

For Information	
Public/Non Public	Public
Report to:	Strategic Resources and Performance Meeting
Date of Meeting:	
Report of:	Assistant Chief Constable Steve Jupp
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Agenda Item:	9

Children's Safeguarding

1. Purpose of the Report

- 1.1 To inform the Office of the Police and Crime Commissioner (OPCC) of the activity within Nottinghamshire to address the Rotherham (Alexis Jay) report, the findings of the College of Policing Peer Review into Nottinghamshire Police's response to Child Sexual Exploitation (CSE), the HMIC Child Protection recommendations and an update with regard to the operations that are currently being investigated into historic child abuse within Nottinghamshire care home settings.

2. Recommendations

- 2.1 The OPCC notes the current position with regard to the updates.

3. Reasons for Recommendations

- 3.1 In order that the OPCC is able to satisfy its statutory responsibility under the Children's Act 2004

4. Summary of Key Points

- 4.1 The Force has submitted the Section 11 Audit which takes place every two years in line with the process previously agreed by both Safeguarding Boards. This ensures that partner agencies are fulfilling their obligations in line with Section 11 of the Children Act 2004 is a requirement placed on all Local Safeguarding Children Boards by Working Together to Safeguard Children 2013 (Chap.3 para.2) and this self-assessment is a key part of the process for the NSCB/NCSCB.
- 4.2 In September 2014 Nottinghamshire Police was subject to Her Majesty of Inspectorate of Constabulary's (HMIC) inspection into Child Protection. The report was published on the 11th February 2015. The Force are now required to compile an action plan in relation to the recommendations, this is to be

submitted within 6 weeks of the report being published. (Please see attached supplementary report to this paper)

- 4.3 Overall, the inspection found that staff responsible for managing child abuse investigations were highly committed, knowledgeable, and dedicated to providing good outcomes for children
- 4.4 That there was good management of registered sex offenders;
- 4.5 That neighbourhood officers had good knowledge of those who posed the highest risk to children;
- 4.6 That the force has delivered training for frontline officers and staff on vulnerability and safeguarding
- 4.7 The force has good relationships with partner agencies and local safeguarding children's boards.
- 4.8 **The recommendations and updates made have been subsumed into an action plan appended to this report.**
- 4.9 In September 2014 the Alexis Jay report into CSE in Rotherham, South Yorkshire was produced. From a review of the Rotherham report, the Force has identified the position against the 15 recommendations.
- 4.10 **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 – *Children who are at risk of CSE are graded initially in terms of risk and a strategy meeting takes place with relevant agencies*
- 4.11 **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. *We use a risk assessment tool from the University of Bedford and the NSPCC which we have customised and is called SERAT, it does include professional judgement*
- 4.12 **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 – *This is an area of activity that we continue to work with social care on, they are assured that the processes of notification are in place, there have been occasions when*

the process hasn't been followed by staff within social care around information exchange, we continue to work towards the position where we can be assured that children who are placed in our area and those that we place outside of our area are suitably risk assessed and that the care homes are notified if the child is at risk of CSE.

- 4.13 **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 –*We continue to use Imara to support victims who have been abused, Protect and Respect still work in the City and Conurbation - the county now have a Barnardo's worker who started recently doing that work. This activity requires further investment to ensure that the support is obtained by all those who require it.*
- 4.14 **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. – *We don't currently have a joint team although it is under discussion; we are working with both City and County Local authorities to achieve a suitable approach for all agencies.*
- 4.15 **Recommendation 6:** Agencies should commit to introducing a single manager for the multi-agency CSE team. This should be implemented as quickly as possible. *This is not applicable at this stage*
- 4.16 **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. *We have recently added 5 officers to the SEIU team within the Police to ensure that we can deal with CSE and the indecent images of children (IloC) using different teams*
- 4.17 **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 - *We continue to use Imara to support victims who have been abused, Protect and Respect still work in the City and Conurbation - the county now have a Barnardos worker who started recently doing that work. This activity requires more focussed commissioning to ensure that effective support is available to all.*
- 4.18 **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 - *We continue to use Imara to support victims who have been abused, Protect and Respect still work in the City and Conurbation - the county now have a Barnardos worker who started recently doing that work. This activity requires further investment to ensure that the support is obtained by all those who require it*

- 4.19 **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. *This is an area that requires more work in terms of commissioning the correct support for victims*
- 4.20 **Recommendation 11:** All agencies should continue to resource, and strengthen, the quality assurance work currently underway under the auspices of the Safeguarding Board. – *We continue to carry out s.11 multi agency audits. We have conducted a CSE internal audit, the results of which now are included in the overall CSE action plan.* The CSE cross authority group (CSACAG) have also carried out an audit of cases and produced a report on their findings, the CSECAG are managing actions as a result of that audit
- 4.21 **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. *We have engaged the services of an academic to support a profile being developed of gender based abuse and criminality across Nottinghamshire, the Deputy PCC has been included in the arrangements to meet and discuss the scope of the work.*
- 4.22 **Recommendation 13:** The Safeguarding Board should address the under-reporting of sexual exploitation and abuse in minority ethnic communities - *We continue to target communications across all communities. We have worked closely with the Imams and also supported communications through the BBC Radio Asian Network. The CSECAG have invited members of the licensing authorities for taxis and fast food outlet to the meeting to discuss wider engagement issues*
- 4.23 **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. *We continue to target communications across all communities. We have worked closely with the Imams and supported communications through the BBC Radio Asian Network. The continued activity to engage all communities will be managed through the CSECAG*

- 4.24 **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. –*within SCR guidance and managed through SCR panels*
- 4.25 In December 2014 Nottinghamshire Police invited in the College of Policing to conduct a peer review into the way it addresses CSE. The review team looked at the processes and systems in place in Nottinghamshire to allow them to understand the scale and nature of CSE, the processes and systems in place to mitigate the threat, risk and harm caused by CSE, the level of engagement with children at risk of CSE and the extent to which the voice of the child is heard. They also reviewed strategic plans in place to combat CSE and the leadership and governance arrangements to deliver those plans. The level of awareness amongst frontline staff about the warning signs of CSE and the force approach towards combatting it. The effectiveness of multi-agency arrangements in place to deal with CSE with particular regard to information sharing.
- 4.26 **As a consequence of several reviews, reports and inspections over the last two years and the recent HMIC recommendation asking the Force to produce an action plan for CSE we have brought the recommendations together from the CSE Diagnostic Report, the Barnardo's CSE Practice Review, the HMIC South Yorkshire Police Response to CSE, the Peer Review and the report of the Office of the Children's Commissioner. The action plan also acts as a forward looking document, horizon scanning for matters in this area in order that our approach is proactive and not reactive. As a result, this action plan is in its final stages of development. The peer review findings are below in brief covering some of the positive findings as well as the areas for improvement rather than replicating the report. As previously the Nottinghamshire police update is shown in italics**
- 4.27 The nature and extent of CSE in Nottinghamshire has not been fully investigated and there is a strong case for the development of a full multi-agency problem profile. Linked to this CSE work also appears to be largely reactive with limited pro-active intelligence gathering. *The Force and its papers are currently reviewing the profile to update it, the intelligence requirement Operation Striver has been communicated and work also done with partner agencies to highlight the information/ intelligence requirement*
- 4.28 Good examples of partnership working were seen despite the obvious issues associated with working across two Local Authorities, each of which operates differently. There are issues associated with numerous databases used by agencies, with no agency having access to the full suite. *We are working with*

staff developing the Niche programme to ensure that the public protection modules are within the first phase of activity to address this issue.

- 4.29 The Sexual Exploitation Investigation Units (SEIU) workload is predominantly related to on-line images, this is vital work but has left the unit with significantly reduced capacity to proactively seek and manage contact grooming and escalating abuse within community settings. The team did feel that they were under pressure to close cases without fully exploring opportunities especially relating to longer term engagement with victims. *The Chief constable has recently assigned 5 more staff to work within SEIU which will then allow SEIU to separate out these types of investigation*
- 4.30 There is a strong case for a more 'outcome focused' performance regime and the proposal to carry out some case reviews should be expedited. *The identification of a more outcome focused performance management process is required and we are currently identifying good practice nationally.*
- 4.31 It was recognised and reflected that very little routine engagement happens with minority communities. It is important that this work is done sensitively as part of wider neighbourhood policing and community engagement linked to 'whole place' strategies and approaches. *The CSECAG are reviewing engagement activity across all agencies as part of their activity*
- 4.32 The force would benefit from a training needs analysis in this area, supported by appropriate training inputs, particularly to front-line staff. *We currently have a training needs analysis in place and all CSE training or requests for training are routed the training priorities panel. There has recently been an NCALT training package and a safeguarding partnership training package circulated to all frontline officers*
- 4.33 The force has benched marked itself against the ACPO action plan and elements of the national plan have been transferred to the updated version of the Child Exploitation Multi Agency Work Plan. This is a multi-agency strategic plan that covers both the city and county, this is seen as a positive that there is a joint plan across the two authorities.
- 4.34 It was clear that significant investment has been made in bringing key stakeholders together to agree this approach. Given the challenges that are apparent in many multi-layered Local Authority environments, including that found in Nottinghamshire, the Peer Team were impressed with the nature of the ambition outlined and the potential of the products to shape future police and partnership provision.
- 4.35 Staff were aware that CSE was seen as a priority for the force but this knowledge was mainly gained through the media coverage surrounding CSE

and was not supported by any awareness campaigns or tasking/briefings presented to officers. Staff reported the main priority was serious and acquisitive crime and ASB. Most frontline staff felt CSE was not something relevant to their role. *This is something we continue to address, the new DI within SEIU has been tasked with an internal communications strategy to highlight CSE*

- 4.36 There was no evidence that positive interventions for victims were being monitored and what the impact of these interventions were. There was no evidence that the victim's journey was evaluated and also no evidence of measures around reduction of missing people and repeat incidents. *This will form part of the work to review performance outcomes and good practice nationally in addressing the 'voice of the child' in this type of investigation*
- 4.37 There are a large number of data bases that needed to be researched to get a full picture for a victim or a suspect. CATS, CAROSE, CRMS, memex and the two children services systems care first and Framework I and none of these systems are searchable across the partnership. *The information sharing between the partners is positive, we acknowledge the number of systems within Nottinghamshire police that 'don't speak to each other' this will be addressed through the Niche roll out.*
- 4.38 The concerns network is seen a positive partnership for intelligence gathering. This is a fairly new forum for the City but there was no similar provision for the county. There was no evidence seen as how the intelligence is developed from this group and how effective the process is. It would be good practice to feedback success to the network however the Peer team were unable to find evidence of this. *We have now an agreement that the County will replicate this role. The intelligence/ information from this group is recorded under Operation Striver and a specific document has been created to support submissions.*
- 4.39 **Operation Daybreak** is a historic police investigation, launched in 2010 into allegations of physical and sexual abuse in the former Beechwood children's home. The number of allegations to date stands at over 100. We are currently in phase 4 of the operation which has yielded 13 named suspects. All victims' allegations are under investigation and all safeguarding procedures are being followed. During the same period 98 civil complaints have been made against Nottinghamshire and Nottingham City Councils. The allegations and complaints are in relation to alleged incidents within a period from 1960 to 2000. The investigation has continued to grow in its scale and complexity. There is a Force wide investigative Gold meeting, chaired by ACC Jupp. A Strategic Management group has been instigated in accordance with the Nottinghamshire and Nottingham City Safeguarding

Children Board's child protection procedures. The staffing from this operation has been taken from current Public Protection staff

- 4.40 In early November allegations were brought to light indicating that there were a number of complaints emanating from a series of care homes in north Nottinghamshire. **Operation Xeres** spans 40 years from the 1950s and concerns 10 children's establishments. 24 victims so far have been identified. There are 40 suspects some of which are named others unidentified. There are already links being identified with Operation Daybreak. The Force and the Local authority have established a joint investigation team.
- 4.41 There is a national operation established named Operation Hydrant whose role it is to establish a national HOLMES database and is being populated with data received by police forces, referrals from the National Society for the Prevention of Cruelty to Children (NSPCC) and the Home Office. Early assessment has found a considerable number of cases being investigated across the Country and this is placing huge demands upon the service. There will be regular contact between this Operation and the secretariat of the Home Office inquiry into historic child sexual abuse.

5.Financial Implications and Budget Provision

- 5.1 These issues present a clear financial and resourcing pressure for the Force given the balance needing to be drawn in managing historical allegations and the reputational risk of not doing so versus the current risk of reported abuse particularly around the current strategic threat of child sexual exploitation.

6.Human Resources Implications

- 6.1 Whilst the organisation works through the DtF business cases, there are clear implications around the movement of resources based on risk, harm and threat. The Public Protection resources have been agreed based on the need to maintain the trajectory for force efficiencies and the re alignment of roles and responsibilities, in order to manage enquiries of this nature locally will mean resources are moved from other areas of business within a finite financial structure

7.Equality Implications

- 7.1 None

8.Risk Management

- 8.1 Resourcing of Operation Daybreak already features on the Risk Register

- 8.2 Risks associated with the DtF are raised within the business cases for Public Protection and relate to the ability to manage the increased workload given the differential in staffing

9. Policy Implications and links to the Police and Crime Plan Priorities

- 9.1 None

10. Changes in Legislation or other Legal Considerations

- 10.1 None

11. Details of outcome of consultation

- 11.1 None

12. Appendices

- 12.1 Appendix A - Action Caption Form

Action Capture Form.							
Source originator.		HMIC		Source Title		National Child Protection. Nottinghamshire Police 1-11 September 2014	
Issue or recommendation	Issue owner	Corporate or Local?	Action required	Action owner	Cost	Urgency (deadline date or n/a)	Expected completion date
1. Immediately: (pg 9-11) We recommend that Nottinghamshire Police ensures that in domestic abuse incidents, officers see and speak to children (where possible and appropriate) and record their observations of a child's behaviour and demeanour so that better assessments of children's needs are made.	A/DCI Yvonne Dales	Corporate	Action: Update the DA procedure to state that in domestic abuse incidents, officers see and speak to children and record their observations of the child's behaviour and demeanour to enable a better assessment of their needs. As a result of a national enquiry with the ACPO Child Protection lead as to good practice in this area on the 25th March, there is now research being carried out by the University of Bedfordshire to review amongst other matters as to what this looks like in practice	DCI Dales	n/a	30/04/2015	n/a
2. Immediately: (Pg 15-17) We recommend that Nottinghamshire Police develops an action plan to improve CSE investigations, paying particular attention to: <input type="checkbox"/> improving staff awareness, knowledge and skills in this area of work; <input type="checkbox"/> ensuring a prompt response to any concern raised; <input type="checkbox"/> undertaking risk assessments that consider the totality of a child's circumstances and risks to other children; and <input type="checkbox"/> improving the oversight and management of cases (to include auditing of child abuse and exploitation investigations to ensure that standards are being met).	DI Peter Quinn	Corporate	Action: Develop with the help of planning and policy (and linked to work on Child Sexual Exploitation) an action plan to improve CSE investigations, paying particular attention to: <input type="checkbox"/> improving staff awareness, knowledge and skills in this area of work; <input type="checkbox"/> ensuring a prompt response to any concern raised; <input type="checkbox"/> undertaking risk assessments that consider the totality of a child's circumstances and risks to other children; and <input type="checkbox"/> improving the oversight and management of cases (to include auditing of child abuse and exploitation investigations to ensure that standards are being met).	Amanda Froggatt (Strategic Support Officer)	n/a	31/05/2015	n/a
3. Immediately: (pg 18-19) We recommend that Nottinghamshire Police takes steps to ensure that all relevant information is properly and uniformly recorded, and is readily accessible in all cases where there are concerns about the welfare of children.	Supt Helen Chamberlain	Corporate	Action: The PP module of NICHE is not being delivered in the first phase. The PP module will be phase 2. This has to be developed with the four forces that are collaborating, and at this time I have seen the NICHE PP module that Lincs are using and looks sufficient for DV/CP/VA purposes. What I do know is there is no appetite as a force for us to have another standalone PP system that doesn't talk to	CI Jim West	Link to Niche project.	as per Niche project board	n/a
4. Within three months: (pg12-14) We recommend that Nottinghamshire Police undertakes a review, together with children's social care services and other relevant agencies, to ensure that the police are fulfilling their statutory responsibilities set out in Working Together to Safeguard Children. As a minimum this should include: a) attendance at, and contribution to, initial child protection conferences; and b) recording decisions reached at meetings on police systems to ensure that staff are aware of these and of all relevant developments.	Supt Helen Chamberlain	Corporate	Action A review will take place with identified practitioners from both local authorities and the police to address a plan for all the points raised within the recommendation and also highlight where action is needed has taken place with Theresa Godfrey (Social Care County) and John Matravets (Social Care City). a) Our Joint safeguarding procedures are written to reflect working together states: A conference should consist of only those people who have a significant contribution to make due to their knowledge of the child and family or their expertise relevant to the case b) The organising and running of Child Protection Conferences remains the responsibility of Children Social Care and the production of minutes is their decision. When minutes communicated they are recorded on PP system. These are then actioned appropriately.	DCI Dales	n/a	by 30/04/2015	n/a
5. Within three months: (pg12-14) We recommend that Nottinghamshire Police undertakes a review of the level and quality of supervisory activity in cases involving children missing from home;	Emma Laughton	Local	Action: Review / audit a given number of cases in cases involving children missing from home to assess compliance with procedure regarding levels and quality of supervision.	Emma Laughton	n/a	30/06/2015	n/a
6. Within three months: (pg12-14) We recommend that Nottinghamshire Police undertakes a review, together with children's social care services, of how it manages child protection referrals to ensure a timely response to initial concerns, that action is subsequently taken, concerns are followed up and cases are regularly reviewed.	Supt Helen Chamberlain	n/a	Action A review will take place with identified practitioners from both local authorities and the police to address a plan for all the points raised within the recommendation and also highlight where action is needed has taken place with Theresa Godfrey (Social Care County) and John Matravets (Social Care City).	DCI Dales	n/a	n/a	n/a
7. Within three months: (pg16-17) We recommend that Nottinghamshire Police initiates discussions at a senior level with the CPS to improve the timeliness of actions and decisions by both the police and the CPS.	Supt Helen Chamberlain	n/a	No action required. Regular discussions at a senior level with CPS lawyers and a Judge already established. Starting 1st April 2015 there is a pilot project in which Public Protection and the CPS will sit in on all Rape enquiries.	n/a	n/a	30/04/2015	n/a

8. Within three months: (pg21-22) We recommend that Nottinghamshire Police undertakes a review (jointly with children's social care services and other relevant agencies) of how it manages the detention of children. This review should include, as a minimum, how best to: a) improve custody staff awareness of child vulnerability and child protection; b) improve risk assessments to reflect the needs of children and the support they require at the time of detention and on release; c) ensure that all staff act within the law so that all children are only detained when absolutely necessary and for the absolute minimum amount of time; d) assess at an early stage the likely need for secure or other accommodation, and work with children's social care services to achieve the best option for the child; e) ensure that children detained under section 136 of the Mental Health Act are only detained in police custody as a last resort, for a minimum amount of time, are regularly checked and receive the services of the mental health nurse; and f) ensure specific additional consideration is given to using family members as appropriate adults for children detained under section 136 of the Mental Health Act, and parental support and personal attendance at the custody suite are encouraged.	T Ch Insp Mark Turner	Corporate	Undertake a review (jointly with children's social care services and other relevant agencies) of how it manages the detention of children. This review should include, as a minimum, how best to: a) improve custody staff awareness of child vulnerability and child protection; b) improve risk assessments to reflect the needs of children and the support they require at the time of detention and on release; c) ensure that all staff act within the law so that all children are only detained when absolutely necessary and for the absolute minimum amount of time; d) assess at an early stage the likely need for secure or other accommodation, and work with children's social care services to achieve the best option for the child; e) ensure that children detained under section 136 of the Mental Health Act are only detained in police custody as a last resort, for a minimum amount of time, are regularly checked and receive the services of the mental health nurse; and f) ensure specific additional consideration is given to using family members as appropriate adults for children detained under section 136 of the Mental Health Act, and parental support and personal attendance at the custody suite are encouraged. There will be some work now conducted by CI Turner and social care supported by Keiley Freeman as to how this action will be progressed whether in part or in full	T Ch Insp Mark Turner			31/05/2015
9. Within six months (pg 19-20) We recommend that Nottinghamshire Police ensures that all staff: a) record the views and concerns of children; and b) record any available outcomes at the end of police involvement in a case.	Supt Helen Chamberlain	n/a	Link to recommendation 1 and 3.	n/a	n/a	n/a	n/a
10. Within six months (pg 19-20) We recommend that Nottinghamshire Police ensures that information about children's needs and views are regularly made available for consideration by the police and crime commissioner and to service managers to inform future practice.	Supt Helen Chamberlain	n/a	No action required. Children's needs and views are regularly made available at the Child Protection & MAPPA conferences. Information sharing protocol are in place . This can only occur when we have a clear steer from research as to how to measure children's needs and views. We regularly updaters the PCC panel and the PCC in safeguarding updates	n/a	n/a	n/a	n/a