

HILLINGDON CHILD SEXUAL EXPLOITATION STRATEGY

Cabinet Member	Councillor David Simmonds
Cabinet Portfolio	Deputy Leader of the Council Education and Children's Services
Officer Contact	Tony Zaman - Children and Young People's Services Nikki O'Halloran, Administration Directorate
Papers with report	Hillingdon CSE Strategy and Action Plan Note: the Professional Toolkit (Appendix 7 of the Strategy) is available upon request as a background document

1. HEADLINE INFORMATION

Summary	Cabinet is asked to approve the Hillingdon Child Sexual Exploitation (CSE) strategy and action plan. This incorporates useful recommendations from the External Services Scrutiny Committee's single meeting review on the matter, which is also outlined in this report.
Contribution to our plans and strategies	Putting our residents first: <i>Our People</i> Hillingdon's Children and Families Trust Plan
Financial Cost	There are no direct cost implications resulting from this report.
Relevant Policy Overview Committee	External Services, Children Young People & Learning and Social Services, Housing and Public Health
Ward(s) affected	All

2. RECOMMENDATIONS

That Cabinet:

1. Commends and approves the Hillingdon Child Sexual Exploitation (CSE) strategy and action plan;
2. Welcomes the insight and findings of the External Services Scrutiny Committee and asks officers to further develop a programme of joint CSE training in partnership with the Metropolitan Police Service, Local Strategic Children's Partnership (LSCP), Central and North West London NHS Foundation Trust (CNWL) and the Hillingdon Clinical Commissioning Group (HCCG) and;
3. Agrees that consideration be given to the incorporation of CSE work undertaken by the Council into the Hillingdon LSCB annual report.

Reasons for recommendation

A Child Sexual Exploitation (CSE) Strategy has been developed involving the members of the London Borough of Hillingdon Children Local Safeguarding Board to ensure that the individual agencies work effectively together to prevent CSE, intervene early when risks are identified, help, protect and support children who are being exploited and determinedly pursue the perpetrators.

As part of the development of this work, Elected Members on the External Services Scrutiny Committee reviewed the partnership approach to CSE at a special meeting, inviting a number of witnesses to give evidence. The Committee looked at the work that is planned and already taking place in the Borough and possible improvements.

These recommendations have been formulated to ensure continued organisational resilience against CSE in the Borough.

Alternative options considered / risk management

Cabinet could choose to not approve or amend the Strategy and Action Plan.

3. INFORMATION

1. The sexual exploitation of children and young people is a form of child sexual abuse. The following description of child sexual exploitation has been supplied in the guidance provided by the Department for Children, Schools and Families:

'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.'

2. Sexual exploitation results in children and young people suffering harm and causes significant damage to their physical and mental health. Some young people may be supported to recover whilst others may suffer serious life-long impairments which may, on occasion, lead to their death, for example through suicide or murder.
3. Over the last few years, there has been an increase in the media exposure of Child Sexual Exploitation (CSE) which has heightened awareness of the issue amongst statutory agencies as well as amongst members of the public. However, Serious Case Reviews have looked at the way that certain cases have been handled by the responsible authorities elsewhere in the country. This has highlighted the need for all organisations to look at their practices and procedures and, most importantly, to use the lessons learnt to inform the further development of our joint work on child sexual exploitation.

The External Services Scrutiny Committee Review

4. The External Services Scrutiny Committee, along with the Chairmen and Labour Leads from the Children, Young People and Learning Policy Overview Committee and the Social Services, Housing and Public Health Policy Overview Committee, held a single meeting review on 13 January 2015. At this meeting, Members considered the work that was being undertaken in the Borough in relation to the prevention of sexual exploitation, the protection of children and young people who are being (or are at risk of being) sexually exploited, as well as the disruption and prosecution of offenders. The Cabinet Member for Education and Children Services gratefully provided his views to the Committee on the matter along with questioning and evidence from the following witnesses:

- Jenny Reid - Designated Nurse, Safeguarding Children, Hillingdon CCG
- Maggie McCutcheon - Children's Commissioning Lead, Hillingdon CCG
- John Goddard - Head Teacher, Hedgewood School
- DI Graham Hamilton - Metropolitan Police Service
- Sharon Daye - Interim Director of Public Health, LBH
- Gary Campbell - Interim Assistant Director of Safeguarding, Quality Assurance and Learning and Development, LBH
- Alan Critchley - Business and Development Manager, Local Safeguarding Children's Board (LSCB)

The Committee's primary finding was around training, but raised a number of other matters as set out below.

CSE Strategy & Action Plan

5. A CSE Strategy has since been developed involving the members of The London Borough of Hillingdon Children Local Safeguarding Board to ensure that the individual agencies work effectively together to prevent CSE, intervene early when risks are identified, help, protect and support children who are being exploited and determinedly pursue the perpetrators. The Strategy aims to build on the pro-active multi-agency work which is already undertaken in Hillingdon by providing a framework for all professionals working with children and young people in the Borough to deliver a programme designed to raise awareness of CSE in age appropriate ways and provide them with the appropriate life skills in order to prevent them becoming involved in sexual exploitation.
6. An action plan has also been incorporated into the Strategy based around the 3Ps: prevention, protection and prosecution. This action plan identifies the work that will need to be progressed and clearly highlights all responsibilities that have been agreed by the partner agencies. The action plan also includes a requirement to ensure that appropriate pathways and therapeutic support are available for those young people at risk of CSE. Members of the External Services Scrutiny Committee were keen to ensure that consideration is given to the inclusion of support for mental and emotional wellbeing in these pathways.
7. It is proposed that the action plan will be regularly reviewed and updated by the Child Sexual Exploitation Strategic Sub Group which comprises senior managers from all partner agencies and will report to the Hillingdon Safeguarding Children Board (HLSCB) twice yearly to inform the HLSCB Annual Report. The HLSCB Annual Report is considered by

Hillingdon's Cabinet, Health and Wellbeing Board, Corporate Parenting Board and Children, Young People and Learning Policy Overview Committee. To ensure that CSE is considered in the wider context of safeguarding and provides cohesiveness, the External Services Scrutiny Committee is recommending that Cabinet requests that detailed progress of the work undertaken in the Borough, as detailed in the CSE Action Plan, be included within the LSCB Annual Report.

Partnership Working

8. It is recognised that the care pathway to support children and young people could be more streamlined to avoid them being passed around to different services. In addition, the specialist Child and Adolescent Mental Health Service (CAMHS) provision is currently not meeting the demand for its service which has led to young people waiting longer for appointments. To address this, consideration could be given to joint development and commissioning in relation to early intervention and training in schools.
9. Insofar as oversight is concerned, new systems have been implemented whereby CSE concerns can be registered. Information gathered in the community about CSE and statistical information provided by partners is now being recorded centrally. It is recognised that this database of information will need to be built upon to record a range of different data sets such as information in relation to sexual health, police prosecutions and children that go missing from school.
10. Insofar as reports of CSE are concerned, it is reassuring to note that the Council's Safeguarding Children and Quality Assurance Service currently provides a single point of contact for partner agencies in relation to CSE through a Child Sexual Exploitation Prevention Manager. The provision of this contact has been particularly important with regard to the development of strong relationships between the Council and schools to ensure that CSE concerns are shared as they become apparent. The CSE Specialist will identify and support the training of a CSE Champion in each team within the Council's Children's Services Directorate who liaises directly with the Safeguarding Children and Quality Assurance Manager to relay any concerns.
11. Children and young people known to be at risk of CSE are tracked and reviewed at the monthly Multi-Agency Professionals Meeting (MAP). MAP is chaired by the Assistant Director of Safeguarding and Quality Assurance and attended by all partners. New cases are referred to the panel through the CSE Prevention Manager. Multi-Agency Sexual Exploitation Meetings (MASE) are convened monthly and chaired by local Borough Police at a rank not below Inspector. MASE is the driver for agreeing the appropriate operational activity to tackle CSE threats, linking in with other areas and providing information to inform problem profiles and Hillingdon Local Safeguarding Children's Board.
12. There are a number of indicators that may suggest that a child or young person is being groomed for sexual exploitation which include disengaging from education or becoming disruptive at school. In addition to the Safeguarding Children and Quality Assurance Manager as strategic lead and the CSE Prevention Manager as operational lead, there are a number of Council officers who provide useful links for the schools in relation to CSE allegations. A Domestic Violence Liaison Officer and Child Protection (CP) Schools Advisor are also working with the schools and the Participation Service is continuing to work closely with young people in the Borough to disseminate information about CSE.

13. The External Services Scrutiny Committee raised the provision of support and information to children and young people and it is acknowledged that the NSPCC currently provides a dedicated helpline and the ability for reports of CSE to be made via text or online. However, to provide a more Hillingdon specific service which gathers local intelligence, it has been suggested that consideration also be given to the provision of a dedicated CSE victims' helpline. Currently the MASH and Emergency Duty Team (EDT) telephone numbers are the first point of contact for partners and the general public. Additionally, following a recommendation from Cabinet Members, clearer information online, e.g. the Council's website, will be given in order for people to find out how to report abuse.

Awareness Raising

14. Awareness raising among residents (including young people) about CSE and how it can be reported is essential and could encourage them to report any issues of concern to the relevant agencies. A programme of awareness raising has been developed to target young people, parents / carers and local businesses. This programme was put together in conjunction with partner organisations and will sit alongside work that is being driven by young people and undertaken with the Care Council. It is anticipated that this work will pay specific attention to (but will not be confined to) targeting looked after children with guidance being distributed to care home staff and information included in the skills for fostering training and private fostering initiatives

15. Given their considerable contact with children and young people, it is important to ensure that schools provide a safe environment where they feel comfortable talking about difficult issues such as CSE. Educational establishments have a significant role to play in the prevention and detection of CSE. To this end, the Council has been working with Head Teachers in the Borough to talk about the authority's role as lead agency and to explain what action is being taken to address CSE in Hillingdon.

16. As well as working with the Safeguarding Team to look at how young people can be empowered to say 'no' and to raise awareness of CSE amongst parents, the school nurse function and the development of drop-ins at secondary schools is another avenue to raise awareness.

17. A CSE training programme for 2015/16 has been developed which includes awareness raising for young people and their parents/carers in secondary schools, special educational needs schools and pupil referral units through 'Chelsea's Choice'. 'Chelsea's Choice' is a hard-hitting Applied Theatre Production that has proven highly successful in raising awareness of the issues surrounding Child Sexual Exploitation. The play is followed by a Q&A/plenary session exploring the issues raised.

18. CSE is not currently routinely included as a formal part of lessons in schools to raise awareness amongst children and young people and provide them with guidance on how to report CSE issues. To this end, the External Services Scrutiny Committee has suggested that officers, in conjunction with Central and North West London NHS Foundation Trust, liaise with schools to highlight the importance of raising young people's awareness of CSE and encouraging the inclusion of CSE as a permanent part of PSHE lessons.

Training

19. During the Committee's review, it became apparent that comprehensive training can provide professionals with knowledge and awareness that enables them to recognise and address the issue of CSE in their day-to-day work. Although other local authorities have provided training for thousands of individuals, this training has been predominantly based around e-learning. Whilst it is acknowledged that e-learning provides a valuable, cost effective option that can be delivered to a huge number of people, it has been suggested that face-to-face CSE training to groups of individuals from across the different agencies provides a more sustainable solution and could be linked to training in relation to other gender related violence. It is anticipated that this approach would provide the different agencies with more of an insight into, and understanding of, the issues faced by the other disciplines.
20. In addition to the mandatory CSE training sessions that are in place for social workers, the Council's Child Sexual Exploitation Prevention Manager has facilitated nine training sessions with approximately 60 delegates in each session. Furthermore, consideration could be given to the development of a suite of modular face-to-face CSE training. It is anticipated that this training could cover a range of issues including CSE, Female Genital Mutilation (FGM), radicalisation, etc, and be delivered to professionals in front line roles across all agencies. The training could then be backed up with the provision of e-learning to reach a wider audience.
21. To this end, as part of the Council's wider efforts tackling CSE, the Committee recommends that Cabinet asks officers to further develop a programme of joint CSE training in partnership with the Metropolitan Police Service, LSCP, CNWL and the CCG. Furthermore, it is suggested that consideration be given to joint development and commissioning by the Council and CNWL in relation to early intervention and training in schools.

Financial Implications

There are no direct financial implications arising from this report. However, the review of the training that will be delivered could result in an additional cost as it suggests moving more towards a face to face model backed up and supported with e-learning modules, which is different to the current delivery model. As this is subject to review, the financial cost of this new approach has not been explored.

4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

The recommendations in this report are designed with the purpose of raising awareness of CSE amongst young people and their guardians and to ensure that procedures are in place to support and prevent CSE.

Consultation Carried Out or Required

The Hillingdon Local Safeguarding Children's Board and witness testimony from the Committee as outlined in this report.

5. CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and concurs with the financial implications above, noting the recommendations outlined have no direct cost to the Council. Costs arising from the development of a Child Sexual Exploitation training programme with local bodies will be appraised at a later date, however, it is anticipated that contributions from agencies benefitting from the training provision will enable the service to be cost neutral to Hillingdon.

Legal

Part III of the Children Act 1989 underpins the Council's statutory duties towards children and young persons in its area and those who are 'looked after' by it. There is a general duty to safeguard and promote their welfare.

Under the Council's Constitution Cabinet has the appropriate power to agree recommendations proposed at the outset of this report.

Relevant Service Groups

Children's Services and Public Health have been consulted on the report.

6. BACKGROUND PAPERS

- CSN Policy Briefing: Child Sexual Exploitation: Commons Select Committee Reports (6 January 2015)
- Combating Child Exploitation - National Action Plan (23 November 2011)
- What's Going On to Safeguard Children and Young People from Sexual Exploitation - How local partnerships respond to child sexual exploitation; University of Bedfordshire (October 2011)
- What's Going On to Safeguard Children and Young People from Sexual Exploitation? - Research Briefing; University of Bedfordshire
- Lessons learned - child sexual exploitation; University of Bedfordshire
- CSN Policy Briefing: Sexual exploitation of children - Ofsted report (4 December 2014)
- Working Together to Safeguard Children - A guide to inter-agency working to safeguard and promote the welfare of children; HM Government (March 2013)
- Real Voices - Child sexual exploitation in Greater Manchester - An independent report by Ann Coffey MP (October 2014)
- CSN Policy Briefing: Real voices: Coffey report on child sexual exploitation in Greater Manchester (20 November 2014)
- Safeguarding Children and Young People from Sexual Exploitation: Supplementary guidance to Working Together to Safeguard Children; HM Government - Department for Children, Schools and Families
- Tackling Child Sexual Exploitation: Action Plan; Department for Education
- The sexual exploitation of children: it couldn't happen here, could it?; Ofsted (November 2014)
- Child sexual exploitation: What is child sexual exploitation; NSPCC
- Hillingdon CSE Strategy Appendix 7 - Professional Toolkit



Child Sexual Exploitation Prevention and Intervention Strategy 2015

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Child Sexual Exploitation Prevention and Intervention Strategy 2015

1. Introduction

Hillingdon Safeguarding Local Safeguarding Children Board fully supports and endorses the government's view that, "Child sexual exploitation is horrific and has no place in this, or any other, society. It is a serious crime and must be treated as such, with the perpetrators pursued more rigorously. We can only tackle it successfully by looking at every aspect of the problem: raising awareness and understanding; effective prevention and detection; securing robust prosecutions; and improving support for victims and their families" (DfE, 2011).

2. Aims

The purpose of this strategy and action plan is to create a climate and culture that encourages organisations to adopt a child centred approach, focusing on their needs and finding ways of promoting young people's sexual and emotional safety. Taking a proactive approach focused on early identification and intervention can only be achieved through an integrated approach, with effective joint working and a shared understanding of the problem.

- To gain a commitment of ownership to this strategy from the highest level within all agencies, the chief executive, lead member and elected members to ensure that all children are protected from child sexual exploitation.
- To raise awareness of the risks of child sexual exploitation amongst children and young people, their parents and carers, professionals, businesses and the community and to ensure that prevention services are in place and that early intervention is available for children, young people, parents and carers.

- To ensure that a safe, responsive and effective multi-agency service is provided to children and young people who are at risk of grooming or victims of child sexual exploitation.
- The coordination of services for those children and young people who are recovering survivors of child sexual exploitation.
- To ensure that perpetrators of child sexual exploitation are disrupted and prosecuted and to effectively support and safeguard victims throughout this traumatic process.
- To ensure the effective arrangements for transfer of information to safeguard children and young people both inside and outside of Hillingdon. Any transfer protocol will prioritise the needs of the victim.
- To engage the child, young person at risk of grooming into child sexual exploitation, including family and carers, within planning, support and disruption.
- To ensure that the delivery of this strategy is effectively evaluated through the LSCB sub group.

3. Child Sexual Exploitation - Definition and Models of Exploitation

3.1 Definition of Child Sexual Exploitation (CSE)

The sexual exploitation of children and young people is a form of child sexual abuse. Working Together to Safeguard Children¹ (2006) describes sexual abuse as follows:

‘Sexual abuse involves forcing or enticing a child or young person to take part in sexual activities, including prostitution, whether or not the child is aware of what is happening. The activities may involve physical contact, including penetrative (e.g. rape, buggery or oral sex) or non-penetrative acts. They may include non-contact activities, such as involving children in looking at, or in the production of, sexual online images, watching sexual activities or encouraging children to behave in sexually inappropriate ways.’

This guidance uses the following description 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.

A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and does not see themselves as a victim of exploitation.

3.2 Models of Child Sexual Exploitation

3.2.1 Abuse Model 1

Inappropriate relationships: Usually involves one abuser who has inappropriate power – physical, emotional or financial – or control over a young person. The young person may believe they have a genuine friendship or loving relationship with their abuser. Many cases show the enormity of this problem as girls engage with young men who appear to be genuine but further down the line become aggressive and controlling.

3.2.2 Abuse Model 2

Boyfriend: Abuser grooms 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.

3.2.3 Abuse Model 3

Organised/networked sexual exploitation or trafficking - Young people (often connected) 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. The third model organised sexual exploitation or *trafficking*, is the most sophisticated and complex form of child sexual exploitation and those young people involved would be considered at very high risk. However, young people from any of the models described above can be victim to extreme levels of intimidation, and physical and sexual violence. Organised exploitation varies from spontaneous networking between groups of perpetrators to more serious organised crime where young people are effectively 'sold'.

Because of the complexity, these activities are likely to require dedicated police resources to investigate and are described as 'internal trafficking' or 'trafficking for

child sexual exploitation'. In these cases, perpetrators may not always be engaging in sexual activity with young people themselves but arranging for others to do so. Under the Sexual Offences Act 2003 (S.58), this is defined as trafficking within the UK.

3.3 Types of Child Sexual Exploitation

The act of CSE is generally a hidden activity and is much more likely to occur in private dwellings than in public venues. However, the act or method of coercion by the perpetrator(s) can take place on the streets. The following examples describe the different types of exploitation offender's use and how children can be coerced:

3.3.1 Institutional exploitation

Sexual exploitation is both a cause and consequence of children going missing. Looked-after children are clearly a particularly vulnerable group and the source of a disproportionately large amount of missing reports. Children enter the care system for a variety of reasons and as a result they commonly enter with their own sets of problems and issues. Indeed, such children may already have a history of going missing. The specific system of institutional care, particularly outside of a family setting, has its own push factors. For example, looked-after children may seek affection and love elsewhere. This vulnerability can be specifically targeted by groomers for exploitation.

3.3.2 Peer on Peer Exploitation

Young people can be sexually exploited by people of a similar age as well as adults. Research is increasingly demonstrating that a significant number of sexually exploited young people have been abused by their peers and a London Councils report in 2014 found that peer-on-peer exploitation was the most frequently identified form of child sexual exploitation in London. Young people can be exploited by their peers in a number of ways. In some cases both young women and young men, who have been exploited themselves by adults or peers, will recruit other young people to be abused. In other instances, sexual bullying in schools and other social settings can result in the sexual exploitation of young people by their peers. Sexual exploitation also occurs within and between street gangs, where sex is used in exchange for safety, protection, drugs and simply belonging. For 16 and 17 year olds who are in abusive relationships, what may appear to be a case of domestic violence may also involve sexual exploitation. In all cases of peer-on-peer exploitation, a power imbalance will still inform the relationship, but this inequality will not necessarily be the result of an age gap between the abuser and the abused.

3.3.3 Familial

Young people can be individually exploited, or it may also involve other family members. The motivation is often financial and can involve substance use. Parents or family members control and facilitate the exploitation.

3.3.4 Opportunistic

This may occur quickly and without any form of grooming. Typically older males identify vulnerable young people who may already have a history of being groomed or sexually abused. The perpetrator will offer a young person a 'reward' or payment in exchange for sexual acts. The perpetrator is often linked with a network of abusive adults.

3.3.5 On-Line CSE

New technologies and social networking tools and platforms, chat rooms, dating sites or online gaming, present further opportunities for social interaction. They also bring new risks and increase the opportunity for offenders to target vulnerable young people. Offenders access social media platforms, for example, Facebook, Blackberry messaging (BBM) and Twitter to identify young people whom they can groom.

Technology can facilitate sexual exploitation of children. Where abusive images have been posted on, or shared via, the internet, there is little control over who can access them. This can lead to repeat victimisation. The NWG Network 2013 study, [If you Shine a Light you will probably find it](#), also identified that GPS technology available for mobile devices can be used to identify the location where a photograph was taken, which may increase the risk to the victim. The software can be downloaded freely and provides the coordinates of where the digital image was taken, to within a matter of yards.

CSE can occur through the use of technology without the child realising it. For example, a child or young person is persuaded to post images of themselves on the internet and/or mobile phones. In some cases, the images are subsequently used as a bargaining tool by the perpetrators and threats of violence and intimidation are used as methods of coercion.

Offenders may use technology to exploit children and young people in the following ways:

- Harassment and bullying through text messaging.
- Purchasing mobile phones for victims and sharing their numbers among group or gang members.
- Randomly contacting children via social networking sites.
- Using 'friends' lists on networking sites of known victims to target children and young people.
- Viewing extreme or violent pornography and discussing it during sexual assaults.
- Posting images of victims with rival gang members to invite a sexual assault as punishment.
- Filming and distributing incidents of rape and sexual violence.
- Distributing lists of children for the purpose of sexual exploitation.

The Child Exploitation On-line Protection (CEOP) [Thinkuknow](#) website provides information for children and young people on how they can protect themselves online. Parents, carers and teachers can also use the website to understand how they can help to protect children in their care while they are using the internet.

3.3.6 Gangs and Groups

The Office of the Children's Commissioner has defined CSE in gangs and groups in its 2013 report. This includes:

- **Gangs** – mainly comprising men and boys aged 13-25 years old, who take part in many forms of criminal activity (e.g. knife crime or robbery) who can engage in violence against other gangs, and who have identifiable markers, for example a territory, a name, or sometimes clothing.
- **Groups** – involves people who come together in person or online for the purpose of setting up, co-ordinating and/or taking part in the sexual exploitation of children in either an organised or opportunistic way.
- **Gang Associate** - An individual can be gang associated for one or more of the following reasons. They:
 - Offend with or for gang members, either willingly or through coercion or exploitation but do not identify themselves as a gang member and there is no other corroborative information that they are a gang member.
 - Associate with gang members. This is known by police, partner agencies and/or community intelligence.
 - Have shown, through their conduct or behaviour, a specific desire or intent to become a member of a gang.
 - They are a family member, friend or are otherwise connected to a gang member, but are not a gang member themselves.

Young people associated with a gang are at risk of being sexually exploited by that gang. Sexual violence may result because rape and sexual assault is carried out as part of a conflict between rival gangs, for example the sister of a gang member may be raped as a way of attacking her brother by proxy. Sexual violence may be used as a form of punishment to fellow gang members and/or a means of gaining status within the hierarchy of the gang.

4. Who is at Risk

4.1 How do children and young people become involved?

The reasons can be due to numerous factors. Often vulnerable children and young people are targeted by perpetrators; however, this is not exclusive to those who are vulnerable. Perpetrators frequently target children and young people at venues such as; hostels, food outlets, taxi ranks and outside schools. Young people who run away from home are recognised as being more at risk. However, statistics show that the majority of CSE victims in London are actually living with their families.

Some children or young people do not recognise the coercive nature of the relationship and do not see themselves as victims of exploitation, as they consider they have acted voluntarily. The reality is their behaviour is not voluntary or consenting. It is important to remember that a child cannot consent to his or her own abuse.

There is a link between trafficked children and CSE. Children are known to be trafficked for sexual exploitation and this can occur anywhere within the UK, across local authority boundaries and across international borders.

A list of the legislation commonly used in prosecutions connected with Child Sexual Exploitation is shown in (Appendix 1).

4.2 How do we know who is at risk?

There are a number of indicators that may evidence a child or young person is being groomed for sexual exploitation:

- Going missing for periods of time or regularly returning home late: unhappy and lonely young people can be flattered and seduced by the attention of streetwise adults who appear to sympathise with them.
- Disengaged from education: young people who are not in school during the day may be more at risk of sexual exploitation. Children who are becoming involved in this activity may begin to skip school or become disruptive.
- Often appear with unexplained gifts or new possessions: children who appear to have new clothes, jewellery, mobile phones or money that cannot plausibly be accounted for.
- Have peers and friends who are also involved in exploitation and with older boyfriends/girlfriends.
- Have sexual health issues: a history of unprotected sex leading to sexually transmitted infections or inappropriate sexual behaviour.
- May exhibit changes in temperament/depression: mood swings or changes in emotional well being can be related to being involved in sexual exploitation.
- Misuse drug and alcohol: this may leave children more vulnerable to sexual exploitation, and abusers may use drugs and alcohol to help control children.
- Display inappropriate sexualised behaviours, such as being over familiar with strangers or sending sexualised images via the internet or mobile phones.
- Have involvement in exploitative relationships or association with risky adults.

There are additional signs that might indicate that a child or young person is a victim of complex or organised sexual exploitation. A young person may describe being

taken to different towns or districts, or they may be found in areas with reference to risky adults who appear to be connected to each other.

'Push' factors include not feeling accepted in the environment where children should be safe. Family breakdown and arguments can generate 'pushing away', as can abuse, drug and alcohol misuse by family members, and new stepfamilies moving in.

'Pull' factors can include being drawn into an activity outside of the home. It can vary from staying out with peers, boyfriends or girlfriends, becoming involved in drugs and alcohol, being groomed and sexually exploited or wanting freedom and independence.

'Push' and 'Pull' factors can overlap, they may begin running away because of a 'push' factor, which may lead them to be drawn onto sexual exploitation.

However, it is important to be aware that Child Sexual Exploitation can happen to any child/young person or family.

4.3 Missing Children and young people

There are clear links between children and young people who go missing from home or care settings and CSE.

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.

The factors that 'pull' young people from home can include being pulled into an activity outside of their home. It can vary from staying out with peers, boyfriends or girlfriends, becoming involved in drugs and alcohol, being groomed and sexually exploited or wanting freedom and independence.

For some young people, they may begin running away because of a 'push' factor, such as abuse within their home. However, once they regularly run away they may become involved in sexual exploitation. Therefore 'push' and 'pull' factors can overlap.

Statistics show that a child associated with organised sexual exploitation can go missing between 100 – 200 times which indicate that interventions for these children should be a high priority. There also needs to be some consideration for those children who have 'missing episodes' – occasions where their destination is known

but for some reason they do not return, for example those children being looked after in residential care settings. When children have regular missing episodes, professionals must examine why this is happening and why they refuse to come back if this is the case.

4.4 Children Missing School/Education and link to Children at Risk of Sexual Exploitation

All children, regardless of their circumstances, are entitled to a full time education which is suitable to their age, ability, aptitude and any special educational needs they may have. Children missing education (CME) are at significant risk of CSE, underachieving, being victims of abuse, and becoming NEET (not in education, employment or training) later on in life. Hillingdon has robust procedures and policies in place to enable us to meet our duty in relation to these children, including provision of a named person that schools and other agencies can make referrals. Hillingdon undertakes undertake regular reviews and evaluate our processes to ensure that these continue to be fit for purpose in identifying and dealing with CMEs in Hillingdon.

From June 2013, Ofsted has implemented a joint inspection for multi-agency arrangements for the protection of children which include CMEs. The arrangements in Hillingdon for managing CME include the monthly e-return from all schools and academies reporting children removed from roll, children on part time timetables, children attending less than 85%. These are then processed by Admin Tech support with the Participation Team Family Key Working Service, Early Intervention. Should any concerns be identified as a result of this identification and tracking process, the named Participation Officer for the school is required to undertake further investigation. In the event that CSE risks are identified, an Inter Agency Referral is completed by the Participation Officer or the school and submitted to Triage without delay. Children and Young People at risk of CSE but not actively being exploited may access a Key Worker for preventative or step down purposes through the Early Help and Team Around the Family process.

Hillingdon can use other duties and powers to support our work on CME. (Appendix 6).

5. Key principles

The London Borough of Hillingdon Local Safeguarding Children Board makes a commitment to meet the diverse needs of all children and young people in relation to their health, relationships and emotional health and wellbeing.

The principles underpinning Hillingdon's multi-agency responses to the sexual exploitation of children and young people are:

- The primary concern of anyone who comes into contact with a child or young person who has been or is at risk of being sexually exploited must be to **safeguard** and **promote the welfare** of the child;

- It is important that the child or young person is assisted to **participate** as fully as possible in all decisions that are made in respect of them. Parents or carers should also be as fully involved as possible in the work.
- Children and young people do not make informed choices to enter or continue to be sexually exploited, but do so from coercion, enticement manipulation or desperation. They may have difficulty distinguishing between their own choices around sex and sexuality and the sexual activities into which they are being coerced. Their experiences and circumstances mean that they have **constrained choices**.
- Sexually exploited children and young people should be treated as **victims of abuse**.
- Children and young people should be enabled to make realistic choices and whenever possible be supported with effective provision for **“exiting”** from the circumstances where they are being sexually exploited.
- The professionals involved in making judgements on the levels or risk should be clear on **the basis of those judgements** and the sources of information and should make those assessments as part of a multi-agency approach.
- There should be equal importance given to the issues of **prevention, protection and prosecution**. Legal action should be taken against the perpetrators of sexual exploitation, but where prosecution is unlikely, disruption strategies should be employed.
- Where the police are considering criminal action against children and young people and the final decision rests with the police, they should consult with partner agencies through the CSE meetings to ensure that all alternative and appropriate actions have been considered for that child or young person in line with ensuring adherence to ACPO guidance in relation to not criminalising young people where possible.
- Professionals involved in working with children and young people subject to sexual exploitation will need to show **professional resilience** and be prepared to take a pro-active approach in engaging the child or young person as they do not always engage easily.

6. London Borough of Hillingdon Strategy and Approach

6.1 The Local CSE Strategy

The local CSE strategy involves a multi-agency approach to addressing CSE in London Borough of Hillingdon and consists of five key strategic objectives:

- Raise awareness of the issues within the workforce, community, independent, private and voluntary sectors
- Collect data to analyse prevalence and identify hot spots
- Prevent CSE by improving identification and assessment
- Respond, support and protect victims and those at risk

- Share information to enable the disruption and prosecution of perpetrators

6.1.1 Gathering information

Gathering information is vital as it helps to capture themes and patterns which can be used to develop practice and improve the lives of children and young people. But in order to gather information effectively all partner agencies need to understand the type of information, intelligence and evidence that can be useful, and the process for collating that information. London Borough of Hillingdon Safeguarding Board will collect data in relation to:

- missing children/young from home and care
- missing education
- Relevant offence data
- Relevant health data

6.1.2 Prevention, Protection and Prosecution

The need to target, prosecute and disrupt those sexual predators who are responsible for the grooming and exploitation of children and young people is paramount. Given the under reported nature of child sexual exploitation, it is crucial that young people, families and carers, professionals and the community share intelligence on perpetrators, no matter how insignificant the information may seem, to the authorities.

6.1.3 Prevent; Public Confidence and Awareness

Child Sexual exploitation takes place within our communities, it is important that we engage and raise awareness of those at risk of CSE to prevent children from becoming victims. It is critical to victim and public confidence that the multi agency partnership is reflected accurately through the media and other public facing communication methods.

6.1.4 Protect; Protecting, Supporting, Safeguarding Victims and Managing Risk

The absolute priority for the multi agency partnership is to identify and protect children and young people at risk of or subject of sexual exploitation and to safeguard, support and prevent them from further harm.

Vulnerable witness and victim strategy (Appendix 2) is a working document which promotes working together between Police and Children's Social Care when a child sexual exploitation case is being investigated or prosecuted.

6.1.5 Prosecution; Pursue: Effective Investigations and Bringing offenders to Justice

Tackling offending behaviour is critical to the effective prevention of CSE and protection of victims; this will be delivered through professional investigation, effective identification and targeting of perpetrators (including potential perpetrators) and robust offender management.

A disruption letter (Appendix 3) can be used where the Local Authority does NOT HAVE parental responsibility as to 'disrupt' suspected perpetrators of CSE. There should be written and informed consent from the person(s) with parental responsibility and from the young person, taking into account their capacity to give consent (Fraser Competence). Should a decision be made to send the letter without the consent of the young person, there will need to be a clear assessment of risk and what issues have been balanced in deciding to send the letter without obtaining the young person's consent. It is not possible to require/order people to do any actions if we are not able to enforce this, hence the language of request. If there is evidence that the person does present an immediate risk (i.e. has a risk to children status) other legal actions would be considered; for example Emergency Protection Order or Police Protection to ensure the young person is removed. Where the young person is subject to a Care Order, then again different legal actions can be applied, in terms of Recovery Orders (Sections 49-50 Children Act, 2004).

6.2 Training

Levels of training and awareness to be delivered (Appendix 8 Training Programme)

- General awareness
- Specific awareness
- E-learning
- Group training
- Hillingdon Top team briefing

6.3 The Child Sexual Exploitation Risk Assessment

The Child Sexual Exploitation Risk Assessment can be located in the Professionals Toolkit (Appendix 7 pg 44 **available as background paper**) which is accessible from

London Borough of Hillingdon LSCB website. This Toolkit is available to all professionals as an aid to progress a referral where there is a concern of a child/young person at risk or being sexually exploited. This tool is to be used as an indicator to identifying the warning signs of CSE and implement a multi agency response to a safeguarding plan. The plan should include support for the family/carers.

6.4 Role of Multi-Agency Partners in Identifying and Challenging CSE

Multi-Agency Partners come together from the statutory, voluntary, community and faith sectors. They should follow recognised principles to safeguard and protect the welfare of children and young people. Tackling Child Sexual Exploitation is one of the most important challenges facing safeguarding partnerships; the only way to tackle it effectively is through multi-agency working and a partnership approach. Our objective is to build on and strengthen existing partnerships and identify new partnerships (external and internal) to tackle Child Sexual Exploitation.

Identifying the early warning signs associated with CSE is vital in reinforcing these principles. To assist all front-line practitioners in identifying and remembering the signs, the mnemonic S.A.F.E.G.U.A.R.D. has been created and is shown at (Appendix 4).

6.5 Multi-Agency Meetings

6.5.1 MAP Strategy - Multi-Agency Professionals Meetings (MAP)

These meetings will be convened by the lead agency, Children's Services, where there is a concern that a child/young person may be at risk or is suffering from child sexual exploitation. The Child Sexual Exploitation Lead/Manager will be informed of the meetings. The meeting will also include those professionals who are working with the individual victims to coordinate and deliver a child in need or child protection plan. The meeting will manage identified cases of CSE share all relevant information and agree a plan to safeguard the individual child to achieve a positive outcome. Cross borough strategy/MAP meetings for those children that are placed out of borough should also be established where required.

Children/young people identified in Risk Category **1** and low level **2** as confirmed with a team Manager and CSE Lead/Manager will be recorded in MAP/MASE meetings.

Children/young people identified in Risk Category high level **2** and **3** as confirmed with a team Manager and CSE Lead/Manager will be **discussed** in MAP/MASE meetings which take place calendar monthly.

The CSE lead in Children's Services should have an overview of these cases and feed trends into the Multi Agency Sexual Exploitation meeting. As part of Safeguarding in relation to CSE concerns the Risk Category of 1, 2 or 3 must be

agreed and recorded must take place at the point of a MAP Strategy meeting (Appendix 5)

6.5.2 Multi-Agency Sexual Exploitation Meetings (MASE) - Lead Agency - Police Service

It is recommended these meetings should be convened on a monthly basis. The MASE meeting should be chaired by the local Borough Police at a rank not below Inspector. There may be an agreement locally for the meeting to be jointly chaired by a manager from the local Children's Services. However, the chairman must be sufficiently experienced to ensure the meeting remains focused and at the appropriate level to hold agencies to account for activity. Police attendance should always be at a senior level (DI/DCI).

A MASE meeting is not designed to replace the guidance provided in the London LSCB procedures or any other referral and assessment process currently in place.

A MASE meeting should be the driver for agreeing the appropriate operational activity necessary to tackle CSE threats within each borough and across borough boundaries. It should be focused on safeguarding the victims, disrupting the perpetrators, targeting venues/locations, ensuring information is recorded and exchanged, linking in with other areas e.g. MARAC/MAPPA and providing information to inform problem profiles and the LSCB.

6.5.3 Multi-Agency Child Sexual Exploitation Sub-Group

London Borough of Hillingdon Safeguarding Board has established a multi-agency Child Sexual Exploitation sub-group group, which will include other appropriate areas of concern such as missing, trafficked, FGM, radicalisation and gang related children/young people to coordinate and monitor the delivery of an annual action plan with key partners from a number of key agencies including the Police, Children's Services, Education, Health, the voluntary sector and the Youth Offending Service. Its key functions are:

- Scope the scale of the problem within Hillingdon by collecting and monitoring local data.
- Share responsibility among members for the coordination and delivery of the CSE action plan.
- Report to LSCB on progress, highlighting any specific barriers or areas of risk with in implementing action plan.

- Raise awareness of sexual exploitation, missing, trafficked and gang related children/young people within agencies and communities.
- Encourage the reporting of concerns about sexual exploitation, missing, trafficked and gang related children/young people.
- Support the identification of training and awareness needs.
- Disseminate guidance and examples of good practice across sectors.

This plan remains flexible to be able to meet local and national developments. The development of this plan includes the recommendations from a number of national reports and Serious Case Reviews including:-

- CSE ACPO action plan
- All Party Parliamentary Group (APPG) on missing children
- Report from the Children Commissioner Nov 2013
- SCR Rochdale published Dec 2013
- Other relevant Serious Case Reviews

6.6 Intelligence and Performance Monitoring

A performance framework is being implemented within The London Borough of Hillingdon in format which is standardised for the London region. This performance framework and progress of the partnership in Hillingdon will be governed and reviewed by the Hillingdon Safeguarding Children's Board annually.

The Group will take into account current and emerging guidance/research into the child sexual exploitation and its impact on children and ensure the Board and its members are aware of developments.

6.6 Governance

The Child Sexual Exploitation sub- group will meet twice a year in order to review and report to the LSCB annually.

The LSCB has a role and responsibility to have an oversight of safeguarding within the London Borough of Hillingdon. The action plan clearly directs their role and responsibility in terms of providing an annual for scrutiny by elected members. All agencies have a responsibility to fulfil their obligations in providing information to inform the annual report.



London Borough of Hillingdon CSE Action Plan

Key action areas	What we will do	How we will do it	Who will be responsible?	How we will know the action has been completed effectively	Timescale for completion	RAG
Prevention	Reduce the risk of CSE for children and young people in Hillingdon	Develop and implement a CSE Strategy and Action Plan which supports effective identification, assessment and intervention for children at risk of CSE.	Children's Social Care	CSE Strategy and Action Plan will be published on the LSCB website and Horizon. Multi-Agency CSE Audit The action plan will be reviewed and updated by the CSE Sub-Group and will report to the LSCB twice yearly to inform the LSCB Annual Report.	March 2015 May 2015 June 2015 and September 2015	
		Deliver a CSE training programme to all frontline workers in Hillingdon (social care, schools, health, residential units, HAVS), parents and foster carers.	All LSCB members and partner agencies	All frontline staff, have received CSE training and continue to access rolling programme of training and are clear about their role and CSE risk assessing. All foster carers have received CSE training. Review of training to be included in LSCB annual report.	September 2015	
		Ensure that all agencies have a clear referral process and that All	All Board partners, board members to take individual	Audit findings and proposed actions will be reported to the MASE meetings and to the	June 2015	

		<p>professionals involved in working with victims of CSE to use the PACE model.</p> <p>Multi-Agency CSE Audit May 2015</p>	responsibility for their agency.	LSCB for inclusion in the annual report.		
	<p>Develop a clear understanding of the nature and extent of CSE across Hillingdon.</p>	<p>All agencies to record the number of CSE cases identified using the CSE Toolkit and Risk Assessment.</p> <p>Analyse intelligence to better understand the prevalence of CSE in Hillingdon, identify local hotspots, known perpetrators and gang associations.</p> <p>Mapping with Hillingdon schools</p>	All LSCB members and partner agencies	<p>Performance data and information sharing through MAP and MASE will support prevention and tracking of CSE in Hillingdon.</p> <p>Performance data will be provided to the LSCB for inclusion in the annual report</p>	June and September 2015	
	<p>Identify children/young people at risk of CSE and, where appropriate, include other concerns in the assessment, such as Missing, Trafficked, FGM, Gangs and Radicalisation.</p>	<p>All agencies to ensure that frontline workers in Hillingdon are aware of, and have access to, the CSE Toolkit. The CSE Toolkit should be used for</p>	All Board partners, board members to take individual responsibility for their agency.	To be measured against agreed dataset.	CSE sub-group group to report to LSCB twice a year for inclusion into annual report.	

	The CSE Toolkit should be used at the low level concern stage of the CSE risk assessment. If required, make referral to the appropriate agency for intervention and support.	all assessments				
	All agencies to make referral to LADO where alleged perpetrator is an employee or a contractor with a board partner.	LADO to include data in monthly report to the Children's Safeguarding AD and collates data for annual report.	All Board partners, board members to take individual responsibility for their agency.	Findings will be recorded in the LSCB annual report.	30 April 2015	
	Engage with children and young people and raise awareness of CSE.	All agencies to develop strategies to engage children and young people in raising awareness. Recommendation to include CSE in PHSE.	All Board partners, board members to take individual responsibility for their agency.	Board partners report that this action is complete. LSCB to include in annual report.	September 2015	
	Increased awareness of CSE targeting night time economy; accommodation providers, pharmacists, licensees to ensure that	Roll out of Operation Make Safe	All Board partners, board members to take individual responsibility for	Board partners report that this action is complete. LSCB to include in annual report.	September 2015	

	they can report instances of CSE when they are identified.		their agency.			
	Communicate directly with children, young people, parents and carers to ensure awareness of and access to relevant and approved information relating to CSE and where they can seek help and assistance.	Develop and publish a communications strategy that is accessible to all, and communicate it to children, young people, parents and carers.	CSE sub-group.	Feedback from children, young people, parents and carers of the effectiveness of the communications strategy.	May 2015	
Protection	Any agency identifying a young person at risk of significant harm through CSE will follow the Hillingdon Child Protection Procedures in line with Pan London CSE Operating Protocol 2014.	All agencies to ensure that frontline workers in Hillingdon are aware of, and have access to, the CSE Toolkit. The CSE Toolkit should be used for all assessments	All Board partners, board members to take individual responsibility for their agency.	Multi-agency audits to be carried out regularly	September 2015	
	Ensure therapeutic support is available for children/young people who have been assessed as requiring it.	Ensure appropriate pathways are available for those children/young people identified as being at risk of CSE.	CSE sub- group.	Multi-agency audits to be carried out regularly.	September 2015	

	Protect and support children/young people who have been sexually exploited where a prosecution is being considered.	Ensure that the Joint Police and Children's Social Care Vulnerable Witness and Victim Strategy are adhered to.	Board representative for Police and Social Care.	Joint Police and Children's Witness and Vulnerable Witness Strategy is reviewed annually.	March 2015	
	Ensure that cross-border safeguarding is effective for children and young people at risk of CSE and other concerns, such as Missing, Trafficked, FGM, Gangs and Radicalisation.	All agencies to ensure that children placed out of borough, and those placed by other local authorities in Hillingdon, are assessed using the Runaway and Missing Persons Protocol.	All Board partners, board members to take individual responsibility for their agency.	Multi-agency audits to be carried out regularly.	September 2015	
	All referrals should be completed in accordance with the guidance in the professional's toolkit.	All agencies will audit the quality and nature of the referrals	All Board partners, board members to take individual responsibility for their agency.	Multi-agency audits to be carried out regularly	September 2015	
Prosecution and Disruption	Ensure that children and young people who are victims of CSE and their families are supported throughout the Criminal Justice process to its conclusion and thereafter as required. This could	A Pre-Trial plan should be completed to include the provision of specific services as for victims, witnesses and their families.	Board representative for Police and Social Care.	Multi-agency debrief at end of the trial and learning from this to inform practice.	March 2015	

	include perpetrators					
	All agencies to work in partnership when bringing a case to prosecution or during the trial.	Police and Children's Social Care will lead the multi-agency approach.	All Board partners, Board members to take individual responsibility for their agency.	Strategic Operation meetings will be held to meet the needs of the Criminal Justice process and victims. Safeguarding AD will report to LSCB and Comms Team.	March 2015	
	Professionals will be briefed on what they can expect from the court process	A Senior Police Officer will arrange and deliver 1 day mandatory training twice a year to professionals.	Police and CPS representative.	Feedback from the training will be shared with MASE and LSCB.		
	Disruption Plan - Utilize Ancillary Orders to maximize effect. The effective use of these orders will assist investigation, restrict and manage offenders and support victims.	Apply the below to support Criminal Justice outcomes: Section 2 Abduction Notices. Risk of Sexual Harm Orders. Sexual Offences Prevention Orders. Restraining Orders. Bail conditions.	Police	Police to provide a report twice a year to MASE and LSCB.		

	Ensure that all agencies meet the duty of care to workers working with victims and perpetrators of CSE.	Ensure that lone working policy is embedded in Supervision. If required a addendum is added to the current lone working policy to ensure workers safety.	CSE sub-group.	All agencies to provide MASE with confirmation. Evidence to be collated by CSE tasking and finishing group and reported to LSCB twice annually.		
	Learn from previous, current and future prosecutions.	CSE tasking and finishing group will disseminate information to all senior management, who will be expected to share with workers.	CSE sub-group. Senior Management from all agencies.	Senior management will confirm this action to the CSE tasking and finishing group. CSE tasking and finishing group will report to the LSCB twice annually.		
	Learn from previous, current and future prosecutions.	Ensure that offenders are prosecuted accurately using relevant CSE Sexual Offences Act (2003) in order to understand the level of risk Hillingdon.	Police/CPS	Police will provide a report to CSE tasking and finishing group.		

Appendix 1

Appendix I - Legislation

- Rape of a child under 13 years - Section 5 Sexual Offences Act 2003
- Assault of a child under 13 years by penetration - Section 6 Sexual Offences Act 2003.
- Sexual assault of a child under 13 years - Section 7 Sexual Offences Act 2003.
- Causing or inciting a child under 13 years to engage in sexual activity - Section 8 Sexual Offences Act 2003.
- Sexual activity with a child - Section 9 Sexual Offences Act 2003.
- Causing or inciting a child to engage in sexual activity - Section 10 Sexual Offences Act 2003.
- Engaging in sexual activity in the presence of a child - Section 11 Sexual Offences Act 2003.
- Causing a child to watch a sexual act - Section 12 Sexual Offences Act 2003.
- Arranging or facilitating a child sex offence (child under 16) Section 14 Sexual Offences Act 2003
- Meeting a child following sexual grooming (child under 16) Section 15 Sexual Offences Act 2003
- Paying for sexual services of a child Section 47 Sexual Offences Act 2003
- Causing or inciting child prostitution or pornography Section 48 Sexual Offences Act 2003
- Controlling a child prostitute or a child involved in pornography Section 49 Sexual Offences Act 2003
- Arranging or facilitating child prostitution or pornography Section 50 Sexual Offences Act 2003
- Trafficking into, within or out of the UK for sexual exploitation Section 57,58,59 Sexual Offences Act 2003
- Section 2 Child Abduction Act 1984 to be used as standard with all under 16s identified as missing with named perpetrator where an address is known.
- Section 58 of the Sexual Offences Act 2003 must be used for all identified and trafficked under 18 year old children within the UK, and a referral made to the
- National Referral Mechanism which is a framework for identifying victims of human trafficking and ensuring they receive the appropriate protection and support.

Appendix 2



Joint Police and Children Social Care Vulnerable Witness and Victim Strategy for use in Child Sexual Exploitation/Operations.

The joint Police and Social Work Vulnerable Witness and Victim Strategy is informed and governed by the following:

- 1. In 1991, the Government agreed to be bound by the United Nations' Convention on the Rights of the Child.** Article 3.1 states:
"In all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies, the best interests of the child shall be the primary consideration"
- 2. Achieving Best Evidence in Criminal Proceedings.** Guidance on Interviewing Victims and Witnesses, and using Special Measures' ('ABE') describes good practice in interviewing witnesses to enable them to give their best evidence in criminal proceedings. The guidance includes information relation to the Code of Practice for Victims of Crime and the Witness Care Units. Witness Care Officers (WCOs) may find it useful to refer to the relevant sections of ABE.
- 3. Working Together to Safeguard Children 2013.** This sets out how individuals and organisations should work together to safeguard and promote the welfare of children. There is a clear role for the Police and the Crown Prosecution Service (CPS) in terms of Safeguarding Children.
- 4. Section 11 of the Children Act 2004.** Under this section the Police have statutory duties to safeguard and promote the welfare of children.
- 5. Children and Young People** is the public statement of the CPS commitment to work together with others to safeguard children. It brings together the principles of the Code of Practice of Victims of Crime, the Prosecutors Pledge and applies them to children. The statement is available from the CPS website.

6. **Safeguarding Children - Guidance on children as victims and witnesses'** provides detailed practical and legal guidance about cases involving children and young people as victims and witnesses. The guidance is available from the CPS website.

PURPOSE

- The first and guiding priority for the Joint Police and Social Work team is to safeguard and promote Children and Young People's welfare and, if in their best interest, facilitate the access to Justice. This will be through S47 investigations, strategy meetings and on-going assessment of risk.
- The second priority is to engage/re-engage with all victims and if appropriate with their families/carers and start to build or establish rapport and the trust of the Young People and Children. Many of the identified Young People and Children are known to Social Care Services and may feel mistrustful of interventions.
- This, together with lessons learned from other similar operations, is likely to be one of the most challenging phase of the investigation. Many victims do not and will not initially recognize they are been exploited.
- In most cases, victims have been the subject of a complex and sophisticated grooming process. This, together with gifts and threats of violence has secured their compliance with the abuser/s which will impact on their ability and willingness to engage with the investigation until trust and rapport is established.
- The third priority is to achieve best evidence with the aim of successfully identifying and prosecuting where possible those responsible for Child Sexual Exploitation (CSE). This ultimately protects the identified Victims, Children and Young People involved with the investigation and those in the wider community including future victims.
- Whilst it is recognised and can be seen in other Operations of this nature more than one ABE interview may be needed, it must be borne in mind that the number of repeat evidential interviews must be kept to a minimum. This can be distressing for the victim /vulnerable witness and will assist in minimizing opportunities for possible challenge during the Court Proceedings which could result in the undermining of the witnesses credibility.

METHOD

- This is an investigation in which the witness testimony will be absolutely pivotal due to a distinct lack of scientific evidence therefore proper and considered planning should include all agency checks, victim profiles and intelligence must be made available and shared with the interview pair. Planning and preparation is vital.

- Victim profiles, S47 strategy meeting and full agency checks will be gathered where possible before any interview is planned or carried out.
- A full victimology profile will be completed on each victim. This will include all information held by police and social care, intelligence and information gleaned from visits and contacts with the individuals. Identifying the vulnerabilities of each child and being mindful that self esteem and self awareness is key to prevent ongoing exploitation of children, the victimology reports will be used to inform individual care and support packages. These packages will be jointly agreed between police and social care.
- All interviews will be carried out jointly by Police and Social Workers. The guiding principles of ABE must be adhered to. This includes planning and preparation before the interview. Victim/vulnerable witness care throughout the interview stage and sufficient consideration given to the aftercare/ongoing safeguarding needs of the victims/vulnerable witness.
- Every endeavor should be made to identify and match interviewer's skills and professional profiles to that of the interviewee and that the same interview pair should insofar as is possible maintain ownership and 'responsibility' for that Young Person/Victim including any ongoing contact, support and safeguarding needs.
- In identifying interview teams it is vital that (at least) one of the team is accredited to Tier 2 ABE interviewing witness standard so that, irrespective of who leads the interview, there is an overview to ensure compliance with the evidential requirements specified in ABE 2011.
- Whilst it can be argued that most of the victims will meet the requirements for special measures 'video evidence in chief', it is not an automatic right, nor is it always the best way (or the victims preferred way) to present their evidence. Victims should be assessed and categorized on a case-by-case basis. Officers must use the witness assessment forms and comply with the 5 step opt out process.
- If capturing visually recorded evidence please ensure familiarity and compliance with the August 2010 Association of Chief Police Officers (ACPO) guidelines. Where possible all equipment should be checked the day before the planned interview. The location of the ABE interview must be given due consideration with the victim/vulnerable witness needs in mind.
- The 'consent' issue is highly likely to prove key to the investigation and MUST be explored in detail. It is important to recognise that in most cases the complex nature of Child Sexual Exploitation, environmental factors and emotional difficulties need to be taken in to account. The vulnerabilities and needs of victims will be high and these need to be considered at every stage of the investigation.
- It should be explained to the victims that they are not the only victim at the hands of this circle of abusers, that there are other victims. It is clearly inappropriate that they are contaminated by specific knowledge of other cases (albeit they already have some mutual knowledge due to the manner of their abuse), but it is vital that they understand they are not alone, that testimony of all may be mutually corroborative. It

has been all too easy in the past to write victims of CSE as unreliable in isolation, therefore it is vital that accounts, testimony obtained from Victims and witnesses are evaluated as a collective and be given every reassurance that they will be supported.

- Interviewers need to be quite clear that, providing every effort is made to ensure the forensic robustness of victim interviewing, it is perfectly appropriate that the interviewee should be asked specific closed questions to ascertain if any offences are identified. If as a result, offences are identified the interviewers should then move back into open questioning to enable details of the offense to be explored further. Leading questions must be avoided at all costs.
- All hearsay evidence should likewise be explored in an appropriate fashion, as should the topic of 'intimidation' and victim impact. Interviews must be conducted bearing in mind the presentation and the future needs of the court and judiciary. The potential value and importance of seemingly trivial pieces of evidence and information should not be underestimated in CSE cases.
- Other witness 'categories', assessment should be made on a case-by-case basis, considering, for example, the use of portable digital recorders as the enquiry progresses. Similarly, there may be occasions when it is appropriate to audio record interviews with professional witnesses.
- Where a witness has been deemed 'key' to the enquiry, and their interview recorded, and it is proposed to adduce that evidence by way of written statement, a timely ABE Interview should be produced to aid expedient decision making by Senior Investigating Officer (SIO) and CPS .
- Evidence, no matter how seemingly trivial or insignificant, has the potential to be of immense corroborative value and must be treated as such
- A full debrief after the ABE interview by the interviewing "team" should be held as soon after the interview as is possible. This will primarily be to ensure all risk and safeguarding needs are considered and further lines of enquiry identified and reported.

LOCATION

- Consider use of portable equipment such as video and audio, if appropriate, and consider the location of the interview. It may be better to carry out the interview at a less formal location than the police video interview suite; this may encourage a more relaxed and open disclosure by the victim or witness. It is essential that any portable equipment used is checked to ensure it is in good working order before the day of the interview if possible.

RECORDS

Police

- Every victim, historic or yet to be identified, should have a specific and unique casebook opened up in their name.
- Casebooks should be regularly updated with every contact and detailed records kept of all interactions between the victim and the enquiry team. All receipts of any purchase made for the comfort or welfare of the victim must be retained. There is no necessity to seek signatures off the interviewees; it is the officer's record.
- An ABE interview of EVERY vulnerable victim/witness interview MUST be completed in every case in order to facilitate timely Senior Investigating Officer and CPS decision-making. It remains the responsibility of CPS to supply full transcripts of video evidence in chief interviews unless the SIO orders full transcripts for investigation purposes (unnecessary if ROVI is of sufficient quality), our responsibility is to (jointly with CPS) determine editing requirements and consider CPIA, disclosure.

Social Workers

All Victims and or Vulnerable Witness electronic case records will have restricted access. All records, assessments reports and correspondence will be recorded and stored using the Local Authority record keeping policies and assessment guidelines.

All note books will be securely stored and kept even after transfer to electronic records. These must be in date order and comply with record keeping standards. These are compellable in any criminal and private proceedings and must be written with this in mind. All completed notebooks must be dated, signed and stored centrally.

Appendix 3

Appendix 3

An Example of Disruption Letter to Known or Alleged Perpetrator/s

Issues to consider when using this template letter.

- This letter applies when the local authority does NOT have parental responsibility.
- There should be written and informed consent from the person(s) with parental responsibility and from the young person, taking into account their capacity to give consent (Fraser Competence).
- Should a decision be made to send the letter without the consent of the young person, there will need to be a clear assessment of risk and what issues have been balanced in deciding to send the letter without obtaining the young person's consent.
- We cannot require/order people to do any actions if we are not able to enforce this, hence the language of request. If we do have evidence that the person does present an immediate risk (i.e. has a risk to children status) we should be looking to other legal actions; for example Emergency Protection Order or Police Protection to ensure the young person is removed.
- We have to be clear what we can enforce through our civil and legal responsibilities and what the Police can enforce through criminal action; hence stating we will refer to the Police and the act under which they will consider any action.
- Where we have put that the person should contact the Police, we need to be confident that the Police will act appropriately on that contact.
- Where the young person is subject to a Care Order, then again different legal actions can be applied, in terms of Recovery Orders (Sections 49-50 Children Act, 2004).

To Whom It May Concern:

The young person named above is under 16 years of age and s/he and their family are being supported by the The London Borough of Hillingdon Children's Social Care. We are working closely with the family to reduce any episodes of running away and prevent any risk to him/her from known or unknown persons.

His/her parent(s)/carers do not wish him/her to have contact with you; this position is supported by the agencies working with the family. The purpose of this letter is to request that you do not contact or associate with (*name of child*) again. If s/he turns up at your address we would request that you ask him/her to leave and if s/he refuses, please call the Police on 101 to report the situation.

If you do not comply with this request, we will refer the matter to the Police who will consider taking action against you under Section 2, Child Abduction Act 1984.

Yours sincerely,

Appendix 4

CSE Warning Signs

Often children and young people who are victims of sexual exploitation do not recognise that they are being abused. There are a number of warning signs that can indicate a child may be being groomed for sexual exploitation and behaviours that can indicate that a child is being sexually exploited. To assist you in remembering and assessing these signs and behaviours we have created the mnemonic 'SAFEGUARD'.



Sexual health and behaviour

Evidence of sexually transmitted infections, pregnancy and termination; inappropriate sexualised behaviour



Absent from school or repeatedly running away

Evidence of truancy or periods of being missing from home or care



Familial abuse and/or problems at home

Familial sexual abuse, physical abuse, emotional abuse, neglect, as well as risk of forced marriage or honour-based violence; domestic violence; substance misuse; parental mental health concerns; parental criminality; experience of homelessness; living in a care home or temporary accommodation



Emotional and physical condition

Thoughts of, or attempted, suicide or self-harming; low self-esteem or self-confidence; problems relating to sexual orientation; learning difficulties or poor mental health; unexplained injuries or changes in physical appearance identify



Gangs, older age groups and involvement in crime

Involvement in crime; direct involvement with gang members or living in a gang-afflicted community; involvement with older individuals or lacking friends from the same age group; contact with other individuals who are sexually exploited



Use of technology and sexual bullying

Evidence of 'sexting', sexualised communication on-line or problematic use of the internet and social networking sites



Alcohol and drug misuse

Problematic substance use



Receipt of unexplained gifts or money

Unexplained finances, including phone credit, clothes and money



Distrust of authority figures

Resistance to communicating with parents, carers, teachers, social services, health, police and others

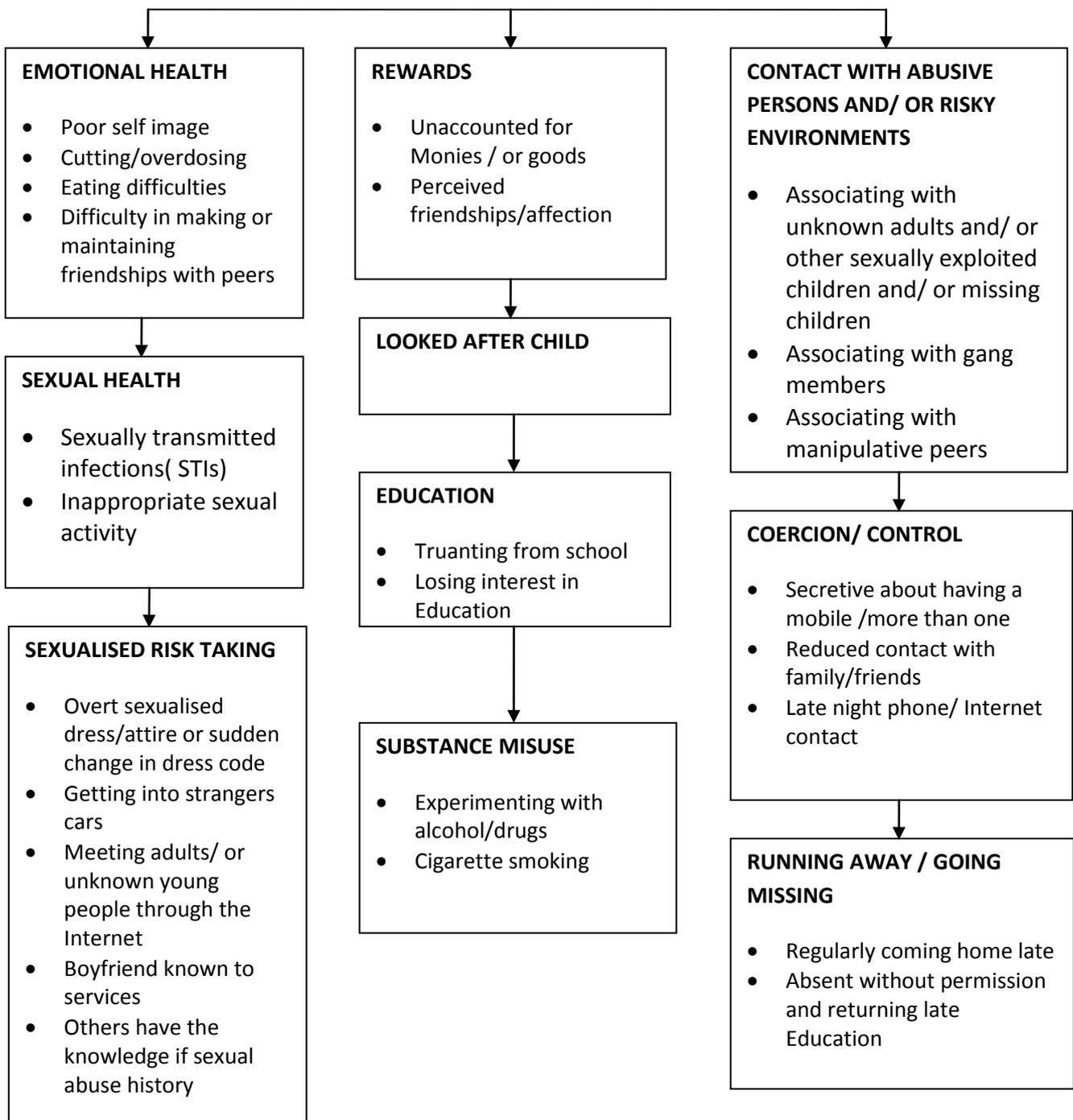
Appendix 5

Category 1 - Risk Assessment Framework for Safeguarding Children Abused Through Sexual Exploitation

Category 1

A vulnerable child or young person, where there are concerns they are being targeted and groomed and where any vulnerability factors have been identified. However, at this stage there is no evidence of any offences

POSSIBLE INDICATORS



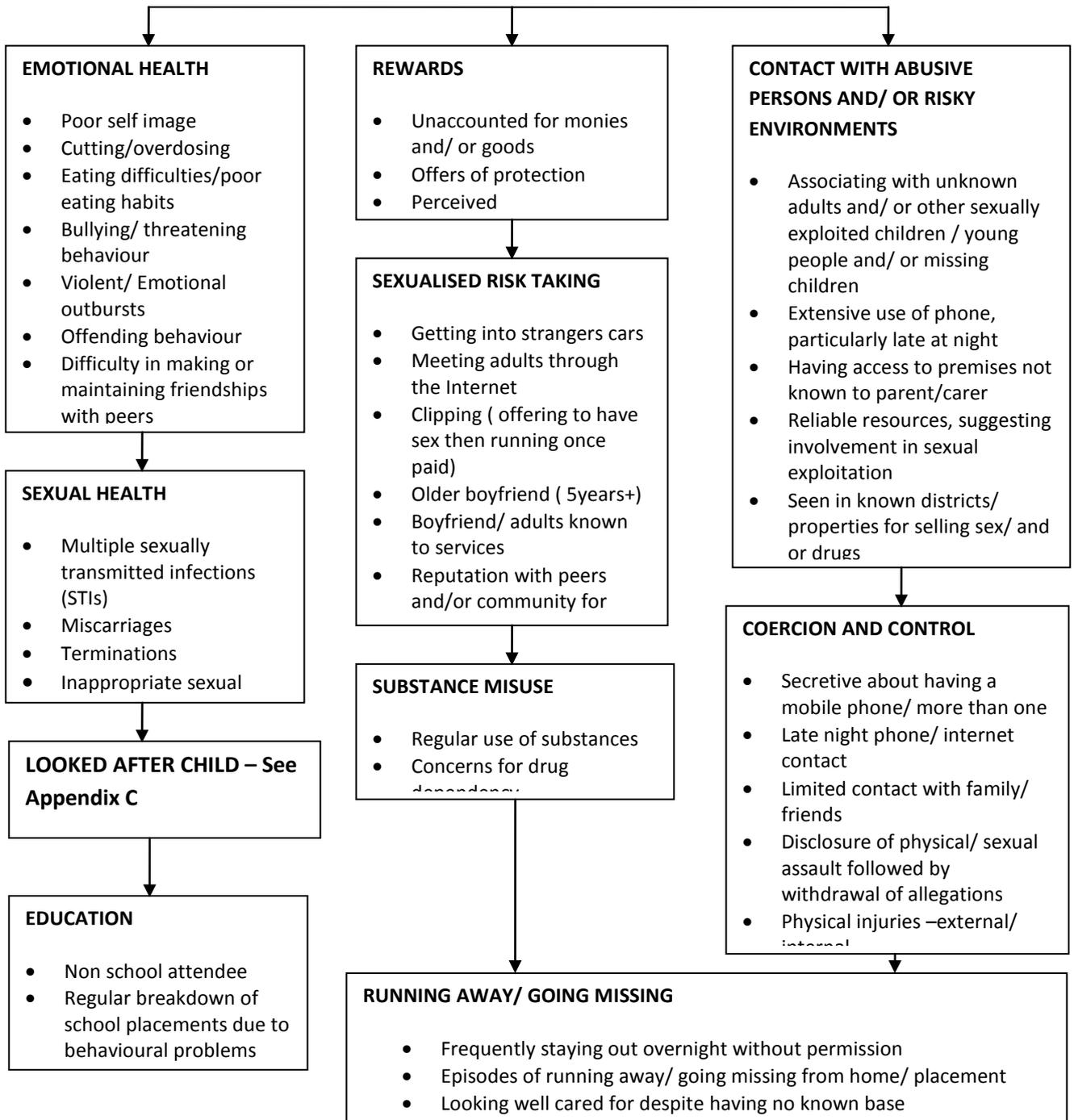
Category 2 - Risk Assessment Framework for Safeguarding Children

Abused Through Sexual Exploitation

Category 2

Evidence a child or young person is being targeted for opportunistic abuse through the exchange of sex for drugs, perceived affection, sense of belonging, accommodation (overnight stays), money and goods etc. The likelihood of coercions and control is significant.

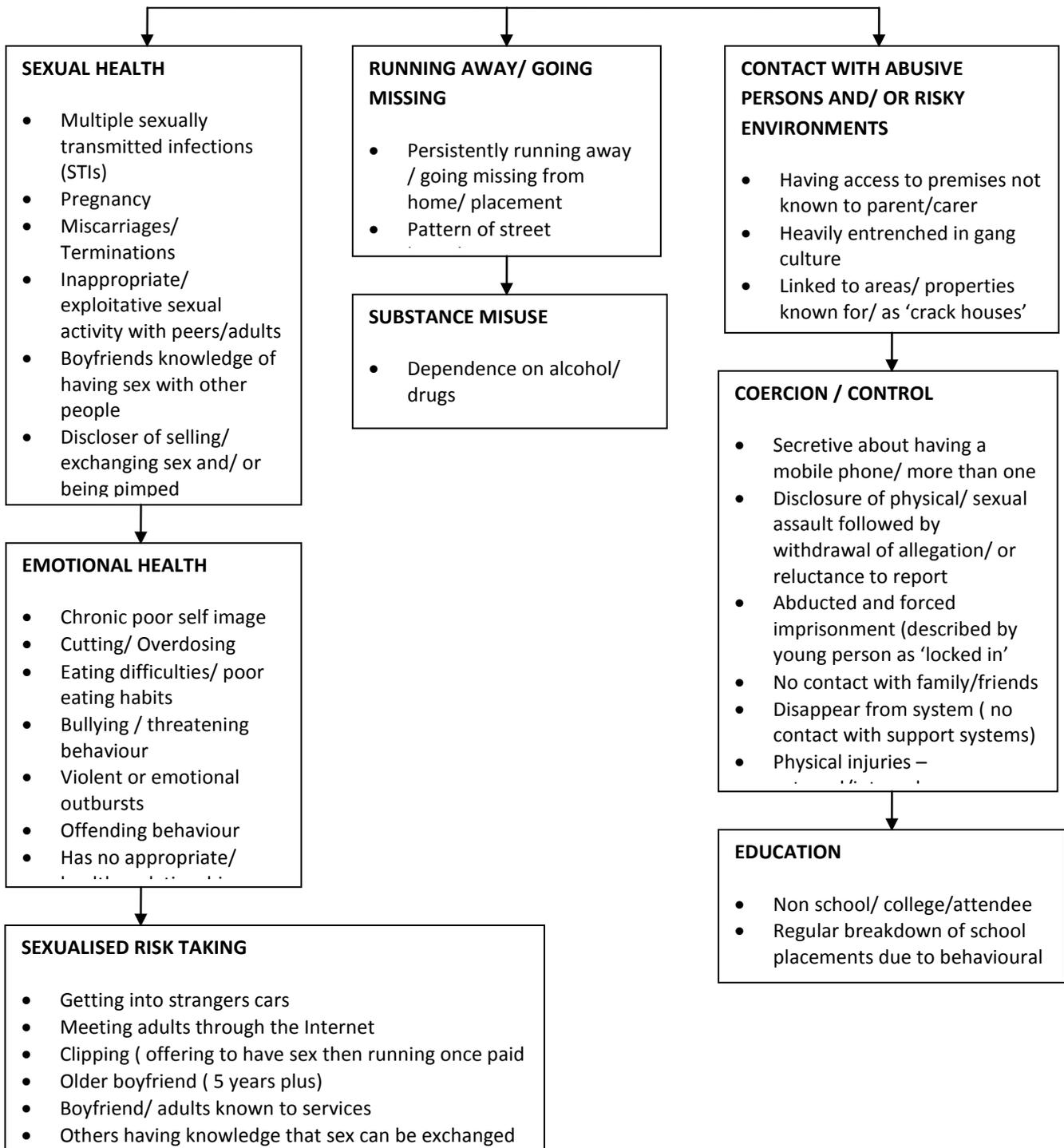
POSSIBLE INDICATORS



**Category 3 - Risk Assessment Framework for Safeguarding Children Abused
Through Sexual Exploitation**

Category 3
A child or young person whose sexual exploitation is habitual, often self denied and where coercion/ control is implicit

POSSIBLE INDICATORS



Appendix 6

Appendix 6:

Other Duties and Powers Hillingdon can utilise to support work with Children Missing from Education include:

- Providing suitable full-time⁸ education to permanently excluded pupils from the sixth school day of exclusion
- Safeguarding children's welfare, and their duty to cooperate with other agencies in ensuring children's safety
- Serving notice on parents requiring them to satisfy the LA that their child is receiving suitable education when it comes to the local authority's attention that a child might not be receiving such education
- Issuing School Attendance Orders (SAOs) on parents who fail to satisfy the local authority that their child is receiving suitable education, and in the opinion of the authority it is appropriate that the child should attend school
- Prosecuting parents that do not comply with an SAO
- Prosecuting or fining parents who fail to ensure their school-registered child attends school regularly
- Applying to court for an Education Supervision Order for a child

The legislation pertaining to Children Missing from Education is to:-

Section 436A of the Education Act 1996 (added by section 4 of the Education and Inspections Act 2006).

Appendix 7

Professional Toolkit available as a background paper.

Appendix 8

Hillingdon LSCB CSE training plan

Child Sexual Exploitation (CSE) is not just something that happens elsewhere, there are active cases in the Borough and other children and young people are currently at risk of exploitation. Where young people are being exploited they often don't realise it until serious harm has been done, for this reason it is particularly important that everyone who has contact with children and young people is aware of the warning signs and knows what to do if they suspect that a child or young person might be at risk of CSE.

The 2009 statutory guidance *Safeguarding Children and Young People from Sexual Exploitation* uses the following definition, which came from the National Working Group for Sexually Exploited Children and Young People:

“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.”

Levels of training and awareness to be delivered:

General awareness: With partner agencies the LSCB will lead on a public awareness campaign for child sexual exploitation. The aim will be for the wider public in Hillingdon to be aware of the signs and to know what to do if they have concerns about a child or young person, “Say Something if You See Something”. This can be achieved by posters, leaflets, press articles etc.

Specific awareness: Aimed at those who are likely to be able to identify CSE in connection with their business, taxi operators, hoteliers, night-time economy food outlets, pharmacists. To be achieved by targeted literature, visits and attendance at meetings for briefing sessions. (Operation Make Safe”)

E-learning: For all workers in the Borough who may have contact with children and young people but are not in the groups below. Those who will undertake e-learning should include those who work in parks and cemeteries (identified by the Office of the Children's Commissioner as risk areas for CSE), library staff, reception staff in all agencies, teaching staff up to year six, all non-teaching staff in education establishments. Third sector volunteers who work with families.

Group training: Mandatory training for all those working directly with children and young people at risk of CSE. To include Children's Social Care, Family Key Working Service, Youth Workers, Youth Offending Service, Paediatric staff, Sexual Health, CAMHS, Police, SAFE, (DN- which voluntary agencies?)

Hillingdon Top team briefing: The most senior managers, decision makers and strategic leads to be briefed on CSE, the signs, prevalence, current operations and the strategic approach across the Borough. To be achieved in one session to be led by the LSCB with input from Children’s Social Care and the Police.

Next Steps:

- CSE Strategic group to comment on/agree these levels of training at next meeting.
- Each agency to identify the numbers of people applicable for each level of training/awareness and pass numbers to the LSCB
- LSCB to produce a costed training plan for 2015/16.
- LSCB to arrange a Top Team Briefing
-

Proposed CSE Training Programme 2015/2016

2015/2016 Month	Training completed and planned with CSC and partner agencies
February	<ul style="list-style-type: none"> • School cluster groups
March	<ul style="list-style-type: none"> • CSC, Police, Health, Residential Care Homes. • Midwives. • E-learning module - via LBH
April	<ul style="list-style-type: none"> • CID Met Police, master class. • CSC, health, education, residential care homes. • GP's. • E-learning module -via LBH and National Working Group (NWG).
May	<ul style="list-style-type: none"> • CSC, health, education, residential care homes. • E-learning module - via LBH and NWG
June	<ul style="list-style-type: none"> • Full day CSE training with Women and Girls Network. • E-learning module via LBH and NWG
July	<ul style="list-style-type: none"> • E-learning module via LBH and NWG
August	<ul style="list-style-type: none"> • E-learning module via LBH and NWG
September	<ul style="list-style-type: none"> • Chelsea's Choice to be delivered to all secondary schools. Beginning in September with a rolling programme. • E-learning module via LBH and NWG
October	<ul style="list-style-type: none"> • E-learning module via LBH and NWG. • School cluster groups.
November	<ul style="list-style-type: none"> • E-learning module via LBH and NWG
December	<ul style="list-style-type: none"> • CSC, health, education, Police. • E-learning module via LBH and NWG.
January	<ul style="list-style-type: none"> • E-learning module via LBH and NWG
February	<ul style="list-style-type: none"> • E-learning module via LBH and NWG
March	<ul style="list-style-type: none"> • E-learning module via LBH and NWG