

Safeguarding Partnership Board Child Sexual Exploitation Strategy 2014-16

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'What marks out exploitation is an imbalance of power within the relationship. The perpetrator always holds some kind of power over the victim, increasing the dependence of the victim as the exploitative relationship develops' ⁱ

DOCUMENT PROFILE

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CSE Strategy: Safeguarding is everybody's responsibility

'Further research identified a number of risk factors associated with CSE. These included being missing from home or care, physical injuries, drug and alcohol misuse, absence from school, pregnancy and terminations, receipt of gifts, recruiting others into exploitative situations and self harm'. States of Jersey Police 2013 Operation Vessel'

2. Introduction

Child sexual exploitation (CSE) is a form of child abuse that has only been fully recognised in recent years. A working definition of child sexual exploitation (CSE) was outlined in Safeguarding Children and Young people From Sexual Exploitation; Supplementary Guidance to Working Together to Safeguard Children 2009 (UK Home Office publication). This definition has not since been updated in any policy documents and appears to be the most comprehensive definition available:

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

The definition of CSE is much broader than actual Child Sexual Abuse (CSA) including contact & physical offending.

3. Statement of Intent

Sexual exploitation of children is child abuse and is not acceptable. The UK Department of Education has recommended to the Ministry of Justice that the ratification of the **United Nations Convention on the Rights of the Child** be extended to Jersey.

Article 34 of the Convention states:

States Parties undertake to protect the child from all forms of sexual exploitation and sexual abuse. For these purposes States Parties shall in particular take all appropriate national, bilateral and multilateral measure to prevent:

- a) The inducement or coercion of a child to engage in any unlawful sexual activity;
- b) The exploitative use of children in prostitution or other unlawful sexual practices;
- c) The exploitative use of children in pornographic performances and materials

Confronting Child Sexual Exploitation (CSE) is a priority area for the Jersey Safeguarding partnership and which has a CSE and Missing Children sub group dedicated to monitoring, action and awareness raising. The missing persons policy makes specific reference to CSE, ensuring policy and practice is joined up.

It is our collective multi-agency responsibility to identify children and young people who are at risk of exploitation or running away and our joint responsibility to prevent them becoming victims of this form of abuse. It is our intention that our approach is joined up and developed with the input of young people for example the review of screening tools and awareness raising materials.

Primarily our intent is to improve the lives of children and young people living in Jersey. We will do so by:

1. raising community and professional awareness of the issue
2. ensuring children and young people can recognise exploitation and building their resilience
3. giving children and young people and their significant others the support they need once the issue is identified
4. using legal remedies to prevent the escalation of abuse or stop abuse and ensuring the legislative process is fit for purpose
5. reviewing our work putting the voice of the child centre stage. Action will be focused on the child's needs, including consideration of children with particular needs or sensitivities, and that children and young people do not always acknowledge what may be an exploitative and/or abusive situation.
6. taking a proactive approach focused on prevention, early identification and intervention as well as disrupting activity and prosecuting perpetrators.
7. **parenting, family life and services**; taking account of family circumstances in deciding how best to safeguard and promote the welfare of children and young people
8. **the rights of children and young people**; children and young people are entitled to be safeguarded from sexual exploitation, just as agencies have duties in respect of safeguarding and promoting their welfare
9. **responsibility for criminal acts**; sexual exploitation of children and young people should not be regarded as criminal behaviour on the part of the child or young person, but as child sexual abuse
10. **an integrated approach**; Working Together sets out a tiered approach to safeguarding: universal, targeted and responsive. Within this, sexual exploitation requires a three-pronged approach tackling prevention, protection and prosecution.

11. **a shared responsibility**; the need for effective joint working between different agencies and professionals underpinned by a strong commitment from managers, a shared understanding of the problem and effective co-ordination by the Jersey Safeguarding Partnership Board (SPB).

4. Prevention

	What are we going to do?	How are we going to do it?
4.1	Engage with children and young people to help understanding of why children and young people go missing and who is at risk of CSE.	Through the Youth Work engagement officer Through contacts in school developed by the MAST social workers Building a Jersey problem profile using evidence gathered during operation vessel
4.2	Ensure there is learning from UK policy directives and Serious Case Review Outcomes	The Safeguarding policy officer (Spo) will liaise with the UK National Working Group and ensure that policy developments are communicated to the multi agency sub group. The Spo will track Jersey policy and practise onto Serious Case Review recommendations and identify actions required.
4.3	Partner agencies to ensure that staff working with or in contact with children understand the warning signs of CSE and screen children who go missing, offend or victimise others. Partner agencies develop intervention strategies to prevent escalation.	Safeguarding have developed a CSE checklist to be used by agency child protection leads and within MASH. This will be accompanied by a multi agency training package to raise front line awareness.
4.4	Partner agencies to contribute to the multi agency identification of those who introduce others to the CSE environment and develop interventions to stop this behaviour	Ensure frontline staff have an awareness of how victims are introduced to exploitation including peer introduction Assess association patterns of existing victims in social and educational settings If a victim is identified as a risk to others, intervention made
4.5	Preventative planning	CSE sub group to identify what factors are enabling perpetrators or increasing risk and eliminate that risk through an intelligence led multi agency approach Identify high risk or hot spot locations and ensure appropriate resources allocated and legislative tools used (for example screening of licensees and taxi drivers) Review links with other departmental strategies to ensure resilience building and the effectiveness of interventions is maximised Liaise with MAPPA
4.6	Deliver a universal education and marketing package to the children and young people of Jersey designed to heighten awareness about the risks and	Ensure that all children/young people and their families understand how and where to access help and support

	issues relating to CSE and missing children	
4.7	Develop a media communication strategy with agreed definition of CSE, public campaigns and promoting national awareness day including disseminating resources to all States Employees	Work with the Chief Ministers Department Communications Unit using resources available for example www.local.gov.uk/cse
5. Bringing offenders to justice		
5.1	Identify offender/s	Ensure that children/young people involved in CSE are given the opportunity to give intelligence immediately Conduct debriefs of convicted offenders to improve intelligence on offender behaviour The Safeguarding board needs to be notified of any potential organised Child Sexual Exploitation at the point of identification
5.2	Ensure that legal proceedings do not cause children and young people additional trauma. Monitor the time between the charge and the court case, the hearing needs to be immediate to ensure best evidence and minimisation of stress.	The Attorney General to be asked to introduce Pigot 2; Section 28 of the Youth Justice Act 1999 and consider immediate collection of video evidence including cross examination (being piloted currently). Law officers and judiciary to be invited to CSE training.
5.3	Ensure a co-ordinated approach to supporting children and young people through and beyond court processes	Ensure appropriate use of victim support, the sexual offences liaison officer and the witness care unit. Use video/court familiarisation. Aim to secure resources for an independent sexual advisor role embedded in victim support that can provide follow up support.
5.4	Develop a CSE problem profile incorporating data from all agencies	All front line agencies to capture and record data relating to CSE and the efficacy of interventions including the child/young person's feedback Co ordination of data on CSE within MASH to be reported quarterly to the CSE and missing persons sub group Audit of CSE based on screening tool
5.5	Record and report upon action taken to disrupt exploitation or potential exploitation as a consequence of the problem profile	SoJ police reporting into CSE sub group
6. Safeguarding and evaluation		
6.1	Ensure the training of existing staff so they can support victims and deliver appropriate deterrence and prosecution	<ul style="list-style-type: none"> Safeguarding to provide multi agency training resources and training implementation plan Identify agencies in the voluntary 'third' sector best placed to assist children who go missing/victims of CSE and their

		carers, support their staff development through providing training and incorporate their services within risk management plans
6.2	Ensure that children identified as at risk across all agencies have a full assessment of their needs and referral to relevant services for intervention and support	<ul style="list-style-type: none"> • Standardise operating procedures and establish a risk management model for use across agencies. • Set minimum standards for service delivery in Jersey based on the DCFS guidance (See link below). • Develop clear referral pathways that ensure effective information sharing, assessment and coordinated service delivery • Review plans in place to prevent children and young people from going missing
6.3	Safeguarding board to provide ongoing scrutiny and governance of policy, procedure and practise in service delivery	To monitor compliance, performance and address any shortfalls. The Safeguarding office to provide an annual data report.
6.4	Monitor the relationship between licensing authorities under the 2013 alcohol strategy and ensure any recommendations made are acted upon.	Standing agenda item at CSE sub group
6.5	Report to the Safeguarding Partnership Board on annual activity and outcomes and develop a CSE performance framework that is appropriate to the local context. <i>CSE sub group to consider 'what does the board need to know for oversight?'</i>	Outcomes and actions associated with the above to be reported upon annually. MASH annual reporting on the co-ordinated annual agency response
6.6	Incorporate evaluation of the CSE strategy in the Policy Performance and Audit sub group audit programme	CSE sub group to identify areas that would benefit from audit for example the experience of young people identified as at risk of CSE and whether their safety was improved by agency interventions

ⁱ Department of Education UK (2009) Safeguarding Children and Young People from Sexual Exploitation, supplementary guidance to working together to safeguard children' www.gov.co.uk
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/278849/Safeguarding_Children_and_Young_People_from_Sexual_Exploitation.pdf