

## **Manchester City Council Report for Resolution**

**Report to:** Children and Young People Scrutiny Committee – 8 November 2016

**Subject:** Complex Safeguarding

**Report of:** Strategic Director, Children's Services

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### **Summary**

The purpose of this report is to provide the Committee with a progress update on developments within Complex Safeguarding. The report covers a range of complex vulnerabilities, updates on developments in Greater Manchester and provides information on activity and impact in Manchester.

### **Recommendations**

The Committee are asked to note the contents of the report.

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### **Wards Affected: All**

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### **Contact Officers:**

Name: Paul Marshall  
Position: Strategic Director, Children's Services  
Telephone: 0161 234 3804  
Email: p.marshall1@manchester.gov.uk

Name: Julie Heslop  
Position: Strategic Head of Early Help  
Telephone: 0161 234 3942  
Email: Julie.heslop@manchester.gov.uk

## 1.0 Introduction

1.1 This is the first report submitted to Children and Young People Scrutiny Committee covering Complex Safeguarding. Previous reports to committee have reported separately on each thematic area; this report brings together a number of safeguarding vulnerabilities under the umbrella of complex safeguarding. This is a relatively new concept that encompasses a range of safeguarding vulnerabilities including Child Sexual Exploitation (CSE), Missing from Home and Care, Modern Slavery and Trafficking, Prevent duty, so called Honour Based Violence and Abuse, Organised Crime Groups and gang activity.

1.2 This report will outline key developments in relation to each safeguarding area and the associations between complex vulnerabilities. The report will include reference to specific safeguarding activity in relation to Children Missing from Education (CME) and Elective Home Education (EHE).

1.3 Progress and developments in Greater Manchester in relation to Complex Safeguarding will be highlighted as they are informing service delivery and future developments in Manchester.

## 2. Background

2.1 Greater Manchester Review of Children's Services (April 16) defined complex safeguarding as:

*Criminal activity (often organised), or behaviour associated to criminality, involving often vulnerable children where there is exploitation and/or a clear or implied safeguarding concern".*

2.2 Many forms of criminal activity or criminally associated behaviour results in children being harmed or placed at significant risk of harm. Examples of this include Child Sexual Exploitation (CSE), Serious and Organised Crimes and Gangs, Modern Slavery and sham marriages, Female Genital Mutilation and Radicalisation and Extremism. Some children and young people can be additionally vulnerable such as looked after children, young people involved in the criminal justice system and children with a range of additional needs who are not in education. Our response and interventions needs to be flexible to recognise the multiple vulnerabilities experienced by children and young people.

2.3 In recent years, public and voluntary sector partners have developed some good responses to these issues and have implemented strategies and solutions to improve our collective response, such as Project Phoenix and Programme Challenger in Greater Manchester. Going forward there are now significant opportunities both in Manchester and in Greater Manchester to design a new operating model to respond to these issues. In doing so, this will improve awareness and understanding of complex safeguarding issues that are impacting on children.

## **2.4 Governance and Accountability Arrangements**

2.5 Prevention and responding to complex safeguarding is a partnership issue; accordingly, responsibility for complex safeguarding crosses a number of strategic partnerships. These include Manchester Safeguarding Children Board (MSCB), the Community Safety Partnership (CSP) and the Children's Board Strategic Partnership.

2.6 The MSCB Complex Safeguarding Sub-Group provides the overarching coordination in relation to complex safeguarding activity. This is a newly formed multi – agency sub group and reports into the Manchester Children Safeguarding Board. It is chaired by the Director of Children's Services.

2.7 A number of multi-agency operational subgroups such as CSE, Missing from Home and Care and Organised Crime Executive report into the Complex Safeguarding sub group and deliver the action plans related to each safeguarding area. Recently, the complex safeguarding sub group has overseen a refresh of a number of complex safeguarding strategies including the CSE Strategy and the Missing from Home and Care Strategy. In both strategies the aim and scope of the strategy are outlined and the arrangements for governance are addressed. The strategies examine the nature of CSE and missing, and look at their association with other complex vulnerabilities.

## **2.8 Greater Manchester Services for Children Review**

2.9 The summer budget 2015 announced that government and Greater Manchester local authorities would undertake a fundamental review of the way that all services for children are delivered. Greater Manchester is developing proposals to promote better collaboration by the individual local authorities, and their partners, on certain key functions including complex safeguarding. The vision for complex safeguarding in Greater Manchester is outlined below:

*By 2020 all children in Greater Manchester who are vulnerable to exploitation or other forms of serious and organised criminality will be protected by services which will be delivered in a co-ordinated, informed and consistent way with improved outcomes for children, families and their communities.*

*Greater Manchester will be a national centre of excellence on complex safeguarding issues for children.*

2.10 Complex Safeguarding is a key focus for collaboration and partnership across Greater Manchester and a new model for complex safeguarding is being developed to respond to the challenges. The new operating model presents an opportunity to approach complex safeguarding more efficiently and effectively, and at a reduced cost from the current approach. The proposals will build upon the existing partnerships already delivered in Manchester via Protect (CSE), IGMU (Integrated Gang Management Unit) and Challenger.

2.11 Proposals include developing a central hub of excellence, led by one of the Greater Manchester authorities, and will oversee delivery of spokes made up of clusters of local authorities. By combining together this will transform Greater Manchester's ability to protect children from complex safeguarding risks, and will

reduce the impact on children and families of repeated abuse. The hub will provide a strong, centralised base of leadership and will undertake research and data analysis as well as providing expertise, knowledge and skills to provide direction for local teams.

2.12 The proposals strengthen and build on the ACT (Achieving Change Together) a DfE funded Innovation Programme in Wigan and Rochdale on CSE. ACT brings a new approach to tackling the sexual exploitation of children and utilised research and evidence to inform the co design and delivery of the service. Act was launched in January 2016 and places central importance on developing relationships with children and young people, on building trust, and is strength based. Support is holistic to look not just at CSE but a range of complex issues and concerns.

### **3. Child Sexual Exploitation (CSE)**

3.1 Manchester's response to addressing and tackling CSE is outlined in the refreshed *Complex Safeguarding Strategy Addressing CSE 2016- 2018*. The strategy outlines our commitment to robustly safeguard children and young people through a city wide approach with partners and communities.

3.2 The CSE strategy describes the underpinning principles and our vision for children and young people. The aim and scope of the strategy are outlined and the arrangements for governance are addressed. The strategy examines the nature of CSE and looks at the association with other complex vulnerabilities. The strategy provides information about the nature of CSE in Manchester and the current levels of intervention. There are four key areas under which the activities of the strategy are framed; alert and empower, support and protect, disrupt and enforce, and monitor and improve. A number of key priorities for strategic action are identified and the framework for evaluating impact is outlined.

3.3 Delivering the key priorities is the responsibility of a CSE Delivery Group which brings together partners from a range of areas including the Voluntary and Community Sector, Protect, GMP, Health including Sexual Health Services and Healthy Schools and Manchester City Council including Licensing, Early Help, Education and Youth Justice.

3.4 An action plan has been devised to prioritise activities to address the 4 core elements of the strategy. Some examples of the activities to address these are detailed below:

- **Alert and Empower**

3.5 This work includes the delivery of training across a wide range of partner agencies, and those that operate in the night time economy. Targeted training will be delivered through taxis, licensing, parks, public transport and we will continue to support training in hotels and in the night time economy.

3.6 Schools are fundamental to ensuring we raise awareness, and improve our safeguarding of children and young people. The I Matter resource pack for schools developed by the Healthy Schools Partnership supports the work to empower

children to recognise CSE and grooming. This is being launched with schools in October.

3.7 We recognise that more work needs to take place to support communities, parents and carers to recognise CSE and access support. We are working with Project Phoenix which has designed the Greater Manchester resources to further promote this to our communities.

3.8 Workforce development is an important part of supporting and protecting people vulnerable to CSE. Training and support has been delivered to support the work force to undertake strength based conversations in order to recognise and respond to CSE.

- **Support and Protect**

3.9 Getting in early and providing early help and support is essential; a new complex safeguarding team of 4 Early Help Practitioners has been created to sit alongside the Challenger and Protect teams based at Greenheys Police Station. Their role is to ensure that a whole family approach is taken to working with young people who are identified as being at risk of organised crime gang activity and child sexual exploitation.

3.10 The team contribute to Organised Crime Group plans with a particular focus on prevention activity and they have been instrumental in developing new ways of working with traditional services and the development of interventions aimed specifically at diverting young people from risk taking behaviours. Since they were established in September 2015, the team have taken a keywork approach with over 40 families and are testing out how an integrated delivery of services improves outcomes for this particular cohort of young people.

- **Protect Team**

3.11 Protect is a dedicated service and is the joint operational response to child sexual exploitation covering Manchester and Salford Local Authorities. Protect is a multi agency team and includes social workers, police officers, health practitioner, VCS partners and early help practitioners. The connectivity between children missing from home/care is well known and Protect are a key service to ensure that interventions focusing on CSE are considered for children who are missing.

3.12 The Protect Annual Report 2015/16 outlines the activity, impact and outcomes achieved by the team. Protect continues to develop and needs to be in a position to respond to new and emerging challenges such as the growth in exploitation via social media, the younger age of victims, and peer to peer dynamics. Demand for Protect remains high; in 2015/16 there were 377 referrals and 286 assessments undertaken using the bespoke CSE assessment tool.

3.13 As in previous years girls and young women are over represented (89%) compared to males (11%). Young children are increasingly being referred with an increase in the number of children aged 9 - 12 years being referred for assessment. The links between safeguarding vulnerabilities were confirmed with 95% of the 286

children referred having experienced at least one missing episode. Monitoring of high risk missing is via the multi agency risk management panel and Protect is a key partner in delivering interventions to these vulnerable children and young people.

3.14 By using targeted intelligence this lead to an increase in crimes detected and convictions achieved. There were 20 convictions achieved in 15/16 with 3 cases involving 3 males pending trial. The team secured 54 abduction warnings on adults who were identified as being a posing risk to young people.

3.15 A review of Protect has been commissioned from the Greater Manchester Project Lead of Phoenix and will focus upon the governance arrangements, the current operating model, performance, leadership, partnership arrangements, staffing and capacity and future requirements. The review has commenced and findings will be reported in November. The review will enable Manchester to be able to respond to the emerging work from the Greater Manchester Review of Children's Services; particularly the Complex Safeguarding work stream.

- **Disrupt and Enforce**

3.16 It is important that we make use of the full range of powers to disrupt and enforce activities that facilitate CSE. This means working across Greater Manchester Police, Manchester City Council Compliance and Enforcement Teams, Licensing Teams and other agencies such as the Greater Manchester Fire and Rescue Service. Activities are coordinated through Protect and also the neighbourhood teams in response to intelligence and information received by Greater Manchester Police. An example of this the joint response where GMP received a complaint about a premise in Manchester, it was reported that young people were seen at the premises, as well as other concerns. A coordinated visit was arranged for the premises including GMP staff, Manchester City Council Licensing Out of Hours team to investigate the concerns and identify any activity required.

3.17 We are working with a broad range of partners such as The Hotel Security Information Group; this is a network of hotels and other premises that operate in the night time economy that are able to respond to intelligence from the police, for example being alerted to young people missing from home. The network also encourages the members to report any suspicions that may be an indication that CSE is taking place.

- **Monitor and Develop**

3.18 We are developing our understanding of CSE across the city and Greater Manchester. The profile for Manchester will help inform that picture, but there is still work required to identify what partner data can be used to both to inform the profile but also to measure the impact of our work.

3.19 CSE Profiling - The joint paper 'Time to listen' details 'the starting point for local areas in tackling child sexual exploitation has to be developing an accurate picture of child sexual exploitation in their locality'. We are updating our local profile in order to improve this picture. Data collated so far tells us the following:

## **Victims of CSE**

89% of victims were female.

81% of victims where ethnicity detail was recorded defined themselves as White; 8% as Black, 6% as Asian, 3% as Mixed and 2% as Chinese / Other

3.20 Around a third of those referred to the Protect team with a risk of CSE have had a least 1 care episode and 90% of those referred have had previous social work involvement. This data reflects broader research around complex safeguarding that identifies the impact of trauma, neglect and abuse (Bevington 2015). Victims of CSE in Manchester include a significant number of individuals who do not live in the city. This is likely to make the management of risks attached to these individuals more problematic.

## **CSE Offenders**

95% of offenders are male.

Ethnicity and nationality data indicates that CSE offenders in Manchester originate from a variety of different communities.

3.21 While most offenders are resident within the city, the risk also extends to perpetrators based in other parts of Greater Manchester. It is also the case that CSE victims from other boroughs with Greater Manchester can become targets within Manchester.

Analysis of a 12 month period identified a large number of repeat offences

- This was due in some cases to different offenders in the same group assaulting a single victim (e.g. party-type offences)
- This was due to the same offender committing multiple offences against the same victim (e.g. boyfriend-type offences)
- This was due to a victim being targeted on different occasions by lone offenders not known to each other

3.22 Work is ongoing to further develop the profile and include wider data from Health, and Probation Services. Members of the Child Sexual Exploitation Delivery Group have been asked to identify where data can help to improve the profile and this will include identification of hot spots.

## **4. Missing from Home, Care and Education**

4.1 Manchester's response to children and young people who go missing is outlined in the *Staying Safe Manchester Missing from Home and Care Strategy 2016 – 2018*. The strategy defines what missing from home and care is and what the linked vulnerabilities are that are associated with a child or young person going missing. The Strategy provides a picture of missing in Manchester based on data and input from children and young people; and describes what the current response and offer is for children and young people.

4.2 The Strategy has 3 aims and sets out how we will work collaboratively to identify and tackle missing from home and care across the City. The three aims are prevention, protection and provision.

4.3 Children go missing from home and care for a variety of reasons. Government guidance describes a number of “push/pull factors” that may impact on a child running away. Research also tells us that often children looked after already have experience of running away from home.

4.4 Undertaking Independent Return Interviews (IRI) provides us with an opportunity to listen and to hear the reasons why young people are going missing. Focused work has been undertaken to improve practice in this area with return interviews conducted by a small in house team in the Council and with a commissioned VCS provider. In addition a Volunteer Mentor is providing support to young people and enabling young people to develop a relationship of trust with someone outside their professional network.

4.5 Regular monthly reports covering performance and quality assurance on children who are missing from home and are provided for Senior Managers. In July, 175 children were reported missing and there was a total of 413 episodes recorded, 60 of which concerned other local authority LAC. In July Looked after Children in a variety of placement settings formed 44% of the cohort of children reported as missing in Manchester. This is in line with figures published by other local authorities on missing LAC. There continues to be good performance in relation to completion of IRI's, the figure for July was 83%. This was the highest number of missing reports recorded, since we began systematic recording in August 2015.

4.6 An audit of the Missing from Home and Care process was undertaken in August 16. The audit identified that there are some good elements of Risk Management Meetings taking place, there was strong oversight by the MFH panel and good practice by the missing team in return interviews. There were some very good examples of where the IRI captured the child's voice and circumstances very well and where the child shared significant concerns. Areas to be strengthened included understanding how the missing from home process had made a difference or impact on the overall planning for the child /young person. Work to simplify the risk management process and to develop multi agency panels within the localities is now underway.

#### **4.7 Children Missing Education (CME)**

4.7 Children missing education are children who are of compulsory school age who are not registered pupils at a school and are not receiving suitable education otherwise than at a school. Children missing education are at risk of underachieving, being victims of harm, exploitation or radicalisation and becoming NEET (not in Education, Employment or Training) later in life.

Local Authorities have a duty under the Education Act 1996 to make arrangements to establish the identities of children in their area who are not registered pupils at a school and are not receiving a suitable education otherwise. Those children identified as not receiving a suitable education should be returned to school or alternative provision. In September 2016, The Department for Education issued new



statutory guidance setting out some key principles to enable Local Authorities to fulfil this duty – the guidance was to be implemented with immediate effect.

4.8 Manchester has number of policies and procedures in place to ensure that this statutory duty is met including discharge of other duties and powers to support work in relation to children missing education. These are outlined below.

- **School Admissions**

4.9 Children are offered a school place following a school admission application in line with DFE guidelines. This includes having in year fair access arrangements in place for children with more complex needs. In 2015/16 253 secondary age pupils had a secondary school place identified through IYFAP and 129 primary age pupils had a primary school place identified through PIFAP (113 of these were in year 6).

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4.11 Children known to the Local Authority, who do not apply for a school place at the standard transition point, are followed up by local primary schools. This is to encourage and remind families to apply and where required an outreach worker will visit the family home in order to ascertain whether an application for a school place is still required. In 2015/16, there were 733 visits to addresses where it was thought that there may be a child who would require a reception place in September 2017 but no application had been received. Visits were undertaken to 101 year 6 pupils who had not applied for a secondary school place for September 2017. In addition, there were 184 visits to families who had applied for a primary school place but had not responded to the offer.

4.12 Attendance orders are issued for children who have been offered a school place and who are not attending school. From January 2015 to December 2015, 690 referrals for attendance orders were issued compared to 376 in 2014. From January 2016 to July 2016, 464 referrals were made.

- **Identifying children who are not registered at a school**

4.13 In September 2016, the Local Authority updated its CME policy which includes an outline of schools' responsibilities for adding and removing a pupil from the school register to reflect changes introduced by the DFE. These responsibilities now apply to Independent schools in the Local Authority, and all independent schools have now been written to informing them of the process for notifying the Local Authority when they add or remove a pupil to their school register.

4.14 The Local Authority has established a dedicated CME team to track and find children missing education whose whereabouts is unknown. Arrangements are in place for making reasonable enquiries to try to locate a child when their whereabouts is unknown. These include checking local databases within the Local Authority including Revenues and Benefits; checking with other Local Authorities and agencies; checking with UK visas and Immigration and the Border Force etc. The

CME team have good links to the 3 early help hubs and will assist with tracking pupils reported as missing by schools. The Local Authority will continue to maintain a record of children who are not located after a period of 6 months of searching until they attain school leaving age.

4.15 Monthly information on children missing education is provided to Senior Managers and the Executive Member. In October 2016, there were 265 children missing education but the vast majority of these 217 did have an offer of a school place. There were also 764 children missing education whose whereabouts is unknown and 27% successful positive outcomes from tracking children in the previous month– this number has reduced from the previous month when it was 807.

Manchester has a dedicated inbox which is available for anyone to report information about children who are thought to be missing education. This is [cme@manchester.gov.uk](mailto:cme@manchester.gov.uk).

- **Ensuring children attend school**

4.16 As well as promoting good practice in schools for monitoring school attendance and addressing poor or irregular attendance, Manchester uses its statutory powers to ensure that children attend school regularly. This includes prosecuting or issuing penalty notices to parents who fail to ensure their child attends school regularly. Penalty notices have increased over the last 4 years:

12/13 – 1050  
13/14 - 1911  
14/15 - 3570  
15/16 - 4540

However, numbers of court prosecutions for school absence have reduced more recently as other interventions are offered.

12/13 – 504  
13/14 – 733  
14/15 – 676  
15/16 - 586

4.17 Since April 2016 a new process has been introduced whereby before proceeding with prosecution, parents are invited to a Police and Criminal Evidence Act (PACE) meeting and at this point where appropriate are offered an early help assessment as an alternative to prosecution. From April 2016 to August 2016, 71 PACE notifications were requested by schools. From these:

- 20 live cases are ongoing where by work is being undertaken with parents
- 30 did not attend and have proceeded to prosecution
- 4 resulted in Penalty Notices being issued
- 2 formal cautions
- 2 withdrawn by school due to engagement with parent
- 6 returned to school for further evidence
- 2 agreed to engage with an early help assessment – being monitored
- 5 awaiting new evidence

- **Education Caseworkers**

4.18 Within Education and Skills, there is an Education caseworker team who work directly with individual children and their families who for a variety of reasons may be at risk of not accessing suitable education. These include children:

- persistently absent from school
- at risk of exclusion from school or who have been permanently excluded from school
- new to the City and who will go to IYFAP as a complex school admission or who have been identified as potentially having a high level of SEN.
- newly notified as being educated at home.

4.19 The role of an Education caseworker is to ensure that a child accesses a suitable full time education as quickly as possible. They also follow up and track children at regular intervals that are not in education until they are registered in school or accessing a suitable education. In 2015/16 Education Caseworkers opened 1902 cases and successfully closed 1240 (65%).

#### **4.20 Elective Home Education**

4.21 Parents have a duty to ensure that their children when they reach statutory school age are receiving a suitable full time education. Some parents may elect to educate their children at home and may withdraw them from school at any time to do so. Where a parent notifies the school that they are home educating, the school must delete the child's name from the school register and inform the Local Authority.

4.22 In Manchester, there is a clear and recently revised policy in place which is followed when a parent/carer notifies a school or the Local Authority that they intend to home educate their child. It has also been agreed with schools that although they remove the child's name from their register within 2 days of receiving the notification, that they keep the place open for 20 days from the date of the letter in case the arrangement is assessed as unsuitable and the child needs to return to school.

4.23 Education caseworkers assess the suitability of a Home Education within 20 days of a notification although in some cases it may not be possible to assess suitability from one visit and an extended assessment period will be agreed with the parent/carer. Home education will be deemed unsuitable if the education caseworker has concerns about the parent/carers' capacity to provide a suitable education for their child. Where this is the case the child will be required to return to the school which they previously attended.

4.24 If a child is subject to a Child Protection Plan or is looked after it is highly unlikely that home education will be assessed as suitable. Also if the status of a child changes after a home education arrangements has been assessed as suitable, children's social care are required to notify education and the arrangements will be subject to a reassessment.

4.25 Where an offer is assessed as suitable, ongoing information is provided to parents/carers to support them in this role and there is an annual visit to check that

education is still suitable. The annual visit will include having access to the child and also seeing the environment where the child most regularly accesses education. In 2015/16 there were 251 new notification of EHE (153 primary and 98 secondary). Of these 120 were assessed as being unsuitable and are no longer registered as EHE.

## **5 Organised Crime Groups (OCG) and Gang Activity**

### **5.1 Challenger**

5.1 Challenger is GMP's multi-agency central co-ordination unit with responsibility for disrupting organised crime, modern day slavery and honour based abuse. The multi-agency team includes Local Authority, GMP, Probation, Immigration, HMRC, Greater Manchester Fire Service and a Safeguarding Lead. The team also has a number of virtual partners across a range of organisations. Due to the complex issues the unit responds to and its partnership make up, Challenger has been supporting the complex safeguarding work across Greater Manchester and is continuing to expand its remit to incorporate other forms of complex vulnerability.

5.2 Challenger works under the remit of the national strategy which follows the four P principles; Pursue, Protect, Prevent and Prepare. In summary the aim is to reduce the number of people engaging in organised crime through enforcement and disruption activity and to ensure that communities are prepared to identify this activity and implement appropriate responses to minimise the harm caused.

5.3 Each area across Greater Manchester has a local challenger team. Manchester's local team is co-located with the Integrated Gang Management Unit to provide the most effective holistic response to the communities and families affected by these issues. Manchester Challenger is governed by the Serious and Organised Crime Executive (SOCE). This is a strategic partnership board with representation from a range of agencies including Local Authority, GMP, Health, Probation and the Voluntary Sector.

5.4 Key to success is to understand the pathways into organised crime. Challenger has recently commenced a project across five areas in Greater Manchester working with statutory and voluntary partners to identify young people who are on the periphery of becoming involved in organised crime. A number of 'Deep Dives' have taken place to identify the pathways into organised crime and the agencies that have had involvement with each family. Working with key partners in the voluntary sector, targeted interventions have been developed to work with the young people to prevent them becoming further involved or deter them from the pathway.

5.5 In Manchester this work has been co-ordinated with the Factory Youth Zone and opportunities are being explored to deliver this across other areas in North and South Manchester. Work with the young people included range of activities to provide one to one support and bespoke activities to identify opportunities to talk about some of the consequences and realities of involvement in crime. Work also included activity locally to raise awareness of the prevalence of organised crime, how it affects communities and impacts on young people. A conference for professionals and volunteers working with young people and work with local schools was held to

sharpen awareness. The learning from this project is currently being used to develop the approach across the City and will be closely connected to the Early Help offer across the partnership.

5.6 One of the key concerns highlighted from a recent Local Profile undertaken with Challenger, the Home Office and the Community Safety Partnership in Manchester were concerns about young people being exploited by organised crime groups to sell drugs. This phenomena has been identified across the UK and is called the 'County Lines' threat. Vulnerable young people are often targeted including those who are looked after and attending Pupil Referral Units (PRU's).

5.7 Manchester's Local Profile also identified that this was an issue for young people in Manchester. Due to this finding Challenger commissioned an organisation to deliver 'County lines' inputs to 10 Pupil Referral Units (PRU's) across Manchester. These sessions have just been completed and the feedback has been excellent.

5.8 Preventing young people becoming involved is critical and Challenger has awarded Manchester funding to deliver some prevention activity. Manchester's local challenger team have used this funding to secure an ex-gang member to deliver inputs to secondary schools using the 'Cells' approach which is aimed to deter people from criminal activity by highlighting the negative impact of custody.

5.9 Serious youth violence is also a significant concern nationally and there has been an increase in young people carrying knives. Due to recent concerns for young people involved in serious youth violence in South Manchester, Challenger has secured funding from the PCC to support the implementation of a targeted youth project focused on community cohesion with Manchester United. This programme will be targeted to work with young people who have been involved in serious youth violence incidents. The aim is to engage young people with the activities Manchester United can offer and then provide them with opportunities for education and employment.

5.10 At a GM level Threat to Life incidents are an increasing concern for agencies. This has been significantly challenging for implementing appropriate and consistent safeguarding responses. Challenger has completed a Greater Manchester Threat to Life Safeguarding guidance to support practitioners in responding to these complex issues.

## **IGMU**

5.11 The Integrated Gang Management Unit (IGMU) is a multi-agency team aimed at safeguarding young people, families and communities from violent gang activity and supporting gang members who wish to leave the gang lifestyle. The team, which was established in January 2012, incorporates staff from Children's Services, and Probation. IGMU works alongside Challenger Manchester.

5.12 The team's main functions are to:

- Safeguard young people and families affected by gang activity
- Enforce the law to secure convictions for gang related offending

- Provide support for victims, witnesses, and families
- Rehabilitate those convicted of gang-related offending
- Present young people with opportunities in education and employment
- Provide diversionary activities for young people on the periphery of gang activity

5.13 IGMU works as a multi-agency team to manage risk, share information and co-ordinate interventions. Members of violent gangs and organized crime groups put not only themselves but their family and close associates at significant risk of harm. Children and young people can be at direct risk of harm and exploitation from gang members, and also indirectly vulnerable through their family relationships with these individuals. Nor is this risk confined to young people: adult girlfriends, sisters and mothers of gang members can also be at particular risk of violence.

5.14 In 2015 IGMU received 331 referrals; in 2016 136 referrals have been received. There is evidence this year of a sharp peak in referrals, especially in August 2016, following two high profile incidents involving Organised Crime Groups. The City of Manchester experiences a relatively high number of Threats to Life (TTL) cases compared with the rest of Greater Manchester, and the number of cases in the city has risen in the past year.

5.15. The IGMU case load is diverse, covering a broad age range and a multi-ethnic and racial demographic.

- Ethnicity details were not available for all referrals, but for those whose details could be obtained, nearly 60% were classified as BME.
- There are more males referred than females; although data this year is indicating that compared to 2015 the number of females is increasing.
- Referrals peaked between the ages of 14 and 19 in both 2014 and 2015, although they were more concentrated in 2014 (particularly around the ages of 16 to 19). 2015 saw a broader spread across a wider age range. So far in 2016 we have seen an increase in referrals for children age 0 -8 (20) and an increase in children aged 9-12 (10). This is in relation to threats to Life situations.

5.16 Some examples of interventions from IGMU have included where Threats to Life have been issued to Fathers and protective action has been taken by Mothers including rehousing, staying with extended family members and working with Children's Services to reduce and manage the risk of harm. Where safeguarding risks have increased this has led to children becoming subject to child protection plans.

5.17 A review of IGMU is currently underway and will report on how IGMU, Challenger and CSE delivery can be strengthened in the light of the complex safeguarding work being developed in GM.

## **6. Modern Slavery and Trafficking**

### **Modern Slavery**

6.1 Applying the learning from Challenger principles, The Modern Slavery Unit was developed in March 2015. Modern day slavery includes labour exploitation, domestic servitude, sexual exploitation and organ harvesting. All forms of Modern Slavery have been reported in the UK with the exception of Organ Harvesting.

6.2 In Manchester Sexual Exploitation is the most significant concern specifically with Eastern European adult sex workers. The number of children reported as victims of trafficking and slavery are still significantly lower than adults and work is taking place to raise awareness of this across all agencies. Since the implementation of the unit a significant amount of awareness raising activity has taken place across all agencies in Greater Manchester. A train the trainers programme has also been developed for all Safeguarding Boards to deliver in their respective areas.

6.3 In addition to this the Modern Slavery Unit is holding a number of training events for Social Workers in Manchester throughout November to raise awareness of the risks and how to identify them. The Modern Slavery Unit has trained 52 Tactical Advisors and 82 Victim Liaison officers in GMP to support local areas when responding to these incidents and to ensure victims have the most appropriate support to meet their complex needs.

6.4 Greater Manchester has also been selected as one of the early adopter sites for the Home Office led Independent Child Trafficking Advocate programme along with Hampshire and Wales. The programme is being co-ordinated through the Home Office and a central provider is currently being identified. The programme will enable GM to have designated child trafficking advocates that will be co-ordinated and supported through the Modern Slavery Unit. The advocates should be in post by the end of October and will work across Greater Manchester.

6.5 The Modern Slavery Unit held a week of action from the 17<sup>th</sup> October 2016. The week focused on enforcement, disruption and prevention activity across all forms of modern slavery.

## **7. Radicalisation and Extremism**

### **7.1 Preventing people from being drawn into terrorism**

The Counter Terrorism and Security Act 2015 introduced two new statutory programmes of work on specified authorities; including local authorities. The Channel duty, which came into force in April 2015 places a statutory responsibility on specified authorities to provide support for people vulnerable to being drawn into terrorism through a national programme called Channel.

7.2 The Channel programme has been in existence since April 2012 and is a multi-agency approach to identifying and providing support to individuals who are at risk of being drawn into radicalisation. It is based upon a proportionate, risk based approach and focuses on all forms of extremism (violent and non violent); adopting an early

intervention and prevention approach. Channel is concerned with pre criminal behaviour and does not create a criminal record; participation in Channel interventions is voluntary.

7.3 Information sharing is in accordance with existing legislation including the Crime and Disorder Act 1998, the Care Act 2014, Working Together to Safeguard Children 2015, and Managing Safeguarding Personal. Across Greater Manchester, safeguarding adults and children who are vulnerable to being drawn into terrorism has been embedded into multi- agency safeguarding arrangements.

7.4 The Prevent duty that came into force on 1 July 2015, places a statutory responsibility on specified authorities; including local authorities, schools, registered childcare providers, further and higher education, NHS trusts, Prison and Probation and the Police *'to have due regard in the exercise of their functions to the need to prevent people being drawn into terrorism'*. This includes all forms of terrorism; international, extreme right wing terrorism, Northern Ireland related and animal rights.

7.5 Reducing the risk from people travelling to, and returning from, the conflict in Syria and Iraq has been a major focus of work across the country. Over the course of 2015 / 16, fewer people travelled from the UK to the conflict area than in previous years. The police and other partners across the country have used a wide range of methods to prevent travel to the conflict. More than 150 attempted journeys to the conflict area were disrupted in 2015. This includes action by the family courts, which have increasingly been taking measures to prevent travel. The courts protected approximately 50 children (from around 20 families) from being taken to the conflict area in 2015. Guidance on using the family courts to protect children at risk has been issued to local authorities, the judiciary, and the police to support this innovative measure.

7.6 During 2015 there were several thousand referrals to Channel across the country; around 15% of these were linked to far right extremism, and around 70% linked to Islamist-related extremism. Following careful assessment by experts, several hundred people were provided with support. Success in Channel is when, following the assessment and a programme of support if necessary, there are no remaining concerns that the individual will be drawn into terrorism.

7.7 Work is being coordinated through the Prevent Coordinator in Manchester and leads from key services across Children and Families and via Safeguarding Boards to strengthen our multi agency safeguarding arrangements. Alongside this, wider work on Prevent is overseen by the Community Safety Partnership and coordinated through a multi agency Prevent Steering Group chaired by the Director of Neighbourhoods. A refreshed workforce development programme aimed at building awareness and confidence in identifying, referring and managing Channel / Prevent related issues and cases is being rolled out.

We have strengthened the approach for recording and monitoring Channel related referrals through the MASH (Multi Agency Safeguarding Hub). Manchester will also be part of a Greater Manchester Channel Peer Review being supported through the Greater Manchester Police and Crime Steering Group and the Greater Manchester Police and Crime Commissioner's Office.



## **8 Summary**

8.1 Complex safeguarding covers a number of vulnerabilities and is strongly linked with the prevention, and prosecution of crime. Good information sharing, an integrated approach along with an ability to form trust and to establish a good relationship with children and young people underpins successful prevention approaches to reduce the risk of harm. This report highlights the emerging picture in Manchester and demonstrates how a collective response across boundaries, borders and agencies is required to improve the protection of and safeguarding of children at risk of complex safeguarding.