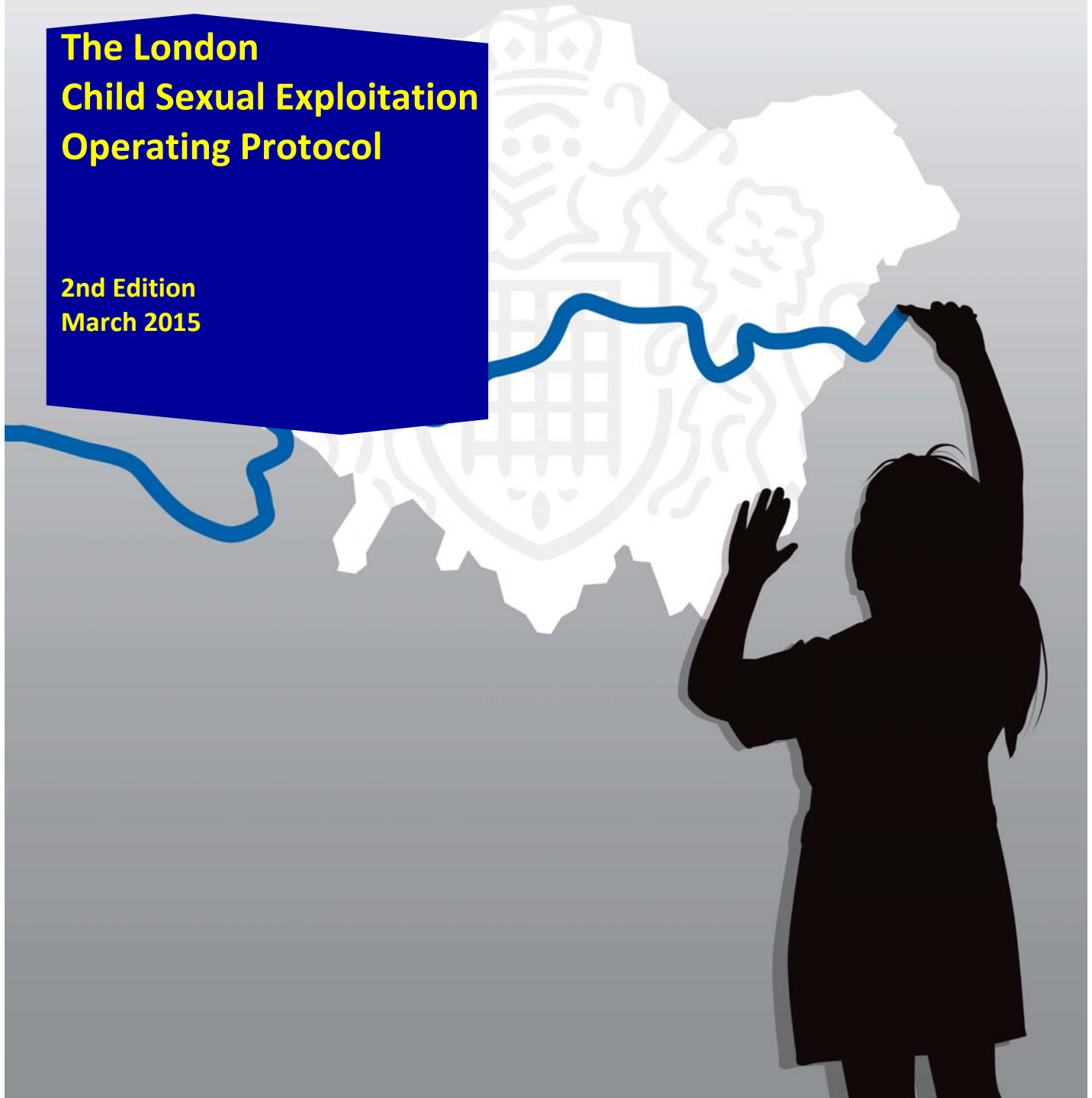


# The London Child Sexual Exploitation Operating Protocol

2nd Edition  
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## 1. Introduction

This document sets out the procedures for safeguarding and protecting the welfare of children from Child Sexual Exploitation. It outlines how through our partnerships we assess, challenge and provide an enhanced, effective service to reduce the harm and threats posed to children and young people from Child Sexual Exploitation.

### Aims

- To identify children at risk of being sexually exploited.
- To work collaboratively to ensure the children and young people at risk of being sexually exploited are safeguarded.
- To provide timely and effective interventions with children and families to safeguard those vulnerable to sexual exploitation.
- To apply pro-active problem solving to address the risks associated with victims, perpetrators and locations and ensure the safeguarding and welfare of children and young people who are, or may be, at risk from sexual exploitation.
- To take action against those intent on abusing and exploiting children and young people by prosecuting and disrupting perpetrators.
- To raise awareness and provide preventative education for the welfare of children and young people who are, or may be, sexually exploited.

In support of these aims, on 3rd March 2015, The Prime Minister announced new measures to tackle child sexual exploitation. This included prioritising child sexual abuse as a national threat.

## 2. Definitions

### Child Sexual Exploitation (CSE)

This guidance uses the nationally agreed definition of CSE:

- Sexual exploitation of children and young people **under 18** involves exploitative situations, contexts and relationships where the young person (or third person/s) receive 'something' (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.

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

A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and does not see themselves as a victim of exploitation.

### **Gangs and Groups**

The Office of the Children's Commissioner has defined CSE in gangs and groups in its 2013 report. This includes:

- **Gangs** – mainly comprising men and boys aged 13-25 years old, who take part in many forms of criminal activity (e.g. knife crime or robbery) who can engage in violence against other gangs, and who have identifiable markers, for example a territory, a name, or sometimes clothing.
- **Groups** – involves people who come together in person or online for the purpose of setting up, co-ordinating and/or taking part in the sexual exploitation of children in either an organised or opportunistic way.

### **Gang Associate**

An individual can be gang associated for one or more of the following reasons. They:

- Offend with or for gang members, either willingly or through coercion or exploitation but do not identify themselves as a gang member and there is no other corroborative information that they are a gang member.
- Associate with gang members. This is known by police, partner agencies and/or community intelligence.
- Have shown, through their conduct or behaviour, a specific desire or intent to become a member of a gang.
- They are a family member, friend or are otherwise connected to a gang member, but are not a gang member themselves.

Young people associated with a gang are at risk of being sexually exploited by that gang. Sexual violence may result because rape and sexual assault is carried out as part of a conflict between rival gangs, for example the sister of a gang member may be raped as a way of attacking her brother by proxy. Sexual violence may be used as a form of punishment to fellow gang members and/or a means of gaining status within the hierarchy of the gang.

### **Types of Child Sexual Exploitation**

The act of CSE is generally a hidden activity and is much more likely to occur in private dwellings than in public venues. However, the act or method of coercion by the perpetrator(s) can take place on the streets.

The following examples describe the different types of exploitation offender's use and how children can be coerced.

#### **Boyfriend Model**

Here the offender befriends and grooms a young person into a 'relationship' and then coerces or forces them to have sex with friends or associates. The boyfriend may be significantly older than the victim, but not always.

## **Peer on Peer Exploitation**

Young people can be sexually exploited by people of a similar age as well as adults. Research is increasingly demonstrating that a significant number of sexually exploited young people have been abused by their peers and a London Councils report in 2014 found that peer-on-peer exploitation was the most frequently identified form of child sexual exploitation in London. Young people can be exploited by their peers in a number of ways. In some cases both young women and young men, who have been exploited themselves by adults or peers, will recruit other young people to be abused. In other instances, sexual bullying in schools and other social settings can result in the sexual exploitation of young people by their peers. Sexual exploitation also occurs within and between street gangs, where sex is used in exchange for safety, protection, drugs and simply belonging. For 16 and 17 year olds who are in abusive relationships, what may appear to be a case of domestic violence may also involve sexual exploitation. In all cases of peer-on-peer exploitation, a power imbalance will still inform the relationship, but this inequality will not necessarily be the result of an age gap between the abuser and the abused.

The MsUnderstood partnership has been specifically funded to support individual London boroughs and provide Pan-London advice for responding to peer-on-peer abuse. A number of free resources are available on their website and learning seminars are run for practitioners throughout the year.

## **Organised/Networked sexual exploitation or trafficking**

Young people (often connected) are passed through networks, possibly over geographical distances, between towns and cities where they may be forced/coerced into sexual activity with multiple men. Often this occurs at 'parties' and young people who are involved may recruit others into the network. Some of this activity is described as serious organised crime and can involve the organised 'buying and selling' of young people by offenders. Organised exploitation varies from spontaneous networking between groups of offenders, to more serious organised crime where young people are effectively 'sold'.

Children are known to be trafficked for sexual exploitation and this can occur anywhere within the UK, across local authority boundaries and across international borders.

## **Inappropriate relationships**

These usually involve one offender who has inappropriate power or control over a young person (physical, emotional or financial). One indicator may be a significant age gap. The young person may believe they are in a loving relationship.

## **Familial**

Young people can be individually exploited, or it may also involve other family members. The motivation is often financial and can involve substance use. Parents or family members control and facilitate the exploitation.

## **Opportunistic**

This may occur quickly and without any form of grooming. Typically older males identify vulnerable young people who may already have a history of being groomed or sexually abused. The perpetrator will offer a young person a 'reward' or payment in exchange for sexual acts. The perpetrator is often linked with a network of abusive adults.

## **On-Line CSE**

New technologies and social networking tools and platforms, , chat rooms, dating sites or online gaming, present further opportunities for social interaction. They also bring new risks and increase the opportunity for offenders to target vulnerable young people. Offenders access social media platforms, for example, Facebook, Blackberry messaging (BBM) and Twitter to identify young people whom they can groom.

Technology can facilitate sexual exploitation of children. Where abusive images have been posted on, or shared via, the internet, there is little control over who can access them. This can lead to repeat victimisation. The NWG Network 2013 study, [If you Shine a Light you will probably find it](#), also identified that GPS technology available for mobile devices can be used to identify the location where a photograph was taken, which may increase the risk to the victim. The software can be downloaded freely and provides the coordinates of where the digital image was taken, to within a matter of yards.

CSE can occur through the use of technology without the child realising it. For example, a child or young person is persuaded to post images of themselves on the internet and/or mobile phones. In some cases, the images are subsequently used as a bargaining tool by the perpetrators and threats of violence and intimidation are used as methods of coercion.

Offenders may use technology to exploit children and young people in the following ways:

- Harassment and bullying through text messaging.
- Purchasing mobile phones for victims and sharing their numbers among group or gang members.
- Randomly contacting children via social networking sites.
- Using 'friends' lists on networking sites of known victims to target children and young people.
- Viewing extreme or violent pornography and discussing it during sexual assaults.
- Posting images of victims with rival gang members to invite a sexual assault as punishment.
- Filming and distributing incidents of rape and sexual violence.
- Distributing lists of children for the purpose of sexual exploitation.

The Child Exploitation On-line Protection (CEOP) [Thinkuknow](#) website provides information for children and young people on how they can protect themselves online. Parents, carers and teachers can also use the website to understand how they can help to protect children in their care while they are using the internet.

### **3. Principles**

The principles underpinning a multi-agency response to the sexual exploitation of children and young people include:

- Sexually exploited children should be treated as victims of abuse, not as offenders. Authorities have previously referred to child victims as 'promiscuous' or 'prostitutes'.
- Sexual exploitation includes sexual, physical and emotional abuse and in some cases, neglect.
- Children do not make informed choices to enter or remain in sexual exploitation, but do so from coercion, enticement, manipulation or desperation.
- Young people who are, or at risk of being sexually exploited will have varying levels of needs. They may have multiple vulnerabilities and therefore an appropriate multi-agency response and good coordination is essential.
- Law enforcement must direct resources against the coercers and sex abusers, who are often adults, but could also be the child's peers. However, it's recognising that these peers may also be victims themselves.
- Sexually exploited children are children in need of services under the Children Act 1989 and 2004. They are also children in need of immediate protection.
- A multi-agency network or planning meeting/discussion should take place for all children considered at risk of sexual exploitation. Child Protection Procedures should always be followed as appropriate in relation to the risk assessment.

### **4. Governance** (For Governance of the MASE meetings see [Appendix D](#))

Every LSCB now has the issue of CSE firmly on its agenda. For some this has been a long standing feature, but for others the key actions required have only recently been taken. All have found the recent peer reviews helpful and there are individual local actions arising out of each one, which will be driven forward by the local LSCB.

Almost all boards have a sub-group and dedicated co-ordinator devoted to CSE, and those that don't have some kind of time limited group to tackle the issue. Although there are some authorities who look at CSE as a stand alone subject, increasing numbers of LSCBs are combining the group with missing children groups, and, in some instances, CSE is considered alongside a variety of other issues in a vulnerable young people group. Typically these sub-groups report to the main board twice a year on progress against agreed objectives. The quality and effectiveness of these groups rests in part on the seniority of the chair and the representatives of the key agencies, and it is increasingly the case that these meetings are being prioritised by the relevant senior officers. Therefore, it is strongly recommended that:

- Each agency should appoint a member of their Senior Leadership Team to establish an accountability structure for CSE within their own agency and to ensure the London CSE Operating Protocol is followed. In the case of Pan-London groups this will be on a Pan-London basis and also at a local level if appropriate.

- Each agency should identify an individual to lead and monitor the operational delivery of the protocol on a daily basis. This individual will be the single point of contact for other agencies and be responsible for ensuring the appropriate interventions and disruptions are delivered in their respective boroughs.

## **5. Identifying and Challenging CSE**

Multi-agency partners come together from the statutory, voluntary, community and faith sectors. They should follow recognised principles to safeguard and protect the welfare of children and young people.

Identifying the early **warning signs** associated with CSE is vital in reinforcing these principles. To assist all front-line practitioners in identifying and remembering the signs, the mnemonic **S.A.F.E.G.U.A.R.D.** has been created and is shown at [Appendix A](#).

To assist further in identifying the early warning signs it is recommended that daily contact is maintained between:

- Police Sexual Exploitation Team Initial Assessment Team.
- BOCU Multi Agency Safeguarding Hubs.
- BOCU Missing Persons Regional Co-ordinators.
- Local Authority Child Sexual Exploitation Co-ordinator.
- Local Care Home Managers.
- Specialist provider for supporting children and young persons at risk of or experiencing CSE. Eg: Barnardos, NSPCC, Safer London Foundation, Children's Society, Women and Girls Network etc.

In 2014, 43,698 people were reported missing to the police service in London, of which 25,294 (58%) were children, and nearly 10,000 of these were children residing in local authority care homes. By maintaining daily contact, the early signs of CSE will be identified and investigated in a timely manner. Appropriate support for the child and interventions will also be put in place. The police categories and indicators for CSE are shown in [Appendix B](#).

Multi-agency partners will also conduct scheduled meetings/discussions to share all relevant intelligence and information in all cases where CSE is suspected. This is to ensure co-ordinated and effective interventions are instigated, reduce harm to victims and provide a greater ability to disrupt and prosecute perpetrators. These meetings/discussions will also prioritise the groups identified as being at an increased risk of CSE [Appendix C](#) and respond accordingly.

The multi-agency meetings/discussions will call upon the diverse skills and experience available from its members to manage the threat posed by CSE. Members should challenge partners, when appropriate, to ensure that each organisation plays its part collectively and effectively to ensure the best outcomes for the child or young person.



## **Meeting Structure**

The type and format of meetings are described below. These enable all agencies to keep a clear overview of child sexual exploitation issues within their area as per 'Working Together' and other statutory guidance. It is also recommended that each Local Authority considers nominating or employing a dedicated CSE co-ordinator to have daily contact with the police service so that can work together to identify and address the early signs of CSE.

## **Multi-Agency Meetings**

### **Strategy/Multi-Agency Professionals Meetings (MAP)**

These meetings will be convened by the lead agency, often Children's Services, as specified by the London Child Protection Procedures. The meeting will also include those professionals who are working with the individual victims to coordinate and deliver a child in need or child protection plan. The meeting will manage identified cases of CSE share all relevant information and agree a plan to safeguard the individual child to achieve a positive outcome. Cross borough strategy/MAP meetings for those children that are placed out of borough should also be established where required. The CSE lead in Children's Services should have an overview of these cases and feed trends into the Multi Agency Sexual Exploitation meeting. Some boroughs may consider merging this meeting into their MASE meetings but this will depend upon the circumstances in each case.

Where there are links between children e.g. attending the same school or going missing together there may be merit in considering strategy/MAP meetings that address the relationships between groups of children at risk of CSE or where there are indicators that CSE already taking place.

### **Multi-Agency Sexual Exploitation Meetings (MASE) - Lead Agency - Police Service**

It is recommended these meetings should be convened on a monthly basis. The MASE meeting should be chaired by the local Borough Police at a rank not below Inspector. There may be an agreement locally for the meeting to be jointly chaired by a manager from the local Children's Services. However, the chairperson must be sufficiently experienced to ensure the meeting remains focused and at the appropriate level to hold agencies to account for activity. Police attendance should always be at a senior level (DI/DCI).

A MASE meeting is not designed to replace the guidance provided in the London LSCB procedures or any other referral and assessment process currently in place.

A MASE meeting should be the driver for agreeing the appropriate operational activity necessary to tackle CSE threats within each borough and across borough boundaries. It should be focused on safeguarding the victims, disrupting the perpetrators, targeting venues/locations, ensuring information is recorded and exchanged, linking in with other areas e.g. MARAC/MAPPA and providing information to inform problem profiles and the LSCB.

Full guidance on MASE meetings including a suggested agenda is contained in the 'Terms of Reference' for MASE Meetings at [Appendix D](#).

## **Local Safeguarding Children's Board Meetings (LSCB) - Lead Agency - Children's Services.**

The CSE lead (SPOC) for each agency will report to the Children's Services member on the LSCB or to the chair of the identified LSCB sub-group who oversee Child Sexual Exploitation. The LSCB should directly, or through a sub-group, establish a local strategy which includes a prevention strategy, measures for identifying outcomes for CSE and an agreed approach to obtain a data set of CSE cases across Children's Services and other agencies.

### **Police Meetings**

**Daily Intelligence Meeting (DIM)** CSE should be a standing agenda item for these daily meetings. Any immediate concerns identified by the intelligence meeting must be addressed. There should be a focus on those reported missing who may be displaying warning signs of being at risk. It is expected that all agencies conduct similar meetings and any new information/intelligence should be passed through the normal channels. Each LSCB should have an identified sub-group and named strategic lead responsible for co-ordinating responses to CSE and able to target preventative work through the police, Children's Social Care, Non Government Organisations and others.

**Fortnightly Tasking & Co-ordinating Group Meetings** CSE should be a standing agenda item at these police meetings. Police should review borough activity against CSE activity and task resources accordingly, in order to gather evidence and disrupt perpetrators in identified hotspots.

**Monthly BOCU/OCU Crime-fighters Performance Meetings** CSE should be a standing agenda item at these Police meetings. CSE should include a performance framework once a baseline set of data has been established and agreed. These will show outcomes and be easily retrievable from existing databases to avoid unnecessary abstractions retrieving the information.

**Monthly Meetings with The Crown Prosecution Service** Police should establish a workable CPS/MPS protocol for CSE and arrange regular quarterly meetings with the CPS to develop best practice.

**Daily Pace Setter Meetings** Police should respond to any immediate concerns identified by the intelligence meeting, ensure child abduction warnings are prioritised and direct patrols to any hotspot locations e.g. outside schools. The Sexual Exploitation Team must maintain a close working relationship with colleagues on BOCU's who manage missing children reports to ensure all available intelligence is obtained to provide effective early interventions.

## **6. Reporting Suspicions of CSE - Multi Agency Responsibilities**

Each organisation will nominate a representative to provide a conduit for information sharing through the Multi Agency Safeguarding Hubs (MASH). This will ensure the information is shared, handled and stored in accordance with the MASH terms of reference.

## **MASH and CSE**

The MASH will provide a key role in establishing those at risk of CSE by identifying the warning signs within referral notifications. These signals will trigger a risk assessment which will then be channeled through the agreed pathways to progress services such as investigations or interventions.

The information gathered from partners within MASH will be assessed by Children's Social Care (CSC) and appropriate partner agencies, on a case by case basis. This will contribute towards the assessment and where CSE is identified as a risk within a MASH the relevant information will be passed to an operational team to progress any investigation or intervention.

The MASH product will provide an initial assessment to enable operational teams and professionals to progress the case assessment and plan to reduce the risk, support the welfare of the victim(s) and pursue any offenders.

The operational team dealing will use the information to provide an initial assessment of the level of risk to victims and potential victims of CSE. The information would also be used to further inform investigations and tactical options for existing agencies involved with the child. This assessment and subsequent assessments would also identify any welfare needs for the child.

Children and young people who go missing are acknowledged by the Children's Commissioner as being at a greater risk of CSE. [Appendix E](#) details the action required when a child reported missing is found.

### **SC&O17 Referral Desks**

When a CSE related Merlin or any other CSE related referral is received within a MASH, and there is currently **no** Allocated Social Worker (ASW) the MASH will create the non crime 587/00 CSE CRIS report and flag it ES. Merlin's and referrals reporting or containing CSE concerns where there **is** an ASW will be passed straight to that ASW who must then make a referral via an 87A to the SC&O17 CAIT Referral Desk (unless different local guidance for reporting the CRIS is in place) where a CRIS report will be completed. Any strategy discussions held will be cross referenced with the originating Merlin or CRIS report. CRAM will not be necessary on the CRIS and there is no expectation for the SC&O17 referral desk to retain ownership of any CSE CRIS reports. The SC&O17 Initial Assessment Team (IAT) will review all 587/00 CSE CRIS and crime CRIS flagged ES and categorise them to inform which investigative unit is best placed to investigate.

[Appendix F](#) illustrates the basic pathway for a non police CSE referral. The key aim is to ensure children at risk of CSE are 'visible' by ensuring those concerns and risks are recorded on the CRIS system along with appropriate safeguarding action.

### **CSE - Police Officer Reporting Pathway**

All police officers have a duty to safeguard and protect children under S11 Children Act 2004. The MPS current procedures require all officers to complete a MERLIN PAC for a child that comes to notice. This procedure applies to those occasions when a child is believed to be at risk of CSE. There is a specific category on the MERLIN PAC to highlight a CSE concern. The reporting officer will also complete a CRIS report even where no actual

allegation of crime is made and no offence has been alleged. The MERLIN reference number must then be cross referenced onto the CRIS report.

When an officer identifies that a child (any person under the age of 18), is at risk of CSE the first consideration must be their protection and safety and if the officer believes that the child is in immediate risk of significant harm, then police protection must be considered and the appropriate procedures complied with. [Appendix G](#) illustrates the front-line officer's pathway to be followed.

Responsibility for police category 1 and non contact on-line police category 2 investigations and interventions will rest with borough police and partner agencies (not looked after children) where the child resides. Where the exploitation is taking place away from where the child resides, the borough where the exploitation is taking place will conduct any necessary enquiries on behalf of the owning borough. This will include liaison with Children's Services local to where the risks are apparent. For children who are in the care of Social Services (looked after children) procedures set out in the London CP procedures for their response will be followed. The lead police responsibility will remain with the borough where the child resides.

The MPS Sexual Exploitation Team will provide support through guidance of all police category 1 notifications to ensure the necessary enquiries are completed in a timely and effective manner. However, all professionals need to remain vigilant and curious as children and young people can be assessed as police category 1 due to a lack of information or engagement at the time. Child Sexual Exploitation is a very dynamic process, young people can be drawn in and out of CSE and/or the speed in which young people can become involved can on occasions be very short.

### **CSE - Child Abuse Investigation Command (SC&O17) Decision-Making Pathway**

The Sexual Exploitation Team will deal with all contact police category 2 and police category 3 investigations. [Appendix H](#) illustrates the pathway to be followed by SC&O17 staff.

### **Recording all suspicions of Child Sexual Exploitation**

Relevant flags on CRIS, Crimint and Merlin must be used to identify all referrals or intelligence for CSE. This will assist in creating problem profiles and the retrieval of statistical data. Partner agencies are also encouraged to explore effective recording processes to identify CSE trends. The rationale for believing any suspicion of CSE must be entered on the DETS page within the CRIS report. It is recommended the rationale will include any of the CSE warning signs identified.

### **The MPS 'Branch Flags' are;**

**ES** - Must be entered onto the CRIS report to identify any investigation which involves a suspicion of Child Sexual Exploitation.

**GE** - Must be entered to identify criminal investigations where the offence appears to be the responsibility of an 'exploitive group', e.g. the Rochdale scenario.

**GA** - Must be entered to identify criminal investigations where the offence appears to be the responsibility of an 'exploitive gang'.

**LA** - Must be entered onto the CRIS report to identify a Police Category 1 Sexual Exploitation Enquiry.

**LB** - Must be entered onto the CRIS report to identify a Police Category 2 Sexual Exploitation Enquiry.

**LC** - Must be entered onto the CRIS report to identify a Police Category 3 Sexual Exploitation Enquiry.

**EU** - Must be entered to identify children who are suffering/involved in Sexual Exploitation 'Online', e.g. by the use of any computer or other electronic devices containing social media Apps, Facebook, Twitter, Whats App etc.

A NON-Crime code of 587/00 has been introduced to create a CRIS report where concerns are raised about a child or children who may be subject to sexual exploitation even where no actual allegation of crime is made and no offence has been alleged. This code will be used to record enquiries/investigations and also to record multi agency activity/partnership working and outcomes in such circumstances. The flag **ES** must also be entered onto the CRIS report. However, these reports relate to individual victims and not the number of times they have come to notice. This will reduce the time spent by officers completing repeat Non-Crime 587 reports and will ensure they remain victim focused and not incident focused.

#### **Outcome codes to be entered at the conclusion of the investigation**

**MI** - Must be entered onto the Victims Code of Practice page of the CRIS report when a positive Intervention for the victim is achieved.

**FP** - Must be entered on the suspect's page of the CRIS report when any order is served on the suspect. This includes Section 2 Abduction Warning Notice Orders, Sexual Risk Orders (SRO's), Notification Orders, Anti-social Behaviour Orders (ASBO's).

**FO** - Must be entered onto the suspect's page in the same manner when a Sexual Harm Prevention Orders (SHPO's) is served. This is because SHPO's already have a recording mechanism on the CRIS system.

**FQ** - Must be entered onto the suspect's page of the CRIS report when a positive disruption to the suspect(s) has been achieved. This will include positive disruptions where a suspect has been charged as a consequence of a sexual exploitation investigation. This is regardless of whether the charge is related to a sexual exploitation offence or not. EG: Suspect charged with drug offences.

**FP, FO and FQ** flags are generated by going to the Suspect Elimination screen - On to circulation - click on circulations title then "look up" - select finger and palm print results + SHPO then scroll down, **FP, FO and FQ** flags can be found here.

## **7. Support for Victims & Families**

Child Sexual Exploitation has a devastating impact, not only on the child victim but on the whole family. Parents and carers will want the perpetrators arrested and prosecuted and can be valuable partners in supporting an investigation by providing intelligence, corroboration and other evidence. Practice has shown that providing effective engagement and support to both the victim and their family can significantly improve criminal justice outcomes.

The actions of alleged offenders or their associates in attempting to intimidate the child can be devastating for a victim. There may be direct action against the victim and family, or subtle threatening messages via social media, or to siblings and friends. Dealing promptly and robustly with any intimidation will help. It may be beneficial for any investigation of intimidation to be managed by officers not involved in the original investigation.

Supporting victims and their families must be based upon a multi-disciplinary assessment of their circumstances. However, evidence has shown how important families are in helping young people in their recovery. Families also need help to deal with the impact of CSE and LSCB's must ensure there is access to appropriate support both on a local basis and through national organisations.

In its work with victims, Barnardo's has adopted a model based on: Access, Attention, Assertive Outreach and Advocacy. Young people need to know and experience the persistence of someone who is genuinely concerned for them. To do so requires a flexible response that can meet with young people and their families on their terms. It requires someone who is committed, comfortable and safe and someone who can get or provide the right help at the right time. To do all this relies on a worker who has strong links with local networks of support and who is well supported and supervised by their own organisation.

Other agencies can help support the victim and their family, for example, Victim Support and the Witness Service. PACE (Parents against Child Exploitation) is a national charity which has experience of supporting families through complex cases and can provide specialist support to parents and carers.

Official advice and guidance, overseen by the LSCB's, should be delivered in schools and other settings such as youth clubs or sexual health clinics. In all cases, it will be important to give young people clear choices about their options for support and wherever possible, formally establish the consent and engagement of the young person.

The Child Exploitation On-line Protection (CEOP) [Thinkuknow](https://www.thinkuknow.co.uk/) website provides information for children and young people on how they can protect themselves online. Parents, carers and teachers can also use the website to understand how they can help to protect children in their care while they are using the internet.

### **Methods of coercing victims**

The vulnerability of many victims makes them particularly susceptible to the grooming tactics used by offenders. Most victims are groomed to a certain extent by their exploiter, who will use various persuasive methods to control them and keep them in exploitative situations. This may include encouraging the victim to play a participatory role in the production of indecent images and/or to recruit other victims to participate in the activity.

Offenders exploit their victims further by creating or exacerbating vulnerabilities they have in order to retain control over them. Vulnerabilities include disengagement from friends and family, detachment from services and challenging or criminal behaviour.

The following methods can also be used to coerce a victim:

- Presents – especially in the grooming phase.

- Food treats.
- Rewards, mobile phone top-ups.
- Giving the child or young person attention (listening to them or showing an interest in them or what they are doing).
- False promises of love and/or affection.
- False promises of opportunities, e.g. modeling, photography, acting.
- Alcohol.
- Drugs – either supply or paying off drug debt.
- Paying off debt.
- Mental manipulation.
- Blackmail.
- Fear.
- Physical violence.

This is not an exhaustive list and not all the methods listed will be used, or occur in the order above.

### **Victims**

Male and female victims of sexual exploitation may not disclose their exploitation voluntarily. A number of factors (see risk factors) may account for this, including:

- Fear of their exploiters.
- Fear their sexuality will be questioned.
- Loyalty they have to their exploiters.
- Failing to perceive themselves as a victim of exploitation (owing to the methods of coercion/grooming the offender(s) uses).
- Believe they are in a consensual relationship and sexual activity is a normal part of the relationship.
- Unable to express the exploitation/abuse.
- Believe they have acted voluntarily.
- Negative perceptions or fears that they have about authorities.
- Not aware of the help that is available to them.
- Fear of not being believed.
- Ashamed or embarrassed about what is happening or what has happened to them.
- Fear of bringing shame to their family because of cultural/religious beliefs.

A perception that a young person is troublesome, rather than troubled, can affect their credibility and influence whether that individual seeks help. It can also make them fiercely resistant to offers of support. In such cases investigators should consider how they can overcome issues of credibility (see [CPS \(2013\) Guidelines on Prosecuting Cases of Child Sexual Abuse](#)). Rejecting help is more likely if the young person feels that they have been let down in the past by those who should have been protecting them.

The police should work with advisory services or agencies, where possible, to help raise awareness among young people and local communities about the risks of sexual exploitation and how they can seek help. This will:

- Ensure young people who are already at risk or experiencing sexual exploitation know where to seek help.
- Re-assure them that their complaints will be acted on and dealt with appropriately.

### **Boys and young men**

The risk of boys and young men becoming victims of sexual exploitation by both male and female offenders is underestimated and less well understood than those relating to girls and young women. Boys and young men also face additional barriers to disclosing. These barriers include:

- Fear of experiencing homophobia.
- Fear their sexuality/masculinity will be questioned.
- Fear they will not be believed.
- Not perceiving themselves as a victim because their abuser is female.

### **Monitoring concerns of CSE**

Where a risk of CSE has been identified or suspected, the following may assist the parent / carer in pro-actively collating intelligence, information and evidence to prosecute or disrupt perpetrators:

- Ensure mobile phones are subject to a contract and not "Pay as You Go". Obtain itemised statements.
- Ensure Oyster-card numbers are registered. Check movements via TfL website.
- Log registration numbers of vehicles used to collect children or young person.
- Obtain details of names and phone numbers of suspected abusers from mobile phones and SIM cards.
- Note whether unaccounted goods enter the home.
- Check bins for receipts of goods which may identify bank card details of perspective perpetrators.
- Maintain details of social sites used.
- Keep records of friends / people visiting home address.

### **Forensics - Victim Strategy**

In all cases of suspected CSE, (even where there is no disclosure) rape SOP procedures for recovering evidence should be considered. This is particularly relevant when completing a missing person de-brief. Consideration needs to be given to the use of Early Evidence Kits, preservation of crime scenes (including the child) seizure of clothing particularly underwear,



phones and electronic devices that may hold potential intelligence and evidence to identify adult abusers. Ideally, this should be completed with the consent of the victim or other person responsible for the property in writing i.e. parents if they own the phone etc. However, if a child/young person refuses to give consent or does not wish to engage or cooperate with an investigation, the rationale of any intrusive measures taken to safeguard and minimise the risk of CSE should be documented.

### **Consent**

The fact that a young person is 16 or 17 years old and has reached the legal age of consent should not be taken to mean that they are no longer at risk of sexual exploitation. These young people are defined as children under the [Children's Act 1989](#) and [2004](#), and they can still suffer significant harm as a result of sexual exploitation. Their right to support and protection from harm should not, therefore, be ignored or downgraded by services because they are over the age of 16, or are no longer in mainstream education.

Sexual activity with a child under the age of 13 is an offence regardless of consent or the defendant's belief of the child's age.

The Act also provides for offences specifically to tackle the use of children in the sex industry, where a child is under 18 (ss 47 to 50).

### **Criminal Justice Support for Victims**

Sound preparation between police and children's services will increase the likelihood of providing effective witness care prior to a criminal trial. This should be completed jointly between Metropolitan Police and Children's Social Care.

A victim care strategy should be driven by the victim's needs and include details such as:

- Use of special measures to support victim/witnesses.
- Use of intermediaries.
- Reassuring them of their safety.
- Keeping regular contact and updating with trial dates.
- Encourage and assist a pre-court visit.
- Provide the victim/witness with a child witness pack, age appropriate.
- Transporting to and from court.
- Debriefing them at the end of each day.
- Consider a one to one meeting with prosecuting barrister.
- Bail management of suspected perpetrators.
- Arrangements for attendance at sentencing as part of the closure process if deemed appropriate. MPS and CSC to discuss in the best interests of the victim.
- Re-housing is arranged through the local authority in extreme cases e.g. where there is further risk of CSE or threat to life.
- Assistance with the CICA (after trial).

It is a fundamental aspect of the Crown Prosecution Service policy and the multi-agency practice guidance on pre-trial therapy that the best interests of the child are paramount when deciding whether, when and in what form, therapeutic help is given. Further details can be found in the multi-agency practice guidance entitled 'Provision of Therapy for Child Witnesses Prior to a Criminal Trial'.

**A list of the legislation commonly used in prosecutions connected with Child Sexual Exploitation is shown at [Appendix I](#).**

## **8. Prevention Strategies**

### **Offenders**

The majority of CSE offenders are male and their ages can range from school age (e.g. peer-on-peer or gang-related abuse) to the elderly. However, women and victims of CSE can be groomed to recruit and coerce other victims into CSE.

The demographic of offenders varies in terms of ethnicity, social background and age.

In comparison with what is known about types of CSE, far less is known about the characteristics of CSE offenders. The Office of the Children's Commissioner's [2013 report](#) acknowledges that agencies rarely record data about perpetrators of CSE, and the information they do record is often incomplete or inconsistent.

It is difficult for agencies to develop a profile of this type of offender and for victims to identify them. For example, if young people are sexually exploited via social media tools, the true identity of the offender may be hidden and it may not be apparent to the victim that there is more than one offender. Offenders may also use aliases or nicknames to conceal their identity.

A victim's ability to identify an offender may be impaired by drugs and alcohol given to them during the commission of the offence.

Police officers should be aware that the offender may be a member of the victim's family. The family home is not, therefore, always a place of safety for the victim. Officers should ensure that children are returned home only where it is safe to do so. Where there are concerns about the involvement of, or repercussions from family members, children should be spoken to privately.

Offenders groom victims in order to manipulate them. This includes distancing them from friends and family to control them. The power and control exerted by the offender is designed to increase the dependence of the victim as the exploitative relationship develops. Offenders often use flattery and attention to persuade victims to view them as a 'boyfriend'.

Some offenders get satisfaction from exerting control over victims through coercive and manipulative behaviour. It is believed that this is done not only to commit offences, but also as an end in itself. In this respect, the psychological profile of this type of offender appears to resemble that of a domestic violence offender.

### **Identifying and managing geographic hotspots and venues**

General awareness of CSE amongst key groups of professionals and community organisations is a critical protective factor for children and families. Mapping of potential access points to vulnerable children and young people will assist in targeting those areas where perpetrators prey on children. Police should lead on this but information and intelligence from all agencies will be used to map the 'hotspots'. These areas may include; hostels, care homes, youth clubs, schools, taxi ranks, local food outlets etc.

## **Reducing vulnerabilities through support and education**

Raising awareness includes sending out regular material to all places where children and young people gather e.g. youth clubs. This should be general material telling 'stories' to engage children and young people in discussions, with a focus on safety and safe relationships and should also contain material aimed at professionals to recognise the signs of CSE and how children and young people can access advice and services. Umbrella services such as Childline, CEOP or other signposting sites should be included with all material.

Training awareness packages should be identified for schools/other settings that deal with large numbers of children or those agencies that offer targeted services to vulnerable children and young people such as pupil referral units or residential children's homes. Ideally, this training should be delivered under the auspices of the Safeguarding Boards supported by officers such as schools officers and specialist professionals to raise awareness of Child Sexual Exploitation.

Local faith groups should be encouraged to join awareness raising or training and messages given to congregations.

Workshops aimed at parents and professionals within children's centres, schools and similar settings are an effective method of raising awareness.

Prevention requires a coordinated systematic approach across a LSCB area and prevention is critical to the identification and protection of children and young people from CSE as well as raising awareness amongst agencies and communities about child sexual exploitation and its indicators. Patterns and prevalence should be understood about how child sexual exploitation can operate in an area and strategies adjusted in accordance with this knowledge. Prevention work related to CSE should be part of community engagement and safety planning. There are clear overlaps with work already being done with other vulnerable individuals such as teenage pregnancy, gangs, youth justice and Drug/Alcohol groups.

### **Prevention strategies for Businesses and Night Time Economy - Operation Makesafe**

Operation Makesafe is an initiative to identify potential victims of Child Sexual Exploitation with the assistance of business owners/premises where CSE has historically taken place. This will include hotels, taxi, fast food restaurants, and licensed premises. This is not an exhaustive list.

CSE awareness training is provided to staff at these premises in relation to the warning signs for CSE and what actions should be taken if they are concerned about a child's safety or concerned about suspicious behaviour or activity on their premises.

If concerned the business community are encouraged to ring 101 and quote Operation Makesafe where they will receive an appropriate police response.

Local authorities and borough police are encouraged to promote this initiative within their boroughs.

## **9. Intervention Strategies**

These interventions should be targeted at those who may be vulnerable to exploitation to ensure they are identified as early as possible, particularly with primary school age children, as they move to secondary school. Staff aware of any transitional difficulties should alert the designated teacher for safeguarding at the earliest opportunity. These could include; signs of poor attendance or bullying via sexting, BBM messaging, distribution of indecent images or allegations of a sexual assault.

These preventions should also be targeted at professionals such as residential care home staff/foster carers. All staff in direct contact with children should receive awareness training on CSE annually, preferably in a multi-agency setting to enable new staff to be kept up to date with the latest information on the subject.

Educational Welfare Officers, Attendance Welfare Officers, Head Teachers and Health Professionals connected to LAC or Schools hold a significant amount of information on children within their respective areas. They must be made aware of any significant low attendance, truanting, sudden changes in performance/behaviour/well-being as these could be possible indicators of Child Sexual Exploitation. If these circumstances they must act promptly by alerting child protection leads, children's services and/or police.

Children or young people identified as 'at risk' via an Early Health Assessment (EHA) may also be 'at risk' of CSE. In these circumstances, the CAF or CASA must be reviewed to establish whether the child or young person is also 'at risk' of CSE.

The following is a list of intervention strategies for information purposes only. This should not be viewed as an exhaustive list:

- Obtain as much information as possible to identify associates and those who pose a risk to children and young people. Good information includes full names, nick names, telephone numbers, addresses and car registrations etc.
- Keep accurate records and retain the information on children's personal files; it is important to date and time the information and note who is involved in incidents and any interventions. Clarity must be shown within the record as to fact and professional's opinion.
- Consider removing mobile phones at night for the purpose of charging the batteries and monitor internet, call and text use.
- Secure mobile phones and sim cards, particularly if supplied by abusers and pass to the police.
- Promote positive relationships with family, friends and carers.
- Build the young person's self-esteem.
- Raise the young person's awareness of CSE and the dangers of risk taking behaviours.
- Explore health needs of young person.
- Involve the young person in diversionary activities.

- Improve the home environment for the child.
- Explore the child's educational needs and circumstances.
- Plan on positive change for the future and set small targets to achieve monthly.
- Weekends/school holidays activities or team building exercises through multi agency provision.
- Arrange work experience opportunities or vocational training.

## **10. Disruption Strategies**

The following is a list of disruption strategies for information purposes. However, this should not be viewed as an exhaustive list:

- Consideration should always be given to using Child Abduction Warning notices under Sec 2 of the Child Abduction Act 1984 and Sec 49 of the Children's Act 1989.
- Any 'hotspot' locations identified through debriefing missing children, patrolling officers or other intelligence sources must be policed accordingly. These locations may include night time economy venues, hostels, food outlets, taxi ranks, outside schools, addresses frequented by missing children or other venue's where perpetrators may prey on victims. Appropriate information must be provided to patrolling officers, especially Safer Neighbourhood Teams to enable disruption and intelligence gathering to take place.
- A 'locate trace marker' must be entered onto the PNCID for all children and young people identified at risk of CSE and suspected perpetrators. Therefore, if stopped, sighted or dealt with in any circumstances or at any unsociable hour, the officer is immediately alerted that the child or young person may be at risk of CSE and can take the appropriate action to safeguard the child. The officer should update the working CRIS report with details of this stop.
- Use of licensing laws/powers including licensing of private hire vehicles.
- Court orders should be considered to manage identified perpetrators, these include, Sex Harm Prevention Order (SHPO), Sexual Risk Order (SRO) or Antisocial Behaviour Orders (ASBO).
- ANPR - any vehicles linked to CSE through evidence or intelligence should be linked to the ANPR system.
- Special schemes - should be included on the CAD system for victims and perpetrators addresses (e.g. addresses where mispers are frequently found etc).
- Targeting of identified perpetrators to put the fear of crime back onto the offender.
- School networks - sharing of information/intelligence regarding perpetrators and suspected perpetrators with teachers/pupils.
- Non Government Organisations - sharing information/intelligence regarding perpetrators with NGO's e.g. NSPCC, Barnardo's, Women and Girls Network and Safer London Foundation.

- Information to local hotel/B&B's etc - consideration should be given to providing local hotels/B&B's with photos of children who frequently go missing believed to be at risk of CSE and identified perpetrators.

## **11. Investigation Strategies**

CSE is not a specific criminal offence. It encompasses a range of different forms of serious criminal conduct and a number of individual offences.

In assessing whether a child or young person is a victim, or at risk of becoming a victim, of sexual exploitation, careful consideration should be given to the following:

- A child under the age of 13 is not legally capable of consenting to sex (it is statutory rape) or any other type of sexual touching.
- Sexual activity with a child under 16 is an offence.
- It is an offence for a person to have a sexual relationship with a 16 or 17 year old if they hold a position of trust or authority in relation to them.
- Where sexual activity with a 16 or 17 year old does not result in an offence being committed, it may still result in harm or the likelihood of harm being suffered.
- Non-consensual sex is rape, whatever the age of the victim.
- If the victim is incapacitated through drink or drugs, or the victim, or his or her family, has been subjected to violence or the threat of it, they cannot be considered to have given true consent and, therefore, offences may have been committed.
- CSE is an issue for all children under the age of 18 years and not limited to those in a specific age group.

CSE investigations require a proactive approach to explore the nature and patterns of sexual exploitation locally, and to share information with partner agencies about those at risk and potential offenders.

Investigators should liaise with the CPS at the earliest opportunity to seek appropriate advice as this can help to outline an effective investigative strategy which will strengthen the prosecution case.

Children and young people who are sexually abused or exploited often find it difficult to report or disclose information about the abuse at the time. It is good practice to spend time building a rapport with a victim and this could take several months. If no disclosure has been made and if all other lines of enquiry have been completed it is good practice to revisit the victim six months later to establish if they are ready to make a disclosure.

### **Visually recorded interviews**

These must be planned and conducted jointly by LA children's social care and the police in accordance with the [Achieving Best Evidence in Criminal Proceedings: Guidance for Vulnerable or Intimidated Witnesses, including Children \(Home Office 2002\)](http://www.cps.gov.uk/publications/docs/bestevidencevol3.pdf) available at: <http://www.cps.gov.uk/publications/docs/bestevidencevol3.pdf>

All events up to the time of the video interview must be fully recorded. Visually recorded interviews serve two primary purposes:

- Evidence gathering for criminal proceedings.
- Examination in chief of a child witness.

Relevant information from this process can also be used to inform S47 enquiries, subsequent civil childcare proceedings or disciplinary proceedings against adult carers.

In accordance with [Achieving Best Evidence](#), all joint interviews with children should be conducted by those with specialist training and experience in interviewing children. Specialist /expert help may be needed.

### **Third party material**

Investigators should obtain relevant material from partner agencies and third parties as soon as possible. Delays can sometimes occur between submission and receipt of the requested material. Where necessary, signed consent should be obtained from the victim, the victim's parents or their carer, for access to the relevant records. This material may include: medical records or family and civil proceedings documentation. Third-party material can also help to find corroborative evidence to support or disprove the allegation. This can include observations by carers relating to changes in the victim's behaviour or evidence of grooming (e.g. receiving gifts) but can also come from other sources, e.g. 999 tapes, house-to-house enquiries or photographs.

### **Use of experts**

It is common for a victim of CSE to try and protect their abuser. This is prevalent when the victim does not perceive that they are, or have been a victim of CSE, i.e. they believe they are in a consensual relationship. Experts may help to explain this type of behaviour, which is similar to Stockholm syndrome.

### **National Referral Mechanism**

The National Referral Mechanism (NRM) is a framework for identifying victims of human trafficking and ensuring they receive the appropriate protection and support.

It is recognised that victims of CSE are trafficked across the country and even across boroughs.

The NRM is also the mechanism through which the UKHTC collects data about victims. This information contributes to building a clearer picture about the scope of human trafficking in the UK.

The NRM was introduced in 2009 to meet the UK's obligations under the Council of European Convention on Action against Trafficking in Human Beings. At the core of every country's NRM is the process of locating and identifying "potential victims of trafficking" (PVoT).

The NRM grants a minimum 45-day reflection and recovery period for victims of human trafficking. Trained case owners decide whether individuals referred to them should be considered to be victims of trafficking according to the definition in the Council of Europe Convention.

For more information on the referral mechanism and how to make a referral see <http://www.nationalcrimeagency.gov.uk/about-us/what-we-do/specialist-capabilities/uk-human-trafficking-centre/best-practice-guide>

## **12. Outcomes Framework for Child Sexual Exploitation**

The outcomes framework consists of two areas:

- Long-term outcomes for children and young people.
- Criminal Justice outcomes.

### **Long-term outcomes for children and young people**

The following is a list taken from Barnardo's outcome framework. Barnardo's direct work with sexually exploited children demonstrates that focussing on the following factors contributes most effectively to their safety and recovery in the long-term. However, this list should not be viewed as an exhaustive list:

- Reducing episodes of going missing.
- Improving school attendance.
- Reducing alcohol and drug consumption.
- Enhancing relationships with parent/carer.
- Providing stable and secure accommodation.
- Assisting the child to recognize abusive/exploitative behaviour.
- Encouraging the child to remain in regular contact with the service.
- Improving knowledge of sexual health strategies.
- Reducing association with risky peers/adults.
- Improving ability to express feelings.
- Improving knowledge of safety strategies.
- Providing the family with access to support services.
- Ensuring child becomes aware of own rights and those of others.

Each outcome has a set of specific guidance to help practitioners measure distance travelled by individual children. Interventions are normally between six months and a year with weekly sessions.

The impact of the services provided should be evaluated at regular intervals. This evaluation will assist in providing an accurate assessment as to whether the action plan has been successful or not.

### **Criminal Justice Outcomes**

These criminal justice outcomes aim to support victims and bring individuals and organised criminal networks involved in CSE to justice. They measure how these offenders are dealt with by the police and CPS. Data of these outcomes should be routinely gathered and monitored including and specifically the attrition rates for cases referred to the CPS to ensure learning captured.



These measures ensure positive interventions for victims and where suspects are identified, they are prosecuted or appropriate disruptions are put in place. These measures are key in establishing an accurate picture for tackling CSE across London. They will be included on police performance frameworks across both territorial policing and specialist crime areas of the MPS in order to focus police priorities on these often unseen and hard to reach victims. These measures include:

- Recording all interventions delivered to safeguard vulnerable children.
- The identification and disruption of individuals and organised criminal networks (OCN) engaged in CSE.
- The arrest of persons involved in CSE.
- Charging offenders for CSE related offences.
- Convictions of offenders for CSE related offences.

### **13. Communication**

#### **Aims**

- Provide a narrative and key messages around CSE for proactive and reactive communication through the media.
- Provide guidance on identifying opportunities to communicate CSE key messages.

#### **Objectives:**

- Raise public awareness and understanding of CSE and the associated warning signs to encourage reporting.
- Raise awareness and understanding of CSE and the associated warning signs within the police service and partner agencies to ensure a proactive approach is adopted to identify and investigate all suspicions of CSE.
- Aid accurate, informed and balanced reporting of CSE and the appropriate response.
- Promote best practice across London and nationally via each agency's respective media outlets.

#### **Communications approach**

- Consider use of news pieces, opinion and comment pieces, features, documentaries, training videos, education resources, ACPO and force websites, blogs, Twitter, campaigns and awareness days.
- Build relationships with journalists with an interest in CSE. Hold background briefings with these journalists to aid accurate, informed and balanced reporting of CSE and

the police and partners response. Each agency should nominate a CSE expert available to speak with media.

- Identify ways of communicating the CSE definition, warning signs and key messages to the public. This could be through:

Responding to reactive media enquiries - as a result of operational activity, court cases, or speculative enquiries as a result of news reports, documentaries, specific interest of the reporter or comments made by a stakeholder, politician or campaigner.

Proactive media engagement - responding to CSE reports or publications, during a court case of a CSE offender, during an arrest operation, when there has been a national or local success in tackling CSE or on the back of wider discussions on CSE in the media or a link to other events such as Universal Children's Day or Safer Internet Day.

- Identify ways of reaching potential victims and parents- articles in teen magazines, videos on You Tube, targeted campaigns on Facebook and Twitter and creating education packages for schools.
- Identify ways of reaching those who work with potential victims - pieces in trade press for teaching, social services and health services.
- Identify best practice in dealing with CSE and build case studies of their success.

## **Tone**

- Emphasise the positive work being done in tackling CSE but make it clear there is more to do and a plan is in place to further improve all agencies response in tackling CSE.
- Highlight some children do not see themselves as victims of sexual exploitation. A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and do not see themselves as a victim of exploitation. Misplaced loyalty to the perpetrator is common.
- Awareness of CSE and the response from all agencies are the key messages for all of the target audiences.
- Language is important. Authorities have previously referred to victims as 'promiscuous', 'prostitutes' or 'consenting', which is completely unacceptable. A child abused by an adult or a peer in a position of power is not able to consent. The term historic has also been debated as it has been seen to undermine the victim's experience. Remember they are still living with it. A more appropriate word to use is 'non- recent'.

Emphasise that some children may present themselves as not in need of any support. This may sometimes cloud professionals from recognising them as victims of child sexual exploitation.

## **Key Messages**

### **Raising Awareness of CSE**

- Child Sexual Exploitation is a form of child abuse where the victim is given something e.g. food, money, drugs, alcohol, gifts in exchange for sexual activity with the abuser. Offenders target vulnerable young people and use their power over the child to sexually abuse them.
- A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and does not see themselves as a victim of exploitation. This means that they are unlikely to report the abuse so police and partners must be alert to the signs of CSE and actively look for victims.
- CSE can occur through the use of technology without the child's immediate recognition; for example being persuaded to post images on the internet/mobile phones without immediate payment or gain.
- There is not one type of victim or offender of CSE. CSE can take many forms in many settings. If we look at just one model, such as group or gang CSE, we risk missing other victims who do not fall into that category. There is also a risk that victims don't recognise their abuse as CSE because it does not fit a particular model.
- CSE is not an indictable offence but police and prosecutors can charge offenders with rape and other sexual offences as well as kidnapping and trafficking.

### **Multi-Agency Media Response to CSE**

- CSE has now been given the government status of being a national threat for the police and partner agencies.
- Awareness and understanding of CSE has increased a huge amount in the last few years. All agencies have stepped up to face the challenges involved in tackling CSE and are investing considerable resources to fund major investigations into CSE.
- ACPO has created a CSE action plan that aims to raise the standards in tackling CSE in all forces so that the police service are providing a consistently strong approach to CSE and protecting vulnerable young people from this crime.
- All chief constables have committed to delivering this action plan. The action plan includes all forces creating a problem profile of CSE in their area to tailor their response and guide national strategy and all forces identifying a lead officer for CSE to act as a single point of contact and drive forward the action plan in their area.

## 14. Protocol Agreement

The agencies signing this protocol accept the procedures laid down in this document provide a secure framework for tackling Child Sexual Exploitation in London. Any information shared between parties in respect of this protocol will be compliant with their statutory and professional responsibilities.

As such they will:

- Implement and adhere to the standards for procedures and structures set out in this protocol.
- Engage in a review of this protocol with the other signatories twelve months after its implementation and thereafter annually.

**We the undersigned agree that each agency/organisation that we represent will adopt and adhere to this information disclosure protocol:**

<b>Agency</b>	<b>Post Held</b>	<b>Name</b>
<b>Metropolitan Police Service</b>	<b>Assistant Commissioner</b> <b>MPS Lead for Specialist Crime and Operations</b>	<b>Pat Gallen</b>
<b>London Safeguarding Children's Board</b>	<b>Chief Executive of Havering Borough and Chairperson of The London Safeguarding Children's Board</b>	<b>Cheryl Coppel</b>
<b>Local Safeguarding Children's Board</b>	<b>Chairperson for Newham's Local Safeguarding Children's Board and nominated Chairperson representing all Local Safeguarding Children's Board across London.</b>	<b>David Sanders</b>

# Appendix A

## CSE Warning Signs

Often children and young people who are victims of sexual exploitation do not recognise that they are being abused. There are a number of warning signs that can indicate a child may be being groomed for sexual exploitation and behaviours that can indicate that a child is being sexually exploited. To assist you in remembering and assessing these signs and behaviours we have created the mnemonic 'SAFEGUARD'.



### **S**exual health and behaviour

Evidence of sexually transmitted infections, inappropriate sexualised behaviour or pregnancy.



### **A**bsent from school or repeatedly running away

Evidence of truancy from school, periods of being missing from care or from home.



### **F**amilial abuse and/or problems at home

Familial sexual abuse, physical abuse, emotional abuse, neglect, as well as risk of forced marriage or honour-based violence; domestic violence; substance misuse; parental mental health concerns; parental criminality; experience of homelessness; living in a care home or temporary accommodation.



### **E**motional and physical condition

Thoughts of, or attempted, suicide or self-harming; low self-esteem or self-confidence; problems relating to sexual orientation; learning difficulties or poor mental health; unexplained injuries or changes in physical appearance identify.



### **G**angs, older age groups and involvement in crime

Involvement in crime; direct involvement with gang members or living in a gang-afflicted community; involvement with older individuals or lacking friends from the same age group; contact with other individuals who are sexually exploited.



### **U**se of technology and sexual bullying

Evidence of 'sexting', sexualised communication on-line or problematic use of the internet and social networking sites.



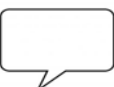
### **A**lcohol and drug misuse

Problematic substance use.



### **R**eceipt of unexplained gifts or money

Unexplained finances, including phone credit, clothes and money.



### **D**istrust of authority figures

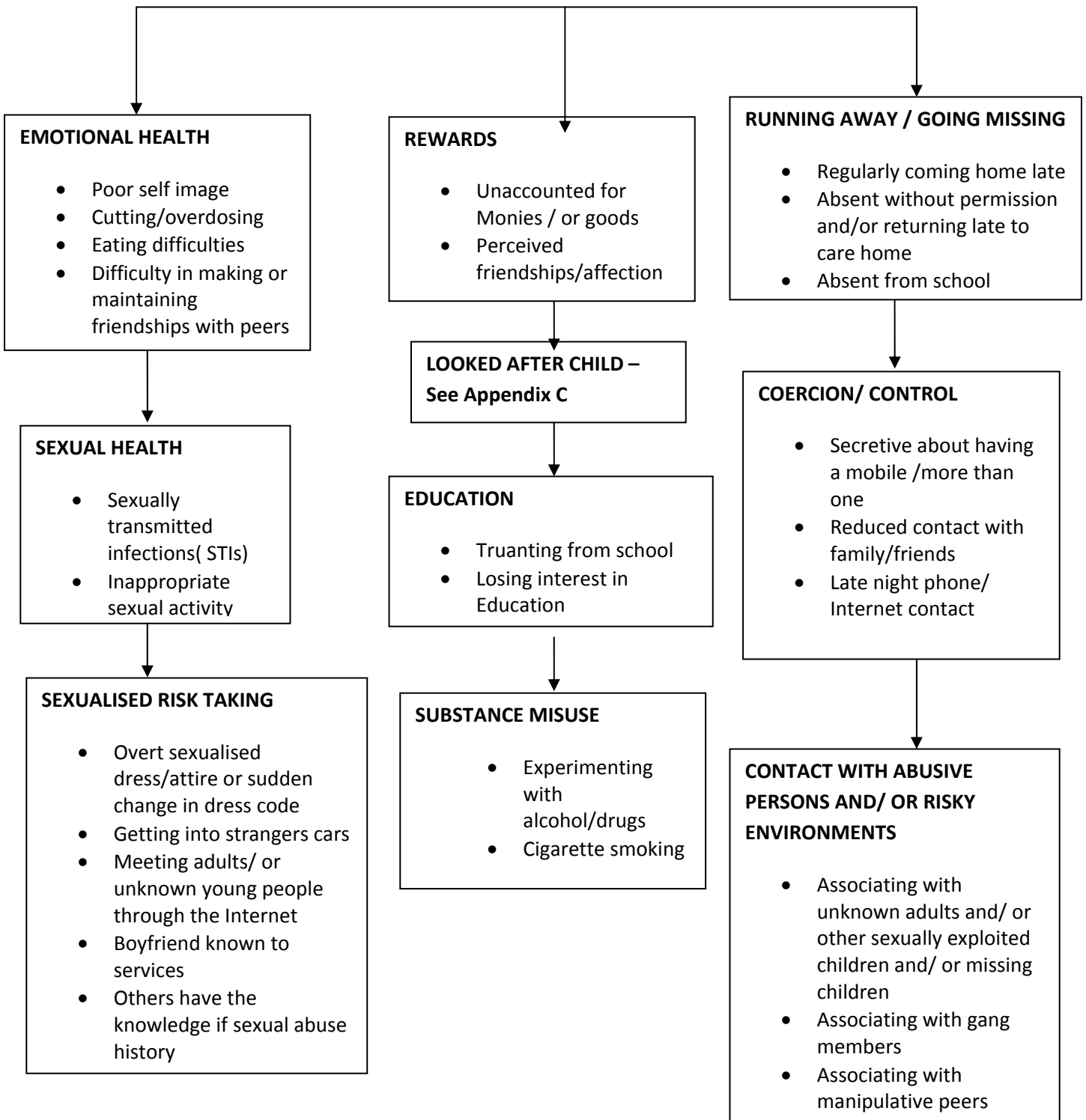
Resistance to communicating with parents, carers, teachers, social services, health, police and others.

# Appendix B

## Police Category 1 - Framework for Safeguarding Children Abused Through Sexual Exploitation

**Police Category 1**  
A vulnerable child or young person, where there are concerns they are being targeted and groomed and where any of the CSE warning signs have been identified. However, at this stage there is no evidence of any offences

### INDICATORS

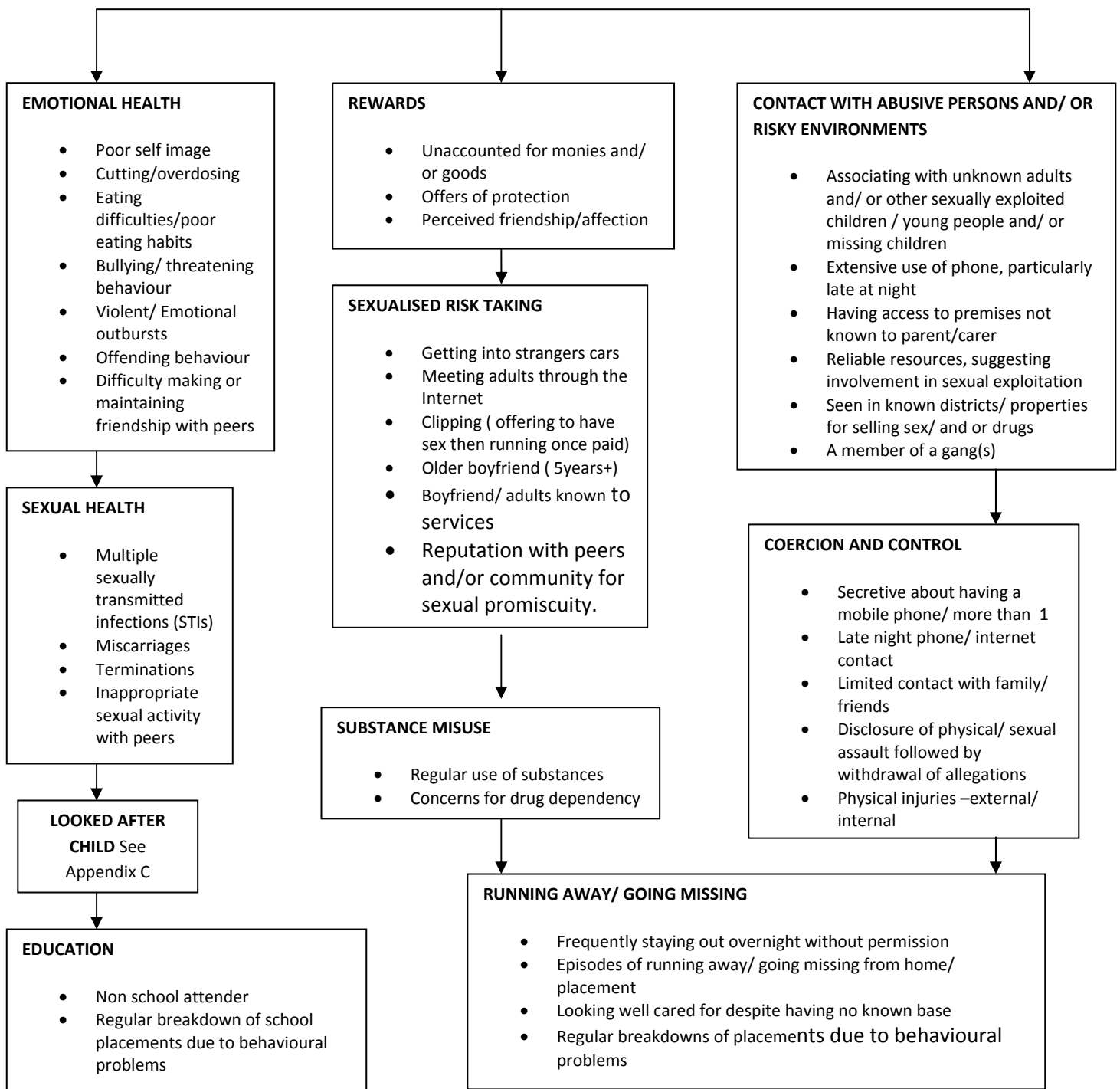


## Police Category 2 - Framework for Safeguarding Children Abused Through Sexual Exploitation

**Police Category 2**

Evidence a child or young person is being targeted for opportunistic abuse through the exchange of sex for drugs, perceived affection, sense of belonging, accommodation (overnight stays), money and goods etc. This will also include a child or young person being sexually exploited through the use of technology and without the child or young person receiving any reward. IE: the exchange of indecent images on-line. The likelihood of coercions and control is significant.

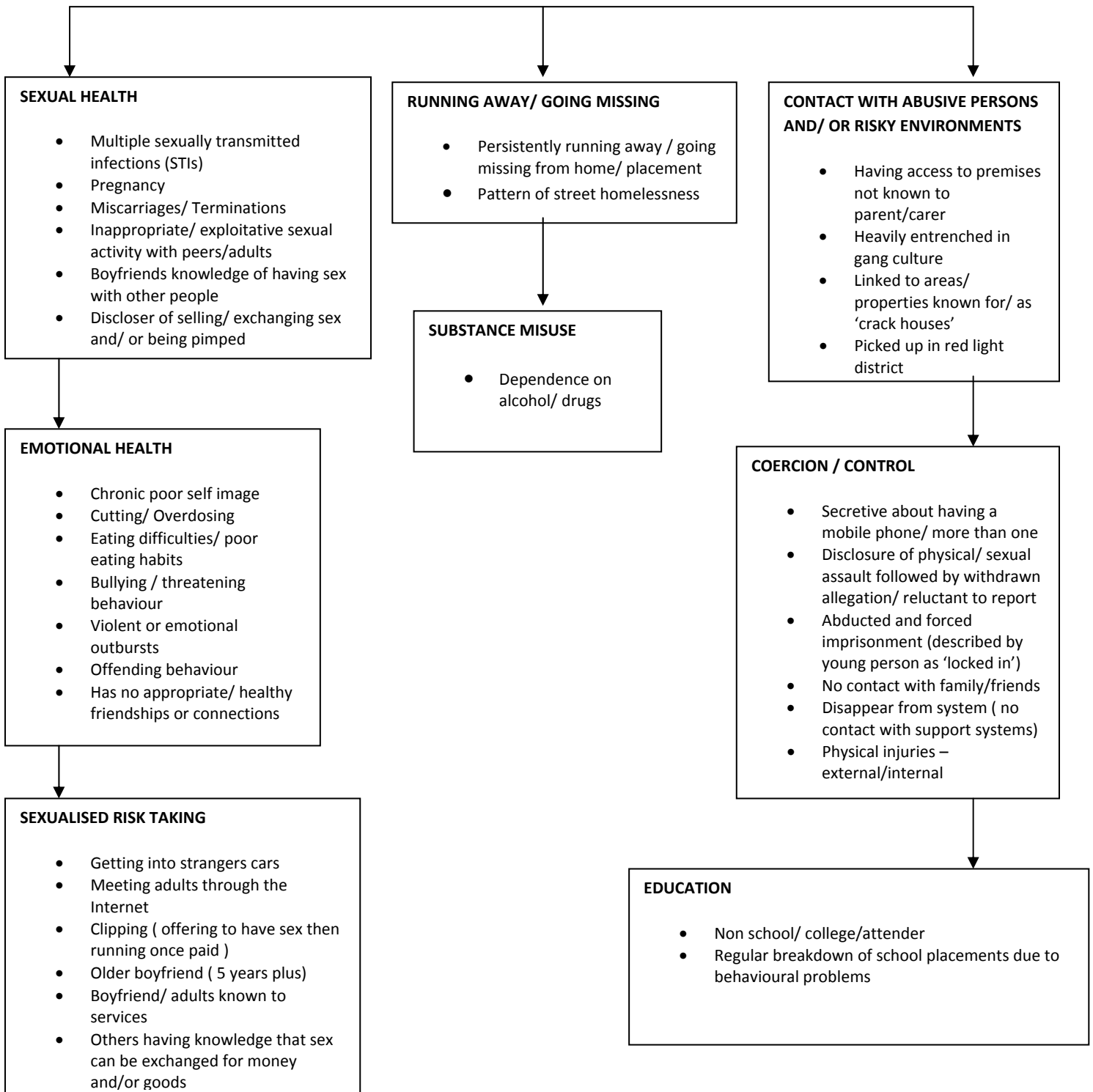
### INDICATORS



## Police Category 3 - Framework for Safeguarding Children Abused Through Sexual Exploitation

**Police Category 3**  
 A child or young person whose sexual exploitation is habitual, self denied and where coercion/ control is implicit. This is often carried out by multiple perpetrators.

### INDICATORS





## Appendix C

### Groups at Increased Risk of CSE

- There is a recognised link that children who go missing (particularly from care) and children associated with gangs are more vulnerable to being sexually exploited.
- There were 43,698 missing person incidents reported in London last year. Almost a quarter of these were children reported missing from care. This resulted in thousands of hours of police time being used in reporting the child missing, tracing the child, returning them to care and then debriefing them. It is strongly recommended relationships with local care homes are instigated for early identification of potential CSE victims.
- Children who are already deemed vulnerable, particularly children looked after by the local authority, are at disproportionate risk of being sexually exploited.

*Children Looked After are primary the responsibility of the Local Authority where they are ordinarily resident (Home Authority). If, as may often be the case, they are placed outside of the Home Authority area they then become the responsibility of the Host Authority for many services e.g. education & health. Nevertheless, they always remain the primary responsibility of their Home Authority. The Home Authority has the continued responsibility to provide a social work service to the child and to independently review those care arrangements. The role of the Independent Reviewing Officer is central in such cases with a duty to scrutinise the child/young person's care plan and make sure there is a thorough risk assessment with appropriate links to local support agencies. The allocated social worker should establish the name and contact details for the CSE lead in the Host Authority so that it can be included in the care plan for help and assistance as appropriate.*

- In some cases children may be drawn into sexual exploitation by peers who are already involved. Girls in particular can be coerced into sexual exploitation by an older man, who poses as, and who they view as their boyfriend.
- Children who have suffered a bereavement or some other form of trauma may also be vulnerable and an increased risk to being sexually exploited.
- There is a link between trafficked children and CSE. Children are frequently trafficked for sexual exploitation and this can occur within the UK and across local authority boundaries.

*“Trafficking in Persons” of children and young people under-18 is defined as that which: ‘The recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power, or a position of vulnerability, or the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs’. (Article 3 UN Protocol to Prevent, Suppress and*

*Punish Trafficking in Persons, especially women and children, supplementing the UN Convention Against Transnational Organisational Crime.* This is also commonly referred to as 'the Palermo Protocol).

- Disabled children - as their disability increases they could become more vulnerable and children with learning difficulties should also be seen as vulnerable.
- Children with low self-esteem as they are more vulnerable to being targeted by exploiters.
- There is an overlap between the definitions of CSE and domestic abuse, particularly in relation to peer abuse and lone perpetrator models. Children aged between 16-18 years are particularly vulnerable to both CSE and being caught up in relationships where abuse may occur. Each case should be initially assessed through the child sexual exploitation protocol described here and receive a child protection response, but decisions about the best policy and intervention will vary for individual young people. Careful consideration should be given to which framework would offer the most appropriate response to the victim, for example it may be better for a young person to be referred to a specialist domestic abuse service but it is important that children and young people are assessed within a child protection filter in the first instance.

# Appendix D

## Terms of Reference for MASE Meeting

### (Includes Guidance for Chair)

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

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

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

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

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

#### **Governance of the MASE Meeting**

The MASE meeting should be chaired by the local borough police at a rank not below Inspector. There may be an agreement locally for the meeting to be jointly chaired by a manager from the local Children's Services. Police attendance however should always be at a senior level (DI/DCI). The MASE meeting should report to the LSCB sub-group on CSE or where this is not in place directly to the LSCB.

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

- Volume of cases.
- Communities effected, to allow awareness raising and targeted intervention.
- Patterns of CSE identified.
- Activity against perpetrators.
- Performance of individual agencies.
- Number and type of disruptions e.g. civil orders, charging of offenders, closure of premises etc.

## **MASE Meeting Aims**

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

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

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

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

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

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

## **Suggested MASE Agenda**

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

A typical agenda for a MASE meeting will include;

- **Quality assures compliance** as above. Have all agencies recorded and are aware of referrals.
- **New cases** - summary of information, agencies involved, proposed or identified case management.
- **Review cases** - progress of case and any issues in relation to this i.e. agencies not participating in case management. Strategic issues in relation to resources etc. (This is not a case management discussion and should be no more than an update from the lead agency and compliance against the key tactical options available).
- **Children residing out of borough** - information from liaison with local area, review of risks identified.

- **Cross border Issues** - identification of trends issues, review of contact/joined up working with neighbouring boroughs.
- **Identified perpetrators** - to ensure all control/disruption measures have been taken and perpetrators have access to support programmes.
- **Problem locations and trends** - issues identified from problem profile, progress against issues identified. Identification of other agencies/departments that may need to be involved.

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

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

**Membership of the MASE Meeting**

Statutory membership should include:

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

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

- Housing Officers.
- Probation Officers.
- Mental health care providers.
- Drugs/alcohol teams.
- Other none contracted charities/support services working on the borough.
- Care home providers. This includes statutory and non statutory providers.
- Community Safety Managers.

- Representatives from business community where a problem location has been identified.

### **Advise around risk assessment tools**

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

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

### **Tactical Options to be considered by the MASE Panel**

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

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

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

1. Has the child/victim got a PNC report on indicating they are at risk?
2. Has the suspected perpetrator got a PNC report indicating they pose a risk?
3. Have abduction warning notices been considered and if so served/recorded and everyone made aware.
4. Who is the lead agency/individual responsible for de-briefing the child following missing episodes is this being done and is the information being shared.
5. Is there a forensic strategy in place around the child/victim i.e. has there been discussion around the recovery of the child's clothing following missing episodes or contact with suspected perpetrators.
6. Have civil orders been considered e.g. Sexual Harm Prevention Orders, Sexual Risk Orders, Child Abduction Warning Notices, Anti-social Behaviour Orders and High Court Injunctions.
7. Is any other legislation relevant e.g. harassment act.
8. Does the child have a phone that has a tracker on and if so who has permission to track this?

9. Are all the people relevant to the child aware of the risk that they face/are putting themselves in i.e. consider disclosure to relevant people.
10. Is secure accommodation a possibility and if so have the police provided evidence to support this.
11. Have any victim of suspect vehicles been considered for ANPR to provide information on the following:
  - Activity outside children's homes or other venues.
  - Vehicles used to transport victims between towns.
  - Vehicles roaming the streets looking for children.
12. Have CCTV staff been briefed to look for activity as under ANPR above.
13. Briefing sheets - Consider circulating pictures and details of potential victims and perpetrators along with vehicle details to all relevant people including Police, Local Wardens, other enforcement staff, CCTV operators etc.
14. Covert tactics where appropriate.
15. Source tasking may be an option.
16. DNA and other forensic examination - should be considered when there is some evidence that sexual activity has taken place. Items of clothing etc. should be seized and locations forensically examined even when a complaint is made. DNA may identify a significant number of perpetrators. If you believe a child is at risk of sexual exploitation, a volunteer DNA sample can be taken and submitted for inclusion on the Vulnerable Person DNA database (VPDD). The DNA Bureau will seek authority from the DNA Strategy Board to use this sample for elimination purposes in all CSE cases where the donor is the suspected victim. When a child continually goes missing from care, efforts should be made to make direct contact with care home staff and arrangements made for the prompt recovery of evidence where sexual offences are suspected to have taken place. Taking possession of mobile telephones and clothing could be crucial to the success of any future victimless prosecution.
17. Financial Investigation - may assist in locating vulnerable children missing from home. If you suspect that children are being trafficked for sex and the perpetrators are profiting financially, you should liaise with financial investigators and agree an investigation strategy. This may also be relevant where the perpetrator is also believed to be involved in drug offences. Financial transactions may reveal spending information e.g. hotel stays that can be followed up or identify evidence of benefit fraud, for which suspected perpetrators can be prosecuted.
18. Home visits - if you believe that potential victims are frequenting a suspected perpetrator's address, particularly where an abduction warning has been given, it may

be appropriate to arrange regular visits to the perpetrator's home address to ensure that children at risk are not present, and to reinforce previous advice.

19. Hotels - where CSE perpetrators frequent hotels and the management are failing to prevent this, you could consider liaising with Trading Standards regarding compliance with legislation. Other options include:

- Routine high visibility visits
- Meeting with area and regional management
- Using abduction warnings for management and staff
- Seizing of CCTV and guest registers
- Forensic examination of rooms
- Obtaining payment details used by perpetrators
- Covert observations
- Sections 14 of the Sexual Offences Act 2003 may apply if hotel staff allow perpetrators to rent rooms in return for money and in the knowledge that they intend to commit such an offence.

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

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

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

- Briefing PCSO, neighbourhood and high visibility patrols at relevant times.
- Using child abduction warning notices.
- Prosecuting regarding Child Abduction Offences or section 14 (Sexual Offences Act 2003) Offences.
- Covert surveillance, potentially also including mobile surveillance.



- Liaising with Local Authority Licensing and Trading Standards with a view to revoking licences.
- Liaising with the Department of Work and Pensions and UK Border Agency regarding illegal employees.
- Consider Closure Orders.

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

- Liaising with Children's Services to ensure that the home is recording patterns of unauthorised absence incidents (not reported to the Police) and that the police are being updated.
- Preparing a Police Children's Services Action Plan, agreeing joint actions for when the potential victim go missing.
- Briefing care staff regarding identities, photos and vehicle details of potential perpetrators and collating and analysing intelligence from care home staff regarding incidents, e.g. details of vehicles seen etc.
- High visibility patrols at relevant times.
- Covert observations.
- Consider moving the victim to new accommodation to prevent contact and break-up groups of victims who may go missing together.
- Collect potential sources of evidence from home staff, e.g. mobile phone lists and clothing when the victim returns and it is believed that sexual activity has taken place.

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

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

24. Immigration Status - If you suspect that a perpetrator maybe a recent arrival in the UK, enquiries should be made with UKBA to establish immigration status.
25. MAPPA referral - if the appropriate criteria are met, the perpetrator could be managed as a MAPPA case. If Probation have no involvement it may still be possible to nominate an individual as a Potentially Dangerous Person (PDP) in order for a Superintendent to authorise multi-agency involvement, third party disclosures and inclusion on VISOR.
26. Targeting other offences - perpetrators could be disrupted if targeted for other offences including monitoring or Public Order Offences.
27. Technology - Wherever possible Section 18 PACE searches of the perpetrators premises and vehicles should be conducted to secure and preserve relevant evidence including mobile phones, computers and other data storage devices. Patterns of phone calls may disclose evidential material of value, particularly if a victim's absences from a care home coincide with the receipt of calls from a particular number.
28. Facebook and social media - Although CSE Victims typically only allow access to identified "friends", accessing Social Media sites may still disclose some information. You may wish to consider gaining the appropriate authority to secure further access.
29. Search Warrants - The information shared at MASE may be sufficient for consideration of a search warrant being obtained for the home address of the suspected perpetrator. The types of warrant utilised include:
  - PACE warrants searching for relevant evidence.
  - Section 50 of the Children's Act allows entry and search where there is reason to believe that a child that is subject of a Care Order, Emergency Protection or Police Protection Order is being held in circumstances amounting to an offence under Section 49 of this act (keep away a child without lawful authority).
  - Misuse of Drugs Act, as there is a strong link between drug dealing and men engaged in CSE.

# Appendix E

## Missing children

Missing children and young people may be at increased risk of CSE and should be reported as missing to police at the earliest opportunity. Once a missing child is located, it is important that they are properly debriefed to identify any risks the child has been exposed to. There are two stages to the process, the Police Safe and Well Check and the Return Interview.

## Missing Person Coordinator (MPC)

In 2014, the MPS introduced Missing Person Coordinators to support each boroughs missing person response. The MPCs review 'missing' person and 'absent' reports to identify patterns that could indicate varying forms of abuse and work collectively with partners to address issues that trigger repeat incidents of going missing.

A significant element of the MPC role is working with care providers whose young residents are more at risk of sexual exploitation. By improving working relations with care providers the Metropolitan Police aims to perform an integral role in the safeguarding process to reduce missing incidents. Each London borough has a coordinator providing an essential link between care providers, Missing Person Units, MPS SOECA command and safeguarding partners. MPCs may also attend MASE meetings when necessary.

In 2013, the definition of a missing person was widened to include an 'absent' category. The new definition distinguishes between people who are:

## Missing

For the purpose of this procedure a child (i.e. a young person under the age of 18 years) is to be considered '**missing**' if their whereabouts are unknown, the circumstances are out of character and/or the context suggests they may be at risk of harm to themselves or others.

## Absent

A person not at a place where they are expected or required to be:

Note: Those persons (never below age of 13) categorised as such should not be perceived to be at any apparent risk. It is expected that cases classified as 'absent' will be monitored by the police and escalated to 'missing' status if risk is identified or the individual has not returned within the managed timeframe. A core principal of this process is effective intelligence research. No child would be considered 'absent' when a current CSE or similar risk to them is identified.

A child whose whereabouts are known would not be treated as either 'missing' or 'absent' under the police definitions. (This should not be confused with a police welfare check which may still be appropriate if whereabouts is known and it is considered a child may be at immediate risk of harm).

Once a child is located it is important that they are fully de-briefed to identify any risk the child has been exposed to.

### **Police Safe and Well Check - Police Responsibility**

Police will interview all children when they return. The interview consists of a simple series of questions about where the child was whilst missing, where they went, what they did, who they were with etc. However, the main purpose of this interview is to confirm they are safe and well. If the child makes an allegation of crime that occurred whilst they were missing or that contributed to him/her running away, the police will record this allegation and take appropriate action.

This is conducted by the Police upon finding the child or young person. The aim is to quickly confirm their security & welfare and identify offences & offenders.

### **Return to Home Interview - Children's Services Responsibility**

Children should be informed of their right, and encouraged, to talk about the incident to someone independent of their parents/carer's on their return. Providing children with the opportunity to talk is key to safeguarding them. The interview and the actions that following from it must:

- Identify and deal with any harm the child has incurred (his/her medical condition should be discussed immediately and any need for medical attention assessed)
- Understand and address the reasons the child ran away (the child's living arrangements/placement might need to be reviewed)
- Try to avoid it happening again.

### **The child must receive the interview with the independent person within 72 hours of being located or returning from absence:**

For [Looked After Children](#), it is the responsibility of the residential unit Manager/Supervising Social Worker and placing Authority to ensure that this happens;

For children living in the community, the Police and Children's Social Services have responsibility for ensuring that opportunity for an independent interview is provided.

Many young people who run away or go missing need to build up trust with somebody before they will discuss in depth the reasons why they decided to run away. The independent person could be a social worker other than the child's social worker, if they have one, or a teacher, school nurse, Connections, Youth or YOT worker, a voluntary sector practitioner or a police officer whom the child knows and trusts. The independent interview should be with someone the child trusts and who is separate from the police and children's social services interview. The child should be asked who they wish to speak to.

**Information obtained from the return interview must be submitted onto a Merlin report and the relevant non-crime 587/00 CSE CRIS Report.**

# Appendix F

## CSE - Multi-Agency Referral Pathway

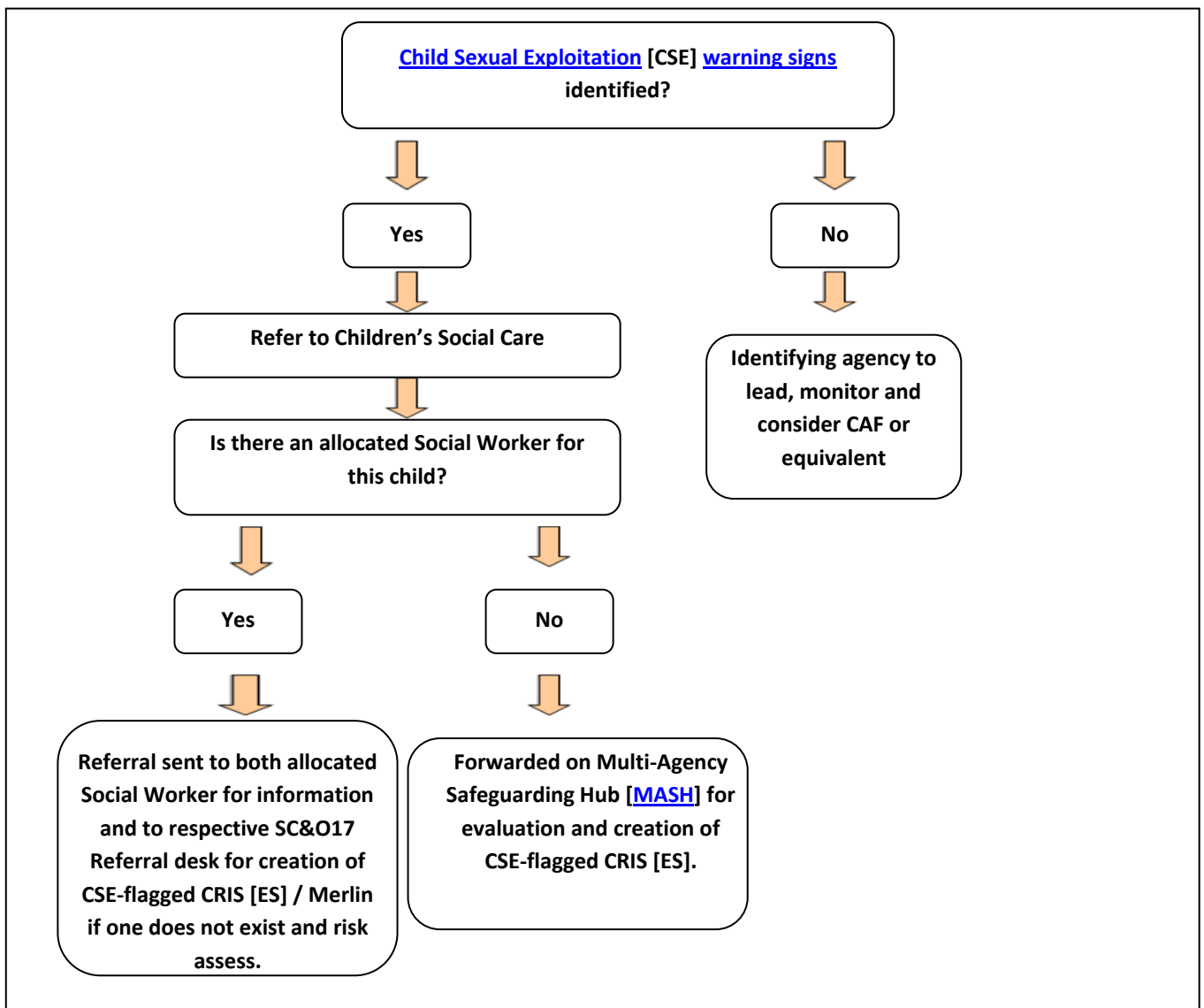
The following flowchart illustrates the pathway by which agencies such as education, health, probation and non-government organisations identify and refer cases of CSE, or suspected cases CSE.

### Police Categories

**Police Category 1** - A vulnerable child or young person, where there are concerns they are being targeted and groomed and where any of the CSE warning signs have been identified. However, at this stage there is no evidence of any offences.

**Police Category 2** - Evidence a child or young person is being targeted for opportunistic abuse through the exchange of sex for drugs, perceived affection, sense of belonging, accommodation (overnight stays) money and goods etc. This includes being sexually exploited through the use of technology without receiving any reward. IE: the exchange of indecent images on-line. The likelihood of coercions and control is significant.

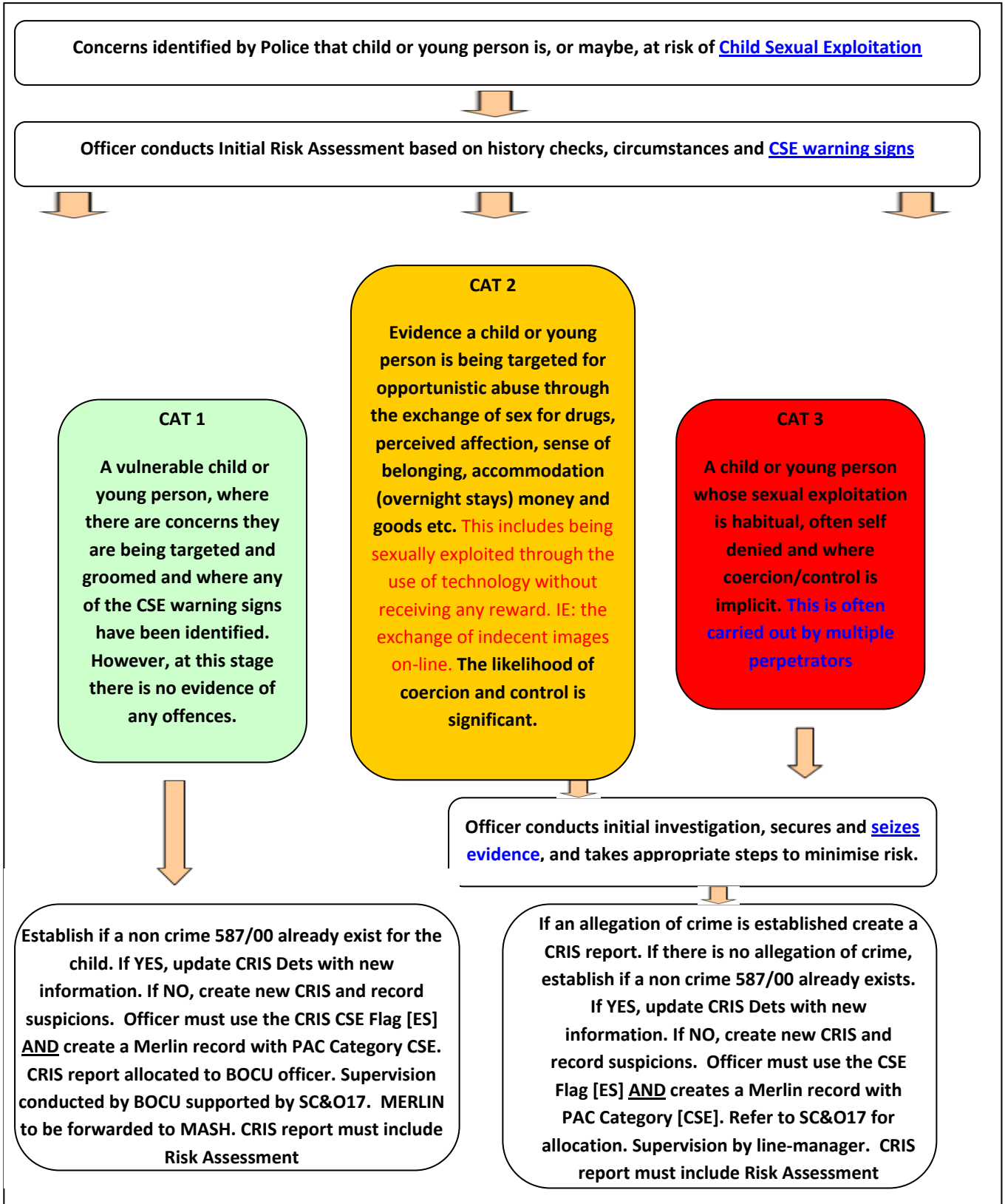
**Police Category 3** - A child or young person whose sexual exploitation is habitual, often self denied and where coercion / control is implicit. This is often carried out by multiple perpetrators.



# Appendix G

## CSE - Police Officer Reporting Pathway and Template for Initial Investigation

The following flowchart illustrates the procedure by which frontline police officers identify, and respond to cases of CSE or suspected cases of CSE. The nominated BOCU officer for Police Category 1 or non contact police category 2 enquiries will be decided upon by each BOCU as procedures may vary.



## **Template for initial reporting officer**

1. Record circumstances for the child or young person coming to notice.
2. Record the reasons why you suspect the child or young person maybe at risk of CSE in line with the CSE warning signs (Appendix A - SAFEGUARD).
3. Review of risk after research on subject and any other persons known and take immediate action to protect the child, if necessary.
4. Complete MERLIN PAC number inserting CSE flag.
5. Include any other initial investigative information e.g. is the child a repeat missing person.

## **Initial Supervisors Review**

1. Review Initial Allegation.
2. Review Current Classification.
3. Initiate action plan to address any intelligence gaps and/or omissions.
4. Ensure Merlin is completed
5. Review CSE Risk factors to ensure appropriate victim protection and support strategy.
6. Review category assessment. If appropriate conduct a Threat to Life Risk Assessment.

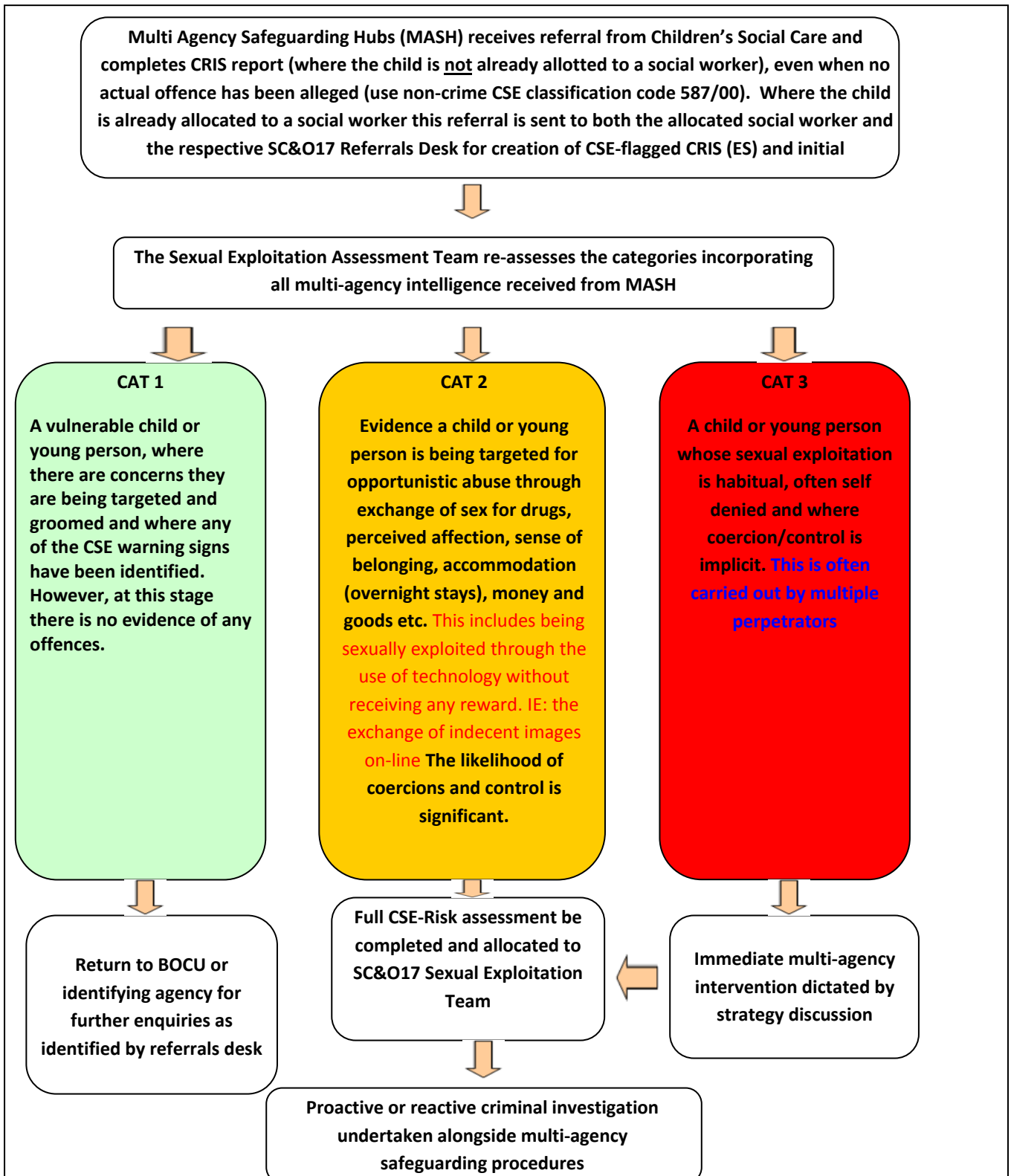
## **Essential investigative steps to be taken in every concern of CSE**

1. The first consideration must be the protection and safety of the child or young person and if the officer believes that the child is in immediate risk of significant harm, then police protection must be considered and the appropriate procedures complied with.
2. Ensure Locate/Trace marker is on PNC for children believed to be at risk of CSE.
3. Refer child to BOCU Monthly Multi-Agency Sexual Exploitation (MASE) meeting for discussion or update them with any new event for a previously referred child then add outcome code MI.
4. Rationale when decision taken not to intervene or refer to support agencies.
5. Review of category assessment to be made by SOECAC initial assessment team and appropriate flag entered.

# Appendix H

## CSE - SC&O17 Decision-Making Pathway

The following flowchart illustrates the pathway by which the MPS assesses the category level of all CSE-flagged CRIS reports and the appropriate response required.





# Appendix I

## Legislation

The Sexual Offences Act 2003 introduced a range of offences that recognised the grooming, coercion and control of children.

[section 14](#) arranging or facilitating a child sex offence (child under 16)

[section 15](#) meeting a child following sexual grooming (child under 16)

[section 47](#) paying for the sexual services of a child

[section 48](#) causing or inciting child prostitution or pornography

[section 49](#) controlling a child prostitute or a child involved in pornography

[section 50](#) arranging or facilitating child prostitution or pornography

[section 57](#), [section 58](#) and [section 59](#) trafficking into, within or out of the UK for sexual exploitation.

The Act includes three broad categories of sexual offences against children.

### **Offences against children under the age of 13 (ss 5 to 8)**

Sexual activity with a child under the age of 13 is an offence regardless of consent or the defendant's belief of the child's age. The offences are:

- Rape.
- Assault by penetration.
- Sexual assault.
- Causing or inciting a child under 13 to engage in sexual activity.

The offences carry a maximum sentence of life imprisonment or 14 years' imprisonment, depending on which offence applies.

### **Offences against children under the age of 16 (ss 9 to 15)**

These offences apply regardless of whether the child consented to the sexual activity but, unlike the offences relating to children under 13, an offence is not committed if the defendant reasonably believed that the victim was 16 years or over. The offences are:

- Sexual activity with a child.
- Causing or inciting a child to engage in sexual activity.
- Engaging in sexual activity in the presence of a child.
- Causing a child to watch a sexual act.
- Arranging or facilitating the commission of a child sex offence.
- Meeting a child following sexual grooming (under s 15 an offence is committed if an adult meets or communicates with a child on at least two previous occasions,

and then meets the child, arranges to meet the child or (the adult or child) travels for such a meeting, where the adult intends to commit a sexual offence).

These offences carry a minimum sentence of 10 or 14 years' imprisonment, depending on which offence applies. Where the offender is under 18, the maximum sentence is 5 years' imprisonment. If any of these offences is committed against a child under 13, the defendant's belief of the age of the child is irrelevant.

### **Offences against children under the age of 18**

There are a number of sexual offences in the Act that apply to all children under the age of 18. These include sexual offences where there is abuse of a position of trust (ss 16 to 24) and familial child sex offences (ss 25 to 29).

When children and young people who are at risk of CSE are found at repeat locations, orders such as the Child Abduction Notices (formerly known as Harbourer's Warnings) should be considered.

See also forthcoming APP on management of sexual offenders and violent offenders.

The Act also provides for offences specifically to tackle the use of children in the sex industry, where a child is under 18 (ss 47 to 50). These offences are:

- Paying for sexual services of a child.
- Causing or inciting child prostitution or pornography.
- Controlling a child prostitute or a child involved in pornography.
- Arranging or facilitating child prostitution or pornography.

### **Other legislative Acts and Orders**

The following Orders, Warnings and Notices can be used to help disrupt the exploitation of children and young people:

#### **1. Sexual Harm Prevention Order (Mar 2015)**

The new sexual harm prevention order (SHPO) will replace the sexual offences prevention order and foreign travel order and may be made in relation to a person who has been convicted of or cautioned for a sexual or violent offence (including equivalent offences committed overseas) and who poses a risk of sexual harm to the public.

The SHPO may be made by a court on conviction for a sexual or violent offence, or by the magistrates' court on application by the police or NCA. A court may impose an order for the purposes of protecting the public in the UK and/or children or vulnerable adults abroad from sexual harm.

An order may prohibit the person from doing anything described in it – this includes preventing travel overseas. Any prohibition must be necessary for protecting the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

A SHPO will make the person subject to the notification requirements for registered sex offenders for the duration of the order (that is, it puts them on the 'sex offenders' register'), if they are not already.

A SHPO lasts a minimum of five years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, must be renewed after five years.

In line with the existing position, breach of an order is a criminal offence punishable by a maximum of five years' imprisonment, the criminal standard of proof continues to apply, the person concerned is able to appeal against the making of the order, and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

Process maps for applying for a SHPO and standalone SHPO can be found in the attachments below, via the electronic version of this document.



Process SHPO FV  
.pdf



Process Standalone  
SHPO FV.pdf

## 2. **Sexual Risk Order (Mar 2015)**

The new sexual risk order (SRO) will replace the risk of sexual harm order and may be made in relation to a person without a conviction for a sexual or violent offence (or any offence), but who poses a risk of sexual harm.

The SRO may be made by the magistrates' court on application, by the police or NCA, where an individual has done an act of a sexual nature and as a result poses a risk of harm to the public in the UK or adults or vulnerable children overseas.

"Acts of a sexual nature" are not defined in legislation, and therefore will depend to a significant degree on the individual circumstances of the behaviour and its context.

The term intentionally covers a broad range of behaviour. Such behaviour may, in other circumstances and contexts, have innocent intentions. It also covers acts that may not in themselves be sexual but which have a sexual motive and/or are intended to allow the perpetrator to move on to sexual abuse.

As an indication, it is expected that examples of such behaviour might include the following (note that this list is not exhaustive or prescriptive, and will depend on the circumstances of the individual case):

Those specified acts that were set out for the purposes of the previous Risk of Sexual Harm Order (some of which may be criminal in their own right), which included:

- Engaging in sexual activity involving a child or in the presence of a child.
- Causing or inciting a child to watch a person engaging in sexual activity or to look at a moving or still image that is sexual.

- Giving a child anything that relates to sexual activity or contains a reference to such activity.
- Communicating with a child, where any part of the communication is sexual.

Acts which may be suggestive of grooming (see section below), such as:

- Contacting a child via social media.
- Spending time with children alone.

Acts which may be suggestive of exploitation, such as:

- Inviting young people to social gatherings that involve predominantly older men or women.
- Providing presents, drink, and drugs to young people.
- Persuading young people to do things that they are not comfortable with and which they had not expected.

Acts which may be carried out in a gang or group of individuals of similar ages, 'peer-on-peer'.

A SRO may prohibit the person from doing anything described in it – this includes preventing travel overseas. Any prohibition must be necessary for protecting the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to a SRO is required to notify the police of their name and home address within three days of the order being made, and also to notify any changes to this information within three days (see SRO notification form attached).

A SRO lasts a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

As with the SHPO, breach of an order is a criminal offence punishable by a maximum of five years' imprisonment. The criminal standard of proof continues to apply, the person concerned is able to appeal against the making of the order, and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of SRO will make the person subject to FULL notification requirements.

The process map for applying for SRO can be found in the attachment below, via the electronic version of this document.



Process SRO Final  
Version.pdf

### **3. Child Abduction Warning Notices (formerly known as Harbourer's Warning Notices)**

Tackling those incidences where young people under the age of 16 years (under 18 if in local authority care) place themselves at risk of significant harm due to their associations and the forming of inappropriate relationships. Sometimes this is with individuals who are much older than themselves.

The issuing of a Child Abduction Warning Notice is a valuable safeguarding measure to:

- To reduce repeat incidences of such children being missing from the care of those responsible for their welfare.
- To reduce risk that such children are being exposed to.
- To set out a clear, graduated and proportionate response to such cases.
- To set out a clear procedure for the issue and audit of Child Abduction Warning Notices so that they are evidentially viable and sound in terms of potential prosecution.
- To adopt a problem solving approach to reducing instances of missing from home.

#### **Links to other orders include:**

- [Police Protection](#) – s 46 of the Children Act 1989.
- The [Magistrates' Courts \(Foreign Travel Orders\) Rules 2004](#) – see also [ss 114 to 122](#) of the Sexual Offences Act 2003.
- Harassment Warnings (Police Information Notices). - see also <http://www.acpo.police.uk/documents/crime/2009/200908CRISAH01.pdf>
- Anti-social Behaviour Act 2003. <http://www.legislation.gov.uk/ukpga/2003/38/contents>

### **4. Hotel Notices**

[Home Office \(2014\) Anti-social Behaviour, Crime and Policing Bill Fact sheet: Child sexual exploitation at hotels](#)

The Anti-social Behaviour, Crime and Policing Act 2014 provide three new provisions for the investigation of child sexual exploitation offences. [Ss 116, 117 and 118](#) allow the police to issue a notice requiring the owner, operator or manager of relevant accommodation to disclose information where intelligence indicates the premises are being or have been used for the purpose of child sexual exploitation. This includes preparatory or other activities connected to child sexual exploitation.

The police, where they reasonably believe child sexual exploitation is taking place, can request the owner, operator or manager to provide information about their guests. This includes the name and address, and other relevant information, e.g. age. The information supplied can be used as intelligence to support the investigation of any criminal offences

which may have been or are being committed on the premises, thereby helping to identify paedophile rings and other organised groups involved in child sexual exploitation.