

Safeguarding children from sexual exploitation

**A strategy for the multi-agency
 partnership working with children and
 young people in Enfield**

Author(s)	Grant Landon, ESCB Business Manager & Melissa Brown ESCB Information Officer	Classification	OFFICIAL - PUBLIC	Date of First Issue	February 2014
Owner	Daniel Crampton, Head of Safeguarding	Issue Status	Final	Date of Latest Re-Issue	December 2014
Version	1.1	Page	Page 1 of 11	Date of Next Review	February 2016

Contents

Page

1. Introduction	3
2. What is child sexual exploitation?	5
3. What is the national picture?	7
4. What is the picture in Enfield?	9
5. Enfield's strategic approach	13

Appendices

Appendix 1: Terms of Reference of the Trafficking, Sexual Exploitation and Missing (TSEM) sub-group	14
Appendix 2: Membership of the Trafficking, Sexual Exploitation and Missing (TSEM) sub-group	16
Appendix 3: Office of the Children's Commissioner Warning Signs and Vulnerabilities Checklist	18

1. Introduction

1.1 The Enfield Safeguarding Children Board (ESCB) is committed to doing everything possible to prevent child sexual exploitation (CSE) and to support victims of this abuse. Only a proactive, co-ordinated, multi-agency approach will be effective in tackling this issue and prosecuting perpetrators.

1.2 The overall aim of the ESCB in relation to CSE is **to mitigate the risk of child sexual exploitation and to reduce the harm to young people who are at risk of or experiencing exploitation.**

1.3 The purpose of this strategy is to identify the key areas of focus for multi-agency activity and intervention required to achieve the above aim. This strategy, and the CSE action plan which it informs (Appendix 1), have been guided by a number of national reports and studies into CSE which provide recommendations and advice on best practice for tackling CSE for local safeguarding children boards and local authorities. These include:

- the '[Independent Inquiry into Child Sexual Exploitation in Rotherham 1997-2013](#)' by Alexis Jay;
- the [reports](#) by the Office of the Children's Commissioner on the two-year research project 'Child Sexual Exploitation in Gangs and Groups', including "[If only someone had listened](#)" (final report, November 2013);
- the [recommendations](#) and [key lines of inquiry](#) taken by the Ofsted thematic inspection into CSE of November 2014;
- the '[Recommendations Summary](#)' by the National Working Group Network on Tackling Child Sexual Exploitation.

1.4 The strategy and the action plan will be implemented across Enfield by agencies working with children and young people. Their progress will be monitored by the Trafficking, Sexual Exploitation and Missing (TSEM) sub-group of the Board, and by the Board itself. Five headings have been identified to help us identify actions needed and to guide our activity. These are:

- Leadership
- Identification
- Prevention
- Support
- Prosecution

1.5 Strategic oversight and scrutiny of our approach to tackling CSE is provided by TSEM, which has broad multi-agency representation and a strong commitment to tackling the issue. The agencies that comprise the ESCB and its sub-groups have a responsibility to work together to:

- develop local prevention strategies;
- identify those at risk of sexual exploitation;
- take action to safeguard and promote the welfare of particular children who may be sexually exploited, and;
- take action against those intent on abusing and exploiting children in this way.

2. What is child sexual exploitation?

2.1 Definition

The National Working Group for Sexually Exploited Children and Young People developed the following definition of child sexual exploitation:

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

2.2 Vulnerable children

Any child may be at risk of sexual exploitation, regardless of their background or circumstances. However, most will have additional vulnerabilities, such as:

- regularly going missing from home or care
- being bullied
- involvement with gangs
- self-harming
- experiencing a teenage pregnancy
- disabilities or special educational needs
- truanting
- substance misuse
- having friends who have been or are being exploited.

See the 'Warning Signs and Vulnerabilities' list at Appendix 4 for a fuller list of vulnerabilities.

2.3 Groups at increased risk

In addition to the vulnerabilities mentioned above and in Appendix 4, there are some groups of children who are at increased risk of CSE due to the circumstances in which they live, including:

- those in residential or foster care
- those leaving care
- migrant children and unaccompanied asylum-seeking children.

3. What is the national picture?

3.1 The prevalence of sexual exploitation, abuse and violence

While we are aware of the situations that can make a child vulnerable to sexual exploitation, we know less about the prevalence of CSE. Children being exploited are often reluctant to disclose details of their exploitation, and data that is gathered can be held by a number of different agencies whose systems do not join up.

However, some recent studies have managed to draw together data to develop findings on CSE across the country, for example:

- The Office of the Children's Commissioner's inquiry into child sexual exploitation in gangs and groups, ("If only someone had listened", November 2013), identified **16,500 children in England as being at risk of CSE**, with **2,409 children known to be victims of CSE in gangs and groups**.
- Barnardo's reported that in 2009/10 it worked with **1,098 children and young people in the UK through its sexual exploitations services** ('Puppet on a String', 2011). This indicates service use but says little about the number of children actually affected by CSE.
- Alexis Jay's Rotherham report ('Independent Inquiry into Child Sexual Exploitation in Rotherham, 1997-2013', August 2014) estimated **more than 1,400 victims of CSE in Rotherham** for the period covered by the Inquiry, with an unknown number being at risk.
- CEOP's most recent 'Threat Assessment of Child Sexual Exploitation and Abuse' (June 2013) reports that CEOP receives **reports from around 1,000 children each year concerning online victimisation by adults**.

- In 2012/13, there were **23,663 sexual offences against children recorded by the police in the UK**, and there were **6,296 rapes of children recorded by police in England and Wales**.¹

While these findings give some idea of the prevalence of CSE and sexual offences against children, we know that these are only partial views or estimates of what is actually going on due to the chronic under-reporting of sexual exploitation, abuse and violence. We have very little data on the extent of the sexual exploitation of boys or children with disabilities, and little on specific related issues around sexual violence, such as honour-based violence and forced marriage.

3.2 National responses

Recent years have seen a number of high-profile CSE cases come to public attention, including those in Rotherham, Rochdale and Oxford. In response, both local and national agencies have been working to improve their strategies for tackling CSE, but there is still much further to go before children are effectively safeguarded against this threat.

3.2.1 Gang and youth violence:

There have been encouraging developments in terms of a recognition of, and initial response to, the specific issue of sexual violence and exploitation within gangs under the cross-Government Ending Gang and Youth Violence programme. However, the Office of the Children's Commissioner's report showed that there is a long way to go before children and young people are able to recognise, report and feel supported to move away from sexual violence, exploitation and abuse in gang-affected neighbourhoods.

3.2.2 Online threats:

The Child Exploitation and Online Protection Centre (CEOP) provides a national service for the reporting of inappropriate online content and conduct in relation to children and the online grooming of children. CEOP's most recent threat assessment acknowledges the rapidly growing risk around online CSE. It warns that the increased sophistication of perpetrators' techniques facilitated by technological advance only makes the task of tackling this problem more difficult.

Despite these encouraging responses, recent studies show that a more proactive, joined-up and strategic approach is necessary across social care, health, education, police and other agencies to effectively safeguard children

¹ Jütte, S. et al, 'How safe are our children?' London: NSPCC (2014).

and increase the number of prosecutions brought against perpetrators. This will require enhanced coordination across a broad range of services and the systematic pooling and interrogation of intelligence across all agencies to identify and map trends, together with a robust approach to prosecution.

4. What is the picture in Enfield?

4.1 Local information on CSE

National studies suggest that, due to its hidden nature, local areas should assume that CSE is occurring in their area at a higher rate than is officially identified.

Information about CSE is collected and held by a number of agencies across Enfield including the police, the local authority and the voluntary sector. In accordance with the guidance of the Pan-London Child Sexual Exploitation Operating Protocol, the ESCB is drawing together available data on CSE to create a problem profile that will identify prevalence and trends of CSE in Enfield. This will be used to inform strategic discussions at the Multi-Agency Sexual Exploitation (MASE) meetings and at TSEM.

Since the inception of Enfield's MASE meetings in March 2014, there have been 103 children placed onto the CSE concern list. As at December 2014, 70 of these children had been removed from the list as they were no longer considered at risk of CSE, and 33 children remain on the list.

4.2 Local contextual information

The problem of CSE in Enfield can be placed in the context of related issues that impact upon a child's vulnerability to sexual exploitation:

- Enfield is one of the most deprived Outer London Boroughs. In many instances of data comparison there is a noticeable east-west split, with the east of the borough experiencing poorer outcomes and circumstances, including in relation to child poverty, unemployment, deprivation, eligibility for free school meals and youth violence.
- Between April 2013 and March 2014 in Enfield:
 - 543 Section 47 Child Protection Investigations were conducted
 - 335 children were placed on a Child Protection Plan
 - 176 children entered care
- Enfield's most recent Joint Strategic Needs Assessment (JSNA) reports that the rate of children living in low-income families ranges from 25% to 59%. The overall rate in 2011 for all dependent children under the age of 20 in the

borough was 32.5%, compared to an England average of 20.1% and a London average of 26.7%.

- Within Enfield, there is a recognised gang and youth violence problem. According to the JSNA, there are 8 main gangs in Enfield, of which 2, as of 2013, were involved in violent conflict. Hotspots for gun and knife crime injuries sustained are in the south-eastern part of Enfield, focusing around the Edmonton Green and Upper Edmonton wards, although there are further hotspots in the north-east part of the borough.
- The JSNA also reports that over a third of violence reported to police in Enfield is domestic violence, or intimate partner violence (IPV).

4.3 Trafficking, Sexual Exploitation and Missing sub-group

Strategic oversight of the issue of CSE in Enfield is provided by the Trafficking, Sexual Exploitation and Missing (TSEM) sub-group of the ESCB (see Appendix 1 for list of TSEM members). Chaired by the local authority's Head of Safeguarding and Quality Assurance, the purpose of the sub-group is to:

- Review the progress of investigations across the Borough as a standing agenda item.
- Oversee preventative work – awareness raising, training and identification linked to early help.
- Review the profile of child sexual exploitation and ensure effective use of resources
- Oversee a strategy for disruptions and prosecutions.
- Review the effectiveness of early help and specialist support.

TSEM has successfully raised the profile of CSE amongst practitioners through coordinating training courses and establishing multi-agency procedures for reporting concerns of CSE. Representatives at TSEM are the leads for CSE in their agencies and are responsible for implementing actions and taking learning, procedures and strategies back to their agencies.

4.4 Local initiatives

There are a number of services and initiatives in Enfield that aim to support CSE victims, to make practitioners more effective in identifying and responding to CSE, and to prevent perpetrators from causing harm. They also seek to respond to related issues that often accompany CSE.

4.4.1 Advisory service:

- Two-E is an organisation that is the first point of contact for children and their parents seeking advice and a leaflet has been designed to advertise this. Two-E has also designed some internet based materials on e-safety for young people to support them around CSE on the internet.

4.4.2 CSE Champions network:

- A network of CSE Champions is being developed and trained to ensure that relevant teams and/or agencies in the local authority and the voluntary sector has a CSE Champion to provide advice and guidance to colleagues who have CSE concerns about a child.

4.4.3 Gangs:

- The multi-agency Gangs Partnership Group (GPG) has successfully mapped gang activity across Enfield, overlaying it with other relevant data such as the placements of children in care. The GPG meets regularly to review the cases of gang members and gang affiliates in Enfield.
- Safer London Foundation's Empower project offers intensive, one-to-one support to young girls involved in gangs and at risk of CSE. It has also been commissioned by the ESCB to deliver training for professionals on CSE.

4.4.4 Missing:

- St Christopher's Fellowship is a young runaways service that receives referrals from the Single Point of Entry (SPOE) and which focuses on CSE awareness and offers training and support in schools for children who may be thinking of running away or who know someone who has.

4.4.5 Cross-borough placements:

- The Access to Resources Team is piloting new Department for Education guidance on children's care planning and placement that focuses on information sharing between boroughs when deciding upon an out-of-borough placement. This means that Enfield is making other boroughs aware of specific issues, such as gang violence hotspots, and that we are getting the right information from other boroughs when deciding on placements for Enfield children.

4.4.6 Training:

- The ESCB training department is very proactive in providing training opportunities for people working with children in Enfield, using both its own staff and commissioned Empower courses to deliver the most up-to-date training on CSE.
- The Enfield Children and Young Person's Service (ECYPS) provides a series of training workshops for voluntary and community organisations on a range of safeguarding issues including those relating to CSE.

Enfield's response to CSE is aligned with the Pan-London CSE Operating Protocol can be found here: <http://content.met.police.uk/Site/tellsomebody>

5. Enfield's strategic approach

5.1 Enfield's CSE Strategy is based upon five strands:

- Leadership and oversight
- Identification
- Prevention
- Support
- Prosecution

5.2 **Leadership and oversight:** this encompasses both operational and strategic leadership and oversight, incorporating procedural arrangements, information sharing, data analysis, the relationship with other strategies, quality assurance and the development of a CSE team.

5.3 **Identification:** this strand focuses on identifying existing and potential CSE victims and those at risk of CSE by looking at areas of concern, including registered and unregistered children's accommodation, licenced businesses, schools known to be targeted by perpetrators, and 'hotspot' areas of gang activity, youth violence and crime. This will also look at training practitioners in identifying the warning signs when working with children.

5.4 **Prevention:** this is about raising awareness of CSE among children and young people, parents and carers, professionals and the wider community. It is also about considering particularly vulnerable groups, such as looked after children, missing children and children with disabilities, and ensuring cross-borough coordination to mitigate CSE risk where at all possible.

5.5 **Support:** this focus of this strand is on service provision for victims and those at risk of CSE, both in terms of immediate support to protect a child in a

dangerous situation and the long-term service needed to provide therapeutic support for a child after they have been removed from the exploitative situation.

5.6 **Prosecution:** this strand is to ensure the highest possible rate of prosecution of perpetrators in order to reduce the ongoing risk to children. It includes information sharing with partners and the consideration of improvements to current processes that could aid prosecution, such as a better understanding of prosecution requirements amongst all professionals working with at-risk children.

The action plan to deliver these aims is set out at Appendix 3.

Appendix 1: Trafficking, Sexual Exploitation and Missing Sub-Group

Terms of Reference

Overall Purpose:

The overall purpose is to meet with key individuals to scope out the scale of the problem within the Borough. To use Working Together principles between the agencies and to look at particular cases or issues that have arisen and how services can cooperate to minimise harm to Children and Young People. To provide a forum for agencies to share operational issues, both with each other and also to provide transparent information on issues within their own agencies and to develop a strategy and protocols where required to deal more effectively with the issues and highlight any specific areas of risk.

Responsibilities:

To report back information to their own agencies, Enfield Safeguarding Children Board, where required, and to work within the guidelines of the organisations and the spirit of Working Together 2013.

To share information relating to issues within each service and conjointly, including cross-boundary issues, and agree actions to address such issues:

Within our own agency;

Addressed to the Children's Trust Board and Enfield Safeguarding Children Board;

Review protocols and procedures to localise and widen to more effective multi-agency use.

On individual case matters or specific areas of concern to be able to:

Agree conjoint action across agencies;

Agree actions within a single agency that is regarded as appropriate by the working group;

Share relevant information that may provide evidence, concerns or of good practice across the agencies;

Provide information sharing and gathering on individuals and specific issues within Enfield and report back on national perspectives;

To ensure policy is put into practice and can be monitored as such across the agencies;

To provide accountability for each agency present.

It is expected that the assigned representative will send another person of suitable level to represent them and the agency should they not be able to attend.

Practicalities:

Administration will be provided by a member of staff from ESCB administration team. The Minutes will be circulated after the meeting as a set of agreed action points.

Meeting Frequency:

The meetings should last between one and a half and two hours in a booked room where confidentiality can be assured, meeting frequency to be arranged.

Governance:

The governance of the group will report to ESCB, the Director Leadership Team and London Safeguarding Children Board.

Terms of Reference to be reviewed on six-monthly basis.

Appendix 2: Membership of the Trafficking, Sexual Exploitation and Missing Sub-Group

- Daniel Crampton, Head of Safeguarding and Quality Assurance
- Grant Landon, Business Manager, Enfield Safeguarding Children Board
- Ayfer Orhan, Lead Member for Education, Children's Services and Protection
- Liz Chackal, Children At Risk of CSE List Administrator
- Lisa Tait, ESCB Coordinator
- Marc Thompson, Performance Manager, Safeguarding
- Carol Maxwell, Referral and Assessment Team Manager
- Karen Alderton, LAC and Leaving Care Team Manager
- David Barnard, Deputy Head of Youth Support Service
- Fabrizio Proietti, Runaways Services Manager, St Christopher's Fellowship
- Jan Ashby-Keay, Education Lead Officer, Schools and Children's Services
- Sharon Clarke, Operations Manager, Education Welfare Service
- Ellin Joseph, Education Welfare Service, LBE
- Linda Hughes, Head of Service, Looked after Children, LBE
- Linda Helliar, Head of Service, Single Point of Entry
- Janet Black-Heaven, Head of Service, Referral and Assessment
- Tina Short, Specialist Therapeutic Social Worker, Youth Support Unit
- Andrea Hull, Leaving Care Team Manager
- Anne Marie Brown, Looked After Children Team Manager
- Olu Oni, Asylum Service
- Mary Murrill, Deputy Head of Parenting Support Service
- **Parenting Support Service – Jone Forrester**
- John Cannon, Police Child Abuse Investigation Team
- Louise Harrison, Police Child Abuse Investigation Team
- Julie Trodden, Police Fugitive Unit
- Declan Williams, Sexual Offence, Exploitation, Child Abuse Command Partnership Team
- Catherine Edginton, Met Police
- Taylor J. Wilson, Met Police
- **Mark Rochester, Metropolitan Police**
- Claire Mann, London Probation
- Alexandra Saran, MPS Gangs Coordinator

- Sue Nosowicz, Access to Resources Team Manager
- Melissa Brown, Information Officer, Enfield safeguarding Children Board
- Olive Millar, Youth Work Manager, Two-e
- Peri Louise Revan, Youth Advocate, Youth Support Service
- Danielle Davis, Domestic Violence coordinator
- Neil Harris, Head of Housing Options and Advice
- Christina Keating, Designated Nurse for NHS Enfield Clinical Commissioning
- Christina Kelly, NHS
- Chantel Palmer, Named Nurse, North Middlesex Hospital
- Christine Dyson, NHS
- Waiching Loke, NHS
- Susan Jowett, RASH, BEHMHT
- Debbie Twist, NHS
- Victoria Cousins, Safer London Foundation
- Sarah Goodwin, Young people advocate, Safer London Foundation
- Yvonne Seville, Safeguarding Policy and Performance Officer
- Lesley Johnson, Young Person's Advisor, LBE
- **Selam Kidane, Policy Officer, LBE**
- Catherine Young, CAMHS
- Jacqui Bainbridge, Christian Action
- **Kay O'Brien, Enfield Children & Young Persons**
- **Claire Whetstone, Manager, Enfield Children and Young Person's Service**
- I. Hart-Lamey, Solace Women's Aid
- E. Robertson, Solace Women's Aid

Appendix 3: Office of the Children's Commissioner | Warning Signs and Vulnerabilities Checklist

In her interim report into child sexual exploitation in gangs and groups in 2012, the Children's Commissioner identified a number of warning signs and vulnerabilities that can be used as a checklist to identify children who are being exploited, or who are likely to be vulnerable to exploitation (p.114):

The following are typical vulnerabilities in children prior to abuse:

- Living in a chaotic or dysfunctional household (including parental substance use, domestic violence, parental mental health issues, and parental criminality).
- History of abuse (including familial child sexual abuse, risk of forced marriage, risk of 'honour'- based violence, physical and emotional abuse and neglect).
- Recent bereavement or loss.
- Gang association either through relatives, peers or intimate relationships (in cases of gang associated CSE only).
- Attending school with young people who are sexually exploited.
- Learning disabilities.
- Unsure about their sexual orientation or unable to disclose sexual orientation to their families.
- Friends with young people who are sexually exploited.
- Homeless.
- Lacking friends from the same age group.
- Living in a gang neighbourhood.
- Living in residential care.
- Living in hostel, bed and breakfast accommodation or a foyer.
- Low self-esteem or self-confidence.
- Young carer.

The following signs and behaviour are generally seen in children who are already being sexually exploited:

- Missing from home or care.
- Physical injuries.
- Drug or alcohol misuse.
- Involvement in offending.
- Repeat sexually-transmitted infections, pregnancy and terminations.
- Absent from school.
- Change in physical appearance.

- Evidence of sexual bullying and/or vulnerability through the internet and/or social networking sites.
- Estranged from their family.
- Receipt of gifts from unknown sources.
- Recruiting others into exploitative situations.
- Poor mental health.
- Self-harm.
- Thoughts of or attempts at suicide.