

Draft strategy proposal for safeguarding adolescents in Havering

Executive Summary

1. This paper makes the case for a new partnership strategy for safeguarding adolescents in Havering to be overseen by a proposed subgroup of the Havering Safeguarding Children Board.
2. National and regional trends include changes to government guidance and the development of new safeguarding arrangements to respond to the risks posed to adolescents outside of the family and home. These trends lead to the application of critical thinking about the underpinning premises of both the child protection and criminal justice systems. Emerging practice understands adolescent development as distinct from family-oriented support or adult-oriented enforcement models.
3. There are good arrangements in place in Havering for children missing from education, home and care, for child sexual exploitation and for serious group violence; however, in this context, there are gaps in safeguarding arrangements for adolescents who are at risk from criminal exploitation and for the prevention of future harm and abuse. The paper proposes a strategy that is based in improving data analysis around key issues to better understand the emerging risk profile for adolescents in Havering and to develop a system that includes targeted prevention and place-based interventions.
4. The scope of the proposed strategy includes all the partners who work to safeguard adolescents and extends beyond high risk and statutory services to include voluntary and community sector, universal services and local businesses. Adolescent risk includes places outside of home and in the virtual realm, and so the strategy will need to attend to a range of spaces including adolescent use of digital technology and social media.
5. Values, aims and principles proposed are based in recent research into adolescent development including trauma-informed approaches. The paper proposes that effective adolescent safeguarding does not fit young people into the categories of victim and perpetrator; professionals will be required to use judgement to determine the balance of support and enforcement needed and recognises that adolescents who do harm may have experienced harm and trauma in their own lives.
6. Six strategic priorities proposed are: prediction, leadership, prevention, intervention, disruption, and workforce development. These priorities will involve all partners in driving forward culture change in organisations and improvements to practice for work with adolescents exposed to different levels of risk. Involving adolescents and Havering communities in the co-design of the programme of work will be essential to effective engagement and delivery of the strategy.
7. Strategic outcomes are outlined for the proposed programme that will support the HSCB to measure improvement across the six priorities. These outcomes are focused on the culture changes required within organisations and across the partnership to improve practice in addressing adolescent risk. A preliminary list of actions is set out that will support delivery of the strategic outcomes, and the paper recommends that a phase of stakeholder engagement in the early months of 2019 will support the partnership to develop a detailed two-year action plan.
8. The HSCB is asked to approve the proposal and the implementation of the Safeguarding Adolescents subgroup to oversee the development of the programme of work and provide expert challenge and rigorous monitoring of action plan.

Introduction

9. This paper proposes a partnership strategy in Havering for safeguarding adolescents. The paper makes the case – referring to national and local factors - that an integrated approach is required to tackle serious emerging issues concerning adolescent risk, including criminal exploitation, county lines, and modern slavery. The proposed strategy encompasses a data-led and systemic approach to prediction, prevention, intervention and disruption to reduce risk so that adolescents in Havering can lead happy, healthy lives.

National context and the drivers for change

10. Nationally, there is recognition for the need for new strategy, policy and guidance for safeguarding adolescents and that the systems for child protection and youth justice do not work effectively enough for adolescents. Safeguarding services have typically been designed around younger children and their families, and not with due consideration to the needs of adolescents who experience risks outside of the family and home contexts. Criminal justice has tended to apply adult concepts of crime and enforcement to adolescent situations without a full understanding of the circumstances of adolescent lives.
11. In 2018, the government has published an updated version of Working Together to Safeguard Children, which includes explicit attention to “contextual safeguarding” and to adolescents who are “vulnerable to abuse or exploitation outside their families” (DFE, 2018)ⁱ. The new guidance outlines the demand to address contextual factors:

Assessments of children in such cases should consider whether wider environmental factors are present in a child’s life and are a threat to their safety and/or welfare. Children who may be alleged perpetrators should also be assessed to understand the impact of contextual issues on their safety and welfare. Interventions should focus on addressing these wider environmental factors, which are likely to be a threat to the safety and welfare of a number of different children who may or may not be known to local authority children’s social care. Assessments of children in such cases should consider the individual needs and vulnerabilities of each child. (Ibid)
12. The risks arising from situations outside the family interact with a wide range of needs such as social exclusion, poor physical and emotional health, barriers to learning and SEND. The growing sense that the present systems of protection and enforcement are not effective in meeting the diverse needs of and reducing risks to adolescents, is accompanied by an increase in understanding about adolescent development (Hanson and Holmes, 2014).ⁱⁱ
13. Adolescence is a complicated phase of development for both the adolescent and for parents/carers and it’s vital that families, communities and professionals alike understand the risks that adolescents are exposed to. The approaches we adopt in work with adolescents must deal with both support and enforcement methods in balance, as different combinations of these elements are required at different times to reduce risk and improve outcomes.
14. Emerging approaches to safeguarding adolescents recognise that traditional systems focus on risks within the family and this can mean that *professionals miss risks external to the family*, underestimate the pull factors for adolescents, and have unrealistic expectations of care givers to be able to provide protection from these risks. Youth justice and policing systems have traditionally applied adult-based principles to adolescents who commit crime and can over-emphasise enforcement methods that do not take account of the constrained circumstances of adolescents who sometimes believe they have no other choices.
15. These emerging issues ask that critical thinking is applied to frameworks that underpin our work with adolescents. An understanding of adolescent development and the distinctive risks that adolescents face must be consistently applied across policy and practice so that we can:

- a. Understand the contexts of adolescent lives, so that resources are used in the right places and services are designed and delivered in ways that respond to the risks that exist within peer groups, social networks and other contexts as well as within families;
- b. Maximise opportunities for integrated working methods that deliver effective prediction, prevention, intervention and disruption;
- c. Avoid harmful assumptions about adolescent choices: do not minimise the significance of adolescent perspective, recognise the nature of 'constrained choices' and do not perceive risk in adolescent life as adult 'lifestyle' choices;
- d. Recognise, assess and respond to the challenges involved in reducing adolescent risk and breaking harmful cycles of behaviour (Ibid, adapted).

Havering context

- 16. Havering is committed to improving the life chances of all the children in the borough. However the local partnership – in line with the national response outlined above - has identified risks to adolescents as causes for concern that require collective strategy and action. Havering Safeguarding Children Board's (HSCB) response to safeguarding adolescents is informed by its understanding of issues such as gangs and youth violence with a specific focus on highlighting changes and emerging themes.
- 17. Significant progress has been made by the HSCB and partners in safeguarding children and adolescents. Good arrangements are in place to respond to: children who are missing from home, school or care (Children Missing); children who are at risk of or who are being sexually exploited (CSE); and children who come to the attention of the criminal justice system, via the Youth Offending Service (YOS). The CSE, Serious Group Violence and Missing panels are well understood by the partnership and functioning well to respond to these issues.
- 18. These arrangements have been developed in parallel to growing understanding of the emerging issues facing adolescents across the region and nation, established through focused problem profiles, national and local learning and intelligence pictures involving vulnerable adolescents.
- 19. However, the safeguarding arrangements in Havering do not yet take full account of the nature of emerging risks to the criminal exploitation of children including involvement in county linesⁱⁱⁱ and modern slavery. Current arrangements are not able to assess – through analysis of live data – the full picture of risks associated with criminal exploitation of adolescents. Current data on the complex of vulnerability factors including child in need, child protection and looked after children data is not matched with other risk factors such as persistent absence and exclusions from school, among others.
- 20. In order to understand the risks that adolescents are exposed to outside of the family and home, data analysis must reach a point where there is a commentary on the proportion of children who go missing, who are in care, or at the edge of care, and who are in contact with the criminal justice system who are - or may in the future be - at risk of exploitation. Such a commentary will provide one element in the development of predictive and preventative responses to serious risk and criminal activity.

Proposed purpose and scope

- 21. The strategy's primary purpose will be to address the risks faced by vulnerable adolescents through effective leadership, multi-agency partnership working, and an integrated prevention and intervention offer in response to emerging risks. The HSCB will ensure the effective

coordination of partnership activity and oversee developments in respect of the difference that they are making to the lives of adolescents.

22. The strategy's overall scope will be focussed on safeguarding adolescents from abuse and exploitation. To do this effectively, a range of other vulnerabilities need to be better understood and interventions need to adapt, including stronger prediction and prevention, with partners, peers, families and communities being better involved in the design of how to understand and respond to these issues.
23. The strategy will seek to understand the complexities of adolescent lives and to recognise that the risks of abuse and exploitation can be exacerbated by a range of vulnerabilities with the impact of suffering harm that leads to life-long consequences unless effectively addressed.
24. Practice increasingly suggests that our response should not separate out adolescent risks and vulnerabilities. In this sense, it is proposed that the HSCB develop integrated arrangements that actively consider and effectively respond to complexity. Risk factors proposed for scope include (but are not limited to):
 - a. Child Sexual Exploitation (including Harmful Sexual Behaviours)
 - b. Children missing from home, care and education
 - c. Children and adolescents exposed to risk through gang involvement, county lines, trafficking and serious youth violence.
 - d. Domestic Violence and Abuse (DVA)
 - e. Violence Against Women & Girls (VAWG)
 - f. Adolescent Neglect
 - g. Self-harm and Suicide
 - h. Substance Misuse
 - i. Radicalisation
 - j. Special Educational Needs and Disabilities (SEND)
25. As adolescents develop, their experiences of exploitation and abuse are often associated with public spaces in which they spend their time. As such, a critical focus of this strategy will be on how adolescents are better protected and supported by a wider range of individuals and bodies in a wider variety of contexts. Public spaces also include the virtual world and the strategy must maintain attention to how adolescents access technology and use social media.

Proposed values, aims, and principles

26. The strategy will draw on evidence about effective practice from contemporary research and apply it to the future safeguarding system in Havering. The following values, aims, principles and priorities suggest parameters to develop an understanding of the complexities of adolescent vulnerabilities, and to create an effective multi-agency response. It proposes a foundation upon which a Havering contextual safeguarding framework can be developed, and outlines methods to strengthen prediction, prevention, intervention and disruption with vulnerable adolescents.

Proposed values

27. In order to embed a culture of understanding about the nature of safeguarding adolescents, we propose that the new strategy build on the existing Havering vision for children and families, and be based on the following values:

- a. Recognise first that adolescents are children, not adults;
- b. Understand that the development and support needs of adolescents are distinct from those of under 10s or adults;
- c. Understand the distinct needs of adolescents with SEND;
- d. Value the range of experiences of the adolescent population of Havering and respond to the needs of adolescents of all genders, ethnicities, sexual identities and beliefs;
- e. Understand the diverse and changing influences in adolescent lives;
- f. Maintain a focus on the risks that adolescents are exposed to in contexts outside of the family and the home;
- g. Consider the positive and negative impact of risks adolescents take in exploring their growing independence;
- h. Recognise constrained choices that adolescents may feel powerless to avoid;
- i. Maintain a balance between support and enforcement proportionate to an understanding of adolescent development and circumstances.

Proposed aims

28. In order to build this vision and work in relation to these values, the following aims are proposed to achieve a systemic and relationship-based approach to safeguarding adolescents:

- a. Explore the multi-faceted issues of adolescent development and safeguarding, and respond to these issues in a comprehensive way;
- b. Respond to peer networks, pull factors, and the influence of individuals and groups that cause harm to adolescents and can lead them to make choices that increase the risks that they are exposed to;
- c. Act to reduce the particular gender and race biases and stereotypes reinforced by some traditional approaches to harmful sexual behaviour, child criminal and sexual exploitation and serious group violence;
- d. Respond to the needs of adolescents with SEND who may be at higher risk of abuse;
- e. Respond to the risk factors that can have negative impact on outcomes including substance use, social media, and mental health issues;
- f. Develop a consistent and flexible practice framework – in the context of an integrated working approach – and a workforce development plan that creates a culture shift in the way that we deliver services that improve outcomes for adolescents;
- g. Support all professionals – across thresholds and disciplines – to be brave and innovative, to hold and manage risk, and to eliminate all language that blames and stigmatises adolescents.

Proposed principles

29. The Association of Directors of Children's Services (ADCS) and Research in Practice (RiP) have investigated the evidence on adolescent risk and development. They argue that there is a wealth of knowledge within agencies, adolescents and their families, which must be galvanised and used to improve risk prevention and protection (Hanson and Holmes, 2014). ADCS/RiP propose 7 principles and this present practice guide seeks to follow each of them:

- a. ***Work with adolescent development*** – perception, autonomy, aspiration, and skills

- b. **Work with adolescents as assets and resources** e.g. draw on strengths to build confidence and resilience
- c. **Promote supportive relationships between adolescents and their family and peers**
- d. **Prioritise supportive relationships between adolescents and key practitioner(s) through service design**
- e. **Take a holistic approach both to adolescents and the risks they face** – e.g. avoid labelling adolescents according to risks they face
- f. **Ensure services are accessible and advertised** – respond to adolescent autonomy, advertise the benefits and provide outreach
- g. **Equip and support the workforce**

Proposed strategic priorities

30. Work is already underway to scope a programme that responds to the galvanising challenges set out above. The partnership in Havering understands the need to place this programme in the context of wider strategies and plans that influence the safety and wellbeing of children and adolescents. It is essential that adolescent risk and vulnerability form part of the wider conversation and scrutiny at existing strategic forums, so that all agencies are working together to understand and respond to the emerging issues and the connections between them.
31. A strategic programme must aim at transformation of thinking and practice and demands commitment to ongoing dialogue and coproduction with residents and with groups representing local communities in Havering. Strategic priorities must be informed by both an understanding of local issues and an analysis of the data, which will provide the focus for improving safeguarding arrangements and creating an integrated response to vulnerable adolescents.
32. The following strategic priorities are proposed for the partnership to consider:
 - a. **Prediction:** develop analysis of key data sets to support effective prediction, prevention, intervention and disruption that respond to adolescent risk factors;
 - b. **Leadership:** set out the terms of reference for a safeguarding adolescents strategy group – a subgroup of the Havering Safeguarding Children Board - to provide oversight and challenge for the development of the strategy and programme;
 - c. **Prevention:** conduct appreciative enquiry and gap analysis of current policy and practice in work with adolescents across the professional partnership including application of systemic, relationship-based, restorative and strength-based practices to prevent harm and exploitation of adolescents;
 - d. **Intervention:** scope the design of multi-disciplinary offer and integrated working methods that respond to the changing needs and risks of adolescents;
 - e. **Disruption:** build on available disruptive techniques to develop outreach and place-based interventions that reduce future adolescent involvement in violence and crime;
 - f. **Communication and workforce development:** create a communication and workforce development plan that meets the training needs of professionals across the partnership who are working with adolescents at risk.

Prediction

33. All professionals and volunteers working in the Havering along with adolescents, families, communities, businesses need to know about the problems facing adolescents in the context of risks of abuse and exploitation. This understanding encompasses the signs and symptoms of exploitation and the factors that enhance risk to adolescents. Everyone must know what to do if they are worried about an adolescent. Leaders and managers must understand the intelligence and use this to target prevention, intervention and disruption that make adolescents safer.
34. A strategic approach to prediction will:
- a. Coordinate analytical support across a range of agencies to identify themes, patterns and trends relating to adolescent vulnerability. Stronger intelligence gathering on individuals, peer groups and locational hotspots engages a tactical response from the partnership to make adolescents safer;
 - b. Engage the broader community to create public confidence in the actions of agencies and encourage communities to be vocal about exploitation and abuse;
 - c. Engage adolescents, families and communities to understand their perceptions and to gather relevant intelligence. All participate in being part of the solution;
 - d. Give professionals proportionate knowledge of the profile of adolescent vulnerability in Havering. This includes the contextual factors that exacerbate risk and the consequential vulnerabilities arising from exploitation, including the impact of these vulnerabilities on future emotional and mental health, and life chances;
 - e. Support professionals, families, businesses to identify adolescent vulnerability, know who to contact, and know what will be done in response;
 - f. Identify cohorts of adolescents who don't meet thresholds for current interventions under Social Care statutory services or youth justice systems and develop a targeted prevention response that reduces vulnerability to abuse, exploitation and crime;
 - g. Support professionals to recognise the impact of diversity and identity on adolescent vulnerabilities and how biases can lead to low identification of some issues (e.g. young males who are sexually exploited);
 - h. Support professionals to recognise the impact of discrimination and disadvantage (including child poverty) and how these can create conditions for enhanced vulnerability;
 - i. Build professional confidence in how and when to share information. Communication at operational and strategic levels is frequent and effective, with intelligence shared beyond LA areas.

Leadership

35. Strong leadership is needed to successfully tackle the range of risks facing adolescents. Political leaders and senior leaders across the partnership of agencies, the local community and business have a collective responsibility to set the culture within which abuse and exploitation are not tolerated. Leadership that creates a culture of professional curiosity, challenge and appropriate escalation of concerns is fundamental. Strong leadership will ensure that this approach is embedded into the professional and community response to child abuse and exploitation.
36. Supporting this priority, vulnerable adolescents will remain a key strategic focus in the HSCB business plan and to the objectives of the HSCB; coordinating what is done by partners and scrutinising the effectiveness of operations.

37. A partnership subgroup of the HSCB is proposed to ensure ongoing connectivity across policy and practice in safeguarding adolescents. The HSCB will ensure that the strategy is driven forward by the subgroup and remains responsive to any work arising from the London Safeguarding Adolescents Steering Group (LSASG). Via the leadership of the subgroup:
- a. The safety and wellbeing of vulnerable adolescents at risk of exploitation will continue to be prioritised across all relevant organisations and community settings and this is evidenced in strategic planning.
 - b. The culture of organisations will be set by senior leaders who will prioritise active engagement with adolescents to gain and maintain their trust. Adolescents will be confident that their concerns are taken seriously, and that help will be provided when needed to respond to risk. This culture will help drive a stronger response by peer groups in helping protect their friends and associates.
 - c. Partnership activity in Havering will engage a broader range of organisations and individuals in the protection of vulnerable adolescents in extra-familial settings (i.e. schools, neighbourhoods, public, transport hubs, community centres or in areas where adolescents congregate). Leaders will fully commit to engaging their staff in this priority.
 - d. The new subgroup will hold partners to account for implementation of an action plan that will be based on the priorities set out in this strategy and that will be informed by ongoing participation of adolescents and their families. The subgroup will hold partners to account for delivering actions that are directly linked to improving outcomes for adolescents in Havering.

Prevention

38. A committed focus on an integrated approach to early intervention will be needed to prevent vulnerability from escalating to more serious forms of harm. In the context of exploitation, this priority relates to the effective identification and mitigation of risk by multi-agency working both before an adolescent reaches adolescence and when they are in the adolescent stage.
39. Strong early help systems, robust responses to domestic violence and the effective identification and tackling of neglect are key, and some of these are already in place across Havering. Equally applicable is the work undertaken directly with children and adolescents, educating and empowering them to support friends, build resilience to exploitation and better understand the risks that they might face, including in online spaces.
- a. Partners across sectors and disciplines will understand the needs and risks particular to the phase of adolescent development and in contexts outside the home, and will share information where they believe that this will contribute to safeguarding adolescents from exploitation and abuse.
 - b. Appreciative enquiry and mapping of existing good practice in prevention will be carried out across universal, community, early intervention and statutory services including the application of strength-based and restorative approaches to work with adolescents.
 - c. Adolescents who are particularly vulnerable to exploitation (i.e. looked after children, missing children, children known to the Youth Justice system, etc) are identified early and supported by their families/carers, professionals, and their community to prevent and build resilience against exploitation.
 - d. Professionals engaged in providing universal and targeted services to adolescents, through organisations identify vulnerabilities and harmful attitudes and can empower

adolescents to build positive and healthy attitudes towards relationships and friendships, gender identity, and sexuality.

- e. Schools and education settings deliver high quality sex and relationships education and where they strive to take a whole-school approach to gender equality, safeguarding, and preventing exploitation.

Intervention

- 40. Recognising positive work with risk and intervention to date, especially around CSE, Missing and serious violence, the strategy should focus on building on current professional practice – such as systemic therapy or restorative practice - that is known to be effective in the protection of children and adolescents.
- 41. This focus does not detract from the need to consider innovative ways to address adolescent risk and vulnerability but covers the ‘basics’ such as: information being shared appropriately, risks being assessed comprehensively, work remaining focussed on the child or adolescent, escalation being engaged as appropriate and case recording being contemporaneous and accurate.
- 42. In terms of innovation, the focus proposed is on finding effective ways of working with vulnerable adolescents beyond the child protection and criminal justice responses, including:
 - a. The co-design with adolescents, families and professionals of an integrated system and multidisciplinary offer that will respond to adolescent risk and need, with the aim of improving outcomes and maximising life chances for all adolescents in Havering;
 - b. Implementation of contextual safeguarding approaches outside of the family and home that will improve outcomes for vulnerable adolescents;
 - c. Enduring support to children and adolescents who have been abused or exploited, ensuring that what will be offered is appropriate for each individual child or adolescent based on their gender, age, ethnicity, disability, and the nature of the exploitation that they have experienced;
 - d. Adolescents who demonstrate harmful sexual behaviours will be identified and support will be put in place to address their behaviours, including trauma informed approaches to their recovery;
 - e. Havering will develop collective professional expertise through joint learning exercises and strong partnership working for the best implementation of these priorities;
 - f. Quality assurance processes by the HSCB and partners that will provide reassurance that current interventions and innovative practices are equally robust.

Disruption

- 43. A range of disruption techniques are required to build the trust and confidence of victims of crime. Such techniques will move beyond a focus on managing an individual or a group of individuals, to developing place-based interventions through, for example, schools, parks, shopping centres or other spaces where adolescents congregate.
- 44. Through the implementation of such strategies, public confidence will increase; with individuals and communities empowered to report the signs of CSE and other forms of exploitation – knowing that robust and effective action will follow. It also focuses on the targeting and pursuit of offenders that brings them to justice and interventions with adolescents to reduce and manage any risks that they may pose to others.
- 45. Effective disruption also requires that the vulnerabilities of adolescents engaged in the criminal justice system are effectively identified. It recognises that some adolescents do not fit neatly

into the categories of victim / perpetrator and this needs to be better understood when considering the most effective response to their needs and/or actions.

- a. Professionals will identify, assess and mitigate any vulnerabilities that might reduce the chances of adolescents exiting gang culture or involvement in youth crime and violence;
- b. Robust policing responses to perpetrators will be in place: agreeing and monitoring investigation plans to run alongside support plans developed in response to a child criminal and/or sexual exploitation referral;
- c. All agencies effectively will share information about needs, risks and responses, and will routinely utilise intelligence-led disruption in relation to any local businesses, individuals or groups associated with abuse and exploitation;
- d. Agencies will flexibly apply the full range of disruption tactics available through both criminal and civil routes to protect children, adolescents and adults from harm, including powers available in relation to licensing, health and safety, fraud, housing provision and related legislation;
- e. Where identified, partners will strongly advocate changes in legislation to better protect all residents from harm and to better deter offenders from exploiting adolescents for the purposes of criminal activity;
- f. Robust offender management strategies post-conviction and/or effective intervention strategies will reduce the risk presented by identified abusers.

Communication and workforce development plans

- 46. All professionals in Havering working with adolescents must be equipped with systemic and relationship-based ways of working that respond to the latest research on adolescent development and will improve the response to children aged between 10-18 who experience risk or harm. The strategy should provide opportunities for quality conversations that help us to build professional relationships and contribute to developing a skilled multi-agency workforce that works together to reduce risks and to keep individuals and families safe.
- 47. The details of a workforce development and training plan are proposed for further stakeholder engagement. A curriculum that will apply to the whole partnership is likely to include:
 - a. The needs and risks associated with adolescent lives today;
 - b. Interpreting local, regional and national data pertaining to adolescent safeguarding;
 - c. Attachment theory and adolescent development;
 - d. Trauma-informed approaches to working with adolescents;
 - e. Systemic theories and contextual safeguarding;
 - f. Restorative practice;
 - g. Strength based and solution focus practices;
 - h. Motivational interviewing;
 - i. Tools and approaches for place-based intervention and disruption;
 - j. Vicarious trauma, supervision and reflective practice;
 - k. Evaluation of the impact of prediction, prevention, intervention and disruption on outcomes of adolescents in Havering.

48. Workforce development plans will be supported by evaluation and quality assurance that is focused on the outcomes for adolescents, measured by a set of indicators associated with professional confidence in the innovative approaches.

Proposed strategic outcomes and actions

49. The following strategic outcomes are proposed to measure delivery of priorities set out above:

- a. The HSCB and partnership have a clear understanding of the themes and trends around children who go missing, child sexual and criminal exploitation, and harmful sexual behaviour in Havering from analysis of partnership data;
- b. The HSCB and partnership understand the current level of knowledge of professionals around all issues relating to adolescents and safeguarding and is assured that practitioners feel confident in their knowledge and are implementing this into practice;
- c. Children and young people in Havering receive a consistent response from all agencies. Contextualised safeguarding and trauma informed approach is embedded in all agencies' every day practice;
- d. Best practice policies and procedures are produced that provide a consistent, positive response to adolescents;
- e. Universal lessons to promote resilience and reduce risk-taking behaviour are delivered to Year 4, 5 and 6 students in primary schools in Havering;
- f. A strategic approach is developed that utilises the resources, knowledge and services of the community, voluntary and faith sector in the borough to enable them to provide effective responses to safeguarding adolescents in relation to prevention;
- g. Embed a strategic approach to working with families and communities in safeguarding adolescents across the partnership;
- h. Ensure clear pathways are in place to support children outside mainstream services who are affected by these issues;
- i. Voice of the child is heard and responded to through the embedding of a culture where practitioners effectively capture and record what young people say to practitioners;
- j. A strategic response to recovery is in place which provides specific trauma-informed pathways for recovery services not limited to children and the model of care is extended to cross-generation individuals.

50. The following actions are proposed to form the basis of the action plan:

- a. Review existing panel processes for managing specific risks in adolescents to create more holistic, innovative and child-centred approaches that avoid duplication of work;
- b. Identify how existing resources in both statutory and non-statutory services can be used and developed further to provide the new model;
- c. Analysts to work with identified agencies, including CSE, HSB and CM leads to ensure their data and information is being fed into population profiles and quarterly reports for CSE, HSB and CM in order to:
 - i. provide Adolescents Safeguarding Subgroup with an understanding on themes and trends, including referrals, service provision and response;
 - ii. using narratives and testing thematic hypotheses (e.g. LAC vs children at home)

- iii. work to improve numbers and quality of return home interviews to ensure we are getting it right;
- d. Ensure inclusion of data from:
 - i. police in relation to disruptions and convictions
 - ii. health (including CAMHS and sexual health services)
 - iii. transitions for children in care, SEND, CAHMS and YOS/probation
- e. The Adolescents Safeguarding Subgroup to regularly monitor referral rates from each agency for children where there are concerns about CSE, HSB and CM;
- f. Capture voice of young people to evidence the implementation and embedding of contextualised safeguarding as well as using this feedback to further influence practice;
- g. The work of the Serious Group Violence group adopts the contextual safeguarding approach and thereby complements and strengthens the work to safeguard adolescents through appropriate enforcement and controls to regulate the contextual risks;
- h. Develop channels to provide parents with easy access to signposting to specialist services, agencies and advice ensuring to set out what parents should expect from working with support agencies;
- i. Ensure that pathways are clear and connected for children in receipt of services from Behaviour, Attendance, Children Missing Education (BACME), children in care, and children with disabilities and/or special educational needs;
- j. Delivery of whole school approach to adolescent resilience in secondary schools. This includes CSE, HSB, CM, challenge to normalisation of sexist language and behaviour etc. within a contextual safeguarding and trauma informed approach, including responding to early signs work. This approach includes targeted work for boys;
- k. A resilience programme to be delivered in primary schools. This may include topics such as decision-making, risk taking behaviours, assertiveness, resisting peer pressure, healthy relationships and the harmful effects of substance and tobacco use;
- l. Map and document the wellbeing and resilience offer in the borough:
 - i. Raise awareness in the voluntary sector of pathways to statutory service;
 - ii. Identify funding streams to support the work of the voluntary sector;
 - iii. Strengthen agencies' response to early signs of risk and need;
- m. Complete design and commissioning of Community Mentoring Programme that is aimed to be delivered to young people with moderate levels of relational difficulties.
- n. Produce practice guidance that assists practitioners with supporting young people in a way that contextualises and manages risks effectively.
- o. Develop an awareness raising programme to ensure that the practice guidance for contextualised safeguarding approach is embedded in all agencies' practice
- p. Set up a task and finish group to develop recovery pathways that identifies levels of need and appropriate suitable recovery models
- q. Monitor and evidence impact of changes to practice through quality assurance and case audit processes
- r. Monitor and evidence impact of changes to practice through

- i. reporting updates from Safeguarding Adolescents Leads in each agency as well as positive case studies (this will also evidence user voice)
- ii. survey conducted across the partnership that measures level of knowledge around CSE, HSB and CM.

Proposed timeline

51. A provisional timeline is proposed for developing a programme and offer that will respond to the challenges set out above:

- a. Dec 18 – Feb 19: stakeholder engagement and co-design events that develop the local vision for Havering’s innovative approaches to prediction, prevention and intervention
- b. Feb 19 – May 19: a transition period to transform the current offer
- c. May 19 – Sep 19: engaging the professional partnership to develop our prevention offer
- d. Sep 19: the launch of a new integrated offer and development programme
- e. Sep 19 – Aug 20: a parallel study and evaluation of the innovation

i

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/729914/Working_Together_to_Safeguard_Children-2018.pdf

ii <file:///C:/Users/CMichel/Downloads/evidence-scope-that-difficult-age-summary-and-key-points.pdf>

iii A definition of County Lines: a group (not necessarily affiliated as a gang) establishes a network often between an urban hub and county location, into which drugs (primarily heroin and crack cocaine) are supplied. A mobile phone line is established in the market, to which orders are placed by introduced customers. The line will commonly (but not exclusively) be controlled by a third party, remote from the market.

The group involved in County Lines exploits young or vulnerable persons, to achieve the storage and/or supply of drugs, movement of cash proceeds and to secure the use of dwellings (commonly referred to as cuckooing). The group or individuals exploited by them regularly travel within and between the urban hub and the county market, to replenish stock and deliver cash. The group is inclined to use intimidation, violence and weapons, including knives, corrosives and firearms. (National crime agency, 2017)

N.B For the purposes of this practice guide, ‘County lines’ will be referred to as Child Criminal Exploitation (CCE) when discussing children who have been groomed into this activity. We are clear that County Lines is a form of exploitation and trafficking that can happen in any local authority area (is not restricted to the either rural or urban locations) and as such, children who have been groomed into this will not be treated as perpetrators of this crime.