

# **Child Sexual Exploitation Strategy 2015 - 2017**

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



**April 2015**

**Building upon the effective work undertaken in developing and delivering the CSE Pathway, WSCB is committed to further developing knowledge of the prevalence of Child Sexual Exploitation across the county and building a robust strategic framework to tackle the problem and keep children safe. This strategy sets out how multi-agency partners will continually be encouraged to work together pro-actively to safeguard children and young people at risk.**

## Foreword

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

This strategy has been written to support, and be supported by, the West Mercia Child Protection Procedures and the Worcestershire Thresholds Guidance. When practitioners become aware of children who are affected by, or at risk of, sexual exploitation they have a duty to comply with the West Mercia Child Protection Procedures, with specific regard for section 7.2 which relates specifically to the process to be followed in Worcestershire:

[http://westmerciaconsortium.proceduresonline.com/chapters/g\\_step\\_by\\_step\\_respond\\_cse.html](http://westmerciaconsortium.proceduresonline.com/chapters/g_step_by_step_respond_cse.html)

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

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Independent Chair  
Worcestershire Safeguarding Children Board

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## 1. Introduction

In line with national guidance, HM Government (2009) Safeguarding Children and Young People from Sexual Exploitation, Worcestershire Safeguarding Children Board seeks to develop locally a prevention, protection and investigation strategy to

- identify those at risk of being sexually exploited
- take action to safeguard and promote the welfare of particular children and young people who are being, or may be, sexually exploited, and
- Take action against those intent on abusing and exploiting children and young people in this way.

This document should be read in conjunction with HM Government (2009) Safeguarding Children and Young People from Sexual Exploitation, HM Government (2015) Working Together to Safeguard Children, WSCB (2009) Safeguarding Children Who May Have Been Trafficked, and West Mercia Joint Runaway and Missing From Home and Care Protocol (Revised 2015).

## 2. Definition

### *Child Sexual Exploitation Definition*

The National Working Group on Child Sexual Exploitation has developed the following definition which is utilised in UK government guidance and policy, including the Department for Education 2009, and is the definition of CSE that Worcestershire Safeguarding Children's Board have adopted:

'The 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 performing, and/or others performing on them, sexual activities.

Child sexual exploitation can occur through use of technology without the child's immediate recognition, for example the persuasion to post sexual images on the internet/mobile phones with no 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.'

*The National Working Group for Sexually Exploited Children and Young People (2008)*

## 3. National Context

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

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

*"Dealing with Child Sexual Exploitation" (2015)*

(Appendix 1)

The recently revised Working Together March 2015 states that *"LSCBs should conduct regular assessments on the effectiveness of Board partners' responses to child sexual exploitation and include in the [Annual] report information on the outcome of these assessments. This should include an analysis of how the LSCB partners have used their data to promote service improvement for vulnerable children and families, including in respect of sexual abuse. The report should also include appropriate data on children missing from care, and how the LSCB is addressing the issue."*

*(Working Together 2015 Chapter 3 para 18)*

#### **4. Local Context**

In Worcestershire the main response to CSE has been led through the Safeguarding Children Board (WSCB) although individual agencies have also acted according to their own drivers.

WSCB launched the Child Sexual Exploitation Pathway in August 2013. This sets out a clear pathway for referrals and response to child specific concerns with operational oversight delivered through a monthly multi-agency panel.

Targeted training of staff to raise awareness and to ensure understanding of the pathway and procedures has also taken place. WSCB also makes available an e-learning module for all agencies. The WSCB Missing Children, CSE and Trafficking Group has responsibility for the strategic oversight of child sexual exploitation and produced its first CSE Report for the Board in November 2014

WSCB is required to both be assured and to provide assurance that large scale and organised CSE is not present in Worcestershire and that the mechanisms are in place to identify, support and protect potential victims from further harm. A great deal of work has been undertaken to develop the pathway for CSE referrals and whilst the numbers of identified victims is relatively low (as opposed to the numbers of children and young people about whom there have been concerns), we do not, however, know what we do not know as the identification of actual victims is not easy. Taking a broader view, it is clear that the focus of co-ordinated multi-agency activity has been predominantly on protection and that prevention and the pursuit of perpetrator activities are both also in need of development. This strategy therefore focuses on how WSCB progresses this work with partner agencies.

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

*(HM Government, 2015:4)*

WSCB is committed to raising awareness of child sexual exploitation locally. As such the WSCB Missing Children, CSE and Trafficking Group is working to incorporate a national and regionally accepted dataset within performance management data to capture and collate the existing CSE picture in Worcestershire. To date, the evidence suggests that CSE exists in Worcestershire on a relatively small and generally individualised scale, with no evidence of a link to gangs, organised crime or any specific minority ethnic group. There is also no indication that disclosures or reporting have been ignored as was the case in Rotherham.

## **5. Strategic Principles**

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

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

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

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

Finally, that local government and the police should not fear seeking out and shining a light on sexual exploitation for fear they may be held to account for what they find. **The failure is not in the existence of CSE but in not recognising it and taking appropriate action.**

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

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

## 6. Key Priorities

WSCB recognises the requirement to understand the scale of child sexual exploitation in the local area and to continue to develop a local 'problem profile'. In line with this WSCB's key priorities are as follows:

### Prevention and Education

**Overarching priority:** Increasing knowledge and understanding of CSE, including the development of protective factors, across children and young people (to include victim focus), the children and young people's workforce and local communities

**Key target areas:**

- Undertake a public awareness campaign
- All schools to deliver a CSE awareness programme to children and young people, tailored to their age
- All staff to receive awareness training
- Develop a means of evaluating the effectiveness of the staff training programme

## Recognition and Identification

**Overarching priority:** Providing information and tools to support the identification of potential indicators of CSE; providing and publishing agreed models of assessment; and agreed protocols for the effective sharing of information across the multi-agency partnership

**Key target areas:**

- Identify vulnerable children for potential sexual exploitation and develop a risk assessment framework and pathway to protect them
- Develop professional curiosity amongst front line staff to ensure they look for and act on signs of potential CSE (particularly social workers, Health workers and school staff)
- Identification of vulnerable children who have the potential to become perpetrators
- Promote the crucial importance of effective information sharing

## Intervention and Support

**Overarching priority:** Drawing on models of recognised good practice to develop local responses; tailoring intervention and support to individuals; and mapping and publicising a range of available intervention/support services

**Key target areas:**

- Develop different methods/casework suited to CSE
- Develop victim and family specialised support
- Develop community safety, regulatory and taxi licensing functions (consider a Partnership Enforcement Team)

## Pursue and Disrupt

**Overarching priority:** Being pro-active across multi agency partnerships to identify, disrupt and prosecute perpetrators of child sexual exploitation through criminal or civil means

**Key target areas:**

- Align cross-border arrangements with neighbouring areas/regions
- Develop an ongoing problem profile, mapping hot spots and keep relevant agencies informed
- Use criminal and civil powers wherever possible to bring to justice perpetrators who exploit and abuse children

**Appendix 2** outlines how these priorities will be met.



## **7. Governance and Accountability**

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

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

## **8. Monitoring and Review**

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

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

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

## Appendix 1

### Policy and Legislation

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

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

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

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/278849/Safeguarding\\_Children\\_and\\_Young\\_People\\_from\\_Sexual\\_Exploitation.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/278849/Safeguarding_Children_and_Young_People_from_Sexual_Exploitation.pdf)

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

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/419595/Working\\_Together\\_to\\_Safeguard\\_Children.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419595/Working_Together_to_Safeguard_Children.pdf)

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

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

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

[http://westmerciaconsortium.proceduresonline.com/chapters/g\\_sg\\_trafficked.html](http://westmerciaconsortium.proceduresonline.com/chapters/g_sg_trafficked.html)

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

<http://westmerciaconsortium.proceduresonline.com/>

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

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

### WSCB Guidance for Practitioners *Child Sexual Exploitation*

Practitioner guidance can be found at:

[http://www.worcestershire.gov.uk/downloads/file/550/practitioner\\_guidance\\_august\\_2013](http://www.worcestershire.gov.uk/downloads/file/550/practitioner_guidance_august_2013)

## Appendix 2

### WSCB Action Plan for Implementation

<b>Key Priority 1</b> <b>Prevention and Education</b> Overarching priority: Increasing knowledge and understanding of CSE, including the development of protective factors, across children and young people (to include victim focus), the children and young people's workforce and local communities				
<b>Key Target Areas/Objectives</b>				
<b>1.1 Undertake a public awareness campaign</b>				
Action	Action Owner	Measure	Accountable body	Timeframe
1.1.1 Commission a communications / publicity campaign based on best practice across the region, including the publicising of helplines and support centres	Head of Protecting Vulnerable People/Head of Corporate Communications – West Mercia Police	Options report to Board and decision made	West Mercia Police	End November 2015
1.1.2 Draw up a timed action plan including media engagement	WSCB Business Support Team	Timed action plan produced	Worcestershire Safeguarding Children Board	End November 2015

1.1.3 Undertake the campaign and evaluate it	WSCB Business Support Team	<ul style="list-style-type: none"> <li>•Increase in levels of awareness</li> <li>•Increase in CSE referrals received</li> </ul>	Worcestershire Safeguarding Children Board	<p>Campaign : January 2016</p> <p>Evaluation : March 2016</p>
<b>1.2 All schools to deliver a CSE awareness programme to children and young people, tailored to their age</b>				
<b>Action</b>	<b>Action Owner</b>	<b>Measure</b>	<b>Accountable body</b>	<b>Timeframe</b>
<p>1.2.1 The Board to develop and endorse a 'whole school' model for raising CSE awareness, in line with the Children's Commissioner's report: 'If only someone had listened' (Nov 2013), and to evaluate its impact.</p> <p>This will include the production of a menu of resources for use in schools.</p>	WSCB Head Teacher Reps	<p>Numbers of schools implementing Whole School Approach.</p> <p>(Including academies, post 16, and independent schools)</p>	WSCB Head Teacher's Group	December 2015
1.2.2 WSCB to seek assurance that schools and FE colleges are raising awareness of CSE within their own organisation.	Chair of the Monitoring Effectiveness Group	Percentage of schools evidencing they have a robust programme in place for raising awareness	Monitoring Effectiveness Sub Group	July 2016

**1.3 All staff to receive training in line with their role and responsibilities.**

Action	Action Owner	Measure	Accountable Body	Timeframe
<p>1.3.1 Review existing CSE training strategy and refresh in line with CSE Strategy 2015-2017.</p> <p>To include training pathway, suite of training materials and evaluation framework.</p>	<p>Chair of WSCB Workforce Development Group.</p>	<ul style="list-style-type: none"> <li>• Training strategy covers all elements of the CSE Strategy 2015-18</li> <li>• Practitioners and managers have a clear understanding of their training requirements</li> <li>• Staff are trained at the appropriate level for their role and responsibilities.</li> </ul>	<p>Improving Frontline Practice Sub Group</p>	<p>November 2015</p>
<p>1.3.2 Ensure that commissioners of services to children young people and their families make CSE training a requirement within their contracting processes from a given date</p>	<p>Individual agencies (TBC)</p>	<ul style="list-style-type: none"> <li>• CSE training is a requirement for all commissioned services</li> <li>• Assurance is provided through the S11 Audit undertaken by WSCB</li> </ul>	<p>Monitoring Effectiveness Sub Group</p>	<p>January 2016</p>
<p>1.3.3 Evaluate effectiveness of training strategy through the WSCB annual audit of training and workforce development</p>	<p>Chair of the Monitoring Effectiveness Group</p>	<ul style="list-style-type: none"> <li>• Percentage of agencies providing assurance that all staff are trained at the appropriate level</li> <li>• Increased awareness/</li> </ul>	<p>Monitoring Effectiveness Sub Group</p>	<p>End March 2016</p>

		confidence levels		
<b>Key Priority 2</b>				
<b>Recognition and Identification</b>				
Overarching priority: Providing information and tools to support the identification of potential indicators of CSE; providing and publishing agreed models of assessment; and agreed protocols for the effective sharing of information across the multi-agency partnership				
<b>Key Target Areas/Objectives</b>				
<b>2.1 Identify vulnerable children for potential sexual exploitation and develop a risk assessment framework and pathway to protect them</b>				
<b>Action</b>	<b>Action Owner</b>	<b>Measure</b>	<b>Accountable Body</b>	<b>Timeframe</b>
2.1.1 All key statutory partners to devise a flagging protocol for those deemed to be at risk of child sexual exploitation; NHS, GPs, Sexual Health, CAMHS.	Missing, CSE and Trafficking Subgroup Chair	Establishment of flagging process within each agency, and numbers of children identified as at risk.	CSE Strategic Group	September - December 2015
2.1.2 Work with pharmacies to develop a checklist for identifying those at risk of CSE to improve early identification of risk, and	Chair of Missing, CSE and Trafficking Group.	<ul style="list-style-type: none"> <li>•Checklist developed</li> <li>•Increase in numbers of children flagged to MASH</li> </ul>	CSE Strategic Group	30 September 2015

information sharing. To include GP dispensing surgeries and school nurses.		<ul style="list-style-type: none"> <li>•Increase in risk assessments undertaken</li> </ul>		
2.1.3 Identification of care providers within Worcestershire to create closer links (see 2.1.2)	Missing Person Co-ordinator within the Police/ Chair of Missing, CSE and Trafficking Group.	<ul style="list-style-type: none"> <li>•List of care providers maintained within Children's social care – including 16+ and independent providers</li> <li>•Increase in numbers of children flagged to MASH</li> <li>•Increase in risk assessments undertaken.</li> </ul>	CSE Strategic Group	End October 2015
2.1.4 Embed widely existing screening tool to support the assessment and management of risk (links with 1.3.1)  Develop and embed risk indicator toolkit for professionals	Chair of Missing Children, CSE and Trafficking Group	<ul style="list-style-type: none"> <li>•Percentage of referrals where screening tool has been completed</li> <li>•Risk indicator toolkit available for professionals</li> </ul>	CSE Strategic Group	November 2015  November 2015
2.1.5 Complete full review of existing CSE Pathway to align with CSE Strategy 2015-18	Chair of Missing Children, CSE and Trafficking Group	Refreshed pathway in place	CSE Strategic Group	July 2015



<b>2.2 Develop professional curiosity amongst front line staff to ensure they look for and act on signs of potential CSE (particularly social workers, Health workers and school staff)</b>				
<b>Action</b>	<b>Action Owner</b>	<b>Measure</b>	<b>Accountable Body</b>	<b>Timeframe</b>
2.2.1 Ensure CSE Training Strategy and materials include specific reference to learning about the need to exercise professional curiosity.(Links to 2.1.1)	Chair of Workforce Development Group	Increased reporting of CSE concerns across all key partners.	Improving Frontline Practice Sub Group	November 2015
<b>2.3 Identification of vulnerable children who have the potential to become perpetrators</b>				
<b>Action</b>	<b>Action Owner</b>	<b>Measure</b>	<b>Accountable Body</b>	<b>Timeframe</b>
2.3.1 Scope national good practice in the emerging field of understanding children who have the potential to become perpetrators.	YOS within Missing Children, CSE and Trafficking Group	Scoping completed within time scale	Vulnerable Children Sub Group	November 2015
2.3.2 Review toolkit to assist professionals to identify children who have the potential to become perpetrators.	YOS within Missing Children, CSE and Trafficking Group	Toolkit produced and promoted through WSCB website.	Vulnerable Children Sub Group	January 2016

<b>2.4 Promote the crucial importance of effective information sharing</b>				
<b>Action</b>	<b>Action Owner</b>	<b>Measure</b>	<b>Accountable Body</b>	<b>Timeframe</b>
2.4.1 Develop an information sharing agreement between all partners which differentiates between different levels of information required and the processes for sharing information	Chair of MASH Operational Group	<ul style="list-style-type: none"> <li>•Establishment of internal information sharing pathways within and between agencies re CSE</li> <li>•Increase in numbers of children flagged to Access Centre</li> <li>•Increase in numbers of children flagged to MASH</li> <li>•Increase in risk assessments undertaken</li> </ul>	CSE Strategic Group	September 2015
<p><b>Key Priority 3</b></p> <p><b>Intervention and Support</b></p> <p>Overarching priority: Drawing on models of recognised good practice to develop local responses ; tailoring intervention and support to individuals; and mapping and publicising a range of available intervention/support services</p>				
<p><b>Key Target Areas/Objectives</b></p> <p><b>3.1 Develop different methods/casework suited to CSE</b></p>				

Action	Action Owner	Measure	Accountable Body	Timeframe
3.1.1 Each child or young person identified at risk of CSE or experiencing CSE has a completed CSE risk assessment and management of risk plan	Chair of Missing Children, CSE and Trafficking Group /Chair of CSE Panel	<ul style="list-style-type: none"> <li>•Proportion of completed assessments and risk management plans</li> <li>•Repeat MACFA findings demonstrate robust risk management plans</li> </ul>	CSE Strategic Group	November 2015
3.1.2 Develop links with adult safeguarding to ensure transition for those young adults still at risk of exploitation.	Independent Chairs	<ul style="list-style-type: none"> <li>•Adult safeguarding representative on Missing Children, CSE and Trafficking Group; MASH</li> <li>•Transition protocol for those from children’s social care to adult social care updated to refer to CSE</li> <li>•Providers for 16+ have clear pathway written for CSE safeguarding for client.</li> </ul>	Worcestershire Safeguarding Children Board	December 2015
3.1.3 Develop CSE Communication strategy for a range of media and audiences  (Links with 1.1)	Head of Protecting Vulnerable People/Head of Corporate Communications – West Mercia Police	CSE Communications Strategy in place	CSE Strategic Group	October 2015

3.1.4 Develop protocol for information sharing and management of risk re CSE with care providers to include the flagging of CSE concerns when children are placed in or outside of county.	Head of Assessment and Intervention	<ul style="list-style-type: none"> <li>•Protocol established and embedded</li> <li>•Increase in children flagged as being at risk of CSE</li> <li>•Evidence that risk management plans are in place.</li> </ul>	CSE Strategic Group	November 2015
<b>3.2 Develop victim and family specialised support</b>				
<b>Action</b>	<b>Action Owner</b>	<b>Measure</b>	<b>Accountable Body</b>	<b>Timeframe</b>
3.2.1 Undertake a needs assessment to map existing support services and to identify gaps in provision for children at risk of CSE  (To include research into established good practice)	Designated Nurse/Strategic Lead for Early Help and Partnerships	Assurance that appropriate services are in place	CSE Strategic Group	December 2015
3.2.2 Ensure West Mercia SARC has adopted training, facilities and pathways to address the needs of sexually exploited children and young people in Worcestershire.	The Glade management reporting through Missing children, CSE and Trafficking Group	<ul style="list-style-type: none"> <li>•Assurance that SARC links directly with CSE pathway</li> <li>•Documented evidence of CSE provision for staff within the SARC.</li> </ul>	CSE Strategic Group	September 2015

<b>3.3 Develop community safety, regulatory and taxi licensing functions (consider a Partnership Enforcement Team)</b>				
<b>Action</b>	<b>Action Owner</b>	<b>Measure</b>	<b>Accountable Body</b>	<b>Timeframe</b>
3.3.1 District Community Safety Partnerships Tasking Groups to receive CSE intelligence and implement a partnership response to identified 'hot spots' in consultation with the Missing Children, CSE and Trafficking Group	Community Safety Partnership (North and South)	CSP multi-agency action plan in place for each identified 'hot spot'.	Safer Communities Board	October 2015
3.3.2 Community Safety Partnerships to encourage links with existing prevention and disruption strategies, e.g. Nightsafe and Street Pastor initiatives	Community Safety Partnership (North and South)	Completion of actions contained within CSP Partnership Plan (North and South)	Safer Communities Board	March 2016
3.3.3 Community Safety Partnerships to develop and incorporate CSE responsibilities within their annual Partnership Plan, taking a proactive approach to identification, risk assessment and evidence	Community Safety Partnership (North and South)	CSE responsibilities clearly set and monitored as part of the North and South Partnership Plan.	Safer Communities Board	December 2015

gathering				
3.3.4 Undertake a CSE awareness raising campaign with Hackney carriage and private hire licenced drivers/operators	Worcestershire Regulatory Services	<ul style="list-style-type: none"> <li>•Guidance issued to all licence holders upon annual renewal of licences</li> <li>•CSE awareness raising rolled out through district taxi forums and liaison meetings</li> </ul>	WRS Joint Committee  (WRS Board from April 2016)	From July 2015  (review in 6 months)
3.3.5 Undertake a CSE awareness raising campaign with licenced premises in in partnership with the CSP District Tasking Groups, e.g. Nightsafe in Worcester Pub Watch in Redditch and Bromsgrove town centres	Worcestershire Regulatory Services and Community Safety Partnerships	Issuing and dissemination of information to licenced premises with a focus on 'hotspot' areas	WRS Board	December 2015
3.3.6 District Council Licence Committee Members to be made aware of CSE responsibilities	Worcestershire Regulatory Services	CSE awareness training is incorporated into Licence Committee Member inductions	WRS Joint Committee & Partner Licensing Committees (WRS Board from April 2016)	September 2015

3.3.7 Develop CSE guidance for Bed and Breakfast providers, hostels and HMO Licencing	District Council Strategic Housing Officers	Guidance developed and disseminated.	Worcestershire Strategic Housing Partnership (WSHP)	January 2016
3.3.8 Review the need for a partnership enforcement team following refreshed problem profile and increased awareness raising	Chair of CSE Strategic Group	Review completed and decision made.	CSE Strategic Group	March 2016
<p><b>Key Priority 4</b></p> <p><b>Pursue and Disrupt:</b></p> <p>Overarching priority: Being pro-active across multi agency partnerships to identify, disrupt and prosecute perpetrators of child sexual exploitation through criminal or civil means</p>				
<p><b>Key Target Areas/Objectives</b></p> <p><b>4.1 Align cross-border arrangements with neighbouring areas/regions</b></p>				
<b>Action</b>	<b>Action Owner</b>	<b>Measure</b>	<b>Accountable Body</b>	<b>Timeframe</b>
4.1.1 To ensure that appropriate intelligence is shared regionally with partners	Head of Protecting Vulnerable People, West Mercia Police	Evidence of sharing at regional level	Police Strategic CSE Group	November 2015

4.1.2 To ensure relevant intelligence from areas other than Worcestershire is shared with partners to maximise safeguarding	Operational Lead for CSE, Police	Effective CSE problem profile incorporating multi-agency information and regional threats and intelligence	CSE Strategic Group	November 2015
4.1.3 Embed PPRC (People Presenting a Risk to Children) information sharing within agencies to ensure that those who perpetrate CSE within statutory and collaborating agencies are identified and managed accordingly (Links to 2.4.1)	Chair of Missing Children, CSE and Trafficking Group	PPRC information guidance published on WSCB website.	CSE Strategic Group	30 September 2015
<b>4.2 Develop an ongoing problem profile, mapping hot spots and keep relevant agencies informed</b>				
<b>Action</b>	<b>Action Owner</b>	<b>Measure</b>	<b>Accountable Body</b>	<b>Timeframe</b>
4.2.1 Production of an annually refreshed Alliance CSE problem profile, to be informed by data from police and other partners	Head of Head of Protecting Vulnerable People– West Mercia Police /Chair of CSE Strategic Group	Document to be made available annually to the LSCB.	CSE Strategic Group	31 October 2015
4.2.2 LSCB to agree a				



common dataset for CSE in line with national good practice	Head of Protecting Vulnerable People, Police/Chair of CSE Strategic Group	Dataset agreed and implemented	CSE Strategic Group	30 September 2015
<b>4.3 Use criminal and civil powers wherever possible to bring to justice perpetrators who exploit and abuse children</b>				
<b>Actions</b>	<b>Action Owner</b>	<b>Measure</b>		<b>Timeframe</b>
4.3.1 Utilise ancillary and civil orders to maximum effect to assist investigation, restrict and manage offenders and support victims	Police/YOS/Probation/CRC	<ul style="list-style-type: none"> <li>•Data showing numbers and type of orders obtained</li> <li>•Number of breaches of orders</li> <li>•Number of abduction notices served</li> </ul>	CSE Strategic Group	November 2015
4.3.2 CSE investigations are driven by appropriately accredited staff	Head of Protecting Vulnerable People, Police	Numbers of SC Abuse Investigation Development Programme and Achieving Best Evidence accredited investigators	CSE Strategic Group	Nov 2015
4.3.3 Adoption of appropriate screening tool to assist in identification of CSE	Head of Protecting Vulnerable People, Police	Increase in numbers of children identified	CSE Strategic Group	30 September 2015
4.3.4 Maximise potential for forensic recovery with appropriate investigative strategies and training for	Head of Protecting	Compliance with HMIC child protection recommendations and delivery of Alliance CSE	CSE Strategic	31 March 2016

officers	Vulnerable People, Police	Action Plan	Group	
4.3.5 Establish a proper framework to investigate on-line CSE, appropriately resourced, with the necessary skill set	Head of Protecting Vulnerable People, Police	<ul style="list-style-type: none"> <li>•Utilise a Nationally accredited risk assessment tool for on-line CSE</li> <li>•Toolkit for officers for on-line CSE</li> </ul>	CSE Strategic Group	September 2015
4.3.6 Ensure that hi-tech capabilities are keeping pace with new and emerging patterns of offending and able to meet increasing demand	Head of Protecting Vulnerable People, Police	Sufficient resources within the Hi-tech capability and equipment to meet demand	CSE Strategic Group	1 January 2016

## Appendix 3

### Child Sexual Exploitation Useful Resources:

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

[http://www.beds.ac.uk/\\_data/assets/pdf\\_file/0008/215873/GASV\\_Interim.pdf](http://www.beds.ac.uk/_data/assets/pdf_file/0008/215873/GASV_Interim.pdf)

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

[http://www.childrenscommissioner.gov.uk/content/publications/content\\_743](http://www.childrenscommissioner.gov.uk/content/publications/content_743)

3. Parents Against Child Sexual Exploitation

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

4. National Child Sexual Exploitation Awareness Day:

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

5. National Working Group Network for Child Sexual Exploitation

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

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

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

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

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

## Appendix 4

### Models of Grooming and exploitation

#### Grooming

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

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

#### Abuse model 1

##### Inappropriate Relationships

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

#### Abuse model 2

##### Boyfriend model and Peer exploitation, also known as party model

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

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

#### Abuse Model 3

##### Organised exploitation and trafficking

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

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

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

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

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

### **Gang Associated CSE**

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

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

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

### **Examples of quotes from young people**

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

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

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

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

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



Worcestershire Safeguarding Children Board  
[www.worcestershire.gov.uk/safeguardingchildren](http://www.worcestershire.gov.uk/safeguardingchildren)

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