

Bailiwick of Guernsey Child Sexual Exploitation Operating Protocol



Islands Child Protection Committee



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1. Introduction

This document sets out the procedures for safeguarding and protecting the welfare of children from Child Sexual Exploitation. It outlines how through our partnerships we assess, challenge and provide an enhanced, effective service to reduce the harm and threats posed to children and young people from Child Sexual Exploitation within the Bailiwick of Guernsey.

Aims

- To identify children at risk of being sexually exploited.
- To work collaboratively to ensure the children and young people at risk of being sexually exploited are safeguarded.
- To provide timely and effective interventions with children and families to safeguard those vulnerable to sexual exploitation.
- To apply pro-active problem solving to address the risks associated with victims, perpetrators and locations and ensure the safeguarding and welfare of children and young people who are, or may be, at risk from sexual exploitation.
- To take action against those intent on abusing and exploiting children and young people by prosecuting and disrupting perpetrators.
- To raise awareness and provide preventative education for the welfare of children and young people who are, or may be, sexually exploited.
- To put in place a robust and effective network of intelligence management and development in order to support the pro-active investigation of CSE issues.

In support of these aims, on 3rd March 2015, The Prime Minister in the UK announced new measures to tackle child sexual exploitation. This included prioritising child sexual abuse as a national threat. The same threats to the UK must be acknowledged in the Bailiwick of Guernsey.

(Any reference to Guernsey in this document refers to The Bailiwick of Guernsey).

2. Definitions

Child Sexual Exploitation (CSE)

This guidance for Guernsey uses the United Kingdom nationally agreed definition of CSE:

- Sexual exploitation of children and young people **under 18** involves exploitative situations, contexts and relationships where the young person (or third person/s) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities.
- Child Sexual Exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the internet/mobile phones without immediate payment or gain.

Violence, coercion and intimidation are common. Involvement in exploitative relationships is characterised by the child's or young person's limited availability of choice resulting from their social, economic or emotional vulnerability.

A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and does not see themselves as a victim of exploitation. This can also apply to others who should be in a position to protect the child being 'groomed' or influenced.

Types of Child Sexual Exploitation

The act of CSE is generally a hidden activity and is much more likely to occur in private dwellings than in public venues. However, the act or method of coercion by the perpetrator(s) can take place on the streets.

The following examples describe the different types of exploitation offender's use and how children can be coerced.

Boyfriend Model

Here the offender befriends and grooms a young person into a 'relationship' and then coerces or forces them to have sex with them, with friends or associates. The boyfriend may be significantly older than the victim, but not always.

Peer on Peer Exploitation

Young people can be sexually exploited by people of a similar age as well as adults. Research is increasingly demonstrating that a significant number of sexually exploited young people have been abused by their peers. Young people can be exploited by their peers in a number of ways.

In some cases both young women and young men, who have been exploited themselves by adults or peers, will recruit other young people to be abused. In other instances, sexual bullying in schools and other social settings can result in the sexual exploitation of young people by their peers. Sexual exploitation also occurs within and between street gangs, where sex is used in exchange for safety, protection, drugs and simply belonging. For 16 and 17 year olds who are in abusive relationships, what may appear to be a case of domestic violence may also involve sexual exploitation. In all cases of peer-on-peer exploitation, a power imbalance will still inform the relationship, but this inequality will not necessarily be the result of an age gap between the abuser and the abused.

Organised/Networked sexual exploitation or trafficking

Young people (often connected) are passed through networks, possibly over geographical distances, between towns and cities where they may be forced/coerced into sexual activity with multiple people. This often occurs at 'parties' and young people who are involved may recruit others into the network. Some of this activity is described as serious organised crime and can involve the organised 'buying and selling' of young people by offenders. Organised exploitation varies from spontaneous networking between groups of offenders, to more serious organised crime where young people are effectively 'sold'.

Children are known to be trafficked for sexual exploitation and this can occur anywhere within the UK, across local authority boundaries and across international borders. Guernsey Police and the Guernsey Border Agency have network links with the National Crime Agency in the UK who have a nationwide lead on this area of criminality. This may affect some of our local youngsters accommodated/placed off island.

Inappropriate relationships

These usually involve one offender who has inappropriate power or control over a young person (physical, emotional or financial). One indicator may be a significant age gap. The young person may believe they are in a loving relationship.

Familial

Young people can be individually exploited, or it may also involve other family members. The motivation is often financial and can involve substance use. Parents or family members control and facilitate the exploitation.

However, it is important to note that families, as well as professionals, can be 'groomed' by perpetrators to ensure that the child or young person is not protected. This can include undermining the child so that they will not be believed should they try to tell about what is happening to them, and/or 'normalising' the behaviour so that the family or professional – and indeed the young person - does not realise that there is anything wrong – for example, as above, by presenting as a 'loving boyfriend'.

Opportunistic

This may occur quickly and without any form of grooming. Typically older males identify vulnerable young people who may already have a history of being groomed or sexually abused. The perpetrator will offer a young person a 'reward' or payment in exchange for sexual acts. The perpetrator is often linked with a network of abusive adults.

CSE and the Impact of Online Technology

New technologies and social networking tools and platforms are positive forces in most children's lives. They provide children and young people with the opportunity to explore different cultures and perspectives that are difficult to achieve in other ways. However, there are other environments from wider social media contact and behaviours that can be open to abuse. Where technology is a component of CSE, the unique behavioural drivers it exploits are equally as real as direct physical communication and contact; in many ways it proves more effective due to its less inhibiting and sometimes covert nature. Ironically, whilst many may see technology generating the issue, the fact that digital evidence can be secured and investigated more readily than physical, implies that it is an important component of any CSE

intervention. Indeed technology itself may provide the most effective reporting routes for victims to disclose.

Technology can facilitate sexual exploitation of children. Where abusive images have been posted on, or shared via, the internet, there is little control over who can access them. This can lead to repeat victimisation. The NWG (The National Working Group for sexually Exploited Children and young People, UK 2008), Network 2013 study, [‘If you Shine a Light you will probably find it’](#), also identified that GPS technology available for mobile devices can be used to identify the location where a photograph was taken, which may increase the risk to the victim. The software can be downloaded freely and provides the coordinates of where the digital image was taken, to within a matter of metres. CSE can occur through the use of technology without the child realising it. For example, a child or young person is persuaded to post images of themselves on the internet and/or mobile phones. In some cases, the images are subsequently used as a bargaining tool by the perpetrators and threats of violence and intimidation are used as methods of coercion.

Offenders may use technology to exploit children and young people in the following ways:

- Harassment and bullying through text messaging.
- Contact through the use of app-based technologies (on iOS and Android mainly) that use a wide range of openly social protocols including messaging, geo-location, picture and video streaming.
- Purchasing mobile phones for victims and sharing their numbers among group or gang members.
- Randomly contacting children via social networking sites; particularly targeting those children who indicate they have video technology e.g. webcam, ‘Facetime’, Skype etc
- Using ‘friends’ lists on networking sites of known victims to target children and young people.
- Viewing extreme or violent pornography and discussing it during sexual assaults.
- Posting images of victims with rival gang members to invite a sexual assault as punishment.
- Filming and distributing incidents of rape and sexual violence.
- Distributing lists of children for the purpose of sexual exploitation.

The Child Exploitation On-line Protection (CEOP) [‘Thinkuknow’](#) website provides information for children and young people on how they can protect themselves online. Parents, carers and teachers can also use the website to understand how they can help to protect children in their care while they are using the internet. The Professionals’ Online Safety Helpline is a unique service run by the [UK Safer Internet Centre](#) to support professionals in dealing with child protection issues and has close links with many social media companies to achieve rapid communication and intervention around online content.

Barnardos has also recently published a research paper on the dangers of digital / on-line social media in entrapping children, available at:

http://www.barnardos.org.uk/what_we_do/our_work/sexual_exploitation/what-is-cse/digital-dangers

The Islands Child Protection Committee has an active ‘E-safety Advisory Group’ which specifically targets education and prevention in this important area. The group is drawn from

a range of multi-disciplinary and multi-agency members and meets regularly. Its key responsibilities are in awareness raising and training for a wide range of professionals as well as taking an active role in shaping online safety policy on the Islands.

Gangs and Groups

Guernsey has not witnessed the growth of 'Gang' related violence as seen in many inner cities in the UK, however this issue must be included and form part of a comprehensive CSE strategy. The UK Office of the Children's Commissioner has defined CSE in gangs and groups in its 2013 report. This includes:

- **Gangs** – mainly comprising men and boys aged 13-25 years old, who take part in many forms of criminal activity (e.g. knife crime or robbery) who can engage in violence against other gangs, and who have identifiable markers, for example a territory, a name, or sometimes clothing.
- **Groups** – involves people who come together in person or online for the purpose of setting up, co-ordinating and/or taking part in the sexual exploitation of children in either an organised or opportunistic way.

Gang Associate

An individual can be gang associated for one or more of the following reasons. They:

- offend with or for gang members, either willingly or through coercion or exploitation but do not identify themselves as a gang member and there is no other corroborative information that they are a gang member.
- associate with gang members. This is known by police, partner agencies and/or community intelligence.
- have shown, through their conduct or behaviour, a specific desire or intent to become a member of a gang.
- are a family member, friend or are otherwise connected to a gang member, but are not a gang member themselves.

Young people associated with a gang are at risk of being sexually exploited by that gang. Sexual violence may result because rape and sexual assault is carried out as part of a conflict between rival gangs, for example the sister of a gang member may be raped as a way of attacking her brother by proxy. Sexual violence may be used as a form of punishment to fellow gang members and/or a means of gaining status within the hierarchy of the gang.

3. Principles

The principles underpinning a multi-agency response to the sexual exploitation of children and young people include:

- Sexually exploited young people/children should be treated as victims of abuse, not as offenders. Authorities have previously referred to child victims as 'promiscuous' or 'prostitutes'.
- Sexual exploitation includes sexual, physical and emotional abuse and in some cases, neglect.

- Children do not make informed choices to enter or remain in sexual exploitation, but do so from coercion, enticement, manipulation or desperation.
- Young people who are, or at risk of being sexually exploited will have varying levels of needs. They may have multiple vulnerabilities and therefore an appropriate multi-agency response and good coordination is essential.
- Law enforcement must direct resources against the coercers and sex abusers, who are often adults, but could also be the child's peers. However, it is important to recognise that these peers may also be victims themselves.
- Sexually exploited children are children in need of services under The Children (Guernsey and Alderney) Law, 2008. They are also children in need of immediate protection.
- A multi-agency network or planning meeting/discussion should take place for all children considered at risk of sexual exploitation. In Guernsey this would be through the 'MASH' multi-agency meetings. Child Protection Procedures should always be followed as appropriate in relation to the risk assessment and consideration given to referral to the Children's Convenor.

4. Governance

The Strategic ownership of CSE for Guernsey is an issue which still has to be resolved. The Boards of HSSD and Home Department will both have been appraised of the issues and it is hoped a lead body for Governance will be established so as to work collaboratively with the ICPC.

With regard to Operational Governance rather than Strategic Governance, the suggested 'Best Practice' in the UK is to adopt a 'Multi-agency Sexual Exploitation Meeting (MASE)', which is outlined at [Appendix D](#). However due to the volume of referrals in Guernsey, we will establish a MASE for the first 6 months and will then review. If there is no continuing role for a regular MASE, this will be stood down, and re-convened should the MASH highlight a need.

The ICPC will continue to have this issue as a key strategic matter, therefore:

- Each agency should appoint a member of their Senior Leadership Team to establish an accountability structure for CSE within their own agency and to ensure the Guernsey CSE Operating Protocol is followed.
- Each agency should identify an individual to lead and monitor the operational delivery of the protocol. This individual will be the single point of contact for other agencies and be responsible for ensuring the appropriate interventions and disruptive activities are put in place.

5. Identifying and Challenging CSE

Multi-agency partners come together from the statutory, voluntary, community and faith sectors. They should follow recognised principles to safeguard and protect the welfare of children and young people.

Identifying the early **warning signs** associated with CSE is vital in reinforcing these principles. To assist all front-line practitioners in identifying and remembering the signs, the mnemonic **S.A.F.E.G.U.A.R.D.** has been created and is shown at [Appendix A](#).

Methods of coercing victims

The vulnerability of many victims makes them particularly susceptible to the grooming tactics used by offenders. Most victims are groomed to a certain extent by their exploiter, who will use various persuasive methods to control them and keep them in exploitative situations.

This may include encouraging the victim to play a participatory role in the production of indecent images and/or to recruit other victims to participate in the activity. Offenders exploit their victims further by creating or exacerbating vulnerabilities they have in order to retain control over them. Vulnerabilities include disengagement from friends and family, detachment from services and challenging or criminal behaviour.

The following methods can also be used to coerce a victim:

- Presents – especially in the grooming phase.
- Food treats.
- Rewards, mobile phone top-ups.
- Giving the child or young person attention (listening to them or showing an interest in them or what they are doing).
- False promises of love and/or affection.
- False promises of opportunities, e.g. modeling, photography, acting.
- Alcohol.
- Drugs – either supply or paying off drug debt.
- Paying off debt.
- Mental manipulation.
- Blackmail.
- Fear.
- Physical violence.

This is not an exhaustive list and not all the methods listed will be used, or occur in the order above. Under section 22 of the Sex Offenders Law 2013 “risk of sexual harm orders” can be obtained through a legal process. Advice should be sought from either the Probation Service or Police with regard to an application under this section.

Victims

Male and female victims of sexual exploitation may not disclose their exploitation voluntarily. A number of factors (see [risk factors](#)) may account for this, including:

- Fear of their exploiters.
- Fear their sexuality will be questioned.
- Loyalty they have to their exploiters.

- Failing to perceive themselves as a victim of exploitation (owing to the methods of coercion/grooming the offender(s) uses).
- Believe they are in a consensual relationship and sexual activity is a normal part of the relationship.
- Unable to express the exploitation/abuse.
- Believe they have acted voluntarily.
- Negative perceptions or fears that they have about authorities.
- Not aware of the help that is available to them.
- Fear of not being believed.
- Ashamed or embarrassed about what is happening or what has happened to them.
- Fear of bringing shame to their family because of cultural/religious beliefs.
- Parent/carer knowledge of sexual relationship

A perception that a young person is troublesome, rather than troubled, can affect their credibility and influence whether that individual seeks help. It can also make them fiercely resistant to offers of support. In such cases investigators should consider how they can overcome issues of credibility and UK guidance is accepted locally, (see [CPS \(2013\) Guidelines on Prosecuting Cases of Child Sexual Abuse](#)). Rejecting help is more likely if the young person feels that they have been let down in the past by those who should have been protecting them.

The police should work with advisory services or agencies, where possible, to help raise awareness among young people and local communities about the risks of sexual exploitation and how they can seek help. This will:

- Ensure young people who are already at risk or experiencing sexual exploitation know where to seek help.
- Re-assure them that their complaints will be acted on and dealt with appropriately.

Boys and young men

The risk of boys and young men becoming victims of sexual exploitation by both male and female offenders is underestimated and less well understood than those relating to girls and young women. Boys and young men also face additional barriers to disclosing. These barriers include:

- Fear of experiencing homophobia.
- Fear their sexuality/masculinity will be questioned.
- Fear they will not be believed.
- Not perceiving themselves as a victim because their abuser is female.

To assist further in identifying the early warning signs it is recommended that the Multi-agency Support Hub (MASH) focuses on this issue in its daily contact between:

- Police Public Protection Unit.
- Police Missing persons enquiries.
- HSSD Childrens Services.
- Office of the Children’s Convenor.
- Looked After Children (LAC) supervisor HSSD.
- Our specialist worker at The Hub – for supporting children and young persons at risk of experiencing CSE

The suggested police categories and indicators for CSE are shown in [Appendix B](#).

The MASH will adopt the Barnardos risk assessment tool to identify risks levels for children and inform action to be taken.

Children in care, and those in the residential services, are extremely vulnerable to CSE. Where such children are missing from care, they will always be interviewed on their return to ascertain whether there are concerns of this nature, and the risk assessment tool should be used by the interviewer. The results must be shared with the child’s social worker, who will refer to the MASH if any concerns have been highlighted as a result. This will ensure that there is a full exchange of information and that the child is subject to the same level of protective action as any other child. This should then also be referred by the MASH into the MASE so that any diversionary activity and police intelligence can be managed.

Local law enforcement will publicise an e-mail address where individuals can forward their concerns about CSE: policeintel@guernsey.pnn.police.uk. In addition the use of confidential methods of passing on information, such as ‘Crimestoppers’, will be highlighted.

Management of CSE

The type and format of meetings to respond to referrals or concerns about possible CSE are described below. These enable all agencies to keep a clear overview of child sexual exploitation issues in line with local guidance and procedures.

Multi-Agency Meetings

Strategy Meetings

These meetings will be convened by the lead agency, often Children’s Services, as for any complex strategy meeting convened under child protection procedures. The meeting will also include those professionals who are working with the individual victims to coordinate and deliver a child protection plan. The meeting will manage identified cases of CSE, share all relevant information and agree a plan to safeguard the individual child to achieve a positive outcome.

Where there are links between children e.g. attending the same school or going missing together there may be merit in considering strategy/MAP meetings that address the relationships between groups of children at risk of CSE or where there are indicators that CSE already taking place.

Multi-Agency Sexual Exploitation Meetings (MASE)

These meetings will be convened on a monthly basis for the first six months of the protocol's launch, and initially all such cases identified through the MASH or via the LAC manager, will be referred to the MASE. This group will examine the processes and referral pathways available in such cases locally and consider areas of vulnerability and where resources should be targeted. One of the main purposes of the MASE meeting is to tackle perpetrators. This means that eventually, as the system matures, not all victims will need to be referred to MASE but only those from particularly complex cases. All cases with multiple victims and or groups of perpetrators will always be referred and the process will examine strategies for tackling perpetrators.

Following the initial set up period, such meetings will be directed by the MASH process as and when required, unless there are other drivers such as concerns being raised about activity around locations where individual children have not been targeted, but there are police or community concerns about potential CSE risks or activity.

Regardless of the meeting schedule for the MASE, there will be an annual meeting in December every year to review the protocol. The MASE meeting should eventually be chaired by the Police at a rank not below Inspector, but initially will be chaired by the Director of Communities from HSSD.

A MASE meeting is not designed to replace the MASH meeting. A MASE meeting should be the driver for agreeing the appropriate operational activity necessary to tackle CSE threats. It should be focused on safeguarding the victims, disrupting the perpetrators, targeting venues/locations, ensuring information is recorded and exchanged, linking in with other areas e.g. MARAC/MAPPA and providing information to inform problem profiles and the ICPC. Full guidance on MASE meetings including a suggested agenda is contained in the 'Terms of Reference' for MASE Meetings at Appendix D.

Island Child Protection Committee, (ICPC)- Lead Agency - Children's Services.

The ICPC should directly, or through a sub-group maintain an overview of CSE issues locally, establish a local strategy which includes a prevention strategy, measures for identifying outcomes for CSE and an agreed approach to obtain a data set of CSE cases across Children's Services and other agencies.

Police Meetings

Daily Operations Meeting: CSE should be a standing agenda item for these daily meetings. Any immediate concerns identified by the intelligence meeting must be addressed. There should be a focus on those reported missing who may be displaying warning signs of being at risk. It is expected that all agencies conduct similar meetings and any new information/intelligence should be passed through the normal channels.

The ICPC should have an identified sub-group and named strategic lead responsible for co-ordinating responses to CSE and able to target preventative work through the police, Children's Social Care, Non Government Organisations and others. It is suggested that the MASE carries out this function initially.

Tasking & Co-ordinating Group Meetings: CSE should be a standing agenda item at these police meetings. Police should review information with regard to crime and disorder against CSE activity and task resources accordingly, in order to gather evidence and disrupt perpetrators.

Meetings with The Crown Officers, Prosecution Section and the Office of the Children's Convenor: Police should establish such contact as and when necessary to develop best practice.

6. Reporting Suspicions of CSE - Multi Agency Responsibilities

Each organisation will nominate a representative to provide a conduit for information sharing through the Multi Agency Safeguarding Hubs (MASH). This will ensure the information is shared, handled and stored in accordance with the MASH terms of reference.

Whenever sharing information it needs to be handled sensitively and securely. For advice on information sharing see the multi-agency information sharing guidance, available at: <http://www.icpc.gg/CHttpHandler.ashx?id=98918&p=0>.

MASH and CSE

The MASH will provide a key role in establishing those at risk of CSE by identifying the warning signs within referrals and notifications. These signals will trigger a risk assessment using the agreed risk tool for CSE, and this will inform decisions about further investigations or interventions.

The information gathered from partners within MASH will be assessed by HSSD and appropriate partner agencies, on a case by case basis. This will contribute towards the assessment and where CSE is identified as a risk a social worker will usually be allocated as lead professional to progress action in partnership with the police and health colleagues to reduce risk, support the welfare of the victim(s) and pursue any offenders. This will always include use of the CSE risk assessment tool.

As above, the MASH will also be the point of contact for any investigations arising from suspicions or confirmation that children in care are being sexually exploited. It will be the responsibility of the child's social worker to refer in to the MASH and to act in accordance thereafter within the agreed multi-agency plan to protect the child concerned.

The MASH will also seek to identify any connections between individual victims or perpetrators and will address the implications for individuals, then refer on to the MASE for more strategic consideration and agreement about tactics required to disrupt perpetrator activity and to prevent the victimisation of vulnerable children. All referrals that are identified as having potential or actual CSE implications will therefore be notified to the next monthly meeting of the MASE, so that any connections between individual victims or perpetrators can be addressed, outcomes tracked and progressed, and trends and issues identified as soon as they arise.

Children and young people who go missing are acknowledged by the Children's Commissioner in the UK as being at a greater risk of CSE.

[Appendix E](#) details the action required when a child reported missing is found.

7. Support for Victims & Families

Child Sexual Exploitation has a devastating impact, not only on the child victim but on the whole family. Parents and carers will want the perpetrators arrested and prosecuted and can be valuable partners in supporting an investigation by providing intelligence, corroboration and other evidence. Practice has shown that providing effective engagement and support to both the victim and their family can significantly improve criminal justice outcomes.

The actions of alleged offenders or their associates in attempting to intimidate the child can be devastating for a victim. There may be direct action against the victim and family, or subtle threatening messages via social media, or to siblings and friends. Dealing promptly and robustly with any intimidation will help. It may be beneficial for any investigation of intimidation to be managed by officers not involved in the original investigation.

Supporting victims and their families must be based upon a multi-disciplinary assessment of their circumstances. However, evidence has shown how important families are in helping young people in their recovery. Families also need help to deal with the impact of CSE and professionals must ensure there is access to appropriate support both on a local basis and through national organisations.

In its work with victims, Barnardo's has adopted a model based on: Access, Attention, Assertive Outreach and Advocacy. Young people need to know and experience the persistence of someone who is genuinely concerned for them. To do so requires a flexible response that can meet with young people and their families on their terms. It requires someone who is committed, comfortable and safe and someone who can get or provide the right help at the right time. To do all this relies on a worker who has strong links with local networks of support and who is well supported and supervised by their own organisation.

Other agencies can help support the victim and their family, for example, Victim Support and the Witness Service. PACE (Parents against Child Exploitation) is a national charity which has experience of supporting families through complex cases and can provide specialist support to parents and carers.

Official advice and guidance, agreed through the ICPC, should be delivered in schools and other settings such as youth clubs or sexual health clinics. In all cases, it will be important to give young people clear choices about their options for support and wherever possible, formally establish the consent and engagement of the young person. The current arrangements in schools are set out below, but it is acknowledged that there is a need for further training and development of the staff who deliver these initiatives and this will be included in the action plan supporting this Protocol.

Consideration should also be given to the valuable information that may be available through independent domestic violence advisors (IDVA) together with their colleagues working with young people within the KIDVA service.

The Sexual Health and Relationship Education Service (SHARE)

SHARE's role is to offer advice and support to education staff in planning and implementing the schools Sex and Relationship education programme. The service delivers sessions in all the bailiwick schools from age 9-16 and also to some post 16 students at the College of Further Education.

SHARE aims to ensure that every pupil/student within the education system in Guernsey receives a programme of Sex and Relationship Education. This will provide the individual with the necessary skills, attitudes and knowledge to make healthy, safe and informed decisions in relation to their personal & sexual health.

Sessions for each year group are arranged with the school at the beginning of the academic year to complement each school's PSHCE programme.

Often two or three educators will attend so that classes can be gender split into smaller groups. When working with students who have special or additional needs, the students are often grouped by ability and understanding. Depending on their needs at the time, they often require extra sessions.

PSHCE (Personal, Social, Health and Citizenship Education)

PSHCE (Personal, Social, Health and Citizenship Education) is the subject in which children and young people receive sex and relationships education (SRE) and wider learning about self-esteem and how to stay safe. PSHCE equips learners with the knowledge, understanding and skills they need to manage their lives. Through PSHCE, children and YP learn about healthy relationships, abuse, power and control, exploitation and where and how to seek help, advice and/or further information. PSHCE plays a crucial preventative role with regards to CSE by raising awareness of the issues involved with the ultimate goal of keeping pupils safe.

Guernsey schools are responsive to addressing these issues, dependent on the pressure of the curriculum, but prefer to incorporate through quality assured, tested resources. The Real Love Rocks resource from Barnardo's is one such resource that will be referenced in the action plan: [Real Love Rocks](#)

The Child Exploitation On-line Protection (CEOP) [Thinkuknow](#) website provides information for children and young people on how they can protect themselves online. Parents, carers and teachers can also use the website to understand how they can help to protect children in their care while they are using the internet. There are a number of other approved sites and organisations who offer similar support and advice.

Monitoring concerns of CSE

Where a risk of CSE has been identified or suspected, the following may assist the parent / carer in pro-actively collating intelligence, information and evidence to prosecute or disrupt perpetrators:

- Ensure mobile phones are subject to a contract and not "Pay as You Go". Obtain itemised statements.
- Log registration numbers of vehicles used to collect children or young person.
- Obtain details of names and phone numbers of suspected abusers from mobile phones and SIM cards.
- Note whether unaccounted goods enter the home.
- Check bins for receipts of goods which may identify bank card details of perspective perpetrators.
- Maintain details of social media sites used.

- Keep records of friends / people visiting home address.

Forensics - Victim Strategy

In all cases of suspected CSE, (even where there is no disclosure) forensic medical procedures for recovering evidence should be considered. This is particularly relevant when completing a missing person de-brief. Consideration needs to be given to the use of Early Evidence Kits, preservation of crime scenes (including the child) seizure of clothing particularly underwear, phones and electronic devices that may hold potential intelligence and evidence to identify adult abusers. Ideally, this should be completed with the consent of the victim or other person responsible for the property in writing i.e. parents if they own the phone etc. However, if a child/young person refuses to give consent or does not wish to engage or cooperate with an investigation, the rationale of any intrusive measures taken to safeguard and minimise the risk of CSE should be documented.

Consent

The fact that a young person is 16 or 17 years old and has reached the legal age of consent to engage in sexual activity should not be taken to mean that they are no longer at risk of sexual exploitation. These young people are defined in Guernsey as children under the Childrens Law 2008, and they can still suffer significant harm as a result of sexual exploitation. Their right to support and protection from harm should not, therefore, be ignored or downgraded by services because they are over the age of 16, or are no longer in mainstream education.

Sexual activity with a child under the age of 13 is an offence regardless of consent or the defendant's belief of the child's age.

Criminal Justice Support for Victims

Sound preparation between Guernsey Police and HSSD children's services will increase the likelihood of providing effective witness care prior to a criminal trial. This should be completed jointly between these agencies.

A victim care strategy should be driven by the victim's needs and include details such as:

- Use of special measures to support victim/witnesses.
- Use of intermediaries.
- Reassuring them of their safety.
- Keeping regular contact and updating with trial dates.
- Encourage and assist a pre-court visit.
- Provide the victim/witness with a child witness pack, age appropriate.
- Transporting to and from court.
- Debriefing them at the end of each day.
- Consider a one to one meeting with prosecuting Crown Lawyer.
- Bail management of suspected perpetrators.
- Arrangements for attendance at sentencing as part of the closure process if deemed appropriate. Police and CSC to discuss in the best interests of the victim.

A list of the legislation available in Guernsey that can be used in prosecutions connected with Child Sexual Exploitation is shown at [Appendix G](#). (Also shown is available legislation in the UK.)

8. Prevention Strategies

Offenders

The majority of CSE offenders are male and their ages can range from school age (e.g. peer-on-peer or gang-related abuse) to the elderly. However, women and victims of CSE can be groomed to recruit and coerce other victims into CSE. The demographic of offenders varies in terms of ethnicity, social background and age. In comparison with what is known about types of CSE, far less is known about the characteristics of CSE offenders. The Office of the Children's Commissioner's [2013 report](#) acknowledges that agencies rarely record data about perpetrators of CSE, and the information they do record is often incomplete or inconsistent. It is difficult for agencies to develop a profile of this type of offender and for victims to identify them. For example, if young people are sexually exploited via social media tools, the true identity of the offender may be hidden and it may not be apparent to the victim that there is more than one offender. Offenders may also use aliases or nicknames to conceal their identity. A victim's ability to identify an offender may be impaired by drugs and alcohol given to them during the commission of the offence.

Police officers should be aware that the offender may be a member of the victim's family. The family home is not, therefore, always a place of safety for the victim. Officers should ensure that children are returned home only where it is safe to do so. Where there are concerns about the involvement of, or repercussions from family members, children should be spoken to privately.

Offenders groom victims in order to manipulate them. This includes distancing them from friends and family to control them. The power and control exerted by the offender is designed to increase the dependence of the victim as the exploitative relationship develops. Offenders often use flattery and attention to persuade victims to view them as a 'boyfriend'.

Some offenders get satisfaction from exerting control over victims through coercive and manipulative behaviour. It is believed that this is done not only to commit offences, but also as an end in itself. In this respect, the psychological profile of this type of offender appears to resemble that of a domestic violence offender.

Identifying and managing geographic hotspots and venues

General awareness of CSE amongst key groups of professionals and community organisations is a critical protective factor for children and families. Mapping of potential access points to vulnerable children and young people will assist in targeting those areas where perpetrators prey on children. Police should lead on this but information and intelligence from all agencies will be used to map the 'hotspots'. These areas may include; hostels, care homes, youth clubs, schools, taxi ranks, local food outlets etc.

Reducing vulnerabilities through support and education

Raising awareness includes sending out regular material to all places where children and young people gather e.g. youth clubs. This should be general material telling 'stories' to engage children and young people in discussions, with a focus on safety and safe

relationships and should also contain material aimed at professionals to recognise the signs of CSE and how children and young people can access advice and services. Umbrella services such as Childline, CEOP or other signposting sites should be included with all material.

CSE awareness and training packages should be identified for schools and other settings that deal with large numbers of children or those agencies that offer targeted services to vulnerable children and young people such as pupil referral units or residential children's homes. Ideally, this training should be delivered under the auspices of the ICPC supported by officers such as schools officers and specialist professionals to raise awareness of Child Sexual Exploitation. Local faith groups should be encouraged to join awareness raising or training and messages given to congregations. These groups are in an enhanced position of trust within the community and the public should have confidence in their own ability to effectively manage and provide Governance.

Workshops aimed at parents and professionals within children's centres, schools and similar settings are an effective method of raising awareness. Prevention requires a coordinated systematic approach across Guernsey and prevention is critical to the identification and protection of children and young people from CSE as well as raising awareness amongst agencies and communities about child sexual exploitation and its indicators. Patterns and prevalence should be understood about how child sexual exploitation can operate in an area and strategies adjusted in accordance with this knowledge. Prevention work related to CSE should be part of community engagement and safety planning. There are clear overlaps with work already being undertaken with other vulnerable individuals such as teenage pregnancy, sexual health outreach projects, youth justice and Drug/Alcohol groups.

Prevention strategies for Businesses and Night Time Economy

Initiatives need to be designed and put in place to identify potential victims of Child Sexual Exploitation with the assistance of business owners/premises where CSE may take place. This will include hotels, taxi, fast food restaurants, and licensed premises, for example. CSE awareness training should be provided to staff at these premises in relation to the warning signs for CSE and what actions should be taken if they are concerned about a child's safety or are concerned about suspicious behaviour or activity on their premises.

If concerned the business community are encouraged to contact the authorities from where they will receive an appropriate police response. This will require appropriate methods of communication and information sharing to be put in place. There will be a need for the Bailiwick Drug and Alcohol Strategy to have a link across to the issues of CSE and local liquor licensing procedures.

9. Intervention Strategies

These interventions should be targeted at those who may be vulnerable to exploitation to ensure they are identified as early as possible, particularly with primary school age children, as they move to secondary school. Staff aware of any transitional difficulties should alert the designated teacher for safeguarding at the earliest opportunity. Signs or suspicion of poor attendance or bullying via sexting, Blackberry messaging (BBM), distribution of indecent images or allegations of a sexual assault should all be recorded and referred to MASH for assessment. These interventions should also be targeted at professionals such as residential care home staff/foster carers. All staff in direct contact with children should

receive awareness training on CSE annually, preferably in a multi-agency setting to enable new staff to be kept up to date with the latest information on the subject.

School Attendance/Welfare Officers, Head Teachers and Health Professionals connected to LAC or Schools hold a significant amount of information on children within their respective areas. They must be made aware of any significant low attendance, truancy, sudden changes in performance/behaviour/well-being as these could be possible indicators of Child Sexual Exploitation. In these circumstances they must act promptly by alerting child protection leads, children's services and/or police.

The following is a list of intervention strategies for information purposes only. This should not be viewed as an exhaustive list and it is accepted that strategies to undertake some of these actions may be complex:

- Obtain as much information as possible to identify associates and those who pose a risk to children and young people. Good information includes full names, nick names, telephone numbers, addresses and car registrations etc.
- Keep accurate records and retain the information on children's personal files; it is important to date and time the information and note who is involved in incidents and any interventions. Clarity must be shown within the record as to fact and professional's opinion.
- Consider removing mobile phones at night for the purpose of charging the batteries and monitor internet, call and text use.
- Secure mobile phones and sim cards, particularly if supplied by abusers and pass to the police.
- Promote positive relationships with family, friends and carers.
- Build the young person's self-esteem.
- Raise the young person's awareness of CSE and the dangers of risk taking behaviours.
- Explore health needs of young person.
- Involve the young person in diversionary activities.
- Improve the home environment for the child.
- Explore the child's educational needs and circumstances.
- Plan on positive change for the future and set small targets to achieve monthly.
- Weekends/school holidays activities or team building exercises through multi agency provision.
- Arrange work experience opportunities or vocational training.

10. Disruption Strategies

The following is a list of disruption strategies for information purposes. However, this should not be viewed as an exhaustive list:

- Any 'hotspot' locations identified through debriefing missing children, patrolling officers or other intelligence sources must be policed accordingly. These locations may include night

time economy venues, hostels, food outlets, taxi ranks, outside schools, addresses frequented by missing children or other venues where perpetrators may prey on victims. Appropriate information must be provided to patrolling officers, especially Safer Neighbourhood Teams to enable disruption and intelligence gathering to take place.

- Briefings for Police officers and the dissemination of timely information and intelligence must be undertaken for all children and young people identified at risk of CSE and suspected perpetrators. Therefore, if stopped, sighted or dealt with in any circumstances or at any unsociable hour, the officer is immediately alerted that the child or young person may be at risk of CSE and can take the appropriate action to safeguard the child. The officer should update the working CRIS report with details of this stop.
- Use of licensing laws/powers including licensing of private hire vehicles.
- Court orders should be considered to manage identified perpetrators, these include, Section 18, Sexual Offences Prevention Order (SOPO), Section 20, Foreign Travel Order or Section 22, Risk of Sexual Harm Order can be applied for and advice should be sought from either the Probation Service or the Police.
- Referral to the Children's Convenor should be considered to manage contact between the victim and offender(s)
- Special schemes - should be included on the CAD system (Due to be introduced shortly) for victims and perpetrators addresses (e.g. addresses where missing persons are frequently found etc).
- Targeting of identified perpetrators to put the fear of crime back onto the offender.
- School networks - sharing of information/intelligence regarding perpetrators and suspected perpetrators with teachers/pupils.
- Non States Organisations - sharing information/intelligence regarding perpetrators with others, ie The Hub, The Guernsey Contraceptive Service (GCS), Sexual Health HSSD and "Safer" who provide domestic abuse and refuge services in Guernsey.
- Information to local hotel/B&B's etc - consideration should be given to providing local hotels/B&B's with photos of children who frequently go missing believed to be at risk of CSE and identified perpetrators.
- Use of regulatory powers where premises are not compliant with ICPC procedures
-

11. Investigation Strategies

CSE is not a specific criminal offence. It encompasses a range of different forms of serious criminal conduct and a number of individual offences. In assessing whether a child or young person is a victim, or at risk of becoming a victim, of sexual exploitation, careful consideration should be given to the following:

- A child under the age of 13 is not legally capable of consenting to sex (it is statutory rape) or any other type of sexual touching.
- Sexual activity with a child under 16 is an offence.
- Where sexual activity with a 16 or 17 year old does not result in an offence being committed, it may still result in harm or the likelihood of harm being suffered.

- Non-consensual sex is rape, whatever the age of the victim.
- If the victim is incapacitated through drink or drugs, or the victim, or his or her family, has been subjected to violence or the threat of it, they cannot be considered to have given true consent and, therefore, offences may have been committed.
- CSE is an issue for all children under the age of 18 years and not limited to those in a specific age group.

CSE investigations require a proactive approach to explore the nature and patterns of sexual exploitation locally, and to share information with partner agencies about those at risk and potential offenders. Investigators should liaise with the Law Officers of the Crown at the earliest opportunity to seek appropriate advice as this can help to outline an effective investigative strategy which will strengthen the prosecution case.

Children and young people who are sexually abused or exploited often find it difficult to report or disclose information about the abuse at the time. It is good practice to spend time building a rapport with a victim and this could take several months. Particular consideration should be given to the needs of children who might have communication difficulties due to disability. If no disclosure has been made and if all other lines of enquiry have been completed it is good practice to revisit the victim six months later to establish if they are ready to make a disclosure.

Consideration should also be given to making a referral to the Children's Convenor. The standard of proof required to establish that a child or young person is a victim of CSE is lower than the standard of proof required for the criminal prosecution of an offender.

Visually recorded interviews

These must be planned and conducted jointly by HSSD children's social care and the police in accordance with the [Achieving Best Evidence in Criminal Proceedings: Guidance for Vulnerable or Intimidated Witnesses, including Children](#). This practice is followed in the Bailiwick. All events up to the time of the video interview must be fully recorded. Visually recorded interviews serve two primary purposes:

- Evidence gathering for criminal and /or civil proceedings.
- Examination in chief of a child witness.

Relevant information from this process can also be used to inform child protection enquiries, concurrent or subsequent grounds for referral to the Children's Convenor, subsequent civil childcare proceedings or disciplinary proceedings against adult carers. In accordance with Achieving Best Evidence (Home Office 2002), all joint interviews with children should be conducted by those with specialist training and experience in interviewing children. Specialist /expert help may be needed. Section 40 of the Sexual Offences Law 2013 provides for video recorded evidence in chief.

Third party material

Investigators should obtain relevant material from partner agencies and third parties as soon as possible. Delays can sometimes occur between submission and receipt of the requested material. In order to access relevant records a signed consent should be obtained from the victim, the victim's parents and or the person responsible for their care. This material may include: medical records or family and civil proceedings documentation. Third-party material can also help to find corroborative evidence to support or disprove the

allegation. This can include observations by carers relating to changes in the victim's behaviour or evidence of grooming (e.g. receiving gifts) but can also come from other sources, e.g. 999 tapes, house-to-house enquiries or photographs.

Use of experts

It is common for a victim of CSE to try and protect their abuser. This is prevalent when the victim does not perceive that they are, or have been a victim of CSE, i.e. they believe they are in a consensual relationship. Experts may help to explain this type of behaviour, which is similar to 'Stockholm syndrome'.

12. Outcomes Framework for Child Sexual Exploitation

The outcomes framework consists of two areas:

- Long-term outcomes for children and young people.
- Criminal Justice outcomes.

Long-term outcomes for children and young people

The following is a list taken from Barnardo's outcome framework. Barnardo's direct work with sexually exploited children demonstrates that focussing on the following factors contributes most effectively to their safety and recovery in the long-term. However, this list should not be viewed as exhaustive.

- Reducing episodes of going missing.
- Improving school attendance.
- Reducing alcohol and drug consumption.
- Enhancing relationships with parent/carer.
- Providing stable and secure accommodation.
- Assisting the child to recognize abusive/exploitative behaviour.
- Encouraging the child to remain in regular contact with the service.
- Improving knowledge of sexual health strategies.
- Reducing association with risky peers/adults.
- Improving ability to express feelings.
- Improving knowledge of safety strategies.
- Raising awareness of specific issues around technology, such as, 'How to Identify', 'How to Block' and 'How to report' using the same technologies.
- Providing the family with access to support services.
- Ensuring child becomes aware of own rights and those of others.

Each outcome has a set of specific guidance to help practitioners measure progress by individual children. Interventions are normally between six months and a year with weekly sessions.

The impact of the services provided should be evaluated at regular intervals. This evaluation will assist in providing an accurate assessment as to whether the action plan has been successful or not.

Criminal Justice Outcomes

These criminal justice outcomes aim to support victims and bring individuals and organised criminal networks involved in CSE to justice. They measure how these offenders are dealt with by the police and Crown Officers. Data of these outcomes should be gathered and monitored to ensure learning captured.

These measures ensure positive interventions for victims and where suspects are identified, they are prosecuted or appropriate disruptions are put in place. These measures are key in establishing an accurate picture for tackling CSE in Guernsey. These measures include:

- Recording all interventions delivered to safeguard vulnerable children.
- The identification and disruption of individuals and organised criminal networks (OCN) engaged in CSE.
- The arrest of persons involved in CSE.
- Charging offenders for CSE related offences.
- Convictions of offenders for CSE related offences.

13. Communication

Aims

- Provide a narrative and key messages around CSE for proactive and reactive communication through the media.
- Provide guidance on identifying opportunities to communicate CSE key messages.

Objectives:

- Raise public awareness and understanding of CSE and the associated warning signs to encourage reporting.
- Raise awareness and understanding of CSE and the associated warning signs within the police service and partner agencies to ensure a proactive approach is adopted to identify and investigate all suspicions of CSE.
- Aid accurate, informed and balanced reporting of CSE and the appropriate response.
- Promote best practice.

Communications approach

Throughout any approach to public communication it is important to be mindful of data protection law and the need to protect the identity of individuals.

- Consider use of news pieces, opinion and comment pieces, features, documentaries, training videos, education resources, Police Chief Officers Council and force websites, blogs, Twitter, campaigns and awareness days.

- Build relationships with journalists with an interest in CSE. Hold background briefings with these journalists to aid accurate, informed and balanced reporting of CSE and the police and partners response. Each agency should nominate a CSE expert available to speak with media.
- Identify ways of communicating the CSE definition, warning signs and key messages to the public. This could be through:

Responding to reactive media enquiries - as a result of operational activity, court cases, or speculative enquiries as a result of news reports, documentaries, specific interest of the reporter or comments made by a stakeholder, politician or campaigner.

Proactive media engagement - responding to CSE reports or publications, during a court case of a CSE offender, during an arrest operation, when there has been a national or local success in tackling CSE or on the back of wider discussions on CSE in the media or a link to other events such as Universal Children's Day or Safer Internet Day.

- Identify ways of reaching potential victims and parents- articles in teen magazines, videos on You Tube, targeted campaigns on Facebook and Twitter and creating education packages for schools.
- Identify ways of reaching those who work with potential victims - pieces in trade press for teaching, social services and health services.
- Identify best practice in dealing with CSE and build case studies of their success.

Tone

- Emphasise the positive work being undertaken in tackling CSE but make it clear there is more to do and a plan is in place to further improve all agencies response in tackling CSE.
- Highlight some children do not see themselves as victims of sexual exploitation. A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and do not see themselves as a victim of exploitation. Misplaced loyalty to the perpetrator is common.
- Awareness of CSE and the response from all agencies are the key messages for all of the target audiences.
- Language is important. Authorities have previously referred to victims as 'promiscuous', 'prostitutes' or 'consenting', which is completely unacceptable. A child abused by an adult or a peer in a position of power is not able to consent. The term historic has also been debated as it has been seen to undermine the victim's experience. Remember they are still living with the effects of abuse.. A more appropriate word to use is 'non- recent'.

It should be emphasised that some children may present themselves as not in need of any support. This may sometimes cloud professionals from recognising them as victims of child sexual exploitation.

Key Messages

Raising Awareness of CSE

- Child Sexual Exploitation is a form of child abuse where the victim is given something e.g. food, money, drugs, alcohol, gifts in exchange for sexual activity with the abuser.

Offenders target vulnerable young people and use their power over the child to sexually abuse them.

- A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and does not see themselves as a victim of exploitation. This means that they are unlikely to report the abuse so police and partners must be alert to the signs of CSE and actively look for victims.
- CSE can occur through the use of technology without the child's immediate recognition; for example being persuaded to post images on the internet/mobile phones without immediate payment or gain.
- There is not one type of victim or offender of CSE. CSE can take many forms in many settings. If we look at just one model, such as group or gang CSE, we risk missing other victims who do not fall into that category. There is also a risk that victims don't recognise their abuse as CSE because it does not fit a particular model.
- CSE is not an indictable offence but police and prosecutors can charge offenders with rape and other sexual offences as well as kidnapping and trafficking.

Multi-Agency Media Response to CSE

- CSE has now been given the UK Government status of being a national threat for the police and partner agencies. Guernsey must accept these risks and respond locally.
- Awareness and understanding of CSE has increased a huge amount in the last few years. All agencies have stepped up to face the challenges involved in tackling CSE and are investing considerable resources to fund major investigations into CSE.

14. Protocol Agreement

The agencies signing this protocol accept the procedures laid down in this document provide a secure framework for tackling Child Sexual Exploitation in Guernsey. Any information shared between parties in respect of this protocol will be compliant with their statutory and professional responsibilities.

As such they will:

- Implement and adhere to the standards for procedures and structures set out in this protocol.
- Engage in a review of this protocol with the other signatories twelve months after its implementation and thereafter annually.

We the undersigned agree that each agency/organisation that we represent will adopt and adhere to this information disclosure protocol:

Agency	Post Held	Name
Guernsey Police	Chief Officer of Police	<i>Patrick Rice</i>
HSSD	HSSD Director of Communities	<i>Ruby Parry</i>
ICPC	Chairperson, ICPC	<i>Simon Westwood</i>

Appendix A - CSE Warning Signs

Often children and young people who are victims of sexual exploitation do not recognise that they are being abused. There are a number of warning signs that can indicate a child may be being groomed for sexual exploitation and behaviours that can indicate that a child is being sexually exploited. To assist you in remembering and assessing these signs and behaviours we have created the mnemonic 'SAFEGUARD'.



Sexual health and behaviour

Evidence of sexually transmitted infections, inappropriate sexualised behaviour or pregnancy.



Absent from school or repeatedly running away

Evidence of truancy from school, periods of being missing from care or from home.



Familial abuse and/or problems at home

Familial sexual abuse, physical abuse, emotional abuse, neglect, as well as risk of forced marriage or honour-based violence; domestic violence; substance misuse; parental mental health concerns; parental criminality; experience of homelessness; living in a care home or temporary accommodation.



Emotional and physical condition

Thoughts of, or attempted, suicide or self-harming; low self-esteem or self-confidence; problems relating to sexual orientation; learning difficulties or poor mental health; unexplained injuries or changes in physical appearance identify.



Gangs, older age groups and involvement in crime

Involvement in crime; direct involvement with gang members or living in a gang-afflicted community; involvement with older individuals or lacking friends from the same age group; contact with other individuals who are sexually exploited.



Use of technology and sexual bullying

Evidence of 'sexting', sexualised communication on-line or problematic use of the internet and social networking sites.



Alcohol and drug misuse

Problematic substance use.



Receipt of unexplained gifts or money

Unexplained finances, including phone credit, clothes and money.



Distrust of authority figures

Resistance to communicating with parents, carers, teachers, social services, health, police and others.

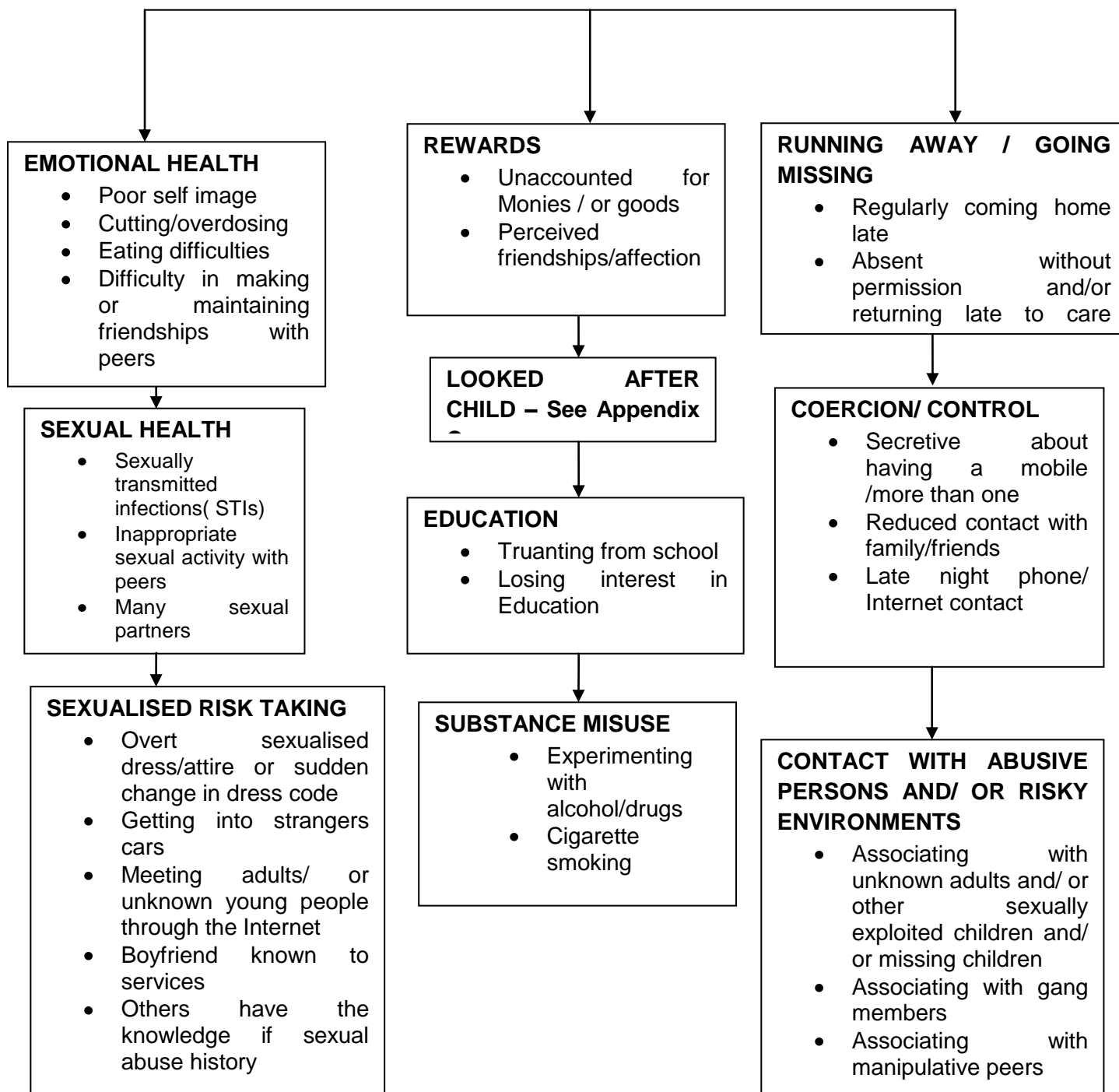
Appendix B - CSE Categories (1-3) and Indicators

Police Example 1 - Framework for Safeguarding Children Abused Through Sexual Exploitation

Police Example 1

A vulnerable child or young person, where there are concerns they are being targeted and groomed and where any of the CSE warning signs have been identified. However, at this stage there is no evidence of any offences – refer to MASH

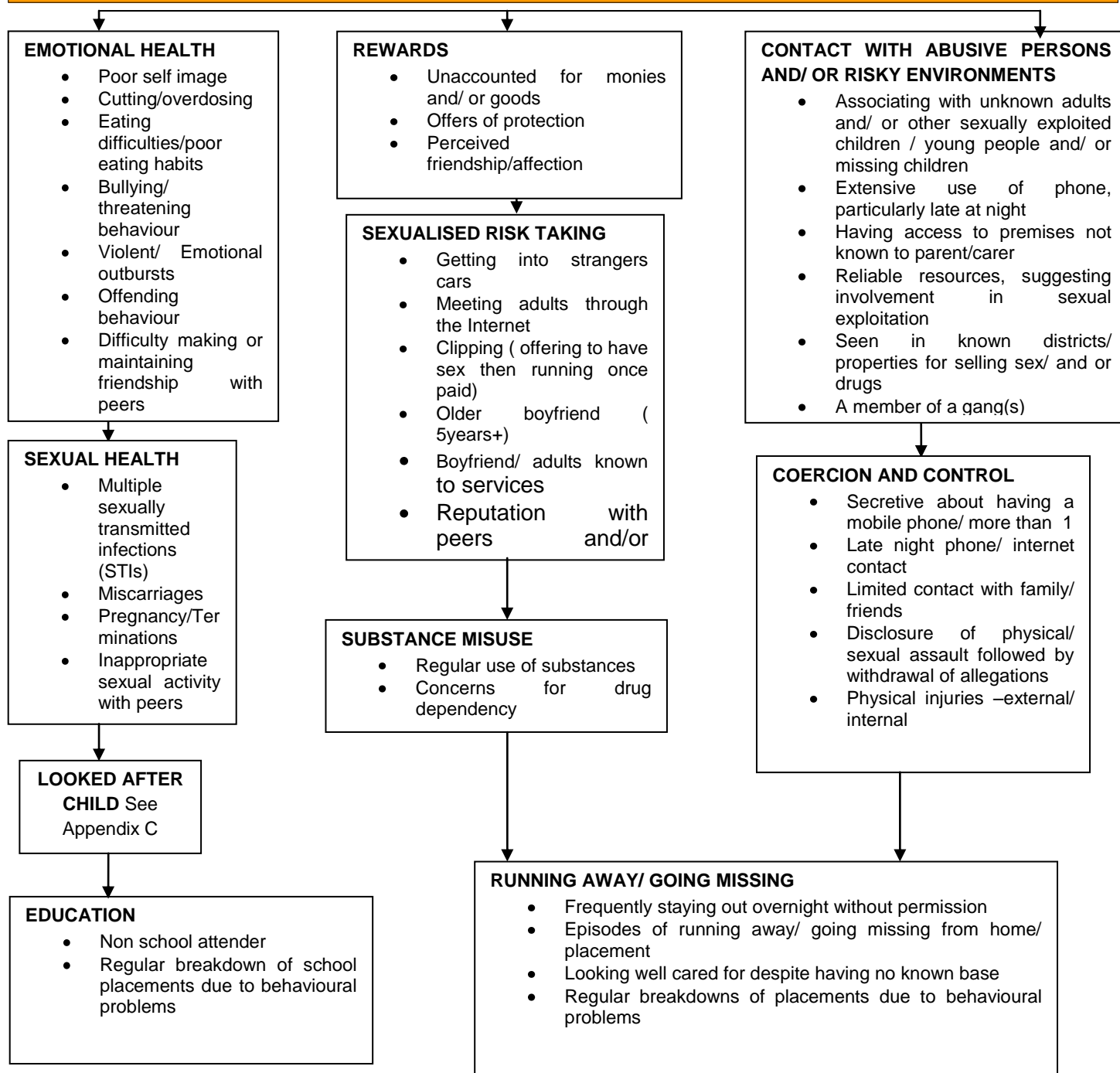
INDICATORS



Police Example 2 - Framework for Safeguarding Children Abused Through Sexual Exploitation

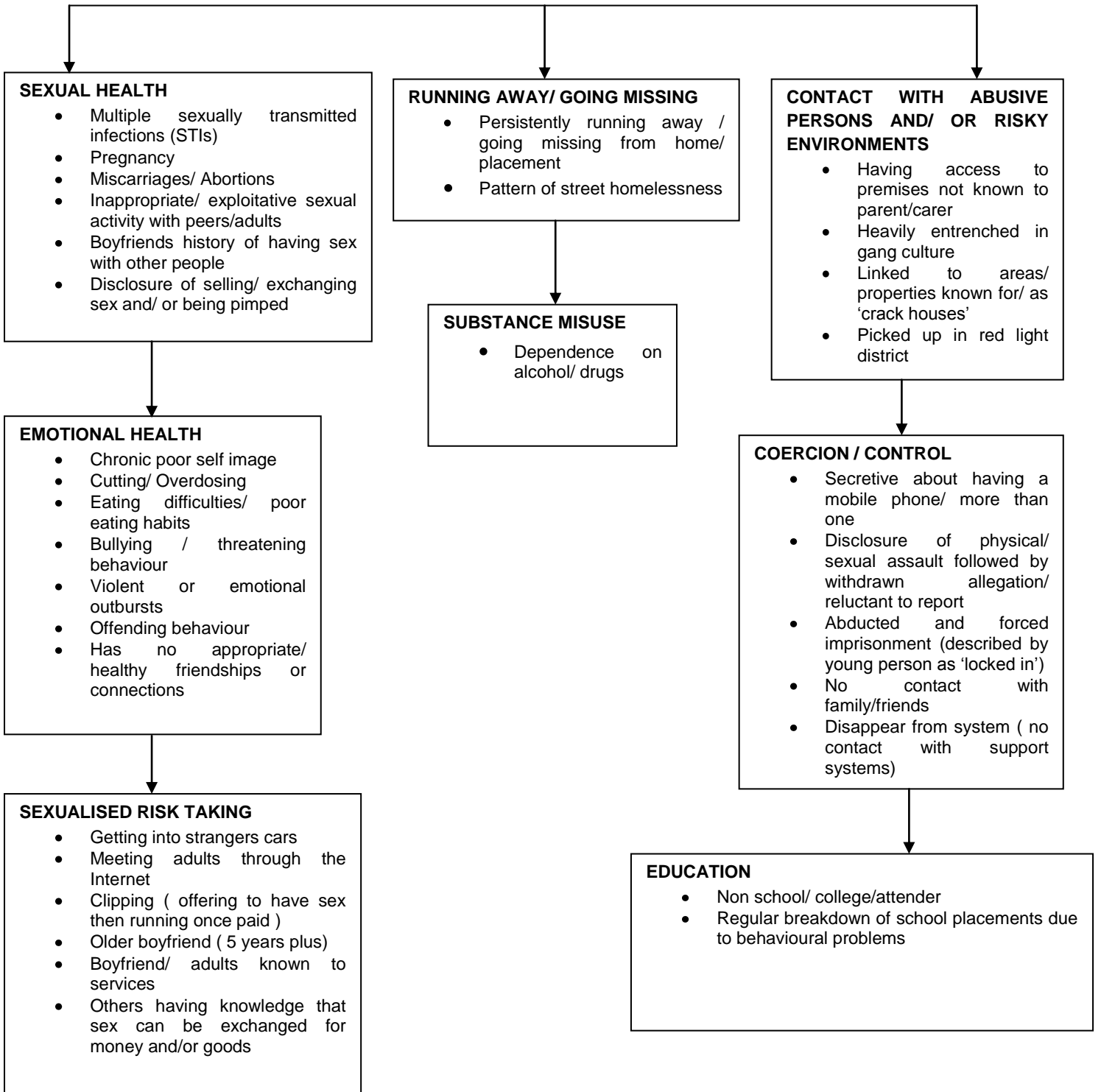
Police Example 2

Evidence a child or young person is being targeted for opportunistic abuse through the exchange of sex for drugs, perceived affection, sense of belonging, accommodation (overnight stays), money and goods etc. This will also include a child or young person being sexually exploited through the use of technology and without the child or young person receiving any reward. IE: the exchange of indecent images on-line. The likelihood of coercions and control is significant. – Refer to MASH and then to MASE



Police Example 3 - Framework for Safeguarding Children Abused Through Sexual Exploitation

Police Example 3
 A child or young person whose sexual exploitation is habitual, self denied and where coercion/ control is implicit. This is often carried out by multiple perpetrators.
 Refer to MASH and manage through MASE



Appendix C - Groups at Increased Risk of CSE

- There is a recognised link that children who go missing (particularly from care) and children associated with gangs are more vulnerable to being sexually exploited.
- A significant percentage of missing person reports in Guernsey are with respect to young people reported as missing from care. This has resulted in hundreds of hours of police time being used in the reporting of missing children, tracing the child, returning them to care and then debriefing them. It is strongly recommended relationships with local care homes are instigated for early identification of potential CSE victims.
- Children who are already deemed vulnerable, particularly children looked after by the local authority, are at disproportionate risk of being sexually exploited.

(Children Looked After are primary the responsibility of HSSD or the authority where they are ordinarily resident (Home Authority). If, as may often be the case, they are placed outside of the Home Authority area they then become the responsibility of the Host Authority for many services e.g. education & health. Nevertheless, they always remain the primary responsibility of their Home Authority. The Home Authority has the continued responsibility to provide a social work service to the child and to independently review those care arrangements. The role of the Independent Reviewing Officer is central in such cases with a duty to scrutinise the child/young person's care plan and make sure there is a thorough risk assessment with appropriate links to local support agencies. The allocated social worker should establish the name and contact details for the CSE lead in the Host Authority so that it can be included in the care plan for help and assistance as appropriate).

- In some cases children may be drawn into sexual exploitation by peers who are already involved. Girls in particular can be coerced into sexual exploitation by an older man, who poses as, and who they view as their boyfriend.
- Children who have suffered a bereavement or some other form of trauma may also be vulnerable and an increased risk to being sexually exploited.
- There is a link between trafficked children and CSE. Children are frequently trafficked for sexual exploitation and this can occur within the UK and across local authority boundaries.
- Disabled children - as their disability increases they could become more vulnerable and children with learning difficulties should also be seen as vulnerable.
- Children with low self-esteem as they are more vulnerable to being targeted by exploiters.
- There is an overlap between the definitions of CSE and domestic abuse, particularly in relation to peer abuse and lone perpetrator models. Children aged between 16-18 years are particularly vulnerable to both CSE and being caught up in relationships where domestic abuse may occur. Each case should be initially assessed through the child sexual exploitation protocol described here and receive a child protection response, but decisions about the best policy and intervention will vary for individual young people. Careful consideration should be given to which framework would offer the most appropriate response to the victim, for example it may be better for a young person to be referred to a specialist domestic abuse service but it is important that children and young people are assessed within a child protection filter in the first instance.

Appendix D - MASE Meetings

Terms of Reference for MASE Meeting (Includes Guidance for Chair) MASE Meeting Terms of Reference

The MASE meeting provides the framework to allow regular information sharing and action planning to tackle child sexual exploitation. In addition, given the size and context for the island, the MASE will also drive the operational plan underpinning the CSE Operating Protocol, which will in turn be informed by the case work and local intelligence shared at the meeting.

The meeting will discuss referrals of concern which have been received by the agencies who are present at the meeting. Agencies not represented at the meeting may be required to submit information to the MASE meeting in relevant cases.

The group will examine the processes and referral pathways available in such cases locally and consider areas of vulnerability and where resources should be targeted.

One of the main purposes of the MASE meeting is to tackle perpetrators. A MASE meeting should be the driver for agreeing the appropriate operational activity necessary to tackle CSE threats. It should be focused on safeguarding the victims, disrupting the perpetrators, targeting venues/locations, ensuring information is recorded and exchanged, linking in with other areas e.g. MARAC/MAPPA and providing information to inform problem profiles and the ICPC.

Membership of the MASE Meeting

Standing membership will include: Police; Children's Social Care; Health; Education; Youth Justice; Children's Convenor; Probation (MAPPA coordinator); Youth services
Other agencies will be invited as required.

MASE Referral route

In Guernsey all children will usually be discussed at the MASH in the first instance, and then referred to the MASE where there concerns about sexual exploitation. As the agency approach to CSE matures, not all victims discussed at the MASH will need to be referred to MASE but only those from particularly complex cases. However, in the first 6 months, all cases where there is an element of exploitation should be referred, and certainly all cases with multiple victims and or groups of perpetrators will be referred.

Cases to be discussed at the MASE should then be circulated to those attending prior to the meeting; all attendees should be fully prepared to discuss cases from their agencies perspective. They should have a full knowledge of the cases.

MASE meeting focus

The MASE meeting should not have full case management discussions regarding the cases brought to the meeting; these should be held within Strategy or MAP meetings. The MASE meeting should however have focused discussions for each case concentrating on the following;

- All possible powers and options are being utilised to protect the victim and disrupt the offenders(s) (see checklist at end of this document).
- All agencies are working together.

- All agencies have recorded the relevant details of the case on their systems to ensure others have access to the information.
- Any actions taken co-ordinate with other processes such as MARAC and MAPPA.
- Links/patterns with any cases/locations/venues are identified.
- Above all else agencies are working together to make a positive difference to those affected by CSE.

If grading systems are used it is important that those cases that are considered low risk are not missed by the meeting. It has often proved the case that those considered a low risk in the first instance, in fact turn out to be linked to other cases/venues and prove to be far more concerning than at first thought.

It is important that a record is kept of any decisions made and that these are recorded on each agencies relevant system.

In the case of each referral discussed at the meeting the Chair will check progress and ensure that an action plan has been developed. The intelligence and information shared at the meeting will be recorded on police systems and also on the social service systems should the case be open to them. This will allow an analyst to identify themes, patterns and trends emerging from MASE meetings in relation to CSE. This may include the identification of serial perpetrators and the involvement of gangs/groups or premises/locations linked to CSE. Analysis developed as a result of this will be brought back to subsequent meetings and action plans developed.

Suggested MASE Agenda

It is important to start a MASE meeting with a check on how many referrals each agency has received since the last meeting. The number of cases held by police and social services should be the same and if not there may be an issue with recording practices.

A typical agenda for a MASE meeting will include;

- **Quality assures compliance** as above. Have all agencies recorded and are aware of referrals.
- **New cases** - summary of information, agencies involved, proposed or identified case management.
- **Review cases** - progress of case and any issues in relation to this i.e. agencies not participating in case management. Strategic issues in relation to resources etc. (This is not a case management discussion and should be no more than an update from the lead agency and compliance against the key tactical options available).
- **Children residing outside Guernsey** - information from liaison with local area, review of risks identified.
- **Cross border Issues** - identification of trends issues, review of contact/joined up working with jurisdictions outside Guernsey.
- **Identified perpetrators** - to ensure all control/disruption measures have been taken and perpetrators have access to support programmes.

- **Problem locations and trends** - issues identified from problem profile, progress against issues identified. Identification of other agencies/departments that may need to be involved.
- **Operating Protocol action plan update** – progress on the implementation and the impact the actions are having on the identification and management of CSE.

ICPC Reporting

The MASE meeting should provide the ICPC with information on the following:

- Volume of cases.
- Communities effected, to allow awareness raising and targeted intervention.
- Patterns of CSE identified.
- Activity against perpetrators.
- Performance of individual agencies.
- Number and type of disruptions e.g. civil orders, charging of offenders, closure of premises etc.

Advice around risk assessment tools

This document does not provide advice or guidance in relation to risk assessment tools. Due to the complexities involved in and the 'hidden' nature of CSE care must be taken when using risk assessment tools in relation to referrals through the MASE meeting. It is important that information is shared at some level on all cases so that links can be made in the future and risk can be kept under review.

Tactical Options to be considered by the MASE Panel

The most significant barrier to the success of CSE Investigations is the non-engagement of the victim. Consequently every effort should be made for any potential victim to have contact with Officers trained in Child Protection. The full range of special measures should be explained and every effort made to get the victim to engage with the Investigation. When a victim does elect to make a complaint, use of an intermediary during the subsequent video interview should be considered.

Intelligence and Flagging - One of the major functions of the MASE Meeting is to ensure intelligence/information is collated regarding CSE for analysis. It is important that referrals are recorded by each agency on their relevant systems and any intelligence submissions are categorised as being CSE related.

There are a number of disruptive and preventative activities that should be considered for each child at risk or being exploited. These include:

- 1 Has the child/victim got a PNC report on indicating they are at risk?
- 2 Has the suspected perpetrator got a PNC report indicating they pose a risk?
- 3 Have abduction warning notices been considered and if so served/recorded and everyone made aware.
- 4 Who is the lead agency/individual responsible for de-briefing the child following missing episodes is this being done and is the information being shared.
- 5 Is there a forensic strategy in place around the child/victim i.e. has there been discussion around the recovery of the child's clothing following missing episodes or contact with suspected perpetrators.

- 6 Have civil orders been considered e.g. (Name local civil orders etc).
- 7 Is any other legislation relevant e.g. harassment Law.
- 8 Has a referral been considered to the Office of the Children's Convenor.
- 9 Does the child have a phone that has a tracker on and if so who has permission to track this?
- 10 Are all the people relevant to the child aware of the risk that they face/are putting themselves in i.e. consider disclosure to relevant people.
- 11 Is secure accommodation a possibility and if so have the police provided evidence to support this.
- 12 Have any victim of suspect vehicles been considered following:
 - 13 Activity outside children's homes or other venues.
 - 14 Vehicles used to transport victims between towns.
 - 15 Vehicles roaming the streets looking for children.
 - 16 Have CCTV staff been briefed to look for activity.
 - 17 Briefing sheets - Consider circulating pictures and details of potential victims and perpetrators along with vehicle details to all relevant people including Police and other enforcement staff, CCTV operators etc.
 - 18 Covert tactics where appropriate.
 - 19 Source tasking may be an option.
- 20 DNA and other forensic examination - should be considered when there is some evidence that sexual activity has taken place. Items of clothing etc. should be seized and locations forensically examined even when a complaint is not made. DNA may identify a significant number of perpetrators. If you believe a child is at risk of sexual exploitation, a volunteer DNA sample can be taken and submitted for inclusion on the Vulnerable Person DNA database (VPDD). The DNA Bureau will seek authority from the DNA Strategy Board to use this sample for elimination purposes in all CSE cases where the donor is the suspected victim. When a child continually goes missing from care, efforts should be made to make direct contact with care home staff and arrangements made for the prompt recovery of evidence where sexual offences are suspected to have taken place. Taking possession of mobile telephones and clothing could be crucial to the success of any future victimless prosecution.
- 21 Financial Investigation - may assist in locating vulnerable children missing from home. If you suspect that children are being trafficked for sex and the perpetrators are profiting financially, you should liaise with financial investigators and agree an investigation strategy. This may also be relevant where the perpetrator is also believed to be involved in drug offences. Financial transactions may reveal spending information e.g. hotel stays that can be followed up or identify evidence of benefit fraud, for which suspected perpetrators can be prosecuted.
- 22 Home visits - if you believe that potential victims are frequenting a suspected perpetrator's address, particularly where an abduction warning has been given, it may be appropriate to arrange regular visits to the perpetrator's home address to ensure that children at risk are not present, and to reinforce previous advice.
- 23 Hotels - where CSE perpetrators frequent hotels and the management are failing to prevent this, you could consider liaising with Trading Standards regarding compliance with legislation. Other options include:
 - i. Routine high visibility visits
 - ii. Meeting with area and regional management
 - iii. Using abduction warnings for management and staff

- iv. Seizing of CCTV and guest registers
 - v. Forensic examination of rooms
 - vi. Obtaining payment details used by perpetrators
 - vii. Covert observations
- 24 Parks and other sites such a popular beaches - can be the location of initial contact between victim and perpetrator; or sexual offences. If a particular park or location is identified then you may wish to consider working with the local residents to develop a joint action plan including:
- i. Briefing neighbourhood policing teams and high visibility patrols.
 - ii. Briefing relevant staff from other agencies (States Departments, Security Guards etc).
 - iii. Using CCTV and briefing CCTV Operators.
 - iv. Covert observations.
- 25 Takeaways and taxi firms - are frequently linked to CSE incidents. If the staff/proprietors are uncooperative, you could consider:
- i. Briefing neighbourhood and high visibility patrols at relevant times.
 - ii. Covert surveillance, potentially also including mobile surveillance.
 - iii. Liaising with Liquor Licensing and Trading Standards with a view to revoking licences.
- 26 Children's Homes - Some perpetrators will park vehicles near to homes and are always likely to contact the victim by phone to arrange meetings. You could consider:
- i. Liaising with HSSD Children's Services to ensure that the home is recording patterns of unauthorised absence incidents (not reported to the Police) and that the police are being updated.
 - ii. Preparing a Police Children's Services Action Plan, agreeing joint actions for when the potential victim go missing.
 - iii. Briefing care staff regarding identities, photos and vehicle details of potential perpetrators and collating and analysing intelligence from care home staff regarding incidents, e.g. details of vehicles seen etc.
 - iv. High visibility patrols at relevant times.
 - v. Covert observations.
 - vi. Consider moving the victim to new accommodation to prevent contact and break-up groups of victims who may go missing together.
 - vii. Collect potential sources of evidence from home staff, e.g. mobile phone lists and clothing when the victim returns and it is believed that sexual activity has taken place.
- 27 Schools - Schools may be identified as having particular issues in connection with CSE because one child has been targeted and is drawing friends into the abuse or because perpetrators may live locally or have attended the school themselves. You may wish to consider:
- i. Briefing school staff with identities, photos and vehicles details of potential perpetrators.
 - ii. Collating and analysing intelligence from staff regarding incidents.
 - iii. School staff recording unauthorised absence incidents.

- iv. Talk to pupils about CSE issues and utilise high visibility patrols at relevant times.
 - v. Covert observations with the school as a “pick-up point”.
- 28 Immigration Status - If you suspect that a perpetrator maybe a recent arrival in the Guernsey, enquiries should be made with Guernsey Boarder Agency to establish immigration status.
- 29 MAPPA referral - if the appropriate criteria are met, the perpetrator could be managed as a MAPPA case. If Probation have no involvement it may still be possible to nominate an individual as a Potentially Dangerous Person (PDP) in order for a Superintendent to authorise multi-agency involvement or third party disclosures.
- 30 Targeting other offences - perpetrators could be disrupted if targeted for other offences including motoring or Public Order Offences.
- 31 Technology - Wherever possible PPACE searches of the perpetrators premises and vehicles should be conducted to secure and preserve relevant evidence including mobile phones, computers and other data storage devices. Patterns of phone calls may disclose evidential material of value, particularly if a victim’s absences from a care home coincide with the receipt of calls from a particular number.
- 32 Facebook and social media - Although CSE Victims typically only allow access to identified “friends”, accessing Social Media sites may still disclose some information. You may wish to consider gaining the appropriate authority to secure further access.
- 33 Search Warrants - The information shared at MASE may be sufficient for consideration of a search warrant being obtained for the home address of the suspected perpetrator. The types of warrant utilised include:
- i. Section 8 PPACE warrants searching for relevant evidence.
 - ii. Section 64 of the Children’s Law allows entry and search, where there is reason to believe that a child is suffering or likely to suffer and requires Emergency Protection or Police Protection Order and then remove the child to a place of safety.
 - iii. Misuse of Drugs Law, as there is a strong link between drug dealing and men engaged in CSE.

Appendix E - Missing children linked with CSE

Missing children

Missing children and young people may be at increased risk of CSE and should be reported as missing to police at the earliest opportunity. Once a missing child is located, it is important that they are properly debriefed to identify any risks the child has been exposed to. There are two stages to the process, the Police Safe and Well Check and the Return Interview.

Police should review 'missing' person and 'absent' reports to identify patterns that could indicate varying forms of abuse and work collectively with partners to address issues that trigger repeat incidents of going missing.

In 2013, the definition of a missing person was widened to include an 'absent' category. The new definition distinguishes between people who are:

Missing

For the purpose of this procedure a child (i.e. a young person under the age of 18 years) is to be considered '**missing**' if their whereabouts are unknown, the circumstances are out of character and/or the context suggests they may be at risk of harm to themselves or others.

Absent

A person not at a place where they are expected or required to be:

Note: Those persons (never below age of 13) categorised as such should not be perceived to be at any apparent risk. It is expected that cases classified as 'absent' will be monitored by the police and escalated to 'missing' status if risk is identified or the individual has not returned within the managed timeframe. A core principal of this process is effective intelligence research. No child would be considered 'absent' when a current CSE or similar risk to them is identified.

A child whose whereabouts are known would not be treated as either 'missing' or 'absent' under the police definitions. (This should not be confused with a police welfare check which may still be appropriate if whereabouts is known and it is considered a child may be at immediate risk of harm). Once a child is located it is important that they are fully de-briefed to identify any risk the child has been exposed to.

Police Safe and Well Check - Police Responsibility

Police will interview all children when they return. The interview consists of a simple series of questions about where the child was whilst missing, where they went, what they did, who they were with etc. However, the main purpose of this interview is to confirm they are safe and well. If the child makes an allegation of crime that occurred whilst they were missing or that contributed to him/her running away, the police will record this allegation and take appropriate action.

This is conducted by the Police upon finding the child or young person. The aim is to quickly confirm their security & welfare and identify offences & offenders.

Return to Home Interview - Children's Services Responsibility

Children should be informed of their right, and encouraged, to talk about the incident to someone independent of their parents/carer's on their return. Providing children with the opportunity to talk is key to safeguarding them. The interview and the actions that following from it must:

- Identify and deal with any harm the child has incurred (his/her medical condition should be discussed immediately and any need for medical attention assessed)
- Understand and address the reasons the child ran away (the child's living arrangements/placement might need to be reviewed)
- Try to avoid it happening again.

The child must receive the interview with the independent person within 72 hours of being located or returning from absence:

For Looked After Children, it is the responsibility of the residential unit Manager/Supervising Social Worker to ensure that this happens;

For children living in the community, the Police and Children's Social Services have responsibility for ensuring that opportunity for an independent interview is provided.

Many young people who run away or go missing need to build up trust with somebody before they will discuss in depth the reasons why they decided to run away. The independent person could be a social worker other than the child's social worker, if they have one, or a teacher, school nurse, Connections, Youth or YOT worker, a voluntary sector practitioner or a police officer whom the child knows and trusts. The independent interview should be with someone the child trusts and who is separate from the police and children's social services interview. The child should be asked who they wish to speak to.

Appendix F - Multi-agency referral pathway

CSE - Multi-Agency Referral Pathway

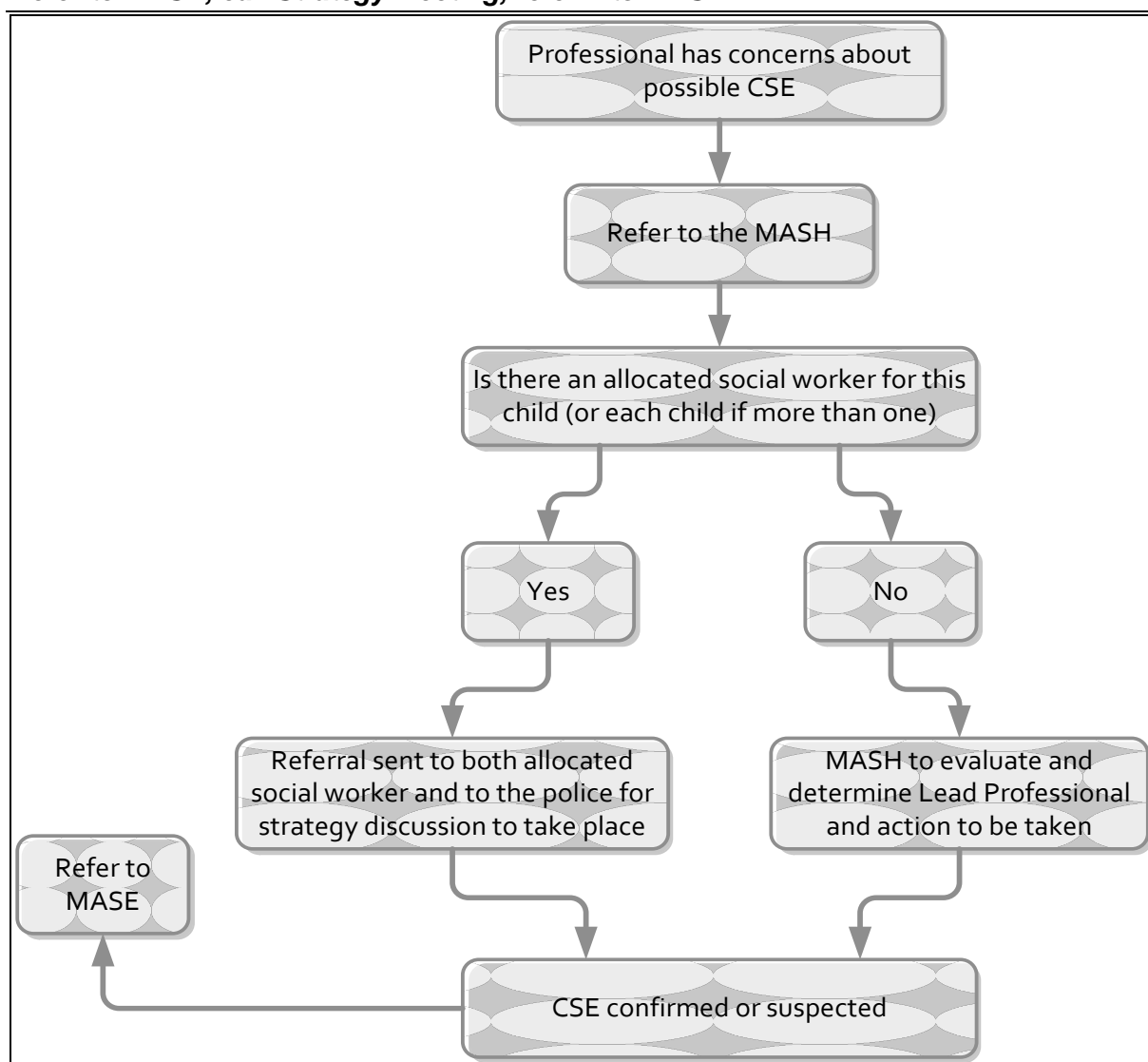
The following flowchart illustrates the pathway by which agencies such as education, health, probation and non-government organisations identify and refer cases of CSE, or suspected cases CSE.

Examples of Police response

Example 1 - A vulnerable child or young person, where there are concerns they are being targeted and groomed and where any of the CSE warning signs have been identified. However, at this stage there is no evidence of any offences. **Monitor**

Example 2 - Evidence a child or young person is being targeted for opportunistic abuse through the exchange of sex for drugs, perceived affection, sense of belonging, accommodation (overnight stays) money and goods etc. This includes being sexually exploited through the use of technology without receiving any reward. IE: the exchange of indecent images on-line. The likelihood of coercions and control is significant. **Refer to MASH and MASE**

Example 3 - A child or young person whose sexual exploitation is habitual, often self denied and where coercion / control is implicit. This is often carried out by multiple perpetrators. **Refer to MASH, call Strategy Meeting, refer into MASE**



Appendix G - Legislation

The Children (Guernsey and Alderney) Law, 2008

This Law relates to children and their families, in order that suitable provision may be made to protect children from harm and promote their proper and adequate health, welfare and development.

Grounds for referral to the Children's Convenor under the Children Law

35(2)a – has suffered or likely to suffer significant impairment to health or development

35(2)b – has suffered or is likely to suffer sexual abuse

35(2)d – is exposed or likely to be exposed to moral danger

Offences:-

Rape

Common Law

Unlawful sexual Intercourse with a woman without her consent by force, fear or fraud.

Procuration

Article 1(2) of the Law relating to the Protection of Women and Young Girls 1914

A person who, by menaces, or intimidation, cause, or attempt to cause, a woman or young girl to have illicit carnal knowledge within the Bailiwick or elsewhere; or by false pretence, or false representation, cause a woman or young girl, to have illicit carnal knowledge; or apply, administer, or cause to be taken by a woman or young girl, any drug, substance or thing to stupefy or master her with the intention of attacking her modesty, or in order to enable someone to have illicit carnal knowledge, shall be guilty of an offence.

Unlawful Sexual Intercourse

Girls under 13 - Article 2 of the Law relating to the Protection of Women and Young Girls 1914

Those who are found guilty of having illicit carnal knowledge or a girl under the age of 13 years, shall be guilty of a felony.

Girls under 16 – Article 3(a) of the 1914.

Those who are found guilty of having, or attempting to have, illicit carnal knowledge or a girl having attained the age of 13 years but under 16 years, shall be guilty of an offence.

Indecent Assault

Common Law

An assault accompanied by circumstances of indecency

(Indecent assault on a male is also a statutory offence contrary to S” of the Sodomy Law, 1929

Indecency with Children

The Protection of Children (Bailiwick of Guernsey) Law, 1985,

Any person who commits an act of gross indecency with or towards a child or who incites a child to such an act with him or another, commits an offence

(The absence of a hostile act can prevent indecent assault charge. In the case of children, the above offence fills the gap.)

Indecent Photographs of Children

The Protection of Children (Bailiwick of Guernsey) Law, 1985,

It is an offence for a person to have any indecent photographs of a child in his possession; or take, or permit to be taken any indecent photograph of a child; or to distribute or show such a photograph; or to possess such a photograph with a view to distribute or show; or to publish an advertisement likely to be understood as conveying that the advertiser distributes or show such photographs, or intends to do so.

Obscene Publications

The Obscene Publications (Bailiwick of Guernsey) Law, 1985

It is an offence for a person to make, or have in his possession, import, circulate, export or cause any other person to import, circulate or export, any obscene publication for trade or business or for distribution or for public display or for circulation in any manner whatsoever; deal, even though such dealing be not with the public at large, with obscene publications, or do any act whatsoever relating to such publications, distribute them, display them in public or offer them for letting on hire; with intent to further the circulation or distribution of obscene publications, publicise or make known by any means whatsoever that a person is engaged in any of the aforesaid acts, publicise or make known, directly or indirectly, in what way and from whom obscene publications may be obtained.

Sexual Offences against people with a Mental Disorder / Illness

Article 3(b) of the Law relating to the Protection of Women and Young Girls 1914

It is an offence to have, illicit carnal knowledge of a girl or woman, who is of unsound mind under circumstances which show that rape was not committed, but show that the accused knew before the offence was committed that the girl, or woman, was of unsound mind.

Incest

The Incest Law, 1909

It is an offence for a man to have sexual intercourse with a woman whom he knows to be his grand-daughter, daughter, sister or mother or for a woman or 16 years or over to permit a man whom she knows to be her grandfather, father, brother or son to have sexual intercourse with her by her consent.

Indecent Exposure

Common Law

Every person who unlawfully, wilfully and publically exposes his naked person – commits an offence.

Indecency in Public Places

The Summary Offences (Bailiwick of Guernsey Law), 1982, section 1(1)

It is an offence to behave in an indecent manner in a public place or upon premises belonging to another, or wilfully expose to view in public an obscene print, picture or indecent exhibition.

Trespass with Intent to Commit a Sexual Offence

The Theft (Bailiwick of Guernsey) Law, 1983, section

It is an offence of burglary for a person to enter a building or part of a building as a trespasser with intent to commit rape.

Prostitution

The Protection of Children and Young Persons Law, 1917 (section 11 and 12)

It is an offence for a person who has the custody of a child under 16 to allow that child to reside in, or frequent, a house of prostitution.

It is an offence for a person having the custody of a girl under the age of 16 to cause her to become involved in prostitution. The offence is committed if a person knowingly allows the said girl to consort with or be in the employment of a prostitute or person of known immoral character.