



CYSUR Child Sexual Exploitation Prevention Strategy

August 2015

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1. Introduction

It was agreed by the CYSUR Executive Board to ensure a region wide consistent response to Child Sexual Exploitation by developing a regional multi agency CSE strategy and action plan based on the College of Policing National Sexual Exploitation Action Plan, and the Operation Celtic review being undertaken by Dyfed Powys Police. This CYSUR Child Sexual Exploitation Prevention Strategy has been developed via a multiagency task and finish group, which has reviewed the Dyfed Powys Police CSE Action Plan and the interim report from the Operation Celtic review. The membership of the group was agreed by CYSUR Strategic Sub group and constituent agencies. National protocols and guidance, relevant research and examples of good practice have also been considered by members of the group. A list of the documents considered in the development of this strategy is appended at Appendix 2.

Whilst this regional strategy has been under development it has been announced that the Welsh Government will lead on the development of a CSE Action Plan for Wales, including a data set to provide accurate and consistent reporting of CSE. The CYSUR CSE strategy and action plan will take cognisance of any requirements arising from the Action Plan for Wales.

What is Child Sexual Exploitation?

A number of definitions of Child Sexual Exploitation have been developed. The definition below is taken from the All Wales Protocol for Safeguarding and Promoting the Welfare of Children who are at Risk of Abuse through Sexual Exploitation (AWCPPRG, 2013). Dyfed Powys Police have adopted the nationally agreed ACPO definition of C.S.E., which is appended at Appendix 3.

Child sexual exploitation is the coercion or manipulation of children and young people into taking part in sexual activities. It is a form of sexual abuse involving an exchange of some form of payment which can include money, mobile phones and other items, drugs, alcohol, a place to stay, ‘protection’ or affection.

The vulnerability of the young person and grooming process employed by perpetrators renders them powerless to recognise the exploitative nature of relationships and unable to give informed consent.

Child sexual exploitation (CSE) includes:

- *abuse through exchange of sexual activity for some form of payment*
- *abuse through the production of indecent images and/or any other indecent material involving children whether photographs, films or other technologies*
- *abuse through grooming whether via direct contact or the use of technologies such as mobile phones and the internet*
- *abuse through trafficking for sexual purposes*

Children do not volunteer to be sexually exploited and they cannot consent to their own abuse; they are forced and/or coerced.

The definition applies to male and female children up to the age of 18 years irrespective of whether they are living independently, at home, with carers, or in a residential setting.

There are particular vulnerabilities and risk indicators identified from research and evidence based initiatives in relation to CSE.

Vulnerability to CSE

Children are more vulnerable to abuse through sexual exploitation if they have experience of one or more of the following:

- Child sexual abuse;
- Domestic violence within the family;
- Family breakdown;
- Physical abuse and emotional deprivation;
- Bullying in or out of school;
- Family involvement in sexual exploitation;
- Parents with a high level of vulnerabilities (drug / alcohol, mental health etc);
- Drug / alcohol, mental health or other difficulties themselves;
- Homelessness or living in unsafe situations
- Being looked after in residential care; and
- Going missing frequently.

Safeguarding children abused through sexual exploitation, London Board 2006

CSE risk indicators

There are a number of tell-tale signs that a child may be being groomed for sexual exploitation, these include:

- going missing for periods of time or regularly returning home late
- regularly missing school or not taking part in education
- appearing with unexplained gifts or new possessions
- associating with other young people involved in exploitation
- having older boyfriends or girlfriends
- suffering from sexually transmitted infections
- mood swings or changes in emotional wellbeing
- drug and alcohol misuse
- displaying inappropriate sexualised behaviour.

Parental ill health may be seen as both vulnerability and a risk indicator for CSE.

'Spot the signs' (Cut them free campaign leaflet for professionals); Barnardo's (2012)

2. What do we know about child sexual exploitation in Mid and West Wales?

Dyfed Powys Police have produced an analysis of recorded CSE offences between 1st January and 31 December 2014 and a profile of children assessed as being at risk of CSE as of March 2015. The CSE profile resulting from this analysis provides an outline picture of what is known regarding the prevalence and nature of CSE across the Mid and West Wales region.

CSE Offences

53 criminal offences were identified as being related to Child Sexual Exploitation in 2014. 91% of child victims were female and 9% male. 73% of the female victims were aged between 13 and 15yrs. Females were predominately coerced by affection or by a power imbalance of an older boyfriend whereas male victims were exploited by threats of violence or payment of money. The majority of the offenders for female victims were adults. In contrast, all but one offender committing offences on male child victims were children themselves.

The majority of offences were committed by lone offenders predominately residing within the force area. In contrast to other high profile CSE investigations for example Rochdale, Rotherham etc., there are no offences that can be categorised as being CSE associated with street groups /gangs or associated with any minority group. Factors such as receiving food, accommodation, drugs and alcohol did not emerge as issues in Dyfed-Powys during the production of this profile.

The majority of victims (74%) met their offender face to face in a wide range of settings, such as social, public places, schools or colleges whilst the remaining 26% met their offender online.

In 75% of offences, sexual contact took place. Half of these took place within a personal setting, such as the offender's house or car, victim's house or at a friend's or relative's home with the offender being known to the victim. The other half occurred in a public place. No repeat locations were identified.

47% of the referrals received came from the victim / offenders relatives or friends; a further 17% of referrals came from School Counsellors, Teachers or Nurses. This fact highlights target groups for awareness training to increase professionals' knowledge about the signs of CSE.

Offender / Suspect Demographics

The majority of offences committed during the review period were committed by lone offenders. 54 unique offenders were identified, 96% of which were male. 83% of the offenders resided within the Dyfed-Powys Police Force area, and in 57% of offences the victim had known the offender over a significant period of time.

In 74% of the offences, contact between the offender and victim was initiated face to face and in 26% of the offences, contact between the offender and victim was initiated online, either through a mobile phone device or a computer.

Sites and applications used by the offenders to contact victims included Facebook, Kik messenger, Blackberry messenger, Skype and text messaging. These messaging services allow an element of anonymity. Often, after making initial contact on sites such as Facebook, victims are persuaded to conduct conversations on instant messaging services for example SnapChat where additional requests can be made and where images are deleted automatically rendering the images untraceable.

Children at risk of CSE

In May 2015 there were 129 children known by Police as being at risk of sexual exploitation, with 53% scoring as being at a significant risk of CSE on the SERAF assessment. The majority (88%) of the children identified were females and 66% were aged between 15 and 16. 40% of the children at risk of CSE were looked after children.

The links between CSE and Missing Children are evident in the profile, with 72% of those children at risk of CSE having been reported missing on some occasion.

3. Looked after children placed by other Local Authorities

There are 25 Children's Homes currently registered within the Dyfed Powys region. 12 are in Powys, 8 in Pembrokeshire and 5 in Carmarthenshire with 0 in Ceredigion. Significant numbers of looked after children are also placed within the Mid and West Wales region by other Local Authorities in independent fostering agency placements, with all of the Local Authorities in the region being net receivers. The issue is particularly marked in Powys, with some 62% of children placed by other local authorities being placed by neighbouring English authorities.

The table below sets out the number of looked after children accommodated by each local authority, and the numbers placed by other local authorities as at 31st March 2015.

Local Authority	LAC placed by LA	LAC placed by other LA's	Total	LAC placed by other LA's as % of total LAC
Carmarthenshire	244	175	419	42%
Ceredigion	84	23	107	21%
Pembrokeshire	118	59	177	33%
Powys	128	118	246	48%
Total	574	375	949	40%

Whilst corporate parenting responsibility for a looked after child remains with the placing authority the placing authority is required to notify the receiving authority when a placement is made. Notification by placing authorities has improved, however it is common for it to take around a month for the notification to be received, during which time a child could be at considerable risk of CSE, and agencies within the region would not be aware of them. In some instances, no notification is received, in particular where children are placed for 28 day assessments. There are 2 residential assessment units located within Powys, leading to a very changeable LAC population within that county.

In some instances, a child who has been identified as at risk of CSE may be placed within the region by another local authority because of a perception that the risk will be reduced within a rural environment. It is clear that the internet is giving perpetrators access to a far wider area for grooming than would previously have been possible, and there is a need to raise awareness of the nature of ongoing risks with placing authorities, and to encourage the sharing of risk assessments and ensuring risk management plans.

The use of an online risk assessment tool for residential care homes has been implemented in the region. The embedding and further development of the use of this risk assessment tool, including extending its use to include foster placements is a key priority area for joint working.

4. Children who go missing

There is a clear link between missing episodes from home, school or care and increased risk of CSE, in particular for those children who repeatedly go missing, or who stay out overnight. The All Wales Protocol – Missing Children (2011) sets out the specific processes that should be followed when a child goes missing. The debrief interview, conducted on the return of the child, provides an opportunity to explore the possibility that a child may be at risk of CSE.

During the calendar year 2014, Dyfed-Powys Police recorded 1038 missing reports for children aged between 0-17 years. 344 of these were in Carmarthenshire, 148 in Ceredigion, 259 in Pembrokeshire and 287 Powys.

Of the 1038 reports, there were 520 individual children reported missing: 365 of those were only reported missing on 1 occasion; 114 missing on 2-4 occasions; 25 missing on 5-7 occasions and 16 missing on eight or more occasions.

In recognition of the importance of ensuring a consistent approach to the debriefing interview Dyfed Powys Police are commissioning an independent organisation to conduct debriefing interviews with children. Debrief interviews will be undertaken from the first missing episode and the risk of CSE will be considered during the interview.

The risk of CSE will also need to be addressed in all Missing Strategy Meetings which are held after 3 or more police missing reports. It is also proposed by Police to further analyse missing children data to seek to identify any emerging trends.

5. The All Wales Protocol for Safeguarding and Promoting the Welfare of Children who are at Risk of Abuse through Sexual Exploitation

The All Wales Protocol for Safeguarding and Promoting the Welfare of Children who are at Risk of Abuse through Sexual Exploitation (AWCPPRG, 2013) includes a framework for the identification of risk, known as the SERAF as developed by Barnados, and the protocol sets out the processes which should be followed by agencies to protect children and prevent CSE depending upon the level of risk identified. The protocol requires that where a child is identified as being at moderate or significant risk of CSE that a multi agency strategy meeting be held within 8 days, with a review meeting to be held within 3 months.

The need for the CSE strategy meeting and review process to be consistently embedded and monitored across the region has been highlighted during the development of this strategy. In order to evaluate compliance it is proposed to develop key quality assurance standards, to be monitored and discussed locally and regionally. CSE will be a standing agenda item for the CYSUR Executive Board, the Strategic Sub Group and the Local Operational Groups. The proposed development of a national dataset as part of the Welsh Government Action Plan for CSE is welcomed and will need to be included.

The idea of introducing a monthly multi agency sexual exploitation (MASE) meeting in each local authority area is under consideration. The MASE meeting does not replace existing processes but enables the tracking of progress and the sharing of intelligence to identify patterns and trends. Further information about the MASE meeting is given in the terms of reference for MASE meetings undertaken by the Metropolitan Police, which are appended at appendix 4.

The importance of preventative measures and awareness raising regarding CSE for children who score lower on the SERAF must also be acknowledged with appropriate pathways of support developed locally within the region.

6. The National College of Policing Child Sexual Exploitation Action Plan 2014-16

The College of Policing has produced an amended National Child Sexual Exploitation Action Plan in the light of significant and renewed national public, media and political concern following the publication of the Independent Inquiry into Child Sexual Exploitation in Rotherham 1997-2013 by Alexis Jay OBE and a series of other recommendations emanating from the significant trials involving multiple defendants and vulnerable victims of serious and protracted sexual abuse across the Country. The aim of the NCP action plan is to provide a co-ordinated response to CSE across the whole of England, Wales and Northern Ireland.

The 7 key themes of the National College of Policing CSE Action Plan:

1. Public confidence and awareness
2. Protecting, supporting, safeguarding victims and managing risk.
3. Effective investigations and bringing offenders to Justice.
4. 4 P's; Prepare, Prevent, Protect and Pursue.
5. Intelligence, data collection and performance monitoring.
6. Leadership.

7. Learning and development for leaders and frontline staff.

The 4 Ps- Prepare, Prevent, Protect and Pursue

PREPARE: Providing strong leadership, effective systems whilst working with partners to tackle C.S.E.

PREVENT: Raising awareness of Child Sexual Exploitation among young people, parents, carers and potential perpetrators, to prevent incidents/ repeat incidents or Child Sexual Exploitation.

PROTECT: Safeguarding vulnerable young people and supporting victims and those professionals who seek to reduce instances of Child Sexual Exploitation.

PURSUE: Disrupting, arresting and prosecuting Child Sexual Exploitation offenders, ensuring a victim centred approach at all times.

Desired outputs, criteria for success and benefits

- Capability to tackle C.S.E. effectively to be quantifiably improved.
- Increase in children and young people being safeguarded.
- Increase in offenders being brought to Justice.
- Increased partnership effectiveness from Police and key stakeholders.
- Identify and promulgate best practice and learning.
- Increase in public confidence in the police service.

As a Police action plan much of the focus is necessarily on specific actions for the Police, however there is a key role for all stakeholders in working collaboratively to support the delivery of the action plan across the region.

7. Dyfed Powys Police Response

A review of Child Sexual Exploitation within the region, Operation Celtic, has been undertaken by Dyfed Powys Police. The following areas were considered under the terms of reference of Operation Celtic:

- Review of incident, crime recording, intelligence and briefing processes to ensure that all CSE related incidents and crimes are identified and recorded appropriately and ethically.
- Audit of Missing from Home (MFH) reports for the past six months where a child under the age of 18 was reported missing, to establish if there is any evidence/intelligence or criminality to suggest that the child is or has been subjected to CSE.
- Review of all SERAF (Sexual Exploitation Risk Assessment Form) risk assessments on children affected by CSE across the force area to ensure that they are of properly recorded, of high quality and appropriately recorded on force systems.

- Review of children currently on the ‘At Risk’ register who fall within the category of vulnerability for CSE to ensure that appropriate safeguarding plans are in place.
- Engagement with the national leads for CSE and access POLKA with a view to establishing any local procedures or initiatives which have a positive impact and demonstrate good practice.
- Engagement with other forces to establish good practice in terms of identification of CSE, and management of repeat victims with a focus on the variance with repeat victim rates across the forces.

Interim findings of this review have informed the population of the national action plan within the Dyfed Powys context.

8. Recommendations specific to Safeguarding Children Boards

When considering the issues discussed in the enquiry reports into high profile CSE investigations it is apparent that a number of the recommendations made , whilst they may be connected with specific failings within individual organisations, relate to the extent to which partners can be viewed by the Safeguarding Children Board as being ‘safe organisations’. Examples of such recommendations arise from the Oxfordshire SCR, about the need for all agencies to be able to evidence the efficacy of staff supervision and escalation policies. The members of the CSE strategy task and finish group propose that these matters should be monitored as part of an ongoing process by which the CYSUR Board requests and monitors evidence to satisfy executive members that partner organisations are indeed ‘safe organisations’, for example via the SAIT or s28 audit process.

Recommendations from high profile reports also focus largely on the need for effective cross partnership working arrangements to ensure clarity of accountability and reporting arrangements for the wider safeguarding children agenda. This issue has already been flagged as a priority area within the current CYSUR business plan.

In terms of ensuring that staff in all agencies have a clear understanding of issues regarding consent the All Wales Protocol clearly states that

‘children do not volunteer to be sexually exploited and they cannot consent to their own abuse; they are forced and/or coerced’

Recommendations regarding embedding lessons learnt and messages from victims and their families into training are being addressed as part of the work being undertaken on a regional multi agency workforce development plan for safeguarding, which will include the development of a mechanism for learning points to be reported to CYSUR Executive Board members.

Further consideration may be needed by the Local Operations Group within the CYSUR region about addressing the following matters highlighted in the enquiry reports;

- transfer of information between schools and decisions about school exclusions
- the process for multi agency case audits of CSE cases

- ensuring appropriate access to the necessary range of Looked After Children placements

9. Priority areas for joint working

All partner agencies have a role to play in reducing the harm caused by Child Sexual Exploitation.

The CYSUR CSE Strategy Development Task and Finish Group has identified the following key priority areas and outcomes for joint working.

Awareness raising

- Raising awareness of CSE amongst front line staff in all agencies
- Raising awareness of CSE with children and young people and their parents and carers
- Taking a targeted approach to raising awareness of CSE with specific groups within the wider community in response to emerging themes and trends.

Identification, risk assessment and case management

- Ensuring effective processes are in place for identifying children at risk of CSE
- Ensuring a consistent response to missing children
- Ensuring consistency of compliance with the All Wales CSE Protocol particularly in relation to the SERAF assessment and review process
- Ensuring effective processes are in place to support the identification and disruption of perpetrators.

Looked after children placed by other authorities

- Seeking to ensure that relevant agencies are aware of children placed within the region by other authorities and that risk assessments are shared
- Development of a memorandum of understanding with Local Authorities and private providers in relation to the Dyfed Powys on line risk assessment tool for residential care homes
- Exploring the potential to extend the on line risk assessment tool to incorporate foster placements

Support and recovery services

- Ensuring that children affected by, or at risk of being affected by CSE are offered an appropriate level of preventative, support and recovery services, and that clear pathways for accessing services are in place for all levels of risk.

Appendix 1. Action plan for delivery on areas for joint working

This action plan is intended to be a living document, evolving in response to progress updates provided by agency leads on a quarterly basis.

Priority area for joint working	Proposed actions and outcomes	Agency Leads	Timescales	Progress/status
1. Awareness raising				
<p>1.1 To raise awareness of CSE and increase knowledge of prevention and protection measures amongst front line staff and managers in all agencies, including</p> <ul style="list-style-type: none"> • Children's Services • Education • Health • Police • Probation • CRC • YOTs • Substance misuse agencies • Housing • Youth Services • Adult Social Care • The third sector 	<p><u>Training</u></p> <ul style="list-style-type: none"> • Regional Training Sub Group members to ensure that the safeguarding workforce development plan includes programme provision of multi - agency CSE specialist SERAF training and basic awareness courses. • Existing CP single and multi agency training courses level 1 and 2 to include CSE and SERAF information and CSE basic awareness raising exercises <p><u>Circulation of Awareness Raising Materials</u></p> <ul style="list-style-type: none"> • Request to be made to Barnardos to signpost bilingual information resources/materials available for use in awareness raising work re CSE with all agencies' staff and volunteers • Each CYSUR member agency to nominate a named contact person to collate and disseminate information regarding CSE within their organisation and in local communities for publicity campaigns 	<p>Chair, Training Sub group</p> <p>Agency Training leads</p> <p>CYSUR Manager</p> <p>CYSUR Executive Board</p>	<p>From June 2015</p> <p>From June 2015</p> <p>From June 2015</p> <p>September 2015</p>	

Priority area for joint working	Proposed actions and outcomes	Agency Leads	Timescales	Progress/status
	<ul style="list-style-type: none"> Implement and monitor programme of circulation and use of information and awareness materials across region for locally identified community and service user and professional targeted groups <p><u>Regional CSE conference</u></p> <ul style="list-style-type: none"> Seek agreement from CYSUR Executive Board for budget to arrange a regional CSE conference and Arrange a regional CSE conference to present and promote evidence based interventions and knowledge for front line staff and managers and carers across all agencies; some target audience groups will be prioritized. 	Chairs of LOGs CYSUR Exec Board members/ CSE Task and Finish group CSE task and finish group	From September 2015 June 2015 To be held March 2016	
1.2 Raising awareness of risks of CSE and protection and prevention measures with children and young people and their parents and carers	<u>Awareness raising materials</u> <ul style="list-style-type: none"> Request to be made to Barnardos to signpost bilingual resources/materials available to distribute by agencies to young people and parents and carers they work with and in the community 	CYSUR Manager	June 2015	

Priority area for joint working	Proposed actions and outcomes	Agency Leads	Timescales	Progress/status
	<ul style="list-style-type: none"> • Local and Regional Junior Safeguarding Boards to identify ways of raising awareness amongst children and young people of CSE risks and keep safe measures • CSE Awareness raising sessions to be held in schools for pupils and to be included in PSE sessions • Identify network of organisation's social media presences to enable linkage into social media publicity campaigns re CSE 	<p>Childrens Services Safeguarding Managers in discussion with Tros Gynnal Advocacy Service</p> <p>Education Safeguarding leads</p> <p>CSE task and finish group. Police press office</p>	<p>From June 2015</p> <p>March 2016 in line with national campaigns</p> <p>September 2015</p>	
1.3 Taking a targeted approach to raising awareness of CSE with specific groups within the wider community in response to emerging themes and trends.	<ul style="list-style-type: none"> • Identify specific community groups to target for awareness raising initiatives linked to local demographics and problem profile • Monitor impact of awareness raising activity 	<p>Chairs of LOGS</p> <p>Chairs of LOGS</p>	<p>From September 2015</p>	

Priority area for joint working	Proposed actions and outcomes	Agency Leads	Timescales	Progress/status
	2. Identification, Risk Assessment and Case Management			
2.1 Ensuring effective processes are in place for identifying children at risk of CSE	<p><u>Information sharing</u></p> <ul style="list-style-type: none"> • Agencies to identify what data and information they currently hold and report and/or could collate and report in relation to SERAFs and CSE cases • Strengthen information sharing arrangements to facilitate cross checking of data/information on cases held by agencies through the development of a regional protocol on sharing CSE/SERAF information • Each LOG to consider piloting a monthly multi-agency child sexual exploitation (MASE) meeting and structured scheduling of CSE Strategy meetings 	Chairs of LOGs and Agency leads	From June 2015	
		Dyfed Powys/Police CSE lead	September 2015	
		Chairs of LOGs	September 2015	

Priority area for joint working	Proposed actions and outcomes	Agency Leads	Timescales	Progress/status
	<p><u>Responding to missing children reports</u></p> <ul style="list-style-type: none"> • Debrief interviews to be undertaken by independent workers as arranged by Police from first missing episode • Debrief interviews to include consideration of CSE risk • CSE risk to be considered at all missing strategy meetings and SERAFs completed for each child/young person • Agree arrangements to analyse missing children data on a local and regional level to identify any emerging trends 	<p>Police CSE lead</p> <p>Children Services Safeguarding Managers</p> <p>Chairs of LOGS</p>	<p>From September 2015</p> <p>From September 2015</p>	

Priority area for joint working	Proposed actions and outcomes	Agency Leads	Timescales	Progress/status
2.2 Ensuring consistency of compliance with the All Wales CSE Protocol particularly in relation to the SERAF assessment, safety planning and review process	<ul style="list-style-type: none"> • Encourage use by front line practitioners of Barnardos Cymru SERAF service for aspecialist advice of completed SERAFs • CYSUR reporting Data set and quality assurance standards on CSE to be agreed informed by national data set requirements when agreed and included in quarterly reporting to all CYSUR groups. Data set to include the following <ul style="list-style-type: none"> ○ Number of SERAFs completed ○ Categorisation of risk ○ Strategy meetings held ○ Review meetings held • CSE as a standing agenda item for the CYSUR Executive Board, the Strategic sub group and the Local Operational Groups • Local actions to be agreed to take strategy forward. 	<p>Childrens services Safeguarding Managers and SERAF service</p> <p>CSE task and finish group</p> <p>CYSUR Manager Chairs of LOGs</p>	<p>December 2015</p> <p>September 2015</p> <p>September 2015</p> <p>September 2015</p>	

Priority area for joint working	Proposed actions and outcomes	Agency Leads	Timescales	Progress/status
2.3 Ensuring effective processes are in place to support the identification and disruption of perpetrators.	<ul style="list-style-type: none"> Use MASE meetings or other locally agreed mechanisms to share relevant intelligence between multi agency partners to include YOS, the Probation Service, CRC and LA licensing Departments and the Police. 	Chairs of LOGs	September 2015	
3. Looked after children placed in the region by other authorities				
3.1 Seek to ensure that relevant agencies are aware of children at risk of CSE placed within the region by other local authorities and that risk assessments are shared	<p><u>Awareness raising</u></p> <ul style="list-style-type: none"> Raise awareness in region via training opportunities and circulation of information with placement providers/ placing authorities of the Dyfed Powys Police on- line LAC residential placement risk assessment tool and that CSE concerns often continue after moving area and of requirements of All Wales CSE protocol Test compliance with use of Police on- line LAC residential risk assessment tool by cross referencing with information held by Health 	Chairs of LOGs LAC Nurse/ Health leads and Police CSE lead	December 2015 Ongoing from September 2015	

Priority area for joint working	Proposed actions and outcomes	Agency Leads	Timescales	Progress/status
	<p><u>On-line risk assessment tool</u></p> <ul style="list-style-type: none"> • Develop a memorandum of understanding between Local Authorities and private providers in the region in relation to compliance with the Dyfed Powys Police on- line risk assessment tool for residential care homes • Develop potential to extend the on line LAC residential placement risk assessment tool to incorporate foster placements, linking with the 4Cs and the Fostering Network 	CYSUR Strategic Sub Group CYSUR Strategic Sub Group	March 2016	
4. Range of Support and Recovery Services				
4.1 Ensuring that children affected by, or at risk of being affected by CSE are offered an appropriate level of protection, preventative support and recovery services.	<ul style="list-style-type: none"> • Map available preventative and protection services in relation to CSE risks and concerns for children, young people and families in each area across the region • Ensure that agencies working with children and young people who are victims are who are at risk of CSE are aware of the range of services in their area. • Ensure there are clear pathways for service for protection and prevention for all risk levels identified in SERAFs 	Business Manager Chairs of LOGS CYSUR Executive members	December 2015 March 2016	

Appendix 1. Reference documents

All Wales Protocol for Safeguarding and Promoting the Welfare of Children who are at Risk of Abuse through Sexual Exploitation (AWCPPRG, 2013) , available at

<http://www.awcpp.org.uk/wp-content/uploads/2014/03/CSE-Protocol-Review-FINAL-REVISION-October-2013.pdf>

Safeguarding Children and Young People from Sexual Exploitation. Supplementary guidance to safeguarding children: Working Together under the Children Act 2004 (WAG, 2010) , available at

<http://gov.wales/topics/health/publications/socialcare/guidance1/exploitation/?lang=en>

Child Sexual Exploitation: Problems and Solutions from the perspectives of young people and professionals. Dr Sophie Hallet, Cascade Research Briefing Number 3: March 2015, available at

<http://sites.cardiff.ac.uk/cascade/files/2014/10/Briefing-3.pdf>

Serious Case review into child sexual Exploitation in Oxfordshire: from the experiences of Children A,B,C,D,E and F

Child Sexual Exploitation in Oxfordshire: Agency Responses since 2011

Serious Case Review: Children A,B,C,D,E,F. Oxfordshire Safeguarding Children Board (OSCB) Recommendations and planned actions to continue improvement

(all, Oxfordshire Safeguarding Children Board, February 2015, available at <http://www.oscb.org.uk/2015/03/serious-case-review-published/>)

Tackling Child Sexual Exploitation, A resource pack for councils, Local Government Association, December 2014 available at

<http://www.local.gov.uk/documents/10180/6869714/Tackling+Child+Sexual+Exploitation+Resource+for+Councils+20+01+2015.pdf/336aee0a-22fc-4a88-bd92-b26a6118241c>

Guidance for local safeguarding children boards on child sexual exploitation, available at

http://www.lscbchairs.org.uk/sitedata/files/CSE_Guidance_LSCBs.pdf

University of Bedfordshire ‘Self Assessment tool’ to assess progress in protecting children from sexual exploitation, available at

http://www.beds.ac.uk/_data/assets/pdf_file/0007/152179/Self-assessment-tool.pdf

Appendix 2

Association of Chief Police Officers (ACPO) definition

Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where the young person (or third person/s) receive 'something' (eg, 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 images on the internet/mobile phones without immediate payment or gain.

Violence, coercion and intimidation are common. Involvement in exploitative relationships is characterised by the child's or young person's limited availability of choice as a result of their social, economic 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.

Appendix 3 Sample Terms of reference for a MASE meeting

What is a Multi-Agency Sexual Exploitation Meeting (MASE)?

The MASE meeting does not replace or supersede any current policy or procedure in relation to safeguarding nor does it singularly address exploitation of children and should be followed in conjunction with current safeguarding procedures.

No agency should delay action against referrals whilst waiting for a discussion at the next MASE meeting. Action to protect children from CSE should be a priority for all agencies and the MASE meeting serves as a process to ensure that activity is taking place and is co-ordinated.

The monthly MASE meeting provides the framework to allow regular information sharing and action planning to tackle child sexual exploitation. The meeting discusses referrals of concern which have been received by the agencies at the meeting. Agencies not represented at the meeting may be required to submit information to the MASE meeting in relevant cases.

In the case of each referral discussed at the meeting the Chair will check progress and ensure that an action plan has been developed (as a minimum covering the points attached at appendix A). The intelligence and information shared at the meeting will be recorded on police systems and also on the social service systems should the case be open to them. This will allow an analyst to identify themes, patterns and trends emerging from MASE meetings in relation to CSE. This may include the identification of serial perpetrators and the involvement of gangs/groups or premises/locations linked to CSE. Analysis developed as a result of this will be brought back to subsequent meetings and action plans developed.

Governance of the MASE Meeting

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. Police attendance however should always be at a senior level (DI/DCI). The MASE meeting should report to the LSCB sub-group on CSE or where this is not in place directly to the LSCB.

The MASE meeting should provide the LSCB (sub group) information on the following:

- Volume of cases.
- Communities effected, to allow awareness raising and targeted intervention.
- Patterns of CSE identified.
- Activity against perpetrators.
- Performance of individual agencies.

- Number and type of disruptions e.g. civil orders, charging of offenders, closure of premises etc.

MASE Meeting Aims

A MASE meeting must not be used to refer cases for the first time. Agencies should always follow established referral routes for CSE cases.

Cases to be discussed should therefore be circulated to those attending prior to the meeting; all attendees should be fully prepared to discuss cases from their agencies perspective. They should have a full knowledge of the cases.

The MASE meeting should not have full case management discussions regarding the cases brought to the meeting; these should be held within Strategy or MAP meetings. The MASE meeting should have focused discussions for each case concentrating on the following;

- All possible powers and options are being utilised to protect the victim and disrupt the offenders(s) (see checklist at end of this document).
- All agencies are working together.
- All agencies have recorded the relevant details of the case on their systems to ensure others have access to the information.
- Any actions taken co-ordinate with other processes such as MARAC and MAPPA.
- Links/patterns with any cases/locations/venues are identified.
- Above all else agencies are working together to make a positive difference to those affected by CSE.

If grading systems are used it is important that those cases that are considered low risk are not missed by the meeting. It has often proved the case that those considered a low risk in the first instance, in fact turn out to be linked to other cases/venues and prove to be far more concerning than at first thought.

It is important that a record is kept of any decisions made and that these are recorded on each agencies relevant system.

Suggested MASE Agenda

It is important to start a MASE meeting with a check on how many referrals each agency has received since the last meeting. The number of cases held by police and social services should be the same and if not there may be an issue with recording practices.

A typical agenda for a MASE meeting will include;

- **Quality assures compliance** as above. Have all agencies recorded and are aware of referrals.
- **New cases** - summary of information, agencies involved, proposed or identified case management.
- **Review cases** - progress of case and any issues in relation to this i.e. agencies not participating in case management. Strategic issues in relation to resources etc. (This is not a case management discussion and should be no more than an update from the lead agency and compliance against the key tactical options available).
- **Children residing out of borough** - information from liaison with local area, review of risks identified.
- **Cross border Issues** - identification of trends issues, review of contact/joined up working with neighbouring boroughs.
- **Identified perpetrators** - to ensure all control/disruption measures have been taken and perpetrators have access to support programmes.
- **Problem locations and trends** - issues identified from problem profile, progress against issues identified. Identification of other agencies/departments that may need to be involved.

The Chair's role in each meeting will be to ensure that:

- All agencies are represented at the appropriate level and if not report back to the LSCB.
- All members are given an opportunity to contribute to the meeting.
- The information shared is done so in accordance with current guidance and is accurately recorded on each agencies system.
- Actions are collated and addressed.
- Ensure that the meeting is at the appropriate level and focused on achieving the aims within this document.

Membership of the MASE Meeting

Statutory membership should include:

- Police.
- Children's Social Care.
- Health.
- Education Representative.
- Agency's contracted by the borough to support victims of CSE.
- Youth Offending Service.

A range of other agencies are encouraged to attend. This is essential when their agency has information which may be relevant to the meeting. These may include:

- Housing Officers.
- Probation Officers.
- Mental health care providers.
- Drugs/alcohol teams.
- Other non contracted charities/support services working on the borough.
- Care home providers. This includes statutory and non statutory providers.
- Community Safety Managers.
- Representatives from business community where a problem location has been identified.

Advise around risk assessment tools

This document does not provide advice or guidance in relation to risk assessment tools. Boroughs especially with high numbers of children at risk of CSE will have their own tools to identify those most at risk that services can be targeted towards.

Due to the complexities involved in and the ‘hidden’ nature of CSE care must be taken when using risk assessment tools in relation to referrals through the MASE meeting. It is important that information is shared at some level on all cases so that links can be made in the future and risk can be kept under review.

Tactical Options to be considered by the MASE Panel

The most significant barrier to the success of CSE Investigations is the non-engagement of the victim. Consequently every effort should be made for any potential victim to have contact with Officers trained in Child Protection. The full range of special measures should be explained and every effort made to get the victim to engage with the Investigation. When a victim does elect to make a complaint, use of an intermediary during the subsequent video interview should be considered.

Intelligence and Flagging - One of the major functions of the MASE Meeting is to ensure intelligence/information is collated regarding CSE for analysis. It is important that referrals are recorded by each agency on their relevant systems and any intelligence submissions are categorised as being CSE related.

There are a number of disruptive and preventative activities that should be considered for each child at risk or being exploited. These include:

1. Has the child/victim got a PNC report on indicating they are at risk?
2. Has the suspected perpetrator got a PNC report indicating they pose a risk?
3. Have abduction warning notices been considered and if so served/recording and everyone made aware.

4. Who is the lead agency/individual responsible for de-briefing the child following missing episodes is this being done and is the information being shared.
5. Is there a forensic strategy in place around the child/victim i.e. has there been discussion around the recovery of the child's clothing following missing episodes or contact with suspected perpetrators.
6. Have civil orders been considered e.g. Sexual Harm Prevention Orders, Sexual Risk Orders, Child Abduction Warning Notices, Anti-social Behaviour Orders and High Court Injunctions.
7. Is any other legislation relevant e.g. harassment act.
8. Does the child have a phone that has a tracker on and if so who has permission to track this?
9. Are all the people relevant to the child aware of the risk that they face/are putting themselves in i.e. consider disclosure to relevant people.
10. Is secure accommodation a possibility and if so have the police provided evidence to support this.
11. Have any victim of suspect vehicles been considered for ANPR to provide information on the following:
 - Activity outside children's homes or other venues.
 - Vehicles used to transport victims between towns.
 - Vehicles roaming the streets looking for children.
12. Have CCTV staff been briefed to look for activity as under ANPR above.
13. Briefing sheets - Consider circulating pictures and details of potential victims and perpetrators along with vehicle details to all relevant people including Police, Local Wardens, other enforcement staff, CCTV operators etc.
14. Covert tactics where appropriate.
15. Source tasking may be an option.
16. **DNA and other forensic examination** - should be considered when there is some evidence that sexual activity has taken place. Items of clothing etc. should be seized and locations forensically examined even when a complaint is made. DNA may identify a significant number of perpetrators. If you

believe a child is at risk of sexual exploitation, a volunteer DNA sample can be taken and submitted for inclusion on the Vulnerable Person DNA database (VPDD). The DNA Bureau will seek authority from the DNA Strategy Board to use this sample for elimination purposes in all CSE cases where the donor is the suspected victim. When a child continually goes missing from care, efforts should be made to make direct contact with care home staff and arrangements made for the prompt recovery of evidence where sexual offences are suspected to have taken place. Taking possession of mobile telephones and clothing could be crucial to the success of any future victimless prosecution.

17. **Financial Investigation** - may assist in locating vulnerable children missing from home. If you suspect that children are being trafficked for sex and the perpetrators are profiting financially, you should liaise with financial investigators and agree an investigation strategy. This may also be relevant where the perpetrator is also believed to be involved in drug offences. Financial transactions may reveal spending information e.g. hotel stays that can be followed up or identify evidence of benefit fraud, for which suspected perpetrators can be prosecuted.
18. **Home visits** - if you believe that potential victims are frequenting a suspected perpetrator's address, particularly where an abduction warning has been given, it may be appropriate to arrange regular visits to the perpetrator's home address to ensure that children at risk are not present, and to reinforce previous advice.
19. **Hotels** - where CSE perpetrators frequent hotels and the management are failing to prevent this, you could consider liaising with Trading Standards regarding compliance with legislation. Other options include:
 - Routine high visibility visits
 - Meeting with area and regional management
 - Using abduction warnings for management and staff
 - Seizing of CCTV and guest registers
 - Forensic examination of rooms
 - Obtaining payment details used by perpetrators
 - Covert observations

- Sections 14 of the Sexual Offences Act 2003 may apply if hotel staff allow perpetrators to rent rooms in return for money and in the knowledge that they intend to commit such an offence.

20. Parks and City Centres - can be the location of initial contact between victim and perpetrator; or sexual offences. If a particular park or city centre location is identified then you may wish to consider working with the local authority to develop a joint action plan including:

- Briefing PCSO and neighbourhood policing teams and high visibility patrols.
- Briefing relevant staff from other agencies (Local Authority, Security Guards etc).
- Using CCTV and briefing CCTV Operators.
- Covert observations.

21. Takeaways and taxi firms - are frequently linked to CSE incidents. If the staff/proprietors are uncooperative, you could consider:

- Briefing PCSO, neighbourhood and high visibility patrols at relevant times.
- Using child abduction warning notices.
- Prosecuting regarding Child Abduction Offences or section 14 (Sexual Offences Act 2003) Offences.
- Covert surveillance, potentially also including mobile surveillance.
- Liaising with Local Authority Licensing and Trading Standards with a view to revoking licences.
- Liaising with the Department of Work and Pensions and UK Border Agency regarding illegal employees.
- Consider Closure Orders.

22. Children's Homes - Some perpetrators will park vehicles near to homes and are always likely to contact the victim by phone to arrange meetings. You could consider:

- Liaising with Children's Services to ensure that the home is recording patterns of unauthorised absence incidents (not reported to the Police) and that the police are being updated.

- Preparing a Police Children's Services Action Plan, agreeing joint actions for when the potential victim go missing.
- Briefing care staff regarding identities, photos and vehicle details of potential perpetrators and collating and analysing intelligence from care home staff regarding incidents, e.g. details of vehicles seen etc.
- High visibility patrols at relevant times.
- Covert observations.
- Consider moving the victim to new accommodation to prevent contact and break-up groups of victims who may go missing together.
- Collect potential sources of evidence from home staff, e.g. mobile phone lists and clothing when the victim returns and it is believed that sexual activity has taken place.

23. Schools - Schools may be identified as having particular issues in connection with CSE because one child has been targeted and is drawing friends into the abuse or because perpetrators may live locally or have attended the school themselves. You may wish to consider:

- Briefing school staff with identities, photos and vehicles details of potential perpetrators.
- Collating and analysing intelligence from staff regarding incidents.
- School staff recording unauthorised absence incidents.
- Talk to pupils about CSE issues and utilise high visibility patrols at relevant times.
- Covert observations with the school as a “pick-up point”.

24. Immigration Status - If you suspect that a perpetrator maybe a recent arrival in the UK, enquiries should be made with UKBA to establish immigration status.

25. MAPPA referral - if the appropriate criteria are met, the perpetrator could be managed as a MAPPA case. If Probation have no involvement it may still be possible to nominate an individual as a Potentially Dangerous Person (PDP) in order for a Superintendent to authorise multi-agency involvement, third party disclosures and inclusion on VISOR.

26. Targeting other offences - perpetrators could be disrupted if targeted for other offences including monitoring or Public Order Offences.

- 27. Technology** - Wherever possible Section 18 PACE searches of the perpetrators premises and vehicles should be conducted to secure and preserve relevant evidence including mobile phones, computers and other data storage devices. Patterns of phone calls may disclose evidential material of value, particularly if a victim's absences from a care home coincide with the receipt of calls from a particular number.
- 28. Facebook and social media** - Although CSE Victims typically only allow access to identified "friends", accessing Social Media sites may still disclose some information. You may wish to consider gaining the appropriate authority to secure further access.
- 29. Search Warrants** - The information shared at MASE may be sufficient for consideration of a search warrant being obtained for the home address of the suspected perpetrator. The types of warrant utilised include:
- PACE warrants searching for relevant evidence.
 - Section 50 of the Children's Act allows entry and search where there is reason to believe that a child that is subject of a Care Order, Emergency Protection or Police Protection Order is being held in circumstances amounting to an offence under Section 49 of this act (keep away a child without lawful authority).
 - Misuse of Drugs Act, as there is a strong link between drug dealing and men engaged in CSE.

Appendix 4 CYSUR CSE Strategy Development Task and Finish Group

Terms of Reference

Background

The Independent Inquiry into Child Sexual Abuse in Rotherham, investigated how agencies in Rotherham dealt with allegations of organised child sexual abuse and trafficking over a period of sixteen years between 1997 and 2013. The Inquiry made a number of recommendations relating to single and multi agency issues, including some specific to Safeguarding Children Boards. CYSUR members will need to consider what actions need to be taken both within their individual agencies and also on a regional and multi agency level. Dyfed Powys Police are currently undertaking an internal review, Operation Celtic. The College of Policing has produced a National Sexual Exploitation Action Plan 2014-16,

It was agreed at the meeting of CYSUR Executive Board on 16th December 2014 to set up a task and finish group to develop a region wide consistent response to Child Sexual Exploitation.

Purpose of group

The purpose of this task and finish group is to develop a regional multi agency CSE strategy and action plan based on the National Sexual Exploitation Action Plan.

Membership of the task and finish group

Representatives from agencies were identified by CYSUR Strategic Sub Group
The CYSUR CSE Strategy Development Task and Finish Group will include:

- Sian Howys, Ceredigion County Council(chair)
- Steve Cockwell, Dyfed Powys Police
- Diane Davies, Dyfed Powys Police
- Pauline Galluccio, Powys Teaching Health Board
- Debbie Pachu, Hywel Dda University Health Board
- Hannah Williams, Probation
- Rebecca Copp, Carmarthenshire County Council
- Sue Morgan, Powys County Council
- Luke Chapman, Pembrokeshire County Council
- Cara Huggins, Education representative
- Gill Adams, Youth Offending representative
- Liz Blazey, Manager of CYSUR
- CYSUR administrative support
- Rhiannon Birk, Barnardo's Cymru SERAF service

If members are unable to attend nominated representatives can attend.

The group may also widen the membership to strategically relevant partners as required

Reporting Structure

The group will report to the CYSUR Executive Board, via the Strategic sub group