Gloucestershire Safeguarding Children Board

Child Sexual Exploitation Commissioning Strategy 2014

Final Version 1.0 December 2014
Gloucestershire Child Sexual Exploitation Commissioning Strategy 2014

Introduction

This strategy has been supported by the CSE strategy working group which currently includes representation from Children’s Services, Police, Police and Crime Commission, Prospects, Gloucestershire Domestic Violence Support and Advocacy Project (GDVSAP). For a full list of contributors see appendix A.

Purpose of the strategy

1.1 All agencies are responsible to help identity children and young people at risk and to protect them from sexual exploitation. The most effective response is a co-ordinated, multi-agency one. This strategy will ensure that there is a collaborative approach to responding to Child Sexual Exploitation (CSE) in Gloucestershire.

1.2 By having a multi-agency strategy in place a strong partnership approach is established to ensure that there is a clear and consistent approach to preventing CSE and identifying and providing support to those who are at risk of being targeted for CSE.

1.3 Better collaboration means that those within relevant organisations within Gloucestershire are better prepared to identify risky situations and the adults that perpetrate CSE, in order to prevent exploitation of young people

1.4 When disclosures are made we can respond to support the young person, take steps to protect the young person from the perpetrator and support the family to keep the young person safe. Also work to ensure that the perpetrators of CSE are brought to justice.

1.5 A co-ordinated approach will ensure that young people who are victims of CSE are able to get the right support to help them recover from their experience, and that they are able to continue in education and are supported to move forward with their lives.

1.6 The strategy will be referred to and linked to the developing of a commissioning domestic violence and sexual violence strategy. Whilst there are different issues there are some links and learning from both areas which need to be reflected.

1.7 The strategy is set within the context of young people and their sexual behaviour and health. It therefore ensures there is a proactive response to staying safe and the awareness of positive sexual relationships for young people.

Definition

2.1 “Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people receive “something”, (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of performing sexual activities. Child sexual exploitation can occur through the use of technology without the child’s immediate recognition. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and
intimidations are common, involvement in exploitative relationships being characterised in the main by the child or young person’s limited availability of choice resulting from their social/economic and/or emotional vulnerability.”

(ref. safeguarding children and young people from sexual exploitation, DSCF 2009)

For the purpose of this strategy, the definition will also include young people who are 18-25 years where appropriate for example when the young person has already been engaged with CSE work before they are 18 years of age.

Objectives of this Strategy

3.1 The main objectives of this strategy are;

To ensure that preventative education is in place for children and young people about CSE, relationships and sexually harmful relationships.

To identify children and young people at risk, or at potential risk to sexual exploitation through a co-ordinated approach to information sharing and risk assessment.

To work collaboratively to ensure the safeguarding and welfare of children and young people who are currently experiencing/ or are at risk of being sexually exploited

To develop a robust framework for developing and sharing intelligence to ensure effective action can be taken against those intent on abusing and exploiting children and young people in this way.

To investigate, prosecute and disrupt perpetrators

To ensure that awareness raising for other professionals and members of the public, including parents and businesses is in place.

National Overview of CSE

4.1 The interim report in Nov 2012 of the Children’s Commissioner’s National Inquiry into child sexual exploitation found that between Aug 2010 and October 2011, 2,409 children and young people were victims of child sexual exploitation. It also found that between April 2010 and March 2011, 16,500 children and young people were a potential high risk of sexual exploitation.

4.2 The CEOP research “out of minds out of sight” (2011) found that the average ages of victims in contact with voluntary organisations was 14/15years with the majority being female. The majority of perpetrators were male (87%) with most between the ages of 18-25 years.

4.3 The inquiry report highlighted that the views of children and young people has often been missed and there is a difference in their views of what their needs are and what would support them to that of professionals. This has often resulted in them slipping through the net and not being recognised.
4.4 There are links between child sexual exploitation and missing young people and some gang related violence. Establishing partnerships with these strategic areas can prove crucial for intelligence gathering.

4.5 Where there has been good practice, there are clear examples of responding and the provision of support for victims of child sexual exploitation. The following key factors have been evident these being;

- Focus on the child- child and young people are visible to those protecting them
- Gaining a child’s confidence- building trust and positive relationships
- Leadership- a clear commitment and direction to tackling child sexual exploitation
- Strategic Planning- To ensure effective practice is in place
- Everyone on alert- awareness raising through profession, families, communities and local businesses
- Identifying the warning signs- awareness of the warning signs
- Joined up working- strong child centred partnerships
- Pre-emptive action- combining data and intelligence to break up networks. Proactive prevention is also key
- Scrutiny- essential to ensure outcomes are achieved

4.6 In order to inform the development of a future model of practice in Gloucestershire, there has been a scoping exercise of other local authority areas. Some of those authorities have responded to serious case reviews in their area and have developed services as a result of this. The Children’s Commissioner recommends either a specialist co-located team or a virtual specialist team as the most effective response.

4.7 The inquiry report identified 7 principles for protecting children from child sexual exploitation. These principles will underline the strategic approach and commitment to build on the existing work to tackle child sexual exploitation in Gloucestershire.

- The child’s interests must be top priority
- Participation of children and young people
- Enduring relationships and support
- Comprehensive problem-profiling
- Effective information-sharing
- Supervision, support and training for staff
- Evaluation and review

Local Overview of CSE to date

5.1 There are some strong partnerships which have now been established around CSE work. These partnerships have improved the communication and response to CSE in the country. In some cases these are less formal through a commitment to deliver support to this group of young people. Whilst at the moment they are managing to meet this demand, should there be an increase demand these organisations are concerned they will not be able to keep pace.
5.2 In November 2011 the GSCB held a seminar to raise awareness of practitioners to child
sexual exploitation developed by all the relevant agencies there and a multi agency
protocol was developed.

5.3 Since Sept 2012 Chelsea’s Choice (an awareness raising play about CSE for young
people) was rolled out across schools with many taking up this opportunity. 21,000
young people have seen this play to date.

5.4 In 2012, Gloucestershire developed a multiagency protocol for safeguarding children
who are at risk of child sexual exploitation. This highlights the current CSE risk
assessment and intervention process.

5.5 A screening tool has been in use since 2011 to assist professionals from both statutory
and voluntary agencies to provide a framework when considering risk of child sexual
exploitation. This framework allows flexibility to be able to respond to each individual
situation. Since the pilot started in Sept 2011 the CSE police team have received 296
completed screening tool referrals.

5.6 Since September 2011 training has taken place, delivered by GDVSAP on behalf of the
GSCB to ensure staff are familiar with this tool. Between September 2012 –October
2013, 249 professionals have attended the training from a variety of agencies including,
police, social care, schools, district councils, 2gether NHS foundation trust, NHS care
services, children’s centres, voluntary community services and youth support services.

5.7 The GSCB website has information on CSE including details of on line training available,
general information on potential risk factors and warning signs, screen tool and protocols
http://www.gscb.org.uk/CHttpHandler.ashx?id=53603&p=0

5.8 In relation to gang related offences there are limited criminal prosecutions currently,
however there is evidence from the “Avenger task force” that there is an increase in
sexual violence of girls and link to CSE. There is an agreed consensus from all partners
that this is an area which will need to be reflected in any future developments. The
process needs to be robust enough to be responsive if there is a wider organised case
involving multiple offenders or a general increase in the number of identified cases.
Opportunities to work with close local authorities in this area will give a more long term
approach to this and the potential problems it presents.

5.8 All agencies have acknowledged that there is a need to increase the provision of early
help – to increase young people’s awareness of CSE and how to deal with potential
situations in which they may be particularly vulnerable. For those young people who are
vulnerable to CSE, there is recognition of the importance of the role of engagement work
to facilitate and support appropriate disclosure is recognised. This work needs to
continue after any disclosure to ensure that the young person is able to move forward in
a positive way. This is a significant piece of work which can be ongoing for a long period
of time and can require involvement of a range of specialist services. (eg, youth support,
CMHS, children’s services, family support)

5.9 E-learning about CSE is available through the GSCB webpage. A commissioned E-
learning training tool for staff and one for parents which was produced by PACE (parents
against child sexual exploitation).
5.10 It has been recognised that there is inconsistency in the provision of support for parents/families due to the capacity of the roles of the agencies currently involved. This has been recognised nationally as an important part of the ongoing support required for the long term stability of the young person. There is recognition that this should also include foster carers.

5.11 There is currently an action plan which all agencies are working to through the GSCB sub group. This will be reviewed in line with the new strategy to ensure that outcomes for children are met and will be initially overseen by the CSE strategy group, reporting to the GSCB.

5.12 There needs to be increased understanding of the different risks locally and nationally. It is well known that there are certain vulnerability indicators which, if present suggest that some young people are at a higher risk than others. However more local intelligence is required to understand the overall risk indicators on a local basis.

5.13 There are good links to the missing young people’s work and there is a Missing/CSE sub group reporting to the GSCB. Monthly missing meetings looking at high risk cases include potential CSE as a risk indicator. The strategy group acknowledges that the look and see visits require a more consistent approach.

5.14 Campaigns to help increase young people’s understanding of not only CSE but the wider context of healthy attitudes towards relationships, self worth, keeping safe etc are vital to the preventative approach. There are some good results from work with schools and both the Youth Support service and GDVSAP give examples where some schools are more aware of the potential risk factors and have built up good relationships with providers.

5.15 In 2013, the Education and learning Sub group of the GSCB promoted the CSE Screening Tool to all Designated Safeguarding Leads (DSL) in schools in conjunction with the Police via a series of forums across the County. This has been repeated this year and CSE now features in all whole school safeguarding training. All schools have, for the third year, received the interactive theatre production ‘Chelsea’s Choice’ aimed at year 8s to ensure young people have the information and tools they need to assist them in recognising an exploitative situation. Over 18000 young people have seen this to date along with 600 school staff. New Statutory Guidance for schools issued in April 2014 (Keeping Children Safe in Education) makes it a requirement for schools to have in place a co-ordinated offer of Early Help. This has been promoted to schools and prevention of CSE is an integral part of this offer. There is an identified lead from the education sector for CSE and links between the CSE and Missing Children Sub Group and the Education and learning Sub Group of the GSCB are good. There is potential to build on the current police work around awareness raising within the community and business sectors and additional media campaigns.

5.16 All staff who work with children and young people in a range of settings need to be able to understand the warning signs and develop confident intervention strategies to prevent escalation. A wider and more focused training programme would ensure that this is targeted in the most appropriate places.

5.17 There is a need to develop strong support for and resilience of families and young people. Often these relationships are damaged and will need time and support to address the issues to enable the young person to rebuild their life. A “total family
“approach” would ensure parents are supported and engaged throughout. Parents are often well placed to help with evidence and knowledge about their children and so building valuable partnerships with them is vital.

5.18 The police have highlighted that when working with young people, a consistent approach is crucial and the need to be able to gain the required evidence in a systematic and structured way. Support for young people who do disclose will need to be clear and transparent and within agreed boundaries. A clear protocol for staff engaging in this work will need to be developed.

5.19 The need to provide support to individual young people through disclosure and post disclosure needs to be clearer. It can be intensive and often requires a significant commitment in terms of time and resources. Currently the capacity of staff is limited and they would struggle if there is a sharp increase in numbers. Better clarity of the roles and support would help all agencies to be more informed about roles and remit, ensuring a more consistent response.

5.20 In Gloucestershire we will need to embed the principles of the “See Me Hear Me” framework highlighted previously. While the current figures for Gloucestershire are relatively manageable, the potential for escalation and increasing early identification means that any model of practice will need be able to respond effectively. It is essential that the model provides a robust and strong partnership approach.

5.20 Below is a summary of what is currently in place and where there is potential scope for further development in relation to the “See Me Hear Me” Principles. This has informed some of the work highlighted in the implication action plan.

<table>
<thead>
<tr>
<th>Principles of the Children’s Commissioner report</th>
<th>What is working well in Gloucestershire</th>
<th>Scope for potential development</th>
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<tbody>
<tr>
<td><strong>The child’s interests must be top priority</strong></td>
<td>Social care response to comply with The Children Act 1989</td>
<td>Improved co-ordinated key worker arrangements to provide one to one support and a link to relevant agencies.</td>
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<td></td>
<td>Screening tool in place</td>
<td>Work with young people to develop targeted awareness raising support</td>
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<td>Direct support provided through Youth Support and GDSAP</td>
<td>Guidance for staff working with young people who disclose</td>
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<td>Close working relationship with CSE police officers</td>
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<tr>
<td><strong>Participation of children and young people</strong></td>
<td>Youth support provides a child/young person centred approach. Support is determined by the individual young person.</td>
<td>Key worker role will ensure that the young person’s needs are kept central at all times.</td>
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<td></td>
<td>Some awareness raising in schools</td>
<td>Widen the awareness raising in schools/youth clubs etc</td>
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<td></td>
<td>Sexual Health service</td>
<td>Improve link to “look and see” visits for missing young people</td>
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<td>Young Gloucestershire – Keep Safe Programme</td>
<td>Clear protocols with criminal justice system on support for young people giving evidence</td>
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<tr>
<td><strong>Enduring relationships and support</strong></td>
<td>Child centred approach based on each individual</td>
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<td>Sustainable support for young people pre and post disclosure.</td>
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<td>Targeted support to families throughout the process which builds their resilience</td>
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<td><strong>Comprehensive problem profiling</strong></td>
<td>Police collect data on cases, perpetrators and investigated etc.</td>
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<td></td>
<td>Police work around targeting awareness raising in local communities eg taxis, B&amp;Bs and takeaway.</td>
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<td>All agencies collect information on young people they are working with.</td>
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<td>Smarter use of data collection on local information of profiles of perpetrators. “problem-profiling” will help to analyse and understand local patterns of exploitation</td>
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<td>Increase work with local businesses and communities</td>
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<td><strong>Effective information-sharing</strong></td>
<td>Positive working relationships with partners</td>
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<td>Specific Missing/CSE subgroup of the GSCB</td>
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<td></td>
<td>Good links to sexual health service</td>
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<td>School safeguarding audits include questions on CSE</td>
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<td>Chelsea's Choice has been seen by 1,800 children.</td>
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<td>More robust information sharing protocols</td>
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<td>Review membership of group to include wider representation.</td>
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<tr>
<td><strong>Supervision, support and training for staff</strong></td>
<td>E-learning course in place for staff (GCC and non-GCC) and parents.</td>
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<td></td>
<td>Specialist training for staff working in youth support</td>
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<td></td>
<td>GSCB website includes documents for staff including information on warning signs, screening tool, and Gloucestershire protocols.</td>
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<td></td>
<td>CSE training on the screening tool provided by GDVSAP in partnership with GSCB.</td>
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<td>School staff safeguarding training covers CSE screening tool</td>
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<td></td>
<td>Increase the training/awareness-raising opportunities for all staff.</td>
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<td></td>
<td>Increase access to awareness training to wider community partners eg local business, adult services, district councils, housing etc</td>
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</table>
The priorities for the multi-agency approach to child sexual exploitation in Gloucestershire are highlighted below and each partner has a role to play each priority. These will be implemented through the action plan.

- Prevention and public confidence/awareness raising
- Identification and protection/safeguarding
- Bringing offenders to justice
- Intervention and support
- Intelligence and performance monitoring

### Monitoring and Quality

7.1 The monitoring of the strategy and the action plan will be the responsibility of the CSE strategy working group who will regularly report to the GSCB on progress flagging any issues of potential concerns or risks

7.2 The proposed model will be presented to the GSCB and the action plan will be refreshed in light of the new model of working.

7.3 A data collection framework will be developed to ensure that all relevant information is captured and can be presented to allow the identification of trends, ongoing work and identify problems or issues in a co-ordinated way. This will ensure that the intelligence that will be collect will be robust and consistent.

7.4 The action plan will be refreshed on an annual basis with the GSCB approval.

<table>
<thead>
<tr>
<th>Evaluation and review</th>
<th>Action plan in place reviewed by the CSE sub group</th>
<th>Review and update action plan in line with strategy. CSE subgroup to have clear remit around monitoring and reviewing action plan.</th>
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</thead>
</table>

Chelsea’s Choice has been delivered to staff within the Gloucestershire Diocese, Vicars, church lay people and church youth workers have been training in Safeguarding, including CSE and the screening tool.
Appendix – A

**Members of the Child Sexual Exploitation Strategy Group**

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