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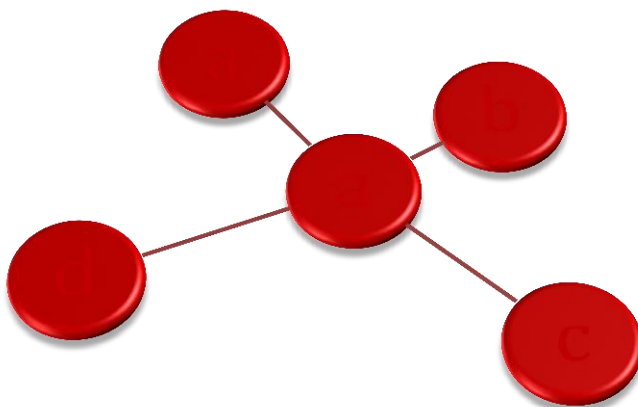VIOLENCE AND TRAFFICKING

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CSEFA HUB AND SPOKE EVALUATION

YEAR TWO PROGRESS REPORT AND INTERIM FINDINGS

2014-15

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SUMMARY

This report details findings from the second year of a four-year evaluation of the 'Hub and Spoke' initiative, being undertaken by the University of Bedfordshire. Funded by the Child Sexual Exploitation Funders' Alliance (CSEFA), this initiative aims to improve services in relation to child sexual exploitation (CSE). It utilises the expertise, resources and infrastructure of an established voluntary sector CSE service (the 'Hub') by locating experienced CSE workers (known as 'Spoke workers') into new service delivery areas. The evaluation assesses the extent to which the Hub and Spoke model triggers cultural and systemic change in the way that services engaging with young people respond to CSE. Specifically it considers the impact of the Hub and Spoke model on:

a) Safeguarding young people from sexual exploitation through service delivery
b) Supporting and equipping specialist CSE workers to work effectively in host agencies
c) Promoting stable CSE policy frameworks in new areas by raising awareness, developing procedures and improving how local policy makers respond to CSE.

Each Hub and Spoke service has between two and five Spoke workers, usually located in neighbouring geographical or local authority areas, but in some areas they are located in pairs or as part of a broader specialist team. They are located in a variety of settings (e.g. with the police, in children's services or a multi-agency team), undertaking a combination of casework, consultancy, and training with local practitioners. To date eight services have been funded, and this report details the progress of these services. Over the course of the three year programme, 16 Hub and Spoke services will have been established. This is an interim report, aimed at the funders, the services currently being funded, and those due to come on stream in the next few months, in order to share learning about the successes and challenges in setting up these new CSE services.

In Year Two the evaluators have undertaken fieldwork visits with eight Hub and Spoke services, and have interviewed 97 participants and collected data about the numbers of young people and practitioners worked with. This report summarises some of the key emerging findings in relation to the aims of services, the recruitment and support of Spoke workers, methods and techniques used in Hub and Spoke projects, experiences of and impact on local CSE policy development, and outcomes of Hub and Spoke services for young people. A particular focus is on young people's participation in CSE services, and identifying the different models and techniques used by services to support this.

In the next stage of the evaluation (October 2015 to September 2016) the evaluators will continue the research with existing services, and will undertake fieldwork with the new eight services. As a result of evaluation activity so far we have identified the following key outcome indicators which will frame our data collection and analysis as we move into the next stage of the evaluation:

Outcome 1: Services secure a source of sustainable funding for the continuation of Spoke services
Outcome 2: Spokes become successfully embedded into existing services / CSE service landscape
Outcome 3: Spoke workers retain a distinctive identity and role focussed on CSE
Outcome 4: The geographical reach of specialist CSE services is extended
Outcome 5: Skill levels in partner agencies regarding identifying and responding to CSE are improved.
Outcome 6: Outcomes improve for young people supported by Spoke services.

The final report on the evaluation will be available in 2017, and will be widely disseminated

SECTION 1: INTRODUCTION

1.1 The aims of this report

This report is for the Child Sexual Exploitation Funders' Alliance (CSEFA) and for the specialist child sexual exploitation (CSE) services participating in the programme of service development, known as the 'Hub and Spoke' initiative.

This is a phased funding programme which aims to develop a total of 16 CSE services over a three year period, with each service being funded for three years. To date, three services have been funded in Phase One in 2013-14, five services in Phase Two in 2014-15 and a further eight services are planned for the final phase in 2015-16.

The overall aim of this evaluation is to provide knowledge about the potential of the 'Hub and Spoke' model of service development to trigger cultural and systemic change in the way that services supporting children and young people respond to child sexual exploitation.

This programme is rolling out over a period of three years (2013-2016). This report presents findings from the evaluation of Year Two (2014-15) of that development in order that the learning can be used by participating services to inform the next phase. Its aims are to:

1. Provide a progress report on the Hub and Spoke development (2014 -15), including data collected from the ongoing operation of the three Phase One services established in 2013 (reported on in the *End of Phase One report October 2014*) and the establishment of a further five Hub and Spoke sites in Phase Two, since September 2014 (see section 2.1).
2. To describe Hub and Spoke service outputs and activities and provide some early indication of their impact in improving outcomes for young people affected by child sexual exploitation.
3. To provide a thematic review of the key themes emerging from the evaluation, with regard to the variety of contexts and circumstances in which this approach to service development might successfully be applied.
4. To provide a summary of key lessons learned and point to issues that have relevance to a wider, external audience for the final report due in 2017.

1.2 The research team

'The International Centre: Researching child sexual exploitation, violence and trafficking' is based at the University of Bedfordshire. Professor Jenny Pearce is joint Director of the Centre at the University, which was awarded the Queen's Anniversary Prize in 2013 for its applied research on CSE. As the UK's leading centre of research into child sexual exploitation, staff have extensive experience of producing research with young people who are often marginalised from mainstream services through their experiences or vulnerabilities. The Centre has been commissioned to deliver this evaluation over a period of four years and this is being undertaken by a team of experienced evaluators under the management of Principal Investigator Dr Julie Harris (see appendix one for details of the team). The team has expertise in child sexual exploitation, realist research methodology (see 1.4 below) and child participation.

1.3 Aims and objectives of the evaluation

The evaluation is following the progress of 16 Hub and Spoke services as they establish over the three years. The research team is not replicating existing arrangements for evaluating the effectiveness of interventions in improving outcomes for young people. Rather, the evaluation is focussed on the development of the Hub and Spoke approach and the changes that come about at local level through its implementation. It is therefore considering the impact of the model on:

   i.   Safeguarding young people from sexual exploitation through service delivery
  ii.   Supporting and equipping Spoke workers (see 1.5 below) to work effectively in host agencies
 iii.   Promoting stable CSE policy frameworks in new areas by raising awareness, developing procedures and advancing cultures of support from policy makers responsible for CSE.

Specifically the evaluation seeks to determine how successfully the Hub and Spoke model is applied in new areas by asking the following questions:

1. What is the impact of this model on increasing the awareness, identification and response to CSE amongst key agencies working with children and young people?
2. How effective is the Hub and Spoke model in promoting effective CSE policy frameworks and the development of effective procedures and protocols that support cross agency responses?
3. What local conditions and arrangements best determine and support the development of sustainable and effective Spoke services?
4. How well do Hub services support Spoke staff who are working within host agencies and over geographical distances?
5. What success do Hub and Spoke services have in engaging with and supporting young people at risk of, or affected by, CSE in new areas?

1.4 Using a 'realist' approach to evaluation

The evaluation is adopting a realist approach. Realist evaluation (so called because it is has emerged from the school of scientific realism) is not just interested in *whether* programmes or interventions work, but in *how* or *why* they might do so (Pawson and Tilley, 1997[1]). It takes a theory-driven approach to evaluation rather than concentrating on particular types of evidence or focussing on 'before' and 'after' type data. It starts from the principle that interventions in themselves do not 'work' or 'not work' – rather it is the people involved in them and the skills, attitudes, knowledge and approach they bring that determine the outcomes generated. For this reason a variety of existing conditions or contextual factors might influence how people respond to and put a new programme into practice. In the case of the Hub and Spoke programme these might include: the public policy context; the local geographic or demographic features of an area; the historical development of services and how they work together; current commissioning practices and funding arrangements; management structures and resources; employment conditions for staff; working practices and culture; as well as the ways in which services are able to engage and interact with those young people they are trying to support.

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[1] Pawson, R and Tilley, N (1997) *Realistic Evaluation.* London: Sage.

At the beginning of this evaluation we undertook a review of the literature to tell us what is currently known about the effectiveness of Hub and Spoke models in other areas such as health, education and family support services (see above 1.1). These findings, together with our existing knowledge of CSE services, helped us to develop some early ideas or theories about what to look for in the evaluation.

Methods

As part of our evaluation design we visit each of the Hub and Spoke sites twice. During the first visit we talk to Hub and Spoke staff along with key stakeholders in their service (such as the Local Safeguarding Children Board (LSCB), police, children's services and other voluntary organisations) about the current local context, their strategy and plans, the challenges they might encounter and the opportunities the Hub and Spoke provides. This helps us to develop some preliminary theories about what might work best in their local area. We then ask services to collect relevant data about their activities, outputs and the outcomes they are achieving. The follow-up visit takes place 10-12 months later and enables us to evaluate how successful development has been and identify the key factors that have facilitated or presented barriers to that success. Through this process we either confirm or refine our earlier theories so that learning about what works, in different contexts, and why, can be shared with other Hub and Spoke services.
By using mixed methods and combining data from many different sources (i.e. quantitative data that tells us about the size of the changes brought about, with qualitative data that tell us about the nature of those changes) we ensure that we are achieving a comprehensive picture of what is being achieved. The process of developing theories about what works, testing them through collecting different sources of data, and then refining them according to our findings is known as the realist cycle of evaluation. The research design and methods have been approved through the appropriate ethical governance procedures.

The design of the Hub and Spoke programme, involving a phased introduction of 16 individual Hub and Spoke developments across England, lends itself very well to this type of evaluation, as we are able to test our theories about what works in a variety of different geographical and demographic contexts. In the final evaluation report we will present refined theories about how the triggers (known as *mechanisms)* for change that the programme is trying to achieve are fired in certain *contexts* and what *outcomes* these produce*.* Importantly, realist evaluation looks for desired and non-desired outcomes through this *context, mechanism and outcomes* (CMO) analysis. Ultimately, this will enable us to present clear messages about the local conditions that are most conducive to a Hub and Spoke approach to funding and developing specialist services for young people affected by child sexual exploitation.

In section 3.1 below we introduce our findings section with a short section that describes how our contextual analysis of the qualitative data gathered in this stage of the research (2014-15) has therefore been framed.

1.5 Background to the CSEFA Strategy

The Child Sexual Exploitation Funders' Alliance (CSEFA) was created in 2013 in order to coordinate a three-year funding programme for voluntary sector specialist CSE services, extending the coverage of such provision within England. A key aim was to help bring about significant change in the ways in which CSE is responded to by relevant services as a child protection issue.
CSEFA adopted a particular model for utilising the expertise, resources and infrastructure of an established voluntary sector CSE service (known as a 'hub') in order to extend that service by locating new project workers (known as 'spokes') into new service delivery areas.

The 'Hub and Spoke' model was based on the experience of the SECOS (Sexual Exploitation of Children on the Streets) project run by Barnardo's in Middlesbrough, which had extended its reach into neighbouring Local Safeguarding Children Board (LSCB) areas using this approach.

The funding programme sits within a broader strategy developed by CSEFA in consultation with Professor Jenny Pearce, colleagues from the International Centre at the University of Bedfordshire, and representatives of the wider CSE network in partnership with CSEFA. This comprises three key programmes of work which are inter-dependent and being developed concurrently:

- The development of a Hub and Spoke model of specialist service provision
- The promotion of the meaningful involvement of children and young people in decision making and the development of good practice in CSE practice intervention
- The creation of a Knowledge Hub on CSE to pool and share knowledge about CSE and the evidence base for good practice.

CSEFA has been keen to ensure that services learn from each other as the programme of development unfolds. The location of new services in multiple LSCBs also provides an opportunity to understand how the establishment of specialist CSE responses might need to vary according to a range of factors influencing development at a local level. CSEFA has therefore commissioned this evaluation, in order to maximise the knowledge that might be consolidated through this programme about what approach works best and in which circumstances. This is the third publication produced as part of the evaluation in order to inform the Hub and Spoke development. Preceding this is:

- A literature review of Hub and Spoke models of service development and delivery undertaken in 2014. This explored the application of this approach in related areas of service delivery.
- A progress report was produced by the evaluation team at the end of Phase One, in September 2014.[2]

1.6 A changing national context: policy and strategy relating to child sexual exploitation

Inquiries into CSE: Rotherham and beyond

There have been significant shifts in the national and political profile of CSE since the CSEFA strategy was launched in 2013. A series of high profile criminal trials had already taken place in Rotherham, Derby, Rochdale and Telford, but the publication of multiple reports into safeguarding failures in Rotherham received widespread media coverage and heightened awareness even further (Casey, 2015; Jay, 2014; CLG Committee, 2014). These reports echoed the findings of an earlier inquiry into CSE in Rochdale (Klonowski, 2013) and have been followed by an inquiry in Greater Manchester (Coffey, 2014) and a serious case review identifying lessons learned from Operation Bullfinch in Oxford (Bedford, 2015). Alongside these localised reports the last three years have also seen the publication of the following:

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[2] These reports are available from Julie.harris@beds.ac.uk

- a Home Affairs Select Committee inquiry into CSE and localised grooming (Home Affairs Committee, 2013)
- the Office of the Children's Commissioner Inquiry into CSE in gangs and groups, which estimated that in the final year of the Inquiry at least 16,500 children in England were at risk of being sexually exploited (Berelowitz et al, 2013)
- research reports on CSE and sexual violence in gang affected neighbourhoods and about young people's understanding of consent within the OCC inquiry (Beckett et al, 2013)
- a thematic inspection of eight local authorities and their partners around CSE (Ofsted, 2014)
- a parliamentary inquiry into the effectiveness of legislation for tackling CSE and trafficking within the UK (Barnardo's, 2014)
- the Department of Health Working Group Report on Child Sexual Exploitation (2014), and
- the launch of the Independent Inquiry into Child Sexual Abuse in July 2015.

Government response

In 2013, the Sexual Violence against Children and Vulnerable People National Group (SVCVP) was formed, drawing together ministers with responsibility for CSE, violence against women and girls, gang and youth violence, and child protection. The group published a progress report and updated action plan (HM Government, 2015a), which detailed work to date including a project identifying multi-agency safeguarding models (including MASH, multi-agency safeguarding hubs) and new professional guidance to the police on supporting victims. In the same month the Prime Minister hosted a one-day summit on CSE where he launched 'Tackling Child Sexual Exploitation' (TCSE) (HM Government, 2015b). This action plan repeated many of the commitments in the SVCVP plan, with some additional announcements.

TCSE gave child sexual abuse (CSA) the status of a national threat in the Strategic Policing Requirement, and announced the creation of a new network of regional police coordinators and analysts to identify the CSA threat across force boundaries. It announced a new national 'Centre of Expertise' to identify and share evidence on improving responses to CSA, as well as a national taskforce that can be deployed to support local authorities. TCSE highlighted the need to reform provision of mental health services for victims of CSE and the significance of health professionals working in 'trauma informed ways'. The plan emphasised greater scrutiny from central government including: central data gathering on CSA prevalence, multi-agency inspections, external analysis of LSCB annual reports, and a series of measures to overcome the 'culture of denial' which so many serious case reviews and inquiries have reported in recent years. At the same time, the government also released its revised guidance 'Working Together to Safeguard Children', alongside 'What to do if you're worried a child is being abused' and additional guidance on information sharing for safeguarding (HM Government, 2015c,d,e) and safeguarding in schools (DfE, 2015).

Elsewhere in government, the Department for Education Innovation Fund has funded seven projects that are developing and evaluating new models of support for those at risk or victims of CSE.

Most recently a Child Protection Taskforce was announced in June 2015, charged with driving improvements in the protection of vulnerable children by: extending and accelerating reforms to the quality of children's social work practice and leadership; promoting innovative models of delivery; and overhauling the way that police, social services and other agencies work together locally.

Implications and reflections

The design of the CSEFA Hub and Spoke project recognises the voluntary sector as leaders, champions and experts in safeguarding children from sexual exploitation. The developments described above have created pressure on police and children's social care to take much greater responsibility for local responses for CSE.

At a national level this is reflected in a shift from the CSE agenda being held primarily by the Department for Education to the Home Office. This includes:

- Karen Bradley MP (Home Office) was appointed Minister for Preventing Abuse and Exploitation in June 2015 (the lead previously being held by the Department for Education).
- The Sexual Violence against Children and Vulnerable People National Group was, until recently, led by Damien Green the Minister of State for Policing, Criminal Justice and Victims[3].

At a local level this is reflected in changes to patterns of commissioning and structuring services:

Following a consultation this year, Police and Crime Commissioners will soon become responsible for commissioning most of the emotional and practical support for victims of crime that is provided by the voluntary sector.

The SVCVP group considered the role of multi-agency safeguarding hubs in safeguarding, and reflected a growing preference for police-led multi-agency structures that may or may not have a specialist voluntary sector worker.

These contextual shifts have signalled an increase in government funding for some voluntary sector organisations with CSE expertise, despite general cuts to local authority budgets. For example:

- Barnardo's were awarded £3 million in 2015 to provide specialist services to victims of CSE in Rotherham over the next three years.
- The government announced £7 million of additional funding in 2015 and 2016 to non-statutory organisations for victims of CSA in its CSE action plan.

This may, in part, be the influence of the Jay (2014) and Casey (2015) reports on Rotherham, which both highlighted the importance of the Rotherham based voluntary sector project 'Risky Business' and its part in supporting CSE victims.

In summary, the national policy landscape on CSE is in many ways now much more favourable to CSEFA's goal of positioning CSE as an integral part of mainstream safeguarding activity. Nevertheless these shifts will also present new challenges, including ensuring the sustainability of funding. Sections 3.2 and 4.1 provide more discussion on the ways in which the national context impacts on local safeguarding strategy and practice.

In the following section we present a progress report on the Hub and Spoke sites and the developments that have been achieved in the second year of the funding programme.

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[3] The SVCVP group was still in existence pre-election 2015 but there have been no meetings or updates since Spring.

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SECTION TWO: SERVICE DEVELOPMENTS

The findings presented in the following sections have been presented anonymously in order to protect the identity of individuals participating in the evaluation, in line with the ethical protocol agreed for this evaluative research.

2.1 Year Two progress report and service development

This section briefly describes the development and current status of the Hub and Spoke project at each of the eight services.

Phase One Services

- **Service 1:** (see 2.2 Model 1)

The Hub charity has been in operation for 17 years, and is well known locally. It is part of a large national charity, and it is considered to have pioneered work around child sexual exploitation. The area where the Hub and Spokes are located includes a number of large towns and cities, and extensive rural areas. There are also significant levels of deprivation in the areas within which the charity works. In the early stages of the Hub and Spoke project there were three Spoke workers funded by the CSEFA grant. Spoke workers are located within statutory children's social care services and voluntary sector agencies who act as 'host' agencies. The Spokes are each responsible for a different geographical area, but come together to undertake training where appropriate. All the Spokes have a caseload of 10-12 young people. They also undertake training and awareness-raising, and provide case consultancy to other professionals locally. There is a Spokes Manager who is based at the Hub, and who provides support and management for all the Spokes. At the time of writing, this service has five Spokes, each now funded by statutory services.

- **Service 2:** (see 2.2 Model 2)

The Hub service is part of a large national charity, and has been in operation for eight years. The areas where the Hub and Spokes are located include some large towns and cities, as well as extensive rural areas. There are considerable pockets of deprivation across many of the localities involved in the project. There are three Spokes funded through the CSEFA grant, based in neighbouring towns and with specific geographical boundaries. They are each hosted by multi-agency or voluntary organisations. Each of the Spokes has a caseload of young people, undertakes training and awareness-raising, and provides case consultancy to other professionals locally. Although each Spoke works in a distinct geographical area, they undertake some joint training and awareness-raising as appropriate.

- **Service 3:** (see 2.2 Model 1)

The Hub is a branch of a large national charity. Another branch of the charity in a neighbouring area was responsible for developing the CSE work of the charity, and is well known nationally for its direct work with young people affected by CSE and its work on the 'night-time' economy. There are three Spokes funded through the CSEFA grant, each with responsibility for different geographical areas across the same Local Authority. They are each hosted by a statutory agency. All the Spokes have a caseload of young people, undertake training and awareness-raising, and provide case consultancy to other professionals locally.

During the last year a new Spoke was funded to work in a neighbouring Local Authority area, based in a police station and funded by the police with matched funding from the charity. In addition to the CSEFA funded posts, separate funds have been secured for a two day per week post in one of the CSEFA-funded Spoke areas, in order to address additional demands for training and caseload in that area. In addition, a two day per week Spoke worker has been recruited to undertake group work and other activities around CSE in a secure unit locally, funded by the organisation itself.

Phase Two Services

- **Service 4**: (see 2.2 Model 3)

This service is part of a large national charity. The Hub and Spoke project covers a large Local Authority area spanning both urban and rural locations and including significant areas of deprivation. There is a large Hub which offers a range of services to young people. Prior to the CSEFA funded Hub and Spoke work starting, there were two Spoke workers employed through the use of the charity's own funds and working together in the same geographical area. Following the award of the CSEFA grant, one Spoke worker was recruited to work across the county and is based in the Hub service.

It was also planned to recruit another Spoke worker as part of the CSEFA-funded project, to work in a neighbouring Local Authority, based in a large city. A number of recruitment rounds have taken place. On more than one occasion the person offered the post did not take up the appointment or left early. Staff have now been appointed, and took up their role in the last few months. Their host agency is currently being agreed. The charity has also used its voluntary funds to provide an additional Spoke worker in this area.

- **Service 5**: (see 2.2 Model 1)

The Hub service in this area is part of a large national charity. The Hub provides specialist CSE and other services across the large Local Authority area, which includes a number of large towns and extensive rural areas. Three Spoke workers were appointed following the CSEFA funding, each with a different geographical remit. They are each part of multi-agency police teams. The Spoke workers each have a caseload, and undertake awareness raising and training, and case consultancy.

- **Service 6**: (see 2.2 Model 4)

The Hub service in this area has been in existence for some time, and provides a range of services to young people in a large city. It is not part of a national charity, and primarily provides services under contract to the local authority. The CSEFA funding has been used to fund two Spoke workers, made up of four part-time staff. These staff have recently been appointed, and will take on primary responsibility for either casework or training and awareness raising, so that both services can be provided in tandem in new areas. The Spoke workers will shortly be placed into two neighbouring towns / cities, most likely with the police or children's social care.

- **Service 7**: (see 2.2 Model 5)

The Hub service in this area has been in existence for some time, and provides a range of services to young people in the city within which it is based, and the wider county. The CSEFA funding enabled the Hub to recruit four Spoke workers, each with a different role and area of expertise in relation to CSE – for example training, case consultancy, policy development, and expertise regarding victim support and court processes. The Spoke workers are currently based within a police team, with the aim of developing the skills of professionals locally as well as developing evidence-based protocols for dealing with CSE.

Once this has happened, they will move into a new geographical location and implement the same model there. The aim is therefore to use Spoke workers to develop and improve policies and procedures, and skill levels, and to support the development of effective CSE services amongst agencies. At present it is not planned for any of these Spoke workers to hold a caseload of young people.

- **Service 8**: (see 2.2 Model 1)

The Hub service in this area is a small independent charity based in a small town, which provides services across different parts of the county. The CSEFA funding enabled the charity to appoint three new Spoke workers. One is based in a city in a neighbouring area within a police team. The other two Spoke workers are working across a large neighbouring local authority. They are also members of an established police-led team, but are currently not co-located with them but rather in rented office space within an unrelated voluntary sector organisation. All three Spoke workers are undertaking a combination of direct work, training and awareness-raising, and case consultancy. There is also a Spokes Manager based at the Hub who provides support and management to the three Spokes.

2.2 Emerging models of Hub and Spoke

Hub and Spoke services extend their geographical reach either by placing Spoke workers into new local authority or LSCB areas, or they may increase their coverage of towns or rural areas within their own authority area. Hub and Spoke services 3 and 5 follow the latter model.

The description of service development above shows the variety of host agencies and locations for Spoke workers. These arrangements are sometimes influenced by the strategic aims of the Hub and Spoke service in question but may equally be determined by pragmatic considerations such as the space and resources available. The final report will include an analysis of these considerations and a summary of the arrangements that appear to support effective development. The current models are as follows:

Figure 1: Current models of Hub and Spoke

1. Statutory model: Spokes go out into statutory teams, often service gateways such as Duty and Assessment, police teams or statutory lead multi-agency teams (e.g. Services 1, 3, 5, 8).

2. Community model: Spokes are located in a variety of voluntary sector, youth or community settings in order to provide easy access for young people (e.g. Service 2).
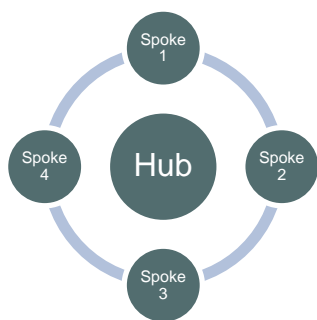
3. Outreach model: Spokes are located in the Hub as their main base and travel out to deliver an outreach service in new areas (e.g. Service 4).
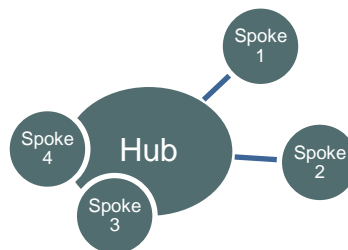
4. Mixed model: in which some spokes are located out in other agencies and some remain within the Hub (e.g. Service 6).
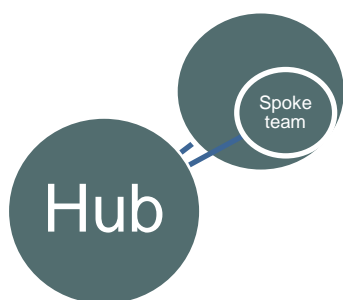
5. Spoke team model: where the spokes are located together as a team within a host agency (e.g. Service 7).

Table 1: Summary of service developments and models

Service	No. of Spokes (CSEFA funded)	No. of Spokes (other funder/ commissioner)	Hub and Spoke Model (see page 17)	Dedicated Spokes manager	Large Voluntary	Single / independent service
Phase 1						
Service 1	3 FTE	2 (statutory funding)	1	Yes	Yes	
Service 2	3 FTE	-	2	Yes	Yes	
Service 3	3 FTE	1 (joint funded by police and charity's own funds)	1	Yes	Yes	
Phase 2						
Service 4	2 FTE	2 (charity's own funds)	3	No	Yes	
Service 5	3 FTE	-	1	No	Yes	
Service 6	4 (2 FTE)	-	4	Yes		Yes
Service 7	4 FTE	-	5	No		Yes
Service 8	3 FTE	-	1	Yes		Yes

2.3 Services activities, outputs and outcomes

In this section we present data relating to the activities and outputs of the eight Hub and Spoke projects funded in Phases One and Two of service development and the characteristics of the young people they have supported. In the first year of the evaluation, Phase One services provided data about their outputs and activities using their own monitoring and management information systems. As the Phase Two services joined the programme, we developed and piloted a standard template known as the 'core data collection form' so that services could collect similar data in a consistent format. Services complete and return this on a quarterly basis. Eventually this will enable a robust comparative analysis with regards to activities, outputs, outcomes and the characteristics of young people using both Hub and Spoke services across the piece.

Currently, the use of this form is still in its early stages. Two of the Phase Two services have completed two quarterly returns and a third service has completed one. Two of the Phase Two services have yet to become fully operational and it is too early to collect data regarding the Spoke worker outputs. For one of these services (service 7) when data are collected they will relate to training and consultancy services provided in support of other professionals rather than to direct work with young people (see section 2.1 above) because of the particular Hub and Spoke delivery model adopted by the service.

The Phase One services were asked to undertake a data collection exercise using this format in respect of the first year's operation but the degree to which they have been able to complete this in retrospect has been variable. The funding period for service 1 is now at an end but services 2 and 3 will now continue with the data collection process via a quarterly return in line with the Phase Two services.

For these reasons the quality of the data collected in this first stage has been poor and so we are limited in what we can report here.

Phase One Hub and Spoke services

The three Phase One services returned data for a period of one year between 1st October 2013 and 30th September 2014.

- **Service 1**

As the first Hub and Spoke development to be supported through CSEFA the funding for service 1 lasted for two years (as opposed to three) and came to an end in September 2014. This service was therefore asked to provide data for its final year of operation under CSEFA funding. Given the different reporting requirements in the early stages of the Hub and Spoke programme, the data it has been able to provide are limited.

Table 2: Service 1 Data No. of Spokes: 5			
Reporting period	01.10.2013 - 30.09.2014		
Young people receiving direct support from Spokes	124		
Characteristics of young people			
		No.	%
Age	12-14	17	14%
	15–17	79	64%

	18 +	28	22%
Gender	Female	101	81%
	Male	23	18%
Ethnicity	White UK	85	69%
	White other	35	29%

The service was unable to provide data about the activities and outputs of the Spoke workers regarding awareness-raising and group work with young people, or case consultancy, training and awareness-raising activities with professionals. Although some outcomes data with regard to the young people worked with were provided, it was not commensurate with the reporting format used within the evaluation so it has not been possible to present this data here.

- **Service 2**

Service 2 was asked to provide data for the full year from January and December 2014, during which time the three Spoke workers provided direct support to 50 young people.

Table 3: Service 2 Data No. of Spoke workers: 3			
Reporting period		01.01.2014 – 31.12.2014	
Young people receiving direct support from Spokes		50	
Characteristics of young people			
Age		No.	%
	12-14	8	16%
	15 –17	34	68%
	18 +	8	16%
Gender	Female	39	78%
	Male	11	22%
Ethnicity	White UK	22	44%
	White other	24	48%
	Unknown	4	8%
Spoke outputs and activities			
No. of awareness raising sessions delivered to young people in community settings		2	
No. of awareness raising sessions with other professionals (less than or equal to ½ day input)		7	
No. of training sessions delivered to professionals (more than ½ day input)		6	
No. of professionals attending		15	

Service 2 was able to provide some data regarding outcomes for young people and this will be incorporated into the data presented in the final report.

- **Service 3**

During the period three Spoke workers provided support to 75 young people either through direct individual work (n=47) or through case consultancy provided to other professionals (n=28) See Table 4 below*. It has not been possible to separate these out so the following relate to both those receiving direct and indirect support:

Table 4: Service 3 Data No. of Spoke workers: 3				
Reporting period		01.01.2014 – 31.12.2014		
Young people receiving direct support		47		
from Spokes or indirect support through case consultancy*		28	Total: 75	
Characteristics of young people				
Age		No.	%	
	Under 12	1	1%	
	12-14	33	44%	
	15–17	40	53%	
	18 +	1	1%	
Gender	Female	68	91%	
	Male	7	9%	
Ethnicity	White UK	70	93%	
	White other	1	1%	
	African origin	1	1%	
	Mixed ethnicity	3	4%	
Spoke outputs and activities				
No. of awareness raising sessions delivered to young people in community settings		13		
Young people attending one group-work session		53		
Young people attending more than one group work session		6		
No. of awareness raising sessions with other professionals (less than or equal to ½ day input)		108		
No. of professionals attending		1432		
No. of training sessions delivered to professionals (more than ½ day input)		12		
No. of professionals attending		Not known		

The service was unable to produce data regarding outcomes for young people at this time but continues to collect monitoring data into year 2 which will be presented in the final report.

Phase Two Hub and Spoke services

The Phase Two services began to deliver Spoke services from January 2015 although there has been significant variation in their set up and development time (see section 2.1) and indeed two services have yet to begin delivery following significant slippage in the set up period. The data below therefore relates to three Phase Two services only and is presented collectively. Two of these have provided two quarterly monitoring returns covering the period from 1st January 2015 to 30th June 2015. The third service has provided one quarterly return to reflect a later start date from 1st April to June 2015. We would therefore expect to see a significant increase in the outputs and activities of the services in the latter half of 2015 and as the two remaining services begin to deliver Spoke work.

Supporting young people

In the first six months of the year the six Spoke workers representing the three Phase Two services have supported 50 young people through direct work.

Table 5: Services 4, 5, 8 Data of Spoke workers: 6		Combined No.	
Reporting period		01.01.2015 – 01.06.2015	
Young people receiving direct support from Spokes		50	
Characteristics of young people			
Age		Number	%
	Under 12	0	
	12-14	25	50%
	15 –17	25	50%
	18 +	0	
Gender	Female	39	78%
	Male	11	22%

Ethnicity	**White UK**	**47**	**94%**
	White other	2	10%
	Pakistani	1	5%
Current living situation	Living at home	40	80%
	Living in residential or foster care	10	20%
Spoke outputs and activities			
No. of awareness raising sessions delivered to young people in community settings		35	
No. of young people attending		1021	
No. of young people attending one group-work session		207	
No. of young people attending more than one group work session		61	
No. of awareness raising sessions with other professionals (less than or equal to ½ day input)		21	
No. of professionals attending		340	
No. of training sessions delivered to professionals (more than ½ day input)		17	
No. of professionals attending		113 (data incomplete)	

Data provided about referral routes were incomplete but in the 38 cases that were reported:

- 19 were from multi-agency teams or MASHs
- 6 were from the police
- 6 were from social care
- 3 were from schools
- 2 were through 'safe and well' or return interviews
- 1 was from health
- 1 was an internal referral (from within another part of the service)

Some data regarding outcomes for young people at close of case were recorded by services but inconsistencies in the data means that these cannot be reported reliably. Services will be supported to improve this and other areas of reporting in the next stage of evaluation.

Future data collection

Services will be continuing with this data collection process through until the end of the evaluation and new services that join the programme in Phase Three will use this reporting format from the offset. We will be working with Phase One and Two services in the coming months to improve the process, quality and consistency of data collection and enable robust comparison of outputs and outcomes across Hub and Spoke services as the services establish.

SECTION THREE: INTERIM FINDINGS

3.1 Introduction: Developing themes

In this section of the report we provide a summary of the key themes emerging from our findings in the second year of the evaluation, based on our interviews with stakeholders. In 1.4 we described the 'realist' evaluation approach that involves identifying some of the key contextual factors existing at macro and micro levels that influence how the Hub and Spoke model is introduced and acted upon in a new area. Our analysis conceptualises these factors (see Fig. 1) as a series of layers that potentially contribute to the effectiveness of a Hub and Spoke service on the ground as follows:

- The **national context** in which the Hub and Spoke development is taking place, characterised by heightened public interest and a fast paced policy agenda (see 1.6 above) set against a backdrop of local authority cuts in funding and services.
- The **local safeguarding context** which provides the framework for developing appropriate structures and driving strategy to tackle the issue.
- The **operational context** for the range of agencies working in this area including the local service response to CSE, arrangements for partnership and multi-agency working including referral mechanisms and pathways, information sharing protocols and forums.
- The **practice context** for those working in Hub and Spoke services including arrangements for their location, management and support, identity, caseload and balance of work and their engagement with young people.
- The context in which **young people** engage with and use Hub and Spoke services including presentation and access, relationships with staff, length of engagement and outcomes and also their involvement in individual support planning and participation in service planning and delivery.
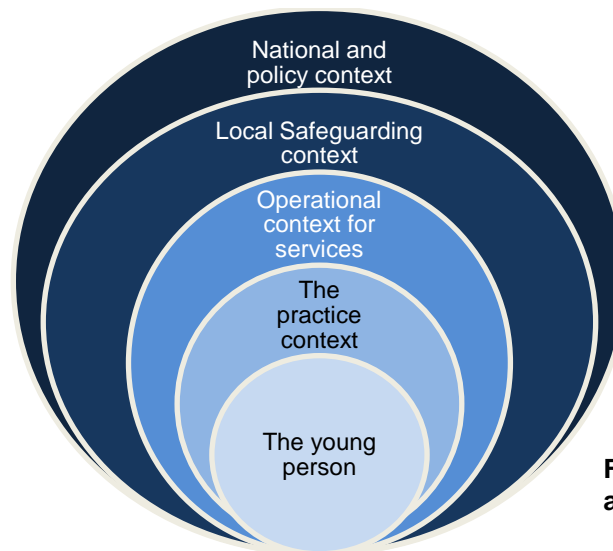
Figure 2: A framework for analysis

3.2 The relationship between national and local contexts

As described in 1.6 the Hub and Spoke development unfolds at a time when the issue of child sexual exploitation (CSE) has been the subject of increased public concern and high political profile following a series of criminal trials reported in the media over the last five years. Participants in the evaluation

told us that these and the subsequent reports published have had a significant impact at local level with respect to strategy, operational responses and the funding and resources made available to tackling the issue.

In all the areas we visited the influence of these court cases was keenly felt with interviewees referring frequently to those that had impacted most at local level including Rochdale, Oxford and Derby. We heard how the 'huge influence' of Rotherham had pushed CSE right to the top of the police and local authority agenda, resulting in much greater political will to confront local issues. In some areas this concern had instigated a review of historical cases to check for service responses and patterns of abuse and to provide public reassurance that issues of CSE were being addressed appropriately.

In order for political will to translate into real change in service responses however, this needs to be matched by a collective will and action on the ground:

> *"I think it's definitely a fair comment to say that the national agenda has influenced in some ways, and as you'd expect, councils, LCSBs, police, all agencies need to make sure that they're meeting those minimum criteria in their responses, their policies etc. But I do think there's been an enormous amount of goodwill and momentum and energy that has driven that." (Assistant Police and Crime Commissioner)[4]*

Whilst the motivation to safeguard young people amongst practitioners has never been lacking, it seems that the current political climate is now lending a new weight and momentum in achieving the necessary changes in the collective service landscape to protect children more effectively:

> *"…it is political, it's happened in other areas, there's been a real political shake-up and we do work for a local authority that is governed by the media and what the media says…I think local authorities were thinking…'we don't want this to happen to us, this would be very damaging if this happened to us'. On the ground floor we're thinking we want to stop this, we want to protect these young people and protect these children, but it's got the political weight behind it as well." (Youth Support Team – Service Manager).*

Joint working

National policy initiatives including the national action plan and the revised Working Together guidance clearly emphasise the importance of joint working arrangements between the key agencies. Of the eight Hub and Spoke developments in Phases One and Two, five were operating in areas where there had been large scale operations and in these areas joint working arrangements are likely to develop at a faster pace than those areas without this experience.

The Prime Minister's action plan (HM Government, 2015b)[5] that identifies CSA as a national threat is clearly having a strong impact on policing strategy at local level and is epitomised in new police force targets focussed on safeguarding:

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[4] Multiple informants in similar roles were interviewed across the Hubs and Spokes so the interview labels do not indicate that we are using repeated quotations from the same person. Labels have been used in this way to protect anonymity.
[5] HM Government (2015b) Tackling Child Sexual Exploitation. London: Cabinet Office. Available: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/408604/2903652_RotherhamResponse_acc2.pdf

"… when the government's primary concerns were around inquisitive crime and burglaries and things of that nature, the culture around the police was such that it was very target driven, figures driven and performance related… As a consequence of that, those individuals who were committing…burglaries or car crimes were seen as divisional targets and they were given the focus of attention by the uniformed patrols. Well it takes some time...because it's like a big oil tanker turning around…but we now have divisional targets, and when we're discussing who we target it's child sexual exploitation at the top of the tree." (Police – Detective Sergeant).

We heard that the police were learning the lessons from other forces that had driven recent large scale criminal operations and actively exploring alternative and innovative approaches to policing practice. This learning points to the active targeting and early disruption of potentially criminal networks and activities rather than a reactive response after offences have occurred.

New models of policing and safeguarding practice are clearly in evidence through the development of multi-agency safeguarding hubs (MASH) led by police or social care and adopting a variety of models and approaches. Section 3.3 provides an overview of some of the challenges and successes evident in the new arrangements for multi-agency working on this issue.

Increased local resources

In many areas the increased focus on safeguarding issues for children and young people has led to an increase in resources on the ground, and the Hub and Spoke initiative has proved a timely development for some LSCBs and statutory agencies in this regard:

"It's a public issue, it gets in the press a lot now, so there's public pressure to do this work. Then I have to say there's OFSTED, when they're inspecting, they want to know what we're doing, and having a dedicated worker helps to show that we're, you know, really on top of it." (Host - Children's Services Manager)

Conversely, the establishment of new specialist teams or resources focussed on specific vulnerabilities (i.e. missing, exploited or trafficked etc) has proved a welcome development for the Hub and Spoke services. At a time when local authorities are otherwise experiencing severe cutbacks and contracting services, this has provided fertile ground for Spoke workers to become embedded and networked into the service landscape.

Identification

Another impact of the large criminal cases has been an increase in confidence in identifying CSE. All police forces have undertaken a local problem profile exercise relating to CSE. Response rates to these can be maximised if respondents are provided with the means to capture soft intelligence and pass it to the police. Where this occurs, the process of problem profiling has helped to raise identification within and across local authorities and this is accelerated where consciousness has been heightened through a local police operation. In these areas, information sharing arrangements are developed, new services are introduced and awareness increases leading to a richer problem profile. Recent debate around responsibilities to report safeguarding concerns around children has also prompted individual action:

"… yes the overall numbers of referrals and intelligence is rising, but we would expect that with the increased knowledge and awareness around CSE and child abuse….it's more in people's consciousness. Let's not forget that the government has signalled its intention to partners that if you don't do something with this

intelligence you face criminal sanction yourself, so that actually will encourage staff in our partner agencies." (Police – Detective Chief Inspector)

Whilst the identification of children and young people at risk of abuse and exploitation has undoubtedly increased there are also concerns that the models of CSE portrayed through the large scale operations do not always relate to CSE as it is experienced at local level.

"So the interest in gangs and groups and the kind of stuff that hits the headlines, with perpetrators being of ethnic minorities like Muslim and Pakistani origin. That's a picture we don't see…our model tends to be very informal perpetrators, who perhaps don't even understand themselves what they are doing is sexual exploitation." (Police - Strategic Co-ordinator)

We heard how single-perpetrator cases rarely hit the press despite that fact that these might entail very serious abuse. Because these cases weren't filtering into the public consciousness it was harder to raise awareness about these forms of CSE. The more recognisable 'street grooming' or networked models could therefore act as inhibitors to the wider identification of CSE and those groups who are vulnerable to it locally. For example, this could be an issue in identifying boys and young men at risk. In seaside areas various hotspots such as amusement arcades, parks and piers provide an environment for different forms of exploitation from those witnessed in Rotherham or Oxford, which are nevertheless as challenging:

"So one thing we haven't identified as yet is anything particularly organised, that stuff you're seeing in the media I suppose, that people think of when they think of CSE. [We see] much more around inappropriate relationships, the boyfriend models and online issues, that's coming up quite frequently now. Of the sexting issues and those kind of things, and again, knowing how to deal with one end of the spectrum to another." (Children's Services – Commissioner).

As well as impacting on professionals' perspectives of CSE, this is also proving problematic when working with young people to identify the exploitation in their own situation:

"..I think because of media coverage, because there's been several documentaries, which are quite harmful because young people watch them and then they get the term CSE, but they attach it to one specific type of CSE…'and that's not me so I don't relate to that, so I'm not going to listen to you, so I'm not being exploited'. So it's important that they fully understand what the concerns are in relation to them." (Child Protection Manager)

One way of overcoming this issue has been to avoid the term 'CSE' when working with young people and instead focus on communicating the issues concerning grooming, children's rights and risk taking and healthy relationships.

Links to national CSE leads and organisations

Aside from the large scale operations, the more general national agenda regarding CSE can provide a useful vehicle for raising consciousness of the issue locally, for example by timing local campaigns to coincide with national awareness raising events. Professionals from a range of agencies are developing links and tapping into the resources provided by organisations with a national profile on the issue and some of these are also used as training providers.

Role of the local voluntary sector

Hub and Spoke services are particularly instrumental in translating the national agenda for local application and this is seen as an important role for the voluntary sector. The larger

voluntary sector providers such as The Children's Society, NSPCC and Barnardo's are themselves important in keeping the CSE sector up to date through supplying briefings and reports. Also, where these provide Hub and Spoke services, they are able to apply their knowledge of the national picture, as well as making available a variety of tools for screening and assessment, training packs and videos and other materials for local application. There are specific challenges for small voluntary organisations in terms of funding and their ability to develop bespoke resources, but these organisations also make the best use of the national resources available from the larger voluntaries.

The Hub and Spoke services alongside other voluntary organisations working to tackle CSE are often regarded as a reassuring presence, providing expertise on an issue that could be felt as intimidating:

> "When I first came into [post] I was surprised at how taboo the subject still was and how people didn't like to ask the question…I think a lot of people started panicking when the questions started being asked but knowing you've got a service in the area that you can pick up the phone and say 'I'm panicking, I'm going through my caseload and I'm wondering about this person, this person, this person.' If we hadn't had that, there could have been…over-reactions." (Host - Voluntary Sector Manager)

The role of voluntary sector organisations (VSOs) in influencing the wider CSE sector is also evident through the Hub and Spoke model. Tools for gathering soft intelligence that originated from partnership approaches developed between the police and VSOs have gained traction and are now being used widely by the range of agencies with responsibilities to identify the issue. Hub and Spoke services are also making an important contribution to the understanding of different models of CSE which are ever shifting and changing:

> "… with CSE the patterns of risk and everything can change so quickly, even down to….what we understand about peer grooming and peer exploitation has massively changed, and I think that's a really, really valuable part of our work, is we're actually at the forefront of showing other people how risk looks." (Hub – Project Worker)

As the high media profile agenda surrounding CSE continues, there is a danger for a reactive agenda to dominate thus maintaining a focus on failings rather than an emphasis on looking at what works. This can present a challenge for the Hub and Spoke services in communicating good news stories about what is being achieved locally:

> "[The Local Authority] will respond to things in the press but it doesn't want us to proactively put things in the press, which I must admit is quite frustrating, because I think the public needs to know these services are there and working and dealing with things." (Hub Manager)

Local strategy and structures for responding to CSE

As the national CSE agenda is absorbed at local level, new structures at regional as well as individual LSCB level are emerging to drive regional strategy and co-ordinate approaches for tackling the issue. In some Hub and Spoke localities a regional approach has yet to be developed. However, in other areas more consistency had been achieved by electing one Chair to preside over more than one LSCB or by bringing together representatives of several individual LSCBs to form an overarching LSCB body (fig. 3).
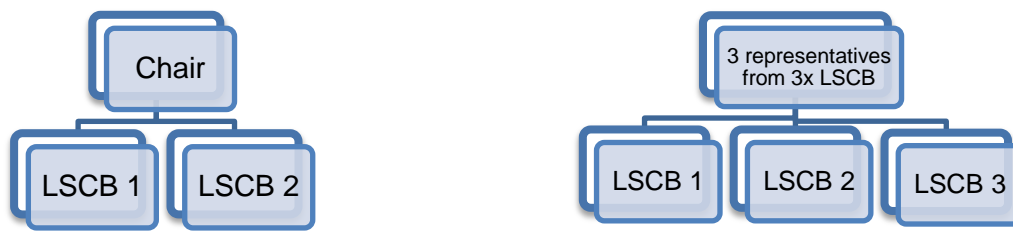
Figure 3: Regional structures for co-ordinating safeguarding approaches across LSCBs

Such governance frameworks provide strategic direction but are also accompanied by a range of reporting mechanisms that feed through information about localised CSE activities and service developments from the ground up – through various groups and partnerships that form the sub-structure at local level.

For example, all the LSCBs involved in the Hub and Spoke development have each established a CSE sub-group which formulates and drives local strategy. In some, the remit is widened to include other vulnerable groups and these may be known variously as MSET (Missing, Sexually Exploited, Trafficked), MEG (Missing, Exploited Group), Vulnerable Young People Group or VEMT (Vulnerable, Exploited, Missing, Trafficked). These are multi-agency groups attended by senior managers and often chaired by a senior police or social services representative. The focus is on understanding local patterns of exploitation, the development and implementation of strategy and local action plans and ensuring effective referral pathways, processes and protocols for partnership working. Sometimes these strategy groups are further split into themed or 'task and finish' groups focussed on specific aspects such as identification, prevention and early intervention, disruption, operational delivery, training, community awareness raising etc.

The historic development of local authority structures and services determines how far it is possible to establish consistent structures across a region but where this has been achieved it brings real benefits in propelling a pan- regional response:

> *"I think the LSCB forming a sub-group to just be responsible for VEMT [Vulnerable Exploited Missing Trafficked] has given it a significant drive. It was always there but now it's in one place. And before, it was CSE and trafficking and what we've done is across the [region], the four local authorities, we've said it's about vulnerable and missing and CSE and trafficking. It's forming those better links and focus on the missing and the children that go missing, there's a huge link isn't there between that and CSE and trafficking. So having it under one heading if you like, has brought a lot together and having one person responsible, well the other partners but taking the lead, drives the agenda forward I think." (Local Authority - Service Manager)*

Operational vehicles

Sub groups are supported by a further operational tier which may use the same name (e.g. Strategic VEMT supported by the VEMT Practitioners Group (VPG)). See fig. 4.
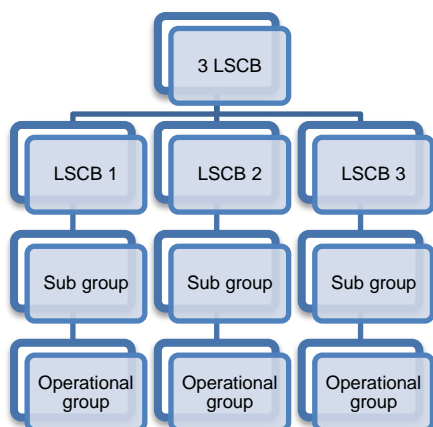
Figure 4: Local structures underpin a regional response.

These have developed along similar lines to those that the Multi-Agency Risk Assessment Conference (MARAC) uses to assess risk and co-ordinate responses to domestic abuse. Meetings are usually attended by professionals and practitioners from the police, social services, health, education, youth offending, Child and Adolescent Mental Health Services (CAMHS) and voluntary sector services in order to discuss and prioritise individual cases. There are usually direct referral routes into these groups and, in addition to the standing membership other practitioners (such as a social worker) may attend to discuss individual cases. Often a risk assessment tool will be used in order to identify and place young people at high risk on a register which is regularly monitored and reviewed. Onward referrals are then made by the group in order to co-ordinate and ensure a service response from the most appropriate agencies. In some cases these groups are also used to identify and share information between agencies about suspected perpetrators.

> *"So yes, we had a lot of storming…for quite a while. Then they were whipped into shape and we had an inspector from the police who came up with the idea of using the same model we have for MARAC where we talk about risky cases and from that a process has evolved which Ofsted were very pleased with, because it evidenced that we were able to identify children at particularly medium and high risk, and that we could look at interventions and support for them, which is also working quite well and that's a multi-agency response." (LSCB Manager)*

Very often the local approach has developed through a bottom up process, starting with small teams or multi-agency meetings convened to share information with the strategic structure coming later as LSCBs and key agencies respond to national and local safeguarding concerns.

However, there is variation in the operational vehicles for responding to CSE, particularly in local authorities that have established specialist multi-agency CSE teams where such a group is not required. In this scenario direct referrals for support are received and triaging is undertaken by the team.

CSE strategies and action plans

Whilst governance structures may be aligning within regions, strategies and action plans developed within individual LSCBs may differ considerably in order to meet the geographic, demographic or socio-economic features of an area alongside local models and levels of exploitation. Local problem profiling and other research activities are used to inform their development. In addition some LSCBs have invited national bodies such to act as critical friends, providing advice and external scrutiny.

Particular challenges are raised for police forces (and sometimes health and education services) whose operation traverses several local authority or LSCB areas which have developed localised structures, cultures and working arrangements that look very different to one another. For this reason one police force may need to produce more than one action plan at regional, county and city level and ensure that these dovetail into their National Policing Action Plan.

Keeping action plans current and relevant can be challenging, especially given the changes in national context that are outlined in earlier sections (1.2 and 3.1) but it is important that these reflect local issues as well as the national agenda in order to ensure the political buy-in of decision makers and the flow of resources that follow within that local authority:

> "*And we have an action plan which is probably on version 10 or something like that, from when we first started, and it takes account of the local problem profile but also national issues and national research and good practice. And it's our job through that Safeguarding Sub-group to implement that action plan which is why I need the buy-in from Directors, because they have to commit resources and staffing in a time when we're having so many cuts that we've got fewer staff and fewer resources and less time." (Child Protection Manager)*

The role of Hub and Spoke services in driving local policy

At the inception of the Hub and Spoke programme, the campaigning role of specialist voluntary sector services provided a galvanising force around issues of child sexual exploitation at local level. Often arrangements for sharing information and working together developed with them at the centre. This landscape has changed significantly as the statutory agencies have responded to the national priority that safeguarding children and young people has become. Perceptions of the key drivers of change are therefore shifting as roles are re-distributed. The wider, cross-boundary geographical remit often means that it is the police who are the prime movers and co-ordinators of multi-agency responses. This perhaps reflects also the change in government lead from Department for Educations to the Home Office (see 1.6). However this is not always accepted as the most comfortable role for the police and it does not go uncontested:

> "*…this shouldn't be led by the police I think, and yet the police do, but we shouldn't be led by the police. It should be led by children's social care, who should have the team in their building, who should have a manager in charge. In charge, not of the police, but of all the different partnerships that are all working, because the police is such a different setup to the children's workers." (Police - Detective Sergeant)*

In addition, Police and Crime Commissioners play an increasingly important role in raising public awareness of the issue through local campaigns, providing public reassurance and committing resources to regional initiatives (such as the rollout of Chelsea's Choice in schools).

The changing face of the strategic landscape regarding CSE and safeguarding issues poses particular challenges for Hub and Spoke services. In some areas the need to get the statutory services on board and working together has meant that the role of Hub and Spoke service managers as chairs of CSE sub groups or operational groups has diminished. This is more likely to be the case where the Hub service has been in place for many years and its role is 'overtaken' by the statutory agenda.

However, in new spoke areas the challenge for Hub and Spoke services is to 'earn their place at the table.' In some cases the Hub and Spoke development has raised the profile of the service and helped to consolidate their role as local partners. In all areas Hub and Spoke

managers are now being involved as members in local strategy and sub-groups as well as operational forums and their role is clearly valued for what they can bring to the table:

"I think the skill level of engagement was to a high standard, but again the gaps were about not being linked into a system and I think perhaps not being respected as much as they needed to be by statutory agencies…[their] workers didn't feel they had a voice sufficiently in the development of how things move forward…I think that those culture shifts happen by actually having people around the table in teams…and one of the things we're doing is asking for [them] to be part of our JAT (Joint Action Team)" (Children's Services – Commissioner)

Like the police, Hub and Spoke services that are extending their reach into new LSCB areas cross local authority boundaries, and this provides them with a bird's eye view of the different models of CSE that characterise geographical areas and also enables them to identify gaps in service response:

"We're really very much involved in looking strategically where there are gaps, who isn't identifying? If there is no CSE in that part of [the county] is that because there is no CSE, or is it because no-one in that area knows what CSE is? Targeting and being more focussed, and feeling like they want us to be included in that. So we've been involved in the peer reviews…." (Spoke Manager)

However the geographical spread of Hub and Spoke services can also present challenges to managers in physically attending multiple strategy groups across a large region, but the ability to do this is seen as key to the success of new service development:

"….If we didn't go to those then I don't think we would hear about a lot of the events, especially [county] because it's so big, you wouldn't hear that [town] have this group or network going on. We hear that and so we can think, 'Okay, is there anything we can do in that area? Is there anything we can assist with or suggest?' It's a lot harder when you have a big area like that for information to come through." (Spoke Manager)

There are inherent challenges for Hub and Spoke services in establishing services in new delivery areas and becoming embedded into local strategic and operational structures. Hub and Spoke services may be more influential in one LSCB area than a neighbouring one and may therefore need to broker relationships on a different basis:

"…because I don't know the relationships, I'm not bulldozing in there…we have been around a long time in this area [i.e. the hub], you know their funny little ways don't you? And who you can upset and who you can't! But I know nothing about [their] relationships or the politics or anything!" (Hub Manager)

Negotiating the new role can be a delicate process. The time elapsed between applying and receiving Hub and Spoke funding and setting up a physical service presence can mean that local relationships have changed as local authority or police partners move on to new roles. This has meant on more than one occasion that, having negotiated the original terms of a Hub and Spoke development, service managers have found themselves back at square one:

"One of the characteristics about how the Hub and Spoke is developing here is that it happened from a time when there's been huge change with our partners, especially the constabulary, and that's kind of influenced the way things have happened. Applying for the Hub and Spoke and wanting the Hub and Spoke was always a partnership thing, but the people that were involved at that level have moved on, so it's felt very much from the start that it's us …wanting to develop this and having to explain it again from scratch to almost new partners." (Hub Manager)

Where new regional and local structures for combating CSE have emerged most successfully the key agencies have responded to the national safeguarding agenda with flexibility and innovation, often learning and sharing practice with neighbouring authorities of police forces:

> *"Obviously with what's gone on in Rotherham, Rochdale, they've [the LSCB] had to [recognise CSE as an issue] but it hasn't been done…as a box ticking exercise, it seems like they've really wanted to push it and become innovative in the way that they're working with other local authorities." (Spoke Worker)*

This also applies to working with the full range of potential partners in developing responses. We heard how important it was for local strategy to be matched with a strong understanding of what is going on at ground level and it is here that Hub and Spoke services can provide a unique bridge between policy and practice:

> *"We were in [a] position about two years ago, sitting behind a nice strategic policy rather than knowing what's on the ground, what's happening to our young people…I feel as if we have moved a long way…in terms of our response to CSE." (Youth Support Team – Manager)*

Models of service response to CSE

As strategic and operational structures have developed to respond to CSE and other safeguarding issues, so too has a variety of service models aimed at identification, prevention, early intervention and support with exit and recovery from exploitation. Lead agencies are largely determined by the historical development of the service landscape in a local authority area but also on whether any large scale operations have taken place which have required a co-ordinated, multi-agency response.
The range of service responses identified within Phase One and Two Hub and Spoke development areas are as follows:

- **Specialist multi-agency team (police led)**

Located in a police headquarters, multi-agency police led teams may be managed by a Detective Chief Inspector and combine a team of investigating officers with qualified social workers, sometimes representatives from health or education, and voluntary sector services such as PACE, Missing services and spoke workers from the Hub and Spoke. Referrals may be received directly into the service or through the local service gateway such as the MASH. These are often regarded as national exemplars in specialist CSE responses and practice.

- **Specialist multi-agency team (social care lead)**

This is a similar model to that above but located in council premises and managed by a senior manager in social care.

- **Co-located model with specialist teams from different agencies housed in same building**

Rather than forming an actual team, this model involves the various agencies being housed within the same building in order to facilitate closer working and more effective information sharing. The building may be a community resource centre rather than statutory service. As above, referrals may be received directly into the service or through the local service gateway such as the MASH.

- **Voluntary sector specialist service working with key agencies**

Here the voluntary sector provides a specialist support service for young people, often those assessed as being at high risk. The service works closely with statutory agencies and particularly the police in identifying patterns of exploitation, perpetrators and communities of young people at risk. Referrals may come from operational groups (e.g. VEMTS, MEGS, MSETS as above) as well as the local MASH. This is often the model of response in areas where Hubs are well established and with a long history of service delivery.

- **Child protection response led by children's social care**

In a small number of Hub and Spoke areas, the lead responsibility for identifying and responding to CSE remains with the social worker providing a child protection response and co-ordinating with other key agencies including specialist voluntary services. This may be delivered in tandem with the voluntary sector service model as above. Referral routes include through frontline duty and assessment teams.

In most areas these arrangements are supplemented by a CSE lead usually located within children's services and often straddling a strategic and operational role. In those areas maintaining a statutory case work model (as above), these leads may also chair child protection conferences for young people affected by sexual exploitation.

Our interim findings suggest that some of the new service models that are emerging can present challenges for Hub and Spoke services particularly where the police lead on CSE has recently become more prominent. This can create a tension between voluntary sector and police understandings of CSE and the young people affected by it:

> *"The main challenge for us…has been our relationship with the local police in that the expectation has been that we'll work quite closely with each of the local authorities, which because of the heavy influence now of the police, has meant working a lot closer with the police, and I'm uneasy about that, partly because I don't think they're very knowledgeable about some of the day to day issues. We're working with quite chaotic, hard to reach, difficult to engage young people and I think they're quite black and white about some of the issues." (Hub Manager)*

Cultural issues may become more prominent where there is a high rate of staff turnover within police teams. In some co-located models and statutory led multi-agency teams spoke workers may struggle to maintain a voluntary sector ethos and identity although this can be dependent on the host attitudes and the value they place on the voluntary sector role within their team.

The benefits of involving Hub and Spoke services as partners in such models of service delivery were clearly articulated, particularly amongst partner agencies who valued the voluntary sector for its independence and ability to challenge:

> *"We've had a Joint Action Team for a little while…the [voluntary sector CSE provider] needs to be part of that because being there on a day to day basis, hearing the information that's coming in, contributing to the decisions being made, that's how value will grow, that's how respect will grow… I really want them to be a valued and respected part of that multi-agency team because I think they've got something different to bring. They've got connections with their national body which is rich in research, rich in knowledge and they can bring that to the table." (Children's Services – Commissioner)*

3.3 Hub and Spoke model in practice

This section details the main themes relating to how Hub and Spoke worked in practice, covering the following topics:

- Spoke worker qualifications, backgrounds and skills
- Spoke workers' direct work with young people, training, and consultancy
- Voluntary sector contribution and Spoke worker identities
- Spoke roles and relationship with Host agencies
- Spoke relationship with the Hub, and support and supervision arrangements
- Funding, sustainability and the future.

Spoke worker qualifications, backgrounds and skills

Several of the Hub and Spoke sites reported difficulties in recruiting appropriately skilled and qualified Spoke workers. Although sites generally received a large number of applications for these posts, many applicants did not have the qualifications or experience required for what services recognised to be a demanding and skilled role. Consequently in some areas there was a second (and sometimes third) round of recruitment before Spoke workers were appointed. However, all posts at Phase One and Two services were filled. Advertisements showed that most posts were offered at a salary of between £22,000 and £25,500 per annum. Most were full-time roles, although some part-time posts were also recruited to.

There was general agreement amongst respondents about the qualities and experience required by an effective Spoke worker. The qualities required included: excellent communication skills, persistence, ability to challenge others (including those in more senior roles), empathy, a genuine commitment to young people, flexibility, and time management. Some respondents believed that knowledge and experience of CSE was essential, whilst others believed that if someone had the qualities listed previously, Spoke workers could learn the details of working around CSE.

Related to this, there were also different views about whether Spokes should be qualified Social Workers or Youth Workers. Some believed that either a social work or youth work qualification was essential, both to ensure that Spoke staff had received the appropriate training for many aspects of the role, but also that they would have sound knowledge about statutory services and the credibility to be embedded into teams. For example:

> *"I was surprised it wasn't a qualified job in that sense. I think it was 'desirable' if you had a particular qualification like social work or youth work and given the nature of this work, if I was in charge I would be saying I would want qualified workers." (Spoke worker)*

Others were more open to appointing those with different backgrounds, and focussed more on the general attitude and commitment of the potential recruits:

> *"I think a lot of our questions in the interview are around attitude and you get a real sense, well obviously about knowledge but I think we can teach people how to do all the things around CSE, the legislation and all that, that is all very teachable but what you can't teach is about their attitude towards young people, their drive to do the work, they've really got to want to do it and I do put on my ads, 'This role requires absolute commitment'." (Hub Manager)*

An additional proposal was made by some Hub staff who considered that Spoke workers would ideally be experienced workers who transferred from the Hub:

> *"Really it should have been a case of bringing new workers in… new workers coming into the Hub… and some of the experienced workers going out into the Spokes."*
> *(Hub Project Worker)*

It is of note that in some areas, host staff were invited to be part of the recruitment process and/or interview panel. This helped to secure agreement about the role, and the qualifications and skills required for it. It also promoted a sense of joint ownership of the work.

In the next stage of evaluation, we will undertake a formal analysis of job and person descriptions for all the sites, and the qualifications, training and experience of all the Spoke workers.

Spoke workers' direct work with young people, training, and consultancy

The most common role for a Spoke worker across the eight sites was to undertake three elements of work – direct work with a caseload of young people, training and awareness-raising, and case consultancy within the host agency and other services. In one site the Spoke workers had no caseload (see Section 2.1 earlier), although this was identified as an option as the Spoke worker role developed. Spoke workers were expected to have a caseload of between 10 and 14 young people on average, depending on the balance between their casework and other aspects of the role. This also depended on whether the young people on their caseload were assessed as low, medium or high risk, and on the physical size of the Spoke location and amount of travel involved. For example:

> *"… if somebody had seven cases that were all identified as high risk, then I would be reluctant to give them a full caseload of 14."* *(Hub Project Worker)*

Many respondents, particularly Spokes and Hub workers, recognised the pressure for Spokes to take on more and more cases:

> *"[charity name's] workers have the young people's safety and needs as a priority, they struggle to say no, and end up with way more cases than they really should have."* *(Hub Project Worker)*

In addition, many respondents identified how Spoke workers were encouraged (or required) to take on the high risk cases, because of their perceived knowledge and experience, and their ability to work with a young person on a longer-term basis. Many statutory services and host organisations also saw this as the best use of a specialist worker's time and expertise. However, there were clearly limits to the numbers of cases that any one Spoke worker could take on. For some Spoke staff, there was a view that longer-term change could best be brought about by skilling up existing staff in other agencies rather than one Spoke worker taking on the most challenging cases. For example:

> *"When I first started, I think I thought my role would be more about the casework, which it might well be, but what I'm beginning to understand now is that I think it might be more helpful and more effective to train people in those frontline delivery services, to be able to respond to CSE better because they're the ones with the relationships with the young people."* *(Spoke Worker)*

It is also of note that in some areas, the local authority part-funded Spoke workers. Where this was the case, the local authorities concerned sometimes wanted a greater degree of control over referrals and caseloads.

Training and awareness-raising was a key feature of the Spoke role in all eight sites. Sessions on CSE were run for a wide range of organisations, including schools and colleges, private children's homes and primary care, and for groups such as foster carers

and hotel staff. These sessions ranged in length from a one hour briefing to a half day or full day session. Hub and Spoke workers talked about both the need for this work, and the value of bringing their direct casework into the session and being able to give real life examples. This was one reason why many respondents considered that Spokes should always combine direct case work along with their other responsibilities.

In turn, training and awareness-raising usually led to an increase in referrals from the participating organisations. Whilst this was seen as an indicator of 'success' – i.e. the training and awareness raising had led workers in other organisations to recognise risk – there was also a downside in terms of workloads. Many workers described how they were already up to their maximum caseloads, and then the training and awareness raising they undertook led to more pressure on waiting lists and numbers. This made effective support and supervision, and caseload management, essential (see the following section).

The Spoke workers also provided consultancy to other professionals in relation to CSE, mainly in their host organisations but also more widely. Thus social workers and other professionals would regularly consult the Spoke workers about individual cases, as well as issues around assessment, resources, and effective working. This was seen by many as a particularly valuable feature of the Spoke role, and contributed to the development of other professionals' knowledge and skill. For example, as one Host worker described it:

> "… staff see her as a specialist, she's the one they turn to and say 'Can we talk about this?' or 'Do you think this is a CSE issue?', they respect her so they're happy to ask those things." (Local Authority Manager, Spoke Host)

Voluntary sector contribution and Spoke worker identities

As detailed in section 2.2 there are a number of different Hub and Spoke models evolving across the eight sites. Despite these different models, and the different Host locations, Spoke workers talked about the importance of maintaining their voluntary sector ethos and identity. Thus for example, Spoke staff talked about their distinctive role in comparison to statutory workers, and their focus on the young person and relationship-building, their ability to work long-term, their persistence, and their organisation's commitment to the value of all young people.

Similarly, statutory staff described how having a voluntary sector worker involved in CSE added an additional element, particularly in terms of the engagement of young people:

> "[having a worker from xxx voluntary sector organisation] holds a lot more weight than it would be if it was a Local Authority employing a sexual exploitation worker… it does carry that added oomph." (LSCB Business Manager)

Interestingly, some respondents commented on the mutual influence that voluntary sector workers and statutory workers can have on each other. For example, a respondent described the impact on the police (and vice versa) of having a voluntary sector Spoke worker based with them:

> "Yeah absolutely, they think they'll be absorbed by us, and I think quite often it's actually the other way around, and I think they softened the police and I think that's one of the benefits that we get, and I think we steel them up a little bit, and I think that's one of the benefits they get, and I honestly do think it changes the way that we approach stuff... " (Police – Spoke Host)

Spoke roles and relationship with Host agencies

As demonstrated above, Spoke workers were hosted by a number of different agencies, with a small number home based, or based in another voluntary sector organisation, and without any formal connection to a statutory team. Spoke workers who were formally hosted by a

statutory service had varying degrees of connection and embeddedness with those teams. Some had formal agreements, specifying where they would be based, whether they would attend team meetings, how often they would be expected to be in the office, etc. Others had much looser arrangements, and essentially used the host organisation as a hot-desking arrangement, and a place to collect resources and type up notes. For example, one Spoke worker described their use of the host location as follows:

> *"I think although we're part of [statutory team], they're not doing the work that we're doing and we're not doing the work that they're doing so … we're not really part of it in that sense and we're not being managed by those managers and we are a bit out of it and for myself, I feel like I just come here to sit on the computer, sometimes people grab me to have a consultation or a chat about a case which is absolutely fine and that works well, occasionally I attend team meetings but it's usually to come and print off loads of stuff and use their ink and head off again!" (Spoke Worker)*

Many Spoke hosts considered that preparation for the role was particularly important. As one host respondent described it:

> *"… they need to be going in with the realisation that there may be some vagueness around 'what is your role, why are you based in our team?'" (Hub Manager)*

Thus many respondents talked about preparing appropriately, including appointing the right people (see 3.3 above where Spoke qualifications and expertise are explored), having clear agreements with the host organisation about the role and expectations of the Spoke worker, and ensuring that relevant local organisations understand the boundaries around the role. Several respondents suggested having formalised written agreements between all concerned, although others considered that a looser informal arrangement was best, at least until Spoke workers were in place and had started to 'frame' and develop their role. One Spoke described how, whatever the formal relationship, new Spoke workers had to be firm, assertive, and maintain their voluntary sector identity. As this Spoke worker said:

> *"…my assertiveness skills have certainly developed! Because I think there is an expectation that we will just drop everything to deal with a high risk case or take them on straightaway or work with them, even if they're not willing and we are not a statutory service…" (Spoke Worker)*

Many respondents stressed that a key feature of the Hub and Spoke model was the early negotiation of these roles and boundaries, for example, in terms of young people's consent, referral routes and priorities, and information-sharing.

Spoke relationship with the Hub, and support and supervision arrangements

A key feature of the Hub and Spoke model is that Spoke workers remain employed by their voluntary sector agency, and managed by the Hub, but are placed out in the community and in host organisations. This had clear implications for the relationship between the Spoke workers and the Hub, and the support and supervision arrangements in place for them. Hub and Spoke workers highlighted the importance of Spoke workers providing practical and emotional support to each other. This involved regular telephone contact, Spoke meetings and de-briefings, as well as running training events together.

Some Hubs had a specific Spokes Manager, funded through the CSEFA grant, whilst other Hubs used more generic managers to provide support and management to the Spoke workers. Having a dedicated Spokes' Manager enabled Spoke workers to have a primary point of contact, and someone who was knowledgeable about the work and the Host organisations. The Spokes Manager often attended the more strategic groups locally (see section 3.2) whilst the Spokes attended the more operational meetings.

All the Hubs aimed to have regular line management meetings between the Hub manager and the Spoke worker, usually once every 4-6 weeks. All respondents recognised the impact of working in such a difficult and sensitive area. As one respondent stated:

> *"It is tough work and I think the role requires a real high level of resilience and you've got to really want to do it, there can't be any doubt in people's minds and it does take its toll." (Hub Manager)*

Most services provided clinical supervision for Spoke workers on either a voluntary or compulsory basis in addition to line management. This was provided either on an individual basis, or as a group. Many Spoke workers stressed that whilst managerial supervision was important, it was also their responsibility as workers to manage their time, respect boundaries, and ask for help and advice where needed. Many talked about the need to be a reflective practitioner, and those with experience of statutory settings considered that this had helped them to deal with the difficulties inherent in the role.

Funding, sustainability, and the future

CSEFA funding was used to provide a variety of elements at each Hub and Spoke sites. This included funding for two or three (full-time equivalent) Spoke workers, as well as part funding for one or more of the charity's Chief Executive / service manager, a Spoke Manager, and administrative support. The remaining funding was used to cover costs of travel and subsistence and direct work with young people, training, and office expenses. In some areas the charity concerned also had to pay rent or other costs to a host agency for the Spoke worker. This was a particular pressure on the smaller independent organisations, which did not have a large charity's funding or support to fall back on. A number of the statutory agencies also described how they provided funding for the Hub and Spoke model 'in kind', for example via co-location arrangements and the provision of a desk, telephone and access to training.

A key feature of the Hub and Spoke project was that CSEFA funding was for three years. This was longer than many of the grants and contracts the charity received from statutory services or other charitable sources, which were often for one year only. In addition, a number of the sites already had one or more Spoke workers, funded by other sources or the charity's voluntary funds. Thus in some areas there were a number of Spoke workers, funded both by CSEFA and other sources.

All except one of the Hub and Spoke sites had contracts with local authorities in addition to their contract with CSEFA for the Hub and Spoke work. A common theme was that the CSEFA funded Hub and Spoke work was 'owned' by the charity, and so they had more control over the nature and extent of the work and caseloads. They were also able to do the more relationship-based and long-term work that their charity was known for. A number of respondents considered that this would change if, in the longer-term, the work was funded through a contract from the local authority. For example:

> *"We started our service I think 15 years ago and now we're 15 years down the line and the world appears to have noticed that young people are sexually exploited, which is great, but I think from when I started with [charity] we used to have a much more young person focused ethos because our funders allowed us to. I think in the current climate of tenders and what's expected from services and outcome based tenders, the focus has gone to outcomes not relationship building." (Hub Project Worker)*

A number of respondents highlighted the value of CSEFA funding as it enables charities to bring specialist skills into statutory work with young people around CSE, whilst also keeping their independence. The separate funding also enabled the Spoke workers to work long-

term, and undertake preventative work as well as have a high-risk caseload. Many were concerned that if CSEFA funding is not provided at the end of the three year grant, this could be lost.

All of the respondents had hopes and concerns about the future of the Hub and Spoke model. Most wanted the model to continue, in order to build on the developments that were underway. There was recognition that specialist CSE workers added something important and extra, and that there would always be a need for more resources and staffing in relation to this issue. A number of respondents stressed, however, that specialist CSE work could not be funded solely by the charity sector in the future. For example:

> *"I think if you continually rely on the Lottery to fund sexual exploitation work, well that's going to fall on its bum at some stage, isn't it, and just go wrong. I think there should be some national funding for this sort of stuff." (Police – Spoke Host)*

However, the current funding climate was repeatedly mentioned, and it was acknowledged that statutory funding may not be available in the future to pay for Spoke roles. This caused anxiety and concern amongst many respondents, who considered that there was a high level of need in relation to CSE. For example:

> *"…that's the challenge of what we do, who picks that up in the future? Don't end the funding! That's the message! … We have rolled the stone, we rolled it 10 years ago but I suspect it's only half way over, we're massively still under-reported yet we get loads [of referrals]." (Spoke Worker)*

There were a number of features that respondents felt should be sustained and developed, over the remainder of the Hub and Spoke project and beyond. This included the notion of 'outreach', of specialist workers providing a service in areas where one did not exist before. It also included having Spoke workers who are independent and confident to challenge, and help to develop work amongst statutory teams. In particular, respondents talked about the importance of Spokes providing casework (particularly with high risk young people) and consultancy. Other models were also considered however – these included having specialist workers without a caseload, who could focus on developing expert knowledge and expertise amongst professionals locally.

Many respondents reflected on these different models in relation to notions of 'embeddedness' of specialist voluntary CSE input into local services. They considered it was important for Spoke workers to be a key part of, and integrated into, CSE services locally. It also included Spoke workers being embedded into statutory sector organisations and teams. Respondents described this embeddedness happening in a variety of ways, including by Spoke workers being seen as specialists, by their having good knowledge of referral pathways and services locally, and by being available to provide consultancy to those in statutory services. However, respondents considered that the embeddedness of specialist workers from voluntary organisations in the statutory sector could be significantly affected by funding from local authority contracts rather than CSEFA. In the final stages of the evaluation we will be relating different degrees of embeddedness of Spoke workers to the outcomes achieved for young people.

Young people's participation in services

Young people's participation in the eight services was explored both during the interviews with Hub and Spoke staff and stakeholders (described above), and as part of a satellite project focussing specifically on young people's participation in CSE services also funded by CSEFA. 'Participation' in this context referred to a range of activities and processes, including young people's involvement in decision-making about their own support, as well as their involvement in the organisation more generally. The latter included such vehicles as

young people's advisory groups and participation in training events. There will be a separate report produced in 2017 on the findings from this strand of the evaluation. However, this section aims to give a flavour of the sorts of activities and issues in relation to participation that stakeholders from the eight CSEFA funded services described. The final report will focus additionally on young people's perceptions and views of services, which have not been included in this report. The quotes used below are from service managers and participation leads within Hub services. As this was a preliminary scoping exercise, only a small number of people were interviewed. Therefore, the quotations used below are not attributed in order to protect anonymity.

Within services there were different approaches to participation, and whether this side of the work was led by a particular individual or not. In some of the areas there was a specific role in relation to participation work:

> *"We've got our own participation worker who's been with us just two years now … she works direct with young people that have been service users or are ex-service users and they get involved in talking to us and the board around what we're doing, what our future plans are."*

Most staff involved in participation work were also involved in casework. However there was one example where the participation worker was specifically *not* involved with casework - the rationale for this was that it allowed young people to get involved with participatory opportunities without needing to divulge their personal CSE history.

Several sites described how participation was embedded in their organisation, and all activities aimed to reflect this. Thus young people were involved at a service and/or strategic level, for example through joining interview panels for new staff, delivering training and contributing to films and materials. There were also several young people's involvement groups which met regularly:

> *"There's different approaches, different opportunities. We have a group that meets regularly and the idea of that group is to, well it's got different purposes but one of them is for the young people to continue to influence our work, so any decisions to do with the work, any developments we tend to take to the group but it's quite fluid, there's a core group of young people and then there's others that come to different sessions, depending on what's happening."*

Support workers stressed that, in all their participation activities, great care was taken to ensure the safety and wellbeing of all young people who were involved. Detailed risk assessments were undertaken and arrangements were regularly reviewed, to ensure that any involvement in activities would not harm young people or place them in vulnerable positions.

The interviews showed that in sites where participation was more embedded as an ongoing approach, flexibility and resilience was key:

> *"… the only thing is you have that thing, expecting three and you get two [young people], but what they've learned is that actually, being comfortable with that and if we end up with one person working on a given day, then we work with that one person because there's an opportunity we'd never get under any other circumstances."*

Participants in this first stage of the evaluation also identified the outcomes from participation, both for young people and for the organisation. For example:

> *"I think the key thing they say is that they do feel listened to and they're recognised as individuals and they're not judged on the fact that they're CSE victims, that it doesn't colour everything that happens around them and actually, it does give them some confidence back, it does help them start to re-integrate."*

> *"The benefits to the organisation are that it's actually them being treated as equals, them not being judged as being inadequate and that actually they can participate as equal peers and have got something that's valid to say and have a lot of things to say, that are positive and negative, not just about our service but about things that are going on around and about other services and interactions with the police. [They] have got a huge amount to say that's so valid, into some of the national consultations, where people are doing things without even thinking about the consequences of it and not understanding what that's like when you're 13, 14, 15."*

Another service made similar remarks, reflecting on the importance of involving a range of young people, and demonstrating their commitment to participation to other professionals they work with:

> *"… It's really important for it to be really open and for more than just a few young people to be involved. But one thing that I think like young people being involved with things like training and open mornings and interviews, particularly interviews because it shows the staff that are coming that this is what we are as an organisation and it says something so loudly without saying it, if that makes sense. You're kind of showing 'these are all values and this is what we want to do' in a real practical way."*

These quotes suggest a highly embedded approach to participation that represented the glue that both sustained and directed the work of the organisation. This was less visible in other sites, where the analogy was more akin to a jigsaw – here participation was an important element, but not essential to the functioning of the services. In yet other services, there was a sense that participation was recognised as an important jigsaw piece, but its colour and shape in the service was not fully realised.

This brief section has aimed to provide a flavour of some of the issues arising for practitioners and these issues will be further explored in the final stage of the evaluation, and will include the crucial perspectives of young people themselves. [6]

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[6] A full first stage report of the participation evaluation is available from Julie.harris@beds.ac.uk

SECTION FOUR: SUMMARY AND CONCLUSIONS

4.1 Summary of emerging themes, promising practice and key messages

Overview

The national policy agenda focussed on child sexual exploitation (as distinct from child sexual abuse) has gathered pace and momentum in the wake of several large and high profile cases dominating the headlines in recent years. The learning from these and subsequent reviews of policing and safeguarding practice has directly informed a new National Action Plan and the dedication of government resources aimed at transforming local structures for safeguarding children. The new status of child sexual abuse as a national threat under the oversight of the Home Office is also producing a sea change in national policing practice with safeguarding as a new priority.

These developments are clearly impacting and influencing structures, strategy and service responses at a local level with a renewed focus on the ways in which key agencies with responsibilities for children's safeguarding work together. These responses include the establishment of multi-agency safeguarding hubs (MASHs) as new service gateways that can effectively oversee, prioritise and allocate resources. Whilst LSCBs provide a framework for these arrangements to evolve they are often police led and driven.

More is becoming known about different models of CSE from those previously recognised as the 'boyfriend' or 'street grooming' models and these including online grooming, gang-involved and peer on peer exploitation. At the same time our understanding of how risk and vulnerabilities overlap for some populations of young people is also evolving and these new structures and services have a widened remit to include young people who go missing or are trafficked.

In developing voluntary sector CSE provision, the Hub and Spoke programme has therefore been introduced at a time characterised by shifting sands as both the nature of the issues being addressed and the means of addressing them change shape within a new funding and commissioning environment. As the local service landscape becomes ever more complex, Hub and Spoke relationships with local police forces and other lead agencies have increased in importance and underlined the value that the sector can bring to this work.

The early findings from the qualitative inquiry reported here begin to define some of that contribution. The national knowledge of CSE and the expertise brought by the larger voluntaries enable their individual services to act as effective conduits to the broader national context. However, the overview for all the Hub and Spoke services that accompanies a cross boundary geographical remit means that they have a significant role to play in regional strategy, local problem profiling, intelligence gathering and in developing effective and targeted strategies for prevention and early intervention. The specialist role that they offer in providing long-term and relationship- based intervention for exit and recovery from CSE, combined with that more strategic role, gives them the potential to be an effective bridge between policy and practice.

The Hub and Spoke in practice

This report has focussed on the ongoing operation of the three Phase One Hub and Spoke services and the set-up and early development of the five Phase Two services. In our second year of evaluation we have identified some key messages about what is working well alongside some of the challenging aspects of establishing the Hub and Spoke model in practice. These are summarised as follows:

Challenges for practice:

- **There is a lack of well qualified and experienced CSE workers in many areas; recruitment to Spoke posts can take some time**. Most sites found it difficult to recruit Spoke workers with the appropriate level of skills and experience needed for the role. Many services had to undertake more than one round of recruitment, and struggled to meet all the job and person criteria they felt the post required.

- **There are high demands for Spoke worker input, and Spoke workers have a significant and demanding workload**. Host organisations and others are keen to refer young people to services and there is high demand for awareness-raising and training. In turn, awareness-raising sessions led to an increase in referrals as participants recognised levels of risk amongst young people. In addition the combination of doing direct work with young people (requiring evening and weekend work) and undertaking training with professionals meant that Spoke workers have significant workloads and demands on their time.

- There is little agreement about **whether Spoke workers should primarily support young people considered to be at 'high risk' or whether they should also undertake lower level and preventative work**. Several of the statutory agencies involved in Hub and Spoke projects wanted Spoke workers to fulfil a specialist role in taking on 'high risk' cases. However, there was a tension between managing this kind of caseload and being able to undertake preventative and early intervention work, which is an important voluntary sector contribution to combating CSE.

- **If CSEFA funding is replaced by statutory contracts, this may impact on Spoke worker's independence and working practices**. Hub and Spoke projects maintained their independence by having dedicated funding for their work. This could conflict with the approach of host and other agencies who wanted a higher degree of management and control over the Spoke workers, for example in relation to referrals and risk levels of young people on their caseloads. Having dedicated funding from an external and independent funder enabled services to resist this pressure. Lessons about the importance of worker autonomy and the capacity to engage in critical thinking need to be shared. As the voluntary and statutory sectors work more closely together, and in situations where the statutory sector contracts voluntary sector services, consideration may need to be given as to how the independence and autonomy of Spoke workers can be maintained.

- **'Embeddedness' in statutory organisations takes a number of different forms. More   clarity about how this best works will enhance engagement between voluntary and statutory sector providers.** There is an inherent tension in Hub and Spoke work between being both 'part of' other organisations (through co-location, hosting arrangements, etc) and being a specialist worker with a separate voluntary sector identity and way of working. Spoke workers took a variety of approaches to

being both embedded in, and separate to, their host settings, with varying degrees of success. In the next stage of evaluation we will consider these varying forms of embeddedness and their implications for the success of Hub and Spoke.

- **Outcomes for young people are variably measured and recorded across Hub and Spoke services**. The issue of outcomes measurement and recording of data arose repeatedly in the evaluation. Outcomes were both defined and recorded in different ways by voluntary and statutory services, and within services. Recording methods were also variable. This is reflected in the quantitative data reported earlier, and the lack of information about some key characteristics of young people (e.g. gender, ethnicity, sexuality) as well as consistently measured outcomes from the work with them. These issues might be addressed through the provision of training and more clearly defined roles regarding the recording and monitoring of service data.

Promising practice and key messages:

- **Formal agreements between the Hub and the host organisation need to be negotiated and agreed between all involved**. Having a formal agreement enabled both the Hub and the host to agree issues such as the physical location of the Spoke worker,(i.e. desk arrangements), which team/group they will be based with, whether they will attend host team meetings, clarification of their role and boundaries, management and supervision arrangements. Where there were difficulties in the Spoke arrangement, this was often because of a lack of clarity and agreement about these key features of the role.

- **Host services (or other key stakeholders) should be invited to be part of Spoke worker recruitment**. This ensures that there is discussion and agreement about the key backgrounds and experience required for Spoke workers, and clarification in advance about their role and relationship to key agencies. It also gives host services a sense of involvement and ownership in relation to the spoke service.

- Hub services and other stakeholders need to agree **whether Spoke workers should be qualified social workers or youth workers**. Some felt that this was essential, in order for Spoke workers to have the necessary skills and knowledge to engage with statutory services. Others considered that Spoke workers primarily needed to have a genuine commitment to young people and the interpersonal skills and experience to work effectively – they could then be taught the details of working within the CSE field.

- A recruitment model recommended by one Hub and Spoke site, was that **experienced CSE workers from the Hub should transfer to become Spoke workers**. This ensures that Spoke workers can 'hit the ground running', and have the knowledge, experience, and local connections that enables them to work effectively in multi-agency settings.

- **Spoke workers need to maintain a separate and distinct voluntary sector identity**, even when co-located with statutory teams. It was seen as important that Spoke workers could articulate and demonstrate a distinct voluntary sector role, both to young people and their partner agencies. They perceived the key features of this role to include relationship-based approaches with young people, providing support

for as long as necessary rather than adopting an arbitrary time limit, and being flexible about times and locations for their work. They also felt that a strong voluntary sector identity enabled them to safely challenge other professionals, including those in more senior roles.

- **Spoke workers need regular and ongoing support and supervision**. The Hub and Spoke model can lead to isolation of Spoke workers. It is important that Spoke workers receive appropriate support and supervision, in particular with Hub managers visiting the Spoke worker at the host setting regularly, and phoning on a regular basis to see how things are going. Formal clinical supervision was also suggested by most of the Hub and Spoke staff, due to the nature of the work.

- **Funding needs to be provided for a Spoke manager or manager at the Hub**, as well as for Spoke workers themselves. Some of the services had a separate Spokes Manager, whose role was specifically to support and manage the spoke workers in their area. Other services had a generic manager at the Hub providing this support. Either way, it is essential that specific funding is provided for a manager, in order to provide time for the regular and ongoing support needed by a Spoke worker, who may be located some distance from the Hub.

- **Funding for three years (or more) gives Spokes time and capacity to undertake specialist work and embed good practice**. Many of the services received funding from other sources or from contracts for short periods, often one year of less. Having three years funding from CSEFA is enabling the Hub and Spoke workers to develop relationships, undertake casework and awareness-raising, and support the embedding of good practice across a range of agencies.

- **Separate and independent funding for Spokes enables workers to maintain their independence**. Where Spoke workers were part-funded by other agencies or local authority contracts, there was greater pressure on Spoke workers to take on particular referrals, or work in particular ways – such as undertaking time-limited work with young people. Having independent funding from CSEFA is enabling Hub and Spoke projects to have more of a say over how the work is undertaken, and undertake work that adhered more closely to their values and ethos.

4.2 Next stages for the evaluation

This section provides a brief overview of the evaluation activities as we move into years three and four, and concludes with a description of the outputs of the research planned over this period.

Year three (September 2015 to August 2016)

December 2015

- We will hold a Hub and Spoke Learning Exchange event for all Phase One, Two and Three services. Learning presented in the second year report will be considered and services will have the opportunity to think about the findings in relation to their own

local context whilst sharing experiences of *what works, for whom,* etc. with others involved in the programme.

Phase One services (n= 3)

- We will maintain contact and keep in touch with local developments and maintain quantitative data collection activities on a quarterly basis (ongoing).
- We will gather additional information about sustainability outcomes for each site as they approach the end of their three year funding periods (Oct 2016).

Phase Two services (n=5)

- We will re-visit the five Phase Two services and undertake our second round of fieldwork with them (January – March 2016). This will consist of individual interviews and focus groups with key stakeholders as appropriate; case file analysis; review and analysis of key policy and process documents.
- We will code and analyse the qualitative data gathered in line with our developing theories about *what works, for whom, etc.*
- We will continue to gather quantitative data regarding Hub and Spoke service activities, outputs and outcomes on a quarterly basis (ongoing until 2016 quarter 4).

Phase Three services (n=8)

- We will undertake introductory, preliminary visits and offer consultancy as required based on emerging findings regarding effective Hub and Spoke development (Oct – Dec 2015). This includes the offer of supporting Hub services in developing their preliminary theories about how they will achieve change in their local area in light of our previous learning.
- We will undertake a full fieldwork visit with each of the Phase Three sites (Jan – June 2016). This will consist of individual interviews and focus groups with key stakeholders as appropriate; review and analysis of key policy and process documents.
- We will code and analyse the qualitative data gathered in line with our developing theories about *what works, for whom,* etc.
- We will begin to gather quantitative data re: hub and spoke activities, outputs and outcomes on a quarterly basis (from January 2016 to December 2016).

Year four (September 2016 to August 2017)

- We will undertake follow-up activities with the Phase Three services (Oct-Dec 2016).
- We will collect a final data monitoring return from all Hub and Spoke services in January 2017.
- We will produce a summary report for each of the eight Phase Three sites, summing up key findings related to their local contexts with regard to the effectiveness of the Hub and Spoke development.
- We will complete our data analysis by February 2017.
- We will finalise the report and young people's report in June 2017.
- We will deliver a conference launch in July and other dissemination activities (August 2017).

Please see tabulated schedule attached in **Appendix 3.**

Research outputs

In the next stage of evaluation our analysis will incorporate some specific aspects of the Hub and Spoke model as indicated in the presentation of our early findings, as described in the sections above. We will provide analysis exploring what works well in Hub and Spoke services and why. This will include:

- A comparison of young people's characteristics across the Hub and Spoke sites
- An analysis of Spoke worker job descriptions and person specifications
- A comparative analysis of the ways in which Hub and Spoke models integrate most effectively with local safeguarding structures and strategies
- An analysis of local problem profiles and LSCB strategies and action plans for addressing CSE.

Over four years the evaluation is collecting significant data about CSE services, the young people they work with and local models of CSE, in addition to exploring how the Hub and Spoke model translates into practice in different local contexts. The findings will therefore be of relevance for national policy, development and learning for practice.

For this reason a number of additional outputs will be produced over the course of the research. Given that the learning generated will be too voluminous to present in the final report a suite of research reports and briefings aimed at policy and practice will be targeted for different audiences. These will be accompanied by a rigorous dissemination strategy and are likely to include:

- How risk assessment processes are managed between Hub and Spoke services and their partner agencies.
- Hub and Spoke services' practice in outcomes monitoring and review.
- LSCB structures and strategies for tackling CSE and their impact on Hub and Spoke development.
- Policing models and practice and their impact on Hub and Spoke service development.
- The participation of young people in safeguarding practice in Hub and Spoke services.
- Local research and problem profiling of CSE in Hub and Spoke service localities.

Appendix One: Glossary

CAMHS	Child and Adolescent Mental Health Services
CEOP	Child Exploitation and Online Protection
CMO	*Context, Mechanism, Outcome* (as used in realist evaluation)
CSA	Child Sexual Abuse
CSE	Child Sexual exploitation
CSEFA	Child Sexual Exploitation Funders' Alliance
FCASE	Families and Communities Against Sexual Exploitation
IWF	Internet Watch Foundation
JAT	Joint Action Team
LSCB	Local Safeguarding Children Board
MARAC	Multi-Agency Risk Assessment Conference
MASH	Multi-Agency Safeguarding Hub
MEG	Missing and Exploited Group
MSET	Missing, Sexually Exploited, Trafficked
NWG	National Working Group
PACE	Parents Against Child Exploitation
PCC	Police and Crime Commissioner
SECOS	Sexually Exploited Children on the Streets
SVCVP	Sexual Violence against Children and Vulnerable People
TCSE	Tackling Child Sexual Exploitation
TOC	Theory of Change
VEMT	Vulnerable, Exploited, Missing, Trafficked
VSO	Voluntary Sector Organisation

Appendix Two: The Research Team at the International Centre: Researching child sexual exploitation, violence and trafficking

The 'International Centre' is based at the University of Bedfordshire and is led by Professor Jenny Pearce. As the UK's leading centre of research into child sexual exploitation, staff have extensive experience of producing research with young people who are often marginalised from mainstream services through their experiences or vulnerabilities. In 2013, the International Centre was awarded the Queen's Anniversary Prize for Higher and Further Education for its pioneering research into child sexual exploitation.

The Hub and Spoke Research Team

Dr Kate D'Arcy is acting Principal Lecturer in Applied Social Studies. She has recently completed the 'Families and Communities against Sexual Exploitation' (FCASE) evaluation project commissioned by Barnardo's. Kate works on the Hub and Spoke evaluation on a part-time basis (1 day per week) and is evaluating approaches to participation practice across the hub and spoke sites.

Dr Isabelle Brodie is a Senior Research Fellow with the International Centre and is managing the Hub and Spoke evaluation of participation practice across the hub and spoke services.

Dr Julie Harris is a Principal Research Fellow with the International Centre and the Principal Investigator and full time manager of this research. She joined the University in 2013 from Barnardo's where she led the organisation's strategy for research and evaluation.

Professor Jenny Pearce OBE is Founder and Joint Director of the International Centre. She is currently developing the international work of the Centre, leading an UNESCO Initiative to develop international partnerships for the prevention of sexual violence against children.

Dr Debi Roker is a Senior Research Fellow with the International Centre and is working on this evaluation 2.5 days a week. Following a two-year post-doctoral position at the University of Sheffield, Debi spent 18 years undertaking and managing applied research in a national young people's charity. She is registered with the HCPC as a qualified Social Worker, and as a Chartered Health Psychologist. She is also an Independent Visitor for Young People in Care.

Dr Lucie Shuker is a Senior Research Fellow with the International Centre and joins the team as a Senior Policy and Dissemination Officer for 2.5 days a week. She recently completed a two-year realist evaluation of the Barnardo's 'Safe Accommodation Project' which supported sexually exploited and trafficked young people through specialist foster care. Lucie also worked on the Office of the Children's Commissioner for England research project exploring gang-associated sexual exploitation and violence.

For more information about the International Centre and its work please go to the website https://www.beds.ac.uk/ic

Appendix Three: Evaluation activities and data collected in Year Two

In the second year of the evaluation the research team have

- Undertaken follow up fieldwork visits to each of the three Phase One services
- Undertaken first fieldwork visits to each of the five Phase Two services
- Undertaken exploratory research with Hub and Spoke services regarding practice in young people's participation
- Collected quantitative data from participating Hub and Spoke services regarding characteristics of the service user population, referral pathways, activities, outputs and intervention outcomes.

In total the research team have interviewed 90 participants in the second year of the evaluation. These include:

- 27 Spoke workers
- 22 Hub workers including managers
- 6 LSCB representatives
- 11 Police representatives
- 3 Police and Crime Commissioners
- 13 Children's Social Care representatives
- 5 Health representatives
- 3 Voluntary sector representatives

Interviews were recorded and transcribed and then analysed using NVivo qualitative analysis software.

Parents/ carers and young people were not interviewed in the second year because Phase Two services did not feel sufficiently established to invite them to participate at this stage but it is planned that we will do so in the follow up fieldwork visits.

In addition we have undertaken seven telephone interviews with Hub managers and project workers regarding participation practice in Hub and Spoke services.

Additional data collected includes:

- Two annual data returns from two of the Phase One services
- Five quarterly data returns from three of the five Phase Two services
- Practice case studies
- Job descriptions and person specifications for Spoke workers
- LSCB reports, problem profiles, local strategy documents and CSE action plans for each of the Hub and Spoke areas.

Appendix Four: Hub and Spoke Evaluation Years 3 and 4

	2015			2016								
	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	July	Aug	Sept
Phase 1 services **(N=3)**	Maintain contact											
	Quarterly data monitoring Qtr 4 Qtr 3			Qtr 1						Qtr 2		
											Gather data re: sustainability outcomes	
Phase 2 services **(N=5)**	Planning and set up for second fieldwork visit (F2)											
				Second fieldwork visit (F2) Interviews, focus group, document review, case study review								
							Code and analyse data					
										Produce summary report for each service		
	Quarterly data monitoring Qtr 4 Qtr 3			Qtr 1						Qtr 2		

	2015			2016								
	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	July	Aug	Sept
Phase 3 services (N=8)	Preliminary site visits to all services											
	Support with developing theories of change											
				Fieldwork visit (F1) individual interviews and focus groups, policy and document review								
										Code and analyse qualitative data		
				Quarterly data monitoring Qtr 1 Qtr 3					Qtr 2			
All	End of yr 2 report		Learning Exchange event									

	2016			2017								
Phase 1 services	Maintain contact											
Phase 2 services	Maintain contact											
Phase 3 services	Follow up fieldwork activities Telephone interviews, case study review etc.											
	Quarterly data monitoring Qtr 4											
			Learning Exchange event									
	Data analysis											
				Report writing				Draft report	Final report			
										Report launch		
										Dissemination activities		

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