

Pan Dorset Multi-Agency Strategy to address Child Exploitation

**- Includes Sexual Exploitation, Missing,
Trafficked and Criminal Exploitation**

2018-2020

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1. Introduction

The strategy, produced in April 2015, was focused on the area of Child Sexual Exploitation. This has evolved in the latest revision to include children who are exploited in other ways such as children who go missing, who are trafficked or vulnerable to criminal exploitation.

This strategy describes how the two Local Safeguarding Children Boards and all partner agencies across Dorset are addressing and continuously improving the ways we are tackling Child Exploitation. The strategy builds on progress made to date and on what we have learned, both locally and from the large number of significant reports published nationally and research on these areas of multi-agency work.

The multi-agency partners of the Dorset Safeguarding Children Board, the Bournemouth and Poole Local Safeguarding Children Board and the Health and Well-Being Boards of Bournemouth, Dorset and Poole are committed to ensuring effective and proactive partnership working across Bournemouth, Poole and Dorset to prevent, identify and tackle Child Exploitation.

It is our collective multi-agency responsibility to identify those children and young people at risk of exploitation and our joint responsibility to work with them and their families to offer protection and safeguard them from further risk of harm. It is also our joint responsibility to prevent children becoming victims of this form of abuse and reassure our communities we can perform our duties effectively. It is particularly important that the voices of young people are heard and they are not necessarily criminalised for behaviour, which can be dealt with more appropriately. It is known that early identification of vulnerability and reducing the exposure to harm will have a positive impact on the outcomes for children. It is recognised that our vulnerability centred approach is needed to ensure that all circumstances are taken in to account and the provision of services is consistent to meet the individual needs of children and young persons. In addition that multi-agency partners develop the confidence of vulnerable young people and their families in our ability to protect them from exploitation. We recognise that young people might not be aware of exploitative relationships or being exposed to risk such as via social media that can be used to exploit them, so we want to provide them with the knowledge and confidence to come forward and seek help.

It is strategically our joint responsibility to work in partnership and share the management of risk, at the same time as responding and escalating risks in a coordinated way, whilst mergers / collaborations and development of new models of working take place.

DCI Joan Carmichael, Dorset Police
Chair of Pan-Dorset Child Exploitation Sub-Group

2. Definitions

Exploitation

Exploitation is the action or fact of treating someone unfairly in order to benefit from their work. As well as child sexual exploitation children are exploited in other ways, through drug trafficking, modern slavery and criminal activity.

Child Sexual Exploitation

Child sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/591903/CSE_Guidance_Core_Document_13.02.2017.pdf

Missing Children

A 'missing' child is: 'Anyone whose whereabouts cannot be established will be considered as missing until located, and their well-being or otherwise confirmed.' Children who are missing are more vulnerable to being groomed and may also go missing as a result of being groomed.

In January 2017, the College of Policing replaced the previous definitions of missing and absent. A new graded response ranging from 'no apparent risk' through to 'high risk' (based on a cumulative risk that the missing child faces) was given.

<https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/missing-persons/#the-risk-assessment-table>

Grooming

Grooming is when someone builds an emotional connection with a child to gain their trust for the purposes of sexual abuse, sexual exploitation or trafficking. Children and young people can be groomed online or face-to-face, by a stranger or by someone they know - for example a family member, friend or professional. Groomers may be male or female. They could be any age. Many children and young people don't understand that they have been groomed or that what has happened is abuse.

Dangerous Drug Networks (County Lines)

Dangerous Drug Networks (County lines exploitation) describes how gangs from large urban areas supply drugs to suburban and rural locations; using vulnerable children and young people to courier drugs and money. County lines exploitation is a widespread issue and a key driver of criminality and violence. Typically, gangs use mobile phone lines to facilitate drug orders and supply to users. They also use local property as a base; these often belong to a vulnerable adult and are obtained through force or coercion (known as 'cuckooing').

Children and young people will also be exploited through local networks of criminal activity, rather than out of area gangs.

Trafficking

Child trafficking and modern slavery are child abuse. Children are recruited, moved or transported and then exploited, forced to work or sold.

Children are trafficked for:

- child sexual exploitation
- benefit fraud
- forced marriage
- domestic servitude such as cleaning, childcare, cooking
- forced labour in factories or agriculture
- criminal activity such as pickpocketing, begging, transporting drugs, working on cannabis farms, selling pirated DVDs and bag theft.

Many children are trafficked into the UK from abroad, but children can also be trafficked from one part of the UK to another.

The United Nations Palermo Protocol establishes children as a special case. Any child transported for exploitative reasons is considered to be a trafficking victim, whether or not they have been forced or deceived. This is partly because it is not considered possible for children to give informed consent. Even when a child understands what has happened, they may still appear to submit willingly to what they believe to be the will of their parents or accompanying adults. It is important that these children are protected too.

Separated children – seeking asylum / Unaccompanied asylum seeking child

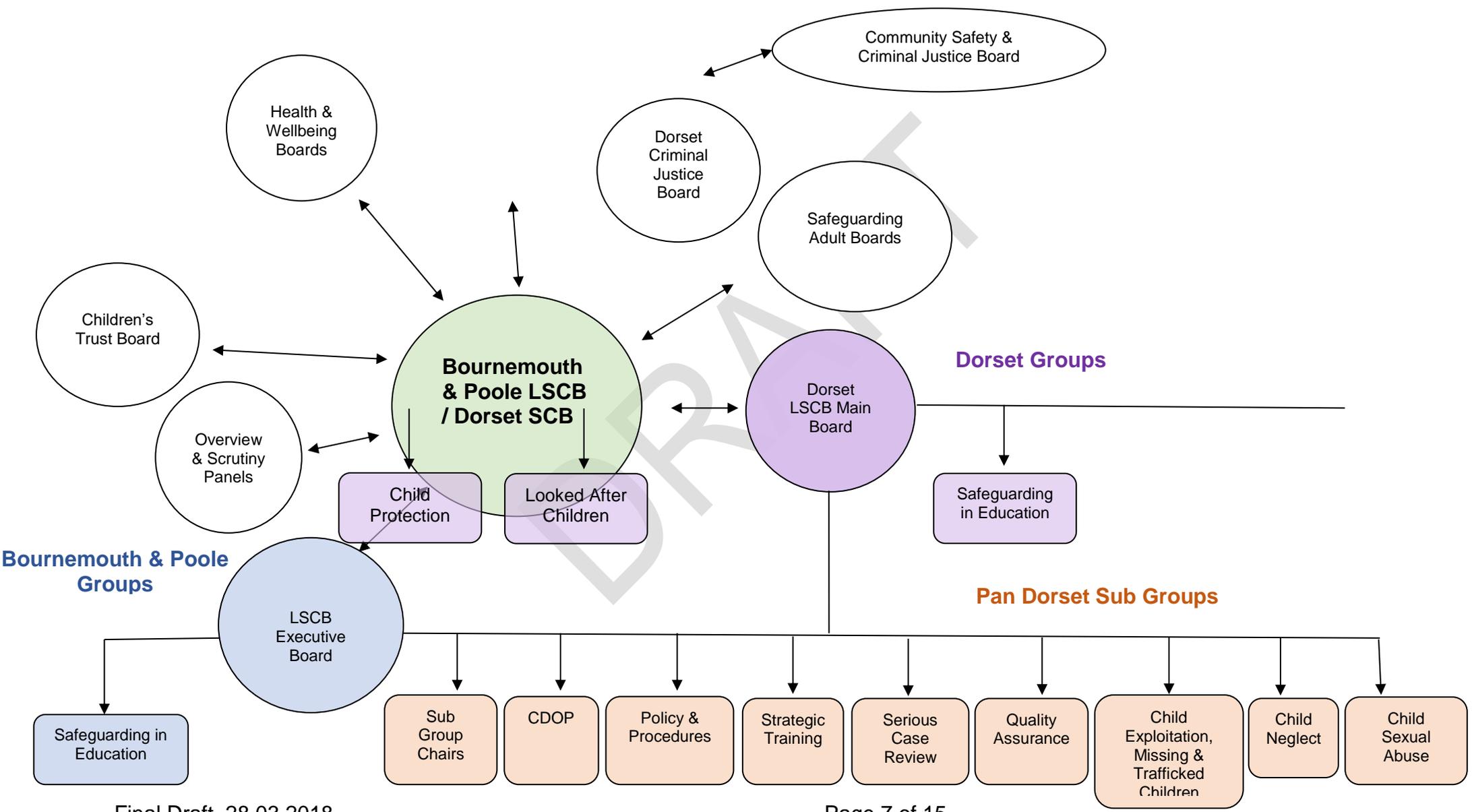
a young unaccompanied asylum seeker is a child who is applying for asylum in their own right and is separated from both parents and is not being cared for by an adult who in law or by custom has responsibility to do so.

3. Strategic Commitment, Governance and Accountability

Partners in both Dorset SCB and Bournemouth and Poole LSCB have committed to work together to meet the key aims and principles set out within this strategy. Only a proactive coordinated multi agency approach will be effective in protecting children and young people through disruption of exploitation, reducing missing episodes and the prosecuting of perpetrators.

- The Pan Dorset Child Exploitation Sub Group will be responsible for the coordination of work at a strategic level to tackle child exploitation. The sub group is responsible for the implementation and review of the Pan Dorset Tackling Child Exploitation Action Plan which is informed by this strategy.
- The two LSCB Executives in Dorset have responsibility for monitoring the delivery and effectiveness of the strategy, the LSCBs should regularly consider and scrutinise data on the nature and scale of exploitation in the local area and progress of the Action Plan. The LSCB will produce an Annual Report which provides a local assessment of the extent and nature of exploitation and scrutinise the effectiveness of local responses to CSE.
- Directors of Public Health, in conjunction with Directors of Children's Services, will ensure that the Joint Strategic Needs Assessment includes evidence about the prevalence of exploitation and identification of high risk groups. They should also ensure that the current and anticipated health and care needs of children and young people who have experienced exploitation are addressed in the Health and Well-being Strategy. These identified needs should determine commissioning decisions and priorities.
- Partner agencies are committed to ensuring effective information sharing arrangements based on the [Dorset Information Sharing Charter](#), which places the safeguarding of children and young people at the centre.
- Partner agencies are committed to participate in multi agency audits and take responsibility for any learning and improvements identified within their organisation.
- Organisations will work together to keep children and young people safe from exploitation. This will include the statutory, voluntary community and faith sectors and work will follow recognised principles of effective practice to safeguard and protect the welfare of children and young people.
- Governance arrangements for tackling any organised exploitation network will fall to a multi-agency 'Command and Control' structure.
- Partners will recognise the resource intensive nature of some long-term entrenched challenges in working to tackle and disrupt exploitation.

2017/18 Board Structures



4. What we know about exploitation

- Exploitation is under-reported and not always identified by families and services.
- Boys and girls are both vulnerable to exploitation.
- Child exploitation, including CSE, is a hidden crime. Young people often trust their abuser and don't understand that they're being abused or exploited. They may depend on their abuser or be too scared to tell anyone what's happening.
- Individualised approaches are needed to enable disclosure and effective support as children and young people will have been groomed, coerced and exploited in different ways and will have their individual life experiences affecting their responses.
- Sometimes long-term work is needed to reduce vulnerability and harm
- Children going missing is an indicator of vulnerability to exploitation and work to reduce missing episodes can be a preventative measure to reduce harm.
- Children and young people involved in substance misuse can be drawn into exploitation or criminality. Part of a grooming process may be introducing them to substances to develop dependence.
- It will be more challenging to engage some communities in awareness raising activities and adapted materials may be needed for some children and their families (eg. translations, simplified versions).
- Some children are particularly vulnerable to exploitation and grooming – research indicates children with learning difficulties, children who are in care and separated children seeking asylum are at increased risk of being targeted.
- Grooming of children can be very quick or very slow.
- Sometimes services struggle with situations where children and young people are in need themselves, but are also seen to be perpetrating abuse on others. There needs to be scope in individualised approaches to address these dilemmas.
- Services must be able to respond to risk in all communities and should not allow sensitivities to culture and difference to affect outcomes for children. Advice and support is available to support constructive approaches to addressing risk in minority cultures.
- Online access to children and young people via social media provides significant opportunity to exploit the vulnerable.
- Children and young people who are vulnerable in the general sense of exploitation might also be susceptible to radicalisation.
- Exploitation can sometimes lead to children being involved in modern day slavery, involved in sexual exploitation, labour exploitation, criminal exploitation etc.

5. Exploitation in Dorset:

CSE in Dorset

Since 2014, Dorset Police have completed a number of CSE problem profiles with the most recent dated January 2016 and the next one planned for 1st Quarter of 2018.

These profiles show a year on year increase in the number of CSE related crimes being reported with 115 crimes being reported during the 2016/17 financial year. This increase is more likely to be caused by an increased awareness and use of the CSE flag, rather than an actual increase in CSE related crime in Dorset.

The victim profile in Dorset hasn't significantly changed throughout the years, with white British females aged between 14-16 from the Bournemouth & Poole Conurbation being of greatest risk of CSE. Where recorded, those at risk of CSE are more likely to be in Care or to come from families where history of Domestic Abuse and neglect is present.

Similarly to the victim profile the perpetrator profile within Dorset remains as White British male aged between 18 -25 who has a history of drug related criminality.

Within Dorset we have evidence of two types of CSE offending; the Peer-on-Peer type, whereby a child is enticed, force or coerced into sexual activity by other children. The other type is the Older Boyfriend / Girlfriend whereby a child is groomed by an adult to engage in sexual activity with them.

Dorset Police have no evidence or intelligence that suggests we have Organised / Networks of CSE perpetrators operating within Dorset.

Where stated, CSE offences are being committed within private addresses linked to either the victim or the offender. During 2017 a number of Bournemouth based hotels were used by CSE offenders to sexually exploit a number of victims. Extensive safeguarding work has been completed with both the Hotel and Taxi industries to highlight CSE within these locations.

Public open spaces, especially Local Authority parks and gardens continue to feature in CSE investigations, but it remains unknown if CSE offences are being committed in these places or these are areas that young people congregate and therefore become the meeting point of the victim and offender and the sexual exploitation occurs elsewhere.

A key part of the strategy and a priority locally is the continual development of information gathering and analysis. Since 2014 Dorset Police Staff have a secure information sharing process with all Partner Agencies. In addition to this Police Staff attend and brief Partners at the bi-monthly Pan Dorset CSE intelligence meeting and also attend the weekly CSE intelligence meeting with IMPACT (Integrated Missing Person and CSE Team) that drives CSE related business on a weekly basis.

Missing Children

The links between children going missing from home, care or education and risk of CSE are well documented. Children in care who go missing, particularly those placed at a distance from their home area, are known to be particularly vulnerable. Work to address the vulnerabilities of young people who run away and go missing are integral to the success of this CSE strategy. Across Bournemouth, Poole and Dorset there are a number of young people who go missing and multi-agency work is ongoing to address the risks to these young people.

In addition to the Dorset based missing children, Dorset Police working in conjunction with partners to manage the response to an increasing number of separated children seeking asylum who go missing, shortly after their arrival in the UK. All local authorities are part of a national scheme to relocate separated children seeking asylum or who might have entered the UK via Dorset ports / airports.

Dangerous Drug Networks / Criminal Exploitation – County Lines

Operation Voltage is Dorset Police's overarching strategy in response to the threat posed by County Lines and Dangerous Drug Networks that are operating across Dorset.

Along with other information Dorset Police intelligence units retain information relating to children that have been exploited or at risk of exploitation from these drug networks. A total of 26 young people aged between 13 -16 have been identified as being involved with these networks, the majority of which have been involved in the supply of controlled drugs for these groups. To date these young people don't engage with police and none have stated that they have been trafficked and/or exploited by these groups.

Dorset is a large county whose make up includes an urban conurbation, market towns, rural communities and popular seaside resorts. As a tourist destination its population can be transient and fluctuating with a large population influx during the summer months. Large numbers of foreign language students and a vibrant night time economy are a particular feature in Bournemouth. This demographic profile and the characteristics of seaside tourism and a significant service industry are important considerations for agencies working together to protect children at risk of child sexual exploitation.

6. Pan Dorset Principles in tackling exploitation

- Continue to improve the quality of responses to children who are vulnerable;
- Reduce victimisation of children through exploitation;
- Prevent unnecessary criminalisation of exploited children ;
- Partners work to instil a problem solving approach to understand and simplify pathways for service delivery;
- Ensure coordination across partners to develop approaches to all forms of exploitation;
- Ensure exploitation is a clear focus in the development of any new partner agency working models as part of mergers or alliances;
- Prevention will include awareness raising with children, young people, parents / carers, communities and professionals;
- Parents are seen as part of the solution and a 'whole family' approach is seen to be most effective in producing positive long-term outcomes.

7. Pan Dorset Child Exploitation Strategy

This strategy has four strands which have a number of objectives identified. The actions arising from these objectives form the work plan of the Pan Dorset Child Exploitation sub-group of the LSCBs and inform individual agency approaches and action plans.

Strands	Objectives
Prepare	<p>To collate, analyse and understand local exploitation data and needs profile in order to inform service delivery, best practice and commissioning requirements.</p> <p>To share and review information and intelligence on individual cases and identify trends and any problem areas.</p> <p>Capture and use young people's experiences to understand what they are facing in the communities they live and spend time in. Understand what helps them to understand risk and reduce vulnerability.</p> <p>To enhance public awareness and understanding of exploitation, in particular with parents and relevant service sectors.</p> <p>To understand the vulnerabilities of children in care, both locally and placed at a distance.</p> <p>To identify, share and promote best practice, research and learning, in order to understand 'what works' in preventing and responding to exploitation.</p> <p>To ensure an effective and coordinated approach across services and Local Authority boundaries.</p>
Prevent	<p>To ensure that exploitation is a clear focus in any future mergers or collaboration for organisations.</p> <p>To monitor the effectiveness of the Pan Dorset Policies and Procedures and ensure that multi-agency responses provide robust assessment of risk and interventions which improve the safety of young people.</p> <p>To support effective preventative work in education settings and across services in relation to exploitation, with a focus on safe and healthy relationships and emotional well-being.</p> <p>To ensure awareness and understanding amongst professionals of the different areas of exploitation and commission specialist training as required.</p> <p>To ensure that Early Help Services identify, assess and respond to emerging risk of exploitation.</p> <p>To engage with services that can be vigilant for exploitation in business environments (eg. night time economy, licensing, taxi drivers, beach services etc).</p> <p>To act early to identify suspects and disrupt and address abusive behaviours.</p> <p>To involve parents in creating safety for children</p>
Protect and Support	<p>To ensure robust assessment, planning and review of young people who are vulnerable to and experiencing exploitation.</p> <p>To identify the most effective approaches to reduce the risks for children going missing repeatedly.</p> <p>To provide assertive and persistent interventions, particularly for hard to reach young people.</p> <p>To ensure effective victim support and therapeutic services for children who have experienced exploitation.</p> <p>To work collaboratively with children and parents/carers in order to identify joint solutions.</p> <p>To create a culture that puts vulnerability first in relation to children who offend whilst being criminally exploited.</p> <p>Reduce the unnecessary criminalisation of exploited young people.</p>

Pursue	To use intelligence to target activity across dangerous locations and against known or suspected perpetrators To use creative approaches to disrupt the offenders and pursue prosecutions. To prosecute and convict offenders of exploitation /CSE related offences. To exercise the use of licensing powers in order to reduce risk and disrupt activity.
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8. Action Plans, Policy, Tools and Guidance

This strategy informs:

The Pan Dorset Tackling Child Exploitation Action Plan (to be developed from the Strategy)

Pan Dorset Multi Agency Safeguarding Policies:

- 1.3.7 Child Sexual Exploitation
- 1.3.10 Trafficked Children
- 1.3.11 Modern Slavery
- 1.3.14 Children Affected by Gang Activity or Serious Youth Violence
- 1.3.26 Children Missing from Care and Home

Tools are available in the Document Library of the Procedure site. http://pandorsetscb.proceduresonline.com/chapters/document_lib.html

9. Key National and Local CSE Research and Plans Underpinning the Strategy (most recent first)

County Lines Violence, Exploitation & Drug Supply 2017 National Briefing Report Nov 2017
<http://www.nationalcrimeagency.gov.uk/publications/832-county-lines-violence-exploitation-and-drug-supply-2017/file>

[Key messages from research on child sexual exploitation for social work, police, health and education services, and multi-agency working.](#) Centre for Expertise on CSA – June 2017

[Improving understanding of the scale and nature of child sexual abuse](#) Centre for Expertise on CSA

[How to support parents of sexually exploited young people: An evidence review](#) Centre for Expertise on CSA

<p>Exploratory study on the use of tools and checklists to assess risk of CSE Centre for Expertise on CSA</p> <p>Responding to child sexual abuse and exploitation in the night-time economy Centre for Expertise on CSA</p>
<p>Journey to Justice: Prioritising the wellbeing of children involved in criminal justice processes relating to sexual exploitation and abuse Sept 2017 http://www.barnardos.org.uk/journey_to_justice_full_report.pdf</p>
<p>Child sexual exploitation: How public health can support prevention and intervention July 2017 https://www.gov.uk/government/publications/child-sexual-exploitation-prevention-and-intervention</p>
<p>Child sexual exploitation: definition and guide for practitioners Feb 2017 https://www.gov.uk/government/publications/child-sexual-exploitation-definition-and-guide-for-practitioners</p>
<p>Direct Work With Sexually Exploited Or At Risk Children And Young People Jan 2017 http://www.barnardos.org.uk/work_with_exploited_or_at_risk_rea.pdf</p>
<p>Tackling Child Sexual Exploitation March 2015 http://links.govdelivery.com/track?type=click&enid=ZWFzPTEmbWFpbGluZ2lkPTlwMTUwMzE4LjQzMDU4MTEJm1lc3NhZ2VpZD1NREItUFJELUJVTc0yMDE1MDMxOC40MzA1ODExMSZkYXRhYmFzZWlkPTEwMDEmc2VyaWFsPTE3NDE0OTQ0JmVtYWlsaWQ9amlsbC5haWtlbkBwb29sZS5nb3YudWsmdXNlcmIkPWppbGwuYWlrZW5AcG9vbGUuZ292LnVrJmZsPSZleHRyYT1NdWx0aXZhcmlhdGVJZD0mJiY=&&105&&&https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/408604/2903652_RotherhamResponse_acc2.pdf</p>
<p>The sexual exploitation of children: it couldn't happen here, could it? (Ofsted Thematic Inspection) Nov 2014 https://www.google.co.uk/url?url=https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/386598/The_20sexual_20exploitation_20of_20children_20it_20couldn_E2_80_99t_20happen_20here_2C_20could_20it.pdf&rct=j&frm=1&q=&esrc=s&sa=U&ei=SOgUVa6rGs76a13DgDA&ved=0CBQQFjAA&usq=AFQjCNG3f3ltcnUAIFAP4WJzDHUfa2Vhhg</p>
<p>Real Voices Oct 2014 https://www.nspcc.org.uk/what-we-do/news-opinion/real-voices-child-sexual-exploitation-greater-manchester/</p>
<p>Rotherham Independent Inquiries Aug 2014 http://www.rotherham.gov.uk/downloads/file/1407/independent_inquiry_cse_in_rotherham</p>