



Children's MARS Policies and Procedures

Child Criminal Exploitation

Definition and a guide for practitioners, local leaders and decision makers working to protect children from child criminal exploitation

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Part A: Introduction and Definition

Introduction

This guidance aims to:

- Provide all agencies with clear local guidance in relation to children who are at risk of Child Criminal Exploitation (CCE), or who are currently being exploited.
- Ensure that a coordinated approach across all agencies is taken when considering the risks involved for children who may be criminally exploited.
- Ensure that there is an effective plan in place to manage and reduce the risk to these vulnerable children and that roles and responsibilities within this are identified and clearly defined.
- Ensure effective monitoring of young people's safeguarding processes including via MACE Partnership Group meetings.
- Promote information sharing across all agencies and a joined up approach to risk reduction.
- Provide appropriate management oversight of these vulnerable children.

About this guidance

This guidance should be read alongside [Working Together to Safeguard Children \(2018\)](#) which continues to provide statutory guidance covering the legislative requirements on services to safeguard and promote the welfare of children.

A child is anyone who has not yet reached their 18th birthday. Throughout this advice the terms 'child' and 'children' are used to refer to all those under the age of 18.

This guidance applies to all staff who are working directly or indirectly with children, young people and their families in North Lincolnshire. This advice also applies to young people placed in North Lincolnshire by other responsible authorities and North Lincolnshire children in care placed outside of the area.

Part A and B is for everyone whose work brings them into contact with children and families, including those who work in early years, children's services, health, education (including schools), the police, adult services and youth offending teams. These parts set out first the background to the nature of child criminal exploitation, followed by a series of guiding principles. It is relevant to those working in the statutory, voluntary or the independent sectors, and applies in relation to all children and young people irrespective of whether they are living at home with their families and carers or away from home.

Part C explains what to do if you are worried about a child or young person, outlines the risk analysis framework and includes information about the Multi-Agency Child Exploitation Partnership Group and specific CCE risk assessment and management tool. It also includes sources of information and further guidance.

Annexes A and B in relation to adolescent development and the guide to disruption orders and legislation supplement part A and B.

Definition

Child criminal exploitation

There is no agreed statutory definition of CCE. In North Lincolnshire, the definition of CCE is that which:

Involves exploitative situations, contexts and relationships where a child (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them completing a task on behalf of another individual or group of individuals; this is often of a criminal nature.

Child criminal exploitation often occurs without the child's immediate recognition, with the child believing that they are in control of the situation. 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/economical and/or emotional vulnerability.

Children's involvement in CCE is indicative of coercion or desperation rather than choice. CCE is a complex form of abuse and it can be difficult for those working with children to identify and assess.

The indicators for CCE can sometimes be mistaken for 'normal adolescent behaviours'. It requires knowledge, skills, professional curiosity and an assessment which analyses the risk factors and personal circumstances of individual children to ensure that the signs and symptoms are interpreted correctly and appropriate support is given.

The law states that consent is only valid where they make a choice and have the freedom and capacity to make that choice. If a child feels they have no other meaningful choice, are under the influence of harmful substances or fearful of what might happen if they don't comply (all of which are common features in cases of CCE) consent cannot legally be given whatever the age of the child.

It is important to note that perpetrators of CCE may themselves be children who are criminally exploited and that the victims of CCE may also be at risk of becoming perpetrators.

Organised Crime Groups and Gangs

Organised crime group means a group that-

- (a) Has as its purpose, or as one of its purposes, the carrying on of criminal activities, and

- (b) Consists of three or more persons who act, or agree to act, together to further that purpose

Gang related violence and drug dealing activity is defined as gang related if it occurs in the course of, or is otherwise related to, the activities of a group that-

- (a) Consists of at least three people, and
- (b) Has one or more characteristics that enable its members to be identified by others as a group.

(Serious Crime Act 2015)

Part B: Child Criminal Exploitation

Child criminal exploitation is a geographically widespread form of harm to children and young people. It is a harm which is relatively little known about or recognised by those best placed to spot its potential victims.

Who is vulnerable to child criminal exploitation?

The national picture on child criminal exploitation continues to develop but there are recorded cases of:

- Children as young as 12 years old being exploited by gangs to courier drugs out of their local area; 15-16 years is the most common age range
- Both males and females being exploited
- White British children being targeted because gangs perceive they are more likely to evade police detection
- The use of social media to make initial contact with children and young people
- Class A drug users being targeted so that gangs can take over their homes (known as cuckooing).

Gangs and groups are known to target vulnerable children and adults, some factors that heighten a person's vulnerability include:

- Having prior experience of neglect, physical and/or sexual abuse
- Lack of a safe/stable home environment now or in the past (domestic abuse or parental substance misuse, mental health issues or criminality for example)
- Social isolation or social difficulties
- Economic vulnerability
- Homelessness or insecure accommodation status
- Connections with other people involved in gangs
- Having a physical or learning disability
- Having mental health or substance misuse issues
- Being in care (particularly those in residential care and those with interrupted care histories).

Risk Indicators

A young person's involvement in child criminal exploitation activity often leaves signs. A young person might exhibit these signs, either as a member or an associate of a gang or group dealing drugs. Any sudden changes in a young person's lifestyle should be discussed with them.

Some indicators are:

- Persistently going missing from school or home and/or being found out of area;
- Unexplained acquisition of money, clothes or mobile phones
- Excessive receipt of texts/phone calls and/or having multiple handsets
- Relationships with controlling/ older individuals or groups
- Leaving home/care without explanation
- Suspicion of physical assault/unexplained injuries
- Parental concerns
- Carrying weapons
- Significant decline in school results/performance
- Gang association or isolation from peers or social networks
- Self harm or significant changes in emotional wellbeing.

County Lines

County lines is the police term for urban gangs supplying drugs to suburban areas and market and coastal towns using dedicated mobile phone lines or 'deal lines'. It involves CCE as gangs use children and vulnerable people to move drugs and money. Gangs establish a base in the market location, typically by taking over the homes of local vulnerable adults by force or coercion in a practice referred to as 'cuckooing'.

County lines is a major, cross cutting issue involving drugs, violence, gangs, safeguarding, criminal and sexual exploitation, modern slavery, and missing persons; and the response to tackle it involves the police, the National Crime Agency, a wide range of government departments, local government agencies and voluntary and community sector organisations.

County lines activity and the associated violence, drug dealing and exploitation has a devastating impact on young people, vulnerable adults and local communities.

How does it affect children and young people?

Like other forms of abuse and exploitation, child criminal exploitation:

- Can affect any child or young person (male or female) under the age of 18
- Can affect any vulnerable adult over the age of 18
- Can still be exploitation even if the activity appears consensual
- Can involve force and/or enticement-based methods of compliance and is often accompanied by violence or threats of violence

- Can be perpetrated by individuals or groups, males or females, and young people or adults; and
- Is typified by some form of power imbalance in favour of those perpetrating the exploitation. Whilst age may be the most obvious, this power imbalance can also be due to a range of other factors including gender, cognitive ability, physical strength, status and access to economic or other resources.

One of the key factors found in most cases of child criminal exploitation is the presence of some form of exchange (e.g. carrying drugs in return for something). Where it is the victim who is offered, promised or given something they need or want, the exchange can include both tangible (such as money, drugs or clothes) and intangible rewards (such as status, protection or perceived friendship or affection). It is important to remember the unequal power dynamic within which this exchange occurs and to remember that the receipt of something by a young person or vulnerable adult does not make them any less of a victim. It is also important to note that the prevention of something negative can also fulfil the requirement for exchange, for example, a young person who engages with child criminal exploitation activity to stop someone carrying out a threat to harm his/her family.

Part C: What to do if you are worried about a child or young person

Early sharing of information is key to providing effective help where there are emerging problems. For guidance on sharing information, which includes a myth-busting guide, see [Children's MARS information sharing protocol](#) and [Information Sharing: Advice for practitioners](#) providing safeguarding services to children, young people, parents and carers. Wherever possible practitioners should share confidential personal information with consent. However, where there are concerns that a child is suffering, or is likely to suffer, significant harm, practitioners should be willing to disclose information without consent where the public interest served by protecting the child from harm outweighs the duty of confidentiality.

Safeguarding children is everyone's responsibility. All practitioners should assume that in the course of their work with children they will encounter children at risk of criminal exploitation. All practitioners working with children and families need to **know where to get help**: Local multi-agency safeguarding arrangements set out the process for referring concerns about the welfare of children to North Lincolnshire's Children Services. Anyone can make a referral and ask for advice. If a child is considered to be in immediate danger the police should be contacted.

For more information regarding making a referral see the Children's MARS Helping Children and Families (Threshold Document 2016/20) and Children's MARS Policy and Procedure Assessing Need and Providing Help. These are available on the [Children's MARS website](#).

Any practitioner working with a child who they think may be at risk of child criminal exploitation should follow the guidance set out in *Working Together* and share this information with North Lincolnshire Children's Services. You should refer any concerns about a child's welfare to North Lincolnshire Children's Services. If you believe a child is in immediate risk of harm, you should contact the police.

Managers of services should ensure they are facilitating this type of sharing culture within their agencies and across their local multi-agency partnerships.

All practitioners working with children and families should respond in ways that are:

- **Child-centred:** recognising children and young people's rights to participate in decisions about them in line with their maturity, and focusing on the needs of the child. Other considerations, such as the fear of damaging relationships with children or adults, get in the way of protecting children from abuse and neglect. Practitioners should view a referral as the beginning of a process of inquiry, not as an accusation. Victims may be resistant to intervention and some may maintain links with their abusers, even after attempts to help protect them;
- **Developed and informed by the involvement of a child's family and carers wherever safe and appropriate:** a holistic assessment will take account of the wishes and feelings of children and the views of their parents/carers;
- **Responsive and pro-active:** everyone should be alert to the potential signs and indicators of child criminal exploitation, as well as other forms of abuse, and exercise professional curiosity in their day to day work. It is better to help children and young people as early as possible, before issues escalate and become more damaging;
- **Relationship-based:** practitioners should establish and maintain trusting relationships with children and young people, and continue to exercise professional curiosity and create safe spaces for disclosure; and
- **Informed by an understanding of the complexities of child criminal exploitation:** it is important to avoid language or actions that may lead a young person to feel they are not deserving of support or are in some way to blame for their abuse.

What does the particular nature of exploitation mean for practice?

It is important that continued contact is not misinterpreted as informed choice or an indication of absence of harm. Practitioners should maintain their relationships with children and young people, and continue to exercise professional curiosity and create safe spaces for disclosure. Continued contact with perpetrators should be seen as part of the complex power dynamic of the abusive relationship. Practitioners should continue to reach out to victims and not make the offer of services dependent on formal disclosure. Many victims are only able to disclose after the provision of support, often months or even years down the line.

Parents/carers, teachers, youth workers, other professional workers or, as is often the case, a mixture of the above may have a valuable perspective to add. This will inform the contextual understanding and help to identify changes that represent something more than adolescent behaviours (see annex A covering adolescent development) and make sense of the range of vulnerabilities the child or young person may be facing. As *Working Together* makes clear, it is important all such perspectives, alongside that of the child/young person, are incorporated in all risk assessments.

Working with families

Parents and carers can feel excluded in work with children and young people who are, or who are at risk of being, criminally exploited by perpetrators external to the family. Where assessment shows it is safe and appropriate to do so, parents and families should be regarded as a part of the solution. It is crucial to work with them not only to assess the risks of harm faced by the young person or child but to help them understand what the young person has experienced, the risks they face and how they can be supported and protected. The parents may need direct support and help to improve family relationships and keep their child safe.

Referral

Concerns that a child may be at risk of criminal exploitation should be discussed with a manager and or designated professional for safeguarding and a decision made as to whether there should be a referral to Children's Services. This discussion must not result in a delay in referring the concerns.

Professionals who have a concern that a child or young person is experiencing or is at risk of child criminal exploitation must make a referral to Children's Services in line with [Children's MARS Policy and Procedure Assessing Need and Providing Help](#).

The CCE - Vulnerabilities and Risk Indicators Guide should be considered by both the referrer and Children's Services during the referral process. This will be used as a reminder of points to consider and recognise/identify children who are vulnerable to, at risk of, or who are already being criminally exploited as part of the risk analysis and information considered and gathered during the referral process. See annex C child criminal exploitation vulnerabilities and risk indicators guide for more information.

Within one working day of a referral being received Children's Services should make a decision about the type of response that is required.

This will include determining whether:

- Information sharing and discussion has agreed that no further action is required
- An Early Help Assessment be undertaken with no further action by Children's Services
- An Early Help Plan continue with no further action by Children's Services
- Any services are required by the child and family and what type of services including referral to an agency/service with no further action by Children's Services
- The child is in need and should be assessed by Children's Services under section 17 of the Children Act 1989
- There is reasonable cause to suspect that the child is suffering or likely to suffer significant harm and whether enquiries must be made and the child assessed by Children's Services under section 47 of the Children Act 1989
- That the child requires immediate protection and urgent action is required.

Where a child is considered to be at risk of being moved or trafficked to another local authority or has been moved or trafficked to North Lincolnshire, Children's Services and the police will inform their respective counter parts in the other local authority and police force areas and work jointly with them.

In accordance with the requirements of the *Council of Europe Convention on action against trafficking in Human Beings* the UK has a national referral mechanism for identifying and recording victims of trafficking and ensuring that they are provided with appropriate support wherever they are in the UK.

Decisions about who is a victim of trafficking are made by trained specialists in designated 'Competent Authorities'. The UKHTC and UKBA act as the UK's Competent Authorities with responsibility for the final decision on whether a frontline professional's grounds for believing that the child has been trafficked are founded i.e. whether the child is or not a victim of trafficking.

For more information see [Children's MARS Safeguarding Children who may have been Trafficked Procedures](#).

North Lincolnshire Risk Analysis Framework

The assessment will incorporate the Risk Analysis Framework (RAF), including consideration of the CCE vulnerabilities and risk indicators which are considered in the RAF. They will be used as guidance to consider and recognise/identify children who are vulnerable to, at risk of, or who are already being criminally exploited as part of the risk analysis and information considered and gathered for an assessment.

The risk analysis process acknowledges that it is never possible to remove all risk from a child's life and that the experience of dealing with risk in a contained manner is an essential part of normal development; recognising what risks exist in a child's life, what level of threat they present to the child's wellbeing, and how well these can be managed so that the level of threat is reduced and safely managed.

The RAF is integral to individual plans for children and young people where there is statutory involvement due to child concern and child protection. This includes cases that are:

- Child in Need, (including disabled children);
- Child Protection;
- Looked After Children;
- Care Leavers;
- Young Offenders; and
- Older Young People

The analysis of risk also takes place within the three domains of the National Assessment Framework: child's developmental needs, parental capacity to meet those needs, and family and environmental factors that support or hinder. It focuses on two key aspects; what factors are there in the child's life that present a risk to their wellbeing (risk factors), and what factors guard against risk (protective factors).

Having determined what risk and protective factors exist, the process is then to judge the balance of those factors, particularly whether there are sufficient protective factors in place to balance out the risk factors. The next stage is to judge what meaning the level of risk that exists has for the child. This will be on a continuum from no significant risk to severe risk.

Finally, the worker must determine what needs to change in order to reduce risk and devise a plan to deliver that change.

The risk analysis is repeated at milestones such as reviews of the child's plan and at times when significant change occurs in the child's circumstances. For further information see annex D risk analysis framework.

MACE risk assessment and partnership group

Where a child is deemed at risk of or experiencing child criminal exploitation the CCE Multi Agency Child Exploitation risk assessment and management tool will be used to complement the Risk Analysis Framework and be presented for discussion at the six weekly MACE Triage meeting. The MACE Triage meeting determines which children's cases will be discussed at the six weekly MACE Partnership Group based on level of risk also where further multi-agency discussion is required to formulate additional actions to complement the child's statutory plan. The MACE Partnership Group enables a specific focus on the risk factors in relation to child criminal exploitation at a management level allowing for added value. See annex E for MACE Summary Procedure. The CCE risk assessment tool can be utilised at the point in which a child is deemed at risk of child criminal exploitation.

The MACE risk assessment tool should run parallel to any statutory plan.

See annex F for the MACE Partnership Framework including the MACE Partnership Group terms of reference which incorporates the MACE risk assessment tool.

North Lincolnshire Risk Analysis in relation to Child Criminal Exploitation

For an overview of how risk in relation to child criminal exploitation in North Lincolnshire is identified, assessed/analysed and managed at varying levels dependent upon the individual context of each case. See annex G for more information.

Annex A: Adolescent Development

Introduction

Adolescence is one of the most dramatic stages of development. With puberty comes bodily changes (such as spurts in growth and development of sexual organs) as well as changes in the neurobiological system, focused on emotions and social interaction. These latter changes can have a number of impacts, such as heightened sensitivity to emotional cues (such as rewards and threats) in comparison to older and younger age ranges. Alongside this, the neural systems that underlie the complex cognitive abilities involved in control and regulation develop very differently, maturing gradually over the course of adolescence into young adulthood. This accounts for the gradual gains in the skills comprising 'executive functioning': the control and coordination of thoughts and behaviours (Anderson et al, 2001; Blakemore and Choudhury, 2006). Skills in this repertoire include working memory (the ability to hold information in mind and apply it to current tasks), impulse control, selective attention and planning ahead.

Transitions

Adolescence shares common characteristics with other periods of transition. These include:

- Anticipation of the future;
- A sense of loss and regret for the stage that has been lost;
- A sense of anxiety about what is unknown (worrying about the future);
- A major psychological adjustment due to multiple domain changes – relationships, education, employment and home; and
- A degree of status ambiguity during the transition period – for example, with neither the adult world nor the individual being sure whether he/she should be treated as a child or an adult (Coleman, 2014a).

The changes experienced during adolescence include:

- *Physical change*: puberty including sexual maturation, growth and hormonal changes; brain development; alterations in sleeping patterns;
- *Psychological change*: development of new intellectual skills; the psychological and emotional impact of puberty; identity change and development – a changing sense of self; and
- *Social change*: friends appear to become more important; the establishment of a wider network; some individuals becoming open to peer influence; the growing influence of the digital world with associated risks and opportunities.

Moving successfully from childhood to adulthood therefore involves a number of key developmental tasks:

- *Physical (and sexual) maturity*: including brain and physical development as well as puberty;
- *Emotional maturity*: the ability to recognise and manage the different states of one's own mind;
- *Cognitive maturity*: thinking in a range of ways, including theorising (and seeing ideas as things that exist separately from oneself), holding ethical and moral stances, and practical problem solving;

- *Individuation and identity*: developing a clear sense of self – incorporating gender, sexuality, ethnicity and usually involving the development of degrees of independence from family (strongly influenced by family, community and cultural and religious factors); and
- *Social maturity*: achieving the capacity to manage a range of different types of social relationships and roles such as work, intimate partnerships and parenthood (Coleman 2014a).

The importance of relationships in adolescence

As noted above, adolescence is a time of changing social relationships. Peers become increasingly important as friends, intimate partners and prominent social groups in which one's identity and status are constructed and worked out. It is therefore critical that children and young people's social contexts are considered when planning work around child sexual exploitation – see Firmin's (2015) contextual safeguarding model for further information (available from www.beds.ac.uk/ic).

Risk in adolescence and the salience of the peer group interact. For example, adolescents are more likely to engage in behaviours that are perceived as risky when they are observed by or interacting with peers, in a way that is not true for adults (Gardner and Steinberg, 2005). However, young people may also be particularly receptive to support and positive guidance from their peer group; it makes sense therefore that relationships are both noted as both a risk factor and a protective factor in public health discourse, amongst other literature. The online world, too, can enhance peer influence in both directions, with moderated peer-to-peer youth forums a good example of how the strength of peer influence can be positively harnessed (Webb et al, 2008). Care must be taken to ensure that those working with adolescents facing risk do not overlook the impact of peers.

Intimate or romantic relationships are a normative part of adolescence, their significance developing in line with sexual interest and peer relationships more generally. Early adolescents are more likely to have idealised notions of romance (Smetana et al, 2006). Perpetrators of child sexual exploitation can be acutely attuned to these developmental tendencies, which they may manipulate in order to execute abuse (Hanson and Holmes, 2014). By late adolescence, romantic attachments (when they are present) can offer a central source of support (Smetana et al, 2006). However, they can also be a source of harm, with significant levels of intimate partner violence observed in such relationships (Barter et al, 2009).

Key risks in adolescence

From a global perspective, the UK can be seen as a relatively safe place for many children to grow up. However, a high proportion of adolescents still face one or more serious risks. Potential risks faced by adolescents, presented with illustrative examples include:

- *Sexual abuse*: child sexual exploitation by individuals and by gangs or groups (peers or adults; online or offline); other forms of sexual abuse and duress/coercion to sexually abuse others;
- *Physical abuse*: family violence; gang related and community violence; violence within intimate relationships;

- *Neglect*: neglect from family members including rejection and abandonment, parental mental health or substance abuse that disrupt parenting capacity and/or impose inappropriate caring responsibilities on the part of the young person; overly restrictive parenting; neglect in custody;
- *Emotional abuse*: within the family; extensive bullying by peers (in person and/or online); living with domestic abuse between parents; emotional abuse within intimate relationships; and
- *Other potential risks*: homelessness and running away; mental health problems (including depression, anxiety, self-harm, suicide attempts and eating disorders); gang involvement; substance misuse (Hanson and Holmes, 2014).

A significant minority of young people experience multiple risks, which can make it more difficult to identify casual and resultant risks in order to develop an appropriate service response. The research shows that exposure to multiple forms victimisation – termed ‘poly-victimisation’ – significantly increases young people’s vulnerability to negative outcomes (Finkelhor et al, 2011).

Risk and adolescent development

Adolescence is recognised as a period of vulnerability to what is described as ‘risk-taking’ behaviours (Van Leijenhorst et al, 2010). These behaviours might involve ‘riskily’ seeking rewards (for example, responding to a verbal slur with physical violence).

The ‘risk-based’ terminology used to describe these behaviours presents challenges around conceptualisation and blame. For example, ‘risk taking’ can be interpreted as meaning that young people are making unconstrained lifestyle choices when, in fact, these ‘choices’ and behaviours are underpinned by complex interacting developmental, social and psychological drivers. It is important to avoid interpreting ‘risky behaviours’ in cases of child criminal exploitation (continued contact with the abuser, for example) as freely made choice. Such an interpretation can affect young people’s capacity to ask for help, can lead to professional and societal victim blaming and can leave young people highly vulnerable. It is more useful and accurate to recognise these ‘risky’ behaviours as part of the complex power dynamic associated with child criminal exploitation; as survival strategies; as adaptations to previous harm or trauma; and/or as the means by which a young person seeks to meet unmet needs.

Responses to risk in adolescence

When resources are strained, those working with adolescents can sometimes feel there is a de-prioritisation of adolescents’ needs in favour of those of younger children (Gorin and Jobe, 2013). It may be wrongly assumed that adolescents, because of their age, are more resilient than younger children or that their choices are always freely made and informed. The level of agency adolescents have in relation to risk makes adolescents ‘imperfect victims’ (Rees and Stein, 1999) and makes addressing those risks a complex task. This may be made more challenging by working within a child protection system that is designed primarily to meet the needs of younger children maltreated within the family (Pearce, Hanson and Holmes, 2014; Hanson, 2016).

Local Authority spending to protect adolescents from serious risk is often geared towards solutions that involve the care system, with a high proportion of children’s services

spending being committed to care placements, the most expensive often being those for adolescents (Dept for Education 2014). While many placements are effective at reducing risk, some looked after children are also disproportionately vulnerable to serious risks, including sexual exploitation, violence and running away (Dept for Education, 2013; Beckett 2014).

This growing sense that the child protection system is not well-designed to protect adolescents is accompanied by increasing knowledge and understanding about adolescent development. This evidence converges with key policy drivers, such as foregrounding the young person's perspective (for example, Munro 2011), innovating within social care to better meet the needs of adolescents (Department for Education, 2014; Hanson and Holmes, 2014) and working preventatively in order to support well-being (The Care Inquiry, 2013; Hagell et al, 2015).

An effective response to child exploitation requires consideration of more than physical safety. In the context of work with looked after children, Shuker (2013; available from www.beds.ac.uk/ic) argues that physical, relational and psychological safety are *all* vital for safeguarding the welfare of young people affected by child sexual exploitation. A child centred approach is needed to recognise which type of security is the first priority for services to work towards for the individual child. For some young people, a stable trusting relationship will be a necessary precondition for attempting to achieve physical safety by disrupting a relationship with the perpetrator. For others in immediate danger, physical safety will be the foundation for work to achieve psychological and then relational security. Crucially, where physical safety is achieved at the *expense* of relational and psychological security, interventions will only ever be short-term solutions that deliver 'enforced compliance rather than meaningful change' (Beckett 2011) and may ultimately hinder exit from exploitative situations or relationships (shuker 2013). The same approach should be taken when considering child criminal exploitation.

Learning and insight can be gained from research in relation to working with young people affected by child sexual exploitation. It is important to acknowledge that their involvement in what we perceive to be 'risky behaviours' can be their attempt to exert some control and power in circumstances in which they have very little of either (Coy, 2009; Melrose, 2010; Beckett, 2011; Phoenix, 2012; Beckett et al, 2013; Dodsworth, 2014). Young People may continue to engage in what we perceive to be 'risky behaviours' – or, more accurately in the case of child sexual exploitation, continue to be entrapped in risky circumstances and faced with severely constrained choices – while they are accessing support. There is a growing realisation that 'protection' cannot necessarily mean 'rescue' in all cases of child sexual exploitation, and with this comes a clear understanding that respecting young people's voices is part of building their resilience. A parallel is drawn with changing approaches to domestic violence, a point that has been acknowledged by others (O'Neill, 2001). These approaches now acknowledge that simply 'rescuing' victims of domestic abuse from an abusive relationship is unlikely to end the relationship, nor is it likely to encourage help-seeking recovery behaviours.

'Just as services and practitioners working with those experiencing domestic abuse now recognise the complexities of this issue, we would do well to understand that CSE is not a simple case of rescue, abstinence or of victim blaming when a young person doesn't willingly leave an exploitative relationship' (Hickle and Hallet 2016:308).

Recognising this Hickle and Hallett (2016) explore the potential learning that can be gleaned from a harm reduction approach, as frequently used in the field of substance misuse. A harm reduction approach contends that young people to commit to abstinence 'before they have the requisite life skills or psychological ability to successfully maintain their drug free status' undermines their ability to sustain change (Stevens et al, 2007). This, and other tenets of a harm reduction approach, closely align with the principles that underpinned many longstanding responses to child sexual exploitation within the third sector, although the terminology of 'harm reduction' has rarely applied within this field (See for example: Pearce 2002; Melrose and Barratt, 2004; Scott and Skidmore, 2006; Clutton and Coles, 2007; Pearce, 2009; Beckett 2011). Hickle and Hallett (2016) consider the potential contribution, and challenges, of a more explicit adoption of a harm reduction approach within the field of child sexual exploitation in their paper available at: <http://onlinelibrary.wiley.com/doi/10.1111.chso.12145/full>

Annex B: Guide to Disruption Orders and Legislation

This annex sets out examples of the range of disruption measures, civil powers and criminal offences which may be used by practitioners as part of a strategy to tackle child criminal exploitation. This is not an exhaustive list and practitioners should consider the full range of powers available to them when developing effective disruption strategies.

Government work on a more comprehensive toolkit of disruption measures is also being developed and will be made available to practitioners.

Disruption Measures

Child criminal exploitation may be associated with other crimes, or perpetrators may be involved in other criminal activity. In these instances there are a number of civil measures that can be used to disrupt the activities of individuals also involved with child criminal exploitation, alongside criminal and civil processes that directly address offending and other child protection procedures.

The range of formal and informal disruption measures that may be used to help tackle child criminal exploitation include:

- Obtaining orders on an identified individual (see below);
- Investigation of other crime types such as drugs or theft;
- Increased police attention on an individual (checking car tax, road worthiness of car etc);
- Increased police presence in suspected hotspots (online or offline);
- Working with internet providers to address online risks; and
- Use of licensing laws and powers to obtain guest information or close down premises associated with child exploitation.

Where applicable, an effective disruption strategy may use a range of these methods in conjunction with one another to address individual perpetrator behaviour, protect victims and address wider contexts of concern. In developing an effective disruption strategy, local partners including the police and local authorities should work together to consider the full range of powers available. Though not the focus of this guide, an effective disruption strategy will also involve work with children and young people to address the issues contributing to their vulnerability and to provide them with alternative options.

Civil Orders and other means of controlling individual behaviour

Gang Injunction a gang injunction is a civil tool that allows the police or a local authority to apply to the County Court, High Court or Youth Court for an injunction against an individual to prevent gang related violence and gang related drug dealing. By imposing a range of prohibitions and requirements on the respondent, a gang injunction aims to prevent the respondent from engaging in, or encouraging or assisting, gang related violence or gang related drug dealing activity and/or to protect the respondent from gang related violence or gang related drug dealing activity.

Child Abduction Warning Notices (CAWNs), formerly known as Harbourers' Warnings. These can be issued by the police and used with individuals over 18 to let them know (and record that they have been told) that they are not allowed to associate or contact with a named child (under 16, or under 18 if in care). CAWNs have no statutory basis in and of themselves, but are very useful in providing evidence to support the prosecution of other offences by, for example, registering that a suspect knew the child was 15, thereby taking away the age defence in criminal cases.

Sexual Harm Prevention Orders (SHPOs) can be applied for by the police or the National Crime Agency. They can be used to impose restrictions on an individual who has been convicted or cautioned of a sexual or violent offence, where there is reasonable cause to

believe that the imposition of such an order is necessary to protect an individual or the wider public from harm. Restrictions can include things like limiting their internet use, preventing them from approaching or being alone with a named child and prohibiting foreign travel. Breach of the order, without reasonable excuse, is an offence punishable by a fine and/or imprisonment.

Sexual Risk Orders (SROs) can also be applied for by the police or the National Crime Agency. These are similar to Sexual Harm Prevention Orders, and can include similar restrictions, but do not require an individual to have been convicted or cautioned. SROs can be issued when an individual has carried out an act of a sexual nature and there is reasonable cause to believe that such an order is necessary to protect an individual or the wider public from harm. As with SHPOs, breach of the order is an offence punishable by a fine and/or imprisonment.

Both SHPOs and SROs may be used with children under 18, but recent Home Office guidance on Part 2 of the Sexual Offences Act 2003 states that the following principles should apply when considering this:

- The early consultation and participation of the youth offending team in the application process;
- That 14 to 17 year olds made subject to civil injunctions in relation to harmful sexual behaviour are offered appropriate interventions to reduce their harmful behaviour;
- That the nature and extent of that support is based on a structured assessment that takes into account the needs of the young person and the imminent risk;
- That the welfare of the child or young person is the paramount consideration, in line with local safeguarding procedures;
- That the requirements of all other orders and sentences that may already be in existence are taken into account to ensure that any requirements made by these orders do not restrict a young person's ability to complete other current orders or sentences, and the combined burden of requirements is taken into account to ensure the young person has the capacity to comply (Home Office, 2015).

Where there are concerns that a child has been trafficked as part of the child sexual exploitation (this can include movement from one area to another within England), **Slavery and Trafficking Prevention Orders (STPOs) and Slavery and Trafficking Risk Orders (STROs)** can also be considered. STPOs and STROs can be applied for by the police, the National Crime Agency or an immigration officer. These were introduced under the Modern Slavery Act (2015) and, like the SHPOs and SROs outlined above, offer a means of placing restrictions on an individual's movements and actions. A STPO can only be made against an individual who has been convicted of a slavery or human trafficking offence, while a STRO can be made against an individual who has acted in a way which means that there is a risk that they will commit a slavery or human trafficking offence. Both require reasonable belief that the individual may commit a modern slavery offence in the future and that application of the order is necessary to protect an individual or the wider public from harm.

The **National Referral Mechanism (NRM)** is also an important mechanism in disrupting and identifying perpetrators of Human Trafficking and Modern Slavery. The NRM is a framework for identifying and safeguarding victims of human trafficking or modern slavery. The NRM applies to victims of both domestic and international trafficking and is designed

to facilitate relevant multiagency involvement in trafficking and modern slavery cases, ensuring that the victim receives safe accommodation, appropriate protection, support and advice. Referrals to the NRM contribute to building evidence about trafficking and modern slavery, providing a national picture and informing policy decisions and practice actions in this area.

Criminal Behaviour Orders are available following a conviction for any criminal offence in the Crown Court, Magistrates' court or youth court. They can impose restrictions on an offender who has engaged in behaviour that had caused, or was likely to cause, harassment, alarm or distress to any person if making the order will help prevent them from engaging in such behaviour. If the offender is under the age of 18 when the application is made, the prosecution must ascertain the views of the local youth offending team before applying for a criminal behaviour order.

Notification Orders are intended to protect the public from the risks posed by sex offenders in the UK who have been convicted or cautioned for sexual offences which have been committed overseas. A Notification Order makes the offender subject to notification requirements in the same way as if they had been convicted in the UK for a sexual or violent offence.

Non-Molestation Orders are civil injunctions that can be issued to protect named children from abuse from an individual and any third party acting on the behalf of that individual. The order only applies to those individual(s) 'associated' with the child. It is an offence if the order is breached.

Exclusion Orders can be sought upon the application for an Interim Care Order or Emergency Protection Order. The order can be taken where there is reasonable cause to believe that if an individual is excluded from a dwelling, house or defined area in which the child lives, the child will cease to suffer, or cease to be likely to suffer, significant harm. The order cannot cover an unlimited area.

A **Wardship** is a civil injunction which can be used to prevent an 'undesirable association' between a child and an individual(s). A local authority can make a Wardship application to the High Court to make a named child a ward of court and to seek an injunction against a named individual(s) to prevent that person from making any contact with the child. An injunction can be used where there is reasonable cause to believe that the child is likely to suffer significant harm without the court's intervention. An example of the use of a Wardship to disrupt child sexual exploitation is the case of *BCC v Riaz et al* [2014] EWHC 4247 (Fam). In this case, Birmingham local authority took civil action in this way to protect girls under the age of 18 from being approached by men with whom they were not personally associated.

Criminal Offences

The main set of offences used in criminal prosecutions of child sexual exploitation is contained within the [Sexual Offences Act \(SOA\) 2003](#). These offences are categorised according to the age of the victim (under 13s, under 16s and under 18s) as outlined below.

Under 13s

Articles 5 to 8 of the SOA 2003 cover offences against children who are 12 years of age or younger. These include two offences of penetration, a wider offence of sexual assault and one of causing or inciting a child to engage in sexual activity:

- rape of a child under 13 (intentional penetration of vagina, anus or mouth by a penis);
- (sexual) assault of a child under 13 by penetration (intentional penetration of vagina or anus by something other than a penis, such as a finger or an object);
- sexual assault of a child under 13 (intentional sexual touching); and
- causing or inciting a child under 13 to engage in sexual activity.

Penalties for these offences are higher than those for offences against children aged 13 or above and defendants cannot utilise the defence of believing the child was of an older age (which they can for offences of children under 16 as explored below).

Under 16s

Articles 9 to 12 of the SOA 2003 cover adults sexually offending against children under the age of 16 years within England or Wales. This includes:

- Sexual activity with a child under 16 (intentional sexual touching);
- Causing or inciting a child under 16 to engage in sexual activity;
- Engaging in sexual activity in the presence of a child (for the purposes of sexual gratification); and
- Causing a child to watch a sexual act (watching someone else/viewing images).

These activities are also an offence if perpetrated by another child or young person (under 18), but in these circumstances they would be prosecuted under Article 13, and as such attract lower penalties.

Articles 14 and 15 of the SOA cover the commission of sexual offences against a child under 16 years of age outside of England and Wales:

- Article 14 criminalises an individual (of any age) arranging or facilitating the commission of any of the four offences outlined in the bullet points above, anywhere in the world (Article 14); and
- Article 15 makes it an offence for an adult to meet (or travel with the intention of meeting) a child under 16, anywhere in the world, if they have met or communicated with that child on at least two occasions and intend to commit one of the sexual offences above.

In 2015 a new offence of sexual communication with a child was introduced, under the Serious Crime Act, to strengthen the powers of the authorities to prosecute cases of grooming (without having to wait until the point of travel, as per the requirements of Article 15 of the SOA outlined above). Like Article 15 of the SOA, this only applies to adult perpetrators, and victims under 16 years of age, but it does criminalise the act of sexual communication (defined as being sexual or encouraging a sexual response, and for the purposes of sexual gratification).

Under 18s

Although the legal age of consent for sexual activity is 16, the SOA recognises the continued vulnerability of 16- and 17-year-olds in particular circumstances. These include:

- Abuse of a position of trust (e.g. sexual offences by an adult teacher or social worker – the offences covered are the same as those outlined in the bulleted list above (Articles 9 to 12), but extended to cover 16/17 year olds in these circumstances);
- Familial child sex offences (engaging in sexual activity with a child in the family or inciting them to engage in sexual activity);
- Indecent photographs of a child aged 16/17 (includes making, distributing, intent to distribute and possessing indecent photographs); and
- Sexual exploitation of children (see commentary below).

Offences of sexual exploitation

The SOA was amended by the Serious Crime Act 2015 to remove references to ‘child prostitution’ and ‘child pornography’ and replace them with ‘sexual exploitation of a child’. The changes were made to the following offences:

- Section 48: causing or inciting child prostitution or pornography;
- Section 49: controlling a child prostitute or a child involved in pornography; and
- Section 50: arranging or facilitating child prostitution or pornography.

The changes were made to the terminology of the offences in order to clearly reflect that children involved in such activities were victims of abuse. This did not however, change the behaviours to which these offences apply, which remain the recording of an indecent image of a person or the offer or provision of sexual services to another person in return for payment or a promise of payment. The SOA offences do not capture all offences that would fall under the new policy definition of child sexual exploitation in that:

- the exchange is limited to ‘financial advantage’, whereas the policy definition includes a broader list of things the victim/offender could receive; and
- the offence relating to the recording of an indecent image of a child does not require an exchange; this is outside of the policy definition of child sexual exploitation but would fall under the definition of child sexual abuse more generally.

In recognition of these differences the Government has made it mandatory from April 2016 for police forces to flag all police recorded offences that meet the policy definition of child sexual exploitation. This will include those that fall under the offences of child sexual exploitation but also those falling under other sexual offences that being perpetrated within the context of child sexual exploitation.

Indecent Images of Children

The Protection of Children Act 1978 provides for an offence of taking, making, distributing and sharing an indecent photograph or pseudo photograph of a child under 18 years of age. The Criminal Justice Act 1998 covers the possession of such images. All offences

include photographs (including moving images) and also images made, for example, on a computer but which look like real photographs.

Human Trafficking (no age restriction)

A sometimes overlooked avenue of criminal prosecutions is that of human trafficking⁴ which can be used where a child or young person (including those aged 18 or over) has been trafficked for the purpose of sexual exploitation. Under this legislation, it is an offence to arrange or facilitate the travel of another person with a view to their being exploited, whether or not the victim consents to the travel. This covers entering, departing or travelling within any country and as such can be used in cases when a child is moved from one city to another within the UK, for example.

Management and Monitoring of Offenders

Multi-Agency Public Protection Arrangements (MAPPA) are designed to protect the public from serious harm by accessing and managing the risk posed by sexual and violent offenders. The system requires a multiagency partnership to work together, share information and combine resources in order to maximise the risk management of individual offenders. More information about the MAPPA framework can be found at: <https://mappa.justice.gov.uk/connect.ti/MAPPA/view?objectId=271411>.

The multiagency tool ViSOR has been developed to assist in the effective management of offenders. It provides a central store for up-to-date information about offenders that can be accessed and updated by the three Responsible Authority agencies – the police, the Prison Service (both public and the contracted-out estate) and Probation Trusts. The tool enables the prompt sharing of risk assessment and risk management information on individual offenders who are deemed to pose a risk of serious harm to the public.

Annex C: CCE Vulnerabilities and Risk Indicators Guide

This Guide includes information from the [County Lines Violence, Exploitation and Drug Supply 2017 national report](#).

The CCE - Vulnerabilities and Risk Indicators Guide sets out who is vulnerable to child criminal exploitation, vulnerabilities as examples of the types of things children can

experience that might make them more susceptible to CCE and potential indicators of risk as children rarely self-report CCE so it is important that practitioners are aware of these.

The CCE - Vulnerabilities and Risk Indicators Guide will not necessarily be completed in a standalone format to be included on a child's case file. It will be used as guidance to consider and recognise/identify children who are vulnerable to, at risk of, or who are already being criminally exploited as part of the risk analysis and information considered and gathered for an assessment.

The CCE - Vulnerabilities and Risk Indicators Guide should inform decision making on the next steps to be taken e.g. Early Help Assessment or referral to Children's Services.

Introduction

The signs and indicators of all forms of abuse can be difficult to detect and child criminal exploitation is no exception. A variety of factors can make it difficult to accurately assess how prevalent child criminal exploitation is. Many children who are criminally exploited may have been victims of other forms of abuse; the grooming methods that may be used can mean that children who are criminally exploited do not always recognise they are being abused, which can also affect detection rates. All practitioners should work on the basis that it is happening in their area.

Who is vulnerable to child criminal exploitation?

Heightened vulnerability factors: *Working Together* makes clear the requirements for holistic assessment. Child criminal exploitation is often linked to other issues in the life of a child or young person, or in the wider community context. Practitioners should be alert to the fact that child criminal exploitation is complex and rarely presents in isolation of other needs and risks of harm (although this may not always be the case, particularly in relation to online abuse). Child criminal exploitation may be linked to other crimes and practitioners should be mindful that a child who may present as being involved in criminal activity is actually being exploited.

Practitioners should not rely on 'checklists' alone but should make a holistic assessment of vulnerability, examining risk and protective factors as set out in the statutory guidance *Working Together 2018*.

Not all children and young people with these vulnerabilities will experience child criminal exploitation. **Child criminal exploitation can also occur without any of these vulnerabilities being present.**

The national picture on child criminal exploitation continues to develop but there are recorded cases of:

- Children as young as 12 years old being exploited by gangs to courier drugs out of their local area; 15-16 years is the most common age range.
- Both males and females being exploited;
- White British children being targeted because gangs perceive they are more likely to evade police detection;
- The use of social media to make initial contact with children and young people.

- Class A drug users being targeted so that gangs can take over their homes (known as cuckooing).

Gangs or groups are known to target vulnerable children and adults, some factors that heighten a person's vulnerability include:

- Having prior experience of neglect, physical and/or sexual abuse
- Lack of a safe/stable home environment now or in the past (domestic abuse or parental substance misuse, mental health issues or criminality for example)
- Social isolation or social difficulties
- Economic vulnerability
- Homelessness or insecure accommodation status
- Connections with other people involved in gangs
- Having a physical or learning disability
- Having mental health or substance misuse issues
- Being in care (particularly those in residential care and those with interrupted care histories).

Risk Indicators

A young person's involvement in child criminal exploitation activity often leaves signs. A young person might exhibit these signs, either as a member or an associate of a gang or group dealing drugs. Any sudden changes in a young person's lifestyle should be discussed with them.

Some indicators are:

- Persistently going missing from school or home and/or being found out of area
- Unexplained acquisition of money, clothes or mobile phones
- Excessive receipt of texts/phone calls
- Relationships with controlling/ older individuals or groups
- Leaving home/care without explanation
- Suspicion of physical assault/unexplained injuries
- Parental concerns
- Carrying weapons
- Significant decline in school results/performance
- Gang association or isolation from peers or social networks
- Self harm or significant changes in emotional wellbeing.

Practitioners should also remain open to the fact that CCE can occur without any of these risk indicators being obviously present. Practitioners should also be alert to the fact that some risk assessments have been constructed around indicators of face-to-face perpetration by adults and may not adequately capture online or peer-perpetrated forms of harm. It is also important to remember that risk assessments only capture risk at the point of assessment and that levels of risk vary over time, and that the presence of these indicators may be explained by other forms of vulnerability rather than CCE.

The first step for practitioners is to be alert to the potential signs of abuse and neglect and to understand the procedures set out by North Lincolnshire's Children's MARS. Those

working with children and families should access training through those multi-agency arrangements to support them in identifying vulnerability, risk and harm. This will help practitioners to know what action to take and to develop a shared understanding about what best practice looks like.

Concerns about the possibility of a child or young person being criminally exploited should be discussed with a manager, or a named or designated health professional or a designated member of staff, depending on the setting. If, after discussion, these concerns remain, and it seems that the child would benefit from other services; a decision should be made about whether an Early Help Assessment will be completed, a referral will be made to a specific service or a referral will be made to Children's Services.

Where professionals consider that a child/young person is a child in need due to concerns that their health or welfare may be significantly impaired due to being at risk of child criminal exploitation or at risk of significant harm due to suspected or known criminal exploitation then a referral to Children's Services must be made in accordance with [Children's MARS Policy and Procedures Assessing Need and Providing Help](#)

Where it is suspected that a crime is being committed against a child, professionals should contact the police on:

101 non emergency

999 emergencies

Crimestoppers 0800 555 111

Annex D: Risk Analysis Framework

Risk Analysis Framework

Any assessment and intervention by Children's Services due to ongoing concern or significant harm is underpinned by the North Lincolnshire Risk Analysis Framework (RAF).

The risk analysis process acknowledges that it is never possible to remove all risk from a child's life and that the experience of assessing, understanding and mitigating risk within a consistent framework is essential in balancing the needs of a child or young person within the wider family and environmental factors that impact on a child/young person.

Managing and mitigating risk is essential in engaging with children and young people to understand what factors indicate usual adolescent development; recognising what risks exist in a child's life, what level of threat the risks present to the child's wellbeing, and how well these can be managed so that the level of threat is reduced and safely managed.

Within North Lincolnshire there is a well-embedded RAF which is utilised when working with babies, children and young people and provides a consistent model for the assessment, analysis and management of risk.

The RAF may be used to underpin Early Help Plans where risk and protective factors should be considered. It is integral to individual plans for children and young people where there is statutory involvement due to child concern and child protection. This includes cases that are:

- Child in Need, (including disabled children);
- Child Protection;
- Looked After Children;
- Care Leavers;
- Young Offenders; and
- Older Young People

The analysis of risk also takes place within the three domains of the National Assessment Framework: child's developmental needs, parental capacity to meet those needs, and family and environmental factors that support or hinder. It focuses on two key aspects; what factors are there in the child's life that present a risk to their wellbeing (risk factors), and what factors guard against risk (protective factors).

Having determined what risk and protective factors exist, the process is then to judge the balance of those factors, particularly whether there are sufficient protective factors in place to balance out the risk factors. The next stage is to judge what meaning the level of risk has for and the impact on the child / young person. This will be on a continuum from no significant risk to severe risk.

Finally, the worker must determine what needs to change in order to reduce risk and devise a plan to deliver that change.

The risk analysis is repeated at milestones such as reviews of the child's plan, and at times when significant change occurs in the child's circumstances, e.g. episodes of the child going missing, change in family circumstances, new and emerging evidence etc.

Risk Analysis Questions

1.1 Identified Risk Factors

Identify those factors relating to the child's development, parenting capacity and family and environmental factors that may increase the risk of future harm.

1.2 Identified Protective Factors

Identify those factors relating to the child's development, parenting capacity and family and environmental factors that may diminish the risk of future harm

2. Which of these factors are likely to be most significant for the child in terms of increasing or reducing risk and protective factors?

Assess the relative strength of the risk and protective factors in the child's world

3. What are the likely outcomes of this for the child?

Assess the likely outcomes of future harm for the child if the current level of risk continues – consider safety, health and development. Assess the acceptability of the estimated risk, given the likely outcomes identified.

4. What needs to change if the level of risk is to be reduced?

Specify those actions and resources needed to boost the strength and range of identified protective factors, or diminish risk factors. Specify what needs to change if the child is to be kept safe and experience healthy outcomes.

How should it be done?

1. The first part of the risk analysis requires the identification of risk and protective factors within the three dimensions of the National Assessment Framework – child's developmental needs, parenting capacity and family and environment. From each of the summaries of the three domains, those factors that can be defined as carrying either a risk or protective potential are identified.
2. Risk factors are defined as those factors in the child's world that are likely to increase the likelihood of harm occurring or recurring.
3. Protective factors are those factors in the child's world that may be seen as containing a protective component for the child – they are likely to counteract the impact of the identified risk factors, and diminish the risk of harm occurring or recurring.
4. The second part of the risk analysis is addressed in the question "*Which of these factors are likely to be most significant for the child in terms of reducing or increasing the probability of future harm?*"
5. Here, we need to appraise the relative strength of the risk and protective factors that have been identified, and assign weight to them. In other words, we assess how powerful each of these factors is likely to be, including their strength relative to each other.
6. It may be that the list of risk factors is longer than the list of protective factors, or *vice versa*. But caution is needed because a longer list of protective factors may be deceptive. When considering the strength of these factors, we may find that a smaller list of risk factors adds up to more in "real terms". We always need to give consideration to the interaction of different factors and their cumulative effects on the child and family.
7. Other important information to weigh will be any clinical diagnoses of physical injury, sexual harm, neglect and failure to thrive and emotional harm, undertaken as part of the enquiry into possible significant harm.
8. The next question in the risk analysis *What are the likely outcomes of this for the child?* invites us to use the overview of risk and protective factors to estimate the level of risk that therefore appears to be present for the child. On the basis of all the information gathered and our assessment of it, we seek to estimate the probability of future harm.
9. There are some helpful questions to consider when seeking to assess the probability of future harm, adapted from Moore (1996) for the purposes of risk analysis in child protection:

10. Working on the basis that the best predictor of future behaviour is past behaviour, we should ask:
 - How often has this harm occurred to the child before?
 - Over what time period has it occurred?
 - In how wide a range of circumstances has it occurred?
 - Consider its unusualness and the specificity of internal and external factors which seem necessary for the harm to occur (by internal factors is meant thoughts, emotions, arousals. By external factors is meant situations and the actions of others)
 - If the harm has occurred before, can we identify what the situations had in common? What factors were present?
 - To what extent have these factors needed to be present for the harm to occur?
 - What reinforces the harmful behaviour? – which factors seem to increase the probability of harm occurring?
 - Is it likely that these factors will occur again in the child's and family's environment?
11. Using these questions we can attempt to formulate a model of the process that appears to have led to the harmful behaviour. We can use our responses to these questions to clarify what appear to be the predisposing influences, dis-inhibitors, drives and triggers – *Why this act? Why in this way? Why now?*
12. Having done so we should be better placed to make some judgement about the level of risk to the child and the probability of future harm.
13. We then need to assess the likely outcomes of this for this child. What are the likely consequences for them in terms of their safety, health and development, if the current level of risk continues?
14. Knowledge that the professionals involved with the family have of this particular child, more general knowledge of child development, child health and the possible impact of child abuse and neglect, and the use of research should be used to assess the likely outcomes for the child. This information is used to assess what future harm may mean for this particular child. Medical assessments of injuries or damage sustained by the child will be very important to this part of the analysis. We would need to take into account psychological or psychiatric assessments that may have been carried out, and the impact of any disability will have to be weighed. Issues of ethnicity and the impact of wider cultural and community factors will need to be considered.
15. The importance of reaching conclusions on the basis of a multidisciplinary assessment is to be emphasised, because it will be necessary to draw on a range of sources to corroborate our judgements. At each stage of the risk analysis we need to ask what evidence we have to support them.
16. The last question brings us to the last part of the Risk Analysis. All of the information gathered and the analysis undertaken will enable us to describe *What needs to change if this level of risk is to be reduced?*
17. We return to the three domains of the Assessment Framework to highlight areas where change is needed. What needs to change in the parenting capacity and family environmental factors if the child is to be kept safe and experience healthy outcomes – i.e. their developmental needs are to be adequately met? The time-scales within which these changes need to occur and those responsible for the actions/next steps need to be identified including the parents, wider family and the child (if appropriate).

Annex E: MACE Meeting Procedure

There are existing Children's MARS procedures for responding to children in need or at risk of significant harm and these provide an effective framework for assessment, risk analysis and managing risk to children in a multi-agency arena. A distinct process to complement and add value to the existing procedures should be followed in cases of child sexual exploitation (CSE) or child criminal exploitation (CCE).



Upon receipt of a referral where there are factors that may indicate CSE and/or CCE, the CSE or CCE - Vulnerabilities and Risk Indicators Guide should be used to consider if there are vulnerability/ risk factors in relation to CSE or CCE that require further consideration. There should be a summary and analysis of the Guide within the body of the referral rather than a specific standalone document being included on a child's case file. Refer to both Guides if necessary. The concerns should be discussed with the Practice Supervisor within 24 hours of the referral being received. The Practice Supervisor signing off the contact/referral must clearly have considered risk and protective factors, and summarised the reasons why a particular disposal has been decided upon. The rationale for any decision should be clearly set out.



When a Children's Services Assessment (CSA) is agreed as a referral decision, a holistic assessment of the child's needs is completed.

A risk analysis is completed within the CSA (utilising the risk analysis framework). The CSE or CCE - Vulnerabilities and Risk Indicators Guide is used to enhance the outcome focused risk analysis framework.

If during or as an outcome of the assessment there is indication that the child is at risk of or experiencing CSE and/or CCE (use the definitions of CSE and CCE) the MACE risk tool should be completed to enable a specific risk focus on CSE or CCE.

If there is an indication on an open child's case that they are at risk or have experienced CSE or CCE, the MACE risk tool is completed. Utilise one tool only if both CSE and CCE are indicated.



If the MACE risk tool indicates that the child is likely to be at risk of CSE and/or CCE the Practice Supervisor responsible for the case liaises with Lead Officer for CSE/CCE who reviews the case in order to consider the need for the case to be discussed at MACE Triage which will decide whether the case is subsequently discussed at the MACE meeting. NB – if there is clear evidence that the child is at risk of or experiencing CSE/CCE the MACE risk tool can be used at the point of referral.



Upon the case being agreed to be discussed at the MACE meeting, the allocated social worker takes the lead for completing the MACE risk tool. *Professional judgement and liaising with other agencies are key when completing this.*

A Service Manager and/or Lead Officer for CSE/CCE presents the case to the MACE meeting, following them being provided with the MACE risk tool and being fully briefed by the social worker.

The case is discussed within the multi-agency arena. A decision will be made whether to review the case or remove from the agenda.

The MACE meeting WILL NOT review or amend any statutory plans in place but may make recommendations. The purpose of the MACE is to add value & to use the knowledge from agencies to form links between children at risk / victims, offenders and locations (soft intelligence). Information about perpetrator connections can be identified at the MACE meetings.

During each meeting, the highest risk children will be identified alongside themes (may include hotspot locations / emerging concerns regarding a group of children from a particular school)

MACE meetings will identify actions for other services for example environmental health and immigration.

If a child not known to children's services is referenced to have connections with a child assessed to be at risk of CSE/CCE, a referral should be made in relation to the child not known.

Statutory plans will continue as normal, plans are to be enhanced with information obtained throughout the MACE meetings.

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Annex F: MACE Terms Of Reference

NORTH LINCOLNSHIRE

MULTI-AGENCY CHILD EXPLOITATION

PARTNERSHIP FRAMEWORK

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Appendix 5 – Multi-Agency Child Exploitation CSE Risk Assessment and
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Appendix 6 – Multi-Agency Child Exploitation CCE Risk Assessment and
Management Tool

NORTH LINCOLNSHIRE

MULTI-AGENCY CHILD EXPLOITATION PARTNERSHIP GROUP

(MACE)

TERMS OF REFERENCE

1. INTRODUCTION

The sexual and criminal exploitation of children and young people has been identified throughout the UK, in both rural and urban areas, and in all parts of the world. It affects boys and young men, as well as girls and young women. It can have a serious long term impact on every aspect of their lives, health and education. Both forms of abuse and exploitation can have a serious long term impact on every aspect of children and young people's lives, health and education. It damages the lives of their families and carers, and can lead to family break ups. The sexual and criminal exploitation of children and young people is completely unacceptable.

Both forms of abuse and exploitation can affect any child or young person (male or female) under the age of 18 years and can occur in all communities and amongst all social groups. All practitioners should work on the basis that it is happening in their area.

Children and young people who are sexually and/or criminally exploited, or at risk of sexual or criminal exploitation, are the victims of abuse and should be safeguarded from further harm. Exploited children and young people should not be regarded as criminals and the primary law enforcement focus should be aimed at the perpetrators of such crimes. Children and young people should not be viewed as 'placing themselves at risk'. The sexual and criminal exploitation of children and young people crosses boundaries of culture, ethnicity, disability, social class, and gender and other diverse issues

See Appendix 1 for Definitions of Child Sexual Exploitation and Child Criminal Exploitation

2. LEGISLATIVE BASIS OF THE MULTI-AGENCY CHILD EXPLOITATION PARTNERSHIP GROUP

The legislative basis of the Multi-Agency Child Exploitation (MACE) Partnership Group is sections 10 and 11 of the Children Act 2004:

- Section 10 places a duty on local authorities to make arrangements to promote cooperation to improve well-being of all children in the area
- section 11 places duties on a range of organisations and individuals to ensure their functions, and any services that they contract out to others, are discharged having regard to the safeguard and promote the welfare of children

The MACE meeting operates within the context of the statutory guidance Working Together to Safeguard Children 2018 and its associated supplementary guidance.

3. PURPOSE

The purpose of the MACE Partnership Group is to further assist practitioners in:

- preventing child exploitation both sexual and criminal

- protecting children and young people who are at risk of abuse or who are abused through sexual or criminal exploitation
- disrupting and prosecuting those who perpetrate these forms of abuse and/or crimes against children
- strengthening community safety and resilience especially in specific locations

Further to this, the aim is to maximize partnership resources and legislation to share information and intelligence to enhance the understanding of the connectivity between suspects, victims and hotspot areas to inform the targeting of resources and use of legislation and powers over and above that within their statutory plan, to disrupt the activity and reduce the risk of harm to children.

The aim is to provide partnership oversight, support, assistance and information sharing to reduce the sexual and criminal exploitation of children, thus helping to safeguard children and young people who are at risk of abuse or are abused through exploitation.

One overarching MACE meeting will be held that will take place in two parts in order to consider children at risk of or experiencing both CSE and CCE.

4. ROLE OF THE MULTI-AGENCY CHILD EXPLOITATION PARTNERSHIP GROUP

There are existing Children's MARS procedures for responding to children in need or at risk of significant harm and these provide an effective framework for assessment, risk analysis and managing risk to children in a multi-agency arena.

The aim of the MACE Partnership Group is to complement, not replace any practices/interventions under Working Together to Safeguard Children 2018 including referrals to Children's Services, strategy discussions, assessments, child in need/child protection/child in care processes, meetings and reviews.

To achieve this purpose, the aim is for the partnership to identify those children at risk of or experiencing sexual or criminal exploitation, ensure there is robust information sharing, challenge, plans and actions to reduce the harm and threats posed to children and young people from exploitation with a particular focus on targeting perpetrators.

5. INFORMATION SHARING

Where there are concerns that a child or young person is subject to sexual or criminal exploitation, all partners have a responsibility to report their concerns and share information to safeguard children.

The need for a child or young person to be safeguarded overrides their right to confidentiality. Data protection should not prevent the sharing of information but ensures that personal information is shared appropriately. When working with cases where children and young people are at risk of or victims of CSE or CCE, there is a high likelihood that in order to safeguard wellbeing, a number of young people will need to be discussed at the same meetings, for example within strategy meetings. All information shared will be confidential and appropriate to the level of concern

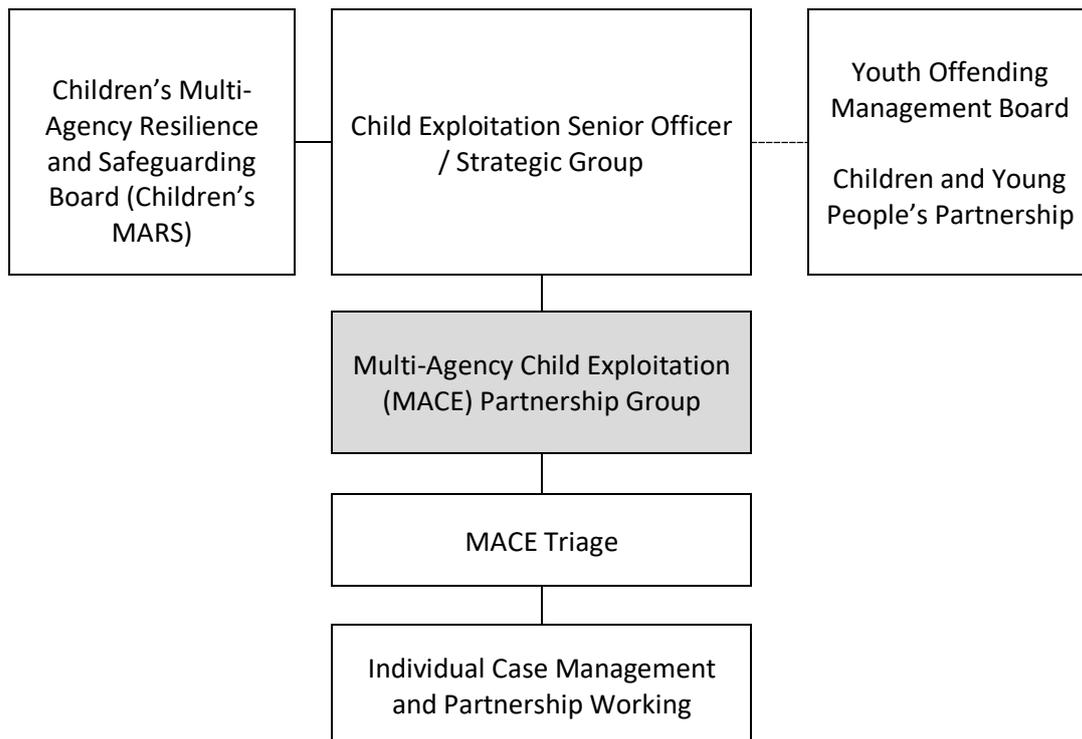
All professionals will adhere to the agreed confidentiality statement.

6. GOVERNANCE AND ACCOUNTABILITY

The MACE Partnership Group is accountable to the Children’s MARS Board.

It provides information and has a relationship with the Children and Young People’s Partnership and the Youth Offending Management Board.

The MACE Partnership Group members have a role in the co-ordination and monitoring of the effectiveness of local organisations and the work of individuals in safeguarding and promoting the welfare of children. However, they are not accountable for the operational work of other agencies. Each member retains their own existing lines of accountability for safeguarding and promoting the welfare of children within their service.



7. CHILD EXPLOITATION SENIOR OFFICER / STRATEGIC GROUP

The Child Exploitation Senior Officer’s and Strategic Groups provide oversight, strategic direction and senior officer leadership in relation to identifying and reducing the exploitation of children.

The Senior Officer Group is attended by relevant agencies and by the Head of Safeguarding Children (Children and Community Resilience), Head of Access and Inclusion (Learning, Skills and Culture) and Detective Chief Inspector for the Police. The themes and locations are then communicated within the Senior Officer Group meeting, alongside the sharing of the profile of CSE and CCE (completed by the senior analyst).

In addition, any MACE meeting actions which have not been completed by any agency are shared within this meeting for consideration of the senior managers in attendance enabling further action to be taken where necessary.

8. MEMBERSHIP AND ARRANGEMENTS

Membership

Members of the MACE Partnership Group shall consist of (please note however that this is not an exhaustive list):

- The CSE Lead Officer, Children and Community Resilience
- Service Manager for Children in Care Case Management and YOS
- Service Manager – Integrated Multi-Agency Partnership (or delegate)
- Service Manager – FASST (or delegate)
- Housing Advice Team
- Police – Protecting Vulnerable People Unit
- Education and Inclusion Service
- Safer Neighbourhoods representative
- Schools Safeguarding Officer
- Health representatives
- DELTA (Young People’s Substance Misuse Service)
- Youth Offending Service Practice Supervisor
- Child Adolescent and Mental Health Service
- Equality Officer
- Adult Substance Use Services
- PHASE
- Public Health
- North Lincolnshire Council Senior CSE / CCE and Prevent analyst

Other professionals and additional invitees may be invited to attend on an ad hoc basis.

The MACE Partnership Group members should:

- Be able to provide appropriate information, contribute to discussions at the meeting and make decisions committing their organisation to taking action and providing resources
- Be able to answer for their organisation’s delivery of their commitments to reducing the sexual and criminal exploitation of children
- Nominate a named deputy to represent them when required (on an exceptional basis)

Ensure consistency and continuity of representation, members and deputies shall be named and, within this context, discretion is left to the individual partner agencies to nominate their named representatives and appropriate deputies.

Membership shall be reviewed on an annual basis.

Chair

The MACE meeting will be co-chaired by a Detective Sergeant from Humberside Police or an Inspector in the Sergeant’s absence and the CSE Lead Officer within Children and Community Resilience or a Service Manager in their absence, who will:

- Ensure the meetings are coordinated and administered appropriately
- Provide reports and updates on the Partnership Group in line with the accountability framework
- Act objectively and distinguish their role as chair from any other day to day job
- Ensure actions are completed in a timely manner and take action to escalate these

- where they have not been achieved
- Determine what should be escalated to the Senior Officers Group meeting

The Humberside Police joint chair will lead on discussions and information relating to perpetrators.

The CSE Lead Officer joint chair will lead on discussions and information relating to victims.

Quoracy

The MACE Partnership Group has no quoracy so if a member of the group cannot attend, their named deputy should attend in their absence and the meeting will proceed with those present.

Frequency of MACE Partnership Group Meetings

The MACE meeting shall be held six weekly at the Learning and Development Centre in Scunthorpe, unless the partnership agrees that an additional meeting is required for any reason, or that a meeting should be cancelled or postponed. The chair, in consultation with the partnership group, shall decide whether more or fewer meetings are necessary. No more than one partnership meeting shall be cancelled in succession.

The MACE triage meetings are held during the week before MACE Meeting.

Administration and Resources

The secretariat function for the MACE Partnership Group will be provided by an appointed officer within North Lincolnshire Council. This officer will be responsible for all aspects of coordination and administration.

All MACE Partnership Group members are responsible for ensuring relevant papers are considered by the partnership. Agenda items and papers should be sent through to the appointed officer no less than one week prior to the meeting.

Partners are committed to promote in-kind and/or financial resources as appropriate to ensure the MACE Partnership Group has sufficient support capacity to fulfil its functions.

9. CONFIDENTIALITY

In relation to confidentiality, where there are concerns that a child or young person is subject to exploitation, specifically sexual or criminal exploitation all agencies have a responsibility to report their concerns and share information. The need for a child or young person to be safeguarded overrides their right to confidentiality.

Data protection should not prevent the sharing of information but ensures that personal information is shared appropriately. When working with cases where children and young people are at risk of or victims of child exploitation, there is a high likelihood that in order to safeguard their wellbeing, a number of children/young people will need to be discussed at the same meetings, for example within strategy meetings or at the MACE meeting.

MACE members must treat information sensitively.

MACE members must ensure that information obtained through the course of their duties is handled in line with professional codes of conduct and Data Protection Act requirements.

10. DIVERSITY AND EQUALITY

The MACE Partnership Group recognises that individuals each have our own unique needs, skills, qualities and abilities and believe this diversity must be valued. Also that services meet everyone's needs. The MACE meeting will therefore treat everyone as an individual. It will not unfairly discriminate on any grounds, such as: ability and disability, age, appearance, background, caring responsibilities, criminal convictions, cultural behaviour, religious belief, gender, geographic location, health status, marital status, personality, political affiliation, sexual orientation or socio-economic status.

11. EVIDENCE OF IMPACT

It is expected that the MACE meeting will monitor the progress made against individual children's and suspected perpetrators Risk Management Plans. In addition the meeting will likewise ensure that general actions in relation to locations are completed and updated.

As part of the Children's MARS statutory functions regarding monitoring and evaluating the effectiveness of safeguarding locally the MACE meeting will be supported by a data analyst responsible for ensuring that performance information is reported to the Children's MARS and Children's MARS Child Exploitation Senior Officer's and Strategic Groups on a quarterly basis.

There will also be the ongoing compilation and updating of the Local Profile which will incorporate both quantitative data and qualitative information taken from MACE meetings including from the MACE Risk Assessments and Risk Management Plans to contribute to assessing the impact of the MACE meeting's multi-agency work.

There will be an annual review of the MACE meeting to evaluate the overall effectiveness, impact and outcomes for safeguarding children, reducing the risk from suspected perpetrators and increasing community safety and resilience.

10. PUBLIC ACCOUNTABILITY

Meetings of the MACE Partnership Group are not open to the public.

Proceedings of the partnership may be subject to enquiries under the Freedom of Information Act.

11. REVIEW DATE

The Multi-Agency Child Exploitation Partnership Group Terms of Reference will be reviewed annually.

Approved: January 2019

Review: January 2020

Links to other Children’s MARS safeguarding procedures

For further information on specific areas outlined in this guidance, see the Children’s MARS website:

- Children’s MARS Guidance: Child Sexual Exploitation: Definition and a guide for practitioners, local leaders and decision makers working to protect children and child sexual exploitation
- Children’s MARS Guidance: Child Sexual Exploitation: Definition and a guide for practitioners, local leaders and decision makers working to protect children and child criminal exploitation
- Children’s MARS Children who Runaway and go Missing from Home or Care Protocol
- Children’s MARS Safeguarding Children who may have been Trafficked Procedure
- Children’s MARS Helping Children and Families (Threshold Document 2016/20)
- Children’s MARS Policy and Procedure for Assessing Need and Providing Help

APPENDIX 1

DEFINITION OF CHILD SEXUAL EXPLOITATION AND CHILD CRIMINAL EXPLOITATION

Definition of Child Sexual Exploitation

Child sexual exploitation (CSE) 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.

Many children who are sexually exploited may have been victims of other forms of abuse; the grooming methods that may be used can mean that children who are sexually exploited do not always recognise they are being abused, which can also affect detection rates.

Sexual exploitation is often linked to other issues in the life of a child or young person, or in the wider community context. It should not be regarded as an isolated issue. This is why a child who may be being sexually exploited should be the subject of a holistic assessment of their needs, like any other child who may be in need, including those who may be suffering significant harm. Similarly where a child has been identified as being at risk of significant harm and/or faces a complex range of difficulties, it is important that professionals consider whether they are also being sexually exploited. Sexual exploitation has links to other types of crime, this includes:

- child trafficking (into, out of and within the UK)
- domestic violence
- sexual violence in intimate relationships
- grooming (both online and offline)
- abusive images of children and their distribution (organised abuse)
- organised sexual abuse of children
- drugs-related offences (dealing, consuming and cultivating)
- gang-related activity
- immigration-related offences
- domestic servitude

There is an imbalance of power within the relationship which marks out an exploitative situation. Technology can play a part in sexual exploitation through its use to record abuse and share it with other likeminded individuals or as a medium to access children and young people in order to groom them. Research has shown that where children and young people have been coerced or tricked into sharing self-generated images, blackmail has been used as a strategy by perpetrators to continue the abuse. This has led to incidences of child suicides. The Sexual Offences Act 2003 introduced a range of new offences that recognised grooming, coercion and control of children:

- S14 Arranging or facilitating a child sex offence (child under 16)
- S15 Meeting a child following sexual grooming (child under 16)
- S47 Paying for the sexual services of a child
- S48 Causing or inciting child prostitution or pornography
- S49 Controlling a child prostitute or a child involved in pornography
- S50 Arranging or facilitating child prostitution or pornography
- S57, 58, 59 Trafficking into, within or out of the UK for sexual exploitation

In 2015 a new offence of sexual communication with a child was introduced, under the Serious Crime Act, to strengthen the powers of the authorities to prosecute cases of grooming (without having to wait until the point of travel, as per the requirements of Article 15 of the SOA outlined above). Like Article 15 of the SOA, this only applies to adult perpetrators, and victims under 16 years of age, but it does criminalise the act of sexual communication (defined as being sexual or encouraging a sexual response, and for the purposes of sexual gratification).

Children involved in any form of sexual exploitation should be treated primarily as victims of abuse and their needs carefully assessed in line with the requirements in Working Together to Safeguard Children, chapter 1 (2018)

(Supplementary guidance to Working Together 2018, 'Child Sexual Exploitation Definition and a guide for practitioners, local leaders and decision makers working to protect children from child sexual exploitation')

Definition of Child Criminal Exploitation

Child criminal exploitation (CCE) is that which involves exploitative situations, contexts and relationships where a child, (or a third person or persons), receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them completing a task on behalf of another individual or group of individuals; this is often of a criminal nature.

Children are criminally exploited often without the child's immediate recognition, with the child believing that they are in control of the situation. 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.

As with children who are sexually exploited, gangs and networks will often target the most vulnerable young people, including those who are looked after by local authorities, who have a history of going missing, or who have chaotic or traumatic lives. Indicators of child criminal exploitation include:

- Persistently going missing from school or home and / or being found out-of-area;
- Unexplained acquisition of money, clothes, or mobile phones;
- Excessive receipt of texts / phone calls;
- Relationships with controlling / older individuals or groups;
- Leaving home / care without explanation;
- Suspicion of physical assault / unexplained injuries;
- Parental concerns;
- Carrying weapons;
- Significant decline in school results / performance;
- Gang association or isolation from peers or social networks;
- Self-harm or significant changes in emotional well-being.

Children are criminally exploited through a combination of:

Pull factors: children performing tasks for others resulting in them gaining accommodation, food, gifts, status or sense of safety, money or drugs; often the hook is through the perpetrator supplying drugs and alcohol to the child or young person.

Push factors: Children escaping from situations where their needs are neglected and there is exposure to unsafe individuals, where there is high family conflict or the absence of a primary attachment figure.

Control: grooming, violence and threats of violence by those exploiting the child particularly when the child or young person is identified by the police, they are expected to take full responsibility for the offences for which they are charged – i.e. possession and supply of illegal substances.

The majority of children or young people who are exploited believe that they do so willingly, however their involvement is indicative of coercion or desperation rather than choice. Many children do not recognise that they are being exploited or that they are at risk. The majority of children who are vulnerable to criminal exploitation are male however; the possibilities of female involvement should not be dismissed. Criminal exploitation of a child can also involve online abuse.

It is important to note that perpetrators of CCE may themselves be children who are criminally exploited and that the victims of CCE may also be at risk of becoming perpetrators.

County Lines

County lines is the police term for urban gangs supplying drugs to suburban areas and market and coastal towns using dedicated mobile phone lines or “deal lines”. It involves child criminal exploitation as gangs use children and vulnerable people to move drugs and money. Gangs establish a base in the market location, typically by taking over the homes of local vulnerable adults by force or coercion in a practice referred to as ‘cuckooing’.

County lines is a major, cross-cutting issue involving drugs, violence, gangs, safeguarding, criminal and sexual exploitation, modern slavery, and missing persons; and the response to tackle it involves the police, the National Crime Agency, a wide range of Government departments, local government agencies and Voluntary and Community sector organisations.

Criminal exploitation of children and vulnerable adults is a geographically widespread form of harm that is a typical feature of county lines activity. It is a harm which is relatively little known about or recognised by those best placed to spot its potential victims. Like other forms of abuse and exploitation, child criminal exploitation can still be exploitation even if the activity appears consensual.

Practitioners who have concerns that a child or young person is at risk of county lines exploitation should contact Children’s Social Care or, if there is an immediate risk of harm to the young person, the Police.

APPENDIX 2

NORTH LINCOLNSHIRE MULTI-AGENCY CHILD EXPLOITATION PARTNERSHIP GROUP PROCESS

Note

Where there are concerns that a child is exposed to or experiencing sexual or criminal exploitation this should be considered as a safeguarding issue and appropriate actions taken within statutory frameworks in line with Working Together to Safeguard Children.

Risk Assessment Tools

The two MACE risk assessment and management tools, specifically relating to CSE and CCE aim to complement the Risk Analysis Framework (RAF) that is embedded across both early help and statutory processes within Children's Services assessments, plans and reviews also within early help processes through Families are Safe Supported Transformed (FaSST) and Health services.

Where there are concerns relating to CSE or CCE, the MACE risk assessment is initially completed by the child's social worker (in liaison with partners) with agreement from their practice supervisor in case supervision.

Following the completion of the MACE risk assessment and management tool where a moderate or significant risk has been identified the child/young person should be reviewed by the MACE Triage meeting.

Managing individual cases through multi-agency working

Using the Child Sexual Exploitation Risk Assessment and Management Tool and the Child Criminal Exploitation Risk Assessment and Management Tool

The CSE and CCE Risk Assessment and Management Tools support professionals to work to the same criteria using a unified approach in assessing the risk of CSE and CCE to children and young people. These tools do not replace the Risk Analysis Framework (RAF) that is in place within Social Work Services, FaSST and Health services. They aim to complement the RAF.

The Risk Assessment and Management Tools provide guidance in assessing the factors impacting on children and young people and in identifying the appropriate level of support/ intervention required in a timely manner.

The CSE and CCE Risk Assessment and Management Tools should be used by professionals in assessing concerns in respect of exploitation and in determining the level of support/ intervention required.

Risk assessments should be completed within a timely manner, to allow them to be sent to key partner agencies for their information to be added to the assessments. This includes health, education and the police. Furthermore, this allows the risk assessments to be multi-agency.

Completion of the tool is in addition to existing statutory processes and where there are safeguarding concerns, appropriate actions should be taken without delay in line with statutory processes.

MACE Triage Process

Following the completion of a Risk Assessment and Management Tool, where a moderate or significant risk has been identified the young person should be reviewed by the MACE triage meeting.

The triage meeting takes place in 2 parts in order to consider children at risk of or experiencing both CSE and CCE.

The risk assessments are then presented within the MACE triage meeting. The aim of the MACE triage meeting is to review the risk assessments and to consider if the case meets the threshold to be discussed within the Multi-Agency Child Exploitation Partnership Group meeting.

Partner agencies will consider if there are any actions required that cannot be implemented within the child's statutory plan and may be required to enhance the child's statutory plan. If it is identified that, there are no additional actions required and that the plan in place is meeting the holistic needs of the child, the case will either be removed from the MACE agenda or will be discussed as an overview in MACE only.

The aim of the Multi-Agency Child Exploitation Partnership Group meeting is to agree tasks, actions and interventions to complement and enhance the plan for the child in order to reduce risks and build resilience. For example, this may be via the use of licencing powers to disrupt a premise/business of concern.

Action logs are completed within the meeting, ensuring agencies are held to account should actions not be completed. In addition, themes and hotspot locations are identified within the MACE meeting; these are then shared within each agency to ensure an overall awareness of the local picture of CSE and CCE. The meeting is held in 2 parts in order to consider children at risk of CSE separately to those at risk of CCE. It will, however consider common themes, links and overlapping information and actions.

Tiered Approach

Levels of Risk

The use of levels of risk is not prescriptive and is a guide to appropriate responses in relation to identified risk. Professional judgment should be used through a partnership approach to ensure that the child's welfare is central to planning and actions. Statutory processes should always be followed appropriately in relation to safeguarding children.

Within the categories of the framework below, different responses are identified in relation to each level of risk. Each of the three levels of risk has an associated action. All agencies are responsible for undertaking the CSE or CCE Risk Assessment and Management Tool, where there are risks / concerns around children and young people at risk of exploitation.

Level 1 – Universal/Targeted (needs met through universal/targeted service provision)

Children and young people will not always have indicators of risk in relation to sexual or criminal exploitation.

All children should have access to basic information that will enable them to develop an awareness of the risks that can lead to a situation in which they may be exposed to exploitation. They need access to information that will equip them to avoid risk situations and to protect themselves. Practitioners working in children's services, education services and health services are well placed to deliver such information as part of their interaction with the children and young people with whom they are in contact.

In the event that additional needs are identified, there is the need to assess the holistic needs of the child, parent/s and family by undertaking an Early Help Assessment (EHA). This will enable practitioners to find out who else is involved and be supported to convene a multi-agency meeting in order to formulate an Early Help Plan to ensure interventions are in place to meet the identified need.

Level 2 – Targeted/Specialist concerns the child is vulnerable to CSE or CCE with some risk factors present

Children and young people in this category are likely to have multiple vulnerabilities such as problematic parenting and childhood experiences present. Some risk indicators/vulnerabilities may also be present. These vulnerabilities increase the risk of such children and young people being groomed for sexual or criminal exploitation. Targeted early intervention and preventative work is needed to protect children and young people who have multiple vulnerabilities present. An EHA followed by an EH plan should be formulated on the cases in the lower range of this category.

A planned programme to raise awareness of sexual and/or criminal exploitation is put in place. Such an intervention will raise risk awareness, provide information on keeping safe and address specific identified issues that pose a threat to safety. Such a programme will be delivered by a practitioner who has a good working relationship with the child or young person. It will include opportunities for children and young people to understand the very real risks involved in staying out late and going missing from school, home or care.

A planned programme to raise awareness of sexual or criminal exploitation and to provide support to parents of children in this category is required. Such an intervention will raise risk awareness and increase parents ability to risk manage and support their children to keep safe.

Risk needs to be regularly reassessed as part of the planned work undertaken with a child, young person or parent. Any significant change in circumstances which might increase vulnerability or any incidence of behaviour associated with risk will result in an immediate reassessment of risk and a referral to Children's Social Work Services through the Single Access Point. Where there are concerns in relation to significant harm a strategy discussion /meeting should take place in accordance with Working Together 2018, to decide on next steps taking into account the level of risk. This could either be under S17 or S47 of the Children Act 1989 and will then form part of a Child in Need/Child Protection Plan.

Level 3 Specialist - Significant harm/ likelihood of significant harm

Children and young people are likely to have multiple vulnerabilities present as well as one or more indicators of risk.

If the case is not already open to Children's Social Work Service, a referral should be made to Children's Social Work Services through the Single Access Point and a strategy discussion should take place where a child or young person is assessed as being at risk of or involved in CSE or CCE.

Police, Health and Children's Social Work Services should share and discuss all information received/gathered with other agencies/professionals as appropriate, and decide on the next course of action, taking into account the level of risk that has been identified to the child or young person. This could be undertaken under S17 or S47 of the Children Act – this will inform the next course of action.

Multi-Agency Child Exploitation (MACE) Risk Management meetings should respond to the needs of children and young people for whom risk of sexual or criminal exploitation is indicated but not known, as well as responding to cases where evidence of exploitation is available. In light of the complex and hidden nature of these forms of abuse which children and young people rarely disclose, it is important to work on the basis of concerns rather than relying on hard evidence.

The Multi-Agency Child Exploitation Partnership Group meetings should agree what interventions need to take - this will be evidenced within the Risk Assessment and Management Tool. The MACE risk management meetings will not alter the child's statutory plan nor negate from the required statutory processes.

The focus of any protection plan and of direct interventions should be the reduction of specific risks which are causing concern. In particular where staying out late and/or going missing from school, home or care is identified, these should be addressed as a priority. The safeguarding implications of staying out

late and going missing should not be underestimated by any agencies. The length of intervention required will be different in each case and is reliant on the specific circumstances of the child or young person and the nature of the risks which are being addressed. Individual children and young people may respond to intervention in different ways and this will also impact on the length intervention required.

A change of circumstances such as a placement change for example may serve to support the reduction of risks in a relatively short space of time; conversely a placement change could serve to quickly escalate risk. Review meetings should be convened to ensure that actions have been taken, assess progress, consider the impact of interventions, share further information and reassess the level of risk. Risks should be carefully monitored and reviewed over time in relation to children and young people for whom there have been concerns as part of assessment and planning processes already in place within teams.

Multi-agency responses to identified harm

Where children or young people are assessed that they are already being harmed through sexual or criminal exploitation - this is likely to include cases where abuse is habitual, denied and where coercion and control is implicit.

A multi-agency strategy meeting for children harmed through sexual or criminal exploitation should be convened.

All agencies involved in working with the child or young person should address issues of sexual or criminal exploitation whether in relation to, for example, placements, offending behaviour, work with the child or young person's family, education or sexual health as part of their work with that child or young person. A coordinated and synchronised approach by all agencies maximises the effectiveness of interventions and the impact of planned actions. All agencies and professionals need to be aware of the intensive nature of the approach required.

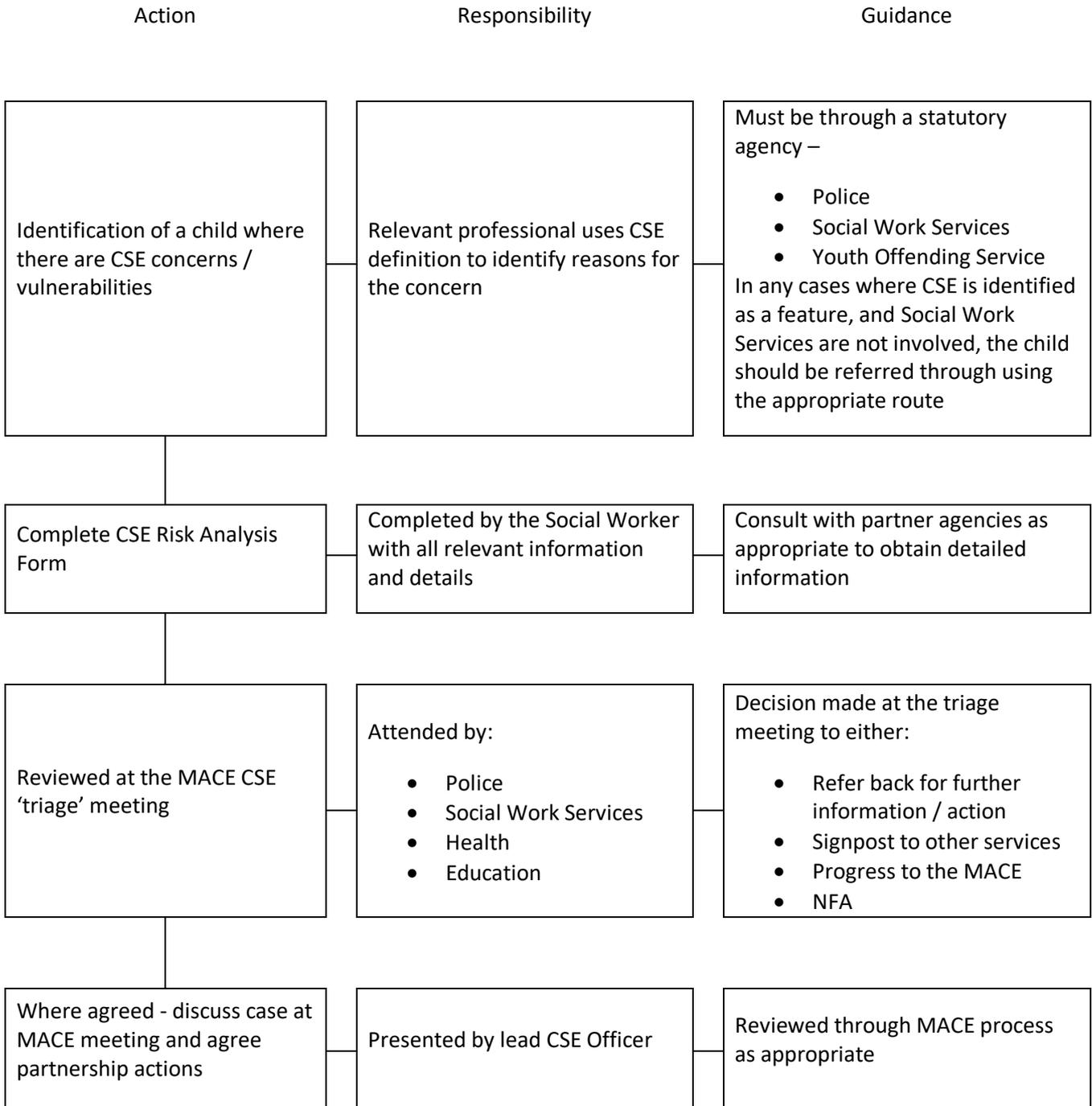
Post MACE briefings

There will be meetings held following each MACE meeting, to inform staff of the impact of MACE actions. The briefings are aimed towards social work staff including the youth offending service.

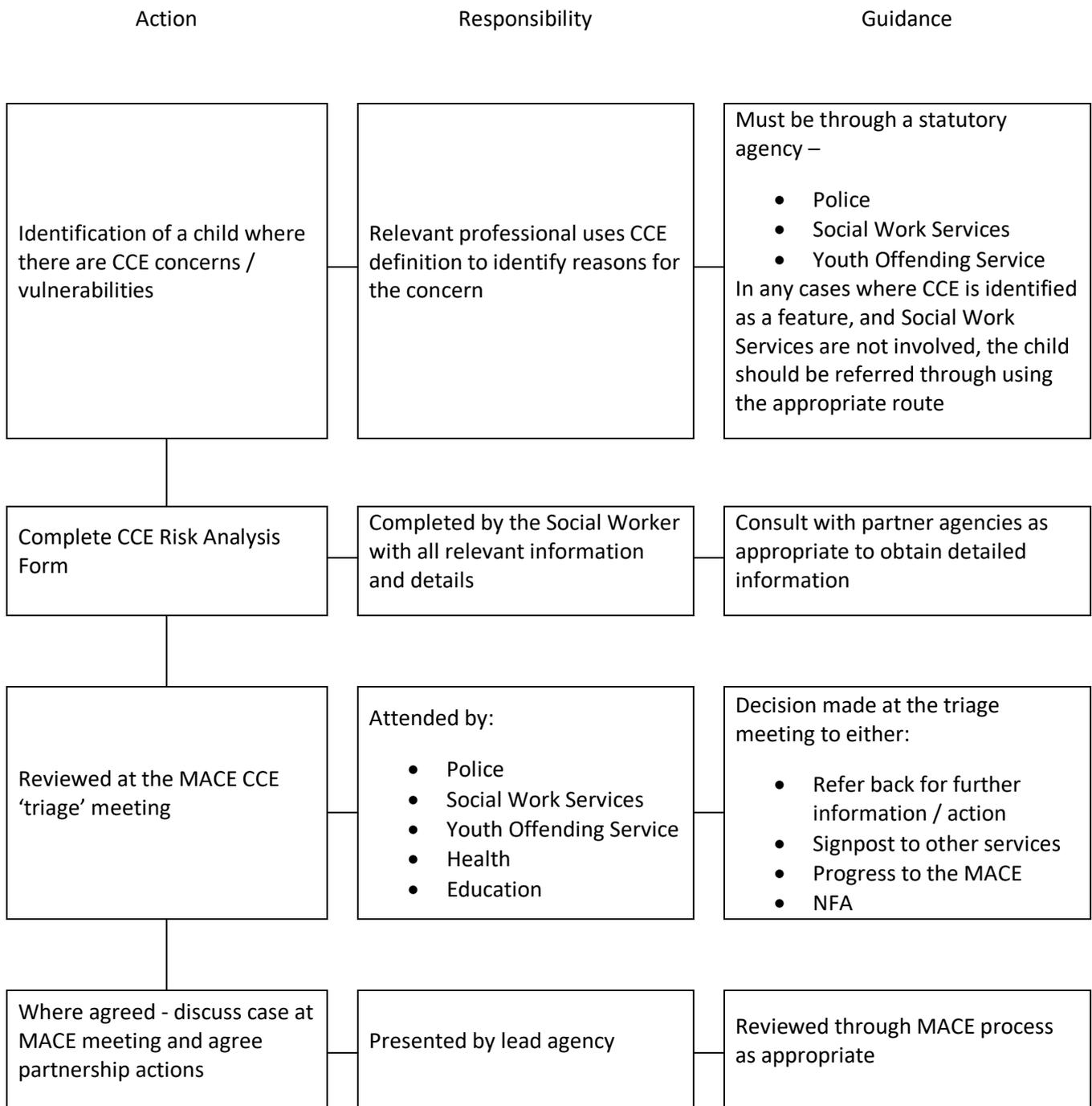
CMARS Policies and Procedures

For more information on the local response to child sexual exploitation, use Children's MARS Guidance. Child Sexual Exploitation. Definition and a guide for practitioners, local leaders and decision makers working to protect children and child sexual exploitation

Child Sexual Exploitation MACE Process



Child Criminal Exploitation MACE Process



APPENDIX 3

Identifying, Disrupting and Prosecuting perpetrators

Identifying, disrupting and prosecuting perpetrators must be a key part of work to safeguard children and young people from CSE and CCE. While the police and criminal justice agencies lead on this aspect of work, the support of other partners, for example in recording information and gathering and preserving evidence is also vital. Identifying and prosecuting perpetrators should be a key consideration of all agencies working to address the issue of exploitation locally but, any work to identify and prosecute perpetrators should not put children and young people at any further risk of harm.

Adapting an approach that includes prevention, intervention and protection for young people and prosecuting offenders should not be undertaken in isolation. Work to identify and address the risk factors that make young people vulnerable to CSE/CCE and the provision of support and protection will enable agencies to gain the trust and confidence of the young person, in many cases so that they can be part of the work to tackle the exploitation itself.

Specialist agencies, particularly those that are non-statutory, that work with victims of CSE will most frequently be in this position and it is vital that where a young person wants, and is able to be a part of a prosecution, the agency is able to support them through the process and post-conviction, including consideration of special measures and support in giving evidence in court.

Taking action against perpetrators

Suspected perpetrators may be identified through other work such as neighbourhood policing / dedicated Police CSE patrol or work to trace organised crime. Agencies and professionals should contribute to action taken against perpetrators. The details will be for local operations and the most effective tactics will change and develop, not least to keep up with perpetrator behaviours.

Disrupting perpetrator behaviours should be viewed as an important part of local work to tackle CSE and CCE. Whilst there should always be a pro-active investigation aiming for successful prosecutions, a disruption plan targeting suspected perpetrators can be extremely beneficial. A disruption plan might involve a number of activities, ranging from simple observation of an individual's activities, to the use of a range of civil orders including Sexual Offences Prevention Orders, Child Abduction Warnings and Risk of Sexual Harm Orders, depending on the type of behaviour and evidence available. Other legislation, such as the Anti-Social Behaviour Act 2003, Protection from Harassment Act 1997 or Family Law Act 1996 or Child Abduction Act 1984 might be used to disrupt incidents of CSE and CCE while other measures to safeguard children and young people or gather evidence are taking place. The Licensing Act 2003 can be used to prevent children and young people gaining access to adult venues such as pubs and clubs where they may be especially vulnerable to grooming.

Local authorities may be able to use their statutory powers to disrupt incidents of sexual and criminal exploitation. For example, if practitioners are aware of locations where exploitation is taking place, local authority licensing or housing departments can be invited to exercise their powers to close down venues. If a child is in the care of the local authority and the child is missing, the local authority can apply to the court for a recovery order under s50 Children Act 1989.

Child Abduction Warning Notices

This has been recognised nationally and has been documented as one of the disruption tactics in the HM Government document Child Sexual Exploitation, Annexes to 'Definition and a guide for practitioners, local leaders and decision makers working to protect children from child sexual exploitation', which is supplementary advice to Working Together to Safeguard Children 2018.

This is not an exhaustive list and practitioners should consider the full range of powers available to them when developing effective disruption strategies. Government work on a more comprehensive toolkit of disruption measures is also being developed and will be made available to practitioners.

Child sexual and criminal exploitation may be associated with other crimes, or perpetrators may be involved in other criminal activity. In these instances there are a number of civil measures that can be used to disrupt the activities of individuals also involved with child exploitation, alongside criminal and civil processes that directly address sexual offending and other child protection procedures. The range of formal and informal disruption measures that may be used to help tackle child sexual and criminal exploitation include:

- Obtaining orders on an identified individual;
- Investigation of other crime types such as drugs or theft;
- Increased police attention on an individual (checking car tax, road worthiness of car etc);
- Increased police presence in suspected hotspots (online or offline);
- Working with internet providers to address online risks; and
- Use of licensing laws and powers to obtain guest information or close down premises associated with child exploitation.

For more information, see Children's MARS Guidance. Child Sexual Exploitation. Definition and a guide for practitioners, local leaders and decision makers working to protect children and child sexual exploitation

Tackling child sex offenders and/or organised criminal networks

Information and intelligence gathered through the joint investigation of CSE/CCE is the starting point for building up local knowledge about people responsible for exploiting children and young people. This should enable Police and Children's Social Care to recognise situations where organised and complex abuse is taking place, and instigate the necessary investigations. The information from investigations can then be linked together by different authorities and police forces to establish whether or not cross-border networks of exploiters are operating.

Evidence gathering and information sharing

Information sharing and multi-agency working is central to safeguarding and promoting the welfare of children and young people vulnerable to, at risk of and/or harmed through CSE/CCE.

The effective identification and recording of information and intelligence in relation to individual cases is crucial to the successful disruption and prosecution of perpetrators. All people involved in the welfare of a child or young person who is suspected to be at risk of CSE/CCE should continually gather, record and share information with the appropriate authorities. Parents and carers should be encouraged and supported in identifying perpetrators, collecting and preserving evidence (medical, forensic and circumstantial) as well as in supporting their children through the criminal justice process. Such information can form the basis of strong intelligence and can help the police to start an investigation.

Effective recording systems should be in place to enable information to be shared between agencies, support individual investigations and enable local areas to monitor and map sexual exploitation to identify specific problems and monitor trends.

Ensuring that evidence is gathered in a way that will be accepted by the Crown Prosecution Service (CPS) and can be used in court is critical. The CPS should work with local partners to discuss how to build a successful case in order to support successful prosecutions.

The investigation should seek to identify and assemble evidence that will support charges to reflect the full extent of the abuse. Photographic evidence of physical abuse should be obtained whenever appropriate. It will help in establishing severe abuse even when the child may be unwilling or unable to give evidence. Photographic evidence of the conditions in which a child was kept could also provide valuable evidence for charges of kidnapping or false imprisonment. Care should be taken, however, in obtaining such evidence to ensure that it does not compound the abuse suffered by the young person, and she or he should be made aware that photographs are being taken for evidential purposes. Those investigating criminal actions must understand that the welfare of the child is the paramount concern.

APPENDIX 4

Special Measures for Victims/Witnesses in Court

The Youth Justice and Criminal Evidence Act 1999 introduced a range of measures that can be used to facilitate the gathering and giving of evidence by vulnerable and intimidated witnesses. The measures are collectively known as "Special Measures" and are subject to the discretion of the court.

The special measures available to vulnerable and intimidated witnesses, with the agreement of the court, include:

- Using a video of their evidence to give their account of what happened;
- Answering questions from the defence using the live link from another room;
- In sexual cases, giving evidence in private by clearing the court of people who do not need to be there;
- Advocates and judges in the Crown Court removing their wigs and gowns;
- Aids, such as sign and symbol boards, for children who have difficulty speaking;
- Screens to prevent a witness who is in court from having to see the defendant;
- An intermediary to help explain the questions or answers if necessary.

For all child witnesses there is a presumption that they will give their evidence in chief by video recorded interview and any further evidence by live link unless the court is satisfied that this will not improve the quality of the child's evidence.

However a child witness may opt out of giving their evidence by either video recorded interview or by live link or both, subject to the agreement of the court. If the child witness opts out then there is a presumption that they will give their evidence in court from behind a screen. Should the child witness not wish to use a screen they may also be allowed to opt out of using it, again subject to the agreement of the court.

In deciding whether or not to agree to the wish of the child witness the court must be satisfied that the quality of the child's evidence will not be diminished. The prosecutor must make an application to the court to allow special measures to be considered. In addition to this there is also access to a dedicated young person's ISVA/IDVA (Independent Sexual/Domestic Violence Advisor) support throughout the process.

APPENDIX 5

MACE CSE RISK ASSESSMENT AND MANAGEMENT TOOL

Child/Young Person's Name / Alias / Known As		Date of Risk Assessment	
Case open to LA	Universal <input type="checkbox"/> CAF <input type="checkbox"/> CASS <input type="checkbox"/> Through Care <input type="checkbox"/>	Age / DOB Address	
Lead Professional		Looked After	
Regular Missing Person?		Reported or not reported?	
Person/s of PR		Legal status	
Ethnicity		Gender	
Language Spoken		Physical/Learning Disabilities	
If other agencies are involved please list them here		Has sexual exploitation previously been identified as a specific issue for this child? Please provide details	

Vulnerabilities (consider protective factors and resilience)	Please score 1 for each relevant statement, identifying as much detail as known and source of information	Vulnerabilities	Please score 1 for each relevant statement, identifying as much detail as known and source of information
Emotional neglect by parent/carer/family member		Family history of domestic abuse	
Physical abuse by parent/carer/family member		Family history of substance misuse	
Sexual abuse		Family history of mental health difficulties	
Breakdown of family relationships – Rationale for decision		Low self-esteem – Rationale for decision	

Vulnerabilities	Score 1 if present on date of assessment or within a month of the last assessment
Unsuitable/inappropriate accommodation – Rationale for decision	
Isolated from peers/social networks – Rationale for decision	
Lack of positive relationship with a protective/nurturing adult – Rationale for decision	

Moderate risk indicators – Rationale for decision making and sources of information to be given for all scores.	Score 1 if present on date of assessment or within a month of the last assessment
Staying out later than expected or agreed	
Multiple callers (unknown adults/older young people) – (record details i.e. description/names etc) (refer to information log)	

Unusual or increased use of a mobile phone that causes concern			
Expressions of despair (self-harm, overdose, eating disorder, challenging behaviour, aggression)			
Exclusion/suspension from school or unexplained absences from or not engaged in school/college/training/work			
Disclosure of sexual/physical assault followed by withdrawal of allegation			
Sexually Transmitted Infections (STI's) and request for contraception			
Pregnancy Terminations (How many, when and name of suspected father)			
Peers involved in sexual exploitation/ Perpetrators linked to the child	Peers (other victims of CSE):	Perpetrators:	Other persons of interest:

Drugs misuse	
Alcohol misuse	
Unusual or increased use of the internet that causes concern	
Offending behaviour that could be directly linked to CSE – direct examples of links must be provided	

Significant Risk Indicators - Rationale for decision making and sources of information to be given for all scores.	Score 1 if present between 3 and 6 months ago	Score 5 if present on date of referral or during past 3 months
Periods of going missing overnight or longer		
Has on older boyfriend/girlfriend and/or relationship with controlling adult that is CSE related (record details i.e. name, dates, occupation/description etc)		

Physical abuse by a controlling adult or older boyfriend/girlfriend including sexual acts		
Emotional abuse by a controlling adult or older boyfriend/girlfriend		
Entering/leaving vehicles driven by unknown adults – record details i.e. reg no./description etc		
Unexplained amounts of money, expensive clothing or other items		
Frequenting areas known for on/off street sex work		
Living independently and failing to respond to attempts by worker to keep in touch		

Risk Assessment score		Risk Category	
Is the score above 35		Date escalated to MACE Operational Meeting	
Name of worker completing assessment		Agency and contact details	

Please include a rationale for what you have scored and any additional information not scored

THIS RISK ASSESSMENT WITH TASK AND ACTIONS IS NOT TO REPLACE THE CHILDS EXISTING STATUTORY PLAN. THIS MACE PROCESS HAS BEEN INSTIGATED TO UTILISE RESOURCES AND LEGISLATION FROM PARTNER AGENCIES TO HELP ENHANCE THE CHILDS STATUTORY PLAN TO SAFEGUARD THE CHILD FROM CSE PERPETRATORS. PLEASE REFER TO THE CHILDS STATUTORY PLAN WHICH TAKES IN TO CONSIDERATION THE VIEWS OF THE CHILD, DIVERSITY AND CULTURAL NEEDS.

ACTION	NAME ALLOCATED TO	DATE COMPLETED	OUTCOME

The above prompts are not exhaustive and must not be used as a generic plan. Any action specific to the child or young person being assessed should be added to meet the individual needs of the child or young person.

Category 1 – Low risk of sexual exploitation (score 0-10)

Category 2 – Medium risk of sexual exploitation (score 11-19)

Category 3 – High risk of sexual exploitation (score 20+)

APPENDIX 6

CCE RISK ASSESSMENT AND MANAGEMENT TOOL

Child/Young Person's Name / Alias / Known As		Date of Risk Assessment	
Child's plan (for example CIN/CP/CiC, if the child is looked after detail the order)		Age / DOB Address <i>(Check demographic information is correct when completing new or updated forms, include the age of the child)</i>	
Lead Professional		Person/s of PR	
Offences Committed? <i>(Summarise historical offences if relevant and detail the most recent offences or those specific to CCE/CSE)</i>		Subject to Anti-Social Behaviour Contract / CBO?	
Ethnicity <i>(**NB WB children often (But not</i>		Gender	

<p>exclusively) targeted as gangs perceive they are more likely to evade police detection)</p>			
<p>Language Spoken <i>(Include if interpreters are required / child has any learning needs which may mean they need additional support with communication)</i></p>		<p>Physical/Learning Disabilities or needs <i>(Detail for example any health needs including those that will be impacted upon by substance misuse & learning needs i.e. if the child has a statement)</i></p>	
<p>If other agencies are involved please list them here</p>		<p>Has criminal exploitation previously been identified as a specific issue for this child? Please provide details <i>(Be mindful of the classifications regarding being vulnerable to/ at risk of or experiencing CCE – using the definition, and detail historic concerns with specific timescales)</i></p>	

Vulnerabilities (consider protective factors and resilience)	Please score 1 for each relevant statement, identifying as much detail as known and source of information	Vulnerabilities	Please score 1 for each relevant statement, identifying as much detail as known and source of information
Emotional neglect by parent/carer/family member		Family history of domestic abuse	
Physical abuse by parent/carer/family member		Family history of substance misuse	
Sexual abuse		Family history of mental health difficulties	
Breakdown of family relationships – Rationale for decision		Low self-esteem – Rationale for decision	

Vulnerabilities	Score 1 if present on date of assessment or within a month of the last assessment
Unsuitable/inappropriate accommodation – Rationale for decision	

<p><i>(This is to be evidenced based, for example if a child is in local authority foster care, this is not unsuitable accommodation however the child may feel that they do not wish to live there)</i></p>	
<p>Isolated from peers/social networks – Rationale for decision <i>(Be specific - child may have peers that are considered to be inappropriate however this does not mean they are isolated)</i></p>	
<p>Siblings/ Peers involved in Offending <i>(Be specific regarding which siblings/other family members/peers are involved and what the offending is. Be mindful of timescales and detail the information evident within the last month nb information past the last month can be provided if relevant and with rationale)</i></p>	
<p>Lack of positive relationship with a protective/nurturing adult – Rationale for decision <i>(Attempt to detail who the child identifies to be their trusted adult)</i></p>	

<p>Moderate risk indicators – Rationale for decision making and sources of information to be given for all scores.</p>	<p>Score 1 if present on date of assessment or within a month of the last assessment</p> <p><i>All information provided within the moderate and significant risk indicators needs to be specific and detailed where possible. For example, when providing information it should be detailed whether information is fact, hearsay etc. and dates/sources of evidence / analysis; where this is not known, please document that the information is not known.</i></p>
<p>Persistently missing from home or school. Found out of area. Consider extended periods of time.</p> <p><i>(Please summarise number of missing incidents and the most recent missing – only score if persistently missing)</i></p>	
<p>Multiple callers (unknown adults/older young people) – (record details i.e. description/names etc.)</p> <p><i>Relates to physical callers for example to the home/ relatives homes or those who may regularly attend in cars to the family home.</i></p> <p><i>Obtain detail of vehicles and registration plates & detail here.</i></p> <p><i>Where unknown adults access a home/car etc. attempt to describe appearances where names or nicknames are not known.</i></p>	
<p>Multiple callers / communication to a phone, unusual or increased use of a mobile phone that causes concern.</p> <p><i>For example, does the child have more than one phone? Detail the types of</i></p>	

<p><i>phone, any distinct details about the phone and any phone numbers known. Be specific about the dates of the information being provided so it is known how recent information is.</i></p>	
<p>Unusual or increased use of the internet that causes concern.</p> <p><i>Does the child have access to social media – detail which social media/apps used/ how social media is accessed, detail any known profiles for example on Facebook or Snapchat names.</i></p>	
<p>Exclusion/suspension from school or unexplained absences from or not engaged in school / college / training / work</p> <p><i>Detail the exclusion and reason for this & dates the child will return to School.</i></p> <p><i>Where a child is NEET; what efforts are being made to support the child into education/training or employment.</i></p>	
<p>Disclosure of sexual/physical assault followed by withdrawal of allegation</p> <p><i>Provide dates of disclosures and withdrawal and reasons for withdrawal.</i></p>	
<p>Self-harm or significant changes in emotional wellbeing and presentation.</p>	

<p>Peers involved in criminal exploitation / Suspects linked to the child</p>	<p>Children who are peers/friends (this may include children who are vulnerable to CCE):</p>	<p>Children who are at risk of/experiencing CCE and are a friend to this child:</p>	<p>Adults who are linked to the child and any knowledge regarding the adults about criminal behaviours:</p>	<p>Suspected perpetrators of CCE who are linked to the child, include known information about how they are a suspect of CCE:</p>
<p>Drugs misuse</p> <p><i>Include frequency of use, what substances and the last known use</i></p>				
<p>Unusual use of public transport or hire cars</p> <p><i>Include how the child travels from A to B, consider the definition of Human trafficking and make a referral to the NRM if appropriate.</i></p> <p><i>If hire cars are used, gain as much detail as possible about the use of this; the details of the hire company, dates, the name that the car was hired in etc.</i></p>				

<p><i>If public transport is used, be specific regarding dates and times, obtain evidence if possible for example tickets & share these with the Police.</i></p>	
<p>Alcohol misuse <i>Include frequency and what is used</i></p>	
<p>Offending behaviour that could be directly linked to CSE/CCE – direct examples of links must be provided <i>Be specific regarding offences that could be directly linked, provide dates and how the crimes are directly linked to CCE/CSE. Be mindful regarding what information is intel/what are offences with a conviction or awaiting this.</i></p>	

<p>Significant Risk Indicators - Rationale for decision making and sources of information to be given for all scores.</p>	<p>Score 1 if present between 3 and 6 months ago</p>	<p>Score 5 if present on date of referral or during past 3 months</p>
	<p><i>(All information provided within the moderate and significant risk indicators needs to be specific and detailed where possible. For example, when providing information it should be detailed whether information is fact, hearsay etc. and dates/sources of evidence / analysis; where this is not known, please document that the information is not known.)</i></p>	
<p>Gang association. Links to OCG. What is the MO of the OCG, What banding are they</p>	<p>**OCG information to be added at triage by police if unknown**</p>	

<p><i>Include information regarding involvement with groups from city areas.</i></p> <p><i>Include any known code names or group/gang names</i></p> <p><i>Consider the MO of the group and be specific regarding if this is directly linked to county lines?</i></p> <p><i>If a group has not been assessed to be an OCG provide as much detail as possible about what is known/what intel there is regarding the group</i></p>		
<p>Hospital attendance for physical injury or unexplained physical injuries</p> <p><i>Be specific regarding dates of injuries, who the child presented at the GP/A&E with.</i></p>		
<p>Concerns around drug supply. (eg concerns related to plugging/ secretion of drugs, advertising of drugs particularly class A)</p> <p><i>Provide specific details where possible; dates/ addresses / what drugs etc.</i></p> <p><i>How does the child source drugs? What are their views about their safety when</i></p>		

<p><i>sourcing the drugs? Include where relevant information re: addresses/nicknames of those supplying the child with drugs & any relevant vehicle registration numbers etc.</i></p>		
<p>Concerns related to the child attending properties that have been taken over by cuckooing or Debt bondage</p> <p><i>Detail the address or addresses attended. Be specific regarding if information is evidenced or hearsay/intelligence. If information is hearsay – provide details where possible of where the information originated.</i></p>		
<p>Periods of going missing overnight or longer</p> <p><i>Please summarise number of missing incidents and the most recent missing – how long is the child missing for?</i></p>		
<p>Close association with an older person/ controlling CCE related (record details i.e. name, dates, occupation/description etc)</p> <p><i>Be specific regarding the association, how often the child associates with the older person/s & how the person/s is/are linked to CCE offences.</i></p>		

<p>Control by peer or age related associate.</p> <p><i>Provide the specific type of control – detail evidence or intelligence for example text messages/third-party information or hearsay. Be specific if information is hearsay. Provide dates and times as possible.</i></p>		
<p>Physical and or emotional abuse by a controlling adult or older boyfriend/girlfriend including sexual acts</p>		
<p>Causing Physical harm to others</p> <p><i>Detail the harm, who to and dates</i></p>		
<p>Unexplained / illegitimate amounts of money, drugs expensive clothing or other items</p> <p><i>Be specific i.e. specific amounts of money/drugs/ what are the items of clothing or other items? Provide dates if possible. Does the child say where the items are from? Detail names / nicknames / group names if possible.</i></p>		
<p>Intangible rewards such as status, protection, perceived friendship)</p> <p><i>Detail the child's perceived hierarchy,</i></p>		

<p><i>what protection they receive or believe they receive and by who.</i></p>		
<p>Increased involvement in criminality and any increase in severity.</p> <p><i>Consider the timescale that there has been an increase in the involvement of criminality. What are the criminal behaviours? How have they increased in severity? Is there any increase in violence or threats of violence? Are criminal behaviours directly linked to an increase in substance misuse?</i></p>		
<p>Living independently and failing to respond to attempts by worker to keep in touch</p>		

<p>Child's view on their current position including risks and strengths</p> <p><i>This should be the child's views and not the views of the lead worker or comments upon the child's presentation. Views are to be sought by a worker with the best relationship with the child.</i></p>	
<p>Parents view on the child's current position including risks and strengths</p> <p><i>If parents views are not obtainable, seek the views of carers including foster carers/</i></p>	

the local authority

Form Completed by, including contact details:

Practice supervisor oversight (Name):

Date of Practice supervisor oversight and agreement with the risk analysis:

Risk Assessment score		Risk Category		Is the score above 35?	
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Please include a rationale for what you have scored and any additional information not scored

This is to include professional judgement

<p>Has a referral to the National Referral Mechanism been completed in respect of Human Trafficking/ Modern Day Slavery?</p> <p>(Utilise NRM flowchart and Guidance – seek support from CSE Lead officer if further guidance is required)</p> <p>If yes give date and outcome</p> <p>If No Give rational</p>	
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ACTION	NAME ALLOCATED TO	DATE COMPLETED	OUTCOME

Annex G: North Lincolnshire Risk Analysis in relation to Child Exploitation

The following offers guidance on the use of the risk analysis tools, none of these should detract from working within the statutory framework specified in Working Together 2018 and the Children's MARS procedures. The tools include:

- Child sexual exploitation (CSE) and/or child criminal exploitation (CCE) Vulnerabilities and Risk Indicators Guide
- Risk Analysis Framework
- MACE Risk Assessment

The tools should be used to enhance and complement the Working Together 2018 and Children's MARS procedures and should be used by practitioners and managers employing evidenced based interventions, practice wisdom and not as a tick box.

Risk in relation to CSE and/or CCE in North Lincolnshire is identified, assessed/analysed and managed at varying levels dependent upon the individual context of each case:

- Identification & Emerging needs - vulnerability factors in relation to CSE and/or CCE (CSE/CCE Vulnerabilities and Risk Indicators Guide). Refer to both Guides if necessary.
- Assessment and use of Risk Analysis Framework (RAF), including consideration of the vulnerabilities and risk indicators from the CSE/CCE Vulnerabilities and Risk Indicators Guide which are considered in the RAF. This can be within an Early Help Assessment or a Children Services Assessment.
- Multi agency management oversight of CSE/CCE through the MACE Triage and MACE risk assessment and management meetings.

Identifying Emerging Needs and Vulnerabilities:

The CSE/CCE Vulnerabilities and Risk Indicators Guide should be used as a reminder of points to consider as guidance by all agencies staff to recognise and identify children who are vulnerable to, at risk of, or who are already being sexually and/or criminally exploited.

If a professional has information that indicates a child is possibly vulnerable or at risk of CSE and/or CCE then the CSE and/or CCE Vulnerabilities and Risk Indicators Guide should be considered to inform what needs to happen next. The document is to assist professionals in having regard to these signs and behaviours. The CSE and/or CCE Vulnerabilities and Risk Indicators Guide will not necessarily be completed in isolation. It will be used as guidance to consider and recognise/identify children who are vulnerable to, at risk of, or who are already being sexually and/or criminally exploited as part of the risk analysis and information considered and gathered for an assessment.

The CSE Vulnerabilities and Risk Indicators Guide covers the following areas:

The following vulnerabilities are examples of the types of things children can experience that might make them more susceptible to child sexual exploitation:

- Having a prior experience of neglect, physical and/or sexual abuse
- Lack of a safe/stable home environment, now or in the past (domestic violence or parental substance misuse, mental health issues or criminality, for example)
- Recent bereavement or loss
- Social isolation or social difficulties
- Absence of a safe environment to explore sexuality
- Economic vulnerability
- Homelessness or insecure accommodation status
- Connections with other children and young people who are being sexually exploited
- Family members or other connections involved in adult sex work
- Having a physical or learning disability
- Being in care (particularly those in residential care and those with interrupted care histories)
- Sexual identity
- Unaccompanied Asylum Seeking Children

Not all children and young people with these vulnerabilities will experience child sexual exploitation. **Child sexual exploitation can also occur without any of these vulnerabilities being present.**

Children rarely self-report child sexual exploitation so it is important that practitioners are aware of potential indicators of risk, including:

- Acquisition of money, clothes, mobile phones etc without plausible explanation
- Gang-association and/or isolation from peers/social networks
- Exclusion or unexplained absences from school, college or work
- Leaving home/care without explanation and persistently going missing or returning late
- Excessive receipt of texts/phone calls
- Returning home under the influence of drugs/alcohol
- Inappropriate sexualised behaviour for age/sexually transmitted infections
- Evidence of/suspicions of physical or sexual assault
- Relationships with controlling or significantly older individuals or groups
- Multiple callers (unknown adults or peers)
- Frequenting areas known for sex work
- Concerning use of internet or other social media
- Increasing secretiveness around behaviours
- Self-harm or significant changes in emotional well-being

The CCE Vulnerabilities and Risk Indicators Guide covers the following areas:

The following vulnerabilities are examples of the types of things children can experience that might make them more susceptible to child criminal exploitation:

- Having a prior experience of neglect, physical and/or sexual abuse
- Lack of a safe/stable home environment, now or in the past (domestic abuse or parental substance misuse, mental health issues or criminality, for example)
- Social isolation or social difficulties
- Economic vulnerability
- Homelessness or insecure accommodation status
- Connections with other people involved in gangs
- Having a physical or learning disability
- Having mental health or substance misuse issues
- Being in care (particularly those in residential care and those with interrupted care histories)
- Unaccompanied Asylum Seeking Children

Not all children and young people with these vulnerabilities will experience child criminal exploitation. **Child criminal exploitation can also occur without any of these vulnerabilities being present.**

Children rarely self-report child criminal exploitation so it is important that practitioners are aware of potential indicators of risk, including:

- Persistently going missing from school or home and/or being found out of area
- Unexplained acquisition of money, clothes or mobile phones
- Excessive receipt of texts/phone calls
- Relationships with controlling/older individuals or groups
- Leaving home/care without explanation
- Suspicion of physical assault/unexplained injuries
- Parental concerns
- Carrying weapons
- Significant decline in school results/performance
- Gang association or isolation from peers or social networks
- Self-harm or significant changes in emotional well-being

Practitioners should also remain open to the fact that CSE and/or CCE can occur without any of these risk indicators being obviously present. Practitioners should also be alert to the fact that some risk assessments have been constructed around indicators of face-to-face perpetration by adults and may not adequately capture online or peer-perpetrated forms of harm. It is also important to remember that risk assessments only capture risk at the point of assessment and that levels of risk vary over time, and that the presence of these indicators may be explained by other forms of vulnerability rather than child sexual and/or criminal exploitation.

The first step for practitioners is to be alert to the potential signs of abuse and neglect and to understand the procedures set out by North Lincolnshire's Children's MARS. Those working with children and families should access training through those multi-agency arrangements to support them in identifying vulnerability, risk and harm. This will help practitioners to know

what action to take and to develop a shared understanding about what best practice looks like.

If the child is at risk of or experiencing CSE and/or CCE a referral should be made to Children's Social Work Services or the Police if the child is in immediate danger.

Having considered the vulnerabilities and risk indicators if the child is not believed to be at risk of CSE and/or CCE there may still be other needs that could be responded to by completing an Early Help Assessment.

Children in Need

If the child is determined to be in need but not at risk of CSE and/or CCE a Children Services Assessment should commence.

Children at risk of or experiencing significant harm

If there are indications that the child is at risk of or experiencing CSE and/or CCE a referral should be made and a multi-agency strategy meeting held in accordance with the Children's MARS procedures and Working Together to Safeguard Children 2018 to determine the next course of action.

Risk Analysis Framework

Any assessment and intervention by Children's Services due to ongoing concern or significant harm is underpinned by the North Lincolnshire Risk Analysis Framework (RAF).

The risk analysis process acknowledges that it is never possible to remove all risk from a child's life and that the experience of assessing, understanding and mitigating risk within a consistent framework is essential in balancing the needs of a child or young person within the wider family and environmental factors that impact on a child / young person.

Managing and mitigating risk is essential in engaging with children and young people to understand what factors indicate usual adolescent development; recognising what risks exist in a child's life, what level of threat the risks present to the child's wellbeing, and how well these can be managed so that the level of threat is reduced and safely managed.

Within North Lincolnshire there is a well-embedded RAF which is utilised when working with babies, children and young people and provides a consistent model for the assessment, analysis and management of risk.

The RAF may be used to underpin Early Help Plans where risk and protective factors should be considered. It is integral to individual plans for children and young people where there is statutory involvement due to child concern and child protection.

This includes cases that are:

- Child in Need, (including disabled children);

- Child Protection;
- Looked After Children;
- Care Leavers;
- Young Offenders;
- Older Young People; and
- Unaccompanied Asylum Seeking Children

The analysis of risk also takes place within the three domains of the National Assessment Framework: child's developmental needs, parental capacity to meet those needs, and family and environmental factors that support or hinder. It focuses on two key aspects; what factors are there in the child's life that present a risk to their wellbeing (risk factors), and what factors guard against risk (protective factors).

Having determined what risk and protective factors exist, the process is then to judge the balance of those factors, particularly whether there are sufficient protective factors in place to balance out the risk factors. The next stage is to judge what meaning the level of risk has for and the impact on the child / young person. This will be on a continuum from no significant risk to severe risk.

Finally, the worker must determine what needs to change in order to reduce risk and devise a plan to deliver that change.

The risk analysis is repeated at milestones such as reviews of the child's plan, and at times when significant change occurs in the child's circumstances, e.g. episodes of the child going missing, change in family circumstances, new and emerging evidence etc.

Multi agency management oversight through the MACE meeting:

MACE risk assessment

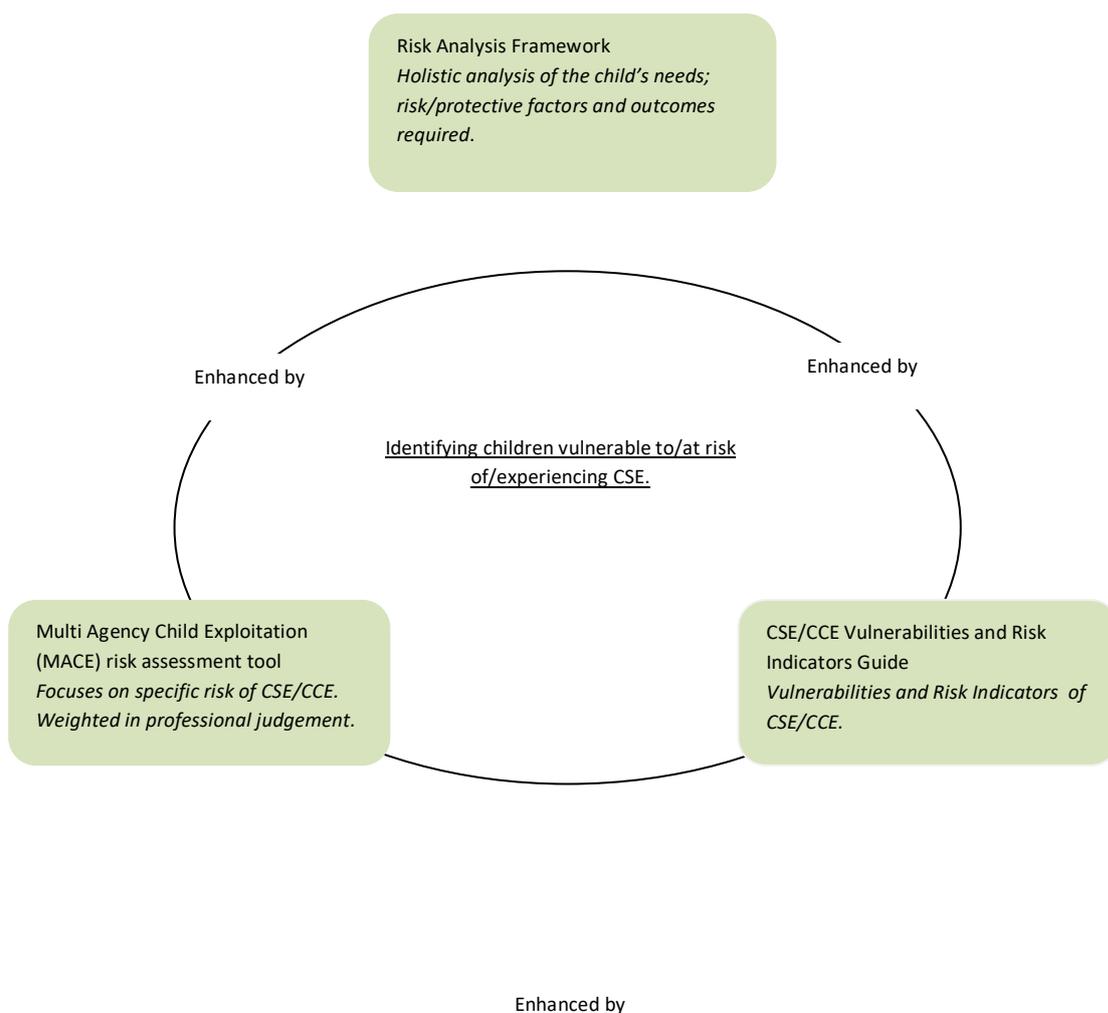
Where a child is deemed to be at risk of or experiencing CSE and/or CCE the MACE risk assessment tool will be used to complement the Risk Analysis Framework and be presented for discussion at the Multi Agency Child Exploitation (MACE) Triage which will subsequently decide whether the child's case is discussed at the MACE meeting. This enables a specific focus on the risk factors in relation to CSE at a management level allowing for added value for example intelligence on connections between children and young people, perpetrators, locations and premises.

The MACE risk assessment tool can be utilised at the point in which a child is deemed at risk of CSE and/or CCE. Utilise one tool if the child is at risk of both CSE and CCE.

The MACE risk assessment tool should run parallel to any statutory plan, therefore all children and young people on the MACE agenda should have already been referred through to Children’s Services and be subject to a Child in Need, Child Protection plan or be Looked After. Given the role of the MACE in making connections and associations between young people and perpetrators there may be some young people whom may not be subject to a statutory plan, however, through the process of discussion at the MACE may be at risk of CSE. In these circumstances an immediate referral to Children’s Services should be made.

The risk assessment tool aims to identify all areas of vulnerability and risk related to CSE and/or CCE and outlines specific tasks to manage and reduce risk in relation to CSE and/or CCE. The tool enables a focus on CSE and/or CCE and connectivity between children and perpetrators. It also enables groups of children’s risk assessments to be viewed collectively thus enabling a focus on cross referencing groups of children/perpetrators, utilising intelligence and identifying emerging themes and hot spots. All of the tools should be based upon professional practice and a qualitative analysis of the factors evident in the case.

The connectivity of risk assessment tools when assessing the risk of Child Sexual Exploitation



Annex H: Sources and Further Guidance

The information provided in the guidance is drawn from the following sources:

[Criminal exploitation of children and vulnerable adults: county lines](#) (Home Office, 2017)

[County lines violence, exploitation and drug supply 2017, national briefing report](#) (National Crime Agency, November 2017)

[Serious Crime Act 2015 \(chapter nine\)](#)

[Injunctions to prevent gang related violence and gang related drug dealing. Statutory guidance](#) (HM Government, 2016)

[Injunctions to prevent gang related violence and gang related drug dealing: a practitioners' guide](#) (HM Government, 2016)

[Child Sexual Exploitation Definition and a guide for practitioners, local leaders and decision makers working to protect children from child sexual exploitation](#) (Department for Education, 2017)

National Referral Mechanism <http://www.nationalcrimeagency.gov.uk/about-us/what-we-do/specialist-capabilities/uk-human-trafficking-centre/national-referral-mechanism>

[Information sharing: advice for practitioners providing safeguarding services](#) (HM Government, 2018)

[Advice to parents and carers on gangs](#) (Home Office, 2014)

[Guidance to schools and colleges on gangs and youth violence](#) (Home Office, 2013)

[Serious and Organised Crime Toolkit](#) (Home Office)

[Working Together to Safeguard Children](#) (Department for Education, 2018)

Annex I: Glossary

Term	Definition
County Lines	The term county lines is used where a group/gang from an urban area such as cities, establish a new drug dealing market in a county force area using a mobile telephone 'line' to facilitate and organise the distribution of drugs (predominantly class A).
Cuckooing	Acquiring a local address through coercion, force or threat by supplying home occupier with drugs/money to initiate a relationship. The occupier is usually vulnerable.
Debt Bondage	Debt bondage consists of a gang forcing a user who is in debt to allow them to take over their property in order to repay the debt. The group may also force the individual to deal drugs on their behalf.
Drug taxing	Theft of drugs/money from rival groups
Elders	Persons higher up the chain of command, usually direct the young persons.
Enforcers	Person hired to carry out violent attacks, act as protector
G Pack	100 rocks of crack cocaine
Graft	Term used when person is out dealing, committing crime to fund themselves. A drug deal may be called a 'graft'
Hitters	Young persons trained to use weapons properly, such as concealing and use weapons without detection. These act as enforcers. They will be paid per 'hit' of a target (person).
Line	Mobile telephone number distributed to local drug users to order drugs
Plugging	Drugs inserted within the body (vaginally, anally)
Suicide Mission	A risky job (risk of violence or arrest) but will gain points with who working for (i.e. taxing rival drug gang, carrying larger shipment of drugs)
Tool	Refers to a weapon, item used as protection, often uses the term 'tooled up'