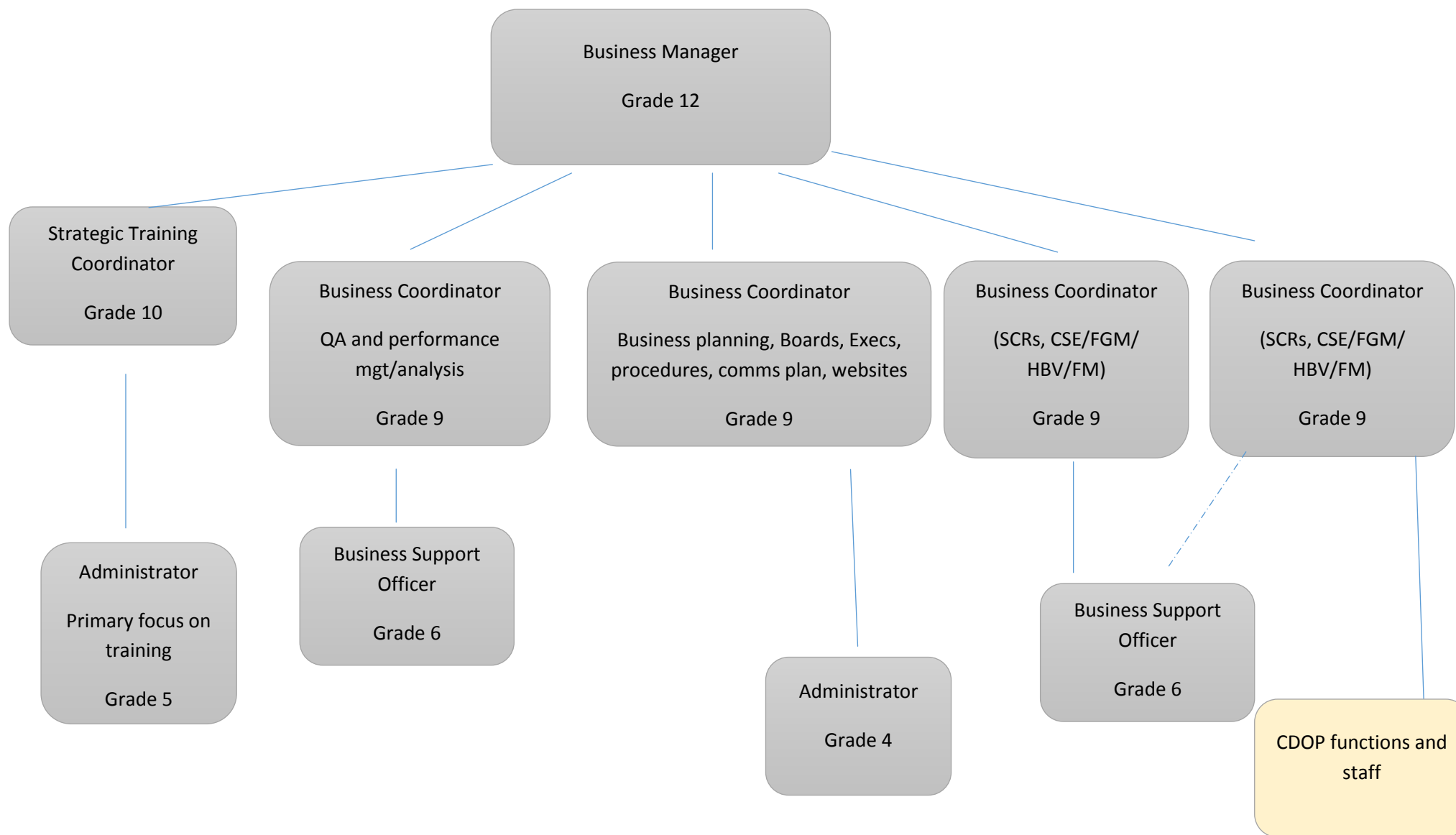
	CoP Team 1	CoP Team 2	CoP Team 3
09.00hrs	Time for any other brush up Interviews/debr iefing	Time for any other brush up Interviews/d ebriefing	Time for any other brush up Interviews /debriefing
10.30hrs			
11.30hrs	break	Break	Break
11.45hrs	Poss. Visit to MASH/ CSE team		

### Thursday 19<sup>th</sup> March

- Full debrief and feedback to the Police Force on findings and recommendations. **DCC Rhodes'** office 11-12



## Adult and Children safeguarding board amalgamated business unit





## Scrutiny Committee

Meeting to be held on 17 July 2015

Electoral Division affected: None
--------------------------------------

## Work Plan and Task Group Update

(Appendix 'A' refers)

Contact for further information:

Dave Gorman, (01772) 534261, [dave.gorman@lancashire.gov.uk](mailto:dave.gorman@lancashire.gov.uk)

### Executive Summary

The plan set out at Appendix 'A' summarises the work to be undertaken by the Committee in the coming months, including an update on Task Group work. The information will be updated and presented to each meeting of the Committee for information.

### Recommendation

The Committee is asked to note the report.

### Background and Advice

Information on the current status of work being undertaken by the Committee and Task Groups is presented to each meeting for information.

### Consultations

N/A

### Implications:

This item has the following implications, as indicated:

### Risk management

There are no significant risk management implications.

## List of Background Papers

Paper	Date	Contact/Directorate/Tel
-------	------	-------------------------

N/A

Reason for inclusion in Part II, if appropriate

N/A



Scrutiny Committee Work Plan 2014/15

<b>17 July 2015</b>		<b>Safeguarding Children</b>	Lancashire Safeguarding Children Board/Louise Taylor/Lancashire Constabulary	Update from the meeting held in December 2014
		<b>Apprenticeships</b>	Eddie Sutton/Anne-Marie Morgan	
<b>18 September 2015</b>		<b>LEP Update</b>	Martin Kelly	Quarterly Update
		<b>Learning Disabilities</b>	Tony Pounder/Ian Crabtree	
<b>16 October 2015</b>		<b>Road Safety</b>	Clare Platt/Debbie Thompson	Service area identified by the BSWG

<b>13 November 2015</b>		<b>Superfast Broadband Roll Out</b>	Sean McGrath	Full update on progress as agreed as requested by Executive Scrutiny Committee on 31 March 2015
		<b>Libraries and Cultural Services</b>	Phil Barrett/Julie Bell	Service area identified by the BSWG

**Future Topics: not yet scheduled**

- Bus Services and Subsidies - to consider outcomes of discussions with districts and next steps
- Transforming Social Care - to consider the work undertaken by independent consultants

**Task Groups**

The following task and finish groups are ongoing or have recently been established:

- Planning Matters: Interface between upper and lower tiers authorities in making the right decisions on planning applications (especially flood management and educational provision)
- Fire Prevention Measures in Schools
- Transport Asset Management Plan (TAMP)