



Child Sexual Exploitation Joint Strategy 2015

Cambridgeshire and Peterborough Local
Safeguarding Children Boards

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1. Context of this document

This document details the strategic overview of the response the Peterborough Safeguarding Children Board and Cambridgeshire Local Safeguarding Children Board (LSCBs) are taking towards child sexual exploitation (CSE) across the county. This policy is owned and monitored by the Joint Cambridgeshire and Peterborough Child Sexual Exploitation Steering Group, which monitors and evaluates the effectiveness of the strategic and operational response to CSE across Cambridgeshire and Peterborough via the Joint CSE Action Plan (Oct 2015), which should also be considered alongside this strategy.

Background

There have been a number of high profile cases relating to child sexual exploitation that have been widely publicised. These have included Operations Retriever and Kern in Derby, Operation Doublet in Rochdale and Operation Bullfinch in Oxfordshire. All of these operations have seen multiple adult men convicted of serious sexual offences and trafficking offences against children. Peterborough has also had its own high profile cases under Operation Erle, which has seen a total of 10 male defendants convicted of 59 offences against 15 young females, receiving a total of 114 years and 9 months in custodial sentences.

A number of reviews and learning exercises have taken place, including the Independent Inquiry into Child Sexual Exploitation in Rotherham by Professor Alexis Jay in August 2014 which raised many concerns about the treatment of victims and identified failures by the police, social care managers and officials in their response.

As a cross-county partnership, we have also undertaken activity to determine what work is needed locally to support children and families. This has identified that long lasting, trusting relationships are vital to support children and young people and that success is not possible without partnership working.

2. Definition of Child Sexual Exploitation

'Sexual exploitation of children and young people **under 18** involves exploitative situations, contexts and relationships where young people (or a third person or persons) **receive 'something'** (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, **sexual activities**.

Child sexual exploitation can occur through the **use of technology** without the child's immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain. 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 intimidation** 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.¹

3. The Role of LSCBs in Safeguarding Children Against Child Sexual Exploitation:

The LSCBs will 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;
- Specific local procedures are in place covering the sexual exploitation of children and young people;
- Local safeguarding training includes information about how to identify the signs of sexual exploitation and an understanding of how to gather evidence which can be used to bring prosecutions against abusers;
- Where sexual exploitation is known to be prevalent locally, specialist training is available for key professionals;
- Systems are in place to track and monitor cases of sexual exploitation that come to the attention of local agencies;
- A LSCB sub-group is put in place to lead on the issue of sexual exploitation, driving work forward and ensuring effective cooperation between agencies and professionals;
- There is a dedicated lead person in each partner organisation with responsibility for implementing this guidance;
- Arrangements are in place to cooperate with neighbouring areas and those areas where children who have been sexually exploited are believed to have lived or been present.²

4. Peterborough Safeguarding Children Board and Cambridgeshire Local Safeguarding Board Policy Statements

- a. The sexual exploitation of children (CSE) is completely unacceptable. Children and young people who are sexually exploited are the victims of child sexual abuse, and their needs require careful assessment and intervention. They are likely to be in need of welfare services and – in many cases protection under the Children Act 1989.
- b. It is our collective responsibility to identify those children and young people at risk of exploitation and our joint responsibility to protect them and safeguard them from further risk of harm. It is also our joint responsibility to prevent

¹ *Safeguarding Children and Young People from Sexual Exploitation. Supplementary Guidance to Working Together to Safeguard Children* Department for Education 2009

² *Safeguarding Children and Young People from Sexual Exploitation* 2009

children becoming victims of this form of abuse and reduce the opportunities that offenders may have to exploit children in the future.

- c. We aim to raise the profile of child sexual exploitation in order to protect and safeguard children from harm. We shall achieve this by developing and maintaining effective local responses and through the delivery of an effective multi-agency strategy and action plan delivered by key partners through the CSE Strategic Group. This includes the implementation of timely and effective risk management and the implementation of a comprehensive range of child centred interventions for children who are at risk or victims of sexual exploitation.
- d. We recognise that sexual exploitation can have a serious long term impact on every aspect of a child or young person's life, health and education. It can damage the lives of families and carers and can lead to family break ups. Effective interventions delivered by all agencies to assist with these longer term impacts are also a key area of focus for the LSCBs.

5. Principles Underpinning the Multi-agency Response to Child Sexual Exploitation in Cambridgeshire and Peterborough:

This strategy is based upon the seven principles set out below, as identified in the 'See Me, Hear Me Framework'³

- 1) The child's best interests must be the top priority

The responses by the LSCBs to CSE seek to take a child centred approach, whilst at the same time recognising that to protect other children and future abuse there is a need to identify, disrupt and prosecute offenders.

Children do not make informed choices to enter into or remain in sexually exploitative situations. They do so through coercion, enticement, manipulation or desperation. Children under 16 years old cannot consent to sexual activity and sexual activity with a child under 13 years is statutory rape.

For more information, see **Guidance for Professionals Working with Sexually Active Young People Under the age of 18**⁴

Sexually exploited children or those at risk should be treated as victims of abuse, not offenders. Prosecution should be focused on those who abuse children and young people in this way. It is important to remember that these perpetrators may be adults, or they may be the child's peer or close to their age. The needs of the children within a perpetrator's family must also be considered.

- 2) Participation of children and young people

'Children want to be respected, their views to be heard, to have stable relationships with professionals built on trust and to have consistent support provided for their

³ *If Only Someone Had Listened: Inquiry into child sexual exploitation in gangs and groups* OCC 2013

⁴ <http://peterboroughlscb.org.uk/procedures/guidance-for-professionals-working-with-sexually-active-young-people-under-the-age-of-18/>

individual needs. This should guide the behaviour of professionals. Anyone working with children should see and speak to the child; listen to what they say; take their views seriously; and work with them collaboratively when deciding how to support their needs.⁵ Agencies should always consider the wishes and feelings of the children and young people receiving their services. This is no more or less true for victims or those at risk of CSE.

3) Enduring relationships and support

Support should be tailored to meet the needs of the individual, taking into account their age, ethnicity, beliefs, sexual orientation, disability, language and maturity. As mentioned above, lasting, trusting relationships with professionals who offer consistent support are crucial to support and protect children and young people and aid their recovery.

As with other areas of child protection, the effective safeguarding of children and young people is best achieved through early help and intervention. Professionals working with young people are well placed to identify risks at an early stage and should ensure they have the knowledge and skills to identify and respond to the vulnerabilities and risk indicators of CSE. Information concerning training and guidance and information can be found on the LSCB websites. Professionals should be supported in building relationships with the children and young people they are working with. They should also have access to support for themselves through their line manager and/or the lead for child sexual exploitation within their agency.

4) Comprehensive problem-profiling

It is important for all LSCBs to establish the prevalence and character of abuse in their areas. The most effective and accurate profile includes data from a range of agencies, compiled with the oversight of the LSCBs and shared across key partners to inform activity concerning CSE.

Profiles should contain the following:

- a) The incidence of CSE:
This should include data held by Children's Social Care, Police, health agencies and the voluntary sector, and should be considered for consistency and accuracy. Collection of data may be best facilitated via the Multi Agency Safeguarding Hub (MASH).
- b) Information on local trends:
The LSCBs have sought this data from Cambridgeshire Constabulary in order to strengthen their approach to CSE. Information collated by the Police has identified 'hotspots' and those young people considered to be most at risk.
- c) Prevalence of core risks:
This information indicates the probable extent and character of abuse in the area. This can then be used to determine what type of preventative services

⁵ *Working Together to Safeguard Children* Department for Education 2015

are likely to be most effective in reducing the risk of CSE. Good practice would be to share and compare this data with boarding local authorities and other relevant areas.⁶

5) Effective information-sharing within and between agencies

There is in place an effective information-sharing protocol predicated on the best interests and safeguarding of children and young people. All relevant agencies and services should be signatories and it should clearly state what information should be shared, by whom and the process for doing this. It can be found here: <http://www.peterboroughlscb.org.uk/wp-content/uploads/2015/04/cambis-information-sharing-framework.pdf> .

For more information, professionals should refer to the Department for Education Guidance: 'Information sharing: Advice for practitioners providing safeguarding services to children, young people, parents and carers' 2015

6) Supervision, support and training for staff

Agencies within Cambridgeshire and Peterborough should invest in the development and support of staff including the provision of regular supervision and the opportunities for staff to reflect on practice. Those professionals who offer direct support to sexually exploited children and young people might require further intensive training and must have regular opportunities to reflect on their practice with a skilled consultant or supervisor.

7) Evaluation and review

Regular evaluations and reviews of this strategy and the Joint CSE Action Plan must be undertaken to ensure services are progressing activity to reduce the risks posed to young people by child sexual exploitation, and interventions are achieving their intended outcomes. Children and young people from the Cambridgeshire and Peterborough areas should be involved in this process to ensure improvement. Questions against which the strategic response should be evaluated are detailed in the See Me, Hear Me Framework⁷ under the following headings:

- Voice of the child
- Voice of the professional
- Protecting the child

6. Missing Children and Young People

This section should be read in conjunction with the LSCBs Protocols on Missing Children and Young People:

Peterborough

<http://www.peterboroughlscb.org.uk/wp-content/uploads/2015/04/Peterborough-Missing-from-Home-and-Care-updated-April-2015.pdf>

⁶ Taken from *Tackling child sexual exploitation: Helping local authorities to develop strategic responses*. Barnardo's 2012

⁷ 'See Me, Hear Me Framework, from *If Only Someone Had Listened: Inquiry into child sexual exploitation in gangs and groups* OCC 2013

Cambridgeshire:

http://cambridgeshirescb.proceduresonline.com/pdfs/exemplar_operational.pdf

There are clear links between children and young people who go missing from home or care settings and CSE. Missing episodes are a high risk indicator of child sexual exploitation

Assessing situations such as missing children goes beyond the simplicity of the actual event and needs a much more sophisticated approach. Agencies need to be mindful of the fact that the focus on the number of occasions where a child goes missing is not as important as why they go missing and the increased risks they face when they do. Any kind of assessment must take this view, and must look at any factors which may 'push' or 'pull' a child or young person into sexual exploitation. 'Push' factors are exactly what you'd expect - they're things that push a child away from home. They include not feeling accepted in the environment where children should be safe and happy. Family breakdown and arguments can generate 'pushing away', as can abuse, drug and alcohol misuse by family members, and new stepfamilies moving in.

7. What We Need To Do At A Local Level

Peterborough and Cambridgeshire LSCBs have formed the Joint Child Sexual Exploitation and Missing Strategic Group. This group reports to both Peterborough Safeguarding Children Board (PSCB) and Cambridgeshire Local Safeguarding Children's Board (Cams LSCB).

The overall purpose of the CSE Strategic Group is to monitor and evaluate the effectiveness of the strategic and operational multi-agency response to Child Sexual Exploitation across Cambridgeshire and Peterborough encapsulated in the Joint Child Sexual Exploitation Action Plan. The group includes 'Missing' within its title and remit as missing episodes are known to be a high risk indicator for CSE. The group does not consider all missing episodes, only those which may be considered risk indicators for CSE.

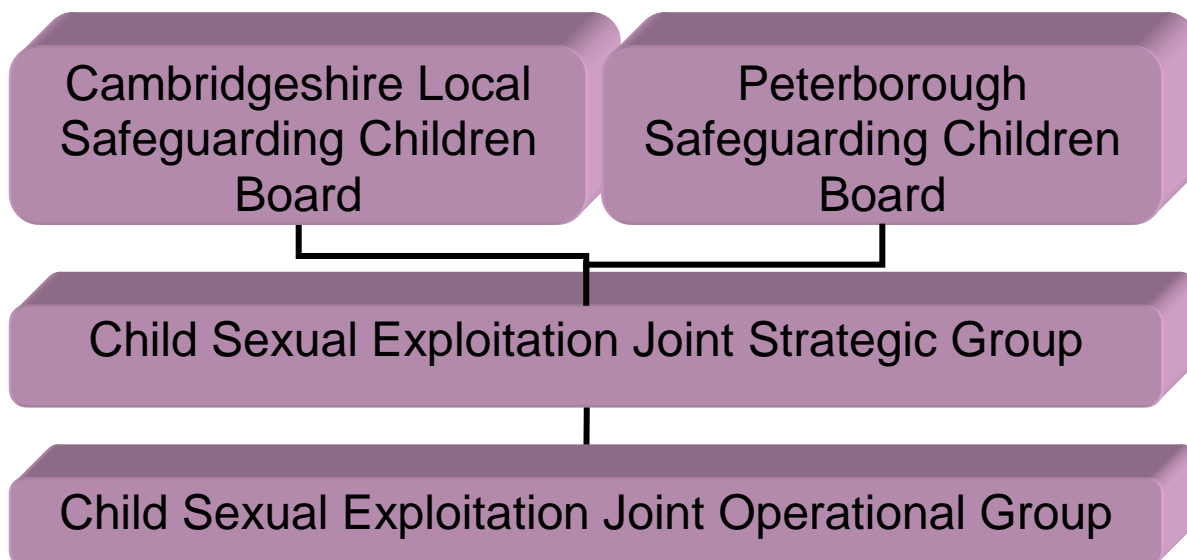
This group works to the Joint CSE Action Plan which is structured under the below themes. This plan remains flexible to be able to meet local and national developments. Revisions were made to the plan in January 2015 in response to the publication of several reports such as the "Independent Inquiry in to Child Sexual Exploitation in Rotherham (1997-2013)". There was a further update in October 2015, alongside this Strategy. The Action Plan is considered at each meeting of the CSE Strategic Group.

The recommendations are categorised under the following headings, in line with the Association of Chief Police Officer Action Plan on CSE:

1. Prevent; Public Confidence and Awareness
2. Protect: Protecting, Supporting, Safeguarding Victims and Managing Risk.
3. Pursue: Effective Investigations and Bringing offenders to Justice.
4. Partnerships
5. Intelligence and Performance Monitoring

- 6. Leadership
- 7. Learning and Development

8. Governance:



9. Further Information and useful contacts:

- ☎ Peterborough Children’s Services 01733 864180 & 01733 864170
- ☎ Cambridgeshire Children’s Services 0345 045 5203
- ☎ Out of Hours - Emergency Duty Team 01733 234724
- ☎ Police Child Protection Team 101
- ☎ If a child/young person is in immediate danger call 999
- ☎ NSPCC 24 Hour Help line — Tel 0800 800 5000
- ☎ Child Line on 0800 1111
- ☎ Peterborough Safeguarding Children Board 01733 863744
- ☎ Cambridgeshire Safeguarding Children Board 01480 373522
- 🔗 PSCB Website : <http://www.peterboroughlscb.org.uk/>
- 🔗 PSCB Multi-agency procedures: <http://www.peterboroughlscb.org.uk/procedures/>
- 🔗 Cambs LSCB Website: <http://www.cambridgeshire.gov.uk/lscb/>
- 🔗 Cambs LSCB Multi-agency procedures: <http://cambridgeshirescb.proceduresonline.com/>



Appendix 1:

Terms of Reference for the Joint Child Sexual Exploitation and Missing Strategic Group for Cambridgeshire and Peterborough

1. Purpose

- a) The Joint CSE and Missing Strategic Group reports to both Peterborough Safeguarding Children Board (PSCB) and Cambridgeshire Local Safeguarding Children's Board (Cambs LSCB).
- b) The overall purpose of the Strategic Group is to monitor and evaluate the effectiveness of the strategic and operational multi-agency response to child sexual exploitation and children who go missing from home, care and education across Cambridgeshire and Peterborough. This work is encapsulated in associated action plans and work plans such as the Communication Plan.

2. Terms of Reference

The CSE and Missing Strategic Group will deliver on the Joint Child Sexual Exploitation Strategy, and work plans on behalf of both LSCBs and will regularly review these documents.

The activities of the group will be based upon the following principles:

- Ensuring that current practice and interventions are informed by evidence and linked to national policy and developments
- Ensuring the focus is on prevention as well as response
- Ensure multi-agency practice is regularly reviewed and evaluated
- Ensuring that current and future multi-agency policies and procedures are appropriately designed to be responsive in meeting the demand that CSE poses within the local community and when necessary develop new policies and procedure, for safeguarding and promoting the welfare of children.
- Ensure that there is evidence supporting effective responses to the risk of harm associated with CSE and going missing from home, care or education to children and young people
- Ensure staff are adequately trained in how to identify and respond
- Ensure that the public receive key messages
- Ensure links to other partnership groups in Peterborough and Cambridgeshire, including the LSCB's E-safety sub-group, ensuring the key messages are shared between the two groups

All members will be responsible for linking to their senior management teams in their agencies and will take on pieces of work as appropriate to their role on behalf of the group.

3. Structure

The chair will be the DCI from Cambridgeshire Constabulary Public Protection department holding the lead on child sexual exploitation. Both the Cambridgeshire and Peterborough Business Units will ensure that agenda and papers are up to date and that links with appropriate groups in the two individual authorities are maintained. Cambridgeshire LSCB will provide administration and minute taking.

4. Membership

The core membership of the CSE and Missing Strategic Group will be:

- Police Strategic Lead(s) for CSE and Missing (Police to provide Chair and deputy chair)
- Strategic Leads for CSE and Missing from Children's Social Care
- Education representatives (including Further Education rep(s))
- Health representatives
- Youth Offending Service(s)
- LSCB representatives

Each member will have the appropriate skills base required to effectively execute the group's work plan. Others agencies or representatives will be invited to attend as appropriate.

Members will take the responsibility for attending meetings, fully contributing by bringing expertise and updates on the contribution of their agency towards all work plans and informing their respective agencies of issues and developments.

A correspondence group will be set up to whom key messages can be delivered and from whom information can be gained. The membership of the core group above and the correspondence group will be reviewed annually.

5. Accountability

The CSE and Missing Strategic Group is accountable to the Peterborough Safeguarding Children Board and Cambridgeshire Local Safeguarding Children Board.

6. Frequency of meetings

The CSE Strategic Group will meet quarterly as a minimum or if required by the nature of or to meet the needs of a particular work stream, more frequently as decided by the Chair.

The work of the group will be reviewed bi-annually and the Joint CSE Action Plan will be updated for each meeting.

Agencies will be held to account by the Chair of the group and the LSCBs for any lack of attendance and/or engagement or activity towards the work of the group.