



Bedford Borough
Safeguarding Children Board



Central Bedfordshire
Safeguarding Children Board



**Practice guidance and risk assessment
tool to safeguard children and young
people who are sexually abused through
exploitation**

1.	Definition	Page 3
2.	Introduction	Page 3
3.	Principles	Page 4
4.	Social Media	Page 6
5.	Disclosure of information	Page 7
6.	Good practice principles for working with sexual abuse of C/YP through exploitation	Page 8
7.	Identifying the risks	Page 9
8.	Guidance on the use of the risk assessment tool	Page 11
9.	Sharing information/intelligence	Page 11
10.	Areas for consideration to inform action planning	Page 11
11.	Sexual abuse of C/YP through exploitation disruption strategies	Page 13
12.	Disruption letter to known or alleged perpetrators	Page 18
13.	Child Sexual Exploitation Panel (CSEP	Page 19
Appendix 1	Referral form to the CSEP and Intelligence Reporting Form to the Police	Page 20
Appendix 2	Police Information Request Process	Page 26
Appendix 3	Risk Assessment Tool	Page 28
Appendix 4	Glossary of Terms	Page 33
Appendix 5	Legislative Framework	Page 34
Appendix 6	Useful numbers	Page 38
Appendix 7-	A reading list of additional Professional Guidance available:	Page 39

Full Statutory Guidance available – Safeguarding C/YP from Sexual Exploitation (Supplementary Guidance to Working Together to Safeguard Children) – <http://publications.everychildmatters.gov.uk/eOrderingDownload/00689-2009BKT-EN.pdf>

Purpose of this Practice Guidance and who should read it;

This practice guidance has been developed by the Pan Bedfordshire Task & Finish Group on behalf of the Bedford Borough, Central Bedfordshire and Luton Safeguarding Children Boards. The guidance builds on the strengths of the previous sexual exploitation practice guidance, and has adopted good practice nationally.

The purpose of this practice guidance is to assist practitioners in identifying those children and young people vulnerable to the risks associated with sexual exploitation. It includes guidance to risk assess and support children, young people and their families and to disrupt the activity and to prosecute offenders. For the purposes of this document we will refer to children and young people and the following acronym will be used C/YP.

1. Definition

- 1.1 In this document the terms, 'young people', 'children' or 'child' refers to people under 18 years of age, both male and female. The fact that a child has reached the age of 16 or is living independently does not change his or her status or entitlement to services or protection under the Children Act 1989.
- 1.2 Child sexual exploitation is a form of sexual abuse where a child or young person is manipulated or forced into taking part in a sexual act. This could be part of a seemingly consensual relationship or in return for attention, affection, money, drugs, alcohol or somewhere to stay. The C/YP may believe their abuser is their friend, boyfriend or girlfriend. The abuser may physically or verbally threaten the C/YP, be violent towards them and may try to isolate them from friends or family.

2. Introduction

- 2.1 C/YP who are sexually abused through exploitation have been or are being seriously abused and are therefore suffering significant harm. All Professionals should be clear that C/YP who are sexually abused through exploitation should not be regarded as exhibiting bad or criminal behaviour; they are the victims of sexual abuse.
- 2.2 It is recognised for the vast majority of C/YP who are sexually abused through exploitation:
 - They do not do so willingly, their involvement is indicative of coercion or desperation rather than choice;
 - They are being exploitation by other persons even though they may think they are exercising free choice;
 - They are victims of sexual abuse.
- 2.3 A growing number of C/YP are being sexually abused through exploitation by adults and other C/YP they meet via the internet. The access to C/YP via technology has increased the ability to groom children for abuse and has further contributed to the invisibility of C/YP being sexually abused through exploitation.
- 2.4 It is important that all agencies are mindful, young males as well as females can be coerced or become willingly involved in sexual abuse through exploitation. In some cases, C/YP may be drawn into sexual abuse through exploitation by peers who are already involved. Girls in particular may be coerced into sexual abuse through exploitation by an older man usually posing as or considered to be their boyfriend. They may become physically and emotionally dependent upon him further reinforced by the misuse of alcohol and/or drugs. Over time, access to friends and family may

become curtailed resulting in the C/YP becoming alienated from support network who may be able to identify and interrupt the abuse.

- 2.5 There is greater awareness that C/YP are at risk and are vulnerable to being exploited for sex because of major complex or life traumas. Multi-agency prevention and support with rapid strategies for early exit are an essential pre-requisite for reducing long-term harm to vulnerable C/YP.

3. Principles

- 3.1 All C/YP who are subjected to sexual exploitation are sexually, physically and emotionally at risk, both in the short and long term. **They are being sexually abused through exploitation**

- 3.2 The vast majority of C/YP do not make informed choices to enter or remain in a situation where they are victims of sexual abuse through exploitation, but do so from coercion, enticement, manipulation or desperation, because they can see no alternatives. C/YP under the age of 18 years may be subject to sexual abuse through exploitation through a range of activity:

- ❖ including buying the sexual services of a C/YP;
- ❖ causing or encouraging or facilitating child sexual abuse through exploitation;
- ❖ controlling the sexual activity of a C/YP involved in prostitution or sexual abuse images of C/YP

- 3.3 The primary law enforcement effort must be against adult abusers and those who groom for sexual gratification.

- 3.4 For any intervention to be effective, it is essential that all involved agencies, both statutory and voluntary, work closely together to share information and plan a response.

- 3.5. All C/YP at risk of being sexually abused through exploitation are in need of services under The Children Act 1989. They are also in need of protection because of the following:

- ❖ They are at immediate risk of significant harm
- ❖ There is concern that the sexual abuse through exploitation is actively encouraged by the C/YP's parent(s)/carer(s)
- ❖ There is concern that the sexual abuse through exploitation is facilitated by the C/YP's parent(s)/carer(s) failing to protect
- ❖ There is a concern that a related or unrelated adult in a position of trust or responsibility to the C/YP, is organising or encouraging the sexual abuse through exploitation

- 3.6 Any C/YP may be at risk of sexual abuse through exploitation, including boys and young men as well as girls and young women. However, some groups are particularly vulnerable:

- ❖ including C/YP who have history of running away or going missing from home for example whether for a day or their whereabouts are unknown;
- ❖ those with special needs;
- ❖ those in and leaving residential and foster care;
- ❖ migrant C/YP;
- ❖ unaccompanied asylum seeking C/YP;
- ❖ C/YP who have disengaged from education;

- ❖ C/YP who are abusing drugs and alcohol and
- ❖ those involved in gangs

Sexual abuse of C/YP through exploitation can take many forms from the seemingly 'consensual' relationship where sex is exchanged for attention, affection, accommodation or gifts to serious organised crime and trafficking. **What marks out sexual abuse of C/YP through exploitation is an imbalance of power within the relationship. The perpetrator usually holds some kind of power over the victim, increasing the dependence of the victim as the exploitative relationship develops.**

- 3.7 In cases of concern, when suspicions are aroused about the sexual partner/s, the agency concerned should check with other agencies, including the Police, to establish whatever information is known about that person/s. The Police will normally share the required information without beginning a full investigation if the agency making the check requests (see Appendix 2)
- 3.8 **The fact that a young person is 16 or 17 years old and has reached the legal age of being able to consent to sex does not mean they are no longer at risk of sexual abuse through exploitation. These young people are still defined as children under the Children Act 1989 and 2004 respectively. They can still suffer significant harm and their right to support and protection from harm should not be ignored or de-prioritised by services because they are over 16 or no longer in mainstream education or training.**

Allegations of harm from underage sexual activity

- 3.9 Cases of underage sexual activity which present cause for concern are likely to raise difficult issues and should be handled particularly sensitively. A C/YP under 13 is not legally capable of consenting to sexual activity. Any offence under the Sexual Offences Act 2003 involving a C/YP under 13 is very serious and should be taken to indicate a risk of significant harm to the child.
- 3.10 Cases involving under 13s should always be referred to Children Social Care. Under the Sexual Offences Act, penetrative sex with a C/YP under 13 is classed as rape. Where the allegation concerns penetrative sex, or other intimate sexual activity, there will always be reasonable cause to suspect that a C/YP, whether girl or boy, is suffering or is likely to suffer significant harm. A strategy discussion (involving Professionals who know the C/YP or family) will be held. This should involve Children Social Care, Police and relevant agencies involved with the C/YP and family, to discuss appropriate next steps with the professional. Any decision whether or not to share information must be properly documented and made by people with suitable competence in child protection work such as named or designated professionals or senior managers. The presumption in all such cases is that all relevant information will be shared with partner agencies
- 3.11 Sexual activity with a C/YP under 16 is an offence. Where it is consensual it may be less serious than if the C/YP were under 13 but may nevertheless have serious consequences for the welfare of the C/YP. Consideration should be given in every case of sexual activity involving a C/YP aged 13-15 as to whether there should be a discussion with other agencies and whether a referral should be made to Children Social Care. Within this age range, the younger the child, the stronger the presumption must be that sexual activity will be a matter of concern. This rule also applies to C/YP with mental health issues and those with disabilities or special needs. Cases of concern should be discussed with the nominated child protection lead and subsequently with other agencies if required. Where confidentiality needs to be preserved a discussion can still take place as long as it does not identify the child

(directly or indirectly). Where there is reasonable cause to suspect that significant harm to a child has occurred or might occur, there is a presumption that the case is reported to Children Social Care and a Strategy discussion held to discuss appropriate next steps. Again, all cases should be carefully documented including where a decision is taken not to share information.

3.12 The considerations in the following checklist should be taken into account when assessing the extent to which a child (or other children) may be suffering or at risk of harm, and therefore the need to hold a Strategy discussion in order to share information:

- ❖ **The age of the C/YP. Sexual activity at a young age is a very strong indicator that there are risks to the welfare of the C/YP (whether boy or girl) and, possibly, others;**
- ❖ **The level of maturity and understanding of the C/YP;**
- ❖ **What is known about the C/YP's living circumstances or background;**
- ❖ **Age imbalance, in particular where there is a significant age difference between the victim and perpetrator;**
- ❖ **Overt aggression or power imbalance;**
- ❖ **Coercion or bribery;**
- ❖ **Familial child sex offences;**
- ❖ **Behaviour of the C/YP, i.e. withdrawn, anxious;**
- ❖ **The misuse of substances as a disinhibitor;**
- ❖ **Whether the C/YP's own behaviour, because of the misuse of substances, places him/her at risk so that s/he is unable to make an informed choice about any activity;**
- ❖ **Whether any attempts to secure secrecy have been made by the sexual partner, beyond what would be considered usual in a teenage relationship;**
- ❖ **Whether the C/YP denies, minimises or accepts concerns;**
- ❖ **Whether the methods used are consistent with grooming; and**
- ❖ **Whether the sexual partner/s is/are known by other agencies.**

4. Social Media

4.1 The use of media and technology is now a common feature of the social activity of most C/YP. Smart phones, laptops and IPod's are used to exchange information verbally, by text, e mail and most commonly through social networking sites such as Facebook.

4.2 This presents considerable opportunities to abusers and provides powerful tools with which to groom and control victims. Grooming is defined as developing the trust of a young person or his or her family in order to engage in illegal sexual conduct. It may include:

- ❖ **Causing a C/YP to watch a sexual act, e.g. sending sexually themed adult content or images and videos featuring child sexual abuse to a C/YP;**
- ❖ **Inciting a C/YP to perform a sexual act, e.g. by threatening to show sexual images of a C/YP to their peers or parents (e.g. self-produced material or even a pseudo-image of the C/YP);**
- ❖ **Suspicious online contact with a C/YP, e.g. asking a C/YP sexual questions;**
- ❖ **Asking a C/YP to meet in person; befriending a C/YP and gaining their trust, etc.**
- ❖ **Other grooming: the range in behaviours that fall into this category are widely variable but reflect the range of strategies often employed by adults to prepare a C/YP for abuse, e.g. using schools or hobby sites such as the Scouts or Girl Guides to gather information about particular C/YP, their location and future events where the C/YP may be present; presenting as a minor online to deceive a child, etc.**

- 4.3 There have been a number of cases in the country where C/YP have been entrapped by adults posing as teenagers to obtain sexually explicit images via web cams or making arrangements to meet the victim. Often these individuals live some considerable distance from the victim and initially make contact through legitimate sites used by C/YP.
- 4.4 Local experience has also shown that social networking sites are increasingly the chosen medium of communication between victim and abuser, assisted by the fact that access cannot be obtained by police or other agencies to information hidden behind 'white walls' where the C/YP's permission is required to enter the site.
- 4.5 However, telephone and internet communication can provide excellent evidence against abusers and can assist in identifying perpetrators and unknown victims and is useful in identifying networks. It is vital that those having care of C/YP who are at risk of being sexually abused through exploitation gather as much information as possible re mobile numbers, text communications and social network contacts and forward them to police to assist them in collating this evidence.

5. Disclosure of Information

Confidentiality and the Sharing of Information

- 5.1 The success of interagency co-operation in the protection of C/YP is rooted in the exchange and sharing of relevant information. Rules of confidentiality are **not** intended to prevent the sharing of information, the purpose of which is to protect children http://bedfordscb.proceduresonline.com/pdfs/info_sharing_pr.pdf.

The overriding duty to share all relevant information applies both to the investigative process as well as to child protection conferences.

- 5.2 In **all** cases where child abuse is alleged or suspected, there is a duty to share all relevant information. In all such situations the protection of the C/YP must take precedence. It is vital to the decision making process that professional's follow the information sharing protocol process to contribute all relevant information held on their records.
- 5.3 Those in receipt of information obtained through any part of the child protection process must treat it with strict confidence. They should not disclose such information for any purpose other than the protection of C/YP without the expressed consent of the professionals or any family member who provided it. If there is any doubt about sharing information this should be shared with the chair in advance of the conference.

Consent

- 5.4 Many of the Data Protection issues surrounding the disclosure can be avoided if the informed consent of the individual has been sought and obtained. Consent must be freely given after the alternatives and consequences are made clear to the person from whom permission is being sought. If the data is classified as sensitive data the consent must be explicit. In this case the specific detail of the processing should be explained, the particular types of data to be processed, the purpose of the processing and any special aspects of the processing which may affect the individual, e.g. disclosures.

Public Interest

5.7 If informed consent has not been sought or sought and withheld the agency must consider if there is an overriding public interest of justification for the disclosure. In making this decision the following questions should be considered:

- Is the disclosure necessary for the prevention or detection of crime, prevention of disorder, to protect public safety, or protect the rights and freedoms of others?
- Is the disclosure necessary for the protection of young or other vulnerable people?
- What risks to others are posed by this individual?
- What is the vulnerability of those who may be at risk?
- What will be the impact of the disclosure on the offender?
- Is the disclosure proportionate to the intended aim?
- Is there an equally effective but less intrusive alternative means of achieving that aim?

6. Good Practice Principles for Working with Sexual Abuse of children and young people through Exploitation

- Intensive support around the young person, their family and peers.
- Equal focus on the three pronged governmental approach to child sexual abuse through exploitation - **Prevention, Protection and Prosecution**.
- Awareness raising with professional, family or community contacts
- Note and disruption of hot spots, houses, hotels, shopping centres used and report to licensing bodies where appropriate.

6.1 If interventions are failing to change the behaviours or risks to the C/YP, it is not acceptable to carry on trying the same things. More radical interventions should be considered. For example;

- Where C/YP is under 13 years and evidence indicates the C/YP is sexually active (penetrative sex or involved in grooming for sexual exploitation) this is **NEVER** to be assessed as Low Risk. Follow these procedures, discuss with your line manager or Safeguarding Lead and refer to Children Social Care and/or, the Police Child Abuse Referral Unit. NB. The Sexual Offences Act (2003) defines any kind of sexual activity in under 13 year olds as a statutory offence.
- If the C/YP is sexually active and assessed as at risk of or is being sexually abused through exploitation then follow these procedures. If you assess the C/YP as Medium or High Risk of sexual abuse through exploitation there should always be a consideration that a Section 47 enquiry is required. See also Protocol & Guidance; Working with Sexually Active Young People, Chapter 37 of the Bedford Borough, Central Bedfordshire and Luton Child Protection Interagency Procedures 2012; <http://bedfordscb.proceduresonline.com/chapters/contents.html>. Please access the Police Information Request/Referral Process Appendix 2.
- There should **ALWAYS** be a request for a sexual abuse of C/YP through exploitation meeting if the assessment identifies risk of continuing harm from sexual abuse through exploitation.
- If the C/YP is sexually active and assessed as not at risk of, or not being sexually abused through exploitation of any kind then follow working with Sexually Active C/YP document referred to above.
- If the young person is between 16 and 18 years and is sexually active and assessed as at risk of or is being sexually abused through exploitation, then follow these procedures/protocol.

- If the young person is between 16 and 18 years and is sexually active but assessed as not at risk of or is not being sexually abused through exploitation, then follow working with Sexually Active Children and Young People document referred to above.
- If a C/YP is missing from home, care or education, they are to be referred to the Missing Children & Young People's Panel, the Team Manager for the appropriate team and the Head of Service for the Looked After Teams are notified of any such absence.
- Bedfordshire Police has a dedicated missing persons unit. The unit works from 0800 – 2200 Monday to Friday and 0800-1800 Saturday and Sunday.

Contact details; Tel 01234 - 846972 / 842643 / 842818 / 842642

E-mail missingpersons@bedfordshire.pnn.police.uk

7. Identifying Risks

NB. This list is not prescriptive, all professionals must use professional judgement taking into consideration the age of the child/young person and full case information

7.1 Low Level Risk Indicators

- Regularly coming home late or going missing
- Overt sexualised dress
- Sexualised risk taking including on the internet
- Unaccounted for monies or goods
- Associating with unknown adults or other sexually exploited C/YP
- Reduced contact with family and friends and other support networks
- Sexually transmitted infections
- Experimenting with drugs and/or alcohol
- Poor self-image, eating disorders and/or some self harm.

7.2 Medium Level Indicators- any of the above and ONE or more of these indicators

- Getting into cars with unknown adults
- Associating with known adults who are sexually abusing C/YP through exploitation
- Being groomed on the internet
- Clipping i.e. offering to have sex for money or other payment and then running before sex takes place
- Disclosure of a physical assault with no substantiating evidence to warrant a S47 enquiry, then refusing to make or withdrawing a complaint
- Being involved in sexual abuse of C/YP through exploitation through being seen in hotspots i.e. know houses or recruiting grounds
- Having an older boyfriend/girlfriend
- Non school attendance or excluded
- Staying out overnight with no explanation
- Breakdown of residential placements due to behaviour
- Unaccounted for money or goods including mobile phones, drugs and alcohol
- Multiple sexually transmitted infections
- Self harming that requires medical treatment
- Repeat offending
- Gang member or association with gangs.

7.3 **High Level Indicators- any of the above and ONE or more of these indicators**

- C/YP under 13 engaging in sexual activity
- Pattern of street homelessness and staying with an adult believed to be sexually exploiting them
- C/YP under 16 meeting different adults and exchanging or selling sexual activity
- Removed from known 'red light' district by professionals due to being suspected of being sexually abused through exploitation
- Being taken to clubs and hotels by adults and engaging in sexual activity
- Disclosure of serious sexual assault and then withdrawal of statement
- Abduction and forced imprisonment
- Being moved around for sexual activity
- Disappearing from the 'system' with no contact or support
- Being bought/sold/trafficked
- Multiple miscarriages or terminations
- Indicators of sexual abuse of C/YP through exploitation in conjunction with chronic alcohol and drug use
- Indicators of sexual abuse of C/YP through exploitation alongside serious self harming
- Receiving rewards of money or goods for recruiting peers into sexual abuse of C/YP through exploitation.

8. **Guidance on the use of the risk assessment tool**

- 8.1 The indicators in the risk assessment tool (Appendix 3 pages 29 – 33) are a guide and should assist the exercise of professional judgment. Completion of the Risk Assessment tool by the professional identifying the concerns should involve liaison with other agencies to enable multi-agency information sharing and support.
- 8.2 If a C/YP presents with **one indicator**, action is required. The earlier the intervention the better the chances of success. One indicator is unlikely to require Children Social Care or specialist services intervention unless it is a High Risk category. A record must be kept of all case discussions, decision making and interventions in the C/YP's file.
- 8.3 If a C/YP presents with **5 or more low indicators** they are to be assessed carefully and a decision made as to whether they require specialist services or a CAF. The reasons for the specific level of intervention are to be clearly recorded; this will depend on the presenting indicators. Please note the list provided within this document is not exhaustive, the indicators are simply the most common indicators of child sexual abuse through exploitation. If a C/YP presents with other factors they need to be included on the risk matrix below and clearly linked to the actions on the CAF, child in need or care plan.
- 8.4 C/YP can move very quickly between the risk categories, therefore regular assessment should be undertaken using the risk assessment tool. Any escalation of risk should be dealt with immediately through the processes outlined below and recorded in the C/YP's file. Where risk has escalated or reduced a new risk assessment form should be completed and attached to individual files.
- 8.5 Where Medium and High Risk indicators are present a discussion must take place at a Strategy meeting/Professionals discussion. It is natural for C/YP in the Medium and High Risk categories to be reluctant to work with professionals, particularly if they are in love or if they fear the perpetrator/s. The level of coercion used to groom and abuse C/YP should never be underestimated. Where reluctance to engage is an issue, the person with the best relationship with the C/YP should lead the work with

them and there should be a strong focus on the disruption and prosecution of perpetrators. Information should be gathered through the Referral and Intelligence Reporting Form to the Child Sexual Exploitation Panel on pages 21 – 26.

- 8.6 The Bedford Borough, Central Bedfordshire and Luton Safeguarding Children Board Interagency Child Protection Procedures and the Sexual Offences Act (2003) recognize that C/YP sexually abused through exploitation are victims of abuse regardless of their reluctance to engage. To aid this understanding and reaffirm the Pan Bedfordshire approach, where possible, professionals should reinforce the nature of the crimes against C/YP with their parents/carers and siblings.
- 8.7 Risk should be monitored and recorded on a weekly basis and at either Child Protection Conferences, Child in Need and/or Sexual Abuse of C/YP through Exploitation meetings at **three** months and at a minimum **six** monthly thereafter. By doing so the impact of the work can be assessed and an analysis of the levels of risk on engagement and thereafter can be documented. The level of intervention required depends on the presenting indicators and led by the decision at the strategy meeting

9. Sharing information/intelligence

- 9.1 The Information Report Form offers a multi-agency system of sharing information with Bedfordshire Police to aid keeping C/YP safe. This form should be used to provide details of any crimes or concerns about those people who groom or sexually abuse C/YP through exploitation.
- 9.2 The form focuses specifically on the behaviours or actions of alleged or known perpetrators, and can act to corroborate the statement of the C/YP.
- 9.3 Once completed this form will go via email or fax (details at bottom of form below) to the Bedfordshire Police Central Intelligence Bureau and to your line Manager.
- 9.4 If the information is about significant harm to a C/YP then normal Children Social Care referral systems must be used to report those concerns. The information can also include low level, soft “whisperings” and gut feelings, something that does not sit well with you or co-workers but has nowhere else to go. Please ensure that the information is as accurate and current as possible.
- 9.5 Also ensure that full names and details of victims and where possible perpetrators are provided. If you are unsure of the information then make checks before completing the form and sending it.

NEVER assume someone else has passed on the information you have, duplicate information is better than none.

10. Areas for consideration to inform action planning

- Disrupting the C/YP's relationship with other C/YP suspected of introducing them to adults involved in violence, gang activity, drugs and sexual abuse through exploitation.
- Disrupting the C/YP's contact with adults suspected of being involved in violence, drugs and sexual abuse through exploitation.
- Gather and record information to assist prosecution and disruption of adults or other C/YP suspected of being involved in violence, gang activity, drugs and sexual abuse through exploitation. Corroboration of evidence is very important to prevent reliance on the C/YP's statement.
- Promote positive relationships with family, friends and carers.

- Physically protect the C/YP. Emergency Protection Order or Police Protection Order if required and at the discretion of the relevant authority.
- Maintain contact whilst absent; 'compassion banking'.
- Enhance the return procedure to ensure it is a positive experience.
- Set clear boundaries to acceptable behaviour and motivate positive behaviour through reward.
- Empower the parent/carer/ foster carer, remember they are a key partner in protecting the C/YP and gathering information to disrupt perpetrators.
- Build the C/YP's self-esteem.
- Raise the C/YP's awareness of sexual abuse through exploitation and the dangers of risk taking behaviours.
- Consider the health needs of the C/YP.
- Involve the C/YP in diversionary activities.
- Make home a more attractive place to live.
- Achieve normality.
- Make school a more attractive place to go.
- Provide specialist support through other agencies.
- Plan on positive change for the future and set small targets to achieve monthly.
- Where a C/YP is refusing or reluctant to engage, and is involved in soliciting or grooming peers discuss with the Police. If they are a persistent offender the case should be referred to a Police Gold Group Meeting (see ACPO Guidance).

11. Sexual abuse of C/YP through exploitation disruption strategies

This tool identifies which disruption tactics may be used for the individual C/YP, who is responsible and can monitor the progress.

Strategic Aim	Intervention Options	Lead Person	Progress
<p>Disrupt the C/YP's relationship with other children or young people suspected of introducing them to adults involved in violence, gang activity and sexual abuse of C/YP through exploitation.</p>	<ul style="list-style-type: none"> • Identify whom the C/YP is spending time with and recognise negative relationships. • Prevent visits to the home by other C/YP who may either deliberately or unwittingly be recruiting the young person. • Screen telephone calls to the home. • Complete information report forms on known associates and any risk they pose. 		
<p>Disrupt the C/YP's contact with adults, C/YP suspected of being involved in violence, drugs and sexual abuse of C/YP through exploitation.</p>	<ul style="list-style-type: none"> • Implement the Abduction Warnings and Orders strategy. • Recognise and acknowledge abusive relationships. • Deny individuals suspected of abusing, grooming, or recruiting the child or young person access to the C/YP's home. • Secure mobile phones and Sim cards, particularly if supplied by abusers and pass to the Police. • Consider removing mobile phones at night for the purpose of charging the batteries and monitor internet, call and text use. 		
<p>Gather information to assist prosecution and disruption of adults suspected of being involved in violence, gang activity, drugs and sexual abuse of C/YP through exploitation</p>	<ul style="list-style-type: none"> • Obtain as much information as possible to identify associates and those who pose a risk to C/YP. Good information includes full names, nick names, telephone numbers, addresses and car registrations etc. • Keep accurate records and retain the information on C/YP's personal files; it is important to date and time the information and note who is involved in incidents and any interventions. • Send Information Reports to Bedfordshire Police and note down any licensed body or property. • Ensure all network group members are updated at meetings and as and when information is accessed. • Be aware of specific agency responsibility and interventions re Abduction Orders, licensing remedies, checks on persons etc. 		

Promote positive relationships with family, friends and carers.	<ul style="list-style-type: none"> • Carers/parents should be actively engaged in searching for the C/YP to show that they care. • Promote positive relationships with family and friends. • Promote the need for carers/parents to show attention. • Encourage honesty. Reinforce the nature of the crime. • Involve parents/C/YP in tackling the problem and in Network and the sexual abuse of C/YP through exploitation meetings. • Identify suitable long-term key workers who can befriend the C/YP. 		
Physically protect the C/YP	<ul style="list-style-type: none"> • It is permissible to physically intervene to prevent a C/YP running from care as an emergency intervention. • However, physical intervention does not offer a long-term risk management strategy and if the only way to prevent the C/YP repeatedly running away is by physically restraining the C/YP on a regular basis, an alternative or reciprocal placement should be considered. • Consider removing and preserving clothing and passing it to the Police if it will aid the Police in an investigation • Police and Social Care Protection Powers to be used as appropriate. 		
Maintain contact whilst absent.	<ul style="list-style-type: none"> • Ring the C/YP's mobile phone. • There must be 24/7 contact available so that the C/YP does not feel isolated during evenings or at weekends. • Ensure the number of the Missing People Helpline and Child line is in the C/YP's mobile phone address book or text the numbers to them. • Compassion banking - send text messages to the C/YP. Consider using 'text language' that the C/YP relates to, tell them you are worried and care about their safety and encourage them to contact you or another adult. • Consider informing appropriate outreach workers, Safer Neighbourhood Team Bulletins, border alerts (UKBA/UKHTC) and agencies in other cities such as Social Care, Police and specialist services. • If whereabouts are unknown consider publicity and posters; their design should be C/YP centred. • The C/YP must be referred to the Missing C/YP Panel. 		

<p>Enhance the return procedure to ensure it is a positive experience.</p>	<ul style="list-style-type: none"> • Identify an individual that the C/YP respects and wants to talk to. This person should conduct the return interview on every occasion wherever possible. This will ensure consistency and facilitate a positive relationship between the C/YP and the interviewer. • Interviews by Police Officers that are no more than an admonishment of the C/YP should be avoided, as these may exacerbate the situation. Threats to prosecute for wasting Police time or threats to take out an ASBO are rarely effective at engaging C/YP who regularly go missing, and are unlikely to positively change their behaviour. • Independent interviews should be arranged and would preferably be conducted by Staff who have received specialist training and have a good relationship with the C/YP. • Return interviews should be followed up by active support of the C/YP to ensure the return interview is seen as a positive experience. • Where the C/YP is involved in petty offending consider Restorative Justice Solutions as the offending could be symptomatic of abuse; particularly recognised in young males. 		
<p>Set clear boundaries to acceptable behaviour and motivate positive behaviour.</p>	<ul style="list-style-type: none"> • Consult the C/YP and agree rewards and penalties. • Consider reward schemes i.e. monetary/ vouchers. • Be flexible. • Adopt a behaviour management strategy. • Give the young person more independence in response to responsible behaviour. 		
<p>Empower the parent/ carer/ foster carer.</p>	<ul style="list-style-type: none"> • Raise the awareness of parent, carers and foster carers of relevant policies, procedures, their responsibilities, duties, legal powers, their options and restrictions upon them. • Consider family support services. • Maintain active support of parents, carers and foster carers. • Raise the awareness of parents and carers to help them to identify the signs of sexual abuse of C/YP through exploitation and encourage use of the information report forms. • Consider Parenting Orders. • Provide training in self-protection. 		

Build the C/YP's self-esteem.	<ul style="list-style-type: none"> • Identify and encourage positive activities that the C/YP may engage in and encourage them to make positive contributions at home, school, leisure or work; positive activities should build self-esteem, not just entertain. • Assist the C/YP to look at the consequences of their behaviour. • Take time to explain the issues and keep the C/YP informed. • Involve the C/YP in looking at alternatives and decision making. 		
Raise the C/YP's awareness of the dangers.	<ul style="list-style-type: none"> • Work with schools to raise awareness of risk. • Develop or identify internet sites aimed at C/YP to raise their awareness of the dangers of going missing. They must be C/YP focussed, accessible and user friendly to ensure that C/YP will be attracted to them and motivated to use them i.e. 'Ask Frank' and 'Think U Know' websites. • Arrange inputs by professionals to groups or individuals explaining the dangers. • Organise individual or group discussions with adults that the C/YP respects. • Facilitate peer mentoring (buddies) by C/YP who have been through similar experiences and learnt how to cope and protect themselves from exploitation. • Arrange personal safety training for the C/YP and family. 		
Consider the health needs of the C/YP.	<ul style="list-style-type: none"> • Sexual health and contraceptive advice. • Medical treatment if suffering neglect, injury or poor health. • Therapeutic Interventions. 		
Involve the C/YP in diversionary activities.	<ul style="list-style-type: none"> • Enable the C/YP to participate in exciting positive activities and leisure activities such as drama or dance. • Activity weekends or team building exercises through multi agency provision. • Arrange work experience opportunities or vocational training. • Use all agencies involved such as YOS, Police, Voluntary Sector and Social Care. 		
Make home a more attractive place to live.	<ul style="list-style-type: none"> • Identify push/pull factors and deal with them. • Tackle relationship problems. • Address domestic violence issues. • Tackle drug/ alcohol problems of other family members. • Consider an alternative placement that gives the C/YP a feeling of more independence and responsibility. • Consider a placement that has continuity of staff and extra support for evening shifts. • Consider extended stay with a family member in a different city to break the cycle. • Consider specialist placement options. 		

Achieve normality.	<ul style="list-style-type: none"> • Enforce bed times. • Enforce waking times. • Promote attendance at school. • Encourage young people to eat together at meal times. 		
Make school a more attractive place to go.	<ul style="list-style-type: none"> • Tackle bullying, truancy and peer pressure. • Provide 'Personal, Social and Health Education'. • Encourage engagement with alternative and educational provision. • Provide funding for after school activities. 		
Provide specialist support through other agencies.	<ul style="list-style-type: none"> • Sexual, Drug and Alcohol Counselling and other Services. • Therapeutic Services. • Advocacy Services. • Mentoring Services. • Child and Adolescent Mental Health Services (CAMHS). • Involve Education Welfare. • Involve Youth Services. • Raise awareness of "drop in" support groups. • Refer to Connexions. • Refer to Voluntary Sector for support. • Refer to Safe and Sound. • Positive activities. • Provide self-referral systems so that C/YP can refer themselves. • Provide parent-referral systems that deal with parent's concerns that their child will be taken into care if they report abuse. 		
Plan on positive change and set small targets to achieve monthly	<ul style="list-style-type: none"> • Targets need to be agreed with the C/YP and parents. 		
Where a C/YP is refusing or reluctant to engage, and is involved in soliciting or grooming peers, ensure all engagement and disruption activities detailed above have been considered.	<ul style="list-style-type: none"> • Where the police are considering criminal action against a C/YP then the final decision rests with the police, they should consult with partner agencies through the sexual abuse of C/YP through exploitation meetings to ensure that all alternatives and appropriate actions have been considered for that C/YP, in line with ACPO guidance in relation to not criminalising C/YP where possible. 		

12. Disruption Letter to Known or Alleged Perpetrator/s

12.1 Issues to consider when using this template letter;

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

To Whom It May Concern:

The child or young person named above is under 16 years of age and s/he and their family are being supported by Bedford Borough, Central Bedfordshire or Luton (delete as appropriate) Children Social Care. We are working closely with the family to reduce any episodes of running away and prevent any risk to him/her from known or unknown persons.

His/her parent(s)/carers do not wish him/her to have contact with you; this position is supported by the agencies working with the family. The purpose of this letter is to request that you do not contact or associate with (*name of child/young person*) again. If s/he turns up at your address we would request that you ask him/her to leave and if s/he refuses, please call the Police on 01582 401212 to report the situation.

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

Yours sincerely,

13. Child Sexual Exploitation Panel (CSEP)

13.1 The CSEP is a multi-agency meeting which has the safety of low, medium and high risk victims of sexual exploitation as its focus. It involves the participation of key statutory and voluntary sector agencies involved in supporting C/YP who are or might be victims of sexual exploitation. This includes those from the criminal justice system, many different parts of the health service, the local authority, housing providers, substance misuse agencies. Other agencies outside of the normal safeguarding arena will be invited as appropriate for example Health and Safety, Licensing, etc.

13.2 Aims of the CSEP

The stated aims and objectives of the CSEP process are to:

- Gather intelligence in respect of the victims and perpetrators
- Share relevant information to increase the safety, health and well-being of C/YP;
- Make links with other public protection arrangements in relation to children, young people and perpetrators.
- Determine whether the perpetrator (where known) poses a significant risk to any particular individual or to the general community;
- To disrupt the activities of and aid the prosecution of identified perpetrators
- To identify recommendations for the professionals working with C/YP at risk of sexual exploitation and reduces the risk of harm;
- Reduce repeat victimisation and serial perpetration;
- Improve agency accountability, support for and the safety of staff involved in working with C/YP who are or are possibly being sexually exploited.

13.5 Referring to the CSEP;

Complete the referral form in Appendix 1 on pages 21 – 26 and the risk assessment tool in Appendix 3 on pages 29 – 33. There will be an expectation that you have already shared any intelligence you have already with Bedfordshire Police as part of your assessment of the child or young person's circumstances using the form in Appendix 1 on pages 21 - 26.

Please also access the CSEP Operating Protocol which can be accessed at the following websites

www.bedford.gov.uk/lscb

www.bedfordshirelscb.org.uk

www.lutonlscb.org.uk

Appendix 1 – Referral form to the CSEP and Intelligence Reporting Form to the Police

Bedford Borough, Central Bedfordshire and Luton Borough Child Sexual Exploitation Panel (SERAC)	
Referral and Intelligence Reporting Form	
For advice on how to complete and submit this form securely please read the accompanying Child Sexual Exploitation Panel, Referral Guidance Notes (Appendix One)	
If a Child is at immediate risk or Urgent action is needed, please contact 999 or 101	
CSE Panel Referral?	Yes <input type="checkbox"/> No <input type="checkbox"/>
If the case relates to the Luton or Bedford Council area please send to CSEpanel.bedfordshire@luton.gcsx.gov.uk and copy to Deborah.lawson@luton.gcsx.gov.uk	
If the case relates to the Central Bedfordshire Council area please send to SERAC@centralbedfordshire.gcsx.gov.uk	
Police Intelligence Report?	Yes <input type="checkbox"/> No <input type="checkbox"/>
If yes please provide the a unique reference number for the child/young person e.g. NHS number, social care client number or pupil number	
Unique Reference Number	
and send to CIBintel@bedfordshire.pnn.police.uk	

Section One: Summary Details			
Details			
Child/Young Person Name			
Child/Young Person DOB		Age	
Area of residence			
Referring Agency			
Lead Professional			
Professional Contact			

Section Two a: Professional Details						
Name of professional						
Post/Job Title						
Agency						
Contact details (address, telephone number and email address)						
Date and time form completed						
Witnessed Incident ✓		By a member of the public		By a Professional		By another child or young person
Level of risk identified ✓	Low		Medium		High	
Section Two b: Details about the Child(ren) /Young person(s) at Risk. (If there are more than one child/young person, please copy the following section and complete for each additional child/young person).						
Name of child or young person						
DOB or approx age					Age	
Address and telephone number						
Parent/Guardian/Carer: Names, dob and contact details						
Are they aware of the concerns?						
School/College/Educational Establishment: Names and contact details						
Are they aware of the concerns?						
Friends/Associates: Names and contact details						
Are they aware of the concerns?						
Status of case	Please tick as appropriate ✓					
CAF						
Section 17						
Section 47						
Subject to a Child Protection Plan						
Looked after Child						
Description of the child/young person						
Hair:	Dark brown		Skin:			
Ethnicity:	Pakistani					
Height:	Approx 5ft 8-10		Build:			
Clothes:	Wears trainers					
Jewellery:						
Distinguished markings (e.g. tattoos):						
Accent (even if not sure, state there is one):						
Nicknames:						
Mobile Phone Activity						
Time of calls						
Frequency of calls						
Number of callers						

Behaviour of child/young person post call (angry, upset, leave the unit immediately?)	
Appearance when child/young person was last seen:	
Who is the child/young person known to be with:	
Date & time last seen:	
Length of absence:	
Frequently staying out late at night without explanation:	
Episodes of running/ going missing	
Persistently going missing from placement/home	
Missing patterns	
Emotional & Physical appearance upon return	
Section Three:	
Details about the person presenting a risk to a Child/Young Person (If there are more than one person posing a risk then please copy the following section and complete for each additional person)	
Name:	
Date of Birth or approx. age	
Address or location:	
Telephone number	
Description of the person presenting the risk:	
Hair:	
Skin:	
Ethnicity:	
Height:	
Clothes:	
Jewellery:	
Distinguished markings (e.g. tattoos):	
Accent (even if not sure what it is)	
Nicknames:	
Employment	
Associates	
How are they communicating with the child/young person?	
Cars being used to visit/collect/transport the child/young person	
Model (s)	
Colour (s)	
Number Plate (s)	
Section Four: Overview of Background and Risk	
Please provide here; A summary of the background of the case What are your concerns about this child/young person? What actions have already been undertaken? What services have been commissioned?	

If relevant, do you know that it is illegal to have sex under 16 years? (it is statutory rape for under 13 years) YES
If yes, does the young person understand the issues and implications? YES
If relevant, has this been discussed with the young person? YES
Name(s) and contact details of persons/professionals this information has been shared with:

Appendix ONE

Bedford Borough, Central Bedfordshire and Luton Borough
Child Sexual Exploitation Panel

Referral and Intelligence Reporting Form – Guidance Notes

1.0 Where to send referrals and/or intelligence reports

If a Child is at immediate risk or Urgent action is needed, please contact 999 or 101

To submit a referral to the Child Sexual Exploitation Panel, please fully complete the referral and intelligence reporting form and send the referral by secure email to:

CSEpanel.bedfordshire@luton.qcsx.gov.uk

and / or

To submit an intelligence report to Bedfordshire Police please provide the child or young persons unique reference number (e.g. their NHS number, social care client number or pupil number) and send via secure email to:

ClBintel@bedfordshire.pnn.police.uk

Please title your email Child Sexual Exploitation. This email address is monitored between 0700 and 1700 daily. **If urgent and out of hours, please contact 999 or 101**

2.0 Completing the Form

Please complete the form as thoroughly as possible. If you do not have sufficient information to answer a question please leave it blank. Please do not guess answers to any of the questions. Please include as much information as you are able to provide.

3.0 Sending Referrals Securely

All information about children and young people should be sent by electronic means where possible. Paper based information should where possible be scanned and attached to secure emails. Care is needed in sending copies of correspondence and also forwarding e-mails as these could often include a “trail” of linked emails which could contain sensitive items.

Always type “Confidential” in the subject line as this will ensure emails that are forwarded out of the organisation are automatically encrypted if appropriate. Personal identifiable data must never be included in the subject line.

When sending personal information, it is the responsibility of the sender to ensure that they are sending to the correct person, therefore always check recipient details carefully.

Not all email addresses are secure.

Although the CSE Panel and Bedfordshire Police intelligence email addresses are both secure, information is only secure if it is also sent from a secure email address, like the ones identified below;

nhs.net	pnn.police.uk
gsi.gov.uk	gcsx.gov.uk
gsx.gov.uk	gsisup.co.uk
gse.gov.uk	cjism.net
pnn.gov.uk	psops.net
scn.gov.uk	sms.nhs.net

To Password protect the form if you do not have a secure email address as above follow these simple steps;

1. When you have completed the form go into **Tools** then select **options** and then **security** where you will be asked to type in a password. This will mean that the document cannot be opened without someone typing in your password.
2. You email the document protected by the password to the recipient as an attachment.
3. You communicate the password to the recipient by some other means, preferably not by email, and certainly not within the email to which you attached the encrypted document.
4. The recipient uses the password to decrypt the document.

This form is for sharing information that may assist in the prevention, disruption or prosecution of Sexual abuse of children and young people through exploitation, but that does not alone relate to a child protection issue or a criminal offence. Submission of this form does not replace the duty to refer child protection concerns, or to report a crime.

The information sharing levers relevant to use of this form are contained in: The Crime and Disorder Act 1989 (prevention and detection of crime); and, The Data Protection Act 1988 (prevention and detection of crime and/or apprehension of offenders; and, protection of personal data). Under the provisions in the above acts, it is not necessary to obtain consent to share relevant information.

Sexual abuse of children and young people through exploitation is a crime, as set out in the Sexual offences Act 2003; and is a child protection issue as set out in the Children Act 1989. For the purposes of both acts, an individual is a child up to their 18th birthday.

If you have a concern relating to safeguarding children, you should follow the interagency child protection procedures at;

<http://bedfordscb.proceduresonline.com/index.htm>

If you want to report a crime, you should contact the police on either 999 (emergency) or 101 (Police national non-emergency number)

If you have information to share then please advise your line manager or designated lead for safeguarding. Agree the nature of the information (i.e. is it a safeguarding concern, related to a criminal offence – if either of these, see above) and, if it is information related to possible sexual abuse of children and young people through exploitation, agree who will complete and submit the form. If there may be a safeguarding concern and/or an issue related to a possible criminal offence, you should seek further advice from the relevant agencies and if agreed make a referral or report as appropriate.

Appendix 2 - Police Information Request Process

Principles

- The need to safeguard and promote the welfare of C/YP is paramount;
- C/YP have a right to protection, and a right to access the criminal justice system;
- Positive outcomes for C/YP are maximised when agencies work together and co-ordinate their activity.

Requests for Police Information

In cases where an agency requests information from the police for the purposes of a risk assessment, the police will:

1. Receive the information
2. Search relevant indices and pass the results to legitimate enquirers
3. The fact of the request and details provided will be recorded for intelligence purposes only. Such requests will not be treated as allegations of crime referrals.
4. Depending on the result, the enquirer may then make a subsequent referral.

Referrals to Police

In cases where an agency contacts the Police with an allegation of crime or potential crime, the Police will:

1. Receive the information and create allegation of crime report
2. Pass to the relevant investigating unit
3. Assess the need for emergency action to protect a child or young person
4. Research information held internally
5. Make a referral to the local Children Social Care according to BBSCB, CBSCB and LSCB Interagency Procedures (the original referrer should already have contacted Children Social Care).
6. Share relevant information and participate in an initial strategy discussion with Children Social Care, Consultant Paediatrician and the referring professional.
7. Conclude the investigation and decide, in consultation with the Crown prosecution Service, an appropriate criminal justice disposal, taking into account the wishes of the victim, the public interest, and the views of relevant professionals who are working with the child or young person.

<u>To: Agency</u>
<u>From: Name of Practitioner and Assessing Agency</u>
<u>I am conducting an assessment on a child or young person where there are safeguarding concerns that they are sexually active.</u>
<u>I am contacting you to find out whether you have any information about the following people that may be relevant to my assessment.</u>
<u>I am particularly concerned to know whether you have information that would indicate that any of these people would constitute a significant risk to children or young people in the context of a sexual relationship.</u>
<u>Person A: (some or all of – name, street name, alias, age/Dob, address).</u>
<u>Person B: (some or all of – name, street name, alias, age/Dob, address).</u>
<u>Person C: (some or all of – name, street name, alias, age/Dob, address).</u>
<u>Continue as necessary</u>
<u>Please could you let me know whether you have information in one or more of the following categories?</u>
<u>1. One or more of these people may pose a significant risk to C/YP in the context of a sexual relationship. A referral should be made to enable the sharing of relevant information. Consent will not be required.</u>
<u>2. One or more of these people may be particularly vulnerable to sexual abuse of C/YP through exploitation. A referral should be made. Consent will be required from subject(s) before relevant information can be shared.</u>
<u>3. One or more of these people may have additional needs. Consideration should be given to arranging an assessment using the Common Assessment Framework. Consent will be required from subject(s) before relevant information can be shared.</u>
<u>4. No relevant information is held on any of these people on the information provided.</u>

Appendix 3 - The Risk Assessment Tool (NB – This should be used as a guide only and does not replace professional judgement)

Name of Young Person:

DOB:

Name of Person Completing:

Date:

Agency:

RISK LEVEL	RISK INDICATORS	BEHAVIOURS & UNDERLYING VULNERABILITY FACTORS	✓	REQUIRED ACTION
<p>Low Risk Low risk cases that do not meet the threshold for Children Social Care intervention should have received individual or multi agency intervention through the CAF and be referred to a Sexual Abuse of C/YP through Exploitation meeting.</p>	<p>These maybe indicators of sexual abuse of C/YP through exploitation</p> <p>ONE OR MORE INDICATORS IDENTIFIED</p>	Regularly coming home late or going missing		<p>Ensure ALL information is recorded.</p> <p>Complete CAF and/or consider a referral to Children Social Care.</p> <p>Make appropriate referrals for sexual health and/or relationship counselling. The child or young person is to be assessed for changes to risk status every 4-6 weeks using the risk matrix until the child or young person is safe or the risk is removed.</p> <p>If risk is escalating follow the procedures below for Medium or High Risk cases.</p> <p>Refer the case for a Child Sexual Exploitation Panel (CSEP).</p> <p>Notify Police at missingpersons@bedfordshire.pnn.poli</p>
		Overt sexualised dress		
		Sexualised risk taking including on the internet		
		Unaccounted for monies or goods		
		Associating with unknown adults or other sexually exploited children		
		Reduced contact with family/friends		
		Sexually transmitted infections		
		Experimenting with drugs/alcohol		
Poor self-image, eating disorder, some self harm				

	Witnessing/experiencing domestic violence		<p>ce.uk if the child or young person is missing from Home or Care</p> <p>Keep detailed records of incidents using this risk assessment and the information sharing template and email to CIBintel@bedfordshire.pnn.police.uk to share information on victims/perpetrators and/or ring the Police Central Intelligence Bureau on 01234 842757</p> <p>No child under 13 can be categorised as LOW.</p> <p>No child with a learning disability OR Mental Health concerns can be categorised as LOW.</p> <p>No Looked after child or young person can be categorised as LOW</p> <p>No leaving and After Care young person can be categorised as LOW</p>
	C/YP 'Looked After'		
	Patterns of abuse and/or neglect in family		
	Homelessness/sofa surfing		
	Substance misuse by parents/carers/child		
	Learning disabilities, special needs or mental health issues		
	Homophobia		
	Breaks in adult relationships		
	Death, loss or illness of a significant person in the child's life		
	Financially unsupported		
	Some form of family conflict		
	Lack of love and security		
	Adult soliciting (prostitution)		
Migrant/refugee/asylum seeker			

RISK LEVEL	RISK INDICATORS	BEHAVIOURS	✓	REQUIRED ACTION
<p>Medium Risk As indicated above, the indicators are a guide to assisting the exercise of professional judgement. In relation to the medium level indicators, should professional judgement determine that there is reasonable cause to suspect that the child is suffering or likely to suffer significant harm requiring investigation under S47 of the Children Act, then the procedures detailed under the higher level of risk should be followed.</p>	<p>These maybe indicators of sexual abuse of C/YP through exploitation</p> <p>Any of the above AND ONE OR MORE INDICATORS IDENTIFIED</p>	Getting into cars with unknown or known adults who sexually abuse C/YP through exploitation		<p>Take whatever steps are required to protect the child or young person, i.e. Emergency Protection Order, Police Protection Order or staying with a family member in another area.</p> <p>Refer to Children's Social Care via the MASH/ Intake and Assessment Team/Referral & Assessment team for S47 enquiries. If already known to Children Social Care then contact the allocated Social Worker and/or their Team Manager.</p> <p>Strategy meeting is held under Interagency Child Protection Procedures where appropriate.</p> <p>If not a S47 enquiry, then if not already completed a CAF to be undertaken within 10 working days and presented at the CSEP. Where there is a service specific assessment such as ASSET in place, then this should be updated and the additional information used to inform pre sentence reports. The completed CAF should be sent prior to the CSEP. Notify Police at missingpersons@bedfordshire.pnn.police.uk if the child or young person is missing from Home or Care</p> <p>Make appropriate referrals for sexual health and/or relationship counselling. Collate and share information on any perpetrators, hotspots and</p>
		Being groomed on internet		
		Clipping i.e. offering to have sex with the intention of robbing the victim, then running before sexual activity		
		Disclosure of physical assault with no substantiating evidence to warrant a S47 enquiry, followed by withdrawal of complaint		
		Reports of involvement in child sexual abuse through exploitation such as seen in hot spots		
		Older boy/girlfriend		
		Non school attendance or excluded		
		Staying out overnight with no explanation		

	Breakdown of placements due to behaviour	associations involved with the young person. Establish regular core group and refer case to CSEP until child/young person is protected or desists from risk taking behaviours. Employ immediate disruption tactics; see disruption toolkit which can be found in Practice guidance and risk assessment tool for children and young people sexually abused through exploitation - http://www.bedfordshirelscb.org.uk/publications Keep detailed records of incidents using this risk assessment and the information sharing template and email to CIBintel@bedfordshire.pnn.police.uk to share information on victims/perpetrators and/or ring the Police Central Intelligence Bureau on 01234 842757
	Unaccounted monies or goods i.e. mobiles, drugs, alcohol, clothing	
	Multiple sexually transmitted infections	
	Self harming requiring medical assistance	
	Repeat offending	
	Gang association or membership	

RISK LEVEL	RISK INDICATORS	BEHAVIOURS	✓	REQUIRED ACTION
High Risk It is envisaged that the use of an Initial Child Protection Conference (ICPC) in cases of child sexual abuse through exploitation will be become more widely	These maybe indicators of sexual abuse of C/YP through exploitation Any of the	Child under 13 engaging in sexual activity		As above and; Referral to Children Social Care MASH/ Intake and Assessment Team/Referral & Assessment team Initial Child Protection Conference and/or CSEP convened depending on factors surrounding the child or young person. Police discussion re Immediate S47
		Pattern of street homelessness and staying with an adult believed to be sexually exploiting them		
		Child under 16 meeting different adults and exchanging or selling sexual activity		

used, especially where there are a number of other concerns alongside the sexual exploitation, in particular neglectful or collusive parenting.	above and ONE OR MORE OF THESE INDICATORS	Removed from red light districts by professionals due to sexual abuse through exploitation		<p>Joint Investigation Enquiry. Regular review under Child Protection or Children in Need through the CSEP until the child/young person is protected from abuse. Police to liaise with Crown Prosecution Service for evidential thresholds for prosecution. In discussion with the Police Employ immediate disruption tactics; see disruption toolkit which can be found in the Practice guidance and risk assessment tool for C/YP sexually abused through exploitation - http://www.bedfordshirelscb.org.uk/publications</p> <p>Keep detailed records of incidents using this risk assessment and the information sharing template and email to CIBintel@bedfordshire.pnn.police.uk to share information on victims/perpetrators and/or ring the Police Central Intelligence Bureau on 01234 842757</p> <p>NOTE: A child with a Learning Disability or Mental Health issue must be considered as HIGH risk A child under 13 years must be considered as HIGH risk</p>
		Being taken to clubs and hotels by adults and engaging in sexual activity with adults		
		Disclosure of sexual assault and then withdrawal of disclosure/statement		
		Abduction and forced imprisonment		
		Disappearing from the system with no contact with support		
		Being bought/sold/ trafficked		
		Multiple miscarriages and terminations		
		Indicators of sexual abuse of C/YP through exploitation in conjunction with chronic alcohol and drug use		
		Indicators of sexual abuse of C/YP through exploitation alongside serious self harming		
Receiving a reward for recruiting other peers to sexual abuse of C/YP through exploitation				

Appendix 4 - Glossary of Terms

ACPO	Association of Chief Police Officers
ASSET	Youth Justice Board Offending Assessment Tool
BBSCB	Bedford Borough Safeguarding Children Board
CAF	Common Assessment Framework
CEOP	Child Exploitation and Online Protection Centre
CBSCB	Central Bedfordshire Safeguarding Children Board
CIN	Child in Need
Clipping	CYP targeting specific persons to rob by offering to have sex for monies then running when they receive payment before sexual activity takes place
CP	Child Protection
CPT	Child Protection Team
CSC	Children Social Care
CSEP	Child Sexual Exploitation Panel
CYP	C/YP
Disruption	Tactics used to divert or stop perpetrators exploiting young people where there is little or no evidence to prosecute
DfE	Department for Education
EPO	Emergency Protection Order
Gang	Organised groups with an element of status, membership and criminality or 2 or more young people involved in delinquent peer groups.
Groomed	A systematic process used to engage young people and coerce them to provide sexual favours. (See DCSF Guidance for definition)
Hot spot	Specific areas, streets or houses used to target young people
LSCB	Luton Safeguarding Children Board
Misper	Missing Persons
Perpetrator	Any person who poses a risk or commits crimes against a young person
PPU	Public Protection Unit
Procuring	Adults and older peers groom the young person to procure younger children for them to sexually abuse and exploit. Occasionally parents and carers who themselves are or have been adult 'sex workers', or sexual abusers may procure their child for abusers and exploiters
Pseudo Imagery	Includes sharing sexualised cartoon images or other CYP's bodies and placing CYP face on sexualised images, then sharing via the internet or texts. See CEOP for more information
Red Light District	Local area used for the purposes of soliciting
Risk Indicator	Common or known signs of child sexual exploitation
Sexting	Sharing sexualised photos and language/photographs
Soliciting	Legal term for exchanging and selling sexual favours (prostitution)
S47	Section 47 of the Children Act 1989 (indicative of concerns about significant harm)
STI	Sexually Transmitted Infections
TAC	Team around the Child
Targeting	An adult or older peer involved in child sexual abuse through exploitation identifies a vulnerable CYP and alone or with a cohort will develop a relationship with that young person with the intention of sexually exploiting them
Trafficking	International trafficking into or out of the country and domestic trafficking, moving young people from one place to another within a city or across city borders for the purposes of sexual activity. No minimum movement required.
UKBA	United Kingdom Borders Agency
UKHTC	United Kingdom Trafficking Centre.

Appendix 5 - The legislative framework

Relevant clauses of UK legislation

Safeguarding C/YP

The Children Act 1989 imposes a range of responsibilities on local authorities for the care and protection of young people under the age of 18. These include:

Section 17	<p>Every LA has a general duty to safeguard and promote the welfare of C/YP within their area who are in need.</p> <p>A child or young person is defined as being in need if: <i>(a) he is unlikely to achieve or maintain, or to have the opportunity of achieving or maintaining, a reasonable standard of health or development without the provision for him of services by a local authority;</i> <i>(b) his health or development is likely to be significantly impaired, or further impaired, without the provision for him of such services; or</i> <i>(c) he is disabled.</i></p>
Section 20	<p>Requires local authorities to provide accommodation for any child or young person in need within their area who appears to require it or who has no other suitable accommodation.</p> <p>Section 31 a Court may make a care order if satisfied a child or young person is suffering or is likely to suffer significant harm and the likelihood of harm is attributable to the care being given to the child or young person not being what would be expected from a reasonable parent.</p>
Section 44A and 44 B	<p>The court may make a child or young person the subject of an emergency protection order if it is satisfied there is reasonable cause to believe that the child or young person is likely to suffer significant harm if the child or young person is not moved to a safe place or does not remain in one. When the court makes an emergency protection order, it may include exclusion requirements or accept an undertaking from the relevant person.</p>
Section 46	<p>The police may take a child or young person into protective custody for up to 72 hours if they have reasonable cause to believe s/he would otherwise be likely to suffer significant harm.</p>
Section 47	<p>Requires that the local authority make enquiries where they have reasonable cause to suspect that a child or young person is suffering, or is likely to suffer significant harm, to enable them to decide what action they should take to safeguard or promote the child or young person's welfare.</p>
Section 48	<p>Enables courts to provide local authorities with powers to locate a child or young person in need of protection when making an emergency protection order for a child or young person whose whereabouts are not known.</p>
Section 49	<p>Makes it an offence to abduct or induce, assist or incite a child or young person to run away whilst in care, the subject of an emergency protection order or in police custody.</p>
Section 50	<p>A court can make a recovery order with respect to children or young people who are abducted or who run away or go missing whilst in care, the subject of an emergency protection order or in police protection. A recovery order instructs anyone who knows where a child or young person is to reveal this information or to produce the child or young person if they are in a position to do so. The order also authorises a police officer to search a particular house and a particular person (usually a police officer or social worker) to remove the child or young person.</p>

Under the Protection of Children Act 1978 (as amended), the UK has an absolute prohibition on the taking, making, circulation and possession with a view to distribution of any indecent photograph of a child or young person under 16. This age was raised to 18 in the Sexual Offences Act 2003. Section 160 of the Criminal Justice Act 1988 also makes the simple possession of indecent photographs of children or young people an offence.

The Children Act 2004 - Local authorities and the other persons and bodies to which section 11 of the Children Act 2004 applies must make arrangements for ensuring that their functions are discharged having regard to the need to safeguard and promote the welfare of children or young people.

Sexual offences

The Sexual Offences Act 2003 introduced a range of offences specifically focused on the protection of children or young people from sexual exploitation. The main offences relating to the exploitation of children or young people are summarized below:

Sections 5-8	Cover offences committed against children under 13. For the purposes of these offences, whether the child ostensibly consented to the act is irrelevant as is the defendant's belief as to the child's age.
Sections 9-12	Cover offences against children or young people under 16 committed by adults. The fact that a child or young person gives ostensible consent to such sexual activity is not relevant as sexual activity involving a person under the age of 16 is unlawful regardless of such consent. Where there is no ostensible consent, the conduct will fall under the (non child-specific) non-consensual offences in sections 1-4 of the Act, which include rape.
Section 13	Covers child sex offences committed by children or young persons: this offence covers any of the offences covered by sections 9 to 12 where they are committed by someone under 18.
Section 14	Provides an offence of arranging or facilitating commission of a child sex offence. The offence being arranged or facilitated may take place anywhere in the world for the purposes of this offence.
Section 15	Provides an offence of meeting a child or young person following sexual grooming. The original version of section 15 made it an offence for a person aged 18 or over to meet intentionally, or to travel with the intention of meeting, a child or young person under the age of 16 in any part of the world, if he has met or communicated with that child or young person on at least two prior occasions, and intends to commit a "relevant offence" against that child or young person either at the time of the meeting or on a subsequent occasion. Section 72 of the Criminal Justice and Immigration Act 2008 extended the offence to where the person arranges to meet the child or young person in any part of the world or where the child or young person travels with the intention of meeting the defendant in any part of the world. This addition strengthens the offence of meeting a child or young person following sexual grooming.
Sections 16-19	Cover sexual offences against children or young people under 18 where the offender has abused a position of trust. Roles which constitute a position of trust are set out in section 21. Positions of trust include, for example, employment in a residential home or detention centre or in an educational establishment. Sections 25-26 Provide offences for engaging in or inciting sexual activity with a child, young person family member.
Sections 47-50	Provide a set of offences specifically dealing with the exploitation of children or young people through prostitution and pornography which provide protection for all C/YP up to the age of 18.
Sections 57-59	Provide the offences relating to the trafficking of people into, outside and within the UK for the purposes of certain sexual offences.

Section 33A of the Sexual Offences Act 1956 makes it an offence to keep a brothel used for prostitution. The maximum penalty upon conviction was raised to seven years imprisonment under the Sexual Offences Act 2003.

Section 1 of the Protection of Children Act 1978 makes it an offence to take, make, distribute or show indecent photographs or pseudo-photographs of C/YP.

Section 160 of the Criminal Justice Act 1988 makes it an offence to possess indecent photographs or pseudo-photographs of C/YP.

The Sexual Offences Act 2003 extended the meaning of 'child' for the purposes of these two provisions to children or young people aged under 18 (rather than 16).

Other legislation that may be used against perpetrators

- The Child Abduction Act 1984
- The Children Act 1989
- The Children Leaving Care Act 2000
- The Adoption and Children Act 2002
- Education Act 2002
- Homelessness Act 2002
- The Asylum and Immigration (Treatment of Claimants, etc) Act 2004
- The Children Act 2004
- The Domestic Violence, Crime and Victims Act 2004

Civil orders under the Sexual Offences Act 2003

The Sexual Offences Act 2003 also provides a number of civil orders.

The aim of these orders is to protect the public or specific members of the public from sexual harm. The police will need to provide evidence of a risk of sexual harm before an order can be imposed.

A sexual offences prevention order can be imposed by a court on an offender who has been convicted of a relevant sexual or violent offence (these offences are listed in Schedule 3 and Schedule 5 of the Sexual Offences Act 2003) where the court is satisfied that the order is necessary for the purpose of protecting the public or particular members of the public from serious sexual harm. The order can be made at the time of conviction or after conviction, provided that there is a present risk of the offender causing serious sexual harm. This order automatically makes an offender subject to the notification requirements (commonly known as the sex offender's register) in the Sexual Offences Act 2003.

A risk of sexual harm order can be imposed on an offender who has demonstrated behaviour that suggests he may be at risk of committing a sexual offence against children where the court is satisfied that the order is necessary to protect C/YP from harm to the defendant. There have to be at least two specified incidents of concern, but there does not need to be a previous conviction. The acts which would qualify an offender for such an order are set out at section 123(3) of the Sexual Offences Act 2003 and include communicating with a child or young person, where any part of the communication is sexual and engaging in sexual activity with a child or young person.

A foreign travel order can be imposed on an offender who has been convicted of a specified sexual offence against a child or young person (as set out in section 116(2) of the 2003 Act) where a court is satisfied that the offender's behaviour since their conviction makes it necessary for the order to be made for the purpose of protecting C/YP abroad from serious sexual harm from the offender. The order may prevent the offender travelling to a specific country or simply from travelling outside the United Kingdom at all.

A notification order can make an offender who has committed a sexual offence abroad subject to the notification requirements that would have applied if he had committed the same offence in the UK.

Street offences

The Street Offences Act 1959

It remains legally possible for a child or young person aged 10 years and over to be charged with the offence of loitering or soliciting for the purposes of prostitution under section 1 of the Street Offences Act 1959, although following the publication of the earlier version of this guidance in 2000, the numbers of prosecutions for under 18s has dropped consistently up until 2006 when there were none. Although the offence remains available for under-18s, this guidance echoes the message included in the earlier version that the criminal law is rarely an effective or appropriate response to C/YP under the age of 18 found loitering or soliciting for the purposes of prostitution and that the responsibility for the sexual exploitation of children or young people lies with the abuser: either the person who pays for sex, in some way, or the person who grooms the child and/or organises the exploitation. The focus of police investigations and of prosecutions should be on those who coerce, exploit and abuse C/YP.

Section 1 of the Act provides that it is an offence for a 'common prostitute to loiter or solicit in a street or public place for the purposes of prostitution'. The offence is punishable by a fine, not exceeding level 2 (£500) for a first offence and level 3 (£1000) for a subsequent offence.

The offence was made gender-neutral by the Sexual Offences Act 2003. To prove that an individual is a 'common prostitute' requires evidence that he/she has been soliciting for the purposes of prostitution persistently. Persistence in the case of adults is demonstrated by the issuing of a 'prostitutes' caution' under Home Office circular 109/59.

Special measures

There are Special Measures to help C/YP under the age of 17 give evidence in the best way to increase its quality and with as little stress as possible. They include:

- using a video of their evidence to give their account of what happened;
- answering questions from the defence using the live link from another room;
- in sexual cases, giving evidence in private by clearing the court of people who do not need to be there;
- advocates and judges in the Crown Court removing their wigs and gowns;
- aids, such as sign and symbol boards, for C/YP who have difficulty speaking;
- screens to prevent a witness who is in court from having to see the defendant;
- an intermediary to help explain the questions or answers if necessary.

Anti-social behaviour orders

Anti-social behaviour orders (which came into effect in April 1999) were introduced in the Crime and Disorder Act 1998 to combat anti-social behaviour which causes people harassment, alarm or distress. LAs and Chief Officers of Police in consultation with one another can seek an order from the courts to protect the community from the actions of an individual or individuals who cause harassment, alarm or distress to one or more other persons of a different household (i.e. neighbours or the wider community) by their anti-social behaviour. The order will be prohibitive i.e. it prevents the defendant from doing anything specified in the order and remains in force for a minimum of two years, unless both parties agree to discharge the order before that time. If that person breaches the order he or she is guilty of a criminal offence, which carries stiff penalties.

Reports suggest that some local areas have used anti-social behaviour orders against adults involved in prostitution. While this may be the case, ASBOs are not an appropriate response to children who are being sexually exploited, and should be used only as a last resort.

Appendix 6 – Useful numbers

Children Social Care

- **Bedford Borough MASH** 01234 718700
- **Central Bedfordshire Access and Referral Hub** 0300 300 8585.
- **Luton Referral & Assessment team** 01582 547353
- **Emergency Duty Team** **0300 300 4200**

Bedfordshire Police Referral Team 01234 846960

Sexual Assault Referral Centre www.emeraldcentre.org

NSPCC Child Protection Helpline 0808 800 5000

Child line 0800 1111

Missing People Helpline 0808 800 7070

NHS Direct Health Advice 0845 46 47

Victim Support

- **Bedfordshire** 0845 521 2412
- **Luton** 01582 723779

Useful Websites:

CEOP www.ceop.co.uk

Bedford Borough Safeguarding www.bedford.gov.uk/lscb

Children Board

Central Bedfordshire Safeguarding

Children Board www.bedfordshirelscb.org.uk

Luton Safeguarding Children Board www.lutonlscb.org

Barnardos www.barnardos.org.uk

Stop it Now! www.stopitnow.org.uk

Action for Children www.actionforchildren.org.uk

UKHTC www.ukhtc.co.uk

UKBA www.ukba.homeoffice.gov.uk

Department for Education www.education.gov.uk

Appendix 7- A reading list of additional Professional Guidance available:

- Safeguarding Children who may have been Trafficked (DFE 2011)
- Working Together to Safeguard Children (DfE 2013)
- Safeguarding C/YP from Sexual Exploitation (DCSF 2009)
- The UK Action Plan (2011) Supplementary to (DCSF 2009)
- Children and Young Person's Missing from Home, Education or Care (2014)
- Protocol & Guidance; Working with Sexually Active Young People, Section 1.5.5 of the Bedford Borough, Central Bedfordshire and Luton Child Protection Interagency Procedures;
- Resolution of Professional Disagreements (Escalation Procedures) Section 2.7 of the Bedford Borough, Central Bedfordshire and Luton Child Protection Interagency Procedures

A reading list of the key research into child sexual exploitation including grooming on the street and online (*this list below is a selection only of available research*)

- **What's going on to safeguard children and young people from sexual exploitation? How local partnerships respond to child sexual exploitation (PDF).**
Jago, Sue et al
- **Out of mind, out of sight: breaking down the barriers to understanding child sexual exploitation.**
Child Exploitation and Online Protection (CEOP) Centre, 2011 University of Bedfordshire, 2011
- **Young people and sexual exploitation: 'It's not hidden, you just aren't looking'.**
Pearce, Jenny J. Routledge, 2009
- **Child pornography and sexual exploitation of children online (PDF).**
Quayle, Ethel, Loof, Lars and Palmer, Tink ECPAT International, [2008]
- "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