

Report to: Children's Services Scrutiny Committee

Date: 26.11.14

Report of: The Director of Children's & Adult Services

Report No:

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Report Title: Implications of the Jay and Coffey Reports

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Purpose:

To inform the Scrutiny Committee of the Recommendations made by the Jay Report into Child Sexual Exploitation (CSE) in Rotherham and the Coffey Report on CSE in Greater Manchester

Recommendations:

Decision:

Background Doc(s):

1. The report of the Independent Inquiry into Child Sexual Exploitation (CSE) in Rotherham (The Jay Report)
2. Real Voices: Child Sexual Exploitation in Greater Manchester: An independent report by Ann Coffey, MP

(for use on Exec Rep)

Signed:

Leader / Executive Member

Monitoring Officer

Date:

1. The report of the Independent Inquiry into Child Sexual Exploitation (CSE) in Rotherham (The Jay Report)

The report of the Independent Inquiry into Child Sexual Exploitation (CSE) in Rotherham between 1997 and 2013 which was led by Alexis Jay OBE, was published by Rotherham Borough Council in August 2014.

The Independent Inquiry found that more than 1,400 children were sexually exploited over the full Inquiry period from 1997 to 2013. More than a third of these children were previously known to services because of child protection and neglect; the 'appalling' abuse they suffered included rape by multiple perpetrators, trafficking to other towns and cities in the north of England, brutal violence and intimidation. The victims were as young as 11 years old. The report stresses that 'this abuse is not confined to the past but continues to this day'.

The Leader of the Council resigned on the day of publication. He said that he was taking responsibility on behalf of the Council for the historic failings described in the report and apologised on behalf of the Council to the victims of CSE and their families. The Council's Chief Executive will leave his post in December 2014 and the Director of Children's Services resigned in September 2014. The Police and Crime Commissioner for South Yorkshire was previously the children's services cabinet member at Rotherham Council between 2005 and 2010 and he has now also resigned.

The report alleged indifference by very senior officers and ignorance towards child sexual exploitation. The report also stated that responsibility was continuously placed on young people's shoulders, rather than with the suspected abusers. It presented a clear picture of a 'high prevalence of young women being coerced and abused through prostitution. The following two paragraphs are direct quotes from the report:

"Senior officers in the Police and the Council were deeply unhappy about the data and evidence that underpinned the report. There was a suggestion that facts had been fabricated or exaggerated. Several sources reported that the researcher was subjected to personalised hostility at the hands of officials. The content which senior officers objected to has been shown with hindsight to be largely accurate. Had this report been treated with the seriousness it merited at the time by both the Police and the Council, the children involved then and later would have been better protected and abusers brought to justice. These events have led to suspicions of collusion and cover up."

"For much of the time, senior officers did little to keep members fully informed of the scale and seriousness of the problem, on occasion telling members they believed it was exaggerated. In the early years a small group of frontline professionals from the Council, the Police and Health worked together on CSE, both on individual cases and on issues such as multi-agency procedures. They alerted senior staff to the scale of the abuse but were met with disbelief and left with little management support for the good work they were trying to do. There are reports that senior staff conveyed that sexual exploitation and the ethnicity of perpetrators should be played down. This seemed to be reinforced by the Police. The source of this attitude cannot easily be identified. Concern about the resources CSE could consume; greater priority given to the protection of younger children;

professional jealousies, and personal attitudes of some Council staff and the Police towards the girls involved have all been cited as reasons for the failure to address the seriousness and scale of the problem.” (Independent Inquiry into Child Sexual Exploitation in Rotherham, Alexis Jay OBE)

The Executive Summary of the Jay Report is reproduced in full at Appendix 1 and this is followed at Appendix 2 by the 15 Recommendations which the report made.

2. Real Voices: Child Sexual Exploitation in Greater Manchester: An independent report by Ann Coffey, MP

In addition, the recommendations from Real Voices: Child Sexual Exploitation in Greater Manchester: An independent report by Ann Coffey, MP which was commissioned by Tony Lloyd, the police and crime commissioner for Greater Manchester, following the Rochdale grooming scandal and was published in October 2014 are reproduced below.

The report states that sexual exploitation of vulnerable children has become the social norm in some parts of Greater Manchester and Ms Coffey indicated that she had formed the firm conclusion that the CSE which occurred in Rochdale had not been an isolated case. The report also states: *“This social norm has perhaps been fuelled by the increased sexualisation of children and young people, involving an explosion of explicit music videos and the normalisation of quasi-pornographic images. Sexting, selfies, Instagram and the like have given rise to new social norms in changed expectations of sexual entitlement, and with it a confused understanding of what constitutes consent.”*

The recommendations from the Coffey Report are attached at Appendix 3

3. Bolton’s Position

A presentation which summarises the position in Bolton in relation to both reports will be provided to members of the Scrutiny Committee on 26th November 2014.

Appendix 1

The report of the Independent Inquiry into Child Sexual Exploitation (CSE) in Rotherham Executive Summary

No one knows the true scale of child sexual exploitation (CSE) in Rotherham over the years. Our conservative estimate is that approximately 1400 children were sexually exploited over the full Inquiry period, from 1997 to 2013.

In just over a third of cases, children affected by sexual exploitation were previously known to services because of child protection and neglect. It is hard to describe the appalling nature of the abuse that child victims suffered. They were raped by multiple perpetrators, trafficked to other towns and cities in the north of England, abducted, beaten, and intimidated. There were examples of children who had been doused in petrol and threatened with being set alight, threatened with guns, made to witness brutally violent rapes and threatened they would be next if they told anyone. Girls as young as 11 were raped by large numbers of male perpetrators.

This abuse is not confined to the past but continues to this day. In May 2014, the caseload of the specialist child sexual exploitation team was 51. More CSE cases were held by other children's social care teams. There were 16 looked after children who were identified by children's social care as being at serious risk of sexual exploitation or having been sexually exploited. In 2013, the Police received 157 reports concerning child sexual exploitation in the Borough.

Over the first twelve years covered by this Inquiry, the collective failures of political and officer leadership were blatant. From the beginning, there was growing evidence that child sexual exploitation was a serious problem in Rotherham. This came from those working in residential care and from youth workers who knew the young people well.

Within social care, the scale and seriousness of the problem was underplayed by senior managers. At an operational level, the Police gave no priority to CSE, regarding many child victims with contempt and failing to act on their abuse as a crime. Further stark evidence came in 2002, 2003 and 2006 with three reports known to the Police and the Council, which could not have been clearer in their description of the situation in Rotherham. The first of these reports was effectively suppressed because some senior officers disbelieved the data it contained. This had led to suggestions of cover-up. The other two reports set out the links between child sexual exploitation and drugs, guns and criminality in the Borough. These reports were ignored and no action was taken to deal with the issues that were identified in them.

In the early 2000s, a small group of professionals from key agencies met and monitored large numbers of children known to be involved in CSE or at risk but their managers gave little help or support to their efforts. Some at a senior level in the Police and children's social care continued to think the extent of the problem, as described by youth workers, was exaggerated, and seemed intent on reducing the official numbers of children categorised as CSE. At an operational level, staff appeared to be overwhelmed by the

numbers involved. There were improvements in the response of management from about 2007 onwards. By 2009, the children's social care service was acutely understaffed and over stretched, struggling to cope with demand.

Seminars for elected members and senior officers in 2004-05 presented the abuse in the most explicit terms. After these events, nobody could say 'we didn't know'. In 2005, the present Council Leader chaired a group to take forward the issues, but there is no record of its meetings or conclusions, apart from one minute.

By far the majority of perpetrators were described as 'Asian' by victims, yet throughout the entire period, councillors did not engage directly with the Pakistani-heritage community to discuss how best they could jointly address the issue. Some councillors seemed to think it was a one-off problem, which they hoped would go away. Several staff described their nervousness about identifying the ethnic origins of perpetrators for fear of being thought racist; others remembered clear direction from their managers not to do so.

In December 2009, the Minister of State for Children and Families put the Council's children's safeguarding services into intervention, following an extremely critical Ofsted report. The Council was removed from intervention thirteen months later.

The Rotherham Safeguarding Children Board and its predecessor oversaw the development of good inter-agency policies and procedures applicable to CSE. The weakness in their approach was that members of the Safeguarding Board rarely checked whether these were being implemented or whether they were working. The challenge and scrutiny function of the Safeguarding Board and of the Council itself was lacking over several years at a time when it was most required.

In 2013, the Council Leader, who has held office since 2003, apologised for the quality of the Council's safeguarding services being less than it should have been before 2009. This apology should have been made years earlier, and the issue given the political leadership it needed.

There have been many improvements in the last four years by both the Council and the Police. The Police are now well resourced for CSE and well trained, though prosecutions remain low in number. There is a central team in children's social care which works jointly with the Police and deals with child sexual exploitation. This works well but the team struggles to keep pace with the demands of its workload. The Council is facing particular challenges in dealing with increased financial pressures, which inevitably impact on frontline services. The Safeguarding Board has improved its response to child sexual exploitation and holds agencies to account with better systems for file audits and performance reporting. There are still matters for children's social care to address such as good risk assessment, which is absent from too many cases, and there is not enough long-term support for the child victims.

Appendix 2

The report of the Independent Inquiry into Child Sexual Exploitation (CSE) in Rotherham: Recommendations

Risk assessment

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.

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. Looked after children

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. Outreach and accessibility

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.

Joint CSE team

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.

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

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.

Collaboration within CYPS

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.

Ongoing work with victims

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.

Post abuse support

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.

Quality Assurance

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

Minority ethnic communities

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.

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

The issue of race

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.

Serious Case Reviews

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.

Appendix 3

Recommendations from Real Voices: Child sexual exploitation in Greater Manchester: An independent report by Ann Coffey, MP. October 2014

Central Recommendation:

It should be recognised by police, children's services and schools that a culture is emerging in some areas of CSE becoming a social norm.

Give young people the tools to lead the fightback against CSE themselves. Launch a young people-led multimedia digital network, including a high-profile weekly radio show produced and hosted by young people on CSE related issues.

This will be done in partnership with youth radio station Unity Radio, and will be linked to social media and online support.

The project will be supported by a newly formed consortium of charities, which we have brought together for the first time during this inquiry. This will be known as the Greater Manchester Consortium Against Child Sexual Exploitation (GMCASE).

Big names already signed up include the Princes Trust, Barnardo's, The Children's Society, the NSPCC, and smaller groups, including St Mary's Sexual Assault Referral Centre, Survivors Manchester, Parents Against Child Sexual Exploitation, the Railway Children, Missing People, and Brook.

GMCASE will support and seek out funding for the young people-led project recommended in this report and any future projects young people wish to initiate. GMCASE will seek to give young people opportunities to influence policy and strategy in relation to GM's approach to dealing with CSE.

Themed Recommendations:

What is child sexual exploitation?

- The removal of all references to child prostitution in legislation.
- Focus groups should be commissioned with the public about their understanding of the nature of child sexual exploitation. This would underpin the ongoing communication strategy by the Phoenix group to improve wider understanding of this issue.
- All responses to CSE by statutory agencies in Greater Manchester should explicitly include 'boys and young men', because of concerns of underreporting.

Changes in Greater Manchester Police post-Rochdale

- All police response officers should receive CSE training, lifting it from 21 per cent to 100 per cent. It is vital that all officers have this training to improve the identification of CSE and improve the flagging system.
- All PCSOs should receive training in CSE and should become more actively involved in community engagement activity around CSE-related issues. The role of the integrated neighbourhood policing teams is integral to the fight against CSE.
- Formal talks in schools by police officers in uniform are important in giving children information about CSE. In addition, police should consider more innovative ways of connecting to children, such as speaking to small groups in a more informal way in civilian clothing. This must be a two-way process, not just the police 'talking at' the children, but a constructive dialogue in which young people feel they are being listened to.
- There should be one set of data giving information about children and young people assessed as being at risk of CSE agreed both by the police and the LCSBs.
- Schemes like Neighbourhood and Home Watch could be used to inform the wider community about CSE, along with the KIN initiative – the Key Individual Network – which is made up of people who have an interest in their local area and want to help make it safer.
- Police cadets and Specials need to be better informed of the issues around CSE.
- People who are victims should be used more in police training, either in person or on film. Their voices are powerful in helping the police and other agencies to understand what it feels like to be sexually abused.

Engaging communities

- GMP, together with Local Safeguarding Children Boards, need to find more effective ways of engaging with all the different communities, including socially advantaged, disadvantaged and disengaged white and ethnic minority communities, if we are to deal with the problem of underreporting of CSE.
- More information about CSE should be given to the public generally and to those who are the 'eyes and ears' of the community, including pharmacists, school crossing patrol staff, school nurses, refuse collectors, bus drivers, park attendants, housing officers, and shopkeepers, as well as taxi drivers and hoteliers.
- The Police and Crime Commissioner should require the Greater Manchester LSCBs and the Phoenix group to collectively produce and publish an annual update on their work to tackle CSE. This should include a report from individual police divisions on the effectiveness of their community engagement, stating clearly what

they have achieved and hope to achieve in working with the community to better protect children and young people from CSE. They should also demonstrate how they have proactively used social media, civic publications, and local newspapers, TV and radio to get messages across about CSE.

- The importance of small community groups in influencing local opinion should be recognised. Large charities should work with and mentor smaller groups to give them the confidence to work on preventing CSE in their local areas. Community groups should be encouraged to apply for any available local funding, including that available to ward councillors.

The role of schools

- There needs to be a digital cloud storage resource in which material made by children and young people could be accessed directly by all young people and schools across the whole of Greater Manchester to use as part of their safeguarding. This could be developed alongside the young people's digital network.
- We need to campaign for the Government to make PSHE compulsory so that all children in Greater Manchester schools are better safeguarded from CSE.
- Pupil Premium money could be used by schools singly or jointly to fund peer mentoring schemes for those identified at risk of CSE as part of a wider safeguarding approach.

Children who are missing from school

- Ofsted have expressed their intention to inspect equality of provision for children excluded from education and those who attend school part-time because of concerns about low aspirations and limited achievement for these children.
- Phoenix should do further research into how these most vulnerable and challenging of children, who are being failed by the system at the moment, can also be better safeguarded from child sexual exploitation in Greater Manchester.

Children who are missing from home and care

- Further research should be undertaken to see if the new police system of recording absent and missing is better safeguarding Greater Manchester children at risk of CSE.
- There should be spot checks on children's homes to see if they are adhering to new Government guidance, which requires them to notify police and the local authority when a child moves into their home. This would be in addition to Ofsted inspections.

- Care provision for 16 and 17-year-olds should be registered and inspected by Ofsted.

Health

- CSE should be declared a priority public health issue, like smoking, obesity, alcohol and drug use, so that a more strategic approach can be developed.
- The Phoenix group should look into developing a digital storage system that allows all agencies, including health, the police and children's services, to share information across the GM conurbation with appropriate safeguards.
- Further research should be done on the availability of counselling services, both for victims of CSE, and children and young people at risk of CSE.
- Greater Manchester prisons should consider taking part in Survivors-style and other support programmes for victims of sexual abuse.
- Joint commissioning arrangements for CSE, sexual assault, rape, and domestic abuse support services should be considered, which would include the Police Commissioner, local authorities, Public Health, and Clinical Commissioning Groups.

Justice

- The new Greater Manchester Rape Quality Assurance Group should review and analyse all the No Further Action cases the CPS have authorised across Greater Manchester over the past year to pick out any areas for learning and training.
- There should be further research into the disparity between the high number of recorded sexual offences against children and the number of actual prosecutions and convictions in Greater Manchester to establish the best ways to safeguard children in the future.
- The Crown Prosecution Service should be part of CSE multiagency teams.
- The CPS, together with the police and Local Safeguarding Children Boards, should engage the media in a more proactive way to raise awareness about CSE and the effect on victims.
- In the 800th anniversary year of the Magna Carta, court transcripts should be made more freely available on the internet. As well as providing transparency, this would also help to inform the wider public about CSE.
- To gain a better understanding of attitudes to CSE, research should be undertaken into Greater Manchester trends in respect of jury verdicts in sexual offence cases against children.

- There should be further research into the use of Registered Intermediaries by the CPS and the police, and the barriers to increasing their use, as well as an evaluation of their work.
- In view of the new CPS guidelines, there should be a review of the type of questioning and tone of cross-examinations used by defence barristers in child sexual abuse cases.

People who commit sexual offences

- In serious case reviews and other reviews we should look at what happened to the victim, but to help future prevention it would be instructive to look at the history of the abuser. This would provide a better understanding of the environmental conditions that have contributed to the offending behaviour and how interactions with agencies helped.
- Information about the behaviour of people who sexually offend should be incorporated into training and awareness-raising about CSE.
- The knowledge of offenders that is held by experts such as forensic psychologists and the police needs to be shared more broadly to help us all recognise risks and protect children.

New ways of working

- There is a need for the appointment of a CSE Champion with a specific remit of developing new models of working across police and local authority boundaries in partnership with the voluntary sector, young people, communities and parent groups, to better protect young people at risk of CSE.
- The Police and Crime Commissioner should prioritise funding for CSE projects that support children who have been sexually exploited or who are at risk from sexual exploitation, as well as projects that build resilience against CSE in children and young people.
- There should be more pooling of individual budgets and more innovative use of existing budgets to better safeguard children at risk of CSE, e.g. funding detached youth workers who can act as a bridge between the police, children's services and disengaged young people. They can give valuable information about children at risk to those agencies, while at the same time giving young people better awareness of CSE, providing health advice and tests, and connecting them to services. One source of funding could be social housing providers or schools using their Pupil Premium Money.
- Ofsted inspections should include observations on innovative and creative cross-boundary working that demonstrates improved outcomes for children at risk of sexual abuse. That would be a lever for a change in approach.

