



SOUTHWARK SAFEGUARDING CHILDREN BOARD

CHILD SEXUAL EXPLOITATION STRATEGY (DRAFT)

September 2014

Contents

1.0 Introduction and Context.....	3
2.0 Definition.....	4
3.0 Current intelligence and problem profile	5
4.0 Principles	6
5.0 Strategic Intent & Priorities	7
6.0 Operating model	8
Appendix A: Southwark Safeguarding Children Board Pledge on CSE	10
Appendix B: Action Plan	11
Appendix C: Operating Model.....	19

1.0 Introduction and Context

- 1.1 Southwark's Safeguarding Children Board is the statutory body with lead strategic responsibility for coordinating the activities of local agencies in terms of safeguarding children and children's welfare, and for ensuring the effectiveness of those activities.
- 1.2 Southwark Safeguarding Children Board (SSCB) is committed to tackle the sexual exploitation of children and young people living in the borough and those in care placed out of the borough.. The Board recognises that only a proactive, co-ordinated, multi-agency approach will be effective in achieving this.
- 1.3 Recent publications, including the [Independent Inquiry into Child Sexual Exploitation in Rotherham 1997-2013](#) emphasise the need to strengthen local arrangements to protect children and young people who are either victims or at risk of CSE. This strategy will need to be evaluated and refreshed in light of the learning from this and any other inquiries.
- 1.4 There is already significant multi-agency working and information sharing taking place within Southwark with the aim at protecting children from CSE. In particular, the Multi Agency Sexual Exploitation Panel (MASE) and the Multi Agency Safeguarding Hub (MASH) are examples of strong practice upon which partners can build in this strategy.
- 1.5 The Department for Education's 2011 Action Plan for Tackling Child Sexual Exploitation states that "LSCBs will want to assure themselves that local services are based on a robust assessment of need in the locality, taking account of the statement in the statutory guidance that every LSCB 'should assume that sexual exploitation occurs within its area unless there is clear evidence to the contrary'. They will also want to assure themselves that local services are designed and delivered effectively to tackle the issue where it arises"
- 1.6 [Supplementary Guidance from 2009](#), referred to in *Working Together 2013*, specifies that LSCBs should ensure that:
 - the needs of children and young people who have been or may be sexually exploited and their families have been considered when planning and commissioning local services;
 - specific local procedures are in place covering the sexual exploitation of children and young people;
 - local safeguarding training includes information about how to identify the signs of sexual exploitation and an understanding of

how to gather evidence which can be used to bring prosecutions against abusers;

- where sexual exploitation is known to be prevalent locally, specialist training is available for key professionals;
- systems are in place to track and monitor cases of sexual exploitation that come to the attention of local agencies; 7 Safeguarding Children and Young People from Sexual Exploitation
- a LSCB sub-group is put in place to lead on the issue of sexual exploitation, driving work forward and ensuring effective cooperation between agencies and professionals;
- There is a dedicated lead person in each partner organisation with responsibility for implementing this guidance;
- arrangements are in place to cooperate with neighbouring areas and those areas where children who have been sexually exploited are believed to have lived or been present

1.7 The SSCB's strategic intent is to:

- **Prevent** the occurrence of CSE.
- **Build intelligence** and develop a problem profile of CSE locally
- **Provide support** which is timely and effective for victims of CSE
- **Disrupt** the activities of perpetrators
- **Prosecute** perpetrators

1.8 Southwark Safeguarding Children Board's commitment to tackle CSE is articulated in its pledge on CSE, agreed by all member agencies on Board. This pledge is enclosed as Appendix A.

1.9 The Rotherham Inquiry into CSE found that "as early as 1998, [...] procedures identified the victims as children and the prosecution of perpetrators as a priority. Under the auspices of the SCB and its predecessor, the Area Child Protection Committee, there was a good range of strategies, policies and procedures applicable to child protection and specifically to CSE. These were of generally good quality and had been developed on an inter-agency basis. **The weakness was that the Safeguarding Board rarely seemed to check whether they were being implemented and whether they were working. The challenge function of the Safeguarding Board did not appear to have been fully exercised**". SSCB is aware of the need to fully implement, evaluate and review this strategy.

2.0 Definition

2.1 Child sexual exploitation is a form of child abuse. Southwark's Safeguarding Children Board is using the definition of CSE set out by the

Department for Education in 2012:

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.

Source: [Tackling Child Sexual Exploitation Action Plan, DfE 2011](#)

2.2 There are 5 key points to emphasise in this definition which will affect the understanding of CSE:

- CSE as a form of abuse can apply to all children and young people, not just those under the age of consent – children aged 16 or 17 can still be sexually exploited;
- CSE can occur in a wide range of relationships, contexts and exploitative situations, including bullying;
- There is typically a power imbalance between perpetrator and victim;
- The victim commonly has *limited* choice – resulting from their various vulnerabilities – though may not recognise the limitations of their ability to choose;
- Increasingly, the use of technology (particularly mobile phones and social networking) is involved in incidences of CSE.

3.0 Current intelligence and problem profile

3.1 It is generally acknowledged there are low levels of reporting of CSE nationally and so it remains largely invisible. No datasets available locally illustrate the likely true extent of CSE in the borough.

- 3.2 Our starting point must be, therefore, to assume that CSE is happening in Southwark in different ways, at different locations and across communities. One outcome of this strategy is to improve the collection, analysis and application of data pertaining to CSE.
- 3.3 In Southwark, there are already ways in which agencies work to support victims or potential victims of CSE. Staff regularly convene in the local Multi Agency Sexual Exploitation (MASE) panel to share and review information on victims and perpetrators and make recommendations for action. Each year approximately 20 young people are considered by the MASE panel.
- 3.4 Southwark has built on the work of MASE and begun to develop its 'problem profile' of CSE in the borough. This strategy is shaped by the findings so far from this profiling and also identifies what steps need to be taken to build and maintain a more comprehensive problem profile.
- 3.5 From a review of open cases across agencies in April 2014, 98 young people were identified as being at risk of CSE, and were diverse in terms of their of need, age and ethnicity. Characteristics of the children identified as being at risk of CSE included:
- A large proportion of the 98 were children in care, spread evenly between placements in borough, within London and out of London
 - Children frequently going missing from care
 - Around half of the children at risk were still living at home
 - The vast majority were in education, though some had poor or persistent absence
 - A high proportion of the 98 children had a Special Educational Need
- 3.6 In order to build a more comprehensive problem profile we will develop our capacity to capture and analyse intelligence on CSE – victims, perpetrators, models and locations – through a dedicated intelligence and analytical function. We will also assess new referrals into the MASH specifically for risk of CSE. Actions are detailed in the accompanying action plan (Appendix B)

4.0 Principles

- 4.1 The following principles will inform everything we do to tackle CSE in Southwark. These have been agreed across the multi-agency partnership.

- **Partnership-driven** - we will implement a single, coordinated approach across the multi-agency partnership, delivered across all agencies and at all levels of intervention.
- **Evidence-based** – we will build a comprehensive profile of the local problem to inform action plans, commissioning and training. Interventions will be evaluated against desired outcomes.
- **Inclusive** – we will involve children, young people and families in service design
- **Child-centred** – we will regard children and young people as victims and acknowledge that they can be both a perpetrator and a victim, and can move between the two roles (especially in a gang situation).
- **Flexible** - we will recognise different manifestations of CSE and respond appropriately to each (including peer on peer, gangs, and online).
- **Holistic** – we will take a wide view of the problem and address culture change. We will avoid silos by embedding CSE in other policies and strategies across the partnership (including Violence against women and girls (VAWG) and missing children).

5.0 Strategic Intent & Priorities

5.1 Our strategic priorities derive from our principles and our problem-profile to date and are informed by our learning from national publications and reviews. These have included the Office of the Children's Commissioner's Inquiry into CSE in Gangs and Groups Gangs ([*If only Someone had listened*](#)), the London Councils / London Safeguarding Children Board report *Tackling CSE: A study of Current Practice in London*, and the Met Police Pan-London Operating Protocol for CSE. Our safeguarding board has also consulted with boroughs such as Rochdale and Bradford, who have well developed approaches to tackling CSE.

- 5.2 In the light of recently published materials, specifically the Inquiry into CSE in Rotherham, this strategy will be renewed in Spring 2015. We will undertake a review of this strategy with due consideration to the lessons emerging from this Inquiry.
- 5.3 Our 5 strategic priorities are to:
- a. **Prevent** CSE from occurring in Southwark and to children from Southwark.
 - b. **Build intelligence** and quickly identify the victims, perpetrators, models and locations involved, where CSE does occur. Including a focus on children going missing and children with SEN.
 - c. **Provide timely, effective support** to all victims of CSE, enabling them to escape the abuse, recover from its effects and remain free from abuse throughout the rest of their childhood and beyond.
 - d. **Disrupt** the activities of those that are sexually exploiting children, using the full range of powers available across the multi-agency partnership for example including the police, licensing and housing.
 - e. **Prosecute** perpetrators to the full extent of the law.
- 5.4 As the local problem profile is developed and so agencies' understanding of CSE in Southwark is improved, SSCB will revisit these priorities and ensure they reflect the nature and level needs in the borough.
- 5.5 These priorities provide the framework for our action plan, which sets out how we will go about delivering against these priorities. Our action plan is included as Appendix B.

6.0 Operating model

- 6.1 Southwark's Safeguarding Children Board is committed to implementing a coherent operating model for tackling CSE. This will be developed and refined as the problem profile and other immediate work in the action plan is undertaken. However, the Board has agreed in principle to implement the 'See me, Hear me' model as set out by the Office of the Children's Commissioner. This is included at Appendix C. The key features to which we are committed are:
- Strategic lead from Safeguarding Children Board and CSE subgroup

- A 'problem profile', pulling together evidence from all agencies
- A CSE coordinator
- A CSE specialism within MASH
- Co-ordination across other sub groups/networks ensuring that professionals and other adults in contact with children and young people are alert to risk factors and indicators of CSE
- End to end services, from prevention to rehabilitation and including a range of specialist support to target support effectively
- A strong contribution from the Voluntary and Community Sector

Appendix A: Southwark Safeguarding Children Board Pledge on CSE

Southwark Safeguarding Children Board will:

- Take a proactive, co-ordinated multi-agency approach.
- Prioritise intelligence and analysis, and use it to develop our understanding of the prevalence and nature of CSE in Southwark.
- Do everything in our power to prevent CSE from happening in Southwark and to Southwark children.
- Focus on early identification and providing early help.
- Support parents, communities and professionals to identify signs of vulnerability and signs of abuse and know what they should do and where to get help.
- Establish the MASH as a single point of referral
- Develop a shared risk assessment model used by all agencies across a continuum of need (up to 25 years of age)
- Ensure professionals working at all levels of need understand CSE, have confidence in how to respond, and have access to expert support and advice.
- Develop a range of interventions across a continuum of need, taking a child- or family-centred approach to supporting victims and survivors.
- Devise a strategic approach to disrupting and prosecuting perpetrators.
- Monitor outcomes and learn from successes and failures.

Appendix B: Action Plan

Note: This is a draft to be finalised by in Autumn 2014 by CSE sub-group

STRATEGIC PRIORITY 1: PREVENT CSE FROM OCURRING IN SOUTHWARK AND TO CHILDREN FROM SOUTHWARK

WHAT WE WILL DO	HOW WE WILL DO IT	LEAD	MEASURE OF SUCCESS	TIME	RAG
1. Raise the profile of CSE by agreeing and promoting a multi-agency pledge on tackling CSE	All agencies on SSCB to sign the pledge.	Chair, SSCB	Pledge signed and on SSCB website. Promoted via a SSCB press release	Nov 14	
2. Engage all staff through a multi-agency training strategy	Provide e-learning package of awareness training on CSE across agencies	SSCB Practice Development and Training Sub-group	% take up of e-learning	Nov 14	
	Develop local package of multi-agency training on CSE, based on a training needs analysis		CSE specific training available to key staff across multi-agency	Oct 14	
	Ensure CSE embedded in basic SSCB training		Feedback on training	Oct 14	
3. Engage children and young people to improve their understanding of CSE and dissuade them from being involved	Ensure CSE is in PSHE curriculum	Schools	CSE in all secondary schools	Dec 2014	
	Target CSE-specific work at schools with highest number of reported 'at-risk' children (from problem profile)	Head of Early Help	CSE prevention programme devised and delivered in targeted schools	Jan 15	
4. Raise awareness of CSE across the community	Specific messages about identifying CSE and how to raise concerns to be communicated through existing networks, e.g. youth services and VCS groups.	Head of youth service, CEO CAS	<i>NB Measure to be identified</i>	Nov 2014	

Note: Ofsted has recognised as good practice efforts to raise awareness of signs of CSE more widely in community, e.g. hoteliers, taxi drivers

STRATEGIC PRIORITY 2: BUILD INTELLIGENCE AND QUICKLY IDENTIFY VICTIMS, PERPEPTRATORS, MODELS AND LOCATIONS INVOLVED, WHERE CSE DOES OCCUR

WHAT WE WILL DO	HOW WE WILL DO IT	LEAD	MEASURE OF SUCCESS	TIME	RAG
5. Appoint a CSE co-ordinator to form and maintain multi-agency links, lead the creation of an intelligence hub, manage the CSE action plan and support the CSE sub group.	Agree a CSE co-ordinator under the SSCB / LA.	Director of Children's Social Care	<i>NB Measure to be identified</i>	Nov 2014	
6. Adopt the provisions of the Met Police pan-London operating protocol on CSE	Redesign the MASE to be police-led	Police	<i>NB Measure to be identified</i>	Sept 2014	
	Design local process and protocols to fit with pan-London protocol	Police/CSC	<i>NB Measure to be identified</i>	Sept 2014	
7. Develop an intelligence hub in the MASH to provide an analytical function and develop Southwark's problem profile	Map need in the borough	Police with SSCB partners	<i>NB Measure to be identified</i>	Nov 2014	
	Collect and analyse data from across agencies on victims, perpetrators, locations, service gaps, resources.	Police /SSP /LA	<i>NB Measure to be identified</i>	In place	
8. Identify children at risk at an early stage across all agencies and ensure those children have a full assessment of their needs and referral to relevant services for intervention and support	Develop our protocol/threshold document for referral and early risk assessment.	Head of QA	<i>NB Measure to be identified</i>	Nov 2014 for refresh	
	Design referral pathways for evidence based interventions at all tiers of need, making connection to other concerns including e-safety, missing children, trafficking and gangs	Head of QA & Head of safeguarding	<i>NB Measure to be identified</i>	Jan 2014	
	Ensure referral pathway to LADO is clear where the alleged perpetrator is professional	LADO	<i>NB Measure to be identified</i>	September 2014	

STRATEGIC PRIORITY 2: BUILD INTELLIGENCE (CONTINUED)

WHAT WE WILL DO	HOW WE WILL DO IT	LEAD	MEASURE OF SUCCESS	TIME	RAG
9. All agencies to ensure staff working with children understand the signs of vulnerability and of abuse. Then develop intervention strategies to prevent escalation. This will include identifying actual or potential perpetrators	Develop communication for all practitioners	SSCB Development manager & Comms team	<i>NB Measure to be identified</i>	Nov 2014	
	Disseminate to and train in the use of CSE risk assessment tool: social workers; police; PCSOs; designated personnel in schools; relevant VCS organisations	Org. development team	<i>NB Measure to be identified</i>	Dec 2014	
	Ensure all internal procedures in all agencies reflect CSE signs and symptoms and the procedure for reporting and assessing	Head of QA & audit and learning sub group	<i>NB Measure to be identified</i>	Nov 2014	
	Review all basic safeguarding training to contain signs of CSE, including single agency training programmes.	Organisational development team and all agencies	General review currently in process of SSCB training	Nov 2014	
	Ensure links with E-safety; Missing children; trafficking and gangs are made in training and awareness raising	Organisational development team & Practice development sub group	<i>NB Measure to be identified</i>	Nov 2014	
	Gather insight around CSE from service users and from assessment about the young person's experience and use to shape work with vulnerable children and young people	All partners	<i>NB Measure to be identified</i>	Jan 2014	

STRATEGIC PRIORITY 2: BUILD INTELLIGENCE (CONTINUED)

WHAT WE WILL DO	HOW WE WILL DO IT	LEAD	MEASURE OF SUCCESS	TIME	RAG
	Analyse report of children's rights officer into experience of children missing from care to shape future work with this cohort	Head of Quality Assurance & Missing from care steering group	<i>NB Measure to be identified</i>	Nov 2014	

NB Ofsted has highlighted as good practice large training events such as dedicated CSE conferences as well as dedicated services for CSE

STRATEGIC PRIORITY 3: PROVIDE TIMELY, EFFECTIVE SUPPORT TO ALL VICTIMS OF CSE, ENABLING THEM TO ESCAPE THE ABUSE, RECOVER FROM ITS EFFECTS AND REMAIN FREE FROM ABUSE

WHAT WE WILL DO	HOW WE WILL DO IT	LEAD	MEASURE OF SUCCESS	TIME	RAG
10. Establish the MASH as the single point of referral for all CSE	Develop MASH to undertake screening for vulnerability and risk, facilitate information sharing across agencies, develop victim and perpetrator data set, and produce other intelligence.	Head of Service: Referral and Assessment	<i>NB Measure to be identified</i>	Nov 2014	
11. Develop an evidence based model for interventions	Problem profile to identify and monitor gaps in provision	Police/SSP/ CSC	<i>NB Measure to be identified</i>	Nov 2014	
	Work with VCS organisations to commission services sufficient to meet the particular need in Southwark	Head of Community Safety & CAS	<i>NB Measure to be identified</i>	Jan 2015	

STRATEGIC PRIORITY 4: DISRUPT THE ACTIVITIES OF THOSE THAT ARE SEXUALLY EXPLOITING CHILDREN USING THE FULL RANGE OF POWERS AVAILABLE ACROSS THE MULTI-AGENCY PARTNERSHIP

WHAT WE WILL DO	HOW WE WILL DO IT	LEAD	MEASURE OF SUCCESS	TIME	RAG
12. Use intelligence to identify local hotspots, offenders and victims – through our problem profiling	All agencies to contribute intelligence – soft and hard – to problem profiling. Agencies to include: anti social behaviour unit ,housing, licensing department, community wardens	Met Police with all agencies including those identified for particular relevance	<i>NB Measure to be identified</i>	Nov 2014	
13. Develop local disruption plans and part of prevention strategy	Agree a local multi-agency protocol for disrupting CSE activity	Met Police	<i>NB Measure to be identified</i>	Nov 2014	
	Train local staff in spotting the signs of CSE and in the local protocol for disruption	Organisational development Joint police and social care	<i>NB Measure to be identified</i>	Nov 2014	

STRATEGIC PRIORITY 5: PROSECUTE PERPETRATORS TO THE FULL EXTENT OF THE LAW

WHAT WE WILL DO	HOW WE WILL DO IT	LEAD	MEASURE OF SUCCESS	TIME	RAG
14. Develop and implement a process for the identification and management of offenders and potential perpetrators	<p>Pan London Protocol.</p> <p>Reporting of CSE suspicions via referral pathways to Police and completion of CRIS (Crime reporting information system) with CSE flags and outcome codes for positive intervention with victim, orders on suspects and positive disruption.</p> <p>Use of locate trace markers on PNC (Police National Computer) for victims and suspects identifying CSE concerns.</p> <p>Bail Management. Conditions etc.</p>	Met Police	Sexual Exploitation Team (SET) data provides numbers of CRIS reports, Flags, outcome codes, PNC data.	Feb 14	
15. Utilise Ancillary Orders to maximize effect. The effective use of these orders will assist investigation, restrict and manage offenders and support victims	<p>Child Abduction Warning Notice under Section 2 of Child Abduction Act 1984 (under 16) and Section 49 of the Children's Act 1989 (LAC under 18)</p> <p>ROSHO (Risk of Sexual Harm Order), SOPO (Sexual Offence Protection Order), VOO (Violent Offender Order) all monitored and managed by Jigsaw.</p>	Met Police	Data can be obtained from Police indices.	Current	
16. Ensure victims are supported throughout the criminal justice process from report to court	<p>Provision of specific services for victims and witnesses.</p> <p>Special Measures and use of intermediaries.</p>	Met Police	<i>NB Measure to be identified</i>	Nov 2014	

	Pre court familiarisation visits Transport to and from court Pre view ABE (Achieving Best Evidence) 1-2-1 with Barrister CICA (Criminal Injuries) assistance				
17. Ensure all investigators have suitable accreditation.	Sexual Exploitation Team staff will have Child Abuse Investigation Induction Course	Met Police	Mandatory	Current	
18. Ensure investigative strategies are shared and embedded in practice	Toolkit of Investigative Strategies Proactive methodologies protected. Sharing current defence tactics Sharing of best practice from successful prosecution data	Met Police	<i>NB Measure to be identified</i>	Nov 2014	

Appendix C: Operating Model

(From *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)

See Me, Hear Me

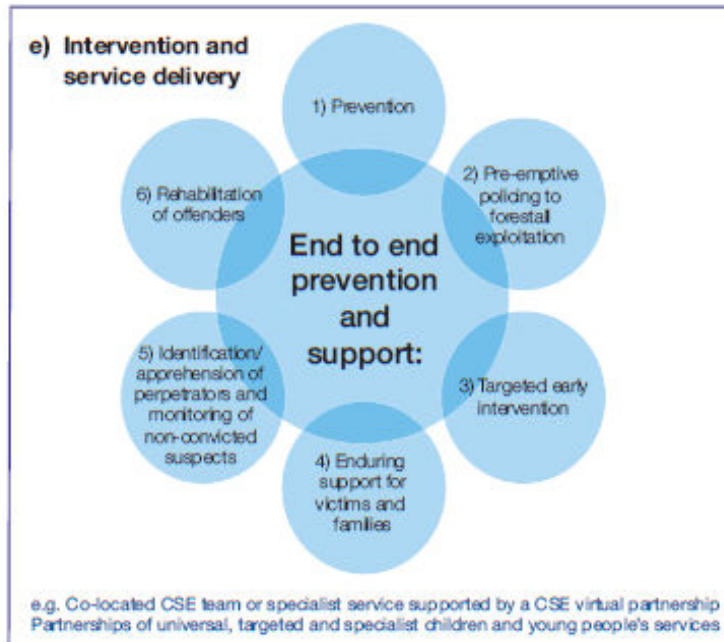
A Framework for protecting children

Figure 11: Functions, processes and structures

See me, Hear Me – A Framework

a) Accountability for all safeguarding and strategic coordination

e.g. Local Safeguarding Children’s Board (LSCB)
Health and Well Being Board



b) Multi-Agency strategic planning on CSE

e.g. LSCB Child Sexual Exploitation (CSE) Sub Group

CSE Coordinator

c) Partnership and information-sharing for identification and assessment

e.g. Multi-Agency Safeguarding Hub (MASH)

Vulnerable Adolescents Panel

d) Coordination of multi-agency strategic groups

e.g. LSCB Sub Groups on: Missing/Gangs/VAWG
Coordinators for: Missing/Gangs/Serious Youth violence