

Child Sexual Exploitation Strategy 2017 - 2019

**Worcestershire Safeguarding Children Board's
strategic commitment to tackle child sexual
exploitation**



April 2017

Building upon the CSE Strategy 2015-17, WSCB is committed to developing knowledge of the prevalence of Child Sexual Exploitation across the county and building a robust strategic framework to tackle the problem and keep children safe. This strategy sets out how multi-agency partners will work together to develop a robust multi-agency response to safeguard children and young people at risk of sexual exploitation.

Foreword

This strategy sets out the ongoing commitment of Worcestershire Safeguarding Children Board (WSCB) to build on work undertaken thus far to tackle child sexual exploitation (CSE), and to safeguard children and young people experiencing and/or at risk of this form of child abuse. WSCB acknowledges that this is a very complex and challenging area of our work and that it is only possible to tackle CSE through a co-ordinated multi-agency approach, where victims/potential victims are identified and safeguarded and perpetrators are disrupted and prosecuted.

This strategy has been written to support, and be supported by, the West Midlands Safeguarding Children Procedures and the Worcestershire Levels of Need (Thresholds) Guidance. When practitioners become aware of children who are affected by, or at risk of, sexual exploitation they have a duty to comply with the West Midlands Safeguarding Children Procedures:

<http://westmidlands.procedures.org.uk/pkpl/regional-safeguarding-guidance/child-sexual-exploitation>

<http://westmidlands.procedures.org.uk/local-content/4cjN/child-sexual-exploitation-risk-assessment>

The strategy outlines WSCB's strategic principles as the basis for its approach in tackling CSE. It also states its key priorities under the four main headings of Leadership and Governance; Prevention and Early Intervention; Protection and Support; and Pursue and Prosecute. An action plan to deliver the key target areas for each of those priorities is included, and the delivery of this will be closely monitored and reported to WSCB. All partners share ownership of and take responsibility for the effectiveness of its outcomes and will measure the difference it makes in tackling CSE in Worcestershire

Kevin Purcell
CSE Strategic Group (Chair)
Worcestershire Safeguarding Children Board
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1. Introduction

This document outlines the Worcestershire Safeguarding Children Board (WSCB) strategy for preventing, identifying and responding to child sexual exploitation (CSE). It has been informed by the existing regional CSE problem profile (August 2015) and has drawn on evidence about effective practice from national and local research, policy and guidance.

This strategy should be read in the context of the significant work already undertaken by partner agencies across Worcestershire in developing the local operational response to CSE. This work has helped improve the understanding of the types of exploitation impacting across the county and has included:

- The establishment of a strategic group to drive the Strategy which has now been elevated to the status of a formal sub group of the Worcestershire Safeguarding Children Board
- An operational CSE and Missing Group to coordinate the local response to this issue and facilitate information sharing in respect of individual vulnerable young people
- The establishment of a dedicated CSE team within West Mercia Police
- The creation of two CSE co-ordinator posts within Worcestershire children's social care services
- WSCB delivering multi-agency training on CSE to all Worcestershire schools
- The development of the Whole Schools Approach to Healthy Relationships for delivery in Worcestershire schools
- The commissioning by the Police and Crime Commissioner of Young Solutions to raise CSE awareness amongst private hire drivers and hotel establishments within the county.
- The development of the 'Tell Someone' communications strategy by West Mercia Police
- PCC funding for two Barnardos workers located within the Police CSE Team to work directly with young people
- CSE e-learning courses completed by 262 practitioners during 2016/17
- CSE Headline Events delivered by WSCB to 280 practitioners in October and November 2016
- CSE awareness raising events delivered to 40 new safeguarding leads during 2016/17
- The circulation of a CSE self-assessment tool to partner agencies by the Worcestershire Safeguarding Children Board

Through this strategy the Worcestershire Safeguarding Children Board seeks to develop locally a prevention, protection and investigation strategy to

- identify those at risk of being sexually exploited
- take action to safeguard and promote the welfare of particular children and young people who are being, or may be, sexually exploited, and

- Take action against those intent on abusing and exploiting children and young people in this way.

This strategy should be read in conjunction with HM Government (2009) Safeguarding Children and Young People from Sexual Exploitation, Child Sexual Exploitation: definition and guide for practitioners 2017 (DFE), HM Government (2015) Working Together to Safeguard Children, and the West Mercia Joint Runaway and Missing From Home and Care Protocol (Revised 2015). This strategy takes into account the findings and recommendations of the 'Worcestershire Inspection of services for children in need of help and protection, children looked after and care leavers and Review of the effectiveness of the Local Safeguarding Children Board' Ofsted (2017)

2. Aim of the strategy

The CSE strategy and its accompanying action plan outlines the steps that will be taken to realise WSCB's strategic vision.

The overarching aim of the strategy is to promote a culture in which nobody tolerates or ignores CSE, and where professionals and communities understand what is required to identify and protect children and young people from sexual exploitation.

3. Vision for Worcestershire

- All children and young people understand what constitutes sexual exploitation, recognise when they or others are at risk of this form of abuse and are confident to seek support.
- All children and young people are supported to develop healthy friendships and relationships.
- Children and young people who are particularly vulnerable to child sexual exploitation are identified and supported by their families/carers, professionals, and their community to build resilience against exploitation.
- Children and young people who are being sexually exploited are identified, safeguarded, and supported for as long as they need.
- Professionals, local businesses, families, carers, and local people can identify the signs of exploitation and know what to do with that information
- Those who seek to exploit children are identified, disrupted and convicted.
- Robust offender management post-conviction and/or effective intervention strategies reduce the risk presented by identified abusers.

4. Definition

The definition of child sexual exploitation is:

'Child sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the activity appears consensual. Child sexual exploitation does not always involve physical contact; it can occur through the use of technology.'

Child sexual exploitation: definition and a guide for practitioners, local leaders and decision makers working to protect children from child sexual exploitation, DFE, 2017

Child sexual exploitation is a form of child abuse.

There is not one type of victim or one type of perpetrator of sexual exploitation. CSE can take many forms in many settings. To focus on just one model, such as group or gang CSE, risks missing other victims who do not fall into that category. There is also a risk that victims will not recognise their abuse as CSE because it doesn't fit a particular model.

5. National Context

"The Government deplores the sexual exploitation of children, and will not tolerate failure at any level to prevent harm....."

"Tackling child sexual exploitation must be a shared effort. Government can lead the national response. Local authorities, police, children's and health services have a statutory duty to work together to identify and stamp it out in their area."

"Dealing with Child Sexual Exploitation" (2015)

Child Sexual Exploitation has taken centre stage in the public consciousness – through reviews such as Rotherham and Oxfordshire; and the national lessons they have brought. What Rotherham, in particular, has shown is the need to have a truly transparent and honest debate about the strength of our responses and the openness to challenge each other to ensure we are drawing on the full capacity and expertise across all partner agencies to respond to this agenda in a coordinated and effective way.

The Rotherham review by Louise Casey has shown the importance of having a truly holistic and multi-disciplinary response if the victims of CSE are to be seen and truly heard and the perpetrators brought to justice. Whilst we are in no doubt that CSE is abuse and children must be protected by all means possible, the lessons from the

Casey Review also highlighted the limitations of a traditional child protection response in protecting children who are being sexually exploited. We know that vulnerable children need to be able to build trusting relationships and not become isolated from their peers, families and local communities. Simply moving children away or taking them into care of the local authority, thus removing them from potential protective factors in their families, can increase their vulnerabilities. It is critical therefore that we counter their isolation at every step possible, using all means at our disposal.

Recent national reviews have also demonstrated the challenges in engaging victims of CSE. Many may feel too ashamed at what has happened to them to come forward, but may also be unable or unwilling to see themselves as victims in the first instance. In Worcestershire we recognise these challenges and so will put our efforts into identifying the extent to which our most vulnerable children and young people are at risk of CSE in order to develop strategies to protect them.

4. Local Context

Child sexual exploitation is not exclusive to any single community, race or religion. There is no culture in which sexual abuse is not a serious crime

(HM Government, 2015:4)

The identification, prevention and response to child sexual exploitation and children who go missing is a strategic priority for WSCB in 2017/18.

This strategy aims to be responsive to local need and this section outlines what is currently known about CSE in Worcestershire. The information included in this section is intended to set the broad context for the current strategy. This information should, however, be treated with caution as it is likely that profiles will change over time as our knowledge increases.

Over the last 12 months the number of contacts and referrals made to children's social care where a young person was identified as being at risk of child sexual exploitation increased by 60% on the previous year. This increase is thought to reflect the impact of two new CSE Co-ordinators whose role includes the raising of public awareness of sexual exploitation, and the implementation of the CSE triage process in June 2016 at the Family Front Door.

Changes to data collection by children's social care now enables a distinction between children vulnerable to sexual exploitation and children experiencing sexual exploitation. During the six months September 2016 - March 2017 there were 24 children identified as victims of CSE in Worcestershire, of whom 71% were female and 29% male. During the same period 342 children had been identified as being at risk of CSE of whom 74% were female and 26% were male. For both groups the most prevalent age ranges were 11-15 years (42% and 44% respectively) and 16+ years (33% and 49% respectively). Most of these children (at risk of or experiencing sexual exploitation) are known to children's social care and are not in education, employment or training. There has also been a link established with risk of CSE and

being known to the Child and Adolescent Mental Health Service (CAMHS). Sexting (the sending of indecent images of self to others) tends to be an activity identified with a slightly younger age group (11-14 years) and is more evenly split between males and females.

There is a clear link between children going missing and the risk of sexual exploitation. Worcestershire is able to identify those schools from where children go missing most frequently. There is also close monitoring of the care homes and other placements from where looked after children go missing. This information builds a profile of vulnerability and has triggered specific pieces of work with individual schools or care providers.

The most prolific type of sexual exploitation identified in Worcestershire to date has been the 'boyfriend' model where young males aged between 17-25 years target younger females with a view to developing a relationship which the victim sees as a consensual relationship, at least initially. This strategy recognises, however, that there is a gap in available data to support the development of our understanding of different models of CSE and on which to build an informed response. This gap needs to be addressed as a priority. Work is in progress to be achieved by Autumn 2017.

6. Strategic Principles

This strategy fully supports and accepts as our own principles the four points set out in Louise Casey's report 'Reflections on Child Sexual Exploitation' (March 2015), these being:

That **CSE is child abuse and is a crime**, and our efforts need to be directed towards perpetrators in order to detect, prevent and disrupt that abuse at the earliest stages as well as the prosecution of individual perpetrators to ensure that they face the full force of the criminal justice system for their crimes. These are not mutually exclusive activities.

That **the victims are children**, however they present themselves. They cannot consent to their abuse, all the more given that grooming itself removes any real sense of self determination from these children. There should be no scenarios in which victims are viewed as young women or as making choices.

Thirdly that **CSE is squarely a community safety issue** and local government working with police and others need to make use of community safety tactics and action to keep children safe. The regulatory and enforcement functions of the local authority are vital in preventing and disrupting CSE and in building intelligence which can help with prosecutions. Those in upper tier authorities and district authorities where responsibilities for children's social care and community safety lie in different tiers, have additional partnership challenges, but these cannot be insurmountable.

Finally, that local government and the police should not fear seeking out and shining a light on sexual exploitation for fear they may be held to account for what they find.

The failure is not in the existence of CSE but in not recognising it and taking appropriate action.

WSCB's aim is to deliver an effective system and infrastructure to address sexual exploitation across the children's partnership underpinned by the following principles:

- CSE is a form of child abuse which can involve the sexual, physical and emotional abuse of children as well as neglect
- Children do not make informed choices to enter into or remain within sexually exploitative situations, as they do so via coercion, manipulation, grooming and/or other forms of enticement
- Children under 16 years cannot consent to sexual activity with an adult, and sexual intercourse with a child aged less than 13 years is statutory rape
- Children who are sexually exploited will experience difficulty and/or confusion around their autonomy to make choices, and their understanding around sex, sexuality and the sexual activity into which they have been coerced
- Sexually exploited children must be treated as victims of child abuse, and not as offenders
- Help and support to families should be tailored to their individual needs and circumstances, taking into account sexuality, gender, physical disability or learning disabilities, mental health, those from ethnic communities, and those with additional language needs
- Law enforcement efforts must involve disruption of sexually exploitative activity, and target offenders as sexual abusers, who may be adult, but could also be the child's peers and/or other young people. CSE is one of those problems where silo working is actively harmful to the protection of children and stopping offenders
- It is essential that the 'voice of the child' is heard and agencies actively engage with children and young people to provide them with the opportunity to tell their own story, to seek to understand the child/young person's perspective, experience and the impact of this upon them.

7. Key Priorities

WSCB understands the need to place this CSE strategy in the context of other plans that influence the safety and wellbeing of children and young people. As such, it is essential that CSE forms part of ongoing dialogue and scrutiny at key strategic forums, including the Police and Crime Panel, Safer Communities Board and Community Safety Partnerships, Health and Wellbeing Board, Children and Young People's Partnership and Safeguarding Adults Board. This will ensure that there is a coordination of the partnership activity and that everyone is playing their part in dealing with this issue.

Under its four strategic priorities WSCB has identified a relatively small number of critical key targets to be met during 2017-19. It has taken on board feedback from

Ofsted and has identified those key targets which will provide the strategic foundations for preventing and responding robustly to Child Sexual Exploitation going forward.

Leadership and Governance

Overarching priority: The focus of this strategic priority is to ensure that there are robust and effective arrangements to understand the profile of CSE in Worcestershire and to coordinate activity to tackle CSE, as well as to evaluate the impact of our collective efforts. Our primary goal is to create a robust governance structure for the oversight of activity to tackle CSE.

Key target areas:

- Update the Worcestershire CSE problem profile to ensure it is current and meaningful and ensure there is a process for reviewing it on a six monthly basis
- Develop the multi-agency dataset to support trend analysis
- Use service user feedback to inform service developments
- Promote practice standards for partner agencies to evaluate their response to concerns about sexual exploitation

Prevention and Early Intervention

Overarching priority: The focus of this strategic priority is to increase the resilience of children and community to the threat of CSE by increasing public awareness and providing information and tools to support the identification of indicators of CSE; providing and publishing agreed models of assessment; and agreed protocols for the effective sharing of information across the multi-agency partnership

Key target areas:

- Maintain a focus on increasing public awareness of CSE through a co-ordinated communications strategy
- Promote the role of schools in raising awareness of CSE across local communities

Protection and Support

Overarching priority: The focus of this strategic priority is to recognise and respond to children who are being sexually exploited as victims of child sexual abuse. This means our response will place responsibility for the abuse with the perpetrator(s). Our primary goal is to ensure that partner agencies work together to provide support to sexually exploited children so they are helped, protected and listened to.

Key target areas:

- Review current systems and protocols for effective information sharing in respect of individual children and young people and processes for multi-agency planning and risk management
- Ensure robust information sharing and risk management is in place for children who are placed in or outside of county
- Develop a pathway for responding to young people aged 18+ who are vulnerable to or experiencing sexual exploitation

Pursue and Prosecute

Overarching priority: The focus of this strategic priority is to ensure a clear focus on the use of a range of disruption techniques and to build the trust and confidence of victims. It also focuses on the targeting and pursuit of offenders to bring them to justice. Our primary goal is to manage the threat and risk posed by perpetrators and to secure justice for, and on behalf of, sexually exploited children.

Key target areas:

- Ensure sustainability of resources to provide ongoing access for 'victims' to care and support to encourage reporting
- Identify perpetrators using regional intelligence, information from all agencies, risk assessing those and targeting the highest harm
- Develop strategies to support criminal justice processes to seek positive outcomes for those identified as simultaneous facilitators and victims of CSE

The Action Plan located in **Appendix 2** sets out how these key target areas will be achieved and the timeframe for completion.

7. Governance and Accountability

WSCB has statutory responsibility for co-ordinating and ensuring the effectiveness of safeguarding arrangements in each partner agency and collectively. It will therefore hold partners to account for their individual arrangements and challenge any silo working to ensure children are properly protected from CSE and perpetrators are stopped. Full ownership and responsibility for the effective delivery of this strategy lies with individual agencies and with Board members collectively. More specifically, the Board will continue to:

- ensure that the needs of children and young people who have been or may be sexually exploited, and their families, have been considered when planning and commissioning local services
- provide analysed and reconciled data that is shared with relevant agencies, building a composite picture of CSE in Worcestershire over time
- routinely seek assurance of the effectiveness of the CSE strategy, building its implementation into its operational planning and reporting mechanisms
- undertake regular assessments on the effectiveness of Board partners' responses to CSE and include the outcomes in its Annual Report
- monitor the sharing of information protocol to ensure this is not a barrier to effective working in CSE cases
- work with other local partnerships to co-ordinate any CSE activity, particularly Community Safety Partnerships
- work with other regional/national groups to develop a co-ordinated approach and learn from best practice
- ensure its governance structure has clear lines of accountability for CSE
- ensure that delivery of the strategy is properly supported
- provide external assurance as appropriate that CSE is being properly tackled and managed in Worcestershire

8. Monitoring and Review

The implementation of this strategy will initially be overseen by the Strategic CSE Group with regular reporting to WSCB. Key measures of its effectiveness will include evidence of:

- Prevention being managed through staff awareness of CSE – knowing how to spot it and taking appropriate action
- Knowledge of the perpetrators and hot-spots
- Responding to CSE victims in a timely and suitable manner to meet their needs and wishes

The strategy will be reviewed bi-annually by WSCB, or updated more frequently if required, to ensure it is making a difference to the children and young people of Worcestershire involved in CSE

Appendix 1

CSE Procedures

<http://westmidlands.procedures.org.uk/pkpll/regional-safeguarding-guidance/child-sexual-exploitation>

CSE Pathway and Identification Tool

<http://westmidlands.procedures.org.uk/local-content/4cjN/child-sexual-exploitation-risk-assessment>

APPENDIX 2


WSCB Child Sexual Exploitation Strategy 2017 - 2019 Appendix 2 – Action Plan

Key Priority 1 – Leadership and Governance




Overarching priority: To ensure that there are robust and effective mechanisms to understand the profile of CSE in Worcestershire and to coordinate activity to tackle CSE, as well as to evaluate the impact of our collective efforts. Our primary goal is to create a robust governance structure for the oversight of activity to tackle CSE.

Key Target Areas/Objectives

1.1 Update the Worcestershire CSE problem profile to ensure it is current and meaningful and ensure there is a process for reviewing it on a six monthly basis

Action	Action Owner	Measure	Timeframe	Progress (January 2019)
<p>1.1.1</p> <p>Refresh the CSE problem profile for Worcestershire and use this to:</p> <ul style="list-style-type: none"> Identify gaps in support services Develop better integrated responses to potential victims and offenders Inform service developments Inform strategic and operational approach to CSE in Worcestershire 	<p>Supt Damian Pettit</p> <p>West Mercia Police</p> <p><u>Participants</u></p> <p>Community Safety Partnerships</p> <p>Worcestershire County Council</p>		<p>September 2017</p>	<p>The CSE Position Statement has now been produced (August 2018) and the intention is for this to be updated on a quarterly basis to ensure that it remains current and relevant.</p> <p> CSE problem profile for Worcestershire OI</p> <p>Decision 27.9.18 Carry forward into new action plan (development to encompass wider exploitation agenda and Voice of the Child)</p>

1.2 Develop a multi-agency dataset to support trend analysis				
Action	Action Owner	Measure	Timeframe	Progress (January 2019)
1.2.1 LSCB to agree a common dataset for CSE in line with national good practice	Supt Damian Pettit		October 2017	Dataset agreed for CSE by Strategic Group which incorporates multi-agency activity with regard to training and CSE self-assessment for example. Dataset is now being populated with support from partner agencies. A risk to this work stream is the difficulty in obtaining data from WMP due to migration to the Athena data management system. However decision has been taken that child and offender profiling will be taken from 'live' spreadsheet linked to operations held by CSE Team. Decision to carry forward into new action plan to develop the dashboard to reflect wider exploitation remit.
1.3 Use service user feedback to inform service developments				
Action	Action Owner	Measure	Timeframe	Progress (January 2019)
1.3.1 Seek the views of users on an individual basis and in service design and delivery (JTAI – ESN 32) (Links with 'Voice of the Child'	Tina Russell, CSC		December 2017	January 2018 - Worker identified to conduct survey and face to face interviews. 21 Young People 16-25yrs identified as previously experiencing/vulnerable to CSE but no longer. Survey agreed and initially will be sent to all 21 and then interviews of a cohort of these taking place Dec/Jan 18. Report attached.

strategic priority for WSCB)				  <p>CSE Voice of child Voice of the Child Report (final) 1st RepCSE 2nd report Aug 1</p> <p>Decision 27.9.18 Problem profile to incorporate Voice of the Child</p>
1.4 Promote practice standards for partner agencies to evaluate their response to concerns about sexual exploitation				
Action	Action Owner	Measure	Timeframe	Progress (January 2019)
1.4.1 Implement communications initiative in respect of the CSE Self-Assessment Tool which sets out practice standards and audit compliance with practice standards at agreed intervals	Clare Jackson Chair of Improving Frontline Practice Group (IFPG)	% partner agencies to complete the self-assessment % adequate grades against each practice standard % schools to complete the self-assessment	September 2017	<p>Partner agencies were asked to complete the CSE Self-Assessment Audit in January 2017 and April 2018. The findings from the April 2018 audit of compliance were received by CSE Strategic Group on 19.7.18 and assurance was provided to WSCB at its meeting on 13.9.18.</p>  <p>2018 07 16 CSE Self-Assessment Audi</p> <p>CSE self-assessment tool is now available to access on the WSCB website. In April 2018 a letter was circulated to all schools which included the link to the CSE Self-Assessment tool. It was also referenced in the April 2018 edition of the WSCB Newsletter.</p> <p>The S175/157 Audit completed by schools now asks the question about completion of the CSE Self-Assessment. Just below half of schools (49%) said they had completed the CSE Self-Assessment with 30 schools confirming that they have an action plan in place to address any gaps.</p>

				The CSE Strategic Group took the decision that partners would be asked to repeat the CSE Self-Assessment every two years with a request for an assurance statement on action plans to be provided in the intervening years.
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Key Priority 2 – Prevention and Early Intervention

Overarching priority: To increase the resilience of children and community to the threat of sexual exploitation by increasing public awareness and providing information and tools to support the identification of indicators of CSE; providing and publishing agreed models of assessment; and agreed protocols for the effective sharing of information across the multi-agency partnership

Key Target Areas/Objectives

2.1 Maintain a focus on increasing public awareness of CSE through a co-ordinated communications strategy

Action	Action Owner	Measure	Timeframe	Progress (January 2019)
2.1.1 Fully implement a co-ordinated CSE Communication Strategy for a range of media and audiences <ul style="list-style-type: none"> • Media • General public • Children and young people • Parents/carers • Schools and colleges www.tell-someone.org	DI Mark Roberts West Mercia Police (working closely with Partners and WSCB) Single Point of Contact – Julie Ramsden	Increase in number of information reports to Police or other Partners by source	TBC	<p>All agencies have been asked to support the annual CSE Awareness Day in March utilising the West Mercia and Warwickshire Police 'TELL SOMEONE' branded materials and these are widely circulated to partners by the WSCB.</p> <p>A sub group of the CSE, Missing and Trafficking Operational Group has been developed, which includes representation from communications leads within WMP, WCC, WSCB and Health, led by DI Mark Roberts. This group is developing a local Communications Strategy for targeting identified audiences – professionals, parents, CYP and local communities. One meeting held to date and will report into the Operational Group.</p> <p>Decision taken to carry over to new action plan.</p>

2.2 Promote the role of schools in raising awareness of CSE across local communities


Action	Action Owner	Measure	Timeframe	Progress (January 2019)
<p>2.2.1</p> <p>Embed the 'Whole School Approach to Healthy Relationships' across W</p>	<p>Clare Jackson -</p> <p>Chair of Improving Frontline Practice Group (IFPG)</p> <p>With support from Lynn Evans - CSE schools lead</p>	<p>% schools who partially/fully implement the WSA to Healthy Relationships</p>	<p>December 2017</p>	<p>The 'Whole School Approach to Healthy Relationships' framework was circulated to schools in October 2016. 81 schools responded to a subsequent survey with 68% (56/81) having read the framework and 20% (16/81) having used it. Of those that had not used it 89% (58/65) indicated a plan to use it during the following year as part of school's PSHE programme. This response rate was disappointing and did not provide the necessary assurance at that time.</p> <p>In April 2018 a letter was circulated to all schools from the Chair of the CSE Strategic Group asking them to give serious consideration to implementing the WSA to Healthy Relationships under the 'prevention' arm of the CSE Strategy Action Plan.</p> <p>The S175/157 safeguarding audit completed by schools now asks the question about full/partial/non-implementation of the framework. As of October 2018 84% of schools indicated that they will have at least partially implemented the framework by the end of 2018/19 academic year. This provides more robust assurance to WSCB.</p>

Key Priority 3 – Protection and Support

Overarching priority: To recognise and respond to children who are being sexually exploited as victims of sexual abuse. This means our response will place responsibility for the abuse with the perpetrator(s). The primary goal is to ensure that partner agencies work together to provide support to sexually exploited children so they are helped, protected and listened to.

3.1 Review current systems and protocols for effective information sharing in respect of individual young people and

processes for multi-agency risk management				
Action	Action Owner	Measure	Timeframe	Progress (January 2019)
<p>3.1.1</p> <p>Dynamically review of the role, function and membership of the CSE and Missing Operational Group to ensure that:</p> <ul style="list-style-type: none"> • Systems are in place to identify the most vulnerable children and young people at risk of or suffering from CSE • Information is effectively shared within and between agencies • Flagging systems respond to changes in risk • Risks are managed robustly and consistently • Gaps in service provision are identified • Trend data is available to inform problem profiling and service development • Function links to triage and CSE Strategic Group <p>Ofsted recommendation (2016): ' <i>The Board should strengthen its oversight</i></p>	<p>DI Mark Roberts</p> <p>West Mercia Police</p>		<p>May 2017</p> <p>Implement new operating model by September 201</p>	<p>It was reported to the CSE Strategic Group that, following a review of the Operational Group, the TOR and membership was refreshed in April 2018 to ensure that the right partner agencies are represented and to support information sharing. Education is now represented on the Operational Group which had previously been noted as a gap by Ofsted. In addition, there have been changes to systems and processes over the last year in respect of the triage process for CSE cases at the FFD and various blockers and barriers have been reported to the CSE Strategic Group by exception.</p> <p>The Operational Group has four sub groups looking specifically at:</p> <ul style="list-style-type: none"> • Communications • Pathways and Tools • Worcestershire Offer (mapping what services are available at different levels) <p>At the July meeting of the CSE Strategic Group it was noted that the CSE Pathway is to be reviewed.</p> <p>A notable success of the Operational Group over the last year has been its ability to inform commissioning decisions regarding support services for young people at risk of CSE.</p>

<p><i>of the response to CSE practice by ensuring that the operational sub group is represented by all agencies that are able to offer a sufficient level of oversight and analysis'</i></p>				
<p>3.2 Ensure robust information sharing and risk management is in place for looked after children who are placed in or outside of county</p>				
<p>Action</p>	<p>Action Owner</p>	<p>Measure</p>	<p>Timeframe</p>	<p>Progress (January 2019)</p>
<p>3.2.1</p> <p>Develop protocol for information sharing and CSE risk management with care providers to include the flagging of CSE concerns when children are placed in or outside of county.</p>	<p>Tina Russell</p> <p>Children's Social Care</p>		<p>December 2017</p>	<p>There is a general cross border protocol in place for the West Midlands region (located in the West Midlands Safeguarding Children Procedures located at: http://westmidlands.procedures.org.uk/</p> <p>Practice standards have been developed, linked to the West Midlands regional guidance that Worcestershire are signed up to:</p> <p>https://worcestershirecc.sharepoint.com/teams/Back2Basics/SitePages/Out%20of%20County%20Looked%20after%20Children%20Standards.aspx</p> <p>Guidance has been circulated to staff in children's social care.</p> <p></p> <p>2018-02-16 Thematic Audit - Out of County</p> <p>Decision 27.9.18 Carry forward into next action plan – need to update the profile of CYP in County</p>

3.3 Ensure transition arrangements are in place for responding to young people 18+ who are vulnerable to or experiencing sexual exploitation				
Action	Action Owner	Measure	Timeframe	Progress (January 2019)
3.3.1 Develop a pathway for responding to young adults at risk of or suffering CSE	Sarah Cox CSE lead for Adult Social Care	Pathway is agreed and implemented	October 2017	In December 2017 it was noted that the adult transition pathway had been modified to include reference to CSE. It is envisaged that discussion will take place at the MASE meetings about young people who may need to be referred to Adult Services at 17 years old and the TOR for the MASE meeting was to be reviewed to reflect this. Decision was made by CSE Strategic Group on 7.12.17 that this action requires no further action. Awareness had been raised of the need to discuss young adults who are vulnerable to or victims of CSE with Adult Social Care colleagues who will assess or signpost in accordance with individual needs.
Key Priority 4 - Pursue and Disrupt:				
Overarching priority: To ensure a clear focus on the use of a range of disruption techniques and to build the trust and confidence of victims. It also focuses on the targeting and pursuit of offenders to bring them to justice. Our primary goal is to manage the threat and risk posed by perpetrators and to secure justice for, and on behalf of, sexually exploited children.				
Key Target Areas/Objectives				
4.1 Ensure sustainability of resources to provide ongoing access for 'victims' to care and support to encourage reporting				
Action	Action Owner	Measure	Timeframe	Progress (January 2019)
4.1.1 Commissioning of cohesive services for support of those	Commissioner for the Police and Crime	Joint commissioning service model	April 2018	OPCC is now a standing member on the CSE Strategic Group.

exposed to CSE to be on a 3 year sustainable basis.	Commissioner (PCC)	created. Agreement between CSP, and PCC for service design and outcomes. Commissioned service funded for 3 years, outcome led.		In April 2018 the Contract for delivery of support services to YP at risk of CSE was reviewed by OPCC and, following a tendering process, the new Contract has been awarded to WMRASASC (working with Women's Aid). This new Contract is intended to facilitate a more responsive and resilient service going forward. The Branch Project was formally launched on 19 November and the service implemented.
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4.2 Identify perpetrators using regional intelligence, information from all agencies, risk assessing those and targeting the highest harm

Action	Action Owner	Measure	Timeframe	Progress (January 2019)
4.2.1 Ensure the necessary links are in place to enable the robust sharing of regional intelligence to support the identification of perpetrators and understanding of models of offending.	DI Mark Roberts West Mercia Police	Identification of offenders operating across borders Understanding of trafficking dimension in CSE locally	TBA	January 2018 – a new action was drafted which focusses on the use of regional intelligence to identify offenders. (Previous two actions were considered to be a duplication of 1.1.1 and 1.2.1.) Action 27.9.18 - DCI Ian Wall to consider what data could be added to problem profile to increase our understanding of County Lines (perpetrators and victims who come into Worcestershire from out of area for the purposes of offending). Decision to carry over to new action plan under problem profile work stream

4.3 Develop strategies to support criminal justice processes to seek positive outcomes for those identified as simultaneous facilitators and victims of CSE

Action	Action Owner	Measure	Timeframe	Progress (January 2019)
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<p>4.3.1</p> <p>Research good practice nationally and regionally to understand best practice in the use of civil orders to prevent CSE and the management of facilitators of CSE when they are also victim of sexual exploitation themselves</p>	<p>West Mercia and Warwickshire Alliance CSE lead With support from Crown Prosecution Service (CPS)</p>	<p>% facilitators diverted from criminal justice systems</p> <p>Number of facilitators able to disclose details of their own abuse</p>	<p>March 2018</p>	<p>There has been cross border discussion, particularly with West Midlands Police, on this issue. Also through networking opportunities at the National Working Group Conference.</p> <p>Civil orders are being used by neighbouring forces from the Human Trafficking legislation, but WMP has failed to achieve any of these despite engagement with CPS on an individual case by case basis. Officers have provided challenge on the decision not to advance any further due to not meeting the criminal thresholds for prosecution when it could be dealt with as a civil matter. It was recorded on 19.7.18 that DCI Rik Klair was awaiting a response from CPS on this issue.</p> <p>Action 27.9.18- DCI Ian Wall to follow up with CPS. Also consider incorporating Police data on use of civil orders into problem profile. Decision to carry over to new action plan under problem Profile work stream</p>
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Appendix 3



Worcestershire Safeguarding Children Board Child Sexual Exploitation Group (CSE) Strategic Group Terms of Reference

Purpose of the Group

The CSE Strategic Group is a sub group of the Worcestershire Safeguarding Children Board. The purpose of the group is to provide the strategic lead for the development, implementation and evaluation of the Worcestershire Children Safeguarding Board (WSCB) Strategy to address Child Sexual Exploitation in Worcestershire.

Functions of the Group

The specific aims of the group are:-

- To provide assurance to the WSCB that CSE is being actively addressed across Worcestershire and to advise on any gaps or problem areas.
- To co-ordinate delivery of the CSE Strategy Action Plan and ensure that all actions are progressed in a timely manner by the group and where necessary hold partner agencies to account.
- To keep the WSCB informed of progress, providing regular updates and seeking the support of the Board should any barriers emerge that affect the delivery of the strategy.
- Make recommendations to the WSCB of any fundamental changes to the Action Plan which may be necessary for the effective implementation of the CSe Strategy.
- To provide support and oversight for the CSE & Missing Children Operational Group to enable delivery of the key components of the strategy.
- To engage with a wide range of relevant partner agencies and groups as appropriate to ensure that CSE is addressed robustly across Worcestershire.
- To take account of any national or regional CSE guidance and ensure that the Worcestershire CSE Strategy remains consistent with current direction.
- To utilise CSE data to identify emerging patterns and to effectively monitor performance and identify any areas for improvement.

Membership

Membership will consist of senior representatives from those organisations who are interested parties with regard to strategic oversight of CSE in Worcestershire and include those agencies which feature in the action plan. The meeting should include, but not be exclusive to, the following agencies:-

- West Mercia Police (Chair)
- Children's Social Care
- Health (Vice Chair)
- Probation (NPS)
- Schools representation for first, middle, secondary and special schools and FE colleges
- Lay member
- Youth Offending Service (YOS)
- CSE and Missing Operational Group (Chair)
- Safer Communities Board/Public Health
- District Councils
- Voluntary Sector
- Housing Providers
- Adult Social Care

Meetings

The frequency of meetings will be every 2 months to ensure the group achieves the objectives detailed above in a timely manner. In exceptional circumstances the Chair of the meeting may arrange additional meetings if it is felt necessary to do so.

Sub-Groups

The CSE Strategic Group will have formal governance responsibility for the CSE & Missing Children Operational Group. If any additional sub-groups are convened to carry out specific pieces of work they will also report back and be accountable to the CSE Strategic Group.

Reporting

The Chair will present a highlight report to each meeting of the Worcestershire Safeguarding Children Board reporting by exception any barriers to the timely implementation of the CSE Action Plan, trend analysis from the data, issues identified by the problem profile and examples of good practice.

The CSE Strategic Group will receive regular reports from the CSE & Missing Children Operational Group.

Reviewed April 2017

Appendix 4

Useful Links and Resources

1. "Dealing with Child Sexual Exploitation" March 2015 Government Response

<https://www.gov.uk/government/publications/tackling-child-sexual-exploitation--2>

2. HM Government (2009) *Safeguarding Children and Young People from Sexual Exploitation* 2009

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/278849/Safeguarding_Children_and_Young_People_from_Sexual_Exploitation.pdf

3. HM Government (2015) *Working Together to Safeguard Children*

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419595/Working_Together_to_Safeguard_Children.pdf

4. HM Government (2003) *Sexual Offences Act* 2003

<http://www.legislation.gov.uk/ukpga/2003/42/section/3>

5. WSCB Safeguarding Children Who May have been Trafficked 2009:

http://westmerciaconsortium.proceduresonline.com/chapters/g_sg_trafficked.html

6. Worcestershire Safeguarding Children Board Guidance, Policy and Procedures:

<http://westmidlands.procedures.org.uk/pkpl/regional-safeguarding-guidance/child-sexual-exploitation>

<http://westmidlands.procedures.org.uk/local-content/4cjN/child-sexual-exploitation-risk-assessment>

7. Anti-social Behaviour, Crime and Policing Act 2014:

<https://www.gov.uk/government/collections/anti-social-behaviour-crime-and-police-bill>

8. "Research into gang-associated sexual exploitation and sexual violence; Interim Report", Beckett, H et al (2012) pub: University of Bedfordshire

http://www.beds.ac.uk/_data/assets/pdf_file/0008/215873/GASV_Interim.pdf

9. "If only someone had listened", Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation in Gangs and Groups, Final Report (November 2013) Sue Berelowitz, et al

http://www.childrenscommissioner.gov.uk/content/publications/content_743

10. Parents Against Child Sexual Exploitation

<http://www.paceuk.info/>

11. National Child Sexual Exploitation Awareness Day:

<http://www.stop-cse.org/national-child-exploitation-awareness-day/>

12. National Working Group Network for Child Sexual Exploitation

<http://www.nwgnetwork.org/>

13. Just Whistle (no date) *Prevention Protection and Investigation* (on line)

<http://www.justwhistle.org.uk/index.php/home/whats-on/prevention-protection-and-investigation>

14. National Working Group for Sexually Exploited Children and Young People (2008) *Sexual Exploitation Intervention Diagram*

<http://www.nationalworkinggroup.org/what-is-child-sexual-exploitation/sexual-exploitation-intervention-diagram>

Appendix 5

Models of Grooming and exploitation

Grooming

Grooming may take place face to face and can occur over a long period of time or relatively quickly. Grooming using the internet and mobile technology is increasingly common. Along with the significant risk in the use of mobile phones, including Bluetooth technology, perpetrators target children and young people through online sites, games and through picture messaging and texting.

Child sexual exploitation can occur in a variety of settings and may involve one or more person. Barnados has identified three different sexual exploitation abuse models . Examples of quotes from young people are also included below.

Abuse model 1

Inappropriate Relationships

This usually involves one abuser who has inappropriate power – physical, emotional or financial - or control over a young person. The young person may believe that they have a genuine friendship or loving relationship with the abuser.

Abuse model 2

Boyfriend model and Peer exploitation, also known as party model

The abuser grooms the victim by striking up a normal relationship with them, giving them gifts and meeting in cafes/fast food outlets or shopping centres. A seemingly consensual sexual relationship develops but later turns abusive.

Victims are required to attend parties and sleep with multiple men and threatened with violence if they try to seek help. They may also be required to introduce their friends as new victims.

Abuse Model 3

Organised exploitation and trafficking

Young people are passed through networks, possibly over geographical distances, between towns and cities where they may be forced/coerced into sexual activity with multiple men. Often this occurs at 'sex parties' and young people who are involved

may be used as agents to recruit others into the network. Some of this activity is described as serious organised crime and can involve the organised buying and selling of young people by perpetrators.

Organised exploitation varies from spontaneous networking between groups of perpetrators to more serious organised crime where young people are effectively 'sold'. These activities are described as 'internal trafficking' or 'trafficking for child sexual exploitation.'

Victims of sexual exploitation may also be used as agents to recruit other children and young people and in some cases a young person may be both a perpetrator and a victim of CSE.

Sexual exploitation can be group and gang associated. Group associated exploitation refers to the number of perpetrators involved.

Gang Associated CSE

Research undertaken by Beckett et al (2012) outlined key features of gang-associated sexual violence and exploitation that are unique to, or exacerbated by, the gang environment:

- Using sex as a means of initiating young people into a gang;
- Sexual activity in return for (perceived) status or protection;
- Young women 'setting up' people in other gangs;
- Establishing a relationship with, or feigning sexual interest in, a rival gang member as a means of entrapment; and
- Sexual assault as a weapon in conflict.

*"Research into gang-associated sexual exploitation and sexual violence,"
(2012)*

Examples of quotes from young people

1. 'I was 12 maybe a wee bit older, and I remember my mummy run out of drink and she says to me, there was fellas in the house and she says to one of them to take me up the stairs and she got me to go with this man for a bottle of vodka for her.'
(Beckett 2011)

2. 'There was a guy running parties for sex. What was described to me was someone initially looking after you, taking you out, buying you clothes, looking after you, giving you lots of emotion and care. Then there were parties where other girls were there and it became a going upstairs with one person type of thing, but then it

came down to being the only girl with four or five men and it became quite frightening. There was also a separate pornography side to it, and they were getting pulled in to that as well.' (Beckett 2011)

3. 'We have a young woman at the moment who is Eastern European and was trafficked here and continues to be exploited by people. She lives with her parents but we reckon she is being sold on a regular basis. Well, she says she lives with her parents but we aren't entirely sure if they are her parents. She is saying she is 17, but we suspect she's more like 14.' (Beckett 2011)

4. Sexual exploitation that involves one or multiple perpetrators who are themselves gang associated and where the CSE takes place as a form of introduction or inter-gang related violence. (Office of Children's Commissioner 2012)



Worcestershire Safeguarding Children Board
www.worcestershire.gov.uk/safeguardingchildren

For further information please contact:

Sue Haddon

WSCB Business manager

shaddon@worcestershire.gov.uk

Tel. 01905 843316