Overview and Scrutiny Committee
AGENDA

DATE: Tuesday 9 December 2014

TIME: 7.30 pm

VENUE: Committee Rooms 1&2
Harrow Civic Centre

MEMBERSHIP (Quorum 4)

Chairman: Councillor Jerry Miles

Councillors:

Ghazanfar Ali	Richard Almond
Jeff Anderson	Kam Chana
Michael Borio	Chris Mote
Kiran Ramchandani	Paul Osborn (VC)

Representatives of Voluntary Aided Sector: Mrs J Rammelt / Reverend P Reece
Representatives of Parent Governors: Mrs A Khan/1 Vacancy

(Note: Where there is a matter relating to the Council's education functions, the "church" and parent governor representatives have attendance, speaking and voting rights. They are entitled to speak but not vote on any other matter.)

Representative of Harrow Youth Parliament

Reserve Members:

1. Ms Pamela Fitzpatrick	1. Susan Hall
2. Adam Swersky	2. Barry Macleod-Cullinane
3. Phillip O'Dell	3. Lynda Seymour
4. Antonio Weiss	4. Stephen Wright
5. Jo Dooley	

Contact: Una Sullivan, Democratic & Electoral Services Officer
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*Harrow*COUNCIL
LONDON

AGENDA - PART I

1.   **ATTENDANCE BY RESERVE MEMBERS**

      To note the attendance at this meeting of any duly appointed Reserve Members.

      Reserve Members may attend meetings:-

      (i)   to take the place of an ordinary Member for whom they are a reserve;
      (ii)   where the ordinary Member will be absent for the <u>whole</u> of the meeting; and
      (iii)   the meeting notes at the start of the meeting at the item 'Reserves' that the Reserve Member is or will be attending as a reserve;
      (iv)   if a Reserve Member whose intention to attend has been noted arrives after the commencement of the meeting, then that Reserve Member can only act as a Member from the start of the next item of business on the agenda after his/her arrival.

2.   **DECLARATIONS OF INTEREST**

      To receive declarations of disclosable pecuniary or non pecuniary interests, arising from business to be transacted at this meeting, from:

      (a)   all Members of the Committee;
      (b)   all other Members present.

3.   **MINUTES**   (To Follow)

      That the minutes of the meeting held on 18 November 2014 be taken as read and signed as a correct record.

4.   **PUBLIC QUESTIONS ***

      To receive any public questions received in accordance with Committee Procedure Rule 17 (Part 4B of the Constitution).

      Questions will be asked in the order notice of them was received and there be a time limit of 15 minutes.

      [The deadline for receipt of public questions is 3.00 pm, Thursday 4 December 2014. Questions should be sent to publicquestions@harrow.gov.uk

      No person may submit more than one question].

5.   **PETITIONS**

      To receive petitions (if any) submitted by members of the public / Councillors under the provisions of Committee Procedure Rule 15 (Part 4B of the Constitution).

6.   **REFERENCES FROM COUNCIL/CABINET**

      (if any)

7. **PROGRAMME MINERVA** (Pages 1 - 16)

Report of the Corporate Director, Resources

8. **CHILDREN AND FAMILIES SELF-ASSESSMENT** (Pages 17 - 28)

Report of the Corporate Director, Children and Families

9. **CHILD SEXUAL EXPLOITATION** (Pages 29 - 42)

Report of the Corporate Director, Children and Families

10. **ANY OTHER BUSINESS**

Which the Chairman has decided is urgent and cannot otherwise be dealt with.

* DATA PROTECTION ACT NOTICE
The Council will audio record item 4 (Public Questions) and will place the audio recording on the Council's website, which will be accessible to all.

[**Note:** The questions and answers will not be reproduced in the minutes.]

Deadline for questions	3.00 pm on Thursday 4 December 2014

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REPORT FOR: **OVERVIEW AND SCRUTINY COMMITTEE AND SCRUTINY SUB-COMMITTEES**

Date of Meeting:	9th December 2014
Subject:	Programme Minerva
Responsible Officer:	Tom Whiting Corporate Director of Resources
Scrutiny Lead Member area:	Cllr Stephen Wright – Policy Cllr Adam Swersky – Performance
Exempt:	No
Enclosures:	None

Section 1 – Summary and Recommendations

This report sets out progress to date on Programme Minerva ("Minerva") since it was last presented to the Overview & Scrutiny Committee in April 2014. Members may be aware that the programme encompasses a range of work streams which include:

- The project to tender for a new ICT contract;
- The project to review and transform the HRD service;
- A range of work streams focussed on identifying and delivering savings in a number of Council departments by 1st April 2015 (Revenues & Benefits, Payroll & Shared Services, Human Resources (HR) and Finance & Assurance;
- Further investigation of potential shared service opportunities, including the development of potential relationships with other Local Authorities.

Recommendations:
Members are asked to:
   I.   Note current progress on Minerva to date;
  II. Offer comment on the project activities completed to date; and
 iii. Advise on future involvement of Overview and Scrutiny Members in relation to Minerva.

Section 2 – Report

Introduction

The Council launched Minerva in March 2013 in response to three key challenges that the Council was expecting to face and plan for, namely:

1. Future pressures for cost reductions anticipated from 2015/16 and beyond.

2. The break clause provisions within the Council's existing IT Service contract with Capita that could be exercised subject to one year's prior written notice.

3. The future requirement and use of the existing SAP IT system.

In considering the above, a range of possible options were researched and evaluated including internal cost reduction proposals, SAP replacement, relocation of services, shared services, outsourcing and a retender of the IT service. A summary of the work undertaken and the key findings that emerged are set out below:

Internal Cost Reductions

Services in scope within the Resources Directorate developed cost reduction options including but not limited to internal change projects, service transformation and increased self service through channel migration. Internal options were developed with an input from managers and employees across the Resources Directorate. Options were also received from Trade Unions (i.e. Unison) in relation to some service areas.

Internal options identified a potential for 17% savings across Finance and Assurance, Human Resources and Shared Services and Collections and Benefits. These accounted for potential annual savings of £2.0m based upon an initial investment of £1.3M and an annual cost base of approximately £11.6m. The overall payback period for these was less than two years.

SAP Replacement

Harrow Council was actively involved in Programme Athena running across London Authorities with the objective of promoting sharing and commonality for back office systems run by London Boroughs. Through this programme, Harrow had the opportunity for discussions with other Boroughs using SAP to consider convergence opportunities.

The potential for replacing the Council's SAP system (a top range solution in use across a range of commercial and public sector organisations worldwide) with a mid-range solution was considered with input from two current market leaders (i.e. Agresso and Integra) for mid-range solutions in use by Local Authorities.

Research indicated that there was a potential for reduced annual revenue costs from a system migration due to the lower maintenance fees and less complex upgrades involved. However, the cost of procuring and implementing a new system together with the upheaval and disruption that

this would undoubtedly have caused during a period of significant change within the Council, led officers to conclude that this was not a viable option to pursue at that point in time. The financial payback period for the two systems mentioned above was 4 years and 6 years respectively.

Relocation of Services
Research was undertaken to investigate the potential benefits of "wage arbitrage" through the relocation of "back-office" services to cheaper alternative locations. In this model, Harrow Council would have continued to run the services in question but from a different location.

Research indicated that salary savings could be achieved in most areas outside of London. However, the greatest savings could be found in the North East region of the UK with average salaries being 30% lower than Harrow Council. Research also included investigating and obtaining the costs of operating a remote office and the provision of IT and telephony connectivity costs to Harrow Council.

In evaluating the financial feasibility for relocating operations to another part of the country, an assumption was made that the initial operations to be transferred would include transactional "back-office" activities for Revenues and Benefits and Accounts Payable/Receivable services.

The annual saving in salary costs under the above assumptions amounted to approximately £1.0m per annum. However, ongoing rental and operating costs effectively reduced this potential benefit to approximately £200K per annum. With the significant one-off costs involved in establishment of the offices, related infrastructure costs, and potential redundancy costs totalling approximately £3.0m, the outline business case indicated a payback period in excess of ten years.

The relocation of "back-office" services outside of Harrow increased the potential risk of service disruption arising particularly if resourcing requirements could not be met as anticipated. It was therefore considered that a relocation of services would not represent the most cost efficient or effective way of achieving service cost reductions.

Shared Services
Harrow Council approached 22 London Local Authorities to discuss their current back-office service arrangements and their willingness to consider sharing services. This included Local Authorities already operating an SAP system to determine whether there was any potential for sharing resources through the combination of either systems or services.

Existing shared service arrangements, such as the Tri-Borough arrangement (i.e. Westminster City Council, Royal Borough of Kensington and Chelsea and Hammersmith and Fulham), Elevate East (i.e. a joint venture arrangement comprising Barking and Dagenham and Agilysys) and One Oracle, were also approached.

Research indicated that there was no current appetite amongst the Local Authorities contacted within London to share services with Harrow Council at that point. Local Authorities operating SAP systems were already following

their own strategic paths which did not include an option to share services with Harrow and the existing shared service organisations were either not seeking to increase their current client base or there were legal barriers preventing Harrow Council from joining their shared service arrangement.

Local Authority shared service providers outside of London were also approached but there was no current desire from the providers contacted to provide services to London boroughs.

County Councils were also contacted to assess their appetite for a shared service. In particular, Hertfordshire, Buckinghamshire, Surrey and Hampshire County Councils were approached and of these, both Surrey and Hampshire County Councils met with officers to discuss the potential for sharing services.

Surrey County Council were unable to progress with a shared service option at the time of meeting and although Hampshire County Council had further discussions with officers, they were engaged in a major transition programme including the Fire and Rescue and Police Authorities. They have also since announced plans to share services with Oxfordshire County Council.

Outsourcing
Consideration was given to the potential for savings by outsourcing services to an external service provider. Five suppliers took part in a "soft" market test with three giving sufficiently detailed responses to enable a comparison to be made with the other options under consideration.

Whilst each supplier proposed slightly differing solutions, they were consistent in the following main points:

> All preferred to migrate from Harrow Council's existing SAP system onto another system as they were using alternative systems in their existing service centres,

> All proposed solutions would have potentially involved the transfer of activities on a large scale to lower cost areas of the UK (e.g. the North East and South Wales); and

> All would have incurred significant transformation costs, mainly through the implementation of new systems and processes and redundancy.

The results indicated that whilst a marginal financial benefit may have existed from an outsourcing solution (average annual savings of 16% were suggested), there were some significant risks associated with pursuing such an option. In particular;

> The potential for disruption to services where a relocation of activities was involved,
> A migration of systems,
> A loss of experienced personnel,
> The payback period on the investment would have been greater than 2 years.

The payback period was significant for this option because of the scale and complexity of change the Council was likely to experience over the next 2 years in the prevailing economic climate. Additionally, significant one-off costs in people, processes and technology would have been required.

External suppliers indicated additional costs would need to be recovered through the contract price or paid up front by the Council. Initial investment costs of between £6.8M and £8.5M were indicated by suppliers.

IT Re-tender

The existing partnership agreement with Capita was to expire on 3rd November 2015 but could be extended by up to five years subject to at least 12 months written notice. The variation to that agreement for the provision of IT Services was also to expire on 24th November 2020 but contained a break clause provision that could be exercised subject to giving at least 12 months prior written notice.

The contracted services provided by Capita include Business Transformation and had an initial focus on SAP implementation for Finance, Payroll, CRM (Customer Relationship Management) and the delivery of Procurement savings.

In 2010, the IT Service was incorporated within the existing partnership agreement as a contract variation with one of the key contractual requirements being a major IT upgrade programme. The ability to transfer risk to the supplier was a key factor in this decision.

In general terms under existing arrangements, key performance targets and risk transfer have been achieved.

As the option existed to re-tender the IT Service contract, it was considered that the opportunity for securing greater value from the contract should be taken especially as the market had fundamentally changed since the contract was originally awarded. Additionally, further changes in the delivery of IT services were anticipated for which the existing contractual arrangement provided little "headroom" to accommodate. The added need for the Council to achieve significant savings targets between 2015 and 2020 was also a material consideration in this decision.

Based upon the above key factors, at the Cabinet meeting on the 15th January 2014 it was therefore agreed:
1. To exercise the early break clause within the Incremental Partnership Agreement variation for the provision of IT Services.
2. To refrain from extending the initial period of the Incremental Partnership Agreement.
3. To approve the re-tender of the IT Service contract under EU Procurement rules and in accordance with contract standing orders and delegate authority to proceed with the procurement to the Corporate Director of Resources in consultation with the Portfolio Holder for Communications, Performance and Resources and the Portfolio Holder for Finance and to bring a contract award recommendation to Cabinet for commencement of the IT Service contract.
4. To approve a process to appoint a Legal and Commercial provider for the re-tender of the IT Service.
5. To authorise the Corporate Director of Resources to continue exploring the potential for a shared service arrangement with suitable partners.
6. To approve the launch of a two-year cost reduction programme aimed at achieving a savings target of 17% (i.e. £2.0m per annum).

Current Situation

Cost Reduction

The Council budget that was agreed in February 2014 projected a funding gap of £24.75m in 2015/16 and £20.765m in 2016/17. Based upon this projected gap, it was apparent that savings of the magnitude required could only be realised through significant changes to service delivery models. Grant settlement figures subsequently published indicated an estimated £75M budget gap for the four year period 2015/16 to 2018/19.

The annual value of the services in scope under Minerva (please see "Services in Scope" below) was approximately £11.6M (excluding the ICT service element). The savings identified from progressing with the internal options recommended to Cabinet in January 2014 through Minerva totalled £2.0M.

Services in Scope

Services in scope for Minerva are as follows:
1. ICT Service re-tender
2. HRD Review and Transformation (including Shared Services, Payroll and Health and Safety)
3. Revenues & Benefits
4. Finance & Assurance

Approach Taken

Following the Cabinet decision in January 2014, plans to implement the 5 key projects for the services in scope were commenced focussing on cost savings, transformation, potential shared service arrangements and the Procurement of ICT services. A summary of progress relating to these is set out below:

1. ICT Procurement

Following the Cabinet decision in January 2014 when it was agreed not to extend the current IT Outsource (ITO) (with Capita) and the Minerva update report to this Committee in April 2014, a range of activities have since progressed and been completed enabling the procurement process to commence. Legal and technical support for the procurement is being provided through Eversheds and New Networks respectively following a selection process.

Procurement for the ITO is being conducted applying the EU Competitive Dialogue procedure following advice from Eversheds. This process enables the Council to engage with the market to establish how the service can be delivered to meet objectives through an iterative dialogue with suppliers. This approach also allows solutions to be proposed, discussed and amended throughout the process until the optimum solution is submitted.

Consideration was given to procuring a "Service Integration and Management" model (SIAM) through the retender process. This is a "tower" based delivery model that has previously been applied by Government departments and within some private sector organisations. It enables organisations to procure services, products and technologies via a more

controlled and structured approach and is a departure from the more traditional procurement of end to end service selection.

This approach reduces the potential for vendor "lock-ins" and facilitates procurement from smaller suppliers who often offer niche but market-leading products and services.

However, as a result of feedback received through market engagement with suppliers conducted prior to the procurement, and following advice received from the Council's legal and technical advisers, a decision was taken not to procure a full SIAM / Tower model. There were a number of reasons for this, principally as follows:

- The complexity of the current IT estate and in particular the level of integration across systems, making disaggregation high risk and difficult to achieve in the timescale available.
- The risk of attempting to disaggregate the service within the 6 month transition period prior to "go live" given that there would be less than one year between the completion of the current IT transformation programme and the retender leaving limited time for stabilisation before the next set of changes.
- Uncertainty around the level of savings likely to be delivered and the overhead of the service management layer
- Lack of scale making it less attractive to the market
- The immaturity of the market meaning that there is little hard evidence that the SIAM / Tower model would deliver the required service

In order to retain future options for moving to a SIAM / Tower approach, a modified version of the approach appropriate to the Council's existing scale and situation has been applied. This essentially splits the IT service into 3 'towers' comprising infrastructure, applications and projects.

In progressing the procurement, due regard has been given to lessons learned from the experiences under the existing contractual arrangement to minimise the potential for recurrence in the future.

In particular, the following key issues have been identified and addressed within the procurement as set out in Table 1 below:

Table 1

	Existing Issue	**Approach to Avoid Repetition**
1.	The existing contract provides for the withdrawal of milestone payments in the event of non-delivery but no further recourse beyond that.	In the event of non-delivery, the Service Provider will be required to make a "delay" payment to the Council.
2.	The existing service credit framework does not facilitate the desired performance improvement where critical service failures occur.	The service credit framework in the proposed new contract has a more significant financial impact in the event that critical service failures should occur.

	Existing Issue	Approach to Avoid Repetition
3.	Whilst the unitary charge is flexible for changes in the number of service users, any other changes to the scope of the services require complex and lengthy change control.	Flexible and transparent pricing is one of the evaluation criteria for the new contractual arrangements to ensure greater flexibility to changes in business demand.
4.	Remedies for persistent non-performance are often unenforceable as they create risks and potential costs that are not proportional to the poor performance concerned.	The proposed new contract has a provision for an independent third party to review the service and make mandatory recommendations in the event of persistent non-performance.

The ITO procurement incorporates a staged approach as defined below:

Pre Qualification Questionnaire (PQQ)
Invitation to Submit Outline Solutions (ISOS)
Invitation to Submit Detailed Solutions (ISDS)
Invitation to Submit for Final Tenders (ISFT)

The ITO procurement was advertised through the Official Journal of the European Union (OJEU). An initial "bidders day" was held that was attended by 47 suppliers and PQQ's together with Invitations to Submit Outline Solutions (ISOS) were submitted by 12 organisations. ISOS responses remained unseen until the PQQ evaluations were complete. The top 8 bidders had their ISOS submissions opened.

ISOS submissions were then evaluated for the 8 bidders shortlisted and 4 bidders were then invited to participate in competitive dialogue. A further evaluation of submissions was undertaken at the Invitation to Submit Detailed Solutions (ISDS) stage whereby the number of bidders was reduced from 4 to 3.

Competitive dialogue is currently continuing with three bidders (HCL, Fujitsu and Steria) and is scheduled to continue into early 2015. Invitations to Submit Final Tenders are currently on track and scheduled for 9th January 2015 although there is a possibility that this date may be deferred by up to one month to enable "due diligence" to be undertaken on behalf of the suppliers prior to the submission of their final tenders.

Evaluation of final tenders will be undertaken applying a weighting for "Quality" of 60% and for "Price" 40%.

Quality
A minimum 50% score is required for this section of the evaluation comprising the following headings and associated weightings:

Architecture and Design of Solution – 30%
Managing Service Delivery – 30%
Change, Innovation and Transformation – 30%
Community Impact – 10%

Price
    Value for Money – 60%
    Variability incorporating certainty and flexibility – 30%
    Performance and Risk – 10%

The level of savings will ultimately be dependent upon industry costs and the qualitative delivery objectives required. Savings associated with the procurement will not be known until the contract award stage which is currently scheduled for March 2015.

Key milestones currently scheduled for the project are summarised in Table 2 below although they may be subject to change by up to one month to enable "due diligence" to be conducted as previously indicated.

Table 2

Activity	Scheduled Due Date
Competitive Dialogue Stage Ends	19th December 2014
Call for Final Tenders	19th December 2014
Submission of Final Tenders	9th January 2015
Evaluation of Final Tenders	30th January 2015
Contract Award	31st March 2015
Contract Commencement	1st April 2015
Full Service Start Date	1st November 2015

2. HRD Review and Transformation
   As part of the cost reduction exercise it was identified that the current service did not meet the needs of the organisation and that a transformation of the HR service was required to achieve the level of savings and meet the organisation's needs. A review was commissioned and jointly undertaken by the Chartered Institute of Personnel Development (CIPD) and the Institute of Employment Studies (IES) culminating in a report proposing changes to the service model and roles performed within it.

   Based upon the above, the primary aims and objectives of the HR Transformation project are to achieve financial savings through:

   ● Developing an improved HR service delivery model;
   ● Realising full year savings of £494k by 1st April 2015:
   ● Delivering the transformation on time, to agreed quality standards and within budget;
   ● Ensuring smooth transition to the new delivery model;
   ● Effectively managing the impact and transition for affected staff: and
   ● Acting as a platform for delivering further savings in the future (2016/17 and beyond).

   To facilitate the achievement of the above, a Project Team was established and a new Target Operating Model (TOM) was developed. The main features of the TOM are outlined below:

Human Resources (HR)
- Improved and standardised processes delivering operational efficiencies.

- A redesign of the HR intranet to improve front-end usability and making it easier for users to navigate and to access HR information.

- An integrated Case Management System (CMS) and workflow system for entering, administering and tracking requests for HR support and transactions providing a single source of records.

- Deployment of a new telephony system to effectively manage and handle HR requests and transactions received by telephone.

- A new, cost effective model that builds upon the high-level functional structure proposed by the CIPD and the IES for HR and Organisational Development activities in their final report dated May 2014.

Organisational Development (including Learning and Development)
- Enhanced HR and line management skills and capability aligned to the new service delivery model.

- A new, cost effective model that builds upon the high-level functional structure proposed by the CIPD and the IES for HR and Organisational Development activities in their final report dated May 2014.

Shared Services (including Pensions, Payroll & SAP Support)
- Improved HR Information system (HRIS) configuration and functionality to enable effective HR operations and self service.

The new service delivery model will be provided to all Council directorates and the schools service will operate in a different way to currently, as there will be a single "golden number" for telephone access and an extranet developed for access to policies and procedures.

Employee consultation for the revised service delivery model proposals have recently commenced and are currently scheduled to conclude on the 8th December.

Key milestones scheduled for the HRD project are set out in Table 3 below and are currently on track with financial savings of £494,000 anticipated to be realised by the planned date of 1st April 2015.

Table 3

Activity	Scheduled Due Date
Employee consultation completed	9th December 2014
Posts for the new organisation structure are filled	30th January 2015
The reactive Equalities Impact Assessment is completed and agreed	27th February 2015
The new HR service goes live	1st April 2015

Health and Safety
Savings within the Corporate Health & Safety team were related predominantly to changes in the organisational structure resulting from transferring the service to the Environment and Enterprise Directorate, thereby merging the Health & Safety team with the Environmental Health team. A reduction in full time equivalent posts as well as the cost base for the service was anticipated as a consequence. Additionally, increased income was anticipated from external sources.

The new arrangements have already been implemented resulting in an advance realisation of savings totalling £41K for 2013/14 and a full year's saving of £101K for 14/15 onwards.

3. Revenues & Benefits
Cost reductions identified through Minerva for the Revenues and Benefits services related to reductions in staffing achieved through increased customer self service and the automation of processes, combining of roles to achieve synergies, and a resilience and support service currently provided by Capita through the existing partnership agreement.

Implementation plans for delivering these savings are already at an advanced stage. A restructure of the service has commenced following the conclusion of a 4 week consultation period. Integration of e-forms with back office systems to enhance the customer experience and create additional capacity is progressing. In particular, an online Housing Benefit application form is currently undergoing user acceptance testing and applications for Single Persons Discount, arranging payment by Direct Debit and processing changes of address can now be made by customers using the Harrow Council website. Resilience and support for the services will be retained through the existing incremental partnership agreement with Capita and permission to procure a supplier to facilitate seamless provision of this support from 1st November 2015 when the existing partnership agreement ends is being sought from Cabinet at the December meeting.

The annual savings of £459K identified through Minerva are anticipated to be realised by the planned date of 1st April 2015 and achievement of the activities underpinning the savings are currently on track.

4. Finance & Assurance
Just under a third of the savings proposed for 2015/16 will be employee cost savings arising from a reduced headcount. A third of the savings target will be achieved through increased investment income generated as a result of recent loan activity. Savings of £200k will be achieved through reducing contributions to the Insurance Fund following a review of claims activity and the balance of £110k will be achieved through charging activity to other income sources such as the Pension Fund.

Implementation plans for delivering the savings identified are already in progress with employee consultation for the proposed organisational structure change concluded on 14th November. A final decision regarding the revised arrangements is scheduled for week commencing 24th November.

The new arrangements are on track and will be implemented by 1st April 2015 in order to yield a full year's equivalent of savings amounting to £964k. Additionally, £80k has been realised early in 2014/15.

External Shared Service Arrangements

The Council is continuing to identify shared service opportunities with other Local Authorities, particularly County Councils, and explore potential options. County Councils generally offer a greater potential for achieving economies of scale and are more likely to use SAP as their enterprise resource planning software thus minimising the costs and risks associated with a system migration.

Options previously being explored with Hampshire County Council have ceased following notification of their intent to progress with a shared service arrangement with another county council.

Any potential savings that may be achieved from such an arrangement shall be tracked through Minerva.

Programme Governance

Minerva is now operated as an internal Resources Directorate project with governance in accordance with departmental reporting arrangements.

The Resources Departmental Management Team oversees progress and delivery of the milestones and activities comprised within Minerva and each of the workstreams in scope is tracked accordingly.

Regular updates are provided to Trade Union representatives and Portfolio Holders are briefed on progress by the Corporate Director of Resources on a routine basis.

Benefits realised are validated by the Director of Finance and Assurance.

Approach & Timescales

The intention is for projects to yield full year equivalent savings from 2015/16. Wherever reasonably practicable, savings opportunities will be realised in advance.

Key dates:

March 2015	The implementation of savings projects where they are required for full year impact in 2015/16
April 2015	The award of a new ICT Outsource Contract
November 2015	The handover from the incumbent ICT provider to the new provider

Financial Implications

The Council budget agreed in February 2014 projected a funding gap of £24.75M in 2015/16 and £20.765M in 2016/17. However, the grant settlement figures subsequently published indicated an estimated £75M budget gap for the four year period 2015/16 to 2018/19.

The annual value of the services in scope under Minerva (excluding ICT) was approximately £11.6M. The original savings identified under the internal option from Project Minerva totalled £2.0M.

Minerva was originally established to facilitate and support the identification of savings within the Resources Directorate. It continues to assist in planning and delivering savings previously identified as well as supporting services in finding additional levels of savings needed to bridge the increased funding gap.

Performance Issues

Proposed changes to service delivery models are likely to result in services being delivered in a different way. There will be an increased emphasis on self service particularly in HRD and for customers accessing Revenues and Benefits services through Access Harrow. In some areas, support will be provided through a different approach to the present day (e.g. via the Intranet and online policies and procedures). Changes to the access of services by Revenues and Benefits customers will be planned and implemented in a controlled manner to allow for evaluation and changes to be made where appropriate prior to full roll-out.

Environmental Impact

There are no direct environmental impacts anticipated from this report.

Risk Management Implications

Risk included on Directorate risk register? No

Separate risk register in place? Yes. There is a Risk Register for the major projects (e.g. ICT and HRD).

Project risks are documented on the project risk register and proactively managed through the Project Reporting arrangements.

Equalities implications

Was an Equality Impact Assessment carried out? Yes

Decision makers should have due regard to the public sector equality duty in making their decisions. The equalities duties are continuing duties. They are not duties to secure a particular outcome. The equalities impact will be revisited for each of the proposals as they are developed. Consideration of the duties should precede the decision. It is important that the Council has regard to the statutory grounds in the light of all available material such as consultation responses. The statutory grounds of the public sector equality duty are found at section 149 of the Equality Act 2010 and are as follows:

A public authority must, in the exercise of its functions, have due regard to the need to:

(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

(a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
(b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
(c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

(a) Tackle prejudice, and
(b) Promote understanding.

Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act. The relevant protected characteristics are:

- Age
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race,
- Religion or belief
- Sex
- Sexual orientation
- Marriage and Civil partnership

It is important that robust equalities impact assessments are completed and that consultation is undertaken whilst the project is in a formative stage.

An overview Equalities Impact Assessment was completed for Project Minerva and considered by the Equalities Impact Assessment Quality Assurance Group at their meeting of 16th December 2013. Specific EqIA's for the individual projects or areas are being established and completed, as required.

Section 3 - Statutory Officer Clearance

Name: Simon George	x	Chief Financial Officer
Date: 26th November 2014		
Name: Linda Cohen	x	on behalf of the* Monitoring Officer
Date: 26th November 2014		

Section 4 - Contact Details and Background Papers

Contact: Tom Whiting, Corporate Director of Resources X5484

Background Papers:

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REPORT FOR: **OVERVIEW AND SCRUTINY COMMITTEE**

Date of Meeting:	9th December 2014
Subject:	Children and Families Self Assessment
Responsible Officer:	Chris Spencer, Corporate Director of Children and Families
Scrutiny Lead Member area:	Cllr Linda Seymour Cllr Janet Mote
Exempt:	No
Wards affected:	All
Enclosures:	1. Children and Families Scorecard for Early Intervention and Targeted Services 2. Strategic improvement priorities for Children and Families

Section 1 – Summary and Recommendations

1.1 This report sets out the additional information that was requested by the Overview and Scrutiny Committee at its meeting on 7th October 2014. It provides a Children and Families Scorecard and a summary of Children and Families Services' strengths and weaknesses (including length of time for assessments).

1.2 Children and Families Self Assessment is written to capture strengths and areas for improvement, against the Ofsted Inspection Framework for the inspection of Local Authority services for Children in Need of Help and Protection, Children Looked After and Care Leavers. Elected member scrutiny and overview of the Self Assessment and strategic response to areas of improvement are critical to the inspection judgement relating to the overall leadership, management and governance of Children and Families Services.

Recommendations:
The Overview and Scrutiny Committee is requested to note the additional information.

Section 2 – Report

2.1 **Introduction**

At the Overview and Scrutiny Committee on 7th October 2014, the full Children and Families Self Assessment draft document was presented by the Corporate Director of Children and Families and the Head of School Improvement. The Self Assessment has been written against the national Ofsted Inspection Framework for the inspection of services for Children in Need of Help and Protection, Children Looked After and Care Leavers.

2.2 The Inspection Framework sets out a number of criteria against which inspectors would assess the effectiveness of the Local Authority Children and Families Services. The inspection consists of three key judgements:

Key Judgement 1:
The experiences and progress of children who need help and protection

Key Judgement 2:
The experiences and progress of children looked after and achieving permanence

Key Judgement 3:
Leadership, management and governance

2.3 The following further information was requested:
 i   Summary of strengths and weaknesses (including details about the length of time for assessments)
 ii A scorecard setting out performance against key indicators in respect of Children in Need of Help and Protection, Children Looked After and Care Leavers

2.4 Summary of strengths and weaknesses

2.4.1 **Strengths**

- Highly effective multi-disciplinary Early Intervention Teams and Children's Centres reaching over 5,000 families and children per year, in need of early help and support. Early Intervention Teams supported 330 vulnerable families over the last 6 months
- Strong multi – agency MASH (Multi – Agency Safeguarding Hub) Working together with partners effectively to ensure timely referral to statutory services and early help services where needed
- Low rates of children with Children Protection Plan (CPP) for more than 2 years, indicating that our interventions are timely and appropriate (scorecard ref: TS 5)
- Relatively low numbers of Children Looked After (CLA) compared with statistical neighbours.
- Low cost placements for children looked after demonstrating cost effectiveness

- Percentage of CLA placed more than 20 miles from home has reduced on the previous year (although has not met target yet TS 20)
- Utilisation of evidence based practice throughout the whole service from early intervention to targeted services aimed at improving outcomes for children and families. Good examples of parenting programmes (e.g in the first half of 2014, 80 parents involved in direct counselling to support their parenting capacity, to 29 parents of young offenders successfully completed parenting programmes, which included domestic violence and community recovery programmes)
- Strong long term partnerships with Coram on adoption – robust planning and good timeliness
- Systemic social work practice undertaken across Children and Families supported by Morning Lane, raising quality of practice through a combination of training and direct work.
- Strong systems for challenging the robustness of internal practice through Independent Reviewing Officers (IROs) and Child Protection chairs
- Rate of social care assessments completed within time scale, continues to improve and percentage of initial child protection conferences held with timescales have risen above target and comparative levels (TS2, TS3)
- Quality assurance framework in place and all managers involved in monthly audit processes
- Missing children policy and systems have been strengthened. Monitored through monthly Safeguarding meetings
- Highly effective youth development provision has led to high levels of participation by children and young people aged between 11 and 19 in positive activities (4675 young people accessed positive activities from January to September 2014)
- Significant reduction to first time entrants to criminal justice system
- Best joint figure on NEET – lowest in the country (Not in Education, Employment or Training)

2.4.2 **Weaknesses**

- Need to further improve the consistency of good practice, particularly in the area of Children in Need
- Our compliance levels on social care processes are variable (TS 2,3,4,6,7,14)
- Whilst QA processes are stronger, regular auditing of cases by managers is more variable – although activity has increased target levels of case file audits are not yet being met.
- High numbers of agency staff results in lack of consistency and continuity of workers. Recruitment of experienced social workers remains challenging. Significant investment in additional social workers and a grow your own recruitment strategy is gradually improving the stability of the workforce in Children's in Need, including increasing the number of permanent staff and reducing reliance on agency staff

- In relation to Team Around the Family, further work is needed in the use of the Common Assessment Framework by all agencies.
- Long term placements stability for CLA, who have been looked after for more than 2.5 years, is below target. Action is being taken to minimise placement moves. Note that some placement moves are positive e.g. to achieve independence of a step towards permanency (TS 9)
- CLA educational achievement is weak and is a focus for the restructured Virtual School to be established. The Virtual School Team is working with schools and social workers to reduce absence and exclusions for individual children (TS17-19, TS 25,26,27)
- Complaints are low but need to improve timeliness of response
- 79.9% of initial conferences have taken place within 15 days of strategy discussion or referral. Although still above target, there has been a reduction of 6% from Q1 to Q2 and action is being taken to improve (TS 3)
- The target level of adoptions has not been met but the service is confident of meeting it based on current plans for permanency (TS 15)
- CLA reviews and CP conferences within timescale has dropped due to some falling just outside required timescales – management action is being taken to improve this (TS7, TS 4)
- The service can demonstrate improving outcomes for care leavers in terms of levels of education, training and employment and settled accommodation but is not yet reaching target levels – the Q1 position was particularly low because not all information had been gathered. This remains a priority for improvement (TS10)
- Similar improvements are needed in levels of young offenders not in education employment or training (TS27)
- The quality and timeliness of initial health assessments for CLA remains a significant challenge. Some recent improvement in annual reviews, but initial assessment timeliness remains low and could impact adversely on the inspection outcomes for Children and Families and the Council overall (TS12-14) . This will be the top priority for the newly commissioned CLA health service.

2.5   Scorecard is attached as an enclosure

2.6   Following the Self Assessment and the analysis of strengths and weaknesses, Children and Families Directorate have drawn together a set of improvement priorities for the coming 2 years. These are set under the Child Journey Themes, which were agreed by the Council in 2012. Detailed actions for Service Managers and teams have been identified which will inform the Performance Management of services as well as individuals, so that weaker areas are addressed at a fast pace. Annex B sets out the strategic improvement priorities for Children and Families.

Financial Implications
None directly in respect of this report

Performance Issues

The Children and Families scorecard provides the performance of the Directorate against key national indicators and local targets.

Environmental Impact

None directly in respect of this report

Risk Management Implications

If an Ofsted inspection finding for Harrow places the Council services for Children and Families to be inadequate, it could have significant implications on the resources and reputation of the Council.

Equalities Implications

Children and Families Services support the most vulnerable groups within Harrow.

Section 3 - Statutory Officer Clearance

Name: Jo Frost, Finance Business Partner - Children's Services Date: 27th November 2014	X	on behalf of the Chief Financial Officer

Ward Councillors notified:	**NO**

Section 4 - Contact Details and Background Papers

Contact:
Chris Spencer, Corporate Director Children and Families
Farzana Aldridge, Head of School Improvement

Background Papers:

Children and Families, Self Assessment – Harrow Council

Ofsted Inspection Framework for the inspection of services for Children in Need of Help and Protection, Children Looked After and Care Leavers – Ofsted

Children and Families Scorecard Q1 and 2 – Harrow Council

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2014-15 Q1 Improvement Board - Children's Services Scorecard

Ref No	Indicator Description	Service	Polarity	England average 2012/13	Statistical Neighbour average 2012/13	Harrow actual Q4 2013-14 Provisional	RAG status Q4 2013-14	Target 2014-15 (provisional)	Harrow actual Q1 2014-15	Harrow actual Q2 2014-15	RAG status Q1 2014-15	RAG status Q2 2014-15	Direction of Travel	Commentary
TS1	% of Re-referrals that are repeat within 12 months (YTD)	Childrens (Soc. Care)	▲	24.9	17.5	11.5	HG	15	7.6	11.1	HG	HG	→	Performance has idropped from Q1 with the % of repeat referrals increasing. The services are auditing the rereferrals to ensure that recording is accurate
TS2	Timeliness of Assessments (% complete in 45 working days) - YTD	Childrens (Soc. Care)	◄	New Indicator	New Indicator	78.5	HR	90	85.9	88.2	HR	A	←	Performance has shown continual improvement throughout Q1 & Q2. Performance continues to show a significant improvement from 2013-14 with an increase of over 10%. The indicator remains slightly below target at end of Q2
TS3	Percentage of children with an Initial CP conference within 15 working days of strategy discussion/ referral. YTD	Childrens (Soc. Care)	◄	70.4	63.2	76.6	HG	80	86.4	79.9	HG	LG	→	79.9% (111 out of 139) of initial conferences have taken place within 15 working days of strategy discussion or referral that initiated S.47. The drop is being investigated.
TS4	(BV 162 PAF C20) Reviews of Child Protection cases	Childrens (Soc. Care)	◄	96.2	99	96.5	HR	100	95.7	93.64	HR	HR	→	This indicator is based on a 12 month rolling period. 11 out of 173 children have had a late review at the end of Q2 of 2014-15.
TS5 Equalities	% of children with Child Protection Plan (CPP) for 2 years or more (snapshot)	Childrens (Soc. Care)	▲	3.2	4.4	1.1	HG	3	0.9	0.5	HG	HG	←	This indicator has been fairly stable in recent quarters with the current position of 0.5% of children having CPP for 2 years. Co-ordinated work has taken place to progress and end plans in a timely manner, meaning that the numbers of plans lasting over 24 months have reduced.
TS6	Child Protection Plan for 2nd or subsequent time (within 2 yrs of last plan) (%) (This indicator has been revised and looks at repeat plans within 2 years of the previous plan)	Childrens (Soc. Care)	▲	New Indicator	New Indicator	3.3	HG	6	9.6	8.5	HR	HR	←	11 out of 129 children with a new CPP have had a CPP within 24 months of last CPP The 11 children belong to 5 sets of siblings groups This indicator has changed from 2013 and will look at repeat CP plans within 2 years of a previous plan being discontinued. At Q4 of 2013-14, 8 out of 241children had a previous CP plan that ceased within 2 years. This is a new indicator and comparator data is not available yet. The previous indicator looked at repeat CP plans at any point.
TS7	(PAF C68) Timeliness of Reviews of Looked After Children	Childrens (Soc. Care)	◄	not published	not published	93.6	A	95	98.1	93.1	HG	A	→	The timeliness of CLA reviews is below target, Q1 is usually high and then performance drops during the year. This is because if a child has one late review then the child is counted as having a late review for the year.
TS8	(BV49) PAF A1 Stability of Placements of CLA	Childrens (Soc. Care)	▲	11	10.8	9	HG	9	1.8	4.8	HG	HG	→	9 out of 186 CLA have had 2+ placement moves YTD
TS9	PAF D78 Long term stability of CLA (2.5 years) (NI 63)	Childrens (Soc. Care)	◄	67.2	63.6	42.9	HR	60	43.5	40	HR	HR	→	The overall % has remained similar to Q4. In total, 9 of 22 children looked after for 2.5 years have been in the same placement for 2 years. This is a small cohort and small changes can have a big impact. 3 children had a placement move due to a child protection investigation in the placement, 2 children had historical instability, their current placement for over 12 months has been one of stability, 2 children with special needs moved to more suitable placements, 1 young person was in a secure in unit and is now in a residential unit.. Action continues to be taken to improve both short and long term placement stability.
TS10	% of Care Leavers in suitable accommodation (19 - 21 year olds)	Childrens (Soc. Care)	◄	New Measure	New Measure	90.9		95	23.8	68.3				This indicator measure activity and accommodation around 4 months of their Birthday only and not at any given date and so if a young person becomes employed later in the year then this does not

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2014-15 Q1 Improvement Board - Children's Services Scorecard

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TS11	% of Care Leavers **not** in education, employment or training (19 - 21 year olds)	Childrens (Soc. Care)	◄	New Measure		33.6		25	14.3	21.7				count for the purpose of this indicator . recording issues are being addressed which is reflected in the Q2 figures.
TS12	% of CLA who are looked after 1 yr + with up to date Dental Checks (rolling year)	Childrens (Soc. Care)	◄	Local Indicator		70.8	HR	90	83	74.2	HR	HR	→	69 of 93 CLA have dental checks have been completed. Data recording issues are being addressed
TS13	% of CLA who are looked after 1 yr + with up to date Health Checks (rolling year)	Childrens (Soc. Care)	◄	Local Indicator		70.8	HR	90	72.7	91.4	HR	LG	←	85 of 93 CLA health checks have been completed. Significant improvement from Q1
TS14 (local measure)	Initial Health Assessment Plans completed within 28 days of children becoming looked after ()	Childrens (Soc. Care)	◄	Local Indicator		13.3	HR	75	11.76	6.66	HR	HR	→	2 out of 30 new CLA ytd had a health assessment within 28 working days. All CLA have had a health assessment or one booked however these are outside the 28 day timescale.
TS15	% of children who ceased to be looked after who were adopted	Childrens (Soc. Care)	↔	14	8.8	7.4	A	8	6.1	6.4	HR	HR	←	Of the 47 children who ceased to be LAC YTD, 3 were adopted, the number of adoptions will increase during the year.
6 - re / 24	Overall absence from school of all children who are looked after (% of sessions missed - measured in line with academic year)	Childrens (Soc. Care)	▶			9.1	LG	9	8.39	10.64	HR	HR	→	158.5 school days missed out of possible 1489 days this academic year .This is the start of the new academic year.
TS17	% of CLA (all CLA) classified as persistant absentees (Measured in line with academic year)	Childrens (Soc. Care)	▶			13.8	HR	12	16.3	10.22	HR	HG	←	9 CLA are classified as persistant absentees missing 15% or more of school days. (6 out 9 have been looked after 1 year+). This is the start of a new academic year
TS18 (local measure)	Percentage of all Children Looked After with permanent exclusions amongst school age Children Looked After, (Measured in line with academic year)	Childrens (Soc. Care)	▶			0	HG	0	0	0	HG	HG	↕	No CLA have had a permanent exclusion at end of Q2 - This is the start of a new academic year.
TS19 (local measure)	Percentage of all CLA with fixed term exclusions amongst school age CLA, (Measured in line with academic year)	Childrens (Soc. Care)	▶			13.75	HR	12	18.18	0	HR	HG	←	No CLA have had a fixed term exclusion at end of Q2 - This is the start of a new academic year.
TS20	% of CLA placed more than 20 miles away from home (snapshot)	Childrens (Soc. Care)	▶			18.4	HR	15	16.4	16.7	A	A	→	23 of 138 CLA are placed more than 20 miles from home. (excludes UASC. Placed with parents & adoptive placements)

2014-15 Q1 Improvement Board - Children's Services Scorecard

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TS22	First time entrants to the Youth Justice System 10-17 (rolling 12 month period) (Rate per 100,00, 10-17 population)		▶			77 (Oct 12 - Sept 13) (327)		Reduction year on year	80 (Apr 13 - Mar 14) (343)	Latest YTD figures not released			→	**Latest Available Figure:** Figures for the last 2 quarters shows an increase in the number of first time entrants for Harrow. Harrow's FTE rate per 100,000 population is 343 compared to 430 of comparator YOT's average . The YOT family comparator data for the last few years shows a decline in the number of first time entrants to the youth justice system. This is a trend which is also reflected nationally. Changes in the criminal justice system now put a greater emphasis on keeping young people out of the system by using alternative interventions for those committing minor offences or identified as at risk of offending. Harrows numbers have decreased gradually from 155 between Jan 2010 and Dec 2010 to Harrow's latest 12 month figure of 80 between Apr 2013 and Mar 2013. Harrows latest figure represents a slight increase on the previous 3 quarters data with the lowest being 62 between April 12 and March 2013.
TS23	% of Young people within the YJS receiving a conviction who are sentenced to custody (denotes no of young people). (Rate per 1000, 10-17 population - Rolling 12 month period)		▶			10 / 215 (4.7%) (Apr 13 - Mar 14) (0.51) (Jan 13 - Dec 13)		Reduction year on year	4 / 42 (9.52%) (Apr 14 - Jun 14) (0.43) (April 13 - Mar 14)	Latest YTD custody figures not released (0.60) (Jul 13 - June 14)			→	**Latest Available Figure:** This indicator measures the percentage of custodial sentences issued to young people as proportion of all young people's convictions in court (not pre-court disposals). The custody rate per 1,000 indicator allows for a better comparison between YOT's performance. Overall, Harrow's current position (April13 - March14) of 0.43 is the 4th lowest of the 10 YOT's, National Rate is 0.52, London rate is 0.97. Over the past 3 years, Harrow's numbers in custody have been varied from between 12 and 21 in any 12 month rolling period. So far in 14-15, harrow's number in custody is 4, this compares to 0 at the same point in the previous year (Apr 13 - Jun 13).
TS24	% of Reoffenders after 12 months (number) (data provided to the YJB by Police)		▶			38.7% (84/217) (Apr 11 - Mar 12)		Reduction year on year	35.0% (70/200) (July 11 - Jun 12)	35.4% (68/192) (Oct 11 - Sept 12)			←	**Latest Available Figure:** The measure represents a rolling 12 month cohort of all young people who received a disposal or were released from custody. The cohort is then tracked for 12 months. Within Harrow's YOT family the general trend shows a considerable increase in the re-offending rate between the Jul 08 - Jun 09 cohort and the Jul 11 - Jun 12 cohort. This upward trend is also reflected in London wide and national figures. Harrow's re-offending rate increased dramatically between the Apr 10 - March 11 and Oct 10 - Sep 11 cohort reaching the second highest rate in the YOT family with a rate of 44%. Harrow has seen a notable decrease in the last 3 quarters bringing the rate back down to 35.0%. Harrow's figure is in the middle of the YOT family cohort. Harrow most recent re-offending rate of 38.7% accounts for 84 re-offenders from a cohort of 217.
TS25	Percentage of Children Looked After for 1 year plus achieving atleast Level 4 at KS2 in Grammar, Spelling & Punctuatuion, Reading and Maths		◀			tbc			Annual Indicator	0	Annual Indicato	HR	→	KS2 - 1 pupil in cohort The child achieved the expected level in Reading and Maths but not in writing, better than expected progress since KS1
TS26	Percentage of Children Looked After for 1 year plus achieving 5+ A*-C GCSEs including English and Maths GCSEs at KS4		◀			tbc			Annual Indicator	0	Annual Indicato	HR	→	KS4 - 9 pupils in cohort, 6 sat exams, None achieved 5A* - C including English and maths. All 6 achieved atleast 1 A* - G and 3 achieved 5 or more A* - G The three who did not sit exams were UASC or SEN
TS27 Equalities	We have reduced the proportion of NEET to no more than 20% for young people who have offended and for children leaving care by March 2015		▶			YOT (24.4%) LC (33.6%)		YOT 20% Care Leavers 50%	YOT (40.3%) Care Leavers (14.3%)	YOT (35.8%) Care Leavers (21.7%)	HR	HR	←	The rise in the Q2 position for the YOT is due to the new school year starting and young people enrolling in their courses. The highest proportion of the NEET young people are in the 17-18 age group. This breakdown as 25% for 10-16 (Statutory School Age) and 45.7% for 17-18 (Non Statutory School Age)
EIS28	The number of interventions where the family meets the DCLG criteria for Payment by Results					106 (31.5%)		tbc, 50% was target for 2013-14	120 (35%)	190 (48%)	HR	A	←	190 families with improved outcomes were identified by end of Sept. 2014. The target of 50% was not met at the end of 2013-14 - intensive work has been undertaken in the EIS team to identify relevant cases and demonstrate improvements,

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2014-15 Q1 Improvement Board - Children's Services Scorecard

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EIS29	The number of pupils showing an improvement in attendance when comparing 12 weeks before and after referral to the AIM project					7 (88%)		65%	1 (50%)	9 (75%)	HR	HG	←	Note small numbers in Q1 - only 2 referrals to AIM, one of which resulted in improved attendance. In Q4 there were 8 referrals.
EIS30	% of parents who engaged for a full course of the YOT Parenting programme		New Indicators			100%		70%	100%	Parenting programme is not run during summer term	HG		←	8 parents (100%) engaged for a full course of the YOT Parenting programme in Q1 2014. Significant improvement in the last 2 quarters from the result in Q3 when 53% of parents completed the course
EIS31	The percentage of Children (age 0-5) living in the most deprived areas of Harrow who accessed Children's Centre services					84%		80%	84%	84.57%	HG	HG	↕	Children's Centres continue to provide services to a high proportion of children in Harrow's most deprived areas.

←	performance has improved
→	performance has deteriorated
↕	performance remains the same

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Children and Families Self Assessment –
Identification of Strategic Improvement Priorities

Using the Child's Journey theme, managers have identified the following strategic improvement priorities:

1. **A culture that changes things for the child**

    1.1 Stable, skilled and motivated workforce able to meet the challenges with the capability, competence and confidence to deliver quality services

    1.2 Embed robust Early Help (EH) offer using Team Around the Family (TAF) methodology throughout universal and targeted services securing quality EH assessments

    1.3 Strengthen EH & MASH t deliver the most effective route to appropriate help and services

2. **Working together for the child**

    2.1 Safeguard CYP in a timely and effective manner including through, high quality assessments, Core groups, Conferences, & CLA Reviews

    2.2 Significantly improve outcomes for CLS and Care leavers closing the gap to national CLA & Harrow general population; personal, social, educational and employment

    2.3 Improve identification, assessment of ris and interventions for CYP at risk of all forms of exploitation (policies and procedures updated, peer review underway)

3. **Improving the quality of case work and managing risk to the child**

    3.1 Embed whole service Quality Assurance framework through audits and routine dissemination of learning into service improvement programme

    3.2 Strengthen ris management with a particular focus on vulnerable groups: children living in homes with parental mental health, substance misuse and domestic violence

    3.3 Reduce the number of unplanned admissions to care of teenagers through developing more targeted and effective early help work, ensuring the right children are looked after and children who should be returning home are supported to do so

4. **Holding the child's perspective**

    4.1 Participation embedded, throughout the service, and demonstrate impact on strategic service improvement across C&F, including through advocates and independent visitors

    4.2 Use of CYP views and feedback to inform, shape and strengthen our approach to corporate parenting

    4.3 Extend Corporate Parenting Panel role in holding services to account for improving CLA outcomes

5. **Developing good systems that keep children safe**

5.1 Strong and reliable IT systems and infrastructure which enhances partnerships and secures efficient workflow e.g. Framework; YOIS; Admissions

5.2 Strengthen partnerships at both a strategic and operational level to improve service for the most vulnerable children

5.3 Effective LSCB holding system to account and driving up the quality and consistency of safeguarding practice and systems

REPORT FOR: OVERVIEW AND SCRUTINY COMMITTEE

Date of Meeting: 9th December 2014

Subject: Child Sexual Exploitation

Responsible Officer: Chris Spencer – Director of Children and Families
Chris Hogan – Independent Chair Harrow Safeguarding Children Board

Scrutiny Lead Member area: Cllr Simon Brown Children and Families

Exempt: No

Wards affected: All Wards in Harrow.

Enclosures: No additional papers attached

Section 1 – Summary and Recommendations

This report sets out an overview of Child Sexual Exploitation (CSE) – providing background information on the national context, providing information about CSE in Harrow, what activity has taken place in Harrow to respond to the risk of CSE.

Recommendations:

To note the contents of the report; and endorse strategic direction for the development of comprehensive partnership action plan in response to the risk of CSE in Harrow. The outcome of the CSE Peer Review commissioned by the London Association of Directors of Children's Services to be concluded in December 2014 will be reported to Overview and Scrutiny Committee early in 2015.

Section 2 – Report

Introductory paragraph

1. Child Sexual Exploitation (CSE) has been a matter of focus for the Local Authority and the Local Safeguarding Children Board (LSCB) for some time, together with the broader agenda of support to vulnerable young people, risks regarding local gang activity and serious youth violence, children going missing, and domestic and sexual violence. The Department of Education issued statutory guidance "Safeguarding Children and Young People from Sexual Exploitation" in 2009. This was supplementary to Working Together 2006. Statutory guidance was further refined through Working Together 2013. The LSCB has a statutory duty to coordinate partnership interventions in relation to CSE (Working Together 2013). Originally, the Local Authority and LSCB based their understanding of the related aspects of CSE upon research carried out by a range of national organisations such as the Office of the Children's Commissioner for England in July 2012.

2. This report will outline the current Local Authority and LSCB response to CSE in Harrow, and the proposed developments for the multi-agency partnership in Harrow based on information provided locally from partner agencies. This report will demonstrate how the many work streams around vulnerable young people are organised, feedback analysis of young people's views about keeping safe in Harrow, and point to possible future trends in reporting and intervention.

Background

1. High profile CSE cases in Rochdale, Derby, Oxford, and Buckinghamshire have provided ample testimony that CSE is far from a new phenomenon. More recently, Professor Alexis Jay's report into sexual exploitation in Rotherham gave even greater impetus to the need for every professional working in the field of child protection to increase our understanding and improve our work in this area. Professor Jay's report has been further supplemented by reports from Manchester, and a recent OFSTED thematic review on local authorities' current effectiveness in responding to CSE. It is clear that the previously under-identified scale of this particular form of sexual abuse is now emerging. Nationally it would also appear that in many areas, the disclosed pattern of CSE abuse has involved predominantly White British girls as victims, and groups of predominantly Asian heritage men as perpetrators.

What is Child Sexual Exploitation (CSE)?

1. CSE is a form of sexual abuse that involves the manipulation and /or coercion of young people under the age of 18 into sexual activity in exchange for things such as money, gifts, accommodation, affection or status. The "grooming" process involves befriending children, gaining their trust, often encouraging them to drink alcohol and takes drugs, sometimes over a long period of time, before the abuse begins. This abusive relationship involves an imbalance of power which leaves child or young person feeling that they have limited options. It is a form of

abuse which is often misunderstood by victims, and historically has been considered by some professionals to be "consensual". Although it is true that the child victim can be tricked and manipulated into believing they are in a loving relationship, no child or young person can ever consent to being abused or exploited.

2. CSE can manifest itself in different ways. It can involve an older perpetrator exercising financial, emotional or physical control (threatened or actual violence). It can involve peers manipulating or forcing victims into sexual activity, sometimes in gangs or gang-affected neighbourhoods. Exploitation can also involve opportunistic or organised networks of perpetrators who may profit financially from trafficking young victims between different locations to engage in sexual activity with multiple men (Barnardo's 2011).

3. The abuse categorised by CSE often involves violent and degrading sexual assaults and rape. Exploitation can also occur without physical contact when children are persuaded or forced to post indecent images of themselves online, participate in non-contact sexual activities via a webcam or smart-phone, or engage in sexual conversations on a mobile phone (DfE 2011).

4. Technology is widely used by perpetrators as a method of grooming and coercing victims, often through social networking sites and mobile devices (Jago et al 2011) this form of abuse usually occurs in private or semi-private places such as parks, and areas where young people are known to congregate. National research indicates that it is increasingly occurring at "parties" organised by perpetrators in private houses and hotels organised by perpetrators for the purposes of giving victims drugs and alcohol before sexually abusing them (Barnardo's 2012).

What are the signs and symptoms of CSE?

1. Grooming and sexual exploitation can be very difficult to identify. Warning signs can easily be mistaken for "normal" teenage behaviour / development as young people will often push and test the limits of parental expectations and "rules". It is of vital importance that professionals working with children and their family understand the range of vulnerabilities that can impact on children. It is also important that professionals are mindful that it is likely that risks escalate when there are a greater number of risk indicators relevant to an individual child's circumstances. Parents, carers, and all agencies delivering services to/for young people need to be alert to the following signs and symptoms:

- Underage sexual activity
- Going to hotels or unusual locations to meet "friends"
- Going missing from home or care
- Truanting or opting out of education altogether
- Changes in the way they dress, and having unexplained amounts of money
- Having older male and female friends
- Getting in and out of cars driven by unknown adults

- Receiving gifts from unknown sources
- Having multiple mobile phones and worrying about losing contact via mobile
- Mood swings, volatile behaviour, emotional distress, self-harm or thoughts of suicide
- Drug or alcohol misuse
- Getting involved in crime
- Suffering physical injuries or sexually transmitted infections
- Unwanted pregnancies
- Displaying inappropriate sexualised behaviour
- Associating with young people involved in sexual exploitation
- Recruiting other young people to exploitative situations

(Barnardo's 2011; CEOP 2011, Berelowitz et al 2012)

Who is likely to be sexually exploited?

1. Sexual Exploitation can happen to any young person. It can happen in urban and rural locations. It can happen to children from a range of ages, both male and female, and from any ethnic background. Victims have been identified from heterosexual, gay, lesbian, and bisexual orientations. CSE can happen in secure and loving families, although it will come as no surprise children with additional vulnerabilities are likely to be at increased risk of CSE.

2. CEOP's thematic assessment analysed over 2,000 known victims of CSE. The vast majority were female, although in 31% of cases the gender was unknown. It is recognised that additional difficulties in reporting / recognising sexual exploitation in boys is likely to have led to an under-representation of male victims. Victims most commonly become known to statutory and non-statutory agencies at the age of 14 and 15, although victims as young as 9 years old were identified. 61% of victims were white, 33% were of unknown ethnicity, 3% were classified as Asian, and 1% of victims were recorded as being black. It is recognised that children from minority ethnic backgrounds may face additional barriers in reporting and accessing services which could result in their under-representation in this research.

3. Researchers recognise that children who go missing and/or are in care are at heightened risk of CSE. CEOP's assessment found that in 1,014 cases where this information was recorded, 842 (83%) were also reported missing on at least 1 occasion. This data was not able to pinpoint if the missing episode preceded, or coincided with, or followed the period of sexual exploitation. Of the 896 victims whose living situation was recorded, 211 (23.5%) were already in care when they began to be exploited, and a further 43 (5%) were moved into care following intervention (CEOP 2011).

4. A University College London study of 552 children sexually exploited found that nearly 40% had a history of criminal behaviour. Male victims (55%) were significantly more likely to offend than female victims (35%). Although there is a correlation between criminal activity and

sexual exploitation, the data in this study did not suggest that the abuse causes offending, in some cases the children's criminal behaviour began around the time of the exploitation, and in other cases offending and CSE were both features of the victim's "generally chaotic lifestyle" (Cockbain and Brayley 2012).

5. In the Children's Commissioner's study, the features of children's background experiences that are likely to make them more vulnerable to the risk of CSE are:

- Living in chaotic and dysfunctional households (with features of parental substance misuse, domestic abuse, parental mental health, and parental criminality)
- History of abuse (sexual, physical, emotional and neglect)
- Recent bereavement of loss
- Gang associations either through relatives or relationships
- Attending education settings with children already sexually exploited
- Learning disability
- Unsure of sexual orientation
- Friendships with children being sexually exploited
- Homeless
- Living in neighbourhoods affected by gang activity
- Low self esteem
- Young Carer
- Living in care/Hostel/Foyer

What are the causes of CSE?

1. It has been suggested that offenders who sexually exploit children do it not only for the opportunity to commit sexual offences, but also for the satisfaction of manipulating and controlling someone who is perceived as vulnerable. In this respect, perpetrators of CSE have been compared to perpetrators of domestic abuse. Further research would be needed to fully establish this link, and explore fully the psychological motivation of these offenders (CEOP 2011).

2. A study of gang associated sexual exploitation also observed that the abuse was a method for young men to exert power and control over young women. Other causes of this specific form of abuse include;

- Using sex as a means of initiating young people into a gang
- Sexual activity exchanged for status and protection
- Girls used to entrap rival gang members
- Sexual assault as a weapon in gang conflict
- Sexual assault used as a means of punishment for both female and male gang members, and their wider family associations

3. This study also found that girls in this culture who are perceived to engage in casual sex, forfeit the basic individual right to say "no" and are frequently forced by gang members to engage in sexual activity. Previous experiences of sexual violence also increase a victim's vulnerability to further abuse (H. Beckett et al 2012, "If Only Someone

Had Listened" Office of Children's Commissioner's Inquiry into Child Sexual Exploitation in Gangs and Groups 2013).

Who are the perpetrators?

1. According to the Children's Commissioner's Inquiry, there is a great deal that we do not currently know about the perpetrators of CSE. This is partly because agencies rarely record data on perpetrators, and when they do, it is incomplete and inconsistent. Frequently victims only know their abusers by aliases and nicknames, or they can only provide physical descriptions. Furthermore, often the circumstances in which children are abused often make it difficult to identify their abusers. Children are often heavily intoxicated by drugs and alcohol, and abused by multiple men. Often children are moved from location to location. For these reasons, many abusers remain unidentified, and the actual number of abusers is likely to be far higher than those reported (Berelowitz et al 2012).

2. Of the identified perpetrators, the vast majority are men and boys. The Children's Commissioner's study found that 72% were male, 10% female, and 19% gender was undisclosed. The age range was from 12 to 75 years. The largest group of perpetrators were loosely recorded as "Asian". Perpetrators are often described as highly manipulative individuals who either create or exacerbate their victims' vulnerabilities such as isolation from family and friends, disengagement from services, and encouraging criminal behaviour. This they do in order to gain, and maintain control over their victims, and distance them from the people who may be able to protect them (CEOP 2011).

What is the prevalence of CSE?

1. It is not possible to say exactly how many young people are victims of CSE for a number of reasons. It is described as a "hidden" form of abuse which leaves victims confused, frightened, and reluctant to make any disclosures. Some children do not even recognise that they are experiencing abuse as the perpetrator has manipulated them into believing they are in a loving relationship, or they are dependent upon the abuser for protection (N. Sharp 2011, Cockbain and Bailey 2012, (CEOP 2011). There is also no distinct category of abuse for CSE in National and London procedures and data relating to CSE is therefore partial, incomplete, concealed in other categories of data, or simply unrecorded (CEOP 2012). In addition, when perpetrators are convicted for involvement in CSE cases, there is no specific crime of child sexual exploitation, and therefore it is not possible to obtain data from police statistics of sexual offences (Berelowitz et al 2012).

2. A UK wide survey estimated that is 2009-10 there were over 3,000 young people accessing services because they were affected by CSE. In a thematic assessment, CEOP received over 2,000 reports of victims from local authorities and police forces. The Children's Commissioner's Inquiry into CSE by groups and gangs confirmed 2,049 reported victims from August 2010 – October 2011. Furthermore, the Children's Commissioner's Inquiry estimated from

the evidence that 16,500 children in the UK were at risk of CSE. Owing to the reasons above, figures of reported victims is likely to be an underestimate of the true prevalence of CSE in the UK.

What is the impact of CSE?

1. CSE can have a devastating impact on a victim's physical and mental health, happiness and development. It can also have profound long-term effects on a young person's social integration, economic well-being, and is likely to adversely affect their long term life chances. Some of the difficulties faced by victims' include:

   - Isolation from family members
   - Teenage pregnancy/parenthood
   - Failing examinations or dropping out of education
   - Unemployment
   - Mental Health problems extending in adulthood
   - Suicide attempts
   - Alcohol and drug dependency
   - Aggressive behaviour
   - Criminal Activity

(PACE 2013; Safe and Sound; Berelowitz 2012)

2. It is likely that victims may need intensive multi-agency support to mitigate the long term damage inflicted by CSE.

How can we prevent CSE?

1. Preventative work focuses on raising awareness amongst young people, parents/carers, and the professional network working with children, and those adult facing agencies working with adults / parents living in chaotic and dysfunctional households referenced earlier in this report. It is particularly important that young people are aware of the features of CSE, and the link between drug and alcohol use and the risk of CSE. Education settings have an important role to play in supporting young people to make positive and informed choices that will reduce the risk of entering into abusive relationships. Media campaigns, both national and local aim to prevent young people becoming victims and perpetrators of abusive behaviour in relationships (OFSTED 2013, DfE 2011).

2. Children going missing regularly can be both a cause and an effect of CSE. Action taken to reduce the number of children going missing will reduce incidents of CSE. Such actions includes schools intervening quickly to establish reasons for children frequently missing school; relevant agencies / practitioners interviewing children after a "missing episode" to understand why they go missing, and planning preventative strategies to reduce the likelihood of them going missing in the future. It is important that agencies work together to implement appropriate interventions to engage with vulnerable young people who may find it hard to trust adults. Providing timely advice and support to young people and their family, particularly during times where these

family's are facing difficult times is clearly the most effective route to reducing the risk and incidents of CSE (Home Office 2011).

3. Young people leaving care are potentially at increased risk of sexual exploitation, and therefore, the right package of support during their transition into independence is vital in protecting them from harm (DfE 2012).

4. The Independent Inquiry into Child Sexual Exploitation in Rotherham 1997-2013 indicated that a conservative estimate that approximately 1,400 children were sexually exploited during the 6 year period of the review. In just over a third of cases, children sexually exploited were previously known to services because of child protection and neglect. The collective failures that led to the problem being underplayed and information being suppressed by senior managers and political leaders. At an operation level, the police gave no priority to CSE. The Rotherham LSCB oversaw the development of good inter-agency policies and procedures applicable to CSE. However, the weakness in the LSCB approach was that it did not sufficiently check whether they were being applied, and were working effectively. In May 2014, the caseload of the specialist CSE multi-agency team operating in Rotherham was 51, with more CSE cases being held by other children's social care teams. There were 16 looked after children identified as being at serious risk of CSE. In 2013, Rotherham police received 157 reports concerning CSE in the borough.

5. The recommendations of the Rotherham Inquiry were made as a result of several reviews, reports and inspections over the last 2 years. As a result they provide a good blueprint for local authorities and its partners to strategically, and operationally respond to the risk of CSE in the local area. These recommendations are as follows:-

- **Risk Assessment**. 1. Senior Managers should ensure that there are up-to-date risk assessments on all children affected by CSE, that are of high quality, and clearly recorded on the child's file. 2. The numeric scoring tool should be kept under review, and professional judgements about risk should be clearly recorded where they are not adequately captured by the numeric tool.
- **Looked After Children.** 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 CSE, 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 required leaving care services
- **Outreach and accessibility.** 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 Risk Business.
- **Joint CSE team.** 6. 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. 7. Agencies should commit to introducing a single manager for the multi-agency CSE team. This should be implemented as quickly as possible. 8. 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.** 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.
- **Ongoing work with victims.** 10. The LSCB, through the CSE sub-group, should work with local agencies, including health, to secure the delivery of post-abuse support services.
- **Quality Assurance.** 11. All agencies should continue to resource, and strengthen, the quality assurance work currently underway under the auspices of the LSCB
- **Minority Ethnic Communities.** 12. There should be a more direct and more frequent engagement by the Council and also the LSCB with women and men from minority ethnic communities of CSE and other forms of abuse. 13. The LSCB should address the under-reporting of CSE and abuse in minority ethnic communities.
- **The issue of race.** 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.** 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.

6. Clearly, the expectations of these recommendations require a significant priority for the organisation, and resources required to deliver, particularly across Children's Social Care, Health, and the Police.

7. In November 2014 OFSTED published a thematic inspection drawing on evidence from 8 local authorities. The head lines of the report are broadly similar to those found in the Rotherham Inquiry, and the strategic and operational weaknesses highlighted over the last 6 years. OFSTED noted that organisations have yet to act decisively and consistently to ensure that this type of sexual abuse is dealt with more effectively. Key findings recommend further improvements in: strategic management with strategy not linking up with other local planning priorities, performance management data not being consistently collected and shared, screening/assessment tools not being consistently applied, and CSE investigations/assessments not always being managed through child protection procedures, where specialist CSE teams operate there is more evidence that children are better supported, not all police and local authorities are using their full range of powers to disrupt and prosecute perpetrators, missing children procedures are not consistently followed, local authorities and its' partners are successfully using a range of methods to raise awareness of CSE.

Current situation in Harrow

1. CSE has been a matter of focus in the LSCB Business plan for some time, together with the broader agenda of support to vulnerable young people, around gangs and serious youth violence, children going missing, and domestic and sexual violence. These many strands create a complex challenge to strategically coordinate an effective response to manage the interface between these risks to young people. This work started in Harrow in January 2012; it was a slow start which gained some momentum during 2013-14. A brief summary of the key issues and activity is set out below.

2. In 2012, the LSCB Chair, Deborah Lightfoot, raised the need for a revised domestic and sexual violence strategy, and gangs' strategy in Harrow. Two gangs' coordination meetings were organised and chaired by the LSCB IN 2013, by the Deborah Lightfoot, and DCI Peter Stride, LSCB vice Chair.

3. As part of developing a common understanding of CSE across the LSCB, the LSCB Executive Board Member Development Day focussed on CSE in June 2013, with action learning from a national Serious Case Review involving CSE and many local agencies. This made a significant impression on Board Members as evidenced in their self-evaluation forms.

4. Meetings of LSCB partners to map areas' of vulnerability for young people took place in February and July 2013. As a result the LSCB Missing Person Protocol was completed in 2013, and up-dated following changes to guidance in spring 2014.

5. The LSCB recognised that the multi-agency operational group required to identify and ensure good practice with vulnerable teenagers was required, and set up a multi-operational working group (The Vulnerable Young People's Panel – VYPP) in August 2013 to oversee the support to the young people identified – looking at risk of CSE, missing children, those facing gang involvement, honour based violence or self-harm. This operational group was chaired by the Targeted Services Manager for MASH/S47 Service. The ethos of the panel is in line with early help and prevention, and the development of a multi-agency plan to reduce risk and share intelligence. The focus on prevention and early help underpinning this group was identified as good practice during the OFSTED thematic inspection of early help in January 2014.

6. The LSCB published a local CSE strategy which was accepted by all partner agencies in October 2013. In February 2014 the Pan-London CSE Operating Protocol was published by the Pan-London Safeguarding Children Board. This required London Borough's to establish a MASE (Multi-Agency Sexual Exploitation meeting) to be led by the Police. The lead officer DCI Peter Stride set up the MASE panel, and the first meeting took place in July 2014. MASE meeting are implemented on a monthly basis, and multi-agency attendance and practice is beginning to be embedded across the partnership. So far 19

young people have been identified to be at some level of risk of CSE since July. As soon as MASE was in place, it was recognised that there was a possibility to duplicate discussions on individual children, so that the VYPP merged with the MASE in the autumn of 2014. It has been agreed in November 2014 that the MASE agenda would benefit from developing 2 additional standard agenda items: Missing Children, and Partner Agency Intelligence/Mapping information, that will inform future CSE disruption activity.

7. The LSCB reviewed its CSE work in March 2014. In the spring of 2014 Safer Harrow agreed to oversee and implement the Harrow Gangs Strategy in April 2014. The Safer Harrow Partnership has commissioned work specifically directed at preventing CSE and sexual violence through education of children in Harrow schools. Using MOPAC funding the WISH Centre in Harrow provides education about CSE and other forms of sexual violence through schools in Harrow. This work, called the "Harrow Shield" aims to reach 22,000 children.

8. In light of this work on behalf of partners on the LSCB Operational Group, in June 2014, Deborah Lightfoot, LSCB Chair, requested Safer Harrow coordinate work with vulnerable young people, as part of their reviewed Domestic and Sexual Violence Strategy and their new Gangs' Strategy, This was agreed by Safer Harrow in July 2014. This will be a strand of work for the Safer Harrow Vulnerable Young People's sub-group overseen by Mike Howes.

9. The ability of agencies to map missing children was noted as a concern to the LSCB in the autumn of 2013. Work overseen by the LSCB QA sub-group completed in May 2014 developed more accurate data on identifying an accurate cohort of missing children. In June 2014 the QA sub-group scrutinised the return home interviews conducted on behalf of Harrow by a voluntary agency commissioned to undertake this area of work for children that go missing. Improvements in the service were identified and changes made to the referral process as a result.

10. The MASH Service Manager has been working with the Police Community Safety Unit to enhance the reporting and management of missing children. This has led to improved scrutiny of data, which has been overseen by the LSCB Operational Group and the streamlining of the process. In addition Early Identification Services (EIS) have set up a role for a Young People's Domestic Violence Advocate, where children are tracked in relation to early risk of exploitation and domestic abuse in peer relationships.

11. The LSCB has sought to engage with the Licensing Team for some time and in August 2014, the Licensing Team agreed to training re: Safeguarding Children, sharing awareness of CSE with local licensees (betting shops, pubs, hotels) and begin multi-agency licensing training and regular meetings to consider local applications.

12. The work in Harrow has shown the importance of a coordinated approach to CSE and the real possibility that different groups will be discussing similar issues / identifying similar cohorts of young people in

different forums. The LSCB observed the EIP (Early Identification Panel), MASE, ASB (Anti-Social Behavioural) operational and strategic groups in July 2014. The LSCB Chair, Deborah Lightfoot, wrote to the Head of Paid Service Paul Najsarek, encouraging better coordination and review of the many groups that meet in Harrow. In September 2014, the Chair of the LSCB proposal to the Safer Harrow Partnership was accepted that the LSCB should take responsibility for the strategic planning and delivery of a multi-agency response to CSE in Harrow. The aim of this proposal was to improve both the speed, and breadth of partnership response to CSE in Harrow that had been achieved so far over the last 2 years. This proposal was to be taken forward when the new LSCB Chair and Advisor were in post in November 2014. In the LSCB Operational Group held in November 2014 with the new LSCB team in place it was broad terms and reference for this working stream of the LSCB were agreed, and there was consensus that this would be amongst the key priorities for the LSCB over the next 12 months, as a surge of activity would be required to ensure there was a comprehensive response across the partnership with regard to CSE.

13. During 2013/14 there were on average 17 reports relating to sexual violence per month in Harrow. 50% of victims were aged 10-24 years, and 955 were female. 35% of suspects were aged 15-29 years, and 955 were male. In 2013, Police have experienced a 1% increase in sexual offences, dealing with 76 rapes and 138 other sexual offences.

14. In line with the national picture, despite regular attempts to share information locally, it has been difficult to establish an accurate picture of the prevalence of trafficking and sexual exploitation in Harrow, as there have been low levels of reporting. Our best estimate is that for the 4 years, January 2010-14 Harrow Police saw 4 cases of sexual exploitation and 4 cases of trafficking (for sexual exploitation). In 2013, 3 girls who went missing over 24 hours were known to be at risk of sexual exploitation. Between July 2011 and 2013, 5 referrals were made to the NRM (National Referral Mechanism) in relation to the trafficking of young people aged less than 18 years old.

15. The LSCB strategy has been to raise awareness of the CSE issues with the professional network through training, as well as communication tools such as the regular LSCB newsletter, and letters from the LSCB chair to key agencies. For example, signs of CSE were specifically identified in the regular LSCB newsletter which goes to all partner agencies in the statutory and voluntary sectors in June, July, and December 2013. The LSCB website contains information about CSE, and is very well accessed, with a trajectory of increasing hits.

16. The Voluntary Sector outreach programme is also key in alerting and educating local communities. For the past 18 months the LSCB has commissioned a faith and voluntary sector worker to engage with local provision. This project aims to improve take up of safeguarding training, and good practice, which includes CSE as part of its awareness raising agenda.

17. Over the past 15 months Harrow LSCB VCS project has made significant progress in engaging small and large Harrow groups (24 individual groups). This has laid solid foundations for an active VCS Children, Young People and Families Network engaged in training and safeguarding events.

18. The LSCB has developed CSE training course, which has so far been delivered to staff form Northwick Park Hospital, local schools, social care teams, and the LADO. Feedback from practitioners has been positive. Unfortunately a CSE course in June 2014 was postponed owing to low take up, but is rescheduled in 2014. The recent agreement for an LSCB £20,000 CSE training budget from Health Commissioners delivering substance misuse services in Harrow, will significantly augment the local LSCB CSE training provision.

Next Steps

1. In October 2014 under the auspices of the London Association of Directors of Children's Services, Harrow has jointly commissioned an independent peer review with Enfield and Hounslow of the response to CSE in the Local Authority and LSCB. The review will follow OFSTED key lines of enquiry, and will go some way to confirming the strategic and operational developments to fully address the risks of CSE occurring in Harrow. This review will include case file audit, practitioner interviews, observation of the operation of MASE, and a desk top review of policy, procedure, and performance. The review is well underway, and will be concluded in mid-December. The findings of the review will inform London wide developments, but also local LSCB and Local Authority planning.

Conclusion

2. For the Local Authority and LSCB, domestic and sexual violence has had a high profile for several years. CSE is clearly a key issue when considering how local resources are required to coalesce to ensure that there is sufficient strategic planning, driven from the very top of the organisation, to drive and maintain focus and meeting the challenge posed by this serious type of sexual abuse.

3. Although the Local Authority and LSCB can show some progress in addressing CSE from May 2012, there remain considerable area's to progress drawing together the diverse strands of policy and operational work, in order to develop an improved focussed strategic local response.

4. In March 2013, the national definition of domestic and sexual abuse changed to included victims aged 16 and 17 years. This is leading to a rise in MARAC referrals. The increased focus from the Harrow Shield intervention, together with more targeted and effective identification across the LSCB partnership through operational work of the MASE, could well lead to a further rise in preventative, risk and rehabilitative CSE work.

5. Looking forward, we may expect a rise in local children also requiring high threshold, and intensive packages of multi-agency support, including the provision of tier 2/3 CAMHS provision.

Section 3 - Statutory Officer Clearance

Not Required

Ward Councillors notified:	YES/ NO ** Delete as appropriate.*

Section 4 - Contact Details and Background Papers

Contact: Neil Harris, Service Manager Quality Assurance