



A Strategy to Safeguard Children & Young People at Risk of or Experiencing Sexual Exploitation in Bromley

March 2012

1 Introduction

- 1.1 This multi-agency strategy for safeguarding children who are abused or at risk of abuse through child sexual exploitation (CSE) draws on government's supplementary guidance Working Together to Safeguard Children, *Safeguarding Children and Young People from Sexual exploitation*" (DCSF, HMSO 2009) and a government action plan *Tackling Child Sexual Exploitation* (DfE HMSO, November 2011).
- 1.2 The purpose of the strategy is to support the application and use of the *London Child Protection Procedure on Safeguarding Children at Risk of Sexual Exploitation*. The strategy supports a shared understanding of CSE, improved identification of CSE, and preventing harm through improved awareness of young people and their carers; and prevention through better intelligence.
- 1.3 In Bromley, a multi-agency child sexual exploitation working group has been established to address the needs of children and young people who are at risk of or currently experiencing sexual exploitation. Its focus is prevention and protection.

2 Local Context

- 2.1 The prevalence of cases of exploitation in Bromley is largely unknown. Until now, there has been no local strategy in place across agencies to tackle the problem. This strategy proposes a multi-agency approach to promote awareness of sexual exploitation of children and to improve identification of cases.
- 2.2 To achieve this all professionals who come into contact with children and their carers need to be able to recognise child sexual exploitation and know what to do when they identify it.
- 2.3 This strategy's release is timely as Bromley takes advantage of a specialist sexual exploitation service provided by Barnardo's and jointly funded by Barnardos and London Councils. The recovery service will be available for a year between April 2012 - March 2013, providing direct work with children and young people aged 11-17 for a 6 month period for each. It includes group work and practical support such as access to sexual health services. The service is available to 8 young people and outcomes will be monitored.
- 2.4 To maximise the provision of this service, it is important that professionals recognise the signs of exploitation. The definitions and indicators described below are taken from national guidance and work undertaken by Barnardo's.

3 Definition

- 3.1 The sexual exploitation of children and young people can take many forms and occurs throughout the UK and in all parts of the world. This strategy uses the definition set out in government guidance and is set out in the supplementary guidance as follows:

'Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive something (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing and/or others performing on them sexual activities. Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. . Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social /economic and/or emotional vulnerability.'

(DCSF, HMSO 2009)

- 3.2 The strategy is also informed by other key national reviews and reports including Barnardo's report *Puppet on a String: The urgent need to cut children free from sexual exploitation* (Barnardos January 2011), defined three broad categories of child sexual exploitation:
- Inappropriate relationships
 - 'Boyfriend' model of exploitation and peer exploitation; and
 - Organised or networked sexual exploitation or trafficking
- 3.3 It is important for professionals to recognise that the exploitation of children can involve both boys and girls. The exploitation of boys is not fully reported or recognised (*Out of Sight, Out of Mind*. CEOP, 2011).
- 3.4 Victims of exploitation may be used as agents to recruit other children and young people and in some cases a young person may be both a perpetrator of sexual exploitation and also a victim of exploitation.
- 3.5 Sexual exploitation can be group and gang associated. Group associated sexual exploitation refers specifically to the number of perpetrators involved in the violence and abuse and is described as follows:

'Sexual exploitation carried out by multiple perpetrators who are connected through formal or informal associations or networks between themselves or between victims. It can involve individual, repeat or multiple victims.'
Office of the Children's Commissioner, February 2012.

3.6 Gang associated sexual exploitation refers specifically to the motive of the violence and/or gang association of the perpetrator and/or victims, rather than the number of perpetrators involved. It is recognised that some young women who are associated with a gang can be sexually exploited as part of the gang culture such as initiation, paying debts etc. It is described as:

3.7 *'Sexual exploitation that involves one or multiple perpetrators who are themselves gang associated and where the CSE takes place as a form of introduction or inter-gang related violence.'*

Office of the Children's Commissioner, February 2012.

4 Vulnerability Factors

4.1 Often children and young people who are victims of sexual exploitation do not recognise that they are being abused. There are a number of signs that can indicate that a child may be being groomed for sexual exploitation. These indicators include:

Telltale Signs

- Going missing for periods of time or staying out very late
- Missing school regularly / truanting from school
- Association with older peers or adults older boyfriends or girlfriends
- Associations with gangs
- Appearing with unexplained gifts, new possessions or money
- Sexually transmitted infections or pregnancy
- Associating with other young people involved in exploitation
- Experience of domestic violence or family breakdown
- Substance or alcohol misuse
- Mood swings or changes in emotional wellbeing e.g. low self-esteem, self harming
- Disclosures made and withdrawn
- Experience of neglect, physical, sexual or emotional abuse
- Displaying inappropriate sexualised behaviour

- 4.2 There is a strong link between child sexual exploitation and children who go missing. Approximately 140,000 children go missing from home or care each year in the UK¹. It is estimated that, as a result, a quarter of these young people are at risk of serious harm. For some young people it is one of the 'push' factors in them running away.
- 4.3 Children who are already deemed vulnerable and particularly those looked after by the local authority are at disproportionate risk of being sexually exploited. Those in residential care were particularly vulnerable to exploitation.
- 4.4 The link between trafficked children and child sexual exploitation is a recognised factor.

5 Roles and Responsibilities

- 5.1 It is the responsibility of all agencies, not only the Police, Local Authorities and Health Trusts to safeguard and promote the welfare of children and young people who are sexually exploited or at risk of exploitation.
- 5.2 Bromley Safeguarding Children Board's responsibilities are set out as for all LSCBs in the government action plan.

“LSCBs have the key responsibility for ensuring that the relevant organisations in each local area co-operate effectively to safeguard and promote the welfare of children. The [statutory guidance] emphasised the importance of LSCBs ensuring that the needs of children and young people who have been or maybe sexually exploited and their families are considered as they:

- *Plan and commission services*
- *Develop policies and procedures*
- *Ensure that appropriate training is in place*
- *Communicate and raise awareness; and*
- *Monitor and evaluate the work that is being done*

- 5.3 Expectations of key partners in taking forward the strategy are:

The Metropolitan Police Service in London at borough level and through the Child Abuse Investigation Command and Sapphire Unit play a central in gathering and acting on intelligence, conducting investigations and actively preventing abuse through apprehension of offenders. Within Bromley the Public Protection Desk will continue to monitor repeat missing children and bring them to the attention of social care and other partners. CAIT will consider a strategic response across boroughs in SE London as well as within.

Children's Social Care responsibilities include the identification of children in need and appropriate child protection referral where appropriate offering access to specialist support and recovery where needed.

Education staff can raise awareness among professionals and also children and young people in secondary schools. Child protection lead officers have an important prevention and identification role to play, in conjunction with other

¹ Missing People 2009
May 2012

agencies such as health and the police, to raise awareness among staff and young people.

Health service staff particularly those working in mental health services, sexual health clinics and in schools, can support identification of cases of CSE and become involved in prevention through raising awareness of the issue and education. In addition, they can aid the recovery of a young person through the regular checks and dialogue they have with young people.

Voluntary and community groups working with young people often provide therapeutic and practical support over a long term that is not provided by NHS services.

6 PRIORITIES

6.1 There are several emerging priorities in Bromley regarding safeguarding young people at risk of CSE. It is clear that it will take the joint effort of agencies working together and sharing information to ensure that these are achieved. The priorities, which are described in more detail below, are as follows:

6.2

Bromley CSE Priorities 2012-13

- Data collection to develop a profile of CSE in Bromley
- Raising awareness through training among professionals to aid prevention and support identification
- Raising awareness among young people general through universal services.
- Raising awareness among targeted groups of children and young people at an early age where relevant as a prevention strategy and to aid recovery
- Develop services/ agency responses to CSE to support young people's recovery in Bromley
- Establishing an effective accountability structure within the borough to review cases, services and the overall approach to tackling the issue.
- To train relevant professionals in key agencies on CSE.
- To ensure the issue is reflected in how agencies work together through procedures and protocols.

Developing a Profile of CSE in Bromley

6.3 It is apparent that there is insufficient information about the number of young people affected by CSE across Bromley and the population for whom there is a safeguarding concern. Whilst it may be difficult to claim to know definitively the number of cases, a sense of the prevalence of CSE in Bromley is a key outcome for this strategy.

6.4 In 2012- 14 the BSCB will ask agencies to gather data on numbers of young people affected by CSE. The data profile should include age, gender, ward and whether known to social care. BSCB will support this exercise by providing a data return sheet.

- 6.5 The BSCB will also monitor indicators of CSE such as repeat teenage / young pregnancies, repeat missing from home/care, repeat young victims of domestic violence, repeat presentation at GUM and A&E. This should be presented to the BSCB Executive as part of the Safeguarding quarterly report.
- 6.6 The BSCB anticipates numbers of reported cases will increase as a result of its awareness raising campaign among professionals. Longer term, the numbers of cases are expected to reduce as a result of earlier intervention and better awareness.

Awareness Raising and Prevention

Professional's knowledge and understanding of the issues and impact on children lead to improved identification and intervention.

- 6.7 The BSCB wants to raise awareness about the issue and its impact on young people with professionals and through these means highlighting the issue to young people. Professionals being specifically targeted in this strategy include the youth service, youth workers, sexual health clinic staff, school nurses, voluntary groups working with young people, school designated child protection leads, the police schools safety and safer neighbourhood officers and public protection, social workers. This will ensure that professionals are aware of the issue and the signs of exploitation, know where to go for support and recognise their role in providing support to the young person.
- 6.8 Multi–Agency training will form a part of the communication plan. In addition, briefings with key teams will be undertaken.
- 6.9 CSE is currently addressed as part of basic safeguarding training provided to schools by the BSCB, and awareness of CP leads will be further raised through information on the schools circular system, the BSCB Newsletter, the Education Safeguarding Reference Group and meetings with Designated Leads.
- 6.10 CSE will be addressed as part of safeguarding training provided to health agencies and awareness will be raised through the Health Safeguarding Reference Group.

Improved identification and awareness of the issue by young people. (Barnardos B Wise 2 sexual exploitation resources).

- 6.11 Through raising awareness among professionals, the BSCB expect key agencies to enhance the confidence of their frontline staff to address CSE and healthy relationships with young people they work with.
- 6.12 Resources for young people should be made available. The BSCB will fund the provision of Barnardo's leaflets for young people in 2012-14. These will be targeted to specific services. BSCB will provide information on where to obtain leaflets and other resources.

Recovery Programme

- 6.13 A multi-agency operational group to be established to screen cases and monitor progress. Membership should include:
- Social Care – Referral and Assessment Team, Teenage Support Programme, Quality Assurance and Safeguarding
 - The Children in Care team
 - Voluntary sector - Bromley Y
 - Oxleas - CAMHS service
 - Education – Local Authority Designated Officer
 - Metropolitan Police Service Child Abuse Investigation Team, Borough Police
 - Health - Designated Nurse For safeguarding, NHS Bromley
 - Youth Offending Team

The development of agency provision to underpin a recovery service for children and young people affected by CSE.

- 6.14 It also involves the effective utilisation of Barnardos' targeted support for 8 young people locally who are identified as sexually exploited or at risk of CSE. The recovery programme is tailored to the young person's needs and can include intensive counselling and support for the young person and the family. The project commences on 1 April 2012 concluding 31 March 2013. Monitoring and evaluation of outcomes should inform training and inter-agency practice.

Accountability structures – multi-agency planning meetings

- 6.15 The safeguarding of young people affected by CSE across services should be subject to regular review. Agencies need to agree how CSE can be monitored and reviewed on a regular basis. A CSE named lead within the borough has been identified as Virginia Read, GM Quality Assurance Unit, CYP and there is a lead and champion for the Borough, DCI Chris Smart MPS Child Abuse Investigation Team.
- 6.16 A regular multi-agency forum for the discussion of CSE cases will be established to review the management of cases and support multi-agency planning for the young person. Referrals to specialist CSE services will be reviewed and considered.

Training needs should be kept under review.

- 6.17 The BSCB should ensure that the local safeguarding training strategy and its own training provision appropriately address the safeguarding of young persons at risk of CSE through improved recognition and knowledge of support services.

Policies and procedures

- 6.18 Agencies should keep their policies and procedures under review and ensure that within this process where appropriate factors related to CSE are addressed. It is particularly important to consider this issue when reviewing children missing from home/ care; substance misuse, domestic violence, gang involvement or association.

7 Evaluation

- 7.1 As set out in Working Together to Safeguard Children DCSF 2010, safeguarding boards have a duty to monitor and evaluate safeguarding arrangements. As such the BSCB will keep the implementation of the strategy by agencies under review through regular reports on progress on the action plan (see section 9). The safeguarding dataset and audits will also provide an opportunity to review aspects of the impact of the strategy through the BSCB Quality Assurance and performance Monitoring Group.
- 7.2 The BSCB will evaluate its training and the impact it is assessed to have on multi-agency practice, agencies are expected to evaluate their own training.

Bromley LSCB CSE Action Plan

Work-stream/ action	Outcomes	Owner	Milestones	Delivery date	Update/ Comment
Intelligence					
1. Encourage and support partner agencies to develop methods of collection, analysis and use of data and intelligence in relation to Child Sexual Exploitation.	<p>a) Research models of information sharing and data capture – what and how to capture data on CSE</p> <p>b) A menu of data sources - police and partner (sexual health services; youth services; education etc)</p> <p>c) Identification of good practice problem profiling models/techniques to maintain ongoing assessment of and action to address CSE</p> <p>d) LSCB data collection tool.</p>	DCI Chris Smart MPS CAIT	BSCB issues brief guidance on data collection	Dec 2012	Source: ACPO d) - <i>Can we produce a relatively few additional questions that agencies can slip into existing current data collection?</i> November 2012
Awareness and Prevention					
2. Messaging and the Continuum of CSE	<p>a) A common definition and understanding of the continuum of CSE offending '</p> <p>b) An explicit statement that CSE is Child Abuse</p>	DCI Chris Smart MPS CAIT	6. 3. 12 BSCB Strategy to BSCB Cttee	6.11.12 BSCB approve final Strategy - BSCB Cttee	<i>Use existing descriptions in action plan to develop common language around CSE offending and its impact on cyp.</i>
3. Library of materials	a) An accessible virtual library of CSE	DCI Chris Smart MPS CAIT	National programme		<i>Draw on national/ regional resources for awareness raising.</i>

Work-stream/ action	Outcomes	Owner	Milestones	Delivery date	Update/ Comment
	awareness materials comprising agile options for delivery (e-learning/ interaction; POLKA; videobox etc) b) Directory of key CSE research				<i>Where unavailable develop local temporary material</i>
4. Identify existing delivery mechanisms and materials to raise awareness to potential victims	a) A repository of resources for local policing teams and partners to utilise in community and schools to raise awareness b) identify resource/ video to be made available for schools / young people	DCI Chris Smart MPS CAIT		April 2012	Source: CEOP <i>Locally training materials drawing on existing CSC material and materials including video from the police to be developed into a pack.</i>
Risk Assessment					
5. Risk assessment tools	a) Identify available risk assessment tools b) identify appropriate risk assessment tools to be used within agencies within Bromley.	Sarah Turner (PCT)	Distribute/ share at awareness raising briefing sessions	April 2012	Using the London Supplementary procedures as a guide, adapt the Partnership document's assessment of need tool to illustrate its application in the case of CSE. Use this in briefings
Performance					
6. Monitor / assess performance	a) Identify and promote the use of monitoring tools to support the ongoing review of the	BSCB QA & PM Chair Dave Smith MPS Borough		April 2012- 2013	Local tracking of data until a national tool is proposed.

Work-stream/ action	Outcomes	Owner	Milestones	Delivery date	Update/ Comment
	prevalence of and response to CSE b) Identify and promote mechanisms/ reporting processes which aid the management and tracking of cases and promote shared accountability for outcomes				
Supporting Victims					
7. Indicators	a) Develop a menu of early indicators/ signs symptoms of CSE to inform identification and early intervention practices	NPIA	To support Barnardos Project March 2012	April 2012	LCPP signs and symptoms provides support for identification of impact on children and young people. Bromley can adapt to a easy-access menu.
8. Models of effective multi-agency practice	a) Identify models of effective practice on referral and multi-agency case management arrangements. b) Develop/ research models of effective intervention and exit strategies	BSCB Chair	2013		Effective local practice identified during year and disseminated along side any national findings. Appreciative study and seminar.
9. Case management	Multi-Agency Planning meeting run as part of MASH	R&A CSC MT & DS	MASH up and running April 2012	2012	Cases referred to and monitored by the regular MASH multi agency meeting.
10. Support agencies	Establish a directory of		December 2012	March 2013	

Work-stream/ action	Outcomes	Owner	Milestones	Delivery date	Update/ Comment
	support networks/ agencies which support intervention, debrief, preparation for court and long term support and exit strategies for victims/ potential victims and their parents		Barnardos Project final quarter and evaluation		
Investigation					
11. Journal of operational and investigative experience of child abuse and child sexual exploitation	a) E based journal of child abuse/ CSE policing activity, tactics and investigations to facilitate the signposting and exchange of professional practice b) A toolkit of for investigators to assist in identifying tactical options to secure successful disruption and prosecution outcomes	CAIT ACPO			

1 Appendix 1 –

Services & referrals

Children's Safeguarding and Social care Referral & Assessment Team (East & West Districts) Old Town Hall, 30 Tweedy Road, Bromley BR1 3FE Duty Desks 020 8461 7379 / 7404 / 7373
Child and Adolescent Mental Health Services Oxleas Tier 2, Phoenix Children's Resource Centre (CRC), 40 Masons Hill, Bromley BR2 9JG Tel: 020 8466 9988 http://www.oxleas.nhs.uk/site-media/cms-downloads/CAMHS_Bromley_parent_Apri_2011.pdf
Metropolitan Police Bromley and Lewisham Child Abuse Investigation Team Third Floor, Marlowe House, 109 Station Road, Sidcup, Kent, DA15 7ES 020 8733 3692
Metropolitan Police Bromley Public Protection Desk, Police Station, High Street, Bromley, BR1 1ER Non-emergency - dial 101 textphone 18001 101
Sexual Health Clinic, Beckenham Beacon 379 Croydon Road, Beckenham, Kent BR3 3QL Tuesday 11:00 - 13:30 15:00 - 17:00 (Young Person Clinic, ages 13 to 20 years only) Telephone 01689 866622 (reception), 01689 866623 (clinic times recorded message)
To locate your nearest child sexual exploitation service: http://www.nationalworkinggroup.org/services
For advice and support for parents of sexually exploited children: http://www.cropuk.org.uk
For support following sexual violence or assault: http://www.rapecrisis.org.uk/ 0808 802 9999 (12 - 2.30pm and 7 - 9.30pm)
Support group for 16-25 year olds who have experienced a violent relationship Contact us and locating us « One In Four UK www.oneinfour.org.uk
Missing People a 24 hour helpline call: 0800 700 740
For confidential advice contact ChildLine: 0800 1111

Resources

Safeguarding Children and Young People from Sexual Exploitation: Supplementary guidance to Working Together to Safeguarding Children DCSF 2009

Cut them Free Barnardos

Be Wyse 2 Sexual Exploitation – leaflets for young people

Out of sight out of Mind: Breaking down the barriers to understanding child sexual exploitation (Child Exploitation and Online protection Centre (CEOP) June 2011)

What's Going On: to safeguard children and young people from sexual exploitation: How local partnership respond to sexual exploitation. S. Jago, L Arocha, I. Brodie, M. Melrose, J. Pearce, C. Warrington. University of Bedford October 2011.