Believe in children
Barnardo's

Rotherham Practice Review Report

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Confidential

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1. Background Context

1.1 Introduction

In August 2013 Barnardo's was commissioned by Rotherham Metropolitan Borough Council, as identified in the Rotherham Local Safeguarding Children's Board's Child Sexual Exploitation (CSE) Action Plan 2013 -2016, to undertake an initial high level review of its CSE services, to include the following components:

- **How effective is inter-agency partnership sharing and collaboration?**
- **Is the current service delivery model fit for purpose in terms of staffing, model of delivery and location (based at Maltby Police Station)?**
- **To review the training strategy in relation to key messages for frontline staff, communities, young people and parents/carers to identify models of delivery, both generic and specialist, including e-learning proposals to be implemented.**
- **To review information sharing mechanisms/protocols with a particular focus on sharing 'soft intelligence', including collating and sharing of patterns and trends to inform practice.**
- **To review the current multi-agency risk assessment model (local framework assessment) and how specialist CSE assessments can be located within the same framework.**
- **To assess the effectiveness of Missing From Home contribution to CSE service delivery**.

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1.2 **Authors**

The authors of this report are independent of Rotherham MBC and are current employees of Barnardo's East region.

Kay Kelly is a qualified social worker and youth and community worker who has worked for Barnardo's for 13 years in the field of sexual exploitation. Kay currently manages a voluntary/community sector (VCS) co-located CSE team in Bradford and two CSE spokes in Wakefield and Kirklees.

Wendy Shepherd is a qualified social worker and psychotherapist with over 20 years' experience in the field of child sexual abuse. For the past 15 years she has managed a CSE team in Middlesbrough and developed 5 CSE spokes within Tees Valley and Durham.

2. Methodology

2.1 This report is written based on the gathering of evidence from a desktop review of Rotherham's CSE action plans, policies and procedures and from interviews with key professionals and Council members. The evidence was gathered over a three-day period and included an on-site visit to the CSE specialist co–located team in Maltby, Rotherham, where managerial staff were interviewed. It was not within the scope of this review to interview frontline staff. However the authors feel it would be beneficial for the views of frontline workers across agencies to be included in any further review.

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- Desktop review 11th September 2013
- Site visit and interviews 25th September 2013
- Interviews 26th September 2013.

The continuous implementation of the CSE action plan and the response to CSE within Rotherham is still in development and some target dates are still to be met. Thus this report and its findings are based on a "snapshot" of the current position in Rotherham as of September 2013.

2.2 Interviews:

- Rotherham's Local Safeguarding Children's Board (LSCB)
- South Yorkshire Police
- Rotherham's Public Protection Unit (PPU) and the CSE specialist co–located team management
- Health
- Rotherham's Children's Social Care
- Integrated Youth Service
- VCS – Safe at Last and Grow services
- Rotherham Council members.

2.3 Desktop review:

- South Yorkshire Runaways Joint Protocol Children Missing From Home or Care 2010
- Rotherham's Child Sexual Exploitation Strategy Action Plan 2013 -2016

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- Rotherham's LSCB Learning and Development Prospectus 2013 - 2104
- Rotherham's Safeguarding Children and Young People From Child Sexual Exploitation Procedures
- Rotherham Voluntary Sector Children and Young People and Families Consortium – CSE Audit 2013
- South Yorkshire Police Policy (DRAFT) 2013.

2.4 Other sources of relevant guidance:

- Association of Chief Police Officers (ACPO) Child Sexual Exploitation Action Plan 2010
- Office of Children's Commissioner
- Department for Education (DfE) National CSE Action Plan 2011
- Working Together 2010
- The All-party Parliamentary Group (APPG) for Runaways and Missing Children and Adults and the APGG for Looked After Children and Care Leavers Report 2012 from the Joint Inquiry into Children Who Go Missing From Care.
- OFSTED Missing Children's report 2013
- Police ACPO Management, Recording and Investigation of Missing Persons Guidance 2013.

3. Initial Observations

3.1 Interagency partnership sharing and collaboration.

3.1.1 It is clear that agencies and Council members in Rotherham are committed to addressing CSE and they are to be commended for their

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transparency, openness and honesty through the interview process conducted with the authors of this report. We found positive examples of strategies in place to work within wider multi-agency partnerships including businesses, social landlords and communities. These new strategies will need further coordination and embedding.

3.1.2 We reviewed a number of key documents, polices and procedures (see above) pertaining to CSE and Missing From Home. Good practice examples in relation to this area include:

- A CSE strategy and CSE action plan
- A specialist co-located CSE team
- A robust training strategy targeted at key professionals and frontline staff
- Gold and Silver – strategic and operational CSE groups
- A commitment and ownership of the issue.

3.1.3 Given that the strategy and action plan are still in their infancy we have identified four key **priority** areas that need to be addressed:

- Support for the specialist CSE co-located team in developing its model and identity and in addressing competing demands within different organisational structures
- Media and communication strategy
- Information sharing and intelligence analysis
- Assertive multi-agency intelligence led outreach and "train the trainer" programme

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3.1.4 Agreement has been reached to deploy an analyst within the CSE team, which would assist managers to match resources against key priorities, but at the point of this Practice Review, this had not materialised. This in addition to the impact of the Home Affairs Select Committee, media pressure and the threat of inspection has engendered a degree of anxiety within senior managers, which in turn impacts on the CSE delivery team. Feedback from interviews suggested that frontline and managerial staff at times feel over managed and not trusted.

3.2 Operational Delivery Model

3.2.1 The CSE specialist co-located team is developing, with new members recently being integrated into the team (newly-appointed health and VCS workers) and therefore is not yet fully established and embedded. There appear to be significant demands on accountability and data collection from external senior management with regard to the day-to-day running of the co-located specialist CSE team.

3.2.2 Feedback suggests that the demands from external senior management around performance management measures and to cover other areas of child protection that are not CSE-related add to the pressure on the daily management of the CSE specialist co-located team. This in turn affects the team dynamics of the new service, which is in the early stages of developing its identity and embedding its developing knowledge of CSE across Rotherham whilst working under extreme pressure and intense scrutiny both internal and external.

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3.2.3 There are also competing pressures from different organisations aims and objectives. For example police are focussed on prosecution, social care focussed on safeguarding and the VCS focussed on engagement and prevention. As is the nature of all developing multi agency teams, work needs to be done to ensure the team have time to fully understand each other's roles and the potential that each partner can bring to the team.

3.2.4 There needs to be some exploration of how these different roles can work together in a supportive and collaborative manner to achieve each organisation's aims and expectations to enable a shared understanding and vision and thus create a strong team identity that is focussed on CSE and not on other competing safeguarding demands.
This needs to be discussed and agreed at a senior level with police, health, VCS and social care to ensure that the CSE specialist team can grow and develop its own unique identity allowing for a creative multi-agency approach.

3.2.5 This will require the implementation of regular team development, clinical supervision and staff support for members of the co–located team dealing with child sexual exploitation.

> *'Placing greater trust and responsibility in skilled frontline professionals to do their jobs'*
>
> *DfE 2012*

Assessment

3.2.6 Two assessment tools are being used. One is the social care core assessment which does not take into account those young people

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who do not meet that threshold. An agreed South Yorkshire wide CSE risk assessment tool is being piloted and this needs to be implemented to ensure that young people at medium and low risk are offered services to reduce the likelihood of increased risk. These cases could be referred to external partner agencies for preventative work. (The National Working Group has a good example of a CSE risk assessment.)

'Assessments should be skilled enough to distinguish between the families most in need and the parents who are struggling and just need a bit of help – possibly not from social workers.'

Munro 2011

Training and development

3.2.7 Whilst the CSE specialist co-located team is developing its specialism in direct work with young people who are at greatest risk of sexual exploitation, there is also a need to integrate further the external and available workforce of professionals that could be utilised and trained in identifying, preventing and working with CSE concerns at a low and medium level of risk, whilst ensuring that the overall picture of CSE at all levels is shared with the co-located team, multi-agency partners and Rotherham LSCB.

3.2.8 There is evidence that multi-agency external partnership working is already underway with a clear training strategy in place and recognition that a "train the trainer" programme of work is required alongside a mandatory e-learning strategy on CSE to reach a wider workforce.

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3.2.9 This strategy would be enhanced by widening to include **all** faith groups and communities, including Lesbian, Gay, Bi-sexual or Transgender (LGBT), new and emerging migrant communities, small businesses and residential landlords of rented or bed and breakfast accommodation.

Missing for home or care protocols

3.2.9 The South Yorkshire Runaways Joint Protocol Children Missing From Home or Care 2010 procedures need updating in response to:

- The APPG for Runaways and Missing Children and Adults and the APGG for Looked After Children and Care Leavers Report 2012 from the joint inquiry into Children Who go missing from care.
- OFSTED Missing Children's report 2013
- Police ACPO Management, recording and Investigation of Missing persons Guidance 2013.

The Missing From Home service will need to take account of the above new guidance to ensure that a CSE risk assessment takes place and that information is shared with the co-located team to support further intervention and intelligence gathering.

Location and accessibility of co-located team

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3.2.10 There were concerns raised in relation to the location of the CSE specialist co-located team which was seen as having limitations regarding distance from Rotherham and accessibility of the building by both team members and other professionals. However, evidence from best practice elsewhere suggests that these fears can been overcome via a commitment to an outreach approach and it was acknowledged by staff that young people are seen at other venues nearer to central Rotherham that were more suited to young people's needs.

3.2.11 Although the team's phone number and email address are publicised so that young people can contact the team direct to agree to meet at a location convenient to the young person, currently all referrals are routed through social care, with no explicit self-referral mechanism. A review of the referral process is recommended in order to increase accessibility of the service.

3.2.12 Service users need to be engaged in the process of embedding the ethos of multi agency working within the co-located team. Enabling accessibility to all will help to break down barriers that are based on stereotypical viewpoints of police, health and social care. Best practice has demonstrated that to engage with young people and families where CSE exists requires a different approach to traditional policing and social work, and a change in some operational processes when considering safeguarding and prosecution issues. This is essential if we are to encourage and engage young people to build up trust in order to share their experience which may or may not result in prosecution; this approach is likely to result in better safeguarding. The development

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of a participation strategy with young people and their families involved/ at risk of CSE will support this process.

'Building a system that is focused on the needs, views and experiences of vulnerable children'

Munro Review 2011.

3.3 Media and Communications

3.3.1 From interviews it was apparent that there were frustrations and anxieties regarding the need for an agreed approach by partner agencies in regard to the media and communications. At the time of writing a joint communications strategy was in development.

3.4 Information, Intelligence and Analysis

3.4.1 In order to ensure that child sexual exploitation is robustly identified and challenged it is imperative that a victim, offender, location analysis takes place. This requires the implementation of an information and intelligence sharing pathway that all frontline professionals understand and agree to, and a centralised point to which to send the information and intelligence.

3.4.2 For this to work effectively, it will require a specialist police analyst to be based at Rotherham's CSE specialist co-located team to interrogate and analyse all "soft" and "hard" intelligence received and

to disseminate to staff identifying priority interventions. Intelligence from Rotherham may also assist the wider South Yorkshire Police area in addressing CSE.

3.4.3 This will also require clear staff training in how to complete the National Police 5x5x5 intelligence form and where to send it. The analysis of this intelligence could inform future police operations and/or a co-ordinated assertive outreach into 'hot spot' areas working alongside integrated youth support services, neighbourhood teams and other key community and professional groups, linking back to the CSE specialist co-located team.

3.5 Assertive Outreach with the wider Multi-Agency Partnerships to include Youth Offending Service, Health, Education and VCS youth projects (Agencies that are not co-located)

3.5.1 Rotherham Integrated Youth Support Service (IYSS) have established good links with the Protecting Young People Police Officers (PYPPOs) and are working with young people identifying and reducing vulnerability. IYSS are routinely involved in community, school and assertive outreach into 'hot spot' areas. This assertive outreach model would benefit from being expanded to integrate professionals from other agencies to enable wider:

- Multi-agency targeted assertive outreach
- proactive early intervention and identification and signposting to relevant services

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- improved gathering and sharing of data and intelligence, ***linking*** back to the specialist CSE co-located service
- the development of a "train the trainers" programme to increase professional, business and community reach
- awareness raising to youth and community settings (including ***all*** faith groups, LGBT and emerging migrant communities)

3.5.2 An awareness and understanding of the coordinated assertive outreach strategy, referral pathways and how to identify and share intelligence and concerns centrally is imperative and needs to include the following health and education professionals

- Genito urinary medicine (GUM)
- Accident & Emergency
- Pharmacies
- GPs
- Substance misuse agencies
- School Nurses
- Child and Adolescent Mental Health Services (CAMHS)
- Teaching staff - schools and colleges.

Business & Communities (Private and Social)

3.5.3 Work has started and training has been offered to Rotherham's business and local communities. Although the take-up has been low to date, it is crucial that they are involved and therefore a more direct assertive outreach approach where workers visit premises and community groups needs to be considered utilising the '*See something, say something' campaign* targeted at the following:

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- Hotels and bed and breakfast accommodation
- Housing and social landlords
- Taxis and public transport links
- Takeaways and food outlets
- Shopping centres and public spaces/conveniences
- Pubs and clubs (including venues popular with the LGBT communities).

3.5.5 The licensing and housing enforcement teams remain key in implementing sanctions and sharing intelligence of venues/business/communities of concern

4. Recommendations

4.1 We recommend that all key managers and Council members revisit the vision and strategy to establish if the original intentions are effective and delivering the expected changes.

4.2 A clear media and communication strategy be developed that all agencies and key personnel share and work towards.

4.3 A named designated manager be identified to manage the day-to-day activities and shape service delivery of the CSE specialist co – located team.

4.4 In line with the action plan, the positioning of a police analyst within the co-located CSE team.

4.5 The CSE specialist co – located team to undertake monthly team building and clinical supervision in order to assist in the team's development and understanding of various disciplines and to support the relatively new team in bonding together,

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understanding each other's roles and developing a shared model of work in practice to meet the needs of sexually exploited young people.

4.6 The implementation of a South Yorkshire wide CSE Risk Assessment tool.

4.7 Development of a participation strategy for young people and their families involved/ at risk of CSE.

4.8 It is recommended that the training strategy be widened and adopt a "train the trainer" approach to include **all** faith groups and communities, including the local business community.

4.9 Annual review of service provision as a way of ensuring that the CSE action plan and CSE strategy are implemented and are effective.

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