

**An Assessment of  
Child Sexual Exploitation  
Services in Sheffield:  
Overview Report  
November 2014**

Overview Report Author: Dr Kathryn A. Houghton, Safer Outlook Consulting  
Ltd.

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## Foreword

Following the publication of the Jay Report in August 2014 Sheffield City Council commissioned Sheffield Safeguarding Children Board (SSCB) to undertake an assessment of Child Sexual Exploitation arrangements in Sheffield. This report summarises what has been a thorough and wide-ranging assessment of those arrangements benchmarked against the findings and recommendations contained within that report. Many local authorities across the country will have been undertaking a similar exercise. In Sheffield this process has been overseen and quality-assured by a Panel consisting of myself, as Independent Chair (SSCB), Cllr Jackie Drayton, Cabinet Member for Children, Young People and Families, Jayne Ludlam, Executive Director, Children Young People & Families and Kevin Clifford, Chief Nurse, Sheffield Clinical Commissioning Group. This report has been received, considered and agreed by this appointed Panel.

As outlined in this report Sheffield was one of the first local authorities to recognise the impact of Child Sexual Exploitation and as a result we have a long history of working hard to tackle this difficult and challenging issue. By virtue of being in the vanguard, we have been able to reflect on our practice, take the opportunity to further develop our knowledge, skills and understanding and identify innovative and creative responses. This assessment has shown that Sheffield responds well to cases of CSE and in some cases is going beyond the standards outlined in the Jay Report on behalf of young people who have been sexually exploited. However, there is no room for complacency; one of the virtues of undertaking an assessment such as this is that, whilst providing reassurance, it also identifies areas where we can further enhance and develop our services. For ease of reference of readers of this report we have provided an explanation of Sheffield Sexual Exploitation Service in Appendix A and relevant structure chart in Appendix D.

As part of this assessment we wanted to ensure that any of our future plans were both aspirational and clearly focused on the needs of children and young people and the Panel wanted the voices of young people to form an essential part of this assessment. To achieve this we met and consulted with a representative group of young people from across the city. We would like to thank the children and young people for taking and contributing to this assessment.

This assessment has reaffirmed the strength of partnership working in Sheffield which enables open and honest dialogue, as well as respectful challenge between partner organisations. Building on the strength of these relationships, the Panel wants to ensure that access to health and therapeutic support for young people who have been sexually exploited is varied in its range and timely in its delivery. In addition, information sharing will be further enhanced by improving the systems for partner data and recording processes to talk to each other more effectively and efficiently.

Sheffield Safeguarding Children Board will routinely undertake analysis of the risks and vulnerabilities experienced by young people to ensure that our assessment methods and processes are continuously reviewed, updated and enhanced in the light of best practice knowledge and experience. We will continue to enhance our learning as services and the criminal justice system develop more robust responses both nationally and locally.

Given the analysis in the report regarding licensing, the Panel wanted also to give support to retaining the safeguarding provisions in current legislation and make representations as appropriate to the Government regarding any proposals to relax the requirements.

*Sue Fiennes*

Sue Fiennes

Independent Chair of the Panel and Sheffield Safeguarding Children Board.

**All enquires about this report should be submitted to:**

Sheffield City Council Press Team  
Email: [press@sheffield.gov.uk](mailto:press@sheffield.gov.uk)  
Telephone 0114 205 3546

**Where can I learn more?**

If you would like to know more about SSCB and SSES and access the training for parents, carers and practitioners on CSE *Keep Safe* please access the website:

<https://www.safeguardingsheffieldchildren.org.uk/welcome/sheffield-safeguarding-children-board.html>

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## Introduction

Alexis Jay's *Independent Inquiry into Child Sexual Exploitation in Rotherham* published in August 2014, further highlighted the need to scrutinise all aspects of governance and practice in relation to Child Sexual Exploitation (CSE). In light of the Jay report findings, Sheffield City's full Council passed a motion on 3 September 2014 requesting an assessment of agencies' responses to CSE in the city.

In response, this CSE assessment, commissioned by Sheffield Safeguarding Children Board (SSCB), looked at how effective their partners were in achieving Sheffield's strategic aims in tackling CSE, including the operation of the multi-agency Sheffield Sexual Exploitation Service (SSES) established in 2001. Further detail about the function and structure of SSES is available in Appendix A. SSCB is responsible for agreeing with the relevant organisations in Sheffield, how they should work together to safeguard and promote the welfare of children and young people, ensuring that in relation to this they provide an effective service. Information about the structure and membership of SSCB Executive and Operational Boards is available on SSCB's website. SSCB's Independent Chair, Sue Fiennes, chaired the overseeing panel for this CSE assessment and was also interviewed as part of the programme of work.

In this CSE assessment, SSCB and partners have benchmarked current practice against the Jay recommendations to ensure agencies are providing the most responsive best practice. This is a comprehensive assessment, which due to its thoroughness, has taken slightly longer than anticipated. The findings will inform future strategic direction and continuous development of SSCB's response to CSE.

SSCB and its partners operate in a learning environment. They recognise that effective safeguarding is achieved through continual assessment and development of services offered to the children, young people and families in Sheffield. Approximately 114,000 children and young people under the age of 18 live in Sheffield. This is 20.5% of the total population in the area. Like many cities, Sheffield has neighbourhood areas which rank high in deprivation; in contrast there are adjacent areas of relative affluence. The pace and complexity of demographic change requires SSCB and its partners to constantly evaluate their services, to ensure effectively targeted resources.

CSE has a devastating impact on the lives of children and young people, together with those of their families. Tackling CSE is a recognised and long-standing key strategic priority within Sheffield. It is the collective responsibility of SSCB and partners to identify those children and young people at risk of sexual exploitation and it is their joint responsibility to protect and safeguard them from further risk or actual harm. Recognised as good practice by Ofsted and HMIC inspections, SSCB and its partnership working to deal with CSE, has achieved successful prosecutions of a number of perpetrators and they continue to actively prevent, protect, pursue and prosecute.

Sheffield was one of three local authorities who were successful in a bid to receive the MsUnderstood programme. Amongst other activities, this programme helps them address sexual exploitation. They have also recently secured funding for a hub and spoke model to share good practice with other authorities. They are through to the second bid stage for additional funding from the Department for Education (DfE), to further develop a sub-regional approach to divert young people away from CSE and support those who have successfully exited abusive situations. SSCB recognise CSE does not stop at the city boundary and they work closely with their neighbours and

nationally to develop initiatives and share best practice. SSCB and partners are active members of national forums tackling CSE and share best practice and learning with other authorities.

SSCB and partners utilise the National Working Group for Sexually Exploited Children and Young People's (NWG) and the Association of Chief Police Officers (ACPO) definition of CSE.

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

*Child sexual exploitation can occur through use of technology without the child's immediate recognition, for example the persuasion to post sexual images on the internet/mobile phones with no immediate payment or gain. In all cases those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social/economic and/or emotional vulnerability" (NWG 2008)*

This overview report on the CSE assessment has been compiled by an independent consultant, Dr Kathryn Houghton. It is based solely on collation and analysis of material provided by SSCB and partners including Sheffield City Council (SCC) in October 2014 and November 2014. SSCB and SCC have approved and confirmed the accuracy of this report. Whilst compiling this report, the author gained a strong sense of seamless working together, partnership and joint ownership in responding to CSE in Sheffield.

## **Methodology**

The CSE assessment was overseen by a panel, chaired by Sue Fiennes who is the Independent Chair of the SSCB and supported by: Jayne Ludlam, DCS; Cllr Jackie Drayton, Cabinet Member for Children, Young People and Families and Kevin Clifford, Chief Nurse (CCG). The purpose of the panel was to oversee the process, provide direction and challenge and to ensure full coverage of services and recommendations.

The terms of reference for this CSE assessment were as follows:

*Areas to specifically address in learning from the Jay report:*

- To consider the findings and recommendations made in the Jay report and assess Sheffield's current practice against these. Identify areas of good practice, any gaps and the potential challenges to addressing these.
- Ensure that the strategic direction for tackling sexual exploitation in the city has sufficient oversight, scrutiny, governance and leadership and is delivering on its objectives.
- Determine whether front line workers within Children's Social Care (Fieldwork and Looked After services) have sufficient understanding and awareness of sexual exploitation to recognise risk and take the appropriate action.

- Based on the issues identified in the Jay report, and drawing upon recent external inspections we will determine whether the dedicated Sexual Exploitation Service is operating effectively by:
  - Ensuring risk assessments are determining the right level of risk
  - Reviewing the use of the assessment tool in light of the comments made in the Jay report
  - Developing clear action plans in line with the determined level of risk
  - That data collection and intelligence gathering is of a good enough quality to assist prosecutions
  - That the service is delivering on the 4 key principles: prevention; protection; pursue and prosecution
- Determine whether services for Looked After Children in the city are providing sufficient protection and support and that staff and carers have sufficient knowledge and understanding to identify risk and take appropriate action.
- Determine whether young people in the city have sufficient knowledge and understanding to identify risk and take appropriate action.
- Determine whether wider council services are engaged, aware and appropriately informed of the risk of CSE e.g. licensing, transport etc.
- Determine whether partner agencies have sufficient understanding and awareness of sexual exploitation to recognise risk and take the appropriate action and are engaged in the four key principles.
- Ensure that all agencies have sufficient operational oversight and accountability for CSE cases.
- Recommend what additional support pathways are required to enable the victims of CSE to receive the services they require.

The CSE assessment collated and triangulated multiple sources of data from several parallel work streams to effectively analyse evidence for the CSE assessment and it undertook the following:

- evaluation of leadership and governance
- multi-agency CSE safeguarding self-assessment
- identification and analysis of core documentation against Ofsted's 2014 CSE thematic inspection Annex A requirements
- evaluation of CSE processes, procedures and tools
- evaluation of the CSE training programme
- staff survey on CSE training and support
- evaluation of the outcomes of ten CSE cases managed via the CSE service
- in-depth audit of 32 cases of children and young people who received input from SSES
- held a young people's panel in November 2014.

Interviews took place with key politicians, senior officers and professionals from a number of agencies. It was vital to hear the voice of children and young people in this process, so SSCB arranged for ten young people to meet the overseeing panel in November 2014 to ask questions, comment and advise them on the future direction of combating CSE. The children and young people were briefed and prepared prior to the panel to enable full participation. As this work stream took place just prior to publication of this overview report, the results are provided in Appendix B. Further discussions and focus groups with children and young people are being planned to look at:

- Educate – Who should we educate about CSE, where, at what age, and who should lead this, what are your views on peer educators?

- Campaign – If we were to run a successful campaign to raise awareness of CSE with young people how we go about this, what form would it take – posters, phone apps, social media?
- Digital technology – Thus can be a very positive influence but we also know about the dangers of online grooming, sexting etc – how do we protect young people when they use digital technology?

Reporting on the individual elements from this assessment, the remainder of this report provides an overview of the evidence used by SSCB and partners to evaluate Sheffield's current performance in response to CSE. Through analysis SSCB also benchmarked Sheffield's CSE response against the Jay recommendations and evaluated strengths and areas for development.

## Findings of the CSE Assessment

### *Leadership and governance*

As this report was in preparation, the Home Secretary began chairing a series of meetings with the Attorney General and others, to review the findings of the Jay report. One of the four themes these meetings will focus on is accountability and governance. Consequently the findings from the Attorney General's review will influence further developments in respect of leadership and governance within Sheffield.

An assessment of leadership and governance relates to how elected members, leaders and senior managers discharge their individual and collective statutory requirements. There are a number of key statutory requirements governing local authority lead members, Chief Executives (CE) and Directors of Children's Services (DCS), including the *Statutory guidance on the roles and responsibilities of the Director of Children's Services and the lead member for children's services* (2012). Additionally the *Children Act* (2004) and *Working together to safeguard children* (2013) establish the fundamental principles: of clear lines of accountability; clear distinctions between political, strategic and operational roles; elected members and senior managers having a comprehensive and current knowledge of frontline activity and how well children and young people are being safeguarded. Effective leadership and governance must apply to all areas of Children's Services including CSE activity and across every partner. As in all challenge processes, it must be robust and supportive, conducted frequently by a variety of parties and assist in identifying strengths and areas for development.

Alexis Jay's report demonstrated failures in Rotherham's leadership and governance. In response, the purpose of this part of SSCB's wider CSE assessment has been to benchmark Sheffield against key findings in the Jay report, regarding leadership and governance. SSCB canvassed and took into account the views and reports from a number of senior politicians and officers including the: CE; DCS; Lead Member for Children; shadow cabinet member; SSCB Independent Chair and Chair of the children and young people's scrutiny committee. What follows is a summary of the findings.

The *Statutory guidance on the roles and responsibilities of the Director of Children's Services and the lead member for children's services* (2012) and *Children Act* (2004) require every top tier local authority to "*designate one of its members as Lead*



*Member for Children's Services (LMCS). The LMCS will be a local Councillor with delegated responsibility from the Council, through the Leader, for children's services. The LMCS, as a member of the Council Executive, has political responsibility for the leadership, strategy and effectiveness of local authority children's services. The LMCS is also democratically accountable to local communities and has a key role in defining the local vision and setting political priorities for children's services within the broader political context of the Council. The LMCS is responsible for ensuring that the needs of all children and young people, including the most disadvantaged and vulnerable, and their families and carers, are addressed. In doing so, the LMCS will work closely with other local partners to improve the outcomes and well-being of children and young people".*

Local Safeguarding Children Boards (LSCBs) were created under the *Children Act* (2004) as the key statutory mechanism for agreeing how the relevant organisations in each local area will cooperate to safeguard and promote the welfare of children and to ensure the effectiveness of what they do. Sheffield's Lead Member for Children is a "participant observer" in the SSCB, routinely attending meetings and receiving all reports. Working alongside senior representatives from SSCB's key partners, the Lead Member, CE and DCS through SSCB, regularly scrutinise safeguarding activity within Sheffield. Indeed Ofsted's recent inspection stated:

*"The SSCB has led the development of an effective response to child sexual exploitation in Sheffield. This resulted in board partners committing additional funding to support and promote this priority." (Ofsted 2014).*

CSE has been a long standing priority for SSCB (and predecessor organisations) and they manage and provide joint agency funding for SSES. As such SSCB have routinely received and scrutinised performance management reports regarding CSE. The SSCB annual report has included a section about CSE for the last ten years. As a sub-group to SSCB, a CSE strategic board was formed, in addition to a CSE operational board. Through constant review, SSCB has a clear sense of strategic direction and expanded membership of the CSE strategic board. SSCB recognise that their terms of reference need constant refresh and have committed to this.

Effective scrutiny is an essential part of strong leadership and governance, providing accountability, transparency and a mechanism for holding decision makers and organisations to account. Sheffield's *Children, Young People and Family Support Scrutiny and Policy Development Committee* exercises an overview and scrutiny function for all aspects of Children's Services. Panel membership consists of thirteen Councillors proportionate to the political make-up of the council, together with external representatives. In Sheffield, effective opposition and within-party working is an important part of their questioning, professional challenge and accountability process. Turnover and rotation of members of the committee prevents a static board and ensures constant refresh of their roles and responsibilities.

SCC has recently reviewed the scrutiny committee and identified a need for greater engagement of the public through "expert witnesses" on the board; strengthening accountability of other agencies delivering services and ongoing CSE training for committee members. Furthermore, although the SSCB annual report goes to scrutiny, production of a specific CSE annual report is thought to be a useful way of continuing to provide a focus on CSE.

This assessment demonstrated that SCC aims to create a culture of openness. They set out their approach and values in a number of policies embedded through individual performance reviews and communicated directly from the CE. The

expected conduct of all elected members, leaders, employees and associated contractors working for the council, is set out in the *Code of Conduct*. SCC also have a *Whistleblowing Policy* which encourages people to raise complaints and concerns, providing several options for this, including speaking to trained advisors who can handle confidential phone conversations. SCC investigate any issues raised and provide information to scrutiny. SCC have a clear and robust *Disciplinary Procedure* and commission investigations into complex allegations of misconduct. In parallel, their *Safe Recruitment and Working Practices* ensures recruitment and selection processes appropriately screen and identify people who are suitable to work with vulnerable children and young people. Once in post, safe working practices enable them to monitor the conduct of those in contact with children and young people and act on any concerns.

This assessment of leadership and governance reviewed the role and activity of the SSCB in licensing. More detail on this will be provided later in the assessment of CSE training section. Councillors regularly scrutinise and regulate activity in the licensed trade through forums such as the Licensing Committee. Sheffield has many examples of strong leadership and governance demonstrated in this committee. For example, the committee have responded positively to representations made by the SSCB and Police, resulting in some premises' licences now having conditions to minimise the risk of CSE and human trafficking. The assessment confirmed the need to continue to deliver CSE training to all those who service on committees, in which CSE could be a presenting factor in decision making.

The assessment of leadership and governance in Sheffield has confirmed an ethos of questioning and professional challenge. This was demonstrated as occurring internally within Sheffield City Council (SCC) between elected members and officers and externally between partner organisations. Although geographical neighbours, there are a number of significant differences between Sheffield and Rotherham. Sheffield has a history and evidence of being willing to tackle and confront difficult issues, regardless of any gender or ethnicity implications. SCC Councillors represent and advocate for all the community and act as gateways to reach out to ethnic minority groups. Ofsted have recognised the strengths of SSCB's partnership arrangements in their recent inspection and they continue to build on their culture of openness.

The national government response to the Jay report will carry significant implications for leadership and governance across all local authorities and LSCBs. SSCB and partners will continue to track and respond to resultant recommendations in a timely way.

### ***Multi-agency self-assessment of CSE safeguarding***

SSCB undertook a CSE self-assessment as part of this overall assessment of Sheffield agencies' response to CSE in the city. The aim of the CSE self-assessment was to enable SSCB partner agencies, who are providers of services to children and young people in Sheffield, to demonstrate: the practices in place; to highlight best practice and to identify any learning. As well as schools, SSCB included: Police; health; probation; Children and Family Court Advisory and Support Service (CAFCASS); Fire and Rescue Service and Sheffield City Council (submitting four self-assessments across all portfolios) and Sheffield Futures.

The self-assessment toolkit was developed and agreed by the SSCB Executive Board. It was designed as a supportive tool that enables agencies to reflect on their

processes in relation to CSE, in order to highlight their strengths and identify any weaknesses. It included five priority areas:

- Recognition and identification of child sexual exploitation: Senior managers take leadership responsibility for CSE
- Recognition and identification of child sexual exploitation: A trained and skilled workforce
- Information sharing
- Understanding the referral process
- Safeguarding is everybody's business: participating as an active team member to tackle sexual exploitation

Within each priority, a number of areas were highlighted and agencies were asked to provide information of what their agency has in place in relation to these. SSCB received a 100% return from the main SSCB partners; 92% of the primary schools selected (10% sample) and 75% of all secondary schools and post-16 education providers. SSCB analysed 73 CSE self-assessments. It is important to note that some of the secondary schools provide education from primary to secondary, so will have submitted one return. SSCB are actively following up schools who have not yet returned their assessments. Agencies including all schools are expected to implement any actions from the self-assessment and SSCB will be monitoring and supporting them. Indeed, although not all the primary schools were surveyed, the actions leading from this CSE assessment will apply to all of Sheffield's schools.

SSCB's self-assessment confirmed that agencies had a safeguarding lead and the majority of these also led on CSE. All had knowledge of the four key priorities for CSE in the city namely: prevent; protect; pursue and prosecute. Schools provided examples of how they reminded their staff of the safeguarding and CSE leads. A small number of schools did not clearly indicate if the safeguarding lead also led on CSE and SSCB has recommended that they clarify and communicate this. The analysis also indicated that communicating the SSCB business plan and key priorities is important, as SSCB had enabled agencies to understand the common strategy to deal with CSE. SSCB also plan to produce twice-yearly CSE bulletins that can be disseminated to agencies and schools.

Whilst all agencies had a safeguarding policy, not all included specific CSE elements, although many had signposts to SSCB policies and procedures in which CSE is highlighted. SSCB has requested the education advisors produce a specific CSE policy for all schools to include within their policies and procedures. SSCB will also share best practice exemplars of CSE specific inserts. SSCB found a need to ensure all schools disseminate and encourage the use of the SSCB Resolution of Practitioner Disagreements policy. When working in the arena of safeguarding and child protection, it is inevitable that from time to time, there will be practitioner disagreement. Whilst this is acceptable on occasion, it is vital that such differences do not affect the outcomes for children and young people. Practitioner disagreement is not always negative if it improves the outcomes for children and young people in a timely and sensitive manner. Indeed, practitioner disagreement is only dysfunctional if not resolved in a constructive and timely fashion. This procedure, therefore, provides a process for resolving such practitioner disagreements.

A high number of SSCB's partner agencies including schools, utilise their intranets to provide guidance to staff and links to external information on CSE. Team meetings, safeguarding memos, staff room presentations and bulletins were also frequently used to inform staff about CSE. Some agencies also had leaflets for children, young people and their families in how to recognise CSE and obtain help. This will be

further explored in the section of this assessment looking at adherence to Ofsted CSE thematic inspection requirements.

SSCB and partners believe that having a trained and skilled workforce enables practitioners to effectively deal with CSE and provide the best outcomes for children and young people. This report will provide more information later on the evaluation of the CSE training provided. The report now discusses who receives CSE training.

Within Sheffield's health trusts, most professionals have undertaken training with an element of CSE and some have had more specialist training. The Clinical Commissioning Group (CCG) hosted a national conference on CSE in September 2014. Staff in South Yorkshire Police and South Yorkshire Fire and Rescue receive CSE training and a pocket guide and flowchart on what to do and how to report. Within CAF/CASS, CSE training is mandatory and the majority of SCC staff working with children and young people have had CSE training. Presently, the two probation services do not cover CSE within their training and have this as an action to rectify. Those with specific responsibility for safeguarding and CSE in schools had generally received specific training on CSE, however, there is a need to increase the number of school staff who have received both safeguarding and CSE training.

An action SSCB has taken from this self-assessment, is that they will produce a CSE training pathway from basic induction training through to advanced and specialist training. Additionally, education safeguarding advisors will provide a training pathway for education providers.

*Working Together* (2013) emphasises that information sharing within and between agencies forms a vital aspect of safeguarding children and young people. SSCB have procedures on information sharing and this self-assessment illustrated that many of their partners, including most schools, utilise these as well as having their own information-sharing guidance. Additionally, co-location of SSES alongside many other agencies in Star House, was reported as providing valuable information-sharing opportunities and support from other services. All agencies reported that their staff have access to external advice and support about what information can be shared, given presenting risks. SSCB has identified that an SSCB information fact sheet for agencies and sharing checklist for schools would assist. They will also ensure information-sharing is included in all safeguarding training.

This CSE self-assessment demonstrated wide understanding of the referral process for a child or young person at risk of CSE. Partner agencies and schools reported that staff know who they can contact for advice and support within their organisation. These contacts hold information on how to refer and access SSCB procedures. Many agencies publish information on how to refer on their intranets, alongside guidance on agency screening tools and assessments. Some schools were found to require more information on how to specifically refer CSE cases, as opposed to a general safeguarding referral. SSCB has requested SSES ensure schools receive more detailed information on CSE specific referrals.

The self-assessment asked if senior managers were aware of referrals made in relation to CSE by their own organisation and if they were tracked and trends profiled. It must be noted that once referred to SSES, they track, monitor and profile referrals to ensure none are overlooked and to gain information to inform future planning. There was variation in the way agencies and schools recorded their safeguarding and CSE referrals. Variation was also seen across and within agencies and schools in monitoring and tracking. The self-assessment found 94% of secondary schools track referrals and that CSE profiles were developed in a few.

Despite small pockets of profiling, in general, this was not undertaken in individual agencies. Those currently monitoring and profiling referrals included the Police, who have requested additional funding to assist in profiling. The Corner, a substance misuse service for those under 19 years old in Sheffield, reports performance in relation to CSE to Public Health England through the national drug treatment monitoring scheme. CAF/CASS are undertaking work to understand the national picture and develop a strategy accordingly. SSCB, therefore, recommend that all agencies have a process in place by which they can monitor, track and understand the profile of both safeguarding and specific CSE referrals.

Finally SSCB's self-assessment looked at participation in tackling CSE and support for professionals. They found that all of the organisations providing services to children and young people actively encourage their staff to attend meetings and take a positive role in the development and delivery of plans. Schools participate as active members of multi-agency teams and attendance at meetings is usually undertaken by the child protection lead or a member of the child protection team. Some schools support children and young people during weekends and in holiday periods through a mentor team.

When providing support to children and young people, staff must also be supported and appropriately guided through the use of supervision. The self-assessment illustrated that all organisations provide supervision. Some were trialling different methods including peer supervision to enhance opportunities for staff to discuss and share ideas. Schools enable their staff to receive in-house supervision, supplemented, if applicable, by externally-provided more specialised supervision. SSCB recommend that there is development of peer support systems for education providers and that all agencies are informed of externally available support and advice to supplement supervision.

This self-assessment has provided a good understanding of where things are working well and where SSCB and partners can continue to improve Sheffield's partnership approach to tackling CSE. In addition to this CSE self-assessment, SSCB has responded to the NWG Network benchmark questionnaire. In June 2014, they also responded to the Office of the Children's Commissioner's (OCC) questionnaire which looked at how SSCB and partners had responded to their *Recognition and Telling* (2013) report. The OCC will be shortly publishing the results of this collective piece of work in a one-year-on report. SSCB await further learning from this process.

### ***Core documentation against Ofsted's 2014 CSE thematic inspections***

In September 2014, Ofsted announced that they would be undertaking a thematic inspection of how eight local authorities deal with CSE. Three authorities subject to the full Ofsted Single Inspection Framework (SIF), including Rotherham, were selected for the CSE thematic to run alongside their main inspection. A further five received the thematic as a standalone inspection and at the time of writing this report, SSCB and partners await the outcomes. SSCB and partners will be incorporating any additional learning from the thematic inspections into future developments.

It must also be noted that Sheffield was one of the first local authorities to receive the new Ofsted SIF inspection. Within this, they were inspected on how they deal with CSE and received very positive feedback from the inspectors across their CSE activities. In their inspection report, Ofsted stated:

*"The local approach to the prevention of child sexual exploitation is highly developed. It has full multi-agency ownership, involves some creative initiatives such as training for hoteliers and taxi drivers, and is able to provide good evidence of reach and impact that safeguard and protect children and young people ... Children at risk of sexual exploitation are quickly identified." (Ofsted, 2014).*

Ofsted subsequently provided an Annex A, listing all expected data and documentary evidence required for a CSE thematic inspection. Sheffield was not selected as one of the eight inspected, nonetheless the exercise of quality assuring against the requirements was incorporated as part of this assessment. Six areas included were data and documents related to: CSE strategy; SSCB responsibilities; policies and procedures; information on CSE for children and young people, their parents and carers and professionals and data regarding CSE from SSES and the Police. For each Ofsted requirement, analysis of the returns of the CSE assessment provided a RAG (Red, Amber, Green) score and recommendations where applicable for future development. The RAG ratings allowed identification of strengths and areas for development, discussed below.

A number of strengths were identified in this assessment exercise; namely that SSCB and partners are able to immediately comply with all nine of the Ofsted SSES and Police data requirements. One difficulty encountered was in the extraction of the number of abduction warnings issued from data systems. This is a national issue and the requirement is resource intensive, due to the way data is recorded within and across systems. Although the data was available, the Police are looking to improve recording to reduce the resource needed for reporting. Sheffield's agencies are ahead of many others, in having available data such as: the number of contacts and referrals regarding CSE to social care and the Police; number of CSE victims subject to a child protection plan or being looked after and numbers accommodated in a secure setting as a result of being assessed at risk of CSE. Analysis and presentation to SSCB of trends and patterns for children missing from home, school or care is undertaken on a regular basis with the last period covering April 2014 to September 2014. This analysis also partly evidences Sheffield's compliance with the DfE January 2014 Statutory Guidance on *Children who run away or go missing from home or care* (RMFHC).

Another area of strength is in SSCB's provision of CSE information to a variety of audiences. For children and young people, SSCB have a dedicated area on their SSCB website which provides information on staying safe. A number of CSE posters and leaflets are visible in buildings with a high footfall of children and young people, including Star House and locality-based venues. SSCB provide materials and training for schools to provide additional communication channels to children and young people.

Parents and carers are often the people best placed to identify concerns and safeguard children and young people. There is a dedicated SSCB website area for parents and carers providing access to a variety of leaflets; associated websites and contact details. Developed with Child Exploitation and Online Protection (CEOP) and Parents Against Child Sexual Exploitation (PACE), SSCB offer a free online CSE course, *Keep them Safe*, to parents and carers accessible via the SSCB website. The course has been promoted with SSCB's partner agencies, who have been encouraged to further promote with parents and carers who access their service. SSCB's leaflet on CSE provides practical advice on how parents and carers can get help if they think their son or daughter is being sexually exploited.

SSCB's communications provide details of how to receive information in different formats. There is an identified need to increase the provision of information proactively provided about CSE to: children; young people; parents and carers in the main ethnic group languages spoken in Sheffield. Breaking down language and literacy barriers remains a priority. SSCB also recognise the need to increase the use of social media and other communication channels to engage children and young people with messages on how to stay safe. In the spring of 2015, SSCB will be launching a free mobile phone application for children and young people, in relation to risk taking behaviours including CSE.

SSCB provides a variety of information for professionals, not only through training, but also on the SSCB website. An *SSCB Directory for Sexual Exploitation Services* lists all members of the Practitioner's Group allowing individual members details of services provided and contact details where they can signpost and seek help for children and young people. Professionals can also contact the SSES for help and advice and the results of the staff survey, as part of this assessment, illustrated this to be a valued source. A South Yorkshire-wide campaign about CSE included: hoteliers; B&B owners; leisure centre staff and taxi companies. There will be more detail about this programme within the evaluation of CSE training section and additional information is available on the SSCB website.

SSCB document and data requirements were all available for this assessment. Information-sharing protocols; evidence of SSCB quality assurance of CSE activity; CSE communication strategy and awareness raising programme; CSE training programme and quarterly performance management data were RAG rated green. SSCB CSE sub-group minutes were available, however, there was a need to ensure these always go to the SSCB Operational Board for scrutiny.

Essential to any CSE service is a comprehensive and effective set of policies and procedures. These ensure safe and consistent use of evidence-based best practice and provide support and guidance to those working with children and young people vulnerable to CSE. As new legislation, guidance and best practice initiatives emerge, SSCB and partners have a programme in place to ensure these are reflected in all their policies and procedures. This assessment highlighted that whilst SSCB and partners have fully complied with many of the Ofsted Annex A CSE policy and procedure requirements, there is a recognised need to refresh a small number of policies and procedures. This was not an unexpected finding given that Sheffield are continually evolving in their understanding of the impact and ways of dealing with CSE. Furthermore, Sheffield constantly assess and redevelop services such as their SSES, to provide a high quality service to the children and young people of Sheffield. SCC has commissioned Tri-X, a recognised supplier providing policy and procedure services to local authorities, to update a suite of policies and procedures including those associated with CSE. Sheffield will also continue to refresh their CSE strategy through the SSCB, ensuring, as always, that they work in a multi-agency partnership effectively combining resources.

The work stream to assess compliance with Ofsted CSE thematic inspection document and data requirements has demonstrated good compliance. Where there were identified gaps, these are being addressed through programmes designed to ensure Sheffield are constantly evolving in how they address CSE.

## ***Evaluation of CSE processes, procedures and tools***

In the previous section, Sheffield's policies and procedures relevant to CSE were assessed, through benchmarking against Ofsted's requirements for a CSE thematic inspection. This section assesses how familiar and satisfied Sheffield practitioners are with the processes, procedures and tools relating to the understanding, identification, screening, review and interventions provided to children and young people presenting with concerns of CSE.

Direct focus group-style interviews with small groups of team managers, from a range of core services providing interventions and support to children and young people across the city, took place in October 2014. A social worker and family intervention worker were also interviewed. In total, 38 professionals were asked 19 structured questions, with correlation of answers mapped to their respective service areas. Short timescales and operational demands resulted in some gaps in inclusion of all SSES partners, including the Police and Sheffield Futures workers. However, their voice has been captured in other elements of this assessment. In parallel, a desktop review of screening and assessment tools was undertaken, liaising with the auditor involved in the CSE case audits assessment work stream. This enabled matching interview comments with observed practice and triangulation of findings.

Participants were asked if they were familiar with the definition of CSE adopted by Sheffield. Whilst the majority of staff were not aware of the specific definition, they were able to describe characteristics of CSE including a comprehensive understanding of indicators of risk and vulnerability. Furthermore, managers knew how to implement SSCB policies and processes for referral for children and young people considered to be at risk of CSE. This included referral to SSES and accessing services to support direct work in this area including: the NSPCC; Interchange young people's counselling service and Barnardos. Co-location of services, seen for example in the west of the city, was reported as enabling good quality information sharing.

Managers requested more clarity on the roles of the social workers embedded in the SSES and noted that SSES was known by a variety of titles including *The CSE Team* and *Taking Stock*. This caused some confusion, although there were no operational concerns or issues regarding functions. SSES managers considered that there was a need to further communicate the full extent and volume of the work undertaken in SSES. Managers said there needed to be improved links between the SSES social workers, area assessment teams and the Joint Investigation Team (JIT). In progress at the time of this assessment, was a review of how best to provide clinical supervision and line management to SSES social workers and improve alignment with the JIT.

When asked what barriers or particular strengths there were to effective screening of CSE, the sessions highlighted a need to ensure consistent high quality of referrals from GPs and schools. Good quality referrals aid accurate and timely CSE assessment and SSES were cited as a source to provide guidance when agencies needed to refer. Participants suggested SSES further target schools and GPs with additional guidance to improve the quality of referrals. This also links with the need to provide a clear referral pathway for CSE as seen in the CSE self-assessment.

A common theme emerging from this assessment and repeated in these interviews is the need to simplify and reduce the numbers of information systems in which work around children and young people at risk or involved in CSE is recorded. Practitioners need to be able to see the child's journey within one information system,



with access rights appropriate to the level of professional or agency involvement. The work with children and young people around CSE in Sheffield is multi-agency. It spans the spectrum of nationally-recognised thresholds from addressing need through: universal services; Team around the Child; Child in Need (CiN); Child Protection (CP) and at the far end of the need spectrum to looking after children (LAC) at the most risk, including providing secure accommodation. Given the above and since developing an approach to CSE and implementing the SSES in 2001, the number and complexity of partner agencies and recording systems has grown. It is therefore time to review and develop the approach to utilising an already embedded CareFirst system, as a single information system for the child's journey.

The interviews illustrated a requirement to ensure all relevant professionals were provided refresher information on the CSE assessment tool and scoring guide. Sheffield are mindful of emerging research and evidence-based practice in the screening and assessment of risk and as such continue to refine their tools. The Jay report illustrated inherent issues with scoring systems. SSCB and partners have long shared these concerns. Managers are clear that the numeric scoring system is an aid and does not substitute for professional judgements about risk. Indeed, SSES triage meetings allow for professional judgement to be exercised, reviewed and recorded. SSCB and partners will be further reviewing the CSE assessment tool with further evidenced-based best practice. They also need to refresh the CSE multi-agency risk assessment process to fully align the work of agencies and clarify terminology used.

Practitioners will be reminded of the purpose and interaction of the many single and multi-agency assessments used when working with children and young people. Sheffield agencies use a variety of assessments to assess need in specific areas, not just CSE. Legislation often requires them to undertake key assessments such as: social care's single assessment; Youth Justice's AssetPlus or the multi-agency Family Common Assessment Framework (FCAF). When a child is subject to a number of assessments, they need to ensure practitioners are clear on purpose, and interaction between the streams of work. There is also a need to avoid duplication and confusion for children and young people.

In common with the findings discussed in the next section, the interviews illustrated that services highlighted a desire for enhanced guidance. As practitioners became confident in applying learning, they have identified where they want to develop a deeper understanding to improve their work with children and young people. A key theme emerging from the practitioner's survey and focus groups has been the need to provide more specific guidance, including to the Police, regarding relevant powers and duties in respect of sixteen and seventeen year olds at risk or having been subject to CSE. In particular, in communicating with and keeping safe young people who refuse to engage and when neither parent perceives risk. It is important to recognise that young people can be sexually exploited despite being old enough to consent to sexual activity. Indeed, their decision making can be influenced by: drugs; grooming; threats of violence and power exerted by perpetrators.

Some of the requests from managers, such as development of a list of resources available for services to access in order to engage children, young people and families around CSE are already in place. Thus there is a need to re-communicate this information and continue to promote use of research in practice training resources.

Information gathered from practitioners interviewed, alongside the assessment of processes, procedures and tools in respect of CSE suggested that the services are effective at understanding and applying risk and vulnerability factors in order to

intervene early and prevent escalation of CSE risk. Professionals have a hunger for more knowledge to continue to enhance services provided and improve the outcomes for children and young people.

### ***Evaluation of the CSE training programme***

In 2013/14, SSCB rolled out a substantial programme of CSE training delivered by the SSCB and supported by SSES, Children's Social Care and the NSPCC. Utilising a combination of single and multi-agency sessions to maximise attendance, they reached over 1500 practitioners from October 2013 to April 2014 and a further 271 to October 2014. Training was available to anyone working with children and families in either a paid or voluntary capacity, with some targeting of key groups e.g. schools, children's home staff, elected members; foster carers and GPs.

In their recent SIF inspection Ofsted judged that:

*"The SSCB has been at the forefront in promoting training about awareness of sexual exploitation."* (Ofsted 2014).

The impact of this training is thought to have contributed to the increase in referrals to SSES, as those working with children become more familiar with recognising the signs and indicators of CSE and where to seek specialist advice. The SSES are aware that by training staff this increases combined intelligence of the current patterns of exploitation within Sheffield, allowing continual adaptation and effective targeting of resources. As part of their annual review SSCB also evaluated the impact of the CSE training provided to April 2014. Overall, the improvement rate in knowledge and levels of confidence in relation to CSE was 66%. Knowledge about the SSES and other service involvement in CSE increased by 88% through the training. Further evaluation of the long term impact of training will be undertaken by surveying those who attended training from October 2013 to December 2014.

The SSCB licensing manager has been instrumental in delivering training on CSE to the licensed trade. For a number of years, SSCB has been delivering CSE training to the taxi trade and have worked with Sheffield College to ensure that safeguarding training, including CSE, is delivered as part of the BTec qualification. SSCB's best practice model has been replicated by other authorities including Northern Ireland and the NSPCC. Along with national and local partners, they have won a number of awards for Operation Makesafe and were central in the development of NWG's *Say Something if you see Something* campaign. This training has been delivered to over 350 people working in the hotel trade across South Yorkshire.

Continuation of the CSE training programme is achieved through thematic CSE lunchtime seminars with topics including *CSE and boys* and *Learning from Operation Alphabet*. SSCB also provide a single-agency training pack with the recommendation that agencies use this as part of staff induction and refresher training. Social care workers will receive additional sessions and CSE is incorporated into social care induction training. Further training is available to Designated Safeguarding Leads working with children and young people in schools. Practitioners are encouraged to attend externally provided CSE training and conferences. Practitioners, as well as parents, can access SSCB's free of charge PACE eLearning CSE course *Keep them Safe*. The mobile phone application for children and young people discussed earlier will be available in the Spring of 2015.

SSCB's e-safety manager delivers training to professionals, children, young people and their parents and carers. Over 100 parents attended a joint CSE/ e-safety event at a local secondary school. SSCB also delivers work in schools regarding online grooming, sexting and the use of social media sites. Much work has already been done in schools, with teachers, pupils, and parents, to raise awareness of the risks associated with using digital technology. The challenge for SSCB now is to roll this out to the wider community, whilst at the same time keeping abreast of new technological developments.

Within individual agency workforce training strategies, the extent to which an agency, team or individual requires any training and development is identified as falling into one of three categories: essential; encouraged and preferential. SSCB believe and recommend that CSE training is a mandatory requirement for all practitioners, delivered alongside other safeguarding children modules. Through continuous professional development (CPD) practitioners will refresh and develop more specialist knowledge in relation to their roles.

Assessment of the CSE training provided within Sheffield concludes that an extensive CSE training programme was, and continues to be, delivered to a high number of practitioners across a large number of agencies. Awareness campaigns and training have been delivered and continue to be available to members of key trades and to elected members, children, young people, parents and carers. Innovative ways are being developed to reach children, including the use of mobile technology. SSCB has been nationally recognised through awards, replication of their best practice and high attendance at *CSE and Local Business - Sheffield Model* seminars given to other LSCBs and Police forces.

An area in need of development is to ensure proactive availability of CSE awareness material for children, young people, parents and carers in the main ethnic group languages spoken in Sheffield. The role of street champions and key members of community groups, in creating CSE awareness and breakdown of any communication barriers such as language and literacy, continues to be developed.

### ***Staff survey on CSE training and support***

Given the extensive SSCB CSE training programme and support available within Sheffield, this assessment asked if this had impacted on the confidence, knowledge and support of Sheffield's practitioners. A short survey was undertaken with a number of multi-agency practitioners. Those included in the survey were: social care, MAST, SSES and Community Youth Teams. Asking four questions, SSCB received responses from 340 individual professionals from across all agencies, representing a good response rate of 42%.

The first question asked which part of their service respondents were from. Almost all respondents work directly with Sheffield's children and young people and a small number provide support services to those working in the community. Those supporting children in care within children's home settings were represented as well as: adult mental health services; social workers and their managers in a variety of teams; careers advice service; nursing services; community youth teams; out of hours emergency response teams; children with disability team; fostering; youth justice service (YJS) independent reviewing officers and children's centres. The number and diversity in respondents enabled SSCB to have confidence in the survey results and illustrated the spread of responsibility and activity for delivering CSE solutions.

The second question asked *"How confident are you that you can identify issues of child exploitation?"* Over 94% of practitioner respondents said they were confident in identifying issues in relation to CSE.

SSCB then asked *"Have you had enough training to enable you to respond to issues of sexual exploitation?"* Over 45% of respondents said they were confident they had received enough training. Many who said they had not received enough training, confirmed they had received CSE training and found it to be of good quality. Indeed, training undertaken by SSES was described as excellent. However professionals are keen to receive further training and in particular future refresher training, to update them on any new policies and procedures and enhance evidenced-based practice. As professionals implement learning from the training, they have begun to identify a need for more in-depth CSE knowledge and solutions relating to the specific field or community they are working in. Again this reflects Sheffield's learning culture.

Recently-qualified social workers reported they had received training on CSE as part of their degree and some had student placements within specialist CSE provision. A number of specialist workers had undertaken further CSE training with agencies such as the NWG network and Lucy Faithful Foundation. The NWG network provides CSE research and knowledge updates to some respondents who had signed up to the scheme. Ensuring all professionals can link into networks such as these is a learning aim for Sheffield.

Respondents had accessed CSE training through one or more of the main channels including: online modules; seminars; externally-provided training and conferences. Those attending safeguarding children training had overlapped with CSE elements also provided in these modules. The survey indicated that there is a need to ensure all new staff, and those moving roles, access CSE training early within their induction.

Finally, SSCB asked *"Do you get the support you need to respond to the issues of sexual exploitation?"* Over 83% of respondents said yes they did receive enough support. Examples were provided by respondents of specific cases where advice and guidance had been sought.

Sources of support included: the SSES team; Multi-Agency Support Teams (MAST); SSCB; managers; colleagues; YJS; Police; out of hours team; Taking Stock and Remedi. The SSES team were said to be professional, very approachable, welcoming calls and always being on hand to offer support and advice as and when required. Senior managers were reported as being very skilled in their knowledge and understanding of CSE. Supervision was cited as a good forum to seek support. One participant noted the need for more specialist foster placements for children and young people requiring accommodation by the local authority. This is being actioned by Sheffield through development of specialist foster carers, who can work with children and young people both at crisis points and through longer term therapeutic placements. As discussed previously, a bid to the DfE has been made to support this initiative, with the result due in January 2015.

Some respondents said the question was not relevant, as they had not worked directly with a child vulnerable to CSE but would know where to go for guidance. A minority questioned the threshold for acceptance into SSES for risk assessment and the need to provide additional resources as CSE awareness created more demand.

SSCB are pleased to see that such a large proportion of practitioners feel supported and confident in recognising the signs of CSE and know how to act upon these. SSCB's CSE training programme continues and as well as refresher training, staff are encouraged to access relevant specialist training as part of their continuous professional development.

### ***Evaluation of the outcomes of ten CSE cases managed via the CSE service***

Good safeguarding practice includes evaluating the complete journey of children and young people from first concerns to outcomes and impact of services at later stages. This allows SSCB and partners to look at what worked well, what can be improved and be applied again in evidenced-based best practice for those individuals and others accessing their services. Practitioners build up intrinsic knowledge and develop skills through experience in working with children and young people exposed to CSE. Case studies such as these are an effective way of assessing future strategic direction, developing staff and sharing best practice.

SSCB selected ten cases of children and young people worked within the SSES since January 2014 from across: different ages; gender; presenting risks; time involved with services; ethnic background and area in which they live. The case review considered a number of stages of the journey including: how agencies first became aware of the risk; how practitioners engaged the child or young person; what support was provided and how this impacted on the children and young people. It was important to look at where that individual was in their journey in terms of reduced risk and the quality of their life. Of most importance was what children and young people told practitioners about their lives gained through direct work.

All of the children and young people in the cohort were referred to SSES when they displayed CSE-associated risk taking behaviour. This evaluation demonstrated all met the criteria for input from the service. Many presented with a combination of the indicators of CSE risk and vulnerability. For example, one young person was: regularly missing from home; associating with known CSE offenders and victims; frequenting areas of concern; involved in criminal activity and not engaging with education or other services. A number of young people were referred when they were found associating with older males; displaying highly sexualised behaviour and having unaccounted-for money. Alcohol, drug misuse and self-harming were also presenting risks. Within SSCB's adopted definition of CSE, the cases reviewed illustrated that abuse was also occurring through the use of technology. Some young people were taking inappropriate pictures of themselves and being threatened these would be posted on social media sites. Additionally, social media sites were being used as a way of older males, both within and outside of Sheffield, contacting young people. A number of young people had learning difficulties and were at additional risk because they operated at a lower than chronological age.

The evaluations demonstrated that children and young people need to have trust in those they disclose to. Trusting relationships were demonstrated with workers in a variety of situations, enabling children to disclose and be listened to. Sometimes young people opened up to people who were not their main workers. The key point was that they needed a gateway where practitioners could hear their voice and act on it. It is well evidenced that some children and young people can take time to tell professionals what is happening in their lives. Young people were sometimes found to be initially suspicious of workers, so techniques were used to build trust and keep the gateway open. This included sessions on building up self-esteem and addressing a lack of confidence. Children and young people would often avoid eye contact and

needed constant reassurance that professionals were there to help them. Non-verbal tools, such as asking the young person to select descriptive cards, assisted in breaking down communication barriers. Sometimes this process took months, as the young person gradually understood they had an adult they could trust and work with. For those taken into local authority care, the case review found there were often further disclosures, including provision of information about alleged perpetrators, enabling Police to take action. Sheffield believe some children have still not disclosed everything that happened to them and continue to work with them. Where possible and appropriate, Sheffield included young people in key multi-agency meetings to discuss the risks they are exposed to and how they can all work to reduce these.

In parallel to building relationships with the children and young people, Sheffield practitioners ensured that they helped them learn to say "No" and keep safe, including building an awareness of e-safety. They used resources such as the *Blast Project*, a film aimed at illustrating how boys are groomed and the in-house developed resource pack *Friend or Foe* which explores good and bad relationships. Direct work included ensuring children and young people had an opportunity to undertake positive activities including attending youth clubs, making new friends and building family trust to allow them to be allowed out alone. When young people presented with a high-level of need, the work undertaken often involved many agencies and services including: counselling; housing and return to education. Sheffield agencies also included parents and siblings in direct work when they presented with their own needs impacting on family stability. Whilst working with children and young people, families could experience other life events. The case reviews demonstrated additional appropriate support was provided during these periods.

Ongoing emotional support is a major factor in helping children and young people to move on and deal with the impact of CSE alongside live events. For those attending court, the case review illustrated the high level of support provided prior, during and post criminal trials. Social workers sat alongside the young people as they gave evidence and there was good evidence of witness care including professionals being available day and night when help was needed. Post criminal trials, workers assisted young people in completing criminal injuries compensations claims and advocating for them with the Ministry of Justice. In Operation Alphabet the judge praised workers in the support provided to the young people stating the work undertaken by agencies was "*a model of its kind*".

Incorporated in direct work, practitioners asked children and young people to reflect on the steps they had made. Children cried when they saw how far they had come in recognising and removing the risk-taking behaviour. Workers reinforced positive changes and told the children and young people how proud they were of their accomplishments. Sheffield empower children and young people in allowing them, where possible, to shape the direct work. For those with learning difficulties, progress could be slow; nonetheless progress was made and time was allowed for this. In the timescales of a few of the young people's journeys, risk reduced to an extent that social care involvement ceased and support was provided within the community.

SSCB and partners can measure success when young people move onto successful adulthood, securing their own tenancies, attending education, ceasing criminal activity, becoming successful parents and having strong positive attitudes. SSCB have several examples of the impact their CSE strategy has in enabling successful transitions. A young person who was helped to move back to their old home town after receiving long term support in Sheffield came back to let their worker know how they were getting on. Over a coffee, they spoke of how the young person was in a

better place. Another of the young people selected for this assessment has achieved many of the measures of success and now assists Sheffield with planning the strategic direction of their work. Furthermore, one of the young people included in this review of cases went to London to meet the Deputy Children's Commissioner and contributed to their enquiry into CSE in gangs and groups. Having input from those who have directly experienced CSE is invaluable. This CSE assessment will be hearing more from young people on how they think SSCB should develop services in the upcoming panel in November 2014.

One area in need of development is a need for improvement in the availability of, and pathway into, mental health services, both for children and young people and into adulthood. This is a national issue which has been recognised through early established CSE work in cities including Sheffield. Some young people did not feel ready for counselling, however, in later life this may be essential to enable good mental health. Additionally, case studies illustrated that some children and young people would have benefitted from counselling and similar mental health services at the time of SSES intervention. Due to pressures of demand on the *Interchange* service, this was not available. For this reason, there is a recommendation that the pathway to mental health services is improved. Any provision must be able to provide a flexible service which reacts and responds to the needs of those impacted by CSE.

Looking at ten journeys illustrated that children and young people receiving SSES input demonstrated all of the associated risk factors known to be present in SSCB's adopted definition of CSE. Through patient direct work, children can disclose and recover, building the resilience to move into a successful adulthood. The impact of CSE is long term and can be devastating to children and young people; as such receiving early identification, assessment and input is vital, as is building trusting relationships.

### ***In-depth audit of 32 cases of children and young people who received input from SSES***

Case audit involves systematic and independent assessments of the child's journey through services. The audit looked at adherence to policies and procedures and asked what went well and what could have been improved. An independent auditor worked alongside SCC's Principal Children and Families Social Worker to audit in-depth 32 randomly selected cases. These were known to have had CSE risk in the last twelve months. Using an audit tool, the audit asked: if risk had been identified and responded to; about involvement of the children and young people; about quality of decision making, assessment and planning; if information had been effectively shared; about the quality of direct work undertaken and if applicable the suitability of a looked-after placement and longer term plans.

The process of this in-depth audit confirmed findings in other work streams of this assessment, that information about a child's journey is held across many systems both within and across agencies. There is a need to be clear on who records and what is recorded, to reduce some duplication. Work is underway to address this; including assessing if CareFirst can be utilised as a central information system for recording of all CSE activity taking place for individual children and young people. This audit also confirmed that the vast majority of referrals to SSES were appropriate. A small number indicated SSCB and partners need to continue to ensure that the threshold for SSES input is clearly understood.

In common with other local authorities, the audit found that a high number of referrals regarding CSE risk came from schools and colleges. Indeed, relationships between SSES and schools were seen to be particularly strong. When also referring to SSES, Police consistently used the appropriate form. All audited cases referred to SSES had received a CSE risk assessment. Areas in need of improvement included the need to utilise the child or young person's history to a greater extent and to ensure all children associated with any risk are fully considered. As found in other streams of this assessment, there is an identified need to be clearer about the purpose of all agency assessments and how they fit together throughout the child's journey.

Preventative work with those considered to potentially be at risk of CSE was evidenced to be valuable and extensively undertaken. Case evidence demonstrated that SSES was found to provide an excellent direct work programme. Workers showed clear commitment to the young people and creative ways were used to engage them. The wishes and feelings of children and young people had been gathered and acted upon. Case direction is led, where possible, by the child and whilst good practice, it could lead, for a small number of lower level intervention cases, to drift if not acted upon.

All cases open to social care had a plan in place. For some of the more complex cases, the number of professionals involved could be considerable and who was best placed to deliver direct work was determined. This is good practice, as research shows young people need to build trusting relationships with a small number of professionals. There was good evidence of communication between agencies and representation at relevant meetings. An area of improvement would be in the development of plan formats, to further help illustrate the impact direct work is having in reducing CSE risk. It would be possible to use the CSE risk assessment to measure risk at the start and end of intervention by the SSES.

SSES social workers receive regular supervision. This is an important part of ensuring risk is managed and work with children and young people is focused. There is a need to change where supervision of the SSES social workers is recorded to ensure elements relating to individual cases are recorded in CareFirst. Supervision of the SSES social workers is under review to improve the impact it has on the quality of case management, as well as providing further support to workers in this difficult field of social work.

The in-depth case audit has triangulated with findings from the other streams of this assessment. It has highlighted some areas in which SSES excel and some areas which they can further develop as part of the continuous programme to deliver a high quality service.



## How is Sheffield responding to the Jay recommendations?

Alexis Jay's *Independent Inquiry into Child Sexual Exploitation in Rotherham*, published in August 2014, further highlighted the need to scrutinise all aspects of governance and practice in relation to Child Sexual Exploitation (CSE). On publication of the Jay report, SSCB and partners promptly conducted an internal audit of SSES's current practices, benchmarking Sheffield's practice against the fifteen recommendations from the Rotherham enquiry.

Appendix C summarises Sheffield's evaluation against the Jay report's recommendations for Rotherham. This combines Sheffield's initial internal audit with the findings from this far-reaching CSE assessment. As SSCB had also recently conducted self-assessments with the Office of the Children's Commissioner and the NWG, these have also been included in the evaluation.

SSCB have concluded that they and their partners strongly comply with the Jay recommendations. Indeed, many of the requirements have been embedded in Sheffield for a number of years, given the early and proactive response to CSE. Nonetheless, as part of the continuous improvement ethos, SSCB has identified a small number of areas for development. These triangulated with those found in this assessment and are detailed in the following section. Furthermore, although SSCB have determined Sheffield is compliant with the Jay recommendations, as part of their learning culture they strive to be better and deliver above and beyond the Jay recommendations.

## Areas of strength and for development

This assessment has been far reaching in examining how Sheffield responds to CSE. SSCB has used a number of techniques to gather information, including views from professionals. The voice of the children and young people had, so far, come from case reviews; audits and professionals. Therefore, SSCB undertook a children and young people's panel in November 2014 to enhance their valued voice in this assessment and future planning. As this activity took place shortly before publication of this overview report, an addendum report on this valued activity is available in Appendix B. The panel outcomes will be used to shape future services and three more thematic panels are planned.

The CSE assessment looked at many aspects including: leadership and governance; multi-agency CSE safeguarding self-assessment; compliance with Ofsted CSE thematic inspection Annex A requirements; evaluation of processes, procedures and tools; evaluation of the CSE training programme; staff survey on training and support; evaluation of ten cases managed via the SSES service and an audit of 32 cases of children and young people who received input from SSES.

Detailed actions in progress from each of the strands of this assessment have been developed. Analysis of the information gained provides SSCB and partners with the following key recognised areas of strength and areas for development.

## **Areas of strength**

### *Strategy, leadership and compliance*

1. CSE is a long standing key strategic priority for SSCB and partners.
2. SSCB and partners strongly comply with the Jay recommendations and many of the requirements have been embedded in Sheffield for many years, given the early and proactive response to CSE.
3. Prevention; protecting; pursuing and prosecuting are at the heart of the CSE strategy.
4. Sheffield has a history and evidence of being willing to tackle and confront difficult issues, regardless of any gender or ethnicity implications.
5. Reducing the impact of CSE on children and young people is central to all activity.
6. Sheffield has effective leadership and governance arrangements discharging their statutory obligations.
7. There is a culture of openness; questioning and professional challenge supported by robust policies and procedures.
8. SSCB and partners operate in a learning environment evaluating and adapting services to children and young people.
9. Evolution of services and timely actions to address dynamic and complex demographics.
10. SSES manager now part of a multi-agency case review panel to add in CSE elements and intelligence.

### *Quality assurance and recognition of the CSE service*

11. Ofsted recognition of SSCB in effectively responding in partnership to CSE.
12. The SSES is long established and recognised as good practice by Ofsted and HMIC.
13. Operation Alphabet was recognised by the judge as a model of its kind, due to diligent work including partnership working and support provided to victims.

### *Policy and process*

14. CSE activity is supported by a robust and frequently-refreshed suite of policies and procedures.
15. SSCB and partners demonstrate good compliance with Ofsted's CSE thematic inspection Annex A data and documentation requirements.
16. Agencies and partners reference and signpost staff to SSCB policies and procedures, which provide guidance on the management of CSE.
17. The CSE self-assessment indicated that all agencies had a safeguarding lead, the majority also led on CSE.
18. All agencies and many schools have a good understanding of the referral process for CSE cases.
19. All agencies and schools have information-sharing protocols and actively encourage staff to attend multi-agency meetings, contribute to and deliver the plan.
20. Robust action has been taken to deal with CSE in all areas of licensing regulatory requirements.

### *CSE Awareness programmes and training*

21. CSE training and awareness programmes have reached over 1700 practitioners, is recognised as best practice and been adopted nationally.
22. E-safety training and awareness programmes are delivered to professionals; children and young people and parents.
23. The voluntary, community and faith sector have been included in CSE training; planning and delivery.

24. The impact of CSE training noted through increased referrals to SSES and participants' acknowledgement of enhanced understanding.
25. CSE awareness literature is available to children and young people; parents; carers and practitioners utilising innovative communication channels.
26. SSCB and partners believe it is important to deliver CSE awareness to all of the community, regardless of gender or ethnic group.
27. CSE awareness programmes are delivered to a variety of public audiences including BME community groups.

*Practitioner activity*

28. Practitioners and managers are able to recognise the indicators of risk and vulnerability of CSE and when to refer children and young people to SSES.
29. Practitioners requesting and undergoing continuous professional development to enhance their understanding of CSE and how to effectively support children and young people.
30. Over 83% of practitioner respondents to the survey said they received enough support to respond to the issues of CSE.
31. Over 94% of practitioner respondents said they were confident in identifying issues in relation to CSE.
32. Case evaluations and audits demonstrated innovative and effective means of engaging with children and young people who have been subject to CSE.
33. Children from all ethnic groups; gender and presenting CSE risks are referred to SSES.
34. SSCB and SSES have strong links with schools, who are the highest source of referrals.
35. All children and young people referred to SSES had received a CSE assessment.

*Work with children and young people*

36. Work with children and young people around CSE spans across the spectrum of nationally-recognised thresholds from addressing need through universal services; Team around the Child; Child in Need (CiN); Child Protection (CP) and at the far end of the need spectrum to children in care (LAC) at the most risk, including providing secure accommodation.
37. Sheffield have a recognised Community Youth Model of working with the children and young people.
38. Sheffield give children a safe space and time to talk about their experiences.
39. Sheffield builds trusting and supporting relationships with children and young people, ensuring the most appropriate professionals deliver direct work.
40. Practitioners will try to ensure children and young people strongly influence the direction of work undertaken with them.
41. Practitioners ensure children learn to say "No" and deliver *Keep Safe* work right from the start of their relationship with them.
42. Sheffield supports the whole family in the child's journey.
43. Sheffield agencies have exit strategies from the different levels of support and ensure children and young people's cases only close to social care when risk has sufficiently reduced.
44. Children and young people are involved in the development of CSE services through panels and one-to-one input. Sheffield children and young people also contribute to the consultation work of Office of the Children's Commissioner. Future thematic panels are planned.

## **Areas for development**

### *Strategy, leadership and compliance*

1. SSCB need to continue to provide those who serve on scrutiny and licensing panels with sufficient CSE awareness and knowledge to enable effective independent challenge and decision making.
2. SSCB need to ensure that all elected members, leaders and practitioners are aware of further CSE learning resources, including the National Working Group network.
3. SSCB and SSES to co-ordinate a portfolio and timetable for reports and bulletins to inform relevant audiences including the SSCB Operational and Executive Boards; Scrutiny; agencies and schools, of CSE activity.

### *Policy, process and systems*

4. Education advisors to provide a specific CSE policy for all schools and other groups such as MAST, faith sector and voluntary agencies etc.
5. SSCB to provide an information-sharing factsheet and checklist to schools.
6. As part of the review of front door services, ensure closer alignment of the Sheffield Joint Investigation Team; social care and SSES and clarify terminology and pathways used.
7. Clinical supervision to be provided for SSES support workers.
8. Continuation of development of the CSE assessment tool, in particular looking at alternatives to scoring systems.
9. Clearer pathway to, and greater availability of, health services for those children and young people who are impacted by CSE.
10. Practitioners will be reminded of the purpose and interaction of the many single and multi-agency assessments used when working with children and young people.
11. Undertake a benchmark of investigation and prosecution statistics against other authorities.
12. Further improve effective recording:
  - a. CareFirst to be utilised as a central information system for recording of all CSE activity taking place for individual children and young people. Access at appropriate levels to be provided to those working with children and young people.
  - b. Rationalisation of information systems to reduce resource heavy data extraction for CSE profiling.
  - c. Record the ethnicity of all alleged offenders, to facilitate profiling.

### *CSE awareness and training*

13. SSCB and educational advisors to provide a CSE training pathway for agencies and schools and to secure consistent high quality referrals.
14. SSCB and SSES, together with partners, to further develop CSE awareness in schools and all communities within Sheffield including ethnic minority communities, leveraging on available networks and resources.
15. Proactive availability of CSE awareness material in the main languages spoken in Sheffield to run alongside verbal messages.
16. Guidance to be provided to practitioners on the relevant powers, duties and toolkits to aid engagement with 16/ 17 year olds who refuse to engage and parents who do not perceive risk.

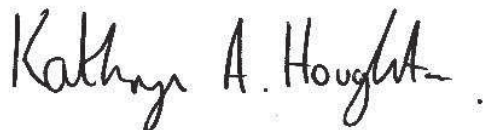
## Conclusion

CSE has a devastating impact on the lives of children and young people, together with those of their families. Working with the communities of Sheffield, SSCB has a responsibility to ensure that they effectively handle CSE and continue to support those who have been subject to it. SSCB and partners will continue to prevent, protect, pursue and prosecute regardless of the gender or ethnicity of the perpetrator or victim. Sheffield has pioneered and commissioned services such as the SSES, opened in 2001, and has been recognised for good practice by Ofsted and HMIC.

The author of this overview report spent a number of weeks analysing evidence and working alongside some of those who are responsible for the strategic development and delivery of CSE services in Sheffield. The author gained a strong sense of seamless working together, partnership and joint ownership in dealing with CSE. Sheffield don't want to just comply with minimum standards, they want to excel in the service they deliver to children and young people. They are aware of their strengths and areas for development and take action where needed. As Sheffield are advanced in their CSE solution delivery, they are breaking new ground and overcoming barriers, which many other authorities have yet to realise.

Of particular note was that the work with children and young people around CSE spanned the spectrum of nationally-recognised thresholds and that prevention was extensively promoted across Sheffield. Practitioners are highly child and young person-focussed, including allowing, where possible, direct work to be guided by them. They innovate and source solutions to engage and help those impacted by CSE and develop trusting relationships, allowing the necessary time for this to happen. Those affected by CSE also help shape future services through consultation and national representation of their voice.

As a partnership, SSCB recognise that continuous learning is required to react to Sheffield's dynamic population and ever increasing evidenced based best practice in dealing with CSE. Sheffield City Councillors requested this assessment as part of their learning culture and SSCB have co-ordinated the response. Whilst recognising the strengths, SSCB and partners have already begun to address the areas for development identified in this assessment. Agencies will be working together to deliver on an action plan, whilst continuing to listen to those who have the strongest voice, that of the children and young people who have been impacted by CSE.



Dr Kathryn A. Houghton, Safer Outlook Consulting Ltd.  
November 2014.

## Glossary

ACPO	Association of Chief Police Officers
CAFCASS	Children and Family Court Advisory Service
CAMHS	Child and Adolescent Mental Health Services
CCG	Clinical Commissioning Group
CE	Chief Executive
CEOP	Child Exploitation and Online Protection
CiN	Child In Need
CP	Child Protection
CPD	Continuous Professional Development
CSE	Child Sexual Exploitation
CYT	Community Youth Teams
DCS	Director of Children's Services
DfE	Department for Education
FCAF	Family Common Assessment Framework
HMIC	Her Majesty's Inspector of Constabulary
JIT	Joint Inspection Team (SCC & SYP)
LAC	Children in Care
LMCS	Lead Member for Children's Services
MAST	Multi-Agency Support Teams
NWG	National Working Group for Sexually Exploited Children
OCC	Office for Children's Commissioner
PACE	Parents against Child Sexual Exploitation
SCC	Sheffield City Council
SIF	Ofsted Single Inspection Framework
SSCB	Sheffield Safeguarding Children Board
SSES	Sheffield Sexual Exploitation Service
YJS	Youth Justice Services

## Appendix A: Sheffield Sexual Exploitation Service

Sheffield Sexual Exploitation Service is a co-located, multi-agency service responsible for tackling child sexual exploitation in Sheffield. The service currently sits within Sheffield Futures – a young persons' charity. The service comprises of Sheffield Futures youth workers and administrative support staff, South Yorkshire Police officers and missing person's officers, Sheffield City Council social work staff and a Barnardos support worker. The service is managed by a Sheffield Futures Service Manager.

The service also works in partnership with the Sheffield Safeguarding Childrens Board, the NSPCC and the Community Youth Teams – who deliver preventative work to those young people identified as being at lower risk of exploitation. In 2013-14 the service has successfully implemented a new model of working aimed at better meeting the current needs of children and young people and the demands placed on child sexual exploitation services. This model was developed in response to learning from ACPO, Rochdale, OCC and other serious case reviews in respect of CSE. Again this reflects a culture in Sheffield of continuously reviewing service delivery.

During 2013-14 the service has successfully integrated social workers to carry out risk assessments on all referrals. A family intervention worker post has also been created within the service to help support parents/carers and the siblings of those young people referred to the service. The service has also successfully integrated the Barnardos support worker – who has added further resilience to the one-to-one provision the service can provide.

The service works to address sexual exploitation on four key principals; prevention, protection, pursuit and prosecution. The service works with partner agencies to prevent sexual exploitation by raising awareness of issues with professionals, businesses, communities and young people. Youth workers and social care staff from the service, alongside the police, are responsible for protecting young people who are identified as being, or at risk of being, sexually exploited.

In 2013-14 SSES received 213 referrals regarding young people at risk of CSE. This was a significant increase from 85 referrals in 2012-13, however this is in context of increased awareness of CSE due to high profile cases nationally and awareness raising training delivered by the Sheffield Safeguarding Children Board (SSCB) to over 1700 frontline staff, as well as nationally recognised work with hotel staff and taxi drivers to increase knowledge and reporting of CSE. Of those 213 cases referred to SSES 52 young people were identified as medium/high risk following assessment.

The service is victim-focused and supports young people from all communities, recent figures show that 69% of the service's referrals relate to White-British young people. The service is pleased that over 25% of young people referred are from BME backgrounds, which bucks national trends for under-reporting of CSE from these communities. The service does not currently record information on perpetrators but information relating the ethnicity of those perpetrators identified should be available from South Yorkshire Police. The service has responded to specific requests to engage communities with regard to CSE and has delivered awareness raising sessions in Fir Vale, Darnall and the city centre.

Sheffield has a longstanding commitment to tackling CSE. Historically the SSES has submitted itself for scrutiny from organisations such as CEOP, The Office of the

Children's Commissioner and the National Working Group on Child Sexual Exploitation (NWG) and has been seen as a pioneer service. The SSES was recently visited by the NWG who wrote a very positive blog on the service and the work carried out.

The SSES has been inspected by both Her Majesty's Inspectorate of Constabulary (HMIC) and OFSTED in the past twelve months with both inspections acknowledging the service's work and that of partner agencies. HMIC published the findings of an inspection into South Yorkshire Police's response to child sexual exploitation in November 2013. Within the report The Sheffield Sexual Exploitation Service was identified as a model of best practice with regard to partnership working.

"The multi-agency working arrangements within the Sheffield Sexual Exploitation Scheme were found to be thorough, and child-focused, and to provide good outcomes for children."

OFSTED reported:

"Children at risk of sexual exploitation are quickly identified. This is supported by a range of innovative work, for example with taxi drivers and hotel staff, to increase their awareness of children and young people who may be at risk of exploitation."



## Appendix B

### Sheffield Safeguarding Children Board

#### CSE Assessment - Young People's Panel Report

The CSE assessment panel when setting the terms of reference were keen to ensure that the voices of young people were clearly heard and formed an integral part of the process.

*A focus group of young people will meet with the panel members to inform the review of the most effective means of agencies engaging, supporting and raising awareness with young people.*

This was seen as an opportunity to have an open dialogue between strategic leaders from key organisations with responsibility for responding to Child Sexual Exploitation and a representative group of young people from across the city.

The young people were drawn from a range of participation groups across the city and had differing levels of knowledge and awareness about Child Sexual Exploitation. In preparation two awareness raising sessions were held, where they also had the opportunity to explore the findings from the Jay Report and compose questions that they wished to put to the panel.

On 20<sup>th</sup> November ten young people met with the CSE Review Panel and South Yorkshire Police representatives, comprising of;

- Sue Fiennes, Independent Chair of Sheffield Safeguarding Board
- Cllr Jackie Drayton, Lead Member for Children and Families
- Jayne Ludlam, Director of Children's Services
- Kevin Clifford, Chief Nurse, Clinical Commissioning Group
- Scott Green, Superintendent for Sheffield, South Yorkshire Police
- Jane Fidler, Detective Sergeant, Sexual Exploitation Team, South Yorkshire Police

The young people asked the panel the following questions:

*Q. How are the police/CPS improving how they collect evidence to ensure they can prosecute perpetrators?*

A. This first stance in these cases is the belief in what the victim is saying to us. There is a lot of work required to gather all the evidence and the police look for any corroborating evidence that supports the victim's disclosures. The police conduct rigorous interviews with the victim which isn't always easy especially with the complexities of CSE. Gaining the trust of the victim to make a disclosure can take time; there are many hurdles to overcome. The police work very closely with the CPS and provide them with the evidence files so they can make the decision about prosecution.

It's a team effort and other agencies also help in the gathering of information, like providing car registration numbers, names of contacts etc. There is always room for improvement and we learn lessons from previous investigations. We recognise that continuing work is required with the judiciary system to explain to barristers and judges the complexities of CSE.

*Q. How are young people supported as victims and witnesses who provides this support and how is it accessed?*

A. There is specialised support within the Sexual Exploitation Service (SSES) and within other agencies to provide the victims and witnesses with support. The police and other agencies work together to provide ongoing support. Where necessary therapeutic counselling can be provided.

*Q Is there extra safeguarding in place within care homes in Sheffield to protect the most vulnerable?*

A. Yes. We know that this group of young people can be vulnerable to sexual exploitation and that perpetrators may target children's homes. We make sure that all our foster carers and the staff in children's homes have specific training on CSE so that they can recognise the signs and indicators and know where to go to get support. There are also link police officers with all the children's homes and links with the Sexual Exploitation Service.

For children in our care we act as a corporate parent so we have responsibility to make sure they are protected, feel loved, cared and supported.

*Q. What is the current conviction rate when CSE is disclosed?*

A. The panel didn't have the figures available at the panel to answer this question but will provide the young people with the data.

We know that the figure is lower than we would like and CSE cases are difficult in court. We are working with the courts to increase the level of knowledge and understanding of juries, judges and barristers about the complexities of CSE. We are also trying to introduce expert evidence so that juries receive a better understanding of how a victim of CSE may behave.

*Q. What are the demographics of the known perpetrators and victims?*

A. Recent national research tells us that 70-75% of victims are female, although there has been a recent increase in male victims coming forward. 75% of victims reported are White British but we know that there is an under-reporting nationally of victims from BME backgrounds. In Sheffield however, we have had some success in victims from the Asian and Eastern European community coming forward. Again national research tells us that perpetrators are predominantly White British with 29% coming from an Asian background

*Q. What training around CSE are professionals getting? Police, Social workers, Teachers etc?*

A. Last year 1700 professionals received CSE awareness raising in Sheffield, this included social workers, foster carers, children's home's workers, police, and health workers. This looked at how professionals would recognise the signs and indicators, and how to refer. Workers like teachers also get this as part of their safeguarding training. We know from a staff survey that professionals want to know more about this – they want to learn and become more aware. For some staff like in health and the police this is mandatory training, they have to do this.

If a group of workers in an organisation had not undertaken CSE training we would be aware of this and would take this up with that organisation to offer them training.

In Sheffield we have also done training with the licensed trade, like hotels and taxi drivers, so that they can recognise the signs and report concerns.

*Q. Are PCSO/Police officers still based or connected to schools? Do you think this would benefit the school and the young people?*

A. Yes, junior schools all have a linked PCSO. For secondary schools we have linked Children and Young People Officers who are located with the Community Youth Teams. Despite funding issues for the police this is seen as an important role so they will remain in post. Although their role in CSE is important this also allows engagement between the police and young people.

*Q. CSE is serious organised crime. How is Sheffield going to carry on funding all this work?*

A. All partner agencies and Sheffield Safeguarding Children Board are committed to tackling CSE and funding the Sexual Exploitation Service. Over the last year additional funding has been provided to the service. We are all facing funding cuts but we will definitely continue this level of investment. We may have to look at different ways of working, for example providing additional resources rather than finances. We may see an increase in demand as there is further awareness of CSE so we would have to ask partners for an additional investment of funding or resources.

*Q. Could we have more CCTV around particular areas- are there 'hotspots' in Sheffield?*

A. CCTV is useful but only forms part of the story, cannot prove a crime but the police use it as part of the evidence. Sheffield City Council controls the CCTV cameras for the city. The panel felt that there were already an adequate number of cameras across the city.

*Q. What work is being done with all communities to raise awareness of CSE in particular hard to reach communities?*

A. Sheffield has a diverse community with 34% of children entering our schools, at reception, from BME communities. Our aim is to work with the communities to educate and raise awareness in the same way the Safeguarding Children Board has recently worked with the Madrasahs to raise awareness about the use of physical chastisement and discipline.

*Q. Is there any work being done to educate the perpetrators?*

A. For adult offenders this would be undertaken by the Probation services. There is a growing awareness nationally about peer on peer abuse and in Sheffield we have a dedicated Sexually Harmful Behaviour (SHB) team that works with young people who have been identified as having committed or being at risk of committing SHB. They provide intensive therapeutic support to young people and their families. In addition the police officers located in the Community Youth Teams are currently going into schools to warn young people of the dangers of sexting.

As a society we need to address the position of young women and how they are viewed. There is a need to educate young people that we all deserve respect and a challenge to how the images of young women are presented.

*Q. What is the role of the Safeguarding Children Board in holding other agencies to account?*

A. As part of the CSE review the Safeguarding Children Board undertook a self-assessment with board partners and schools. There was a good response rate, with all board partners responding. If we had had a poor return rate we would have pursued this and taken action. Partners on the safeguarding board hold each other to account and it is important that we have an independent chair who is well respected. It is about strong challenge, holding services to account to ensure things change.

Unfortunately, because of the quality of the discussion there was not enough time for the panel to put their questions to the young people. Further discussions and focus groups are being planned to look at:

- Educate – Who should we educate about CSE, where, at what age, and who should lead this, what are your views on peer educators.
- Campaign – If we were to run a successful campaign to raise awareness of CSE with young people how we go about this, what form would it take – posters, phone apps, social media.
- Digital technology – This can be a very positive influence but we also know about the dangers of online grooming, sexting etc – how do we protect young people when they use digital technology.

## Appendix C:

### How is Sheffield responding to the Jay recommendations?

***Recommendation 1: Senior managers should ensure that there are up-to-date risk assessments on all children affected by CSE. These should be of consistently high quality and clearly recorded on the child's file.***

Informed by evidenced-based best practice, SSCB and partners continually develop the CSE risk assessment tool for all children and young people affected by CSE. This ensures a foundation for high quality work. CSE assessments are completed by dedicated SSES social workers, enabling consistency and quality. SSES provides support and guidance to those supplying information into the assessment, to ensure they fully assess risk. SSES now operate regular quality assurance audits to ensure expected high standards are being met and act on any findings.

Completed risk assessments are recorded on the child's file in CareFirst (social care's recording system) and SSES triage completed risk assessments in regular multi-agency meetings. In September 2014, SSES introduced a more effective method of recording assessments on both Police information systems and CareFirst. This allows SSES to more easily monitor changes in the level of risk for each case and keep assessments up-to-date.

***Recommendation 2: The numeric scoring tool should be kept under review. Professional judgements about risk should be clearly recorded where these are not adequately captured by the numeric tool.***

SSCB and partners have shared Alexis Jay's concerns regarding the numerical scoring system since inception of the risk assessment tool. They have taken part in review of the South Yorkshire risk assessment tool and contributed to its redesign. The assessment is regularly discussed at the South Yorkshire CSE forum and in September 2013, the numeric scoring system was changed. In SSES triage meetings, professional judgement is assessed alongside scores and recorded.

***Recommendation 3: Managers should develop a more strategic approach to protecting looked after children who are sexually exploited. This must include the use of out-of-area placements. The Borough should work with other authorities to minimise the risks of sexual exploitation to all children, including those living in placements where they may become exposed to CSE. The strategy should include improved arrangements for supporting children in out-of-area placements when they require leaving care services.***

Sheffield have carried out significant work to protect looked after children who are at risk, or have been subject to CSE. As a responsible Corporate Parent, they have utilised learning from previous sexual exploitation cases, including Operation Alphabet. SCC, therefore, only place children out-of-area after they have considered other options and factor in the potential risk of isolating that young person from the good

support networks they offer in Sheffield. SSES have link officers with every children's home in Sheffield. Staff working in these establishments, foster carers and the Virtual School have received CSE awareness training. SCC will continue to use secure placements when this is appropriate and only after careful consideration.

SSCB and SCC work closely with neighbouring and other local authorities, including submitting a joint bid for a "hub and spoke" project which will share good practice in dealing with CSE. Sheffield awaits the outcome of several funding applications including one to the DfE Social Care Innovation Fund in which they propose to develop specialist foster carers, who can work with children and young people both at crisis points and through longer term therapeutic placements. There will also be further development of the wrap around support for young people, including those in care.

All young people who qualify for the leaving care service and are placed out of area have a designated personal advisor to the age of 21+. They will engage them in appropriate services wherever they are living, this will include CSE services where appropriate. Local leaving care services offer different levels of support. SCC ensure the receiving local authority is made aware that a care leaver from Sheffield is living in their locality and advocate for them in receiving their local services. If the young person wishes to return to Sheffield, they provide support in this transition.

***Recommendation 4: The Council should make every effort to make help reach out to victims of CSE who are not yet in touch with services. In particular, it should make every effort to restore open access and outreach work with children affected by CSE to the level previously provided by Risky Business.***

One of the four principles of the work carried out by SSES is prevention. In partnership, SSES offer support to children and young people at a lower risk of being exploited and those who have the potential for being at higher risk. This support includes CSE Champions within CYTs, who deliver individual and targeted group work. Additionally, outreach work includes the Vulnerability Project, a street based intervention led by CYT and co-delivered by multi-agency partners to vulnerable young people; referring and signposting them to services where appropriate. NSPCC and Barnardos also deliver commissioned services as part of the CSE programme. The SSCB directory for sexual exploitation services illustrates the spectrum of agencies; faith and voluntary sector partners reaching out across Sheffield to children and young people.

Sheffield recognise a need to continue to engage and reach those who have not yet engaged with services, including those new to the city and those who, through communication barriers including language and literacy, may need additional support to access services. SSCB are seeking additional funding to provide additional CSE awareness to pupils via schools.

***Recommendation 5: The remit and responsibilities of the joint CSE team should be urgently decided and communicated to all concerned in a way that leaves no room for doubt.***

SSES has clearly defined roles and responsibilities. The recent training delivered to over 1700 practitioners has reinforced their knowledge of SSES's remit. They plan further awareness raising within the voluntary, faith and community sectors and continual refresher communication programmes to all practitioners.

***Recommendation 6: Agencies should commit to introducing a single manager for the multi-agency CSE team. This should be implemented as quickly as possible.***

SSES has been overseen by a single manager since 2012. The post is part-funded by Sheffield Futures and the SSCB.

***Recommendation 7: The Council, together with the Police, should review the social care resources available to the CSE team, and make sure these are consistent with the need and demand for services.***

As a result of the CSE awareness campaign delivered in Sheffield, referrals to the SSES have increased significantly, leading to an increase in demand both within SSES and across partner agencies. SSES and SSCB are carefully monitoring the demands on services and ensuring that resources are effectively targeted. Recently SSES made the two social worker posts permanent positions. SSCB holds all agencies to account through governance structures, one of which specifically targets CSE and regularly reports back to both the SSCB Operational and Executive Boards. The Council and Police are panel members on SSCB and associated sub-groups and work together closely to monitor the resources available to meet demand.

SSCB and partners proactively look to other funding sources by bidding for national and locally available grants and awards. Sheffield have been successful in this, bringing additional resource to deal with CSE, benefitting children and young people. Working closely with the voluntary and community sector helps target need assessed commissioned and non-commissioned services. Sheffield also share initiatives and best practice with other local authorities, thereby leveraging resources.

***Recommendation 8: Wider children's social care, the CSE team and integrated youth and support services should work better together to ensure that children affected by CSE are well supported and offered an appropriate range of preventive services.***

The work which SSES has carried out with Children Youth Teams (CYT) highlights the positive impact partnership working can have in terms of tackling CSE. Following risk assessments by SSES and after low level intervention, SSES have measured a successful impact by the small numbers of re-referrals. Joint working is driven by procedure and protocol, clearly defining roles and responsibilities. In the summer of 2014

SSES and CYT delivered work in a school to a vulnerable group of newly arrived pupils and has previously worked in other parts of Sheffield, to deliver group work to vulnerable young women as a community based-youth club. SSES are refreshing social care workers' understanding of SSES's remit to ensure all are clear on statutory requirements and interfaces.

***Recommendation 9: All services should recognise that once a child is affected by CSE, he or she is likely to require support and therapeutic intervention for an extended period of time. Children should not be offered short-term intervention only, and cases should not be closed prematurely.***

The case reviews which formed part of this assessment strongly illustrate that children and young people affected by CSE can take time to disclose and demonstrate impact from services provided. Furthermore, the case reviews showed that Sheffield provide sustained input, until the risk has reduced. When risk has reduced to a safe level there are planned case closures with exit strategies, including gradual step-down of support and appropriate referrals to other services. Children and young people stay connected to services, as long as there is identified need and Sheffield work to their timescales.

SSCB and partners recognise a shortage in counselling services that are appropriate to those who have been subject to CSE. The Social Care Innovation Fund bid aims to provide resources to train members of SSES to deliver therapeutic work which will assist, but not completely bridge this gap. SSCB are looking to secure funding with the Adult Safeguarding Board with a view to providing additional support for vulnerable young people making the transition to adulthood. Operation Alphabet highlighted the need for more awareness of the long term effects of CSE into adulthood.

***Recommendation 10: The Safeguarding Board, through the CSE sub-group, should work with local agencies, including health, to secure the delivery of post-abuse support services.***

CSE has a devastating impact on the lives of children and young people. Reducing the impact of CSE on children and young people is central to the CSE strategy in Sheffield. The SSCB Operational Board; SSCB Executive Board and CSE sub-groups are both attended by representatives from health. This enables cross-agency discussions with health services regarding resources being allocated to SSES and services provided to children and young people to deal with CSE and its impact. Sheffield have recognised a need to ensure those subject to CSE have access to mental health provision into adulthood and SSCB are working with the Adult Safeguarding Board to help secure this.

There is a need to develop a clearer pathway to health services for those children and young people who are impacted by CSE. This includes routes into CAMHS and other mental health services.



***Recommendation 11: All agencies should continue to resource, and strengthen, the quality assurance work currently underway under the auspices of the Safeguarding Board.***

SSES reports to the SSCB operational board and executive meetings, providing quarterly reports detailing the activity of the service, as well as an annual report. As part of the quality assurance framework, SSCB monitor the effectiveness of the CSE strategic delivery of services. Multi-agency CSE themed audits inform SSCB of what is working well and highlight points for professionals to consider when continually improving CSE services. Individual agencies undertake CSE thematic audits with key lessons being incorporated into the CSE sub-group quality assurance activity. Lessons from Serious Case Reviews and significant events such as Operation Alphabet are reviewed and disseminated to professionals with the assistance of SSES.

In addition to this CSE assessment, which included an SSCB self-assessment, SSCB has responded to the NWG Network benchmark questionnaire. In June 2014 SSCB also responded to the Office of the Children's Commissioner's questionnaire which looked at how Sheffield had responded to their *Recognition and Telling* (2013) report. All of these responses provide additional quality assurance and benchmarking.

***Recommendation 12: There should be more direct and more frequent engagement by the Council and also the Safeguarding Board with women and men from minority ethnic communities on the issue of CSE and other forms of abuse.***

SSCB and SCC believe it is important to deliver CSE awareness to all of the Sheffield community, regardless of gender or ethnic group. Children and young people who have been subject to CSE and those that have offended in Sheffield are represented across a number of ethnic groups. Nonetheless, there are some minority ethnic communities and geographic areas in Sheffield where CSE awareness can be more effectively targeted. Indeed, SSES has begun a programme of CSE awareness raising sessions within different geographic communities. Previously, CSE awareness work has been carried out with mosques across Sheffield by South Yorkshire Police's community engagement officers. SSES has engaged with the *Community Cohesion Strategy* and CYT management recognised leverage of resources and structures for multiple community engagement. Sheffield street champions and community Police are also raising CSE awareness and some are learning basic skills in languages other than English.

SSCB has already identified two community groups that could provide effective messages to Asian women and plans are in place to work with them. SSCB plan to increase engagement with the newly arrived community, utilising existing programmes. SSES has also recently delivered a CSE awareness session to a group of young Asian men.

SSCB and partners actively seek any opportunity to raise awareness leveraging from current community programmes, gateways and through schools. Indeed, their aim is to further utilise the resources in school to communicate with both pupils and their families.

***Recommendation 13: The Safeguarding Board should address the under-reporting of sexual exploitation and abuse in minority ethnic communities.***

CSE data analysis for a number of years has demonstrated that Sheffield continues to buck the national trend of under-reporting of CSE in minority ethnic groups.

SSES intends to continue its work to highlight the vulnerability of children and young people from all backgrounds, including those from minority ethnic communities. The work addressed under this recommendation will further support the drive to ensure that vulnerable young people from minority ethnic communities continue to be identified and protected.

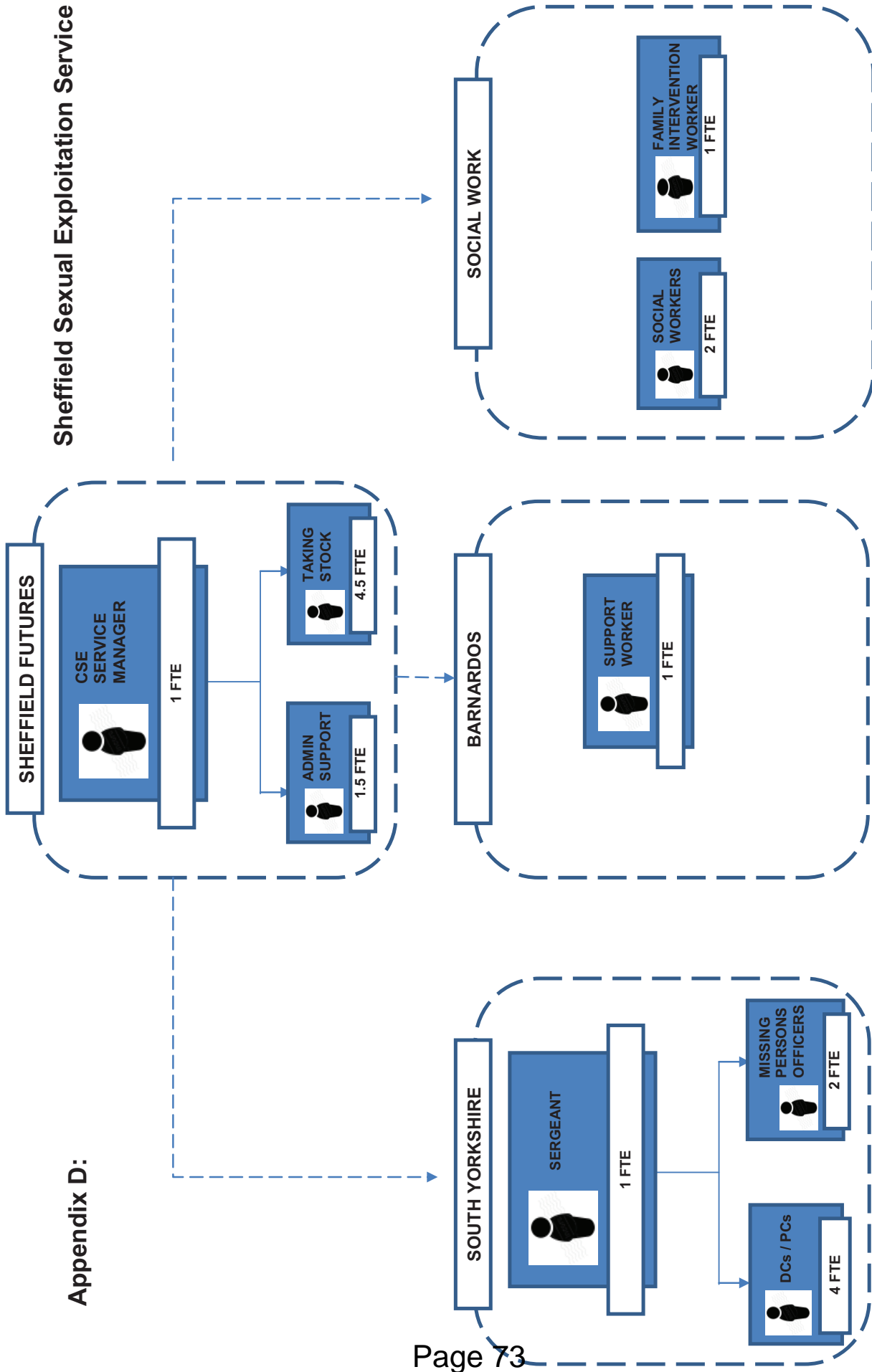
***Recommendation 14: The issue of race should be tackled as an absolute priority if it is a significant factor in the criminal activity of organised child sexual abuse in the Borough.***

The SSES and Police have introduced new data collation to ensure that they capture key demographics of alleged and convicted CSE perpetrators. Whilst the service recognises the need to identify if ethnicity is a significant factor, in order that work can be undertaken within specific communities as detailed under recommendations 12 and 13, Sheffield feel that all perpetrators should be dealt with and prosecuted, regardless of their background. This should be done within the best interests of the child or young person.

***Recommendation 15: We recommend to the Department of Education that the guiding principle on redactions in Serious Case Reviews must be that the welfare of any children involved is paramount.***

This is a recommendation for the DfE.

Sheffield Sexual Exploitation Service



Appendix D:

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