

SOMERSET SAFEGUARDING CHILDREN BOARD CHILD SEXUAL EXPLOITATION STRATEGY 2017 - 2019

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1. Introduction

This document outlines the Somerset Safeguarding Children Board (SSCB) strategy for preventing, identifying and tackling child sexual exploitation (CSE). It has been informed by the existing and developing regional and local problem profiles and has drawn on evidence about effective practice from national and local research, policy and guidance.

Somerset Safeguarding Children Board has agreed that safeguarding children from sexual exploitation and children missing is a strategic priority for the Board:

"Children who are at risk of, or subject to, all forms of exploitation and abuse (including children missing from home, care or education) are identified and safeguarded" (to include CSE, trafficking, county lines modern slavery)

2. Purpose of the Strategy

The Somerset CSE strategy has been revised to take stock of the current approaches to tackling CSE across Somerset and to learn from national CSE cases and from the Somerset Operation Fenestra serious case review into CSE. It builds upon the previous strategy and the significant programme of work already undertaken by partner agencies to raise awareness of CSE and develop the local operational response to safeguard children from CSE and protect children missing (CM). It sets out the priorities for action and next steps required across the partnership to improve the effectiveness of the multi-agency response to CSE, in line with National Guidance and learning from high profile cases of CSE. The strategy also includes the findings from the Operation Fenestra serious case review into child sexual exploitation that was published by SSCB in November 2017.

This strategy sets the direction and strategic priorities for addressing child sexual exploitation towards which all partner agencies and professionals will work. The priorities for action are set out in section 9, using the four headings below for addressing Child Sexual Exploitation.

- Raising Awareness
- Effective Interagency Working
- Disruption, investigation and securing prosecutions
- Helping Children and Families

3. The SSCB Vision for Somerset

Somerset will have a culture where child sexual exploitation is not tolerated, or ignored; and where professionals and communities are able to recognise child

sexual exploitation and engage with children to protect them from harm. This vision is underpinned by the following outcomes:

Outcomes

Raising Awareness

- Children, parents, local communities and relevant local businesses will understand and recognize sexual exploitation, when they or others are at risk of this form of abuse and seek support and help
- Children will receive appropriate advice to help them stay safe, including from on line abuse, and to develop healthy friendships and relationships.

Effective Inter-agency Working

 Children who are being sexually exploited will be identified, safeguarded, listened to and supported including children who may not always recognise or acknowledge what maybe an exploitative and/or abusive situation.

Disruption, Investigation and Securing Prosecutions

- The multiagency network will work together to identify, disrupt and convict those who seek to exploit children, with a focus on early intervention to disrupt perpetrators and raise awareness of CSE crime
- Helping Children and Families
- Children who are particularly vulnerable to child sexual exploitation will be identified and supported by their families/carers, professionals, and their community to build resilience against exploitation.
- The voice of the child who is at risk or has experienced CSE will be heard and their experiences used to improve the effectiveness of multi-agency practice

4. Leadership and Governance

Somerset Safeguarding Children's Board (SSCB) leads the safeguarding children agenda and is accountable for the development and delivery of the Somerset Child Sexual Exploitation Strategy (CSE) and associated action plan to ensure that children and young people at risk of sexual exploitation are safeguarded from harm. The Board will oversee the implementation of the Child Sexual Exploitation Strategy and action plan through the Child Exploitation subgroup. Responsibility for coordinating and monitoring delivery of the child sexual exploitation action plan sits with the Child Exploitation subgroup which will report to the SSCB and Governance Group through the subgroup chair, in line with an agreed reporting schedule.

The SSCB Child Sexual Exploitation (CSE) action plan is a multi-agency plan setting out the partnership priorities and actions required to improve the effectiveness of prevention, identification and response to protect children and young people at risk of or experiencing exploitation, and the disruption and prosecution of perpetrators. Each partner agency is responsible for providing visible leadership for delivering their own single agency responsibilities to respond to CSE and for working collaboratively

with other agencies to achieve the objectives and priorities within this strategy. The Somerset Safeguarding Children Board will provide an assessment of the effectiveness of the partnership response to tackling child sexual exploitation in its Annual Report which is publicly available on the Board website.

Whilst Somerset Safeguarding Children Board has overall responsibility for ensuring the effectiveness of arrangements for safeguarding children from child sexual exploitation, it is critical that the Board continues to work in conjunction with the Somerset Community Safety Partnership, Somerset Safeguarding Adults Board and Somerset Health and Wellbeing Board. This will ensure there are clear transition arrangements to adult services for young people at risk of exploitation, links are made with other forms of exploitation and organised crime, and health and care needs arising out of exploitation are addressed. The Board will also ensure that links are made between the Somerset Child Sexual Exploitation Strategy and the Troubled Families agenda and the Think Family Strategy.

5. What is Child Sexual Exploitation?

The terms 'child' and 'children' are used throughout this strategy to refer to all those under the age of 18 years. The definition of child sexual exploitation is taken from the most recent DfE national guidance published in February 2017: 'Child Sexual Exploitation: *Definition and a guide for practitioners, local leaders and decision makers working to protect children from child sexual exploitation'*

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

Like all forms of child sexual abuse, child sexual exploitation:

- can affect any child or young person (male or female) under the age of 18 years, including 16 and 17 year olds who can legally consent to have sex;
- can still be abuse even if the sexual activity appears consensual;
- can include both contact (penetrative and non-penetrative acts) and non-contact sexual activity;

- can take place in person or via technology, or a combination of both;
- can involve force and/or enticement-based methods of compliance and may, or may not, be accompanied by violence or threats of violence;
- may occur without the child or young person's immediate knowledge (through others copying videos or images they have created and posting on social media, for example);
- can be perpetrated by individuals or groups, males or females, and children or adults. The abuse can be a one-off occurrence or a series of incidents over time, and range from opportunistic to complex organised abuse; and
- is typified by some form of power imbalance in favour of those perpetrating the abuse. Whilst age may be the most obvious, this power imbalance can also be due to a range of other factors including gender, sexual identity, cognitive ability, physical strength, status, and access to economic or other resources.

National guidance describes child sexual exploitation as a particularly complex form of abuse that can be difficult for those working with children to identify and assess. Most child abuse occurs within the home. In cases of child sexual exploitation, the risk of harm is generally external or in the community. Department of Education February 2017.

6. National Context and Learning from Child Sexual Exploitation

There have been a number of serious case reviews into child sexual exploitation notably in Rochdale, Rotherham, Oxford, Derby and Newcastle. CSE is recognised nationally as one of the most important safeguarding challenges facing agencies. The findings from the Jay Independent Inquiry into Child Sexual Exploitation in Rotherham published in 2014, and Louise Casey's report 'Reflections on Child Sexual Exploitation' from inspection of Rotherham Metropolitan Borough Council to examine the fitness for purpose of the Local Authority (LA) DCLG 2015 led to a the Government response Tackling Child Sexual Exploitation, published in March 2015. These reports highlight key learning points in how to tackle CSE for other authorities. These learning points are also congruent with the findings from the Somerset Operation Fenestra serious case review into child sexual exploitation and have been used together with evidence of best practice to inform the development of the strategic priorities for child sexual exploitation in section 9.

Grooming and power imbalance: whereby a child is wooed and courted and by an older 'boyfriend', that develops into more coercive and violent behavior and a power imbalance in relationships

Consent: children under the age of 16 cannot legally consent to sexual activity. Practitioners need to understand the law on the legal age for consent and distinguish between informed consent in sexual relationships and coercion and abuse.

Identifying, disrupting and prosecuting perpetrators

Children experiencing or at risk of child sexual exploitation (CSE) may not always come forward to disclose abuse. Therefore we must utilize and improve existing information sharing arrangements in place across safeguarding partners to share information to identify and disrupt CSE. Police, local authorities and district councils should use all opportunities available through their regulatory, licensing and community safety functions.

Child sexual exploitation also has links to other types of crime, including:

- Child trafficking (into, out of and within the UK)
- Domestic violence
- Sexual violence
- Grooming (online and offline)
- Downloading of indecent images of children
- Organised sexual abuse
- Modern Slavery
- Drug related offences
- Gang related activities
- Criminal exploitation

Supporting and Helping Children and Families

Research emphasises the serious impact of child sexual exploitation on the mental and physical health of children themselves and upon their families, including siblings. This impact is likely to have long lasting consequences that impact on the child's life and their future outcomes. Parents and carers' concerns about their children must be heard by practitioners rather than these being seen as symptomatic of issues within the family. There should be expert and timely support and advice available to victims of child sexual exploitation both during any criminal investigation and afterwards.

Who is at risk of Child Sexual Exploitation?

National Guidance (Department of Education 2017) identifies that any child may potentially be at risk of sexual exploitation, regardless of their background or other circumstances both boys and girls. Evidence suggests that some children are particularly vulnerable; these include children with a history of going missing, those with special educational needs and disability ,children looked after those in care, unaccompanied asylum-seeking children, children excluded from school or subject to a reduced timetable, electively home educated children, children misusing drugs and alcohol, children who are socially isolated, children with a low self-esteem,

children who maybe exploring their sexuality, and those involved in gangs, and children with a prior experience of any form of abuse or a lack of a safe/ stable home environment now or in the past. Children can also be perpetrators as well as victims.

7. Local Context

The Problem Profile of Child Sexual Exploitation in Somerset

This strategy aims to be responsive to local needs and outlines what is currently known about child sexual exploitation in Somerset. It is important to acknowledge that a large amount of child sexual exploitation remains unreported to police and partner agencies, making the true prevalence unknown. A comprehensive problem profile was completed for Somerset by the Police Foundation in 2016 and highlighted a number of key trends and themes. This profile collated intelligence from all partner agencies to ensure the profile was informed by the most accurate data picture which could be explored.

Table 1: Children known to be victimised or at risk of CSE

Number of children previously	
victimised or at risk of CSE known to	339
Somerset County Council, Police, NHS	
and Barnados collectively in 2015 - 16	
Percentage known to be at risk of CSE	84%
to only one agency	
Male Perpetrators aged under 25 years	
were the most common type of offender	59%

The most significant factor was that 84% of the children were known to one agency for a CSE risk but not any other agencies. Embedding strong collaborative working structures where there are clearly defined pathways and consistent flags for children and perpetrators of CSE across all agencies, remains a strong focus in this new strategy.

Online social media platforms grow daily and are heavily used by our young people. The use of technology has provided opportunities for perpetrators increasing ways of engaging with young people committing offences online or arranging meetings for the purpose of contact offences. In Somerset nearly half (46%) of all of the crimes recorded and examined as part of the problem profile were online-dependent and most related to indecent images of children. Going forward this provides us with a focus. We need to ensure that staff are equipped to respond to online crime but more importantly to focus upon other thematic areas to ensure that children and their parents and carers can keep themselves safe online and prevent further harm.

To date there is no evidence of gang associated sexual exploitation but criminal exploitation has been identified through the emergence of county lines drugs groups,

where vulnerable people have been used as dealers and runners. The risk factors are often the same as CSE for this vulnerable group of men and women and the remit of this new strategy takes into account the links with other crime types, especially modern slavery and child trafficking offences.

Children Missing Education

Children missing education (CME) are children of compulsory school age who are not registered pupils at a school, not attending their school as fully as possible and are not receiving suitable education otherwise than at a school. In Somerset there were 94 known children missing from education as of 1 November 2017. Table 1 below sets out the number of children subject to fixed term exclusions from education by Community Learning Partnership as of 6 December 2017. Children excluded from education are at risk of child sexual exploitation and other forms of exploitation. It can be seen from this table that there is a higher rate of fixed term exclusions and permanent exclusions in Sedgemoor and also in Taunton.

Table 2: Exclusions of children from education by Community Learning Partnership

			2016/17			2017/18	to date
CLP	Fixed Term Exclusion (FTE) incidences	Permanent Exclusions (PEx)	NOR (Jan 17 census)	FTE incidences per 100 pupils	PEx per 100 pupils	Fixed Term Exclusion (FTE) incidences	Permanent Exclusions (PEx)
Ansford/Tower	176	6	3,887	4.53	0.15	61	2
Burnham on Sea/Cheddar	476	10	6,624	7.19	0.15	201	2
CAFOS	464	9	8,183	5.67	0.11	147	4
Exmoor Coast/Exford&Dulv/Quantock	152	1	3,027	5.02	0.03	48	1
Frome	296	2	4,628	6.40	0.04	57	1
Glastonbury, Street, Wells	520	8	9,104	5.71	0.09	159	5
Sedgemoor Learning Alliance	779	24	9,824	7.93	0.24	255	15
Taunton Learning Partnership	1,183	17	10,791	10.96	0.16	313	5
Wellington/Wiveliscombe	236	4	4,116	5.73	0.10	72	1
Yeovil Federation	628	18	9,038	6.95	0.20	179	6

Table 3 (overleaf) provides data for children who are missing out on education as a result of waiting for a school place for a number of reasons. This table also highlights a higher number of children out of education in the Sedgemoor area.

Table 3: Children Missing Out on Education

Area Filters	Total	Key Points of Interest	Total
No Filter Applied	91	Children Looked After	4
Taunton and West Somerset	12	Child Protection	1
Sedgemoor	23	Children in Need	4
Mendip	24	High Needs Funding	2
South Somerset	29	SEND - Statemented	4
		SEND - EHCP	10
Outside Somerset	3	SEND - Support	14
		No Prov - Aw aiting other LEA	1
		No Prov - Aw aiting Admission	38
		No Prov - (Out of School)	34
		Child Sexual Exploitation	1

Children Looked After

The CSE risks posed to missing or looked after children are well known. There are 524 Somerset children looked after (as at 05/01/2018). Children looked after are known to be vulnerable to risk of child sexual exploitation. There are a number of independent residential children's homes in Somerset. Three of these homes specifically provide placements for children who have been subject to child sexual exploitation. Somerset Safeguarding Children Board should ensure there are good communication routes between these homes, Avon and Somerset Police and the First Response team in Children's Social Care in order to identify early any potential CSE activity in respect of children at these sites.

Children Missing

When a child goes missing it can be a sign of a problem within or without of the family or care setting. In some cases this will be a temporary and minor matter, easily resolved by the family or carers; at the other extreme it may be part of a broad range of vulnerabilities and serious concerns including child sexual exploitation. Whatever the background, the child who goes missing is at heightened risk of coming to harm and in some cases the level of risk may be high and the potential harm serious. Any child who returns from being missing is offered an independent return interview within 72 hours of their safe return being confirmed by the police. Table 4 overleaf sets out the numbers of childen who have gone missing between October 2016 and September 2017. Table 5 overleaf provides some indication of the number of children going missing who are looked after.

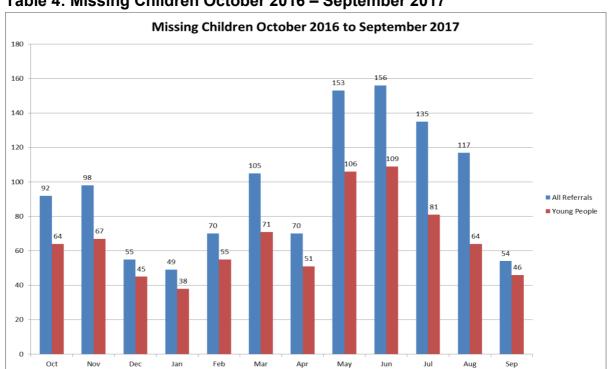
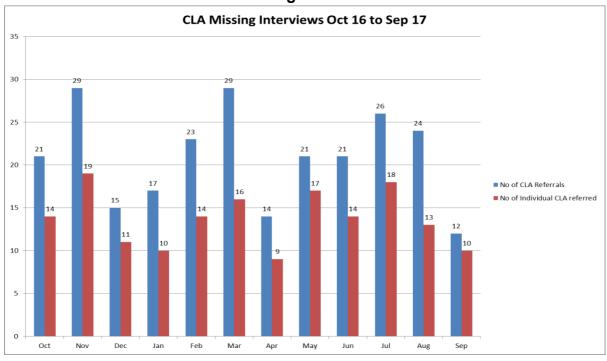


Table 4: Missing Children October 2016 – September 2017

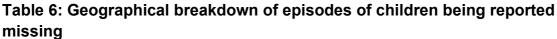




Comparing Table 4 to Table 5 it can be seen that children looked after are more likely to go missing more than once and as a group they are known to be more vulnerable to child sexual exploitation. The Somerset Safeguarding Children Board needs to maintain a particular focus on this group of young people and any areas of higher missing activity and particularly where this is linked to either residential

accommodation or other locations. It would also be helpful to map children missing by area of Somerset and were there are residential children's homes. There are three independent children's homes in Somerset that provide placements for children who have experienced CSE and these should be mapped by area and to children missing.

Table 6 below shows where missing children are from durint the period April 2016 – December 2017. These figures relate to the number of episodes of children going missing rather than the number of children which means that if one child was reported missing on many occasions each of these will be counted and this could skew the figures. In addition, the table shows 190 episodes (10%) as blank because these were episodes where the postcode was not recorded. The category for outside Somerset refers to children from outside the county but reported missing in Somerset.



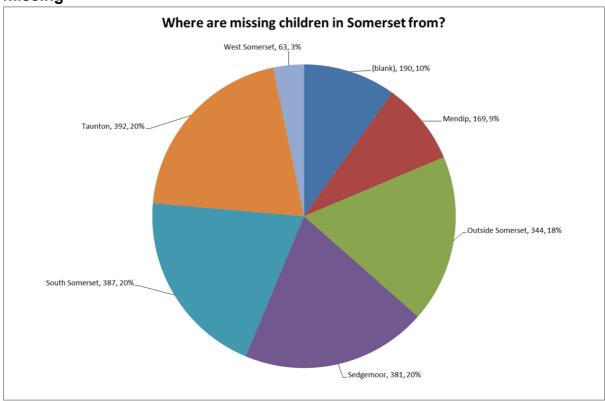
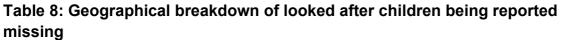


Table 7 (overleaf) shows episodes of children who are looked after being reported missing over the same period. In this case the outside Somerset category refers to Somerset children placed outside the county.



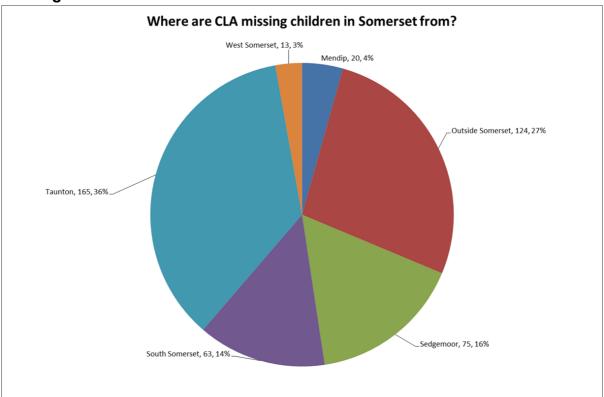


Table 9 overleaf shows where children who have been subject to a return home interview come from. Again the blank category refers to those children for whom no post code was recorded.

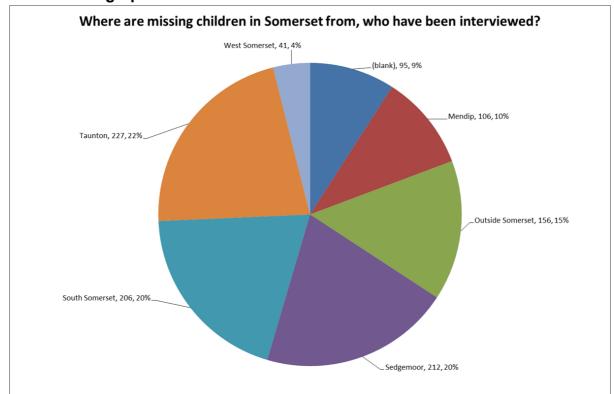


Table 9: Geographical breakdown of return home interviews

Review of Current Arrangements for Child Sexual Exploitation in Somerset

Somerset Safeguarding Children Board commissioned a number of diagnostic reviews into the arrangements for Child Sexual Exploitation (CSE) in Somerset including a peer review by Bath and North East Somerset Safeguarding Children Board in 2015, a deep dive by Essex Improvement Partners to Somerset County Council in July 2016 and a CSE stock take across partners led by the Child Exploitation Subgroup in 2016. Key themes arising from these reviews were:

- Need for improved coordination of child sexual exploitation across the partnership
- Review governance arrangements and accountability for child sexual exploitation across the partnership
- Need for a regional approach to information sharing protocols, risk assessment, and oversight of regional problem profile for child sexual exploitation
- Review of child sexual exploitation screening and risk assessment tools and need for development of planning and interventions for young people at risk
- Improve workforce understanding of complexities of child sexual exploitation and local strategy to address this

 An action plan reframed to a multi-agency action plan with clear timescales for delivery and performance reporting arrangements

A number of these issues have been addressed and the current position is summarised in the gap analysis of the current arrangements for child sexual exploitation in Somerset completed during August – September 2017. This gap analysis is attached in Appendix 1.

8. Key Messages from Victims, Young People, Parents and Professionals

As part of the serious case review into child sexual exploitation in Operation Fenestra, a number of focus groups were held with young people from local schools, with victims who were a part of the review and from other exploitation safeguarding incidents, with parents and with professionals from all agencies. Key messages from these focus groups are included here to inform the strategic priorities and action plan.

Key Messages from Victims

- Practitioners need to develop consistent, trusting, persistent and personal caring relationships with young people: this takes time
- Child sexual exploitation can happen to anyone and be perpetrated by anyone: it is important that children and parents understand grooming
- Parents and professionals should notice changes in children's behaviour
- Listen to us and talk to us it is okay to show emotion
- · We often need help outside of working hours

Messages from Young People

- When is it legal to have sex and what age is okay?
- Parents should talk and listen to their children about child sexual exploitation and understand 'grooming' behaviour
- Relationship and sex education about child sexual exploitation should be provided in smaller single sex groups

Messages from Parents

- How to keep their children safe when they can be exploited in their own bedroom through social media
- Parents have insufficient understanding of grooming and that children can see abuse as 'normal': they need more understanding of the risks for young people and better support
- Parents should carry out random checks on child's social media and speak with children of news items e.g. Saville

Messages from Professionals

- Difficulties for professionals in identifying child sexual exploitation when the child believes they are in a loving relationship
- Issue of consent for 16 and 17 year olds is a 'minefield'
- There is improved awareness of child sexual exploitation but not enough understanding of what constitutes child sexual exploitation and when to use safeguarding procedures

9. Our Strategic Priorities for Child Sexual Exploitation

All practitioners who work with children and young people in the course of their work should expect to encounter child sexual exploitation. All agencies will promote a culture that ensures staff are able to respond to children at risk or suffering exploitation in a way that is:

- Child Centred
- Developed and informed by child's family and carers
- Responsive and pro active
- Relationship based building trusting relationships with children and exercising professional curiosity
- Informed by an understanding of the complexities of child sexual exploitation

DfE 2017

We have used evidence from research, and learning from national and local cases of CSE together with analysis of current arrangements for CSE in Somerset, and key messages from the Operation Fenestra Serious Case review and from victims, young people, parents and professionals to set out the strategic priorities for action for CSE in Somerset.

Strategic Priority 1: Raising Awareness

A lack of awareness and understanding of child sexual exploitation has increased children and young people's vulnerability to this form of abuse. The Board will therefore ensure there is a structured approach to universal and targeted prevention to raise awareness of child sexual exploitation to increase resilience of children and to reduce vulnerabilities and risk.

To do this we will:

Provide children and young people with good quality age-appropriate healthy

- relationships and sex education (RSE) within a framework of evidence-based Personal, Social, Health and Economic (PSHE) education across all educational settings;
- Provide children and young people with the knowledge and skills to manage risks they face in a digital world;
- Professionals who come into contact with children will be equipped with the skills to strengthen their protective capacity to act and keep children who are vulnerable and at risk from child sexual exploitation safe;
- Provide targeted support to both male and female children to address issues of vulnerability including attitudes and behaviour that underpin sexual abuse/exploitation to prevent both victimisation and perpetration;
- Raise awareness of child sexual exploitation amongst parents/carers/communities/service industries through a range of resources and local campaigns to raise awareness and support prevention, early intervention and increased confidence in seeking support;

Strategic Priority 2: Effective Interagency Working

The Board will ensure that those children at significant risk of or experiencing harm from exploitation are identified and effective multi-agency plans are put in place to support and protect them.

To achieve this we will:

- Develop a multi-agency Child Sexual Exploitation (CSE) pathway and practice guidance using existing safeguarding processes, CSE tools and procedures
- Review the effectiveness of the child sexual exploitation (CSE) screening and decision-making tool and ensure these are fit for purpose to assess the vulnerability of children at risk of or experiencing CSE
- Ensure multi agency information sharing arrangements are in place for CSE assessment and care planning for children, through existing meetings such as Team Around the School meetings and One Team meetings
- Strengthen the role and support for CSE champions in providing expertise across the partnership and evaluate its effectiveness.

• Training programme help practitioners understand the law with regard to the legal age of consent, to identify and distinguish between informed consent and coercion and inappropriate relationships

Strategic Priority 3: Disruption, Investigation and Securing Prosecutions

The Board will ensure multi-agency collaborative arrangements are in place so that perpetrators are identified and disrupted to safeguard the children and communities of Somerset. To achieve this we will:

- Review current panel meetings for missing children/ vulnerability panel/ Child Sexual Exploitation regional network to ensure information sharing is coordinated through a clear governance framework and reporting linked with MAPPA and MARAC
- Develop a referral pathway for sharing information about potential CSE perpetrators and victims with the CSE regional network to support intelligence mapping and disruption
- Increase awareness of police and civil powers that can be used to disrupt perpetrators of CSE securing criminal justice outcomes where we can.
- Identify emerging best practice around identifying victims, perpetrators and disrupting or reducing victimization through use of technologies, social media
- Evaluation and learning from Operation Topaz policing approach

Strategic Priority 4: Helping Children and Families

The Board will ensure that every vulnerable child who needs a trusting relationship with an appropriately skilled practitioner to keep them safe from exploitation will be able to develop this and it will be sustained for as long as required to meet the child's needs. The practitioner will work in partnership with other agencies and, as appropriate, with the child's family/parents/carers.

- Implementation of the newly commissioned Barnados Against Sexual Exploitation specialist service and development of skills and expertise of practitioners in the children's workforce
- Each partner agency will support staff to deliver one to one interventions with young people supported by Barnados Against Sexual Exploitation with children and families where children are at risk or victims of CSE
- Implementing an integrated multi-agency response to young people presenting with Level 3 needs under the Effective Support Guidance
- Development of a system pathway to ensure vulnerable children and victims of CSE have a simple means of gaining rapid access to emotional and mental health services provision

 Establishment of routes to ensure the voice of the child and family inform improvements to the multi-agency response to CSE through existing forums including schools

10. Implementation, monitoring and evaluation

A Child Sexual Exploitation /Children Missing data dashboard is in place to monitor performance by the Child Exploitation subgroup which in turn is scrutinised by the Quality and Performance subgroup.

The Child Exploitation subgroup will agree with the Quality and Performance subgroup a schedule of multi-agency CSE case audits to track implementation of the CSE pathway and improvement in the multi-agency response to children and young people, and consider peer review of 'live- casework' events to create meaningful review of practice and impact.

Through the systems review of multi-agency panel meetings, we will identify the appropriate forum for multi-agency quality assurance and oversight for CSE case monitoring.

Reporting of performance and progress in implementing the Child Sexual Exploitation action plan will be through the SSCB Child Exploitation subgroup which will report on progress and exceptions through the Chair to the Board.

References

Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013 Alexis Jay OBE Rotherham Metropolitan Council 2014,

'Reflections on Child Sexual Exploitation' Louise Casey Department for Communities and Local Government 2015

Tackling Child Sexual Exploitation, HM Government March 2015

Child Sexual Exploitation Core Guidance: *Definition and a guide for practitioners, local leaders and decision makers working to protect children from child sexual exploitation*' Department for Education 2017

Child Sexual Exploitation Annexes to 'Definition and a guide for practitioners, local leaders and decision makers working to protect children from child sexual exploitation' Department for Education 2017