



Multi-Agency Guidance, Child Sexual Exploitation

DOCUMENT PROFILE

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CHILD SEXUAL EXPLOITATION – CSE

JERSEY MULTI AGENCY GUIDANCE

DEFINITION OF CSE

‘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.’

Working Together to Safeguard Children 2015

MANAGING INDIVIDUAL CASES

1 .1 Identification

All professionals need to be aware of the indicators of CSE so that they can recognise when a young person they work with is vulnerable, at risk of or involved in CSE. Professionals may have concerns about a young person they work with for a variety of reasons, for example, a young person’s relationship with a much older partner.

The States of Jersey has developed a CSE risk assessment tool which is accessed via the Safeguarding Partnership Board and can be used to refer children and young people on for services.

Everyone should always remain aware of any young person they work with who may be vulnerable to or involved in CSE, in particular young people who are looked after and living at a distance from Jersey. The CSE risk assessment tool can be carried out at any time and advice can be sought from the MASH team at any time.

1.2 Levels of need and intervention

Below sets out the model of intervention for CSE describing the extent of the young person’s involvement and the corresponding level of intervention required to keep them safe.

Level 1 (MASH RAG rating Green):

These are young people who are vulnerable to CSE because of their circumstances, for example being out of school provision, being looked after in a residential home or frequently running away. These circumstances make it easier for grooming to take place. The purpose of level 1 intervention is to help the young person address the issues that make them vulnerable and build resilience to exploitation.

Level 2 (MASH RAG rating Amber):

These are young people who are being targeted or groomed for CSE. They will be in contact with perpetrators or those who are recruiting for the perpetrators or may have begun a relationship with an older partner.

They could be receiving gifts or attending parties with perpetrators and may be in contact with perpetrators via mobile phones. They may be being given drugs and alcohol by perpetrators to disinhibit and disorientate them which will make them more vulnerable.

This group will require targeted intervention and services in order to build resilience, address their needs and disrupt the grooming process or reduce the level of dependence on perpetrators. It is important that robust action is taken at this level as this is the main opportunity that agencies will have to protect the young person and divert them away from CSE.

Level 3 (MASH RAG rating Red):

These are young people who are very likely to be being sexually exploited and have become deeply enmeshed in the exploitation so that it is difficult for them to exit.

Intervention at this level will be aimed at helping the young person exit the exploitation and make a recovery and may also involve criminal investigation and action by the police against the perpetrator.

This group may be difficult to engage as their movements may be restricted and they may fear involvement by statutory agencies due to possible reprisals by perpetrators. It may be easier for this group to engage with voluntary sector organisations instead.

1.3 Making an enquiry

Whenever a professional is considering making a CSE enquiry on behalf of the young person, they should discuss this with the Safeguarding designated officer in their agency first to decide if an enquiry would be an appropriate response. If professionals need further advice on the relevance of indicators or whether to make an enquiry about a young person, the MASH team can provide a consultation.

All CSE enquires must be passed to the MASH team. This is to ensure that all information about the young person, their associates and possible perpetrators can be shared within the MASH leading to a full picture of the level of involvement in CSE and risks to the young person being obtained in a timely manner.

All information that the referring agency has relating to the child or young person. Possible perpetrators, locations and other young people with whom the young person associates should also be included on the enquiry form.

The CSE risk assessment tool should be attached to the MASH enquiry form.

1.4 Getting consent for an enquiry

The young person should be informed that an enquiry is being considered and their views on this sought. However, it is likely that the young person will be resistant to an enquiry being made and may not give consent.

Parents should also be made aware of concerns unless the young person strongly objects to this; however, parents must be involved if the young person:

- is under 13 years age
- is aged between 13 and 15 but is thought not to be competent to make this decision
- is 16 or 17 years but is thought to lack the mental capacity to make this decision.

Where the young person is assessed as being at level 2 or 3 and may be at risk of significant harm, an enquiry can be made to MASH without consent being given, although consent should be sought. Professionals can seek advice on this from the MASH social worker.

An enquiry must be made with or without consent if the young person is under 13 years and the police must also be notified as it is likely that a criminal offence may have taken place.

Further details on consent can be found on page 9.

1.5 Action on enquiries

On receipt of an enquiry, the MASH team will check to see if the young person is already known to Children Services and if this is the case, will pass the enquiry and CSE risk assessment tool on to the allocated social worker.

Where the young person is not known to Children Services, the case will be passed to the MASH manager who will allocate an initial RAG rating based on the perceived level of risk (see section 1.2 above). Level 2 and 3 cases where there is a risk of significant

harm will be subject to MASH information sharing processes and any relevant information gathered from agencies will be passed on to the MASH decision maker.

Once information has been gathered, the MASH decision maker will refer cases on to the appropriate resource:

- Level 1 cases will be referred on to the appropriate early help provision for a targeted service designed to provide support for the young person and divert them from CSE. The key worker in the early help service will be the young person's lead professional and will carry out an Early Help assessment to identify the young person's needs. The young person's professional network will develop the young person's diversion plan that will help them develop their resilience and reduce the risk of them becoming involved in CSE
- Level 2 cases; where the young person is at the early stages of involvement and there is no risk of significant harm but is considered to be in need, will be referred to Children Services for a social work assessment. The allocated social worker will be the young person's lead professional and will carry out a child and family assessment and develop a child in need plan in partnership with the young person's professional network.
- Level 2 and level 3 cases where there is a risk of significant harm will be referred to Children Services and dealt with through child protection procedures

1.6 Referral to Multi Agency Sexual Exploitation (MASE) Meetings

Any young person who is referred to MASH because there are concerns they are at risk of significant harm due to their involvement in CSE will be referred to Children Services for an assessment.

The allocated social worker and the professional network will develop a child in need plan for the young person that is reviewed regularly. In some cases the young person may become looked after by The States of Jersey and will have a care plan.

At the same time, all level 2 & 3 cases will be referred by the MASH decision maker to a MASE Meeting. The purpose of the MASE meeting is to gather information and intelligence that can be used by the police to instigate criminal investigations and potentially lead to prosecution of perpetrators. Information will also be shared on possible perpetrators, locations or emerging trends in order to develop an effective disruption strategy. The terms of reference of the MASE Meetings process is set out at Appendix 1. All agreed actions relating to CSE will be recorded in the young person's CIN plan which is reviewed every 3 months. The young person will be subject to a CIN plan for as long as it is felt that it is necessary.

In general, young people who are at risk from CSE will be dealt with under CIN procedures unless there is evidence to suggest parents are involved in or complicit with the CSE in which case child protection procedures will be used instead.

1.7 Children placed in Jersey by other authorities

Professionals may find that sometimes the young people they work with who presents as being vulnerable to or at risk of CSE is looked after by another authority but placed in Jersey. These cases need to be referred to the young person's allocated social worker in the home local authority as they still retain overall responsibility for the young person's welfare and safety.

However, Jersey's MASH team will still need to know about the case as the group will be involved in co-ordinating responses and may need to link with the home local authority in order to do this. It is therefore vital that professionals notify the MASH manager of concerns and any enquiries made to the home authority. A decision will need to be made regarding which agency, i.e. local or home local authority, takes the lead in the investigation depending on the origin and/or nature of the concern. The fact that a young person is looked after by another authority does not absolve local agencies of their duty to investigate.

In the event of an emergency where the young person needs immediate intervention to ensure their safety, this will be carried out by The States of Jersey and an enquiry should be made to the MASH team or the Emergency Duty team out of hours in these cases.

WORKING WITH YOUNG PEOPLE

The following are the key principles that professionals should follow when working with young people affected by CSE.

- It is essential that professionals remain aware that CSE is a form of child abuse. Although young people may believe that they are actively choosing this lifestyle and exploring their sexuality, the reality is that they are not exercising their free will and are being exploited by potentially dangerous adults. A young person who may be at risk of CSE should not be ignored by agencies simply because they are 16 years or above.
- Services and interventions should address the young person's needs and address the issues that make them vulnerable to CSE. Interventions should be proportional, reflecting the level of concern for the young person whilst balancing this against the young person's right to privacy.
- Given the personal nature of CSE, professionals might find it difficult to engage young people and it may take time to build trust and develop a relationship whereby the young person feels safe to talk. Young people should be fully consulted on services to be provided and allowed to decide which member of the professional network they feel most comfortable talking to about their experiences.

- Professionals should always persevere in working with a young person even where engagement is difficult and should give consideration to the barriers to engagement. Young people may be too frightened to seek help or may have a sense of loyalty to a perpetrator if they believe they are in a serious relationship with them.
- Young people who are vulnerable to CSE should get help and support as early as possible and preventing involvement in CSE should be the key basis of working with all young people. Research shows that early enquiry and intervention is key to ensuring a successful strategy as there are more opportunities to divert the young person and disrupt the grooming process. Professionals are strongly urged not to take a “wait and see” approach or wait for more evidence, but to make a timely enquiry based on whatever information is known at the time concerns arise.
- Tackling CSE requires an integrated, multi-agency response where agencies share responsibility and support each other to support the young person. This is particularly important if the young person is only in direct contact with one member of the network, and the network should focus on supporting that worker in their role.
- Agencies working with the young person should retain a high level of contact and share information effectively so that The States of Jersey is able to implement the CSE strategy in full.

WORKING WITH FAMILIES

Professionals should ensure that parents and families are fully involved in planning any responses to CSE and the provision of services. Often, parents are aware that their child is involved in CSE but feel helpless to do anything about it. The situation can be traumatising for family life as the victim becomes more isolated from their family. Some families may even be threatened by perpetrators and many would welcome help and support from agencies in tackling the problem.

It is important that families are involved in helping to protect the young person and may be a source of vital information regarding perpetrators. Families can be a source of support and a protective factor in helping the young person recover from CSE and this should be harnessed by professionals accordingly.

It would be unhelpful for professionals to in any way blame parents for their child’s involvement in CSE. It is rare that a parent is in any way involved or complicit in the exploitation. For this reason, Children Services uses the CIN procedures to deal with high level risks from CSE in order to reflect the fact that the danger comes from outside the home, and child protection procedures are only used in the rare cases where it is clear parents are involved in the exploitation.

SUPPORTING ACTION AGAINST PERPETRATORS

Historically, it has been difficult to successfully prosecute CSE cases, particularly with regard to supporting victims to co-operate with investigations and give evidence in court. This can make it difficult for the police and prosecutors to gather the evidence to secure a conviction.

The police have the main responsibility for taking action against perpetrators and using disruption strategies to stop targeting and grooming, but all professionals have a role in supporting this.

- Professionals should be aware of any CSE activity such as targeting that may be taking place in locations near to them, for example schools may become aware of concerns about a local café or takeaway. All concerns should be reported to the MASH.
- Professionals also need to be aware of young people they work with who may be perpetrators and who are involved in sexual bullying and exploitation of peers, including sexual exploitation that is linked to gang activity.
- Any concerns involving a possible crime against a young person should be reported to MASH and the Police immediately so that a joint investigation can be launched. Social workers dealing with CSE - CIN cases should ensure that the police are involved from the beginning and strategy meetings should plan investigations and evidence gathering, including best evidence interviews.

Professionals should encourage young people and their parents or carers to help identify perpetrators and keep any evidence that may support a criminal conviction. Parents and carers can help gather evidence by the following:

- Use contract mobiles rather than pay as you go so that an itemised statement can be obtained;
- Log the registration of any vehicles picking up or dropping young people off;
- Get details of possible perpetrators from contacts on mobile phones;
- Note any goods that are unaccounted for;
- Check bins for receipts that may give banking details of perpetrators;
- Check the young person's social networking sites;
- Record details of the young person's friends and visitors.

It is vital that any young person who is providing evidence either during interviews or as a witness in criminal proceedings is fully supported by the professional network.

Multi-agency Public Protection Arrangements (MAPPA) should be used as a forum for managing any risks posed by serious sex offenders who may be perpetrators of CSE in Jersey.

CONFIDENTIALITY AND INFORMATION SHARING

Information about a young person's sexual activity is highly personal and confidential and would only be disclosed to professionals in confidence. Such information could not be shared with third parties without the young person's consent, so normally professionals would need to seek consent before making a CSE enquiry to the MASH.

The law regarding young people and consent is:

- young people aged 16 and 17 are able to give consent to disclosure of information about themselves unless they are thought to lack the capacity to make decisions in which case parents should be approached for consent.
- Young people aged 12-15 can give consent to disclosure if it is thought they have an understanding of what information will be shared and why (known as Gillick competence). If they are not considered competent to give consent, their parents should be approached for consent.

A child under the age of 12 cannot give consent in any circumstances and their parents must be approached for consent.

If consent is withheld, an enquiry can still be made to the MASH team if the young person is thought to be at risk of significant harm or it is otherwise in the public interest to refer the matter, for example if other young people are at risk. Where a CSE risk assessment shows that the young person is at risk of significant harm (level 2 or 3) an enquiry must be made to the MASH even if consent is not given.

TRAINING AND SUPERVISION

All professionals working with young people must be aware of the indicators of CSE and be able to identify young people who are at risk from CSE.

It is also essential that professionals receive high quality supervision that enables them to reflect on their practice and ensures that they are aware of their duties towards the young people they work with. All agencies must have a designated officer for CSE to whom staff may refer if they have concerns about a young person they work with.

DEALING WITH PROFESSIONAL DIFFERENCES

This guidance aims to encourage a multi-agency response to CSE so that well-informed and timely decisions can be made on intervening in a child's life in order to

safeguard and promote their welfare. In the event that there is a disagreement between agencies, this will be discussed by the relevant managers of the agencies involved in the first instance and a resolution sought within a reasonable timescale.

If this is not possible, the matter should be referred to senior managers in the partner agencies to discuss and find a resolution. If disagreements need to be escalated further, this should be via the Escalation Policy and Procedure¹. Any disagreements or disputes should be clearly recorded on the service case records.

¹ <http://safeguarding.je/wp-content/uploads/2015/09/ESCALATION-POLICY-AND-RESOLUTION-PATHWAY.pdf>

Appendix 1

Multi-Agency Sexual Exploitation (MASE) Meetings. Terms of Reference and Process

1. Overall aim

1.1. The Multi-Agency Sexual Exploitation (MASE) meetings are there to ensure all partner agencies have a robust plan of action to ensure that children/young people in Jersey are safeguarded against Child Sexual Exploitation. MASE meetings will occur when a child/young person is deemed to be at Level 2 or 3 risk of Sexual Exploitation. This will be on the direction of the MASH decision maker. Meetings will continue to take place until the partner agencies involved deem the child/young person's risk has reduced to low risk, this will be agreed by all agencies in attendance of the MASE meeting. Long term actions to safeguard, disrupt and reduce opportunity for children to be harmed through sexual exploitation and missing episodes will be discussed during the meeting.

2. Core membership

2.1 Attendance at the meeting should include:

- The referrer
- Education & Health services
- FNHC
- Police
- Social worker
- Child/young person
- Parent/Carer
- Youth Service
- CAMHS
- Voluntary Agency Worker
- Fostering Link worker
- Residential Key worker
- Other relevant professionals

3. Chairing arrangements

3.1. Multi-Agency Sexual Exploitation meetings should be jointly chaired by Police Detective Sergeant & Children's Services Team Manager and should take place within 10 working days of the concerns raised.

3.2 All meetings should be minuted and sent out to agencies within 10 working days of the meeting to ensure all actions are clear and can be completed

4. Roles & Responsibilities

4.1. Attendees should be at every MASE meeting, these are held every 6-8 weeks. If there is an immediate safeguarding concern then the meeting date should be brought forward and attendees informed immediately.

4.2. If a member cannot attend from a particular agency, to identify and nominate a suitable colleague and ensure that they are fully briefed and prepared to contribute to the meeting.

4.3. To ensure they have up to date information to be shared at the meeting

4.4. If actions agreed from previous meeting have not been completed, this needs to be presented and explained to all agencies

4.5. Children/young people/family/carers will be invited to all or part of the meeting where appropriate; however a decision will be made on a case by case basis depending on the circumstances of each case. It may be necessary if there is a confidential police investigation underway, surveillance or concerns about the parents or carers that the child and parents/carers are excluded from all or part of the meeting.

4.6. In advance of the MASE meeting and as part of the social work assessment, the Social Worker will contact the GP to establish if any relevant information is known in relation to CSE. Where such information is known; the GP will be invited to attend the MASE meeting. After the MASE meeting and where a GP has not been in attendance, the Social Worker will formally advise the GP that the child is subject to CSE safeguarding concerns.

5. Purpose

- Establish exact nature of concerns raised
- Assess the needs of the child/ young person
- To implement an individually tailored robust plan of action in order to safeguard the child/young person
- Establish if there are risks for any other young people, including siblings and peers
- Share information about suspected perpetrators with the Police, i.e. names/alias, car registration, locations, descriptions, establishment
- Consider the disruption and prosecution of perpetrators
- Act as a clear escalation pathway for High Risk cases

6. The outcome of meeting may be that:

6.1. There is a need to initiate Child Protection procedures

6.2. There is a possibility of criminal action or a disruption plan against a perpetrator

6.3. Co-ordinated multi-agency support is required to support and divert the child/young person from involvement in sexual exploitation

6.4. There is insufficient information however due to ongoing concerns, further assessment will be carried out to secure key information

7. Action Plan – The Child’s Plan

7.1. The agreed actions should be incorporated into the Child’s Care Plan. The meeting and revised care plan will need to address the issues set out in point 5 of this document

7.2. The child’s plan will continue to be reviewed and revised in accordance with the relevant review process to support the child/young person’s safety and wellbeing. As appropriate, parents/carers should be included as key partners in the child’s plan including being asked to report the child missing from home and record any information that would support a future prosecution. A review meeting should be organised and held every 6-8 weeks until the risk has been reduced to low risk, this will be agreed by all professionals attending the MASE Meeting.

7.3. If a decision is made during the MASE meeting that a Child Protection Enquiry should be initiated, then the status should change to that of a Strategy Discussion.

7.4. Where ongoing work is required, a Lead Professional will be identified at the meeting if not already done so. This will usually be a social worker for level 2 & 3 cases.

7.5. The Child’s Plan must identify the desired outcomes for the child/young person and specify who is responsible for undertaking the work. Unless Child Protection Procedures are initiated, a date for a review meeting should be agreed to take place in a timeframe proportionate with the child/young person’s needs and no later than eight weeks after the initial meeting.

7.6. Appendix 2: **Multi-Agency Sexual Exploitation Meeting Initial Agenda** provides a suggested format for an agenda for these meetings. Appendix 3: **MASE Review Agenda**

Appendix 2 Multi Agency Sexual Exploitation Meeting – initial agenda

Proposed Initial Agenda

Guidance notes

- Information given at this meeting is confidential. Matters discussed here should only be disclosed to professional colleagues with a real need to know.
- The States of Jersey has an equal opportunities policy. It is important that everyone at the conference is treated with mutual respect giving due regard to race, religion, language, culture, gender, sexuality and disability. Discriminatory attitudes, opinions or language expressed at this meeting will be challenged.
- All participants will be invited to contribute any information they have. Information not presented openly at the meeting cannot be considered in assessing risk. It is important that it is clear from individual contributions what is fact and what is opinion

1. Introduction and status of meeting

2. Apologies

Part One chaired by Childrens Services focusing on the victim/s

3. Factual information / details

4. Reason for convening

5. Indicators developed

6. Sexual health concerns

7. Family awareness / response to risks

8. Child protection considerations

9. Potentially involved adults

10. Risk discussion

Part Two chaired by States of Jersey Police

11. The perpetrator: factual information/details

12. Education/Disruption/prosecution options

13. Summary by both chairs (including level of risk)

14. Decisions, recommendations and action planning

15. Review date

Appendix 3 Multi Agency Sexual Exploitation Meeting – review agenda

Proposed Review Agenda

Guidance notes

- Information given at this meeting is confidential. Matters discussed here should only be disclosed to professional colleagues with a real need to know.
- The States of Jersey has an equal opportunities policy. It is important that everyone at the conference is treated with mutual respect giving due regard to race, religion, language, culture, gender, sexuality and disability. Discriminatory attitudes, opinions or language expressed at this meeting will be challenged.
- All participants will be invited to contribute any information they have. Information not presented openly at the meeting cannot be considered in assessing risk. It is important that it is clear from individual contributions what is fact and what is opinion.

1. Introduction and status of meeting

2. Apologies

3. Review of risk assessment

4. Review of delivery of multi-agency safeguarding and support plan

5. Analysis of current risk and what needs to happen to manage risk

6. Revision to multi-agency safeguarding and support plan

7. Review