



Safeguarding
Partnership
Board

**Child Sexual Exploitation (CSE) and Missing Children strategy and action plan 2016
to 2018**

Safeguarding Partnership Board (SPB) CSE sub group

DOCUMENT PROFILE

Document Status	Review of strategy submitted to SPB for decision June 2017
Short Title	SPB CSE and Missing Children strategy and action plan
Document purpose	Guidance and advice to all who work with children
Target audience	All SPB partners including voluntary and private sector
Author	CSE and Missing Children sub group
Publication Date	March 2014
Review Date	Q4 2018
Approval route	CSE and missing children sub group to Safeguarding Partnership Board
Contact details	safeguardingpartnershipboard@gov.je

Contents

1	Introduction and definition	4
2	Principles	6
3	Background	8
4	Cultural issues: I thought I was the only one in the world ¹	8
	Strategic aim one: Making the perpetrator visible	9
	Strategic aim two: Hearing the voice of the child and the family	9
	Strategic aim three: Awareness of Diversity	11
	Strategic aim four: Prevention; CSE awareness raising	13
	What's happening right now in Jersey?	17
	Review	19

¹ <https://www.childrenscommissioner.gov.uk/sites/default/files/publications/l%20thought%20i%20was%20the%20only%20one%20in%20the%20world.pdf>

1 Introduction and definition

The **Safeguarding Partnership Board (SPB)** <http://safeguarding.je/> has been working in partnership across agencies through the mechanism of a Child Sexual Exploitation (CSE) subgroup which was set up in June 2013. Members of the group come from the main statutory agencies and voluntary sector partners including Brook, NSPCC and Barnardos.

Child Sexual Exploitation is a complex issue however the fundamental principle in addressing it are that children are at the centre of everything we do.

The solution does not lie with one agency or the community alone. It is only by continuing work in partnership that children can be protected.

Since 2013 the CSE sub group has actioned the recommendations made in the Children’s Commissioners Report “If only someone had listened”². It has also progressed the actions in the 2014 to 2016 CSE Strategy.

- The States of Jersey Police (SoJP) have produced [local resources](#) highlighting the issue of Child Sexual Exploitation
- the States of Jersey Police and Barnardos have provided training to providers in the Tourism and hospitality sector
- The SPB training department have provided briefings to all their pool trainers who are distributed throughout statutory and voluntary sector agencies in Jersey.
- The [Prison Me No Way](#) public (States of Jersey Police) and private partnership has delivered CSE assemblies throughout schools in Jersey.
- In October 2016 the SPB agreed a [CSE pathway](#) that incorporates a screening tool, information sharing protocol and clear thresholds³. It is hoped that this will support effective action and intelligence gathering going forward.

² https://www.childrenscommissioner.gov.uk/sites/default/files/publications/If_only_someone_had_listened.pdf

³ http://jerseyscb.proceduresonline.com/chapters/p_ch_sexual_exploit.html

From a broader perspective Personal, Social, Health and Economic (PSHE) education is a school subject through which pupils develop the knowledge, skills and attributes they need to manage their lives now and in the future. This has now been made a **statutory requirement** of the curriculum in Jersey which means that every⁴ school is required to deliver it. This curriculum covers healthy relationships.

This strategy reflects the 2017 UK Government guidance⁵: [Child Sexual exploitation: definition and guide for practitioners, local leader and decision makers working to protect children from child sexual exploitation](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/591903/CSE_Guidance_Core_Document_13.02.2017.pdf). This strategy is also linked to both the **Violence against Women and Girls agenda**, The **Domestic Abuse Strategy** and the **Multi-Agency Improvement Plan** that is being implemented after the results of audit and the Child Sexual Abuse thematic report⁶.

Definition

The 2017 definition of CSE produced by the UK Government focuses on the element of exchange which distinguishes CSE from other forms of child sexual abuse:

'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'.

⁴ Education (Jersey) Law 1999 part 4

⁵ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/591903/CSE_Guidance_Core_Document_13.02.2017.pdf

⁶ <http://safeguarding.je/wp-content/uploads/2015/11/2015-10-26-CSA-Thematic-Overview-Report-web.pdf>

2 Principles

This strategy is underpinned by a recognition that Jersey ratified the **United Nations Convention on the Rights of the Child** in 2012 specifically **article 34**⁷ (prevention of abuse) and **article 12**⁸ (participation) and that the States of Jersey is responsible for ensuring that the Convention is realised for individual children and young people.

Children identify the **attitudes of adults** as most likely to obstruct the opportunities to participate⁹. There is strong evidence that children in receipt of child exploitation services in the UK may have experienced discrimination or negative reactions from professionals. This strategy maintains that children will be treated with **respect**.

Whilst recognising the nascent level of formal participation processes in Jersey and beginning at level 1; the aim of the strategy is to encourage service awareness of the five stages of participation ensuring that children are:

- 1 listened to
- 2 supported in expressing their views
- 3 their views are taken into account
- 4 they are involved in decision making processes

⁷ **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

⁸ **Article 12 of the Convention** states that every child has the right to express their views, feelings and wishes in all matters affecting them and to have their views taken seriously. Further this strategy recognises that unless practice is young person centred and includes taking seriously the views and experiences of young people, it is impossible to provide effective support. The Officer of the Childrens Commissioner (2013) states that focus on the child is essential to good practice; gaining a childs confidence will enable the child or young person to recognise that abuse has taken place and in time will enable them to disclose this (OFSTED 2014).

⁹ Brodie I (2016) The participation of young people in child exploitation services: A scoping review of the literature, University of Bedfordshire, IASR, The International Centre RCSEVT

5 they share power and responsibility for decision making

The child is seen as an **independent social actor** and so despite the lack of a formal engagement process in Jersey efforts will be made to make the views of children part of the ongoing development of the strategy. This will be accomplished by:

- 1 Working with Barnardos and their work with children in care
- 2 Work with the youth service LGBT group and the 2017 Youth work provision that is focused on CSE and missing young people interviews
- 3 Actioning of the recommendations of a local serious case review detailing how one child experienced services

It is recognised that children and families who experience high levels of involvement in and surveillance from the statutory services are often those least likely to be given opportunities to express their views and have these taken seriously.

This strategy supports an approach that allows a child to be seen as an individual with the knowledge and skills to contribute to social change rather than being perceived as a victim. Children are recognised as active agents in their own lives and capable of taking part in decisions. The strengths of the child are acknowledged rather than only the problems or risks which are frequently used to define them.

Research suggests that children value the following in services that they receive:

- relationships
- personal qualities of workers including warmth, humour, reliability and persistence (even when the child is reluctant or hostile)
- easy access to services: flexible opening hours (evenings and weekends), age restrictions and staff availability
- un-patronising, non-judgemental, friendly environments
- the ability to self-refer

This strategy aims to support provision that builds on strengths and avoids a managerial and bureaucratic culture which focuses on risk displacing empowerment and enabling.

3 Background

There is strong and consistent evidence that, while sexual exploitation can be experienced by children from any background a disproportionate number will have experienced a range of adversities including:

- loss
- family difficulties
- experience of different types of abuse and neglect. The Office of the Children's Commissioner observed that victims of CSE had frequently been abused in the family environment, prior to being sexually exploited.
- experience of the care system
- a history of educational difficulty (including truancy and exclusion from school)
- a history of running away or going missing
- drug and/or alcohol misuse
- delinquency and gang involvement

This strategy emphasises the experience of children in care because the research literature also highlights sexual violence within care settings and the targeting of residential settings for the purposes of exploitation.

4 Cultural issues: I thought I was the only one in the world¹⁰

The Inquiry of the Office of the Children's Commissioner concluded that there were serious issues to be tackled regarding the attitudes of some men and boys towards women and girls. Evidence on gender provided to the panel consistently identified:

¹⁰ <https://www.childrenscommissioner.gov.uk/sites/default/files/publications/I%20thought%20I%20was%20the%20only%20one%20in%20the%20world.pdf>

- Some men and boys believing they are entitled to have sex and that women and girls must simply be compliant: there was no concept or understanding of consent
- The central role of power and control in CSE, broader forms of sexual violence and domestic abuse
- The use of sex and sexual exploitation by some men to control and humiliate women and children.
- The range of masculine identities adopted by men, some of which endorsed the right of men to sexually exploit others
- The gendered hierarchies that exist in society (the power imbalance between masculinity and femininity that creates ‘tough men’, ‘weak men’ and ‘women as property’, for example and results in gender inequality) and the way in which these manifest themselves in sexually exploitative behaviour including in groups and gangs.

Currently the Youth Service provide work on healthy relationships across the Service in collaboration with [Brook](#) and [You Matter](#). They provide a healthy relationships workshop as part of their Wellbeing Course. The Youth Service also deliver a domestic abuse work shop that focuses on healthy relationships. The statutory requirement to deliver Personal, Social, Health and Economic (PSHE) in non-fee paying schools includes delivery of lessons on healthy relationships. The Prison Service run a Building Better Relationships Course and Probation Services deliver ADAPT training designed to support positive change in the behaviour of perpetrators of domestic abuse¹¹.

¹¹ <https://safeguarding.je/wp-content/uploads/2017/02/2016-11-16-Jersey-SPB-Domestic-Abuse-Strategy-2016-FINAL-VERSION.pdf>

Strategic aim one: making the perpetrator visible

This strategy commits to ensuring that the perpetrators do not become invisible and that interventions are not solely focused on the individuals who experience abuse. This approach is crystallised in the joint child and perpetrator focus of the [Multi-Agency Guidance, Child Sexual Exploitation](#)¹².

Aim	Lead	Action
All agencies and practitioners to be made aware of the disruption and prosecution options available.	SoJPolice	Information to be incorporated into awareness raising sessions provided by SPB. Information to be cascaded by all service managers and pool trainers to relevant staff.

Strategic aim two: hearing the voice of the child and the family

This strategy is based on a child centred approach however a 2016 PACE report¹³ recommends that agencies need to be more alert to recognising the risk that a sexually exploited child has become the mouthpiece of the perpetrator. Child-centred training and practice encourages some professionals to accept at face value everything children tell them. That may be entirely appropriate in some situations, but it does not take into account the effects of grooming especially in older children and teenagers. Within grooming perpetrators train their child victims to repeat what they tell them, and they deliberately undermine the parent-child bond. By doing so, the perpetrators create divisions within the family which serves to divert the attention of the authorities from themselves.

The focus on the cause of CSE should always be on the perpetrators and not diverted to families. When social workers are open to respecting and seeing the potential of parents this can lead to far better outcomes in tackling CSE together. Because parents are often distraught they may on occasion be awkward and disagreeable and can be challenging, but more effective outcomes will be secured if a relational model of working is adopted.

¹² http://jerseyscb.proceduresonline.com/files/cse_multi_age_pathway.pdf

¹³ <http://paceuk.info/wp-content/uploads/Parents-Speak-Out-final.pdf>

This strategy emphasises the importance of **valid consent** under the [Multi-Agency Capacity Policy and Procedures](#) in relation to consent to interventions. Specifically that the child has sufficient information to make a decision; and not be subjected to any **undue influence** when making their decision.

Aim	Lead	Action
Allowing children and children in Jersey to contribute to CSE strategy development	Youth Service/Barnardos/ NSPCC	Inclusion of findings of relevant SCR, Work with Barnardos Looked After Children participation officer and Youth Service provision for return interviews and CSE work.
Facilitating the development of respectful, supportive, persistent and sustained relationships between children and practitioners using a strengths based approach	CSE sub group/all agencies	Research in Practice resources available in 2017 to be used to support service development.
Reviewing opening hours and flexibility of relevant services	CSE sub group/all relevant agencies	Feedback mechanisms on opening hours/availability to be provided by all agencies. Evidencing of response to feedback.
Ensuring that children are able to self-refer to relevant services	CSE sub group/all relevant agencies	Brook, the YES project (Youth Service), Plan B (Barnardos) all accept self-referrals.
Services to work with parents/carers unless to do so would put the child further at risk	CSE sub group/all relevant agencies	Ethos to be supported in supervision.

Strategic aim three: Awareness of diversity

CSE knows no boundaries. Any child regardless of where they live, their cultural, ethnic and religious background, their sexuality or gender identity, can become a victim¹⁴. In 2016/18 this strategy will focus on disabled children including those with intellectual disabilities and LGBT children (acknowledging that these strands of identity may overlap). Research¹⁵ is beginning to recognise the specific vulnerabilities of the LGBT community and we know that disabled children are more vulnerable to abuse¹⁶. Vulnerabilities can include discrimination, lack of relevant sexual health information/education, isolation/seeking community and breakdown of relationships with friends/family and internalised Bi/Homo/Transphobia.

The Jersey Education department (including the Youth Service) supports anti-discriminatory practice. This means that all children will be treated with dignity and respect whatever their ethnicity, disability, sexual orientation, economic back ground or gender identification.

Aim	Lead	Action
Ensure that all front line staff have an awareness of the vulnerabilities including physical and learning disabilities ¹⁷ detailed in the SPB Child Sexual Exploitation (CSE) Risk assessment tool	SPB/All agencies	SPB awareness raising events and training in 2017 SPB wide use of relevant Research in Practice resources.

¹⁴ Carron Fox (2016) 'It's not on the radar' The Hidden diversity of children and young people at risk of sexual exploitation in England, Barnardo's

¹⁵ <http://www.nr-foundation.org.uk/downloads/Report-on-Sexual-Exploitation-of-LGBT-Young-People-in-the-North-East-Jul-8714.pdf>

¹⁶ Carron Fox (2016) 'It's not on the radar' The Hidden diversity of children and young people at risk of sexual exploitation in England, Barnardo's

Matthews P (2015) 'When you're a boy' Prevention and Intervention work with Sexually Exploited Boys and Young Men: Identifying Best Practice, USA and Canada, Winston Memorial Trust. (available from SPB office).

¹⁶ <https://www.nspcc.org.uk/services-and-resources/research-and-resources/2014/right-to-be-safe/>

¹⁷ http://www.barnardos.org.uk/cse_learning_and_disability_report_2015a.pdf

<p>Visibility and understanding: children should be provided with resources on LGBT issues as soon as conversations about relationships first take place (around year 5 or 9/10 years of age).</p>	<p>Education/CSE sub group</p>	<p>1 Consider provision of LGBT resources through staff involved in relationship education year five and upwards.</p> <p>2 Schools to consider the production and visibility of publicity materials that promote diversity and signpost relevant services</p> <p>3 Education to consider the development of an Equality and Diversity working group.</p>
<p>Training for staff in education: LGBT children in Jersey¹⁸ felt that school anti-bullying policies should be reviewed and that all staff should be provided with training on LGBT inclusion/awareness and on challenging homophobia, biphobia and transphobia specifically in relation to inclusive language.</p>	<p>Education/CSE sub group</p>	<p>Review of school anti-bullying and anti-discrimination policies and practice policies to ensure all reference LGBT issues and support access to training. Safeguarding leads have received training in 2016.</p>

¹⁸ Jersey Youth Service LGBT group 2016

<p>Approach: ensure that practice does not assume young people are heterosexual or cisgender¹⁹. Workers are encouraged to ask about pronouns if unsure and are non-judgemental treating the child as an individual.</p>	<p>CSE sub group/all agencies</p>	<p>All agencies to review</p>
<p>Policies and Procedures: Agencies provide ground rules and practical guidance for staff based on their equalities policy and review monitoring and data collection. Supporting information is available in the SPB Diversity Guidance.</p>	<p>SPB</p>	

Strategic aim four: Prevention through CSE awareness raising

The 2014 SPB Child Sexual Exploitation Policy and Procedures stated that awareness raising should be provided to:

- **sports centres, parks, libraries, environmental services that visit premises and service registration officers**
- **takeaways, pubs, taxi companies**
- professional and volunteer workers
- General public
- SPB training for pool trainers
- **Foster carers, care home staff and social workers**

Those **bolded** remain to be actioned under this strategy and action plan.

¹⁹ Cis gender: This term captures a person who is not trans gender or does not have a gender diverse identity or presentation. It is a person who has the same sex and gender. [Trans terms explained](#).

Education

A 2015 evaluation by school based social workers of their own CSE work in Jersey noted:

'It has become clear that there is a universal need for young people to be aware of the 'grooming' processes and also about what makes them potentially vulnerable. This is a service that could potentially be delivered across schools through PSHE work or Brook Education Carousel Event days for year 9 students. However it has become evident that there is a further need for identified vulnerable young people to complete more in depth and comprehensive work in relation to Child Sexual Exploitation.'

Youth participation work by Barnardos confirms that children do not always recognise CSE as an issue. Ofsted guidance in relation to awareness provides examples of good practice for example development of a film with children, plays delivered by theatre companies, targeted work with the LGBT community, use of voluntary sector provided drop ins and a guidance document created specifically for head teachers. The report recommends a whole system approach to raising awareness that includes parents and carers and the wider community. The production [Chelsea's choice](#) will be shown at schools and youth work provision and to professionals in 2017.

CSE in some instances is accelerated and facilitated by online activity for example blackmail after [sexting](#) and all work with children needs to recognise that they are part of a [digital generation](#).

Supplementary guidance to [Working Together](#)²⁰ in relation to Child Sexual Exploitation states that 'both primary and secondary schools have a vital role to play in preventative education and awareness'...through exploring what makes a safe and healthy relationship. The [Sex Education Forum](#)²¹ provide relevant resources. The guidance states that specialist services should where possible be involved in education and awareness raising programmes. **CSE awareness raising will include children in year 6 and 7 (ages 10 -11 and 12-13).**

²⁰ <https://www.gov.uk/government/publications/working-together-to-safeguard-children--2>

²¹ <http://sexeducationforum.org.uk/resources.aspx>

The Safeguarding Partnership Board Child Sexual Exploitation and Missing Children sub group will ensure **targeted prevention work** for children who are:

- looked after by the States of Jersey
- regularly absent from education/not receiving a suitable education
- go missing from school or are homeless
- have mental health issues
- use alcohol or drugs
- have disabilities or special needs

Gap	Lead	Action
Year six upwards provision for children who require specialist input (Considerable or Complex and Acute or Significant Needs)	Education/CCS	
Allocation of resources for quality controlled programmes aimed at supporting children who have experienced abuse.	CAMHS NSPCC	Children and Adolescent Mental Health Services have put forward a bid for additional resources in response to a needs assessment. National Society for the Prevention of Cruelty to Children (NSPCC) have received funding to provide Letting the Future In: helping children who have been sexually abused ²²
Specific programmes aimed at positive manifestations of masculinity. The Children’s	Youth Service Probation Prison Service	The Youth service is looking to develop provision. Probation provide an ADAPT ²⁴ course for perpetrators of abuse. The Prison Services will provide a

²² <https://www.nspcc.org.uk/services-and-resources/services-for-children-and-families/letting-the-future-in/>

²⁴ <https://www.hamptontrust.org.uk/our-programmes/adapt/>

Commissioner Report “I thought I was the only one in the world” ²³		Building Better Relationships course for those convicted of offences from August 2016.
Targeted awareness raising for sports centres, parks, libraries, environmental services that visit premises and service registration officers, takeaways, pubs, taxi companies, foster carers, care home staff and social workers	SPB sub group	
The Emergency Department and Sexual Health Clinics will display awareness raising literature about sexual exploitation services.	Hospital Services	
Evaluation	All agencies	All agencies to incorporate evaluation into their service offer to ensure the children who are receiving the intervention can feedback on what difference it has made to them.

²³ <https://www.childrenscommissioner.gov.uk/sites/default/files/publications/I%20thought%20I%20was%20the%20only%20one%20in%20the%20world.pdf>

What's happening right now in Jersey?

Action	Lead agency	Action
A review of legislative remedies available including use of the Crime (Transnational organised crime) (Jersey) Law 2008 and engagement with the review of sexual offences legislation in relation to identified gaps.	SoJPolice/Community and constitutional Affairs	Liaison with the Director of Constitutional Affairs and Justice Policy, States of Jersey.
Return interviews for missing children to be completed.	Youth Service	The Youth Service have employed a worker who will lead on CSE and return interviews for children who go missing. They begin in role in May 2017.
Inclusion of relevant questions in the Health Intelligence Unit school survey 'A picture of Health'. Childrens focus group.	Barnardos/Youth Service	This will be completed again in 2017 and questions will be submitted for consideration. SPB CSE sub group members Youth Service and Barnardos have been asked to consider this proposal specifically in relation to children in care.
CSE checklist used for data collection and information sharing	CSE sub group	Data on CSE is being compiled as part of the Multi-Agency Safeguarding Hub dataset. The CSE checklist has been updated into a screening tool. Feedback on its use is awaited.
Contributing cultural and ethnicity issues to be considered a SPB Board level	SPB Board	A paper was submitted by the SoJPolice to the SPB. The Independent Chair has chaired a subsequent meeting. This is a

		work in progress. It is intended that Local Government Association Guidance ²⁵ will be followed.
Publicise successful investigations to encourage reporting and ensure that members of the public are fully aware of the nature of the problem.	SoJPolice/MASH	Communications officer to provide materials to use at CSE awareness raising sessions.
Support Taxi drivers to recognise CSE.	Transport and Technical Services/CSE sub group	Contact made with the department to discuss the supplementation of existing training.
Work with the development of licensing legislation to ensure there is a ground level safeguarding co-ordinator at relevant premises.	CSE sub group/Economic development	There are ongoing discussions between the CSE sub group and the Head of Policy and Legislation from Economic Development.
Ensure that vulnerable children have the support required and feel able to report any concerns.	CSE sub group/all agencies	All agencies to have effective feedback mechanisms.
Development of an effective multi agency mechanism for measuring, monitoring and reporting the extent of CSE in Jersey	CSE sub group/all agencies	Continue to encourage reporting to Multi Agency Safeguarding Hub (MASH) and completion of CSE screening tools. The data from the MASH and Police systems will be used to inform the problem profile.
Ensure that shift officers are familiar with popular hotspots and private addresses linked to CSE. There	SoJPolice	The link between the intelligence that informs the Problem Profile and front line police practice is established.

²⁵ <http://www.local.gov.uk/documents/10180/6869714/Tackling+Child+Sexual+Exploitation+Resource+for+Councils+20+01+2015.pdf/336aee0a-22fc-4a88-bd92-b26a6118241c>

will need to balance disruption with displacing activity to private addresses where any associations are unseen.		
Using media including the drama Chelsea's choice , States of Jersey app updates and Prison Me No Way (PMNW), continue to warn youths about the dangers of online dating apps such as Badoo. Ensure that parents also have the knowledge to protect their children online. Encourage individuals to report any concerns.	CSE sub group/Education/Prison Me No Way	Part of PSHE and PMNW programme delivery
Consider the potential for human trafficking. Continue to monitor the link between Jersey and Guernsey, giving advice to airline/airport staff where appropriate.	PPA/CSE sub group	

11 Review

This strategy will be reviewed annually and developed as new local intelligence, evaluation and international research becomes available.
