



Additional Information: Child sexual Exploitation (CSE)

1. Background

- 1.1 Child Sexual Abuse (CSA) and Child Sexual Exploitation (CSE) as a form of CSA is a key priority in the PCC's Police and Crime Plan 2016-2021 Below is the narrative from the latest Police and Crime Plan 2016-2021 (Refreshed 2018):

“Child sexual abuse and exploitation (CSA/E) remains a key priority. There has been an increased focus on safeguarding the vulnerable which has led to significant increases in the number of investigations, successful convictions, and confidence in victims coming forward. I will continue to work with the police and other partners to ensure that awareness’.

2. The National Picture

- 2.1 A new national definition of CSE was introduced in February 2017:

“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 many have been sexual 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.”¹

- 2.2 A National Child Sexual Exploitation Awareness Day takes place on 18 March which aims to highlight the issues around CSE, encouraging everyone to think, spot and speak out against abuse and adopt a zero tolerance to adults developing inappropriate relationships or children developing inappropriate relationships with other children²
- 2.3 Guidance has been published by both the College of Policing and Department for Education for partners and practitioners, including the police, in order to raise awareness of the issues surrounding CSE, increase reporting, disrupt offender activity and increase safeguarding of children and young people.

¹ 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 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/591903/CSE_Guidance_Core_Document_13.02.2017.pdf

² Stop CSE - <https://www.stop-cse.org/national-child-exploitation-awareness-day/>

2.4 The National Crime Agency operate the specific Child Exploitation and Online Protection command (CEOP) and within this they will coordinate activity against the below 4 areas:

- The proliferation of indecent images of children
- Online child sexual exploitation
- The sexual exploitation of children overseas by UK nationals
- Contact child sexual abuse

2.5 Victims of CSE are also referred into the National Referral Mechanism (NRM) as potential victims of trafficking. During 2017 of the 5145 referrals in to the NRM, 2118 (41%) were children under the age of 18. Of these young people 559 (26%) were for sexual exploitation and 414 (20%) were recorded as unknown for the reason they were trafficked.

3. **Work of the West Yorkshire PCC and the Office of the Police and Crime Commissioner (OPCC)**

3.1 Child sexual exploitation has been recognised as a priority within the Police and Crime Plan since the first edition in 2013 and sat at this time under the outcome of 'protecting people from violent and serious crime'. The importance of a fully joined up approach between the police and partners has also been a running theme throughout each Plan since the election of the West Yorkshire PCC in 2012.

3.2 The PCC's work has included working with partners to tackle the issues, improve information sharing and risk assessments, organising stakeholder events and awareness raising activity, intelligence gathering and funding support for victims. There has also been direct dialogue between the PCC and victims, their families and those who have represented them.

3.3 Resources have been made available from PCC funding or decision making to increase capacity and capability within West Yorkshire Police, the Office of the Police and Crime Commissioner by appointing a Safeguarding Co-ordinator (latterly the Safeguarding Advisor) a Senior Safeguarding Advisor, through production of advertising material, victims services and support and by providing small grants through the Safer Communities Fund.

3.4 Most recently funding was granted to the GW Theatre Company to develop the Mister Shapeshifter animation resource and a public launch was held on 21 January 2019. Based on the stage production that has toured schools since 2015, the animation uses a modern 'fairy tale' to depict how some adults can abuse children's trust and highlights ways they can protect themselves.



Graphics from the Mister Shapeshifter animation (2019)

- 3.5 It has been designed to help teachers, parents, community groups and organisations to discuss these complex issues and deliver a consistent message to children of primary school age across the county.
- 3.6 As an online resource it is available for anybody to access and use so as to reach as wide an audience as possible. Alongside this is access to a free package of training material and activities.

4. Work of West Yorkshire Police

4.1 West Yorkshire Police are keenly aware that not identifying CSE risks towards a child or from a suspect is not acceptable and Safeguarding Central Governance Unit (SCGU) work to ensure such risk is properly assessed and recorded. The Principal Analyst within WYP provides monthly data to the SCGU on the volume of each risk area being reported and 6 monthly audits are conducted to ensure compliance and training needs are met are undertaken. From the Audit undertaken during summer 2018 the focus included:

- Misper 18's and bespoke missing from home action plans, their quality and use and also generic missing from home plans for low/medium risk victims of CSE
- The number of children referred in to the NRM
- Preparation for the transition to adulthood for those identified as at risk of CSE
- Use of the suspect toolkit and how this and other tactical options are being used to disrupt and control suspects

4.2 Work progressed by the Integrated Offender Management department within Criminal Justice at WYP has considered how best to manage the threat posed by suspects of CSE that fall short of formal management via the Sex Offender Register.

4.3 Following the introduction of the new national definition of CSE, a review was undertaken by the Strategic Safeguarding Board and the following caveats have been applied to the definition:

- The offences are within an interfamilial or domestic setting and there is nothing to suggest a wider organisation and/or a commercial purpose
- Sexual experimentation between children aged under 18, where the relationship is age appropriate and there are no exploitative concerns
- "Sexting" – exchange of images of a sexual nature via the use of technology, between children under 18 where the relationship is age appropriate and there are no exploitative concerns.

4.4 A CSE toolkit has been launched by the police as reference point for all staff should they need guidance or advice regarding police powers and procedures in a multi-agency setting.

4.5 The SCGU also undertook district roadshows during 2018 to improve front line knowledge on the use of civil order so that these are used effectively within West Yorkshire.

- 4.6 Nationally two working groups have been appointed to look at online CSA activist groups, with one responsible for policy and practice and the other considering intelligence and threat. Regionally the SCGU have secured agreement for cross boarder issues relating to suspects identified by such activists and a formal supporting protocol has been developed to promote this across forces.

5. Community Outcomes Meetings - Holding the Chief Constable to Account

- 5.1 Reports to COM on CSA/E have been considered by the PCC since early-2015 and during this time the PCC has sought a range of assurances from the Chief Constable and Chief Officer Team. This has included asking questions on:
- Ensuring ongoing review of the legacy investigations and the associated costs
 - The growing link between CSE, child sexual abuse and human trafficking cases that WYP were coming across
 - The review of the National Referral Mechanism run by the Salvation Army with WYP part of the pilot review and whether WYP were making sure the growing link issues are been fed into that review
 - how the new national definition of CSE would affect WYP and how they would respond
 - whether there was an appropriate level of additional resources based on demand
 - reassurance for the communities of West Yorkshire following obvious increases in the number of reported incidents legacy and non-legacy
 - whether the rate of non-recent cases was expected to continue and how were WYP managing such cases and the victims
 - as Sexting was being excluded from being recorded as cases of CSE how were WYP dealing with such cases
 - Whether WYP had an understanding of why the Bradford district had the highest number of reported CSE incidents in West Yorkshire and whether this was due to repeat recording.
 - The level of engagement with the IISCA and the views of WYP on the recommendations published in April 2018