The London
Child Sexual Exploitation
Operating Protocol

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The Children's Society

LONDON COUNCILS

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Abbreviations

ACRO	ACPO (Association of Chief Police Officers) Criminal Records Office
APP	Authorised Professional Practice
ASB	Anti-Social Behaviour
ASW	Allocated Social Worker
BCU	Borough Command Unit
BOCU	(Police) Borough Operational Command Unit
CAID	Child Abuse Image Database
CAIT	Child Abuse Investigation Team
CAWN	Child Abduction Warning Notice
CCTV	Closed Circuit Television
CEOP	Child Exploitation & Online Protection Centre
CFT	(Police) Criminal Finance Team
CP procedures	London Child Protection Procedures
CPN	Community Protection Notice
CPS	Crown Prosecution Authority
CRIS	(Metropolitan Police) Crime Report Information System
CSC	Children's Social Care
CSE	Child Sexual Exploitation
DBS	Disclosure and Barring Service
DCI	Detective Chief Inspector
DETS	Details of investigation pages within a Police Crime Report
DI	Detective Inspector
DWP	Department for Work and Pensions
EPO	Emergency Protection Order
ESB	Empress State Building – Police building near Earls Court, London
GAIN	Government Agency Intelligence Network
IAT	Initial Assessment Team
IIOC	Indecent Images of Children
IOM	Integrated Offender Management
IRC	Immigration Removal Centres
ISVA	Independent Sexual Violence Advisors
LA	Local Authority
LAC	Looked after child
LSCB	Local Safeguarding Children Board
MAPPA	Multi-Agency Public Protection Arrangements

MARAC	Multi-Agency Risk Assessment Conference
MASE	Multi-Agency Sexual Exploitation (meeting/process)
MASH	Multi-Agency Safeguarding Hub
Merlin PAC	Merlin Pre-Assessment Checklist – process for identifying needs of children for referral to CSC
MET	Metropolitan Police
MPC	(Police) Missing Person Coordinator
MPS	Metropolitan Police Service
NCA	National Crime Agency
NGO	Non-Governmental Organisation
NPT	Neighbourhood Policing Team
NRM	National Referral Mechanism
NTAC	National Technical Assistance Centre
OCU	(Police) Operational Command Unit
PACE	Police and Criminal Evidence Act (1984)
PNC	Police National Computer
POC	Product of Conception
PPO	Police Protection Order
PR	Parental Responsibility
PSPO	Public Spaces Protection Order
QA	Quality Assurance
RARA	(Police) Risk assessment framework – Remove, Avoid, Reduce, Accept
RIPA	Regulation of Investigatory Powers Act (2000)
SC&O17	Metropolitan Police Sexual Offences, Exploitation & Child Abuse Command
SET	(Police) Sexual Exploitation Team
SHPO	Sexual Harm Prevention Order
SPOC	Single point of contact
SRO	Sexual Risk Order
TfL	Transport for London
UK	United Kingdom
Victim ID	Victim identification
VOLT	Victim, offender, location, themes. Mnemonic used for the gathering of key information
VRI	Visually recorded interview (also referred to as an ABE)
XRY	Technical process by which the police can download mobile phone handset data
YOT	Youth Offending Team

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Introduction

This document sets out the operating protocol for safeguarding and protecting the welfare of children from Child Sexual Exploitation (CSE). This police-led, multi-agency document is designed to complement and not replace the London Child Protection Procedures (www.londoncp.co.uk) and other statutory guidance. 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 CSE; and target offenders to prevent and disrupt criminal activity.

This protocol is non-statutory and has been produced to help practitioners, local leaders and decision makers who work with children and families to identify CSE and take appropriate action in response. This includes the management, disruption and prosecution of perpetrators.

Aims

- To identify children at risk of being sexually exploited.
- To ensure a child-centred approach, action will be focused on the child's needs. This includes consideration of children with particular vulnerabilities or sensitivities, and the fact that children do not always acknowledge what may be an exploitative or abusive situation. Sexually-exploited children are children in need of services under the Children Act 1989 and 2004. They are also children in need of protection.
- To ensure the safeguarding and welfare of children and young people who are, or may be, at risk from sexual exploitation.
- To work collaboratively to ensure that 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, offenders, locations and themes (VOLT).
- 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.

Principles

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

- CSE is a form of Child Sexual Abuse
- sexually exploited children should be treated as victims of abuse, not as offenders;
- 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 effective coordination and communication 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 needs to be recognised that these peers may also be victims themselves;
- sexually exploited children are children in need of services under the Children Act 1989 and 2004. They are also children in need of immediate protection.

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Definitions

Child Sexual Exploitation

CSE is a form of child sexual abuse that affects both boys and girls. Sexual abuse may involve physical contact, including assault by penetration (e.g. rape or oral sex) or non-penetrative acts such as masturbation, kissing, rubbing and touching outside clothing. It may include non-contact activities, such as involving children in the production of sexual images, forcing children to look at sexual images or watch sexual activities, encouraging children to behave in sexually inappropriate ways, or grooming a child in preparation for abuse (including via the internet).

The definition of child sexual exploitation is as follows:

> **Child sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology.**
>
> *Department of Education, February 2017. Child sexual exploitation: Definition and a guide for practitioners, local leaders and decision makers working to protect children from child sexual exploitation, available at:* www.gov.uk/government/consultations/statutory-definition-of-child-sexual-exploitation

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Types of Child Sexual Exploitation

It is accepted that the methods that perpetrators use to sexually exploit young people do change and may not neatly fit into any of the models outlined below. These examples are provided in order to gain a better understanding of some of the challenges young people face and the way offenders operate.

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 and a London Councils report in 2014 found that peer-on-peer exploitation was the most frequently identified form of CSE in London. Young people can be exploited by their peers in a number of ways. In some cases, 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 abuse 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.

Relationship model

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

Online CSE

Children and young people have grown up in a digital world which has improved people's lives in many ways, such as giving us multiple methods to communicate and share information. It is a constantly changing and dynamic world that is now an essential part of a young person's life. However, these freedoms also create new risks – according to the Child Exploitation and Online Protection Centre (CEOP), a significant number of CSE offences take place online. These offences include deceiving children into producing indecent images of themselves and engaging in sexual chat online or sexual activity over a webcam.

Children and young people at risk of harm online may not have any previous vulnerabilities that are often associated with being victims of sexual abuse and exploitation. This means that they are less likely to be identified as they might not be previously known to the authorities. Due to the nature of online activity, the currently accepted indicators of possible sexual exploitation, such as going missing or school absence, may not be displayed, and the first parents may know that

their child has been a victim of sexual exploitation is when the police contact the family. Children and young people often do not see the dangers of sharing intimate images of themselves to strangers. The internet creates a false feeling of security and diminishes inhibitions that would exist offline. The anonymous nature of the internet allows perpetrators to adopt false personas and build trust via online conversations. Children and young people can fail to realise that they lose control of uploaded images, falsely believing the properties of social media applications will protect them. This leads to risks of blackmail and coercion against the child. Additionally, the Global Positioning System coordinates of where a digital image was created can be identified using free-to-download software packages, potentially leading a perpetrator to a child. These factors can lead to any and all of the following risks:

- online grooming and child abuse;
- access to age-inappropriate content;
- bullying and cyberbullying;
- personal information being obtained by perpetrators; and
- talking to strangers or people who misrepresent themselves.

Youth-produced sexual imagery identified in schools

Sharing photos and videos online is part of daily life for many people, enabling them to share their experiences, connect with friends and record their lives. The increase in speed and ease of sharing imagery has led to concerns about young people creating and sharing sexual imagery of themselves. This can expose them to risks, particularly if the images are shared further, including embarrassment, bullying and an increased vulnerability to sexual exploitation.

If a young person has shared imagery consensually, such as when in a romantic relationship or as a joke, or there is no intended malice, it is usually appropriate for the school to manage the incident internally. In contrast, any incident with aggravating factors, such as a young person sharing someone else's imagery without consent and with malicious intent, should generally be referred to the police.

The police must record and investigate these cases and this will result in seizure of devices and interviews with young people. Schools should confiscate devices if they suspect there is sexual imagery on them, but they should not view the images and instead accept what is being reported. Such devices should be turned off, secured and the police notified.

The College of Policing published detailed guidance in November 2016 on police action in relation to youth-produced sexual imagery:

- This guidance seeks to support law enforcement professionals to respond in a proportionate way to reports of children (under 18-year-olds) possessing, sharing or generating indecent imagery of themselves or other children. This activity may constitute an indecent image offence and be illegal under the Protection of Children Act 1978 and Criminal Justice Act 1998.
- Most offences involving sexual activity with children will require a full criminal investigative response, e.g. in the presence of exploitation, coercion, a profit motive or adults as perpetrators. Offences involving self-generated images or images obtained with consent by other children may be dealt with differently. Forces may, for example, consider that suitably experienced first responders, safer school officers or neighbourhood teams can provide an appropriate response, thereby avoiding stigmatizing children or causing them unnecessary fears and concerns. For police purposes, the recently introduced 'outcome 21' provides for forces to resolve crimes with the appropriate contextual factors in a proportionate and effective way.
- In deciding whether criminal justice processes are necessary and proportionate, forces will wish to consider the long-term impact of

investigation and prosecution, such as labelling a child a 'sex offender' and potential disclosure as part of a Disclosure and Barring Service (DBS) process. Chief constables have discretion to consider whether behaviour covered in this paper should be disclosed on a DBS enhanced check, as for other non-conviction information.

- Police need to work with schools to educate children on the risks of exchanging imagery, to engage as appropriate during investigations, and understand schools' powers to delete images. The link below provides further guidance in relation to these issues in education establishments.

  www.gov.uk/government/publications/keeping-children-safe-in-education--2

Gangs and groups

Young people associated with gangs are at a high risk of sexual exploitation. Sexual violence among peers is commonplace and it is used as a means of power and control over others, most commonly young women. Young people affected by, or associated with, gangs are at high risk of sexual exploitation and violence, and require safeguarding.

The 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 to 25, 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, e.g. a territory, a name, or (sometimes) clothing.
- Groups – involves people who come together in person or online for the purpose of setting up, coordinating and/or taking part in the sexual exploitation of children in either an organised or opportunistic way.

Sexual exploitation is used in gangs to:

- exert power and control over members;
- initiate young people into the gang;
- exchange sexual activity for status or protection;
- entrap rival gang members by exploiting girls and young women; and
- inflict sexual assault as a weapon in conflict.

County lines

County lines typically involve an inner-city criminal gang travelling to smaller locations to sell drugs. The group will use a single telephone number for customers ordering drugs, operated from outside the area, which becomes their 'brand'. Unlike other criminal activities where telephone numbers are changed on a regular basis, these telephone numbers have value so are maintained and protected.

The gangs tend to use a local property, generally belonging to a vulnerable person, as a base for their activities. This is often taken over by force or coercion, and in some instances victims have left their homes in fear of violence.

Perpetrators employ various tactics to evade detection, including rotating gang members between locations so they are not identified by law enforcement or competitors, and using women and children to transport drugs in the belief that they are less likely to be stopped and searched.

CSE can also be seen in these types of cases and every effort should be taken to identify those young people that are also being sexually exploited as well as being coerced into other criminal behaviour. This could constitute an offence of trafficking either for sexual exploitation or criminal exploitation, and a crime report and National Referral Mechanism (NRM) referral should be made and investigated.

These situations will often become apparent to professionals when young people are located after missing episodes outside the London area, where there is no apparent reason for them being in that location and having no apparent means to have travelled there.

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 men. Often this occurs at 'parties' or brothels, 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 across and within local authority (LA) boundaries, regions and across international borders.

Familial

Children can be exploited by their parents and/or other family members. Parents or other family members may also arrange the abuse of the child and/or control and facilitate exploitation. Where one child is being exploited, siblings or other child relatives are at increased risk of suffering exploitation.

Opportunistic

This may occur quickly and without any form of grooming. Typically, older males identify vulnerable young people who may already have been 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.

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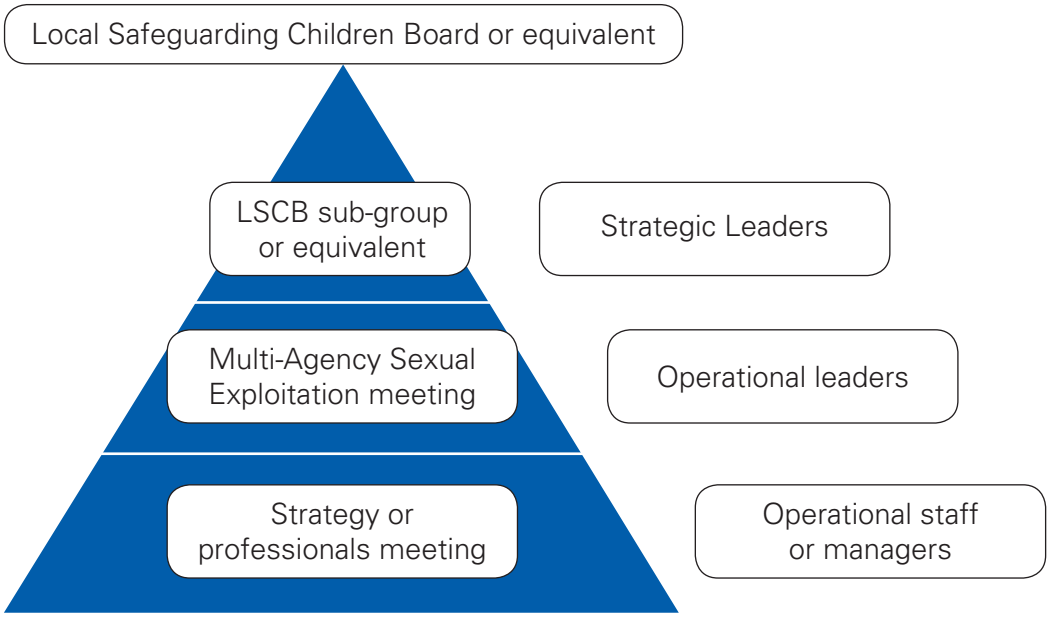
Accountability and organisational responsibility

Each agency/organisation should appoint a member of their Senior Leadership Team to establish an accountability structure for CSE within their own agency and to ensure the London CSE Operating Protocol is followed.

The CSE lead (single point of contact (SPOC)) for each agency will report to the Children's Services member on the Local Safeguarding Children Board (LSCB) or to the chair of the identified LSCB sub-group or equivalent who oversee CSE. The LSCB or equivalent should, directly or through a sub-group, 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.

Accountability framework



5

Identifying Child Sexual Exploitation

Sexually exploited young people rarely approach the police or social workers directly and disclose that they are being exploited. It is a shared responsibility for all to identify young people vulnerable to, at risk of, or experiencing CSE. It is important that everyone working with young people are aware of the vulnerabilities and risk indicators that can make a young person more vulnerable.

To assist all frontline 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.

The following are factors that can make a young person more vulnerable to exploitation:

- having a prior experience of neglect, physical and/or sexual abuse;
- lack of a safe/stable home environment, now or in the past (e.g. domestic violence or parental substance misuse, mental health issues or criminality);
- recent bereavement or loss;
- social isolation or social difficulties;
- absence of a safe environment to explore sexuality;
- economic vulnerability;
- missing from home or care;
- gang association;
- dependent on drugs and alcohol;
- homelessness or insecure accommodation status;
- connections with other children and young people who are being sexually exploited;
- family members or other connections involved in adult sex work;
- having a physical or learning disability;
- being in care (particularly those in residential care and those with interrupted care histories); and
- young people who are lesbian, gay, bisexual, transgender or whose gender identify differs from the sex they were given at birth.

When CSE has been identified and in order to assess the nature of the abuse, there are three police category levels. It is important to note that the police categories do not refer to the risk posed to the young person, but to the type of indicators that can be seen at that time. A category level is determined by a review of the available evidence, observations of behaviours, and a review of intelligence. As more is known about a young person or a situation, the category level can change.

- Police category 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.

- Police category 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, i.e. the exchange of indecent images online. The likelihood of coercions and control is significant.
- Police category 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.

Children's Social Care (CSC) conduct their assessment of need in the following four categories as outlined in the London Child Protection Procedure (CP procedures), available at: www.londoncp.co.uk/files/revised_guidance_thresholds.pdf

- Tier 1 – Children with no additional needs whose health and development needs can be met by universal services.
- Tier 2 – Children with additional needs that can be met through the provisions of 'early help' – a referral to CSC is not required.
- Tier 3 – Children with complex needs who need statutory and specialist services. A referral to CSC is required.
- Tier 4 – Children in acute need. Require immediate referral to CSC and/or the police.

Any assessment of risk should be based on the category level and the assessment of the child's needs. The police category is based on a criminal evidential basis and the thresholds within the CP procedures is based on the assessment of the child's needs.

A separate risk assessment will need to be conducted, based on all the known information on both the police's and CSC's databases. This risk assessment should be clearly documented on the police crime recording system.

The police categories and the needs assessment complement each other as outlined in Appendix B.

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Reporting suspicions of Child Sexual Exploitation – multi-agency responsibilities

MASH and CSE

The Multi-Agency Safeguarding Hub (MASH) will provide a key role in establishing those at risk of CSE by identifying the warning signs within referral notifications. These signals will trigger a risk assessment which will then be channelled through the agreed pathways to progress services such as investigations or interventions.

The information gathered from partners within MASH will be assessed by CSC and appropriate partner agencies, on a case-by-case basis. This will contribute towards the assessment and, where CSE is identified as a risk within a MASH, the relevant information will be passed to police and CSC to progress any investigation or intervention.

The MASH product will provide an initial assessment to enable police officers, social workers and professionals to progress the case assessment, plan to reduce the risk, support the welfare of the victim(s) and pursue any offenders.

Professionals will use the information to provide an initial assessment of the level of risk to victims and potential victims of CSE. The information would also be used to further inform investigations and tactical options for existing agencies involved with the child. This assessment and subsequent assessments would also identify any welfare needs for the child.

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

Referral desks

When a CSE-related Merlin or any other CSE-related referral is received within a MASH and there is currently no Allocated Social Worker (ASW), the MASH will create the non-crime 587/00 CSE Crime Report Information System (CRIS) report and flag it ES (see Appendix E). Merlin's and referrals that report or contain CSE concerns where there is an ASW will be passed straight to that ASW who must then make a referral via an 87A to SC&O17's (Sexual Offences, Exploitation & Child Abuse Command) Child Abuse Investigation Team (CAIT) referral desk (or the equivalent under the Borough Command Unit (BCU) model) where a CRIS report will be completed. Any strategy discussions held will be cross-referenced with the originating Merlin or CRIS report. A Child Risk Assessment Matrix will not be necessary on the CRIS and there is no expectation for the SC&O17 referral desk to retain ownership of any CSE CRIS reports. The SC&O17 Initial Assessment Team (IAT) will review all 587/00 CSE CRIS and crime CRIS flagged ES and EU, and categorise them to inform which investigative unit is best placed to investigate.

Appendix C illustrates the basic pathway for a non-police CSE referral. The key aim is to ensure children at risk of CSE are 'visible' by ensuring those concerns and risks are recorded on the CRIS system along with appropriate safeguarding action

CSE – police officer reporting pathway

All police officers have a duty to safeguard and protect children under S11 of the Children Act 2004. The MPS' current procedures require all officers to complete a Merlin Pre-Assessment Checklist (PAC) for a child that comes to notice. This procedure applies to those occasions when a child is believed to be at risk of CSE. There is a specific category on the Merlin PAC to highlight a CSE concern. The initial investigating officer will also complete a CRIS report even where no actual allegation of crime is made and no offence has been alleged. The Merlin reference number must then be cross-referenced onto the CRIS report.

When an officer identifies that a child (any person under the age of 18) is at risk of CSE, the first consideration must be their protection and safety, and if the officer believes that the child is in immediate risk of significant harm, then police protection must be considered and the appropriate procedures complied with. Appendix D illustrates the frontline officer's pathway to be followed.

Responsibility for police category 1 and non-contact online police category 2 investigations and interventions will rest with borough police and partner agencies (not 'looked after children (LACs), i.e. in the care of Social Services) where the child resides. Where the exploitation is taking place away from where the child resides, the borough where the exploitation is taking place will conduct any necessary enquiries on behalf of the owning borough. This will include liaison with Children's Services local to where the risks are apparent. For LACs, procedures set out in the London CP procedures will be followed. The lead police responsibility will remain with the borough where the child resides.

CSE flagging

It is good practice to flag CSE to ensure this information is shared between the partnerships and risks are easily identifiable. This enables information to be used to map and analyse CSE in London.

Police flags and outcome codes are shown in Appendix E.

7

Multi-agency meeting structure

The type and format of meetings are described below. These enable all agencies to keep a clear overview of child sexual exploitation issues within their area as per 'Working Together' and other statutory guidance, and ensure that young people are safeguarded, information is shared and perpetrators are identified and targeted.

Strategy meetings/discussions are required in CSE cases, as they are in every child protection investigation. The government guidance on strategy discussions/meetings can be found at www.gov.uk/government/publications/working-together-to-safeguard-children--2. Please ensure that you check the link for the most up-to-date guidance.

Strategy discussion Whenever there is reasonable cause to suspect that a child is suffering, or is likely to suffer, significant harm, there should be a strategy discussion involving CSC (including the fostering service, if the child is an LAC), the police, health and other bodies, such as the referring agency. This might take the form of a multi-agency meeting or phone calls, and more than one discussion may be necessary. A strategy discussion can take place following a referral or at any other time, including during the assessment process.	
Purpose:	CSC should convene a strategy discussion to determine the child's welfare and plan rapid future action if there is reasonable cause to suspect the child is suffering, or is likely to suffer, significant harm.
Strategy discussion attendees:	A LA social worker and their manager, health professionals and a police representative should, as a minimum, be involved in the strategy discussion. Other relevant professionals will depend on the nature of the individual case but may include: ■ the professional or agency which made the referral; ■ the child's school or nursery; and ■ any health services the child or family members are receiving. All attendees should be sufficiently senior to make decisions on behalf of their agencies.

Strategy discussion tasks:	The discussion should be used to: ■ share available information; ■ agree the conduct and timing of any criminal investigation; and ■ decide whether enquiries under section 47 of the Children Act 1989 should be undertaken. Where there are grounds to initiate an enquiry under section 47 of the Children Act 1989, decisions should be made as to: ■ what further information is needed if an assessment is already underway, and how it will be obtained and recorded; ■ what immediate and short-term action is required to support the child, and who will do what by when; and ■ whether legal action is required. The timescale for the assessment to reach a decision on next steps should be based upon the needs of the individual child, consistent with the local protocol and certainly no longer than 45 working days from the point of referral to CSC.
Social workers, with their managers, should:	Convene the strategy discussion and make sure it: ■ considers the child's welfare and safety, and identifies the level of risk faced by the child; ■ decides what information should be shared with the child and family (on the basis that information is not shared if this may jeopardise a police investigation or place the child at risk of significant harm); ■ agrees what further action is required, and who will do what by when, where an Emergency Protection Order (EPO) is in place or the child is the subject of police powers of protection; ■ records agreed decisions in accordance with local recording procedures; and ■ follows up actions to make sure what was agreed gets done.
The police should:	■ Discuss the basis for any criminal investigation and any relevant processes that other agencies might need to know about, including the timing and methods of evidence gathering; and ■ lead the criminal investigation (CSC have the lead for the section 47 enquires and assessment of the child's welfare) where joint enquiries take place.

Organised and complex abuse

When CSE has been identified and there are concerns that the abuse involves one or more abuser, multiple victims, or a group or location where additional focus is required to monitor peer networks and activity, consideration should be given as to if this falls within the Organised and Complex Abuse procedures as outlined in Chapter 8 of the London Child Protection Procedures, available at: www.londoncp.co.uk/chapters/organised_complex.html

Professionals from across partner agencies and, where necessary, across boroughs, should be invited to participate in sharing information. Intelligence and information gathered at these meetings should be fed into the Multi-Agency Sexual Exploitation (MASE) meeting so that a strategic response plan can be developed.

Organised and complex abuse meetings should not be held in place of strategy meetings or child protection procedures, but be used to gather and map information to support the safeguarding process.

Multi-Agency Sexual Exploitation meeting

The purpose of a MASE meeting is to have tactical oversight of CSE cases, information, intelligence and activity across each LA area and across borough boundaries. MASE should have the capacity to remove blockages or obstacles in cases, as well as considering and directing resources and activity in response to trends identified from those cases. It is recommended these meetings should be convened on a monthly basis or at a maximum of six-week intervals. The meetings should be jointly chaired by the Local Borough Police at Detective Chief Inspector (DCI) or Detective Inspector (DI) level and by a senior manager from CSC (Assistant Director Safeguarding and Quality Assurance or a service manager from Operational CSC are considered to be at the requisite level.)

The MASE should not case manage individual cases but should identify, discuss and deliver a partnership response to short-, medium- and longer-term themes, trends and patterns emerging from CSE cases. All cases must have followed existing child protection procedures prior to being discussed at the MASE, must have been subject to a strategy meeting/discussion and should have a corresponding police CSE CRIS number for the young person. If an agency does not feel that a case is progressing, it should escalate the matter in accordance with the locally-agreed escalation process for resolution of professional disagreements. The enactment of escalation should be reported to the MASE and the 'lessons to be learnt' identified. However, there is still a requirement that the safety and action planning is conducted at a strategy or professionals meeting/discussion and this should not be left until a MASE meeting is scheduled.

In order to assist in the identification of themes and/or emerging trends, reports should be presented at the MASE meeting in a format that ensures the key information and intelligence is properly captured. It is recommended that MASE should consider this key information using the **VOLT** mnemonic.

V – Victim(s)

O – Offender(s)/perpetrators/ persons of concern

L – Location(s)

T – Theme(s)

The key case information should be captured at a strategy meeting using a MASE information form; this will be reviewed at the MASE and allows the chair to identify intelligence and investigative gaps and areas of risk. The MASE information form can be transferred if the young person is placed in another area and complements the statutory placement forms. It is recommended that this form is completed at a manager level within either the police or CSC. An example of a MASE information form can be found in Appendix F.

It is recognised that some MASE Panels have adopted a pre-MASE meeting or a built-in review process. The pre-MASE meeting is not designed to replace current CP procedures and is not a strategy meeting. It should act as a quality assurance (QA) process to ensure that the MASE can function effectively. A pre-MASE meeting can be conducted via conference call. It is recommended that this meeting takes place at first line manager level. The pre-MASE meeting should review the progress of cases to ensure that strategy meetings/ discussions have taken place and that a police CSE CRIS report has been created. It can ensure that a MASE information form has been completed and that information gaps are filled. It will also provide an opportunity to check on the progress of the actions set by the panel. Pre-MASE meetings can also review and prepare information on case blockages and on identified key themes, trends, threats and opportunities in order to focus the MASE.

It is also recommended that the MASE is fully supported through the functions of a co-ordinator and an analyst. Where they currently exist, these functions have made a significant contribution to the effectiveness of MASE and the gathering of case information and data to feed into and maintain a meaningful Local CSE Problem Profile. MASE should have local responsibility for understanding and delivering against its specific borough challenges and demands, and this should be supported by a comprehensive and informative Problem Profile. All MASE partners have a responsibility to contribute to the Local CSE Problem Profile as well as delivering services designed to meet the needs of the young people at risk of CSE. Ultimate responsibility for the completion and updating of a Local CSE Problem Profile rests with the co-Chairs.

MASE coordinator

Each MASE panel should have a nominated person with responsibility for coordinating the MASE process. They should collect and review MASE information forms, and prepare and circulate the agenda and accompanied documentation in advance of the next meeting. They should also ensure minutes are completed, agreed and circulated, that actions are clearly set with agreed timescales and results obtained. There must also be a challenge and escalation process in place so that individuals and agencies can properly raise and address concerns. The coordinator should be the person through whom everything from the MASE is channelled. Each coordinator should have a nominated deputy.

It is recommended that each panel consider adopting/using a spreadsheet/ tracker which will allow progress for each action to be clearly tracked and resulted.

Analyst

It is recommended that MASE information forms be forwarded to the LA/police analyst (where one is in place) so that the key information can be included within the Local CSE Problem Profile. The role of the analyst is to collect information and data from all agencies, and analyse/ interpret the CSE data and intelligence in order that each borough can fully understand the local CSE problem/picture. Consideration should be given to sharing the problem profile and key themes, trends and patterns across other areas of multi-agency partnerships such as Multi-Agency Risk Assessment Conferences (MARAC), Multi-Agency Public Protection Arrangements (MAPPA), Bronze, Community Safety. It is also recommended that any corresponding profile developed from these key areas be shared via the analyst/coordinator with the MASE and, where appropriate, included within the Local CSE Problem Profile.

An analytical review of the key information from each case would be expected to identify emerging themes, trends and patterns, and this information should be shared with all partners as a standing agenda item at MASE meetings. The context behind the information/analysis should then direct local activity across the partnership. Each agency represented at the MASE is expected to contribute to the activity (such as awareness-raising

campaigns and events). The planned activity should be agreed by all agencies and should sit within one of the four strands from CSE Action Plans (Prepare, Prevent, Protect and Pursue). This will enable a consistent approach and provide MASE with a standardised framework which will then allow it to be measured in terms of its impact on CSE across the borough as well as ensure the activity that the MASE directs is consistent with the Borough CSE Action Plan. If the MASE has a clear picture of its CSE problem, it can implement an effective and coordinated plan to address it.

Each MASE should map and track its pre-planned activity, clearly identifying the relevant strand, nature of the activity, owner of the activity and the timeframe in which it should be completed. It is recommended that this activity be recorded/captured on a tracker and should be reviewed by the Chairs at agreed intervals. Such activity can also be detailed for inclusion within the MASE reporting framework to the CSE sub-group.

It is recommended that each MASE agrees a Terms of Reference and a Service Level Agreement framework for sharing and responding to agency information. The new agenda is designed to ensure that all key information and intelligence is captured in every case so that the key themes and trends can be identified. As each MASE will be capturing the same key information using the VOLT mnemonic, this will make it easier to consistently share this information and intelligence among partners and across borders.

MASE information forms should also be shared between MASEs where there is a specific or thematic reason to do so, such as cross-border offending or where particular trends or patterns have been identified. It is recommended that the placing authority retain primacy for the child/young person placed and act as the lead agency for the purposes of directing and monitoring relevant action. The placing authority will also be the identified lead for the purposes of MASE referrals and will ensure they liaise with the host authority MASE to agree and coordinate shared activity. The sharing and receipt of the MASE information form should be recorded, and sufficient detail should be provided to outline the relevance to that area's MASE.

The sharing of information between two (or more) MASE areas should not be delayed in order to wait for the next meeting. Agencies should share relevant concerns as soon as they come to light and consideration should be given to holding an Organised and Complex Abuse Meeting. This will ensure a lead agency or authority is agreed and clear direction is provided for coordinated activity.

Notification of LACs at risk of CSE placed out of borough

This guidance does not negate the need for the responsible authority to alert the host authority of a child placed within the host authority as per the Care Planning, Placement and Case Review statutory guidance, available at: www.gov.uk/government/publications/children-act-1989-care-planning-placement-and-case-review

With regard to children who are known to be at risk of CSE, communication must occur between the responsible authority and host authority prior to the child being placed. This is to allow information about localised risks to be considered by both authorities.

The responsible authority should make contact with the appropriate MASE representative to discuss the individual risks relating to the child and any localised intelligence held by the host authority. The MASE representative maybe the MASE Chair, CSE Coordinator or designated SPOC.

During this correspondence, a decision will be made about which MASE will be responsible for discussing the CSE risk to the child.

The placing authority must complete and send a notification form to the host authority and MASE representative within 24 hours of the child being placed.

The placing authority is responsible for ensuring the placement is suitable; the host authority has responsibility for the

supporting processes and providing information to assist the placing authority.

It is noted that children may be placed out of borough and then become at risk of CSE. In these circumstances the same protocol as above applies, and the notification form must be completed within 24 hours of the strategy meeting.

It is recommended that police officers should inform the local force if a child at risk of CSE is placed in their force area and, if appropriate, a trigger plan should be completed.

It is recommended that the placing authority retain primacy for the child/young person placed and act as the lead agency for the purposes of directing and monitoring relevant action. The placing authority will also be the identified lead for the purposes of MASE referrals and will ensure they liaise with the host authority MASE to agree and coordinate shared activity.

Young people transitioning into adulthood

Each MASE must ensure it has the capacity and ability to safeguard and signpost young people transitioning into adulthood at age 18 and beyond. Sexual exploitation can affect vulnerable adults equally and it is important for there to be an effective and robust referral process and a strong relationship between CSC and Adults Social Care so that those who provide the appropriate services and support for these young adults are given the right information and opportunities to implement suitable safeguarding plans. MASE must be able to signpost cases with confidence so that seamless and effective care is given to all those at risk of sexual exploitation. Consideration should be given to inviting the attendance of Adult Services to MASE when appropriate.

Trafficking and NRM

Professional scrutiny should be applied to all cases where evidence of trafficking exists but the NRM has not been activated. MASE Panels should ensure cases of trafficking are correctly identified and that the appropriate responses are in put in place. This should include for both potential and confirmed NRM cases. A governance log of CSE trafficking cases should be retained and made available for regional and national data and intelligence sharing opportunities.

Governance

The MASE should be the tactical oversight Panel of and report directly to the Local CSE sub-group (or equivalent) or directly to the LSCB. The MASE should support the CSE Action Plan held by the CSE sub-group and should coordinate the activity the agencies are conducting under the following four strands; Prepare, Prevent, Protect and Pursue.

The MASE should produce a report, via the CSE sub-group, to the LSCB. The report should detail the overall CSE picture in the borough, including details of themes and emerging trends, the activity undertaken in respect of them and measured against the four strands (thus complementing the Local CSE Action Plan). Each report should be supported by a tactical planner clearly setting out the projection of planned and coordinated activity for the forthcoming period prior to the next report. The frequency of these reports should be agreed locally through the CSE sub-group and can be more regular if the LSCB requires.

Measurement of MASE success

By adopting the changes detailed in this document, MASE will be able to effectively demonstrate the success of its involvement and investment in combatting CSE. Through the collection of key information and intelligence, every MASE will capture the same information and enable cross-border sharing much more effectively. It will also ensure there is a consistent data set collected that will inform both a local and a London-wide problem profile. This will provide LSCBs with a much more accurate picture of their CSE problem. By making MASE much more forward-looking and recording and tracking the activities agreed by the panel, it will also ensure the input from each agency represented at MASE is more easily identified and coordinated so that this information too can be detailed

in reports to the LSCB sub-groups (or equivalent). In addition, by measuring the activity against the four strands of Prepare, Protect, Prevent & Pursue, this will enable MASE to feed into and work in support of each borough's Local CSE Action Plan. Each LSCB or equivalent should agree an outcomes framework and reporting process for MASE activity and measurement. It is recommended that, alongside the agreed data set, a narrative providing a contextual basis for the figures, together with thematic patterns/trends/concerns is provided. MASE could also consider implementing a process for reviewing case outcomes through audits/case studies.

Positive interventions

At present, police record details of positive interventions on the police CRIS report. As part of the QA function of MASE it is important that all agencies are part of the process of ratifying the recording of positive interventions. The capturing of information on positive interventions and disruptions should be shared with the MASE analyst and/or the coordinator and be available to be reported on at each MASE. This would then ensure that themes are captured in respect of disruptions and interventions (e.g. that one particular non-governmental organisation (NGO) is having a positive impact across a range of cases through targeted programmes). The priority for all agencies is to improve the lives and outcomes for young people, and therefore the objective for every case that comes to MASE should be to achieve a positive intervention. Cases should not be discharged from MASE unless there has been a positive intervention for the victim.

Examples of positive interventions include engaging with professionals and working towards the following, which are taken from Barnardo's outcome framework:

- 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 recognise 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;
- providing the family with access to support services; and
- ensuring the child becomes aware of their own rights and those of others.

Other examples of positive intervention include recognition of being a victim of trafficking through an NRM referral and victims exiting gangs through support.

The above list is not exhaustive and can be achieved at different stages during professional engagement. However, the positive intervention should have made a difference to the young person's life and be agreed by agencies. Barnardo's direct work, like those of other agencies, with sexually exploited children demonstrates that focusing on the above factors contributes most effectively to their safety and recovery in the long term. Each outcome has a set of specific guidance to help practitioners measure the distance travelled by individual children.

Where police disruption has taken place in respect of perpetrators and even at certain locations, this can be reflected as a positive intervention for young people and will be recorded as such on the police CRIS report. Police disruptions of perpetrators can include the issuing of Child Abduction Warning Notices and the securing of Civil Orders including Sexual Risk Orders and Sexual Harm Prevention Orders. Criminal justice outcomes include:

- the arrest of persons involved in CSE;
- charging offenders for CSE-related offences; and
- convictions of offenders for CSE-related offences.

For information about MASE attendees, agenda and an example of a MASE information form, see Appendix F.

Police-specific meetings

The police will include CSE in their daily, weekly and monthly tasking meetings to ensure the threat of CSE is effectively managed.

For information about police-specific meetings, see Appendix G.

8

Victims and families

CSE has a devastating impact, not only on the child victim, but on the whole family. Parents and carers are valuable 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 outcomes.

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 LSCBs must ensure there is access to appropriate support both on a local basis and through national organisations.

Other agencies can help support the victim and their family. There are lots of agencies that provide different specialist services and support for investigations.

Victims – barriers to engagement

Sexually exploited young people rarely approach police or CSC directly, unless they are in immediate danger. Police officers and other frontline services are more likely to come into contact with exploited young people as a result of:

- going missing;
- becoming involved in criminal behaviour;
- gang association;
- substance misuse; or
- anti-social behaviour.

Taking time to ask searching questions and using professional curiosity can get underneath the immediate situation that professionals are facing.

Children and young people's willingness to engage with police is also linked to:

- previous experiences of police;
- whether the young person is wanted by the police;
- fear of not being believed;
- fear of being judged; and
- fear of negative repercussions for themselves or their families.

Young women and young men may face different barriers to coming forwards: for young women, this could be fear of victim blaming; for young men it could be fears over their concepts of masculinity.

There are particular groups that face additional barriers to accessing help:

- Those who have previously experienced victim blaming or poor responses when disclosing.
- Young people with learning disabilities and autism.
- Young people with communication difficulties.

- Where disclosure involves disclosing a Lesbian, Gay, Bisexual, Transgender, Queer/Questioning & others MET status.
- Young people who are concerned about the cultural or religious impact of their disclosure.
- Young people who are afraid of the response from families, carers or communities.
- Young people who come from communities with harmful practice.
- Victims of trafficking.
- Young people who do not have a good understanding of, or are fearful of, statutory processes.
- Being afraid they will be taken from their families or have their children taken into care.
- Young people with limited English language abilities.
- When the abuse has happened when the young person was in a place they weren't meant to be, were missing or involved in offending.
- Young people who are fearful of, or controlled by, those abusing them.
- Those whose immigration status is doubtful.
- Young people who are gang affected.

There is no doubt that there are challenges for professionals and services when engaging with young people, but the following have been identified as positive behaviours that, if displayed by professionals, would make it more likely for them to respond to and potentially disclose to professionals. These behaviours have been embedded as key themes as part of the University of Bedfordshire's CSE and Policing Knowledge Hub (2016) under the auspices of the Marginal Gains project.

- Being respectful and non-judgemental.
- Demonstrating empathy and compassion.
- Effectively eliciting and responding to children and young people's accounts.
- Conveying information in a timely and appropriate manner.
- Having due consideration to confidentiality and discretion.
- Maximising continuity and engagement with children and young people.
- Considering support needs.
- Facilitating choice and control for children and young people.

(Beckett H, Warrington C, Ackerley E and Allnock D, (2016) Children's voices research report: Children and young people's perspectives on the police's role in safeguarding: a report for HMIC.) See Appendix H for how good engagement impacts on an investigation.

Capacity to consent to sexual activity

The fact that a young person is 16 or 17 years old and has reached the legal age of consent should not be taken to mean that they are no longer at risk of sexual exploitation. These young people are defined as children under the Children Act 1989 and 2004, 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.

The Act also provides for offences specifically to tackle the use of children in the sex industry, where a child is under 18 (S 47 to 50 Sexual offences Act).

Criminal justice support for victims

Sound preparation between police and children's services will increase the likelihood of providing effective witness care prior to a criminal trial. This should be completed jointly utilising the multi-agency partnership and the specific skills that each

agency provide. The support required should be assessed on a case-by-case basis.

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

- using special measures to support the victim/witnesses;
- using intermediaries;
- reassuring them of their safety;
- keeping regular contact and updating with trial dates;
- encouraging and assisting a pre-court visit;
- providing the victim/witness with a child witness pack, age appropriate;
- transporting to and from court;
- debriefing them at the end of each day;
- considering a one-to-one meeting with the prosecuting barrister;
- bail management of suspected perpetrators;
- arranging attendance at sentencing as part of the closure process, if deemed appropriate. MPS and CSC to discuss in the best interests of the victim;
- arranging rehousing through the LA in extreme cases, e.g. where there is further risk of CSE or threat to life;
- assistance with the Criminal Injuries Compensation Authority (after trial).

It is a fundamental aspect of the Crown Prosecution Service (CPS) policy and the multi-agency practice guidance on pre-trial therapy that the best interests of the child are paramount when deciding whether, when and in what form, therapeutic help is given. Further details can be found in the multi-agency practice guidance entitled Provision of Therapy for Child Witnesses Prior to a Criminal Trial.

9

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 Prevention Interview (formerly known as the Safe and Well Check); and
- the Independent Return Home Interview.

Missing Person Coordinator

The MPS has in place Missing Person Coordinators (MPCs) to support investigation and provide a problem-solving capability in each BCU. The MPCs review missing person reports in order to:

- identify patterns that may indicate forms of abuse or exploitation; and
- work collectively with partners to address issues that trigger repeat incidents.

A significant element of the MPC role is working with care providers whose young residents are more at risk of sexual exploitation. By developing working relationships with care providers, the MPS aims to perform an integral role in the safeguarding process to manage and reduce missing incidents. Each London borough is served by an MPC; providing an essential link between care providers, Missing Person Units, the MPS sexual offences and exploitation command and safeguarding partners. A coordinator may attend MASE and/or strategy meetings where necessary.

In 2016, the College of Policing issued new authorised professional practice (APP) and this altered the definition of 'missing'. 'Absent' is not now separately defined. All reports of missing people sit within a continuum of risk from 'no apparent risk (absent)' through to high-risk cases that require immediate, intensive action.

The definition of missing is: 'Anyone whose whereabouts cannot be established will be considered as missing until located, and their well-being or otherwise confirmed.'

Given this update, it is important to appreciate that each case should be risk assessed on merit and the appropriate police and partner action taken. For example, children will no longer be automatically graded as medium risk according to policy but risk graded according to the circumstances of the missing episode taken together with relevant historic information. Police action should therefore be proportionate to risk in each case.

Once a child is located it is important that they are fully debriefed to identify any risk the child has been exposed to.

Police Prevention Interview – police responsibility

Police should interview all children when they return or are located. 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 purpose of this interview is to establish whether the child has come to harm whilst missing and to establish what can be done to prevent future missing occurrences. 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. Information obtained in this interview should, if relevant, be shared with partners.

Independent Return Home Interview

Children should be informed of their right, and encouraged, to talk about the incident with someone independent of their parent/carer upon their return. Providing children with the opportunity to talk is key to safeguarding them. The interview and the actions that follow 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 or care plan may require review); and
- 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 LACs, it is the responsibility of the residential unit manager/supervising social worker and placing authority to ensure that this happens.
- For children living in the community, the LA's CSC have responsibility for ensuring that the 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 Youth Offending Team (YOT) worker, a voluntary sector practitioner or a police officer that 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.

Information obtained from the return interview must be supplied back to the police and other relevant partners according to local practice, normally through MASH.

Allegations or information suggesting a risk of CSE should be submitted on a non-crime 587/00 CSE CRIS Report.

10

Investigations

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.
- It is an offence for a person to have a sexual relationship with a 16 or 17-year-old if they hold a position of trust or authority in relation to them.
- 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/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 CPS 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. 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. See Appendix J for best practice for a CSE investigation.

Forensics strategy

In all cases of suspected CSE (even where there is no disclosure), the Standard Operating Procedures for rape for recovering evidence should be considered. This is particularly relevant when completing a missing person debrief. 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 written consent of the victim or other person responsible for the property, 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.

Professionals who have contact with young people in the course of a CSE investigation may identify evidence during their contact. Professionals are advised to make a written record of what they have seen and seek advice from a police officer

Visually recorded interviews

Visually recorded interviews (VRIs) must be planned and conducted jointly by CSC and the police in accordance with Achieving Best Evidence in Criminal Proceedings: Guidance for Vulnerable or Intimidated Witnesses, including Children (Home Office, 2002), available at: www.cps.gov.uk/publications/docs/bestevidencevol3.pdf

All events up to the time of the video interview must be fully recorded. VRIs serve two primary purposes:

- Evidence gathering for criminal proceedings.
- Examination in chief of a child witness.

Relevant information from this process can also be used to inform S47 enquiries, subsequent civil childcare proceedings or disciplinary proceedings against adult carers.

In accordance with Achieving Best Evidence, all joint interviews with children should be conducted by those with specialist training and experience in interviewing children. Specialist/expert help may be needed.

Third-party material

Investigators should obtain relevant material from partner agencies and third parties as soon as possible. Delays can sometimes occur between request and receipt of the requested material. Where necessary, signed consent should be obtained from the victim, the victim's parents or their carer, for access to the relevant records. 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.

More information about third party material is available at: www.cps.gov.uk/legal/p_to_r/rape_and_sexual_offences/disclosure_and_third_party_material/index.html

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.

Trafficking and the NRM

There is a link between trafficked children and CSE. All children, irrespective of their immigration status, are entitled to safeguarding and protection under the law. Referrals to the NRM should be for all potential victims of trafficking and modern slavery, who can be of any nationality, and may include British national status children, such as those trafficked for child sexual exploitation or those trafficked as drug carriers internally in the United Kingdom (UK). Children moved from (or through) one borough to another, for the suspected purposes of sexual exploitation, should be considered trafficked. Trafficking can also occur within the borders of the same LA and can present additional challenges for it to be recognised. Under the Palermo Protocol, children are identified as a special case for whom only two components are required – movement and exploitation – because a child cannot give consent to being

exploited (including sexually exploited) even if they are aware/agreeable to being moved. Therefore, the means of trafficking (e.g. threat, abduction, deception, etc.) are not applicable in cases involving children.

First responders: Police/social workers should feel empowered to recognise and act on incidences of trafficking. Notwithstanding current child protection procedures, the Modern Slavery Act 2015 legislates against human trafficking and defines the offence as 'any person arranging or facilitating the travel of another person with a view to being exploited', and travel includes 'travelling within any country'.

The local enforcement of this Act against suspected CSE perpetrators is a proportionate and justified measure to protect the most vulnerable from harm. You do not need the consent of the child or young person in order that a referral can be made to the NRM. When a NRM referral has been made, a Police Crime Report should be created for trafficking. If CSC make a referral to the NRM, they should inform the police so the trafficking report can be investigated.

Managers: The NRM should be considered a useful tool in the disruption of CSE to mitigate further risk and achieve best evidence against those that seek to sexually exploit children. Together, the NRM and human trafficking legislation should form part of any investigation or enforcement plan and be considered alongside pre-existing disruption tactics. Periodic reviews of criminal investigations should consider the ongoing necessity for the NRM and whether evidence of trafficking is suspected.

More information about the NRM is available at: www.nationalcrimeagency.gov.uk/about-us/what-we-do/specialist-capabilities/uk-human-trafficking-centre/national-referral-mechanism

Perpetrators/suspects/persons of concern

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 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 may 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/girlfriend.

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.

It is important to correctly record and flag potential offenders in order that an accurate profile can be gained on current offending patterns.

Harmful sexual behaviour

The definition for young people who display harmful sexual behaviour refers to any young person, under the age of 18, who demonstrates behaviour outside of their normative parameters of development (this includes, but is not exclusive to, abusive behaviours) (Hackett 2011, NICE 2014).

Statistically, young males are most likely to be perpetrators of sexual violence and sexual exploitation, and young women are most likely to be at risk of or experience sexual exploitation. *(Children's Commissioner's study, Berelowitz et al, 2012)*. However, the situation is more complex, as young men can experience sexual exploitation, including as part of violence and coercion to pressurise them into performing acts as part of a group or gang which includes sexually exploiting others. Additionally, young women can become involved in recruiting other young women to be sexually exploited or be involved in acts of sexually exploiting others as part of their own experiences of being sexually exploited or as part of a pattern of violent offending. Currently there is likely to be a significant under-reporting of young males who have experienced sexual exploitation *(Research on the sexual exploitation of boys and young men – A UK scoping study, Barnardos, August 2014)*.

11

Tactical options in Child Sexual Exploitation investigations

CSE is often difficult to investigate, especially when the victim does not see themselves at risk and no disclosures have been made. Appendix I provides a large number of tactical options that police officers and other professionals can consider to safeguard victims, target offenders and reduce crime in identified venues.

Prevention strategies for businesses and the night-time economy – Operation Makesafe

Operation Makesafe is an initiative to identify potential victims of CSE with the assistance of business owners/premises where CSE has historically taken place. This will include hotels, taxis, fast food restaurants, licensed premises and care homes. This is not an exhaustive list.

CSE awareness training is 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 concerned about suspicious behaviour or activity on their premises.

If concerned, the business community are encouraged to ring 101 and quote Operation Makesafe where they will receive an appropriate police response. LAs and borough police are encouraged to promote this initiative within their boroughs.

Appendix A

Child Sexual Exploitation warning signs – 'SAFEGUARD'

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. To assist you in remembering and assessing these signs and behaviours, we have created the mnemonic – **SAFEGUARD**.

Sexual identity, wellbeing and choice

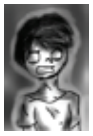
Sexually transmitted infections (particularly repeat infections); pregnancy; terminations; changing or out of character sexual behaviour; exploring sexual relationships in an unsafe context or environment; unable to disclose sexual orientation and fearful of societal responses.

Absence, truancy and going missing

Truancy from school, including during the school day; missing from home or care, and repeat incidents; travelling outside borough/town when missing; unexplained absences.

Family and home

Sexual, physical, emotional abuse and neglect; risks of forced marriage or so called honour based violence; female genital mutilation; domestic violence; substance misuse; parental mental health concerns; bereavement; parental and sibling criminality; experiences of homelessness or sofa surfing; living in care or temporary accommodation; immigration status.



Emotional and physical health

Suicidal thoughts, plans and attempts; self-harm; low self-esteem/confidence/worth; learning difficulties; changing emotional wellbeing and signs of poor mental health; unexplained injuries and changes in physical appearance.

Gangs, Groups, Age Gaps and Crime

Involvement in gangs or gang affected family, peers or siblings; concerns of abusive peer groups; involvement with older individuals or groups, lacking friends in the same age groups; older 'boyfriends'; sudden changes in peer groups; bullying, both on and off line; friends of young people experiencing CSE.

Use of technology and sexual bullying

Sexting, both sending and receiving; being listed on social network pages in relation to sexual activity and, or named in videos; secretive use of the internet/phones/social networking sites; sudden behaviour changes when using the phone or internet; control via phone or internet; multiple or secretive social networking profiles.

Alcohol and substances

Reliance on and changing use of substances, both legal and illegal.

Receipt of unexplained gifts or money

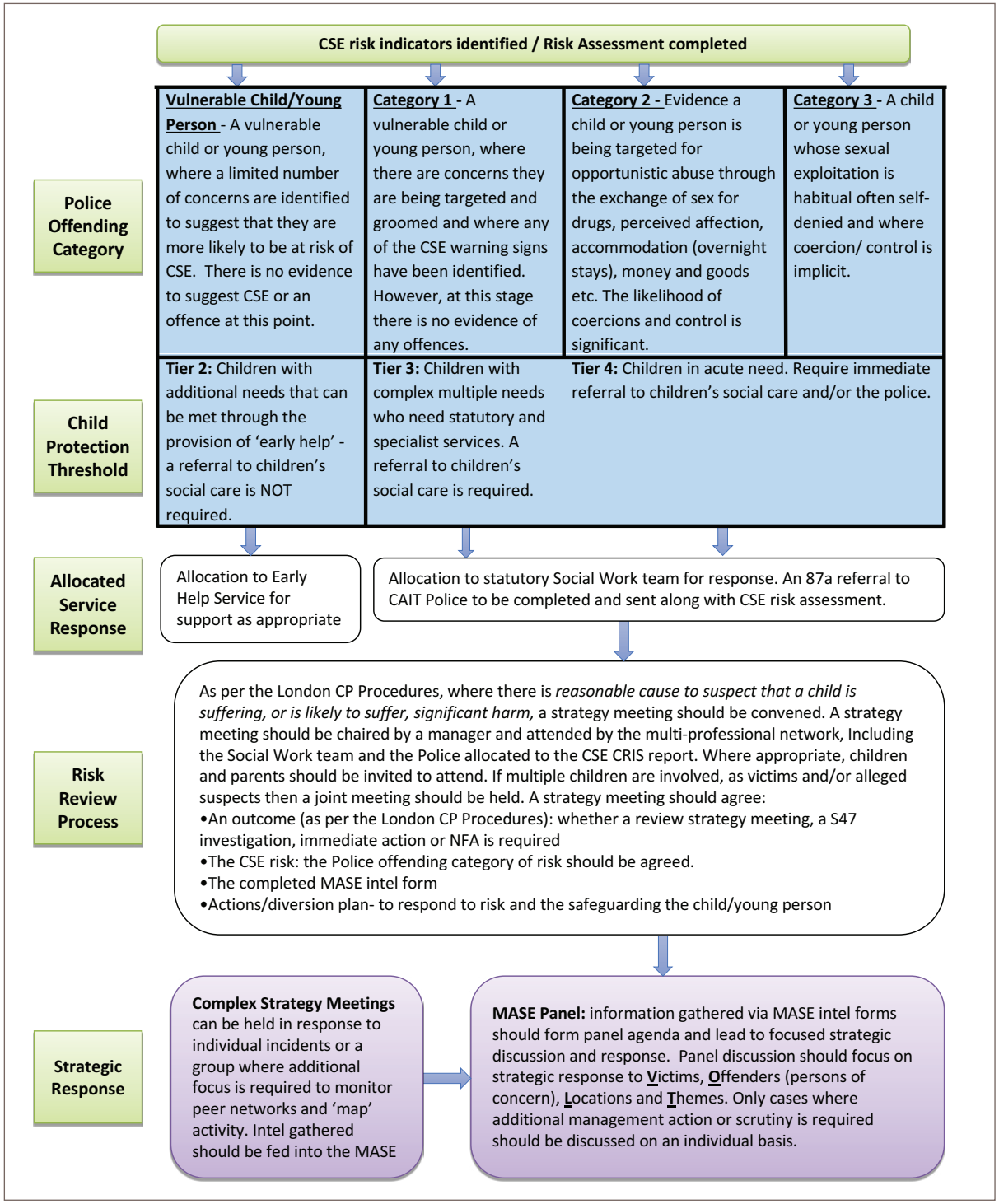
Unexplained money, mobile phones; phone credit, items, clothes, money; new nails; travel in taxis; gifts where payment is required at a later date; worries about having debts

Distrust of authority figures

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

Appendix B

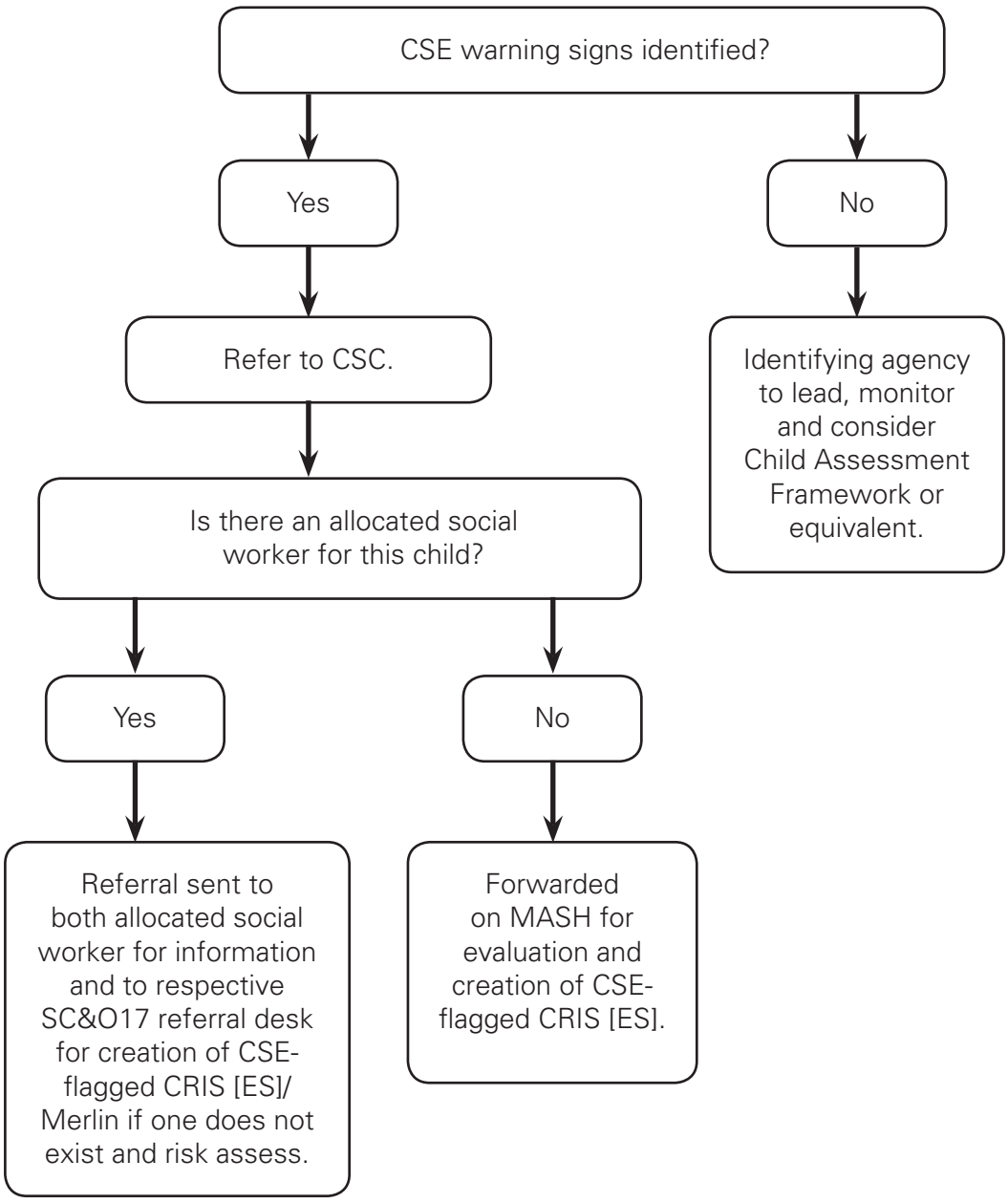
Child Sexual Exploitation flowchart



C Appendix

Child Sexual Exploitation – multi-agency referral pathway

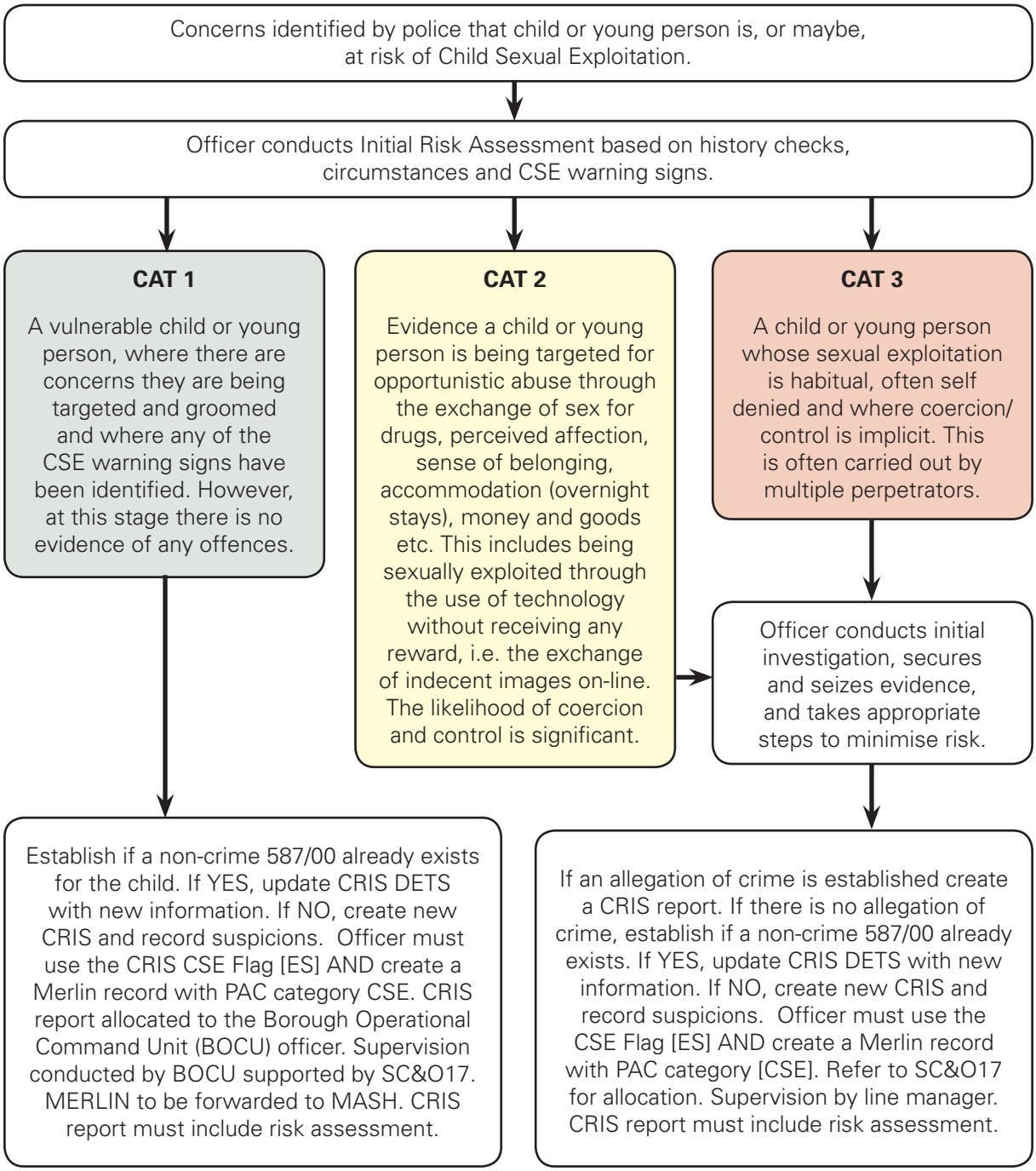
The following flowchart illustrates the pathway by which agencies such as education, health, probation and NGOs identify and refer cases of CSE, or suspected cases CSE.



Appendix D

Police reporting pathway and category levels

The following flowchart illustrates the procedure by which frontline police officers identify and respond to cases of CSE or suspected cases of CSE.



Appendix E

Police flags and outcome codes

Recording all suspicions of Child Sexual Exploitation

Relevant flags on CRIS, Crimint and Merlin must be used to identify all referrals or intelligence for CSE. The rationale for believing any suspicion of CSE must be entered on the DETS page within the CRIS report. It is recommended the rationale will include any of the CSE warning signs identified.

The MPS 'Branch Flags' are:

- **ES** – Must be entered onto the CRIS report to identify any investigation which involves a suspicion of CSE.
- **GE** – Must be entered to identify criminal investigations where the offence appears to be the responsibility of an 'exploitive group', e.g. the Rochdale scenario.
- **GA** – Must be entered to identify criminal investigations where the offence appears to be the responsibility of an 'exploitive gang'.
- **LA** – Must be entered onto the CRIS report to identify a Police Category 1 Sexual Exploitation Enquiry.
- **LB** – Must be entered onto the CRIS report to identify a Police Category 2 Sexual Exploitation Enquiry.
- **LC** – Must be entered onto the CRIS report to identify a Police Category 3 Sexual Exploitation Enquiry.
- **EU** – Must be entered to identify children who are suffering/involved in sexual exploitation 'online', e.g. by the use of any computer or other electronic devices containing social media apps, e.g. Facebook, Twitter, WhatsApp, etc.

A Non-Crime code of 587/00 has been introduced to create a CRIS report where concerns are raised about a child or children who may be subject to sexual exploitation even where no actual allegation of crime is made and no offence has been alleged. This code will be used to record enquiries/investigations and also to record multi-agency activity/partnership working and outcomes in such circumstances. The flag ES must also be entered onto the CRIS report. However, these reports relate to individual victims and not the number of times they have come to notice. This will reduce the time spent by officers completing repeat Non-Crime 587 reports and will ensure they remain victim-focused and not incident-focused.

Outcome codes to be entered at the conclusion of the investigation

- **MI** – Must be entered onto the Victims Code of Practice page of the CRIS report when a positive intervention for the victim is achieved.
- **FP** – Must be entered on the suspect's page of the CRIS report when any order is served on the suspect. This includes Section 2 Abduction Warning Notice Orders, Sexual Risk Orders (SROs), Notification Orders, Anti-Social Behaviour Orders.
- **FO** – Must be entered onto the suspect's page in the same manner when a Sexual Harm Prevention Order (SHPO) is served. This is because SHPOs already have a recording mechanism on the CRIS system.

- **FQ** – Must be entered onto the suspect's page of the CRIS report when a positive disruption to the suspect(s) has been achieved. This will include positive disruptions where a suspect has been charged as a consequence of a sexual exploitation investigation. This is regardless of whether the charge is related to a sexual exploitation offence or not, for example suspect charged with drug offences.

FP, FO and **FQ** flags are generated by going to the Suspect Elimination screen – On to circulation – click on circulations title then 'look up' – select finger and palm print results + SHPO then scroll down. **FP**, **FO** and **FQ** flags can be found there.

Appendix F

Multi-agency sexual exploitation meeting

Recommended attendees at MASE meetings

Core:

- Police – Local Borough DCI or DI (Co-Chair)
- LA Senior Manager (see page 20) (Co-Chair)
- Police – Local Borough CSE SPOC (DS/DC)
- Police – SCO17 SET SPOC (DS/DC)
- LA CSE Lead
- Health – identified CSE Lead(s)
- Education – identified CSE Lead(s)
- Youth Offending Service or Probation Service Manager
- CSE Charity/Commissioned Service, i.e. National Society for the Prevention of Cruelty to Children/Barnardos/ Children's Society/Safer London.

Attendees must be in a position of managerial responsibility or have strategic oversight of their area of business.

Optional:

- Police – Trident/Local Gangs Command
- Police – Sapphire/CAIT representative
- Drugs/Alcohol Teams
- Care Home providers
- Key Business Leads
- Transport for London (TfL)/ British Transport Police
- Borough Media Communications Team representative
- Police – Schools Officer/Supervisor
- LA Housing Lead
- LA Community Safety Lead
- LA Licensing Team Lead
- Other (as identified).

Recommended attendees at a Pre-MASE meeting

- LA Co-Chair
- LA CSE Lead
- Local analyst/coordinator
- Local police CSE Supervisor
- Local police CSE SPOC
- SCO17 SET SPOC.

Suggested MASE agenda

Part 1

1. Review of minutes/actions.
2. Case overview - presented under the **VOLT** mnemonic:

   Victim – Strategic overview/ issues/blockages/gaps

   Offender – Strategic overview/ issues/blockages/gaps

   Location – Strategic overview/ issues/blockages/gaps

   Themes – Strategic overview/ issues/blockages/gaps

3. Intervention/disruption and positive intervention discussion re: cases where one can be claimed. (Borough & the Sexual Exploitation Team's (SET's) SPOC or analyst/coordinator to present agreed FP/FQ & MI flags/outcomes).
4. Cases to be formally discharged at the MASE panel with a universal agreement that at that point there is no evidence of CSE/where the case has reached a successful outcome.
5. Cross-border issues including overview of children placed in/outside of borough.
6. Trafficking/NRM confirmed and potential cases.

Part 2

7. Presentation by analyst/relevant person (CSE SPOC) on the borough, problem profile/tactical assessment.
8. Intelligence – reports/gaps/taskings.
9. Information to be shared from other forums, such as MARAC, Gangs, Missing, MAPPA.
10. Panel activity plan around the four strands of prepare, protect, peruse and prevent (i.e. Tactical Plan for each borough's SPOCs & LA lead to develop) – tracked using a Tracker.

Example of a MASE information form

MASE INFORMATION FORM												
VICTIM/s												
1-Name/Alias			**DoB**		**Age**		**Gender**	Choose an item.				
Ethnicity	Choose an item.		**Disability/LD/SEN**									
Allocated Service		**Case Status**	Choose an item.		**Education Status**	Choose an item.		**School/ College**				
Gang Affiliated	Name gang / identify if matrix nominal				**Offending History and YOS/Police involvement**	List relevant Police unit/officer/ YOS worker offences and any orders/conditions/restrictions						
Date of CSE strategy meeting	Click here to enter a date.		**CSE strategy meeting assessment of police risk category**		**Vulnerable child/YP 0** ☐	**Category 1** ☐		**Category 2** ☐		**Category 3** ☐		
+ additional victim (copy and paste table)												
+ additional victim												
OFFENDER/s, SUSPECT/s or PERSONS OF CONCERN *(alleged or known)*												
1- Name/Alias			**DoB**		**Age**		**Gender**	Choose an item.				
Ethnicity	Choose an item.		**Disability/LD/SEN**									
Allocated Service		**Case Status**	Choose an item.		**Education Status**	Choose an item.		**School/ College**				
Gang Affiliated	Name gang / identify if matrix nominal				**Offending History and YOS/Police involvement**	List relevant Police unit/officer/ YOS worker offences and any orders/conditions/restrictions						
+ additional offender (copy and paste table)												
+ additional offender												
LOCATIONS												
Victim Address/s	Present placement/ home address		i.e. Victim 1 – home address		i.e. family home address							
Offender Address/s	Present placement /home address											
Additional Locations	i.e. incident location 1		i.e. incident location 2		i.e. gang borders		i.e. where located when missing		i.e. where located when missing		i.e. hotel name and location	
THEMES												
Missing episodes	Pattern of missing details - Dates time whereabouts located					**A&E Attendance**	Hospital name, attendance dates and information					
Cross Border Issues	List local authorities and any concerns					**Substance use**	Summarise usage and substance type					
CSE Model Type	**Primary**	Choose an item.				**Risky Internet Use**	website/platform and use.....					
	Secondary	Choose an item.					website/platform and use.....					
	third	Choose an item.					website/platform and use.....					
Trafficking	Summarise concerns and whether NRM has been completed					**Sexual Health Concerns**	Summarise known or suspected concerns and any engagement with sexual health services					
County Lines	Summarise locations and times etc...					**Sibling or Familial CSE link**	Identify if family member are linked to exploitative network and how.					
Radicalisation	Summarise any concerns and if referrals to PREVENT have been made											

Please click here for a downloadable version of this form

Appendix G

Police meetings

Daily Pacesetter – CSE should be a standing agenda item for these daily meetings. Any immediate concerns identified by this 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. Each LSCB should have an identified sub-group and named strategic lead responsible for coordinating responses to CSE and able to target preventative work through the police, CSC, non-government organisations and others.

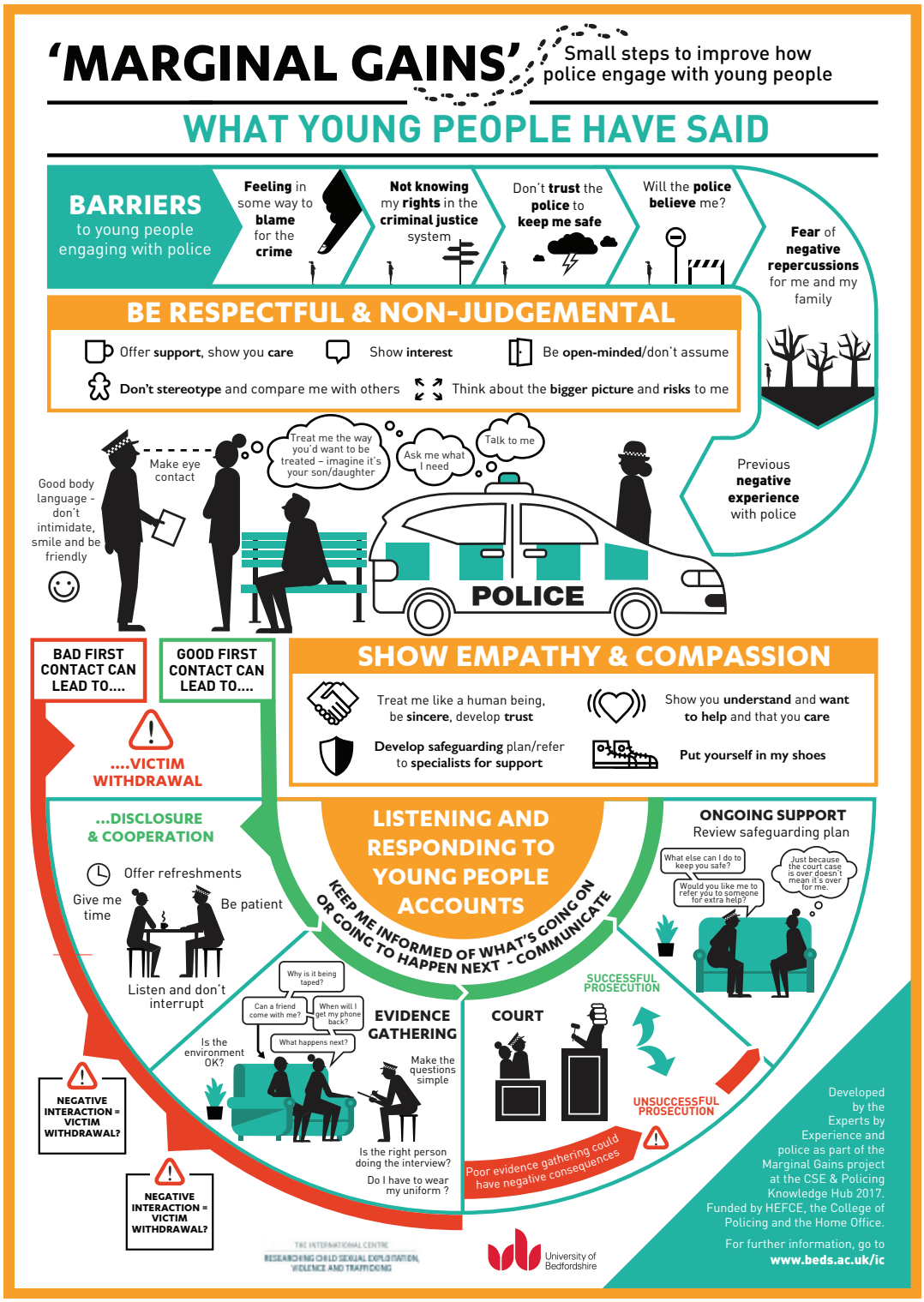
Fortnightly Tasking & Coordinating Group Meetings – CSE should be a standing agenda item at these police meetings. Police should review borough activity against CSE activity and task resources accordingly, in order to gather evidence and disrupt perpetrators in identified hotspots.

Monthly BOCU/Operational Command Unit (OCU) Crime-fighters Performance Meetings – CSE should be a standing agenda item at these police meetings. CSE should include a performance framework once a baseline set of data has been established and agreed.

Monthly meetings with the CPS – Police should establish a workable CPS/ MPS protocol for CSE and arrange regular quarterly meetings with the CPS to develop best practice.

Appendix H

Engagement with young people



Appendix

Tactical options and legislation

Positive action to assist in safeguarding and evidence gathering in relation to victims

- Partnership engagement. It is vital that relevant information about the young person held by professionals is shared so that Safeguarding Plans can be devised and intelligence gaps identified and filled. Strategy meetings, chaired by CSC, are an essential part of Child Protection Procedures and can lead to early help for the young person such as 'Team Around the Family', Child in Need Plans and sometimes Child Protection Plans. Ensure that all young people where there are concerns regarding CSE are discussed with CSC.
- Police National Computer (PNC) marker indicating the young person is at risk of CSE.
- Have all the people relevant to the child been made aware of the risk that they are facing? Referral to Parents Against Child Sexual Exploitation, CEOP, etc.
- Strategy meeting. Ensure all known relevant information is shared to enable the development of an effective Safeguarding Plan and identification of intelligence gaps that could be filled.
- Referral to voluntary sector support agency such as Banardos, WUSH, etc.
- Haven attendance in forensic sexual offence cases. Young people under the age of 16 can self-refer to Haven but their attendance may not be anonymous as an after-risk assessment referral to Social Care may take place.
- Early Evidence Kit. Retrieval of potential forensic evidence by first responders to a victim of serious sexual assault.
- Clothing. Consider seizing as evidence, especially underwear, even when no disclosure of sexual abuse has been made but concerns exist. May have to be done covertly without the child's knowledge.
- Mobile phones and social media. Seizure by lawful means, i.e. as evidence of crime, warrant, voluntarily provided, confiscation by school (see Government advice re: 'sexting'). Ascertain unlock codes, social media apps used, regular numbers dialled, etc.
- Oyster Card checks to investigate movement and locations attended by either victims or suspects. Police officers must request Oyster card data or TfL closed circuit television (CCTV) downloads using the STAR Database found through the A-Z guide on the Intranet site. http://intranet.aware.mps/tp/roads_and_transport_policing_command/13_tfl_data_requests/oyster_data++.htm
- NRM referral.
- Care Order – Section 31 Children Act 1989. The LA or an authorised person may apply to place a child in to the care of a designated LA, enabling them to share parental responsibility (PR). Application must be made prior

to the child reaching age 17 and will only be made by a court if it is satisfied the child concerned is suffering, or is likely to suffer, significant harm or the child is beyond parental control.

- Secure Accommodation Order – Section 25 Children Act 1989. If the LA deem a LAC (Care Order or accommodated with the consent of those adults with PR) to be at such significant risk of harm, then it can accommodate a child in secure accommodation for a period of no more than 72 hours without an order of the court. An order will only be granted where the child has a history of absconding and is likely to abscond from accommodation which isn't **secure and if they run away, they are likely to suffer significant harm or are likely to injure themselves or another. This** order leads to restriction of liberty and should only be considered where there are no alternatives. Less restrictive options should have been considered.
- Section 20 Children Act 1989. Every LA shall provide accommodation for any child in need within their area who appears to them to require accommodation as a result of there being no person who has PR or they appear lost or abandoned, or the person who has been caring for them is being prevented (for whatever reason) from providing suitable accommodation or care. The LA may provide accommodation if they consider that to do so would safeguard or promote the child's welfare. The LA may not accommodate if the person with PR and who can provide suitable accommodation objects. They may also remove a child from accommodation at any time.
- Emergency Protection Order – Section 44 Children Act 1989. Application is made by the LA or authorised person. Immediate removal of a child from the care of their parent or carer if they are at imminent risk of harm, for up to eight days. May also be made where Section 47 enquiries are ongoing and being frustrated by refusal to allow access to the child.
- Police Protection – Section 46 Children Act 1989. If a police constable has reasonable cause to believe that a child would otherwise be likely to suffer significant harm: they may be removed to suitable accommodation and kept there; or they may take such steps that are reasonable to ensure a child's removal from any hospital or other such place in which they are being accommodated is prevented.
- Inherent Jurisdiction – Section 100 Children Act 1989. To be considered by the LA when there are no other orders available under the Children Act 1989 to safeguard. Where perpetrators are known and it can be evidenced that the child has been sexually exploited, then injunctions can be sought. It can seek to impose restriction on named individuals to prevent them having direct or indirect contact with the subject young person, excluding them from the area in which the child lives and from using social media. The evidential basis is high and requires comprehensive information sharing between all partner agencies.
- Independent Sexual Violence Advisors (ISVA). ISVAs help the victim make sense of the system. They help the police by supporting the victim throughout the investigation. They help the prosecution by supporting the victim through the psychologically gruelling process of preparing to give evidence. They provide a link between the criminal case that is underway and the range of social agencies whose help may be needed. Victims find that an ISVA makes an enormous difference to the way they feel about what is happening to them. http://intranet.aware.mps/SC/SOECA_Command/14_Resource_Library/ISVAs.htm
- Return Home Interviews of missing children to be conducted and intelligence to be recorded on crimint or the Merlin PAC so it is searchable by all MPS personnel investigating CSE. Partner agencies should also refer any intelligence obtained in these interviews to the police.

- Trigger plans for missing children at risk of CSE. To include consideration of seizing underwear, phones and other clothing. Some regular high-risk missing young people may be the subject of a missing passport on which there is space to consider a CSE-specific trigger plan but if not, the trigger plan should be placed on to crimint and clearly titled 'CSE Missing Trigger Plan'.

- Victim ID suite and Child Abuse Image Database) (CAID). The officers are trained to analyse images and videos, not only of indecent images of children (IIOC) but of non-indecent imagery also. If officers have seized suspects and/or victims' computers and other devices, and have had them forensically examined, the unit can sift through the images using filters and also run them through CAID to establish whether they can identify any victims within. This is especially pertinent in 'hands on' jobs and CSE jobs whereby the suspect is a known 'hands-on' abuser. If you have large numbers of images from devices but have no way of putting names to those potential victims, e.g. by way of contact telephone numbers, email addresses and usernames etc., whether the images be IIOC or non-indecent images, the suite may be able to review them and identify them through the images alone. If you have had jobs whereby you know you have images of your victim and have not made the Victim ID Team aware, please contact them. It is essential that these images be uploaded to CAID to prevent other officer's worldwide investigating images that have already been identified. Contact SCO17 Mailbox – Victim ID.

- Product of Conception (POC). Consider seizing as evidence of rape/sexual activity with children. Before six-weeks' gestation there is minimal chance of a DNA profile being found, but after nine weeks there is a very good chance. If consent is given, then use 172 plus addition re: POC seizure. If consent not given, then a warrant will be required. This is a sensitive issue but successes resulting in victimless prosecutions have been had if dealt with carefully. For advice (police) see intranet: http://intranet.aware.mps/SC/Forensics/OCU_Sites/Operations/Sexual_Offences/ProductofConception.htm or contact IAT. 781036.

Positive action for offenders

- PNC marker for suspected perpetrator indicating they pose a risk.

- PNC marker on perpetrator vehicles. Consider automatic number plate recognition to provide information of vehicle movements.

- The Police National Database is a national information-sharing system that allows forces direct access to up-to-date information on crime, custody, intelligence, domestic abuse and child abuse held by other forces.

- Overseas conviction checks (otherwise known as ACRO checks) should be carried out on all foreign national detainees coming through custody. I24/7 should be checked by arresting/investigating officers when a foreign national detainee is brought into custody. This database can identify people of interest/wanted around the world. Many Designated Detention Officers have access to it and may be able to assist. The MET's Operation Nexus tackles foreign national offenders, call **767110 (0207 230 7110)**.

- Briefing sheets. Consider circulating pictures and details of potential victims and perpetrators along with vehicle details to all relevant people including police (include covert sources), local wardens, other enforcement staff, CCTV operators, etc. A method for police to notify the local Neighbourhood Policing Team (NPT) is through one of the buttons on CRIS (Support services, Other, Request Change, Safer Neighbourhood Referrals). A note for the NPT can be highlighted on the DETS pages.

- Financial investigation. Criminal Finance Teams (CFTs) comprise of Accredited Financial Investigators with specialist

knowledge and practical experience of the Proceeds of Crime Act 2002 and its application. Financial Investigation is a powerful tool when used as part of the investigative process, and substantially deters and disrupts criminality. Details of how to contact your borough or CFT is available on the Intranet: http://intranet/SC/OCC/003_Our_Units/Criminal_Assets/Criminal_Finance_Teams/index.htm

- The DBS was established under the Protection of Freedoms Act 2012 and merges the functions previously carried out by the Criminal Records Bureau and Independent Safeguarding Authority, to enable organisations in the public, private and voluntary sectors to make safer recruitment decisions by identifying candidates who may be unsuitable for certain work. Checks with DBS may identify if suspects of interest in a CSE investigation are working with children which may assist in risk assessing any threats posed. **E-mail fdit@dbs.gsi.gov.uk**
- Injunctions to prevent gang-related violence and drug dealing activity – Section 51 Serious Crime Act 2015. These prevent the respondent from engaging in, encouraging or assisting, gang-related violence or gang-related drug dealing activity.
- Anti-Social Behaviour (ASB) – Section 1 ASB, Crime and Policing Act 2014. Civil injunction to stop individuals engaging in ASB. Can be applied for by the LA, police or housing providers.
- Criminal Behaviour Order – Section 22 ASB, Crime and Policing Act 2014. Requested through the prosecution upon conviction of an offender. Prohibits offender from doing anything described.
- MPS Letter of Concern. The letter is designed to reinforce the steps that we take to protect a potential victim of CSE and disrupt the suspect/person of interest where legislation fails to provide. It's intended to be served by hand on an individual who cannot be served an Abduction Notice and it can only be served once the person has been spoken to by the Investigating Officer. The reason for crafting such a document was borne out of a number of recent SET Investigations where we firstly lacked evidence and secondly lacked such a letter to reinforce our warning. Please contact SET for a copy of the letter.
- Child Abduction Warning Notice (CAWN) – Section 2 Child Abduction Act 1984. Authorised by an inspector and to be considered when a child (under 16), being in the company of the suspect, causes significant cause for concern or they are a missing child having been found with the suspect on two or more occasions. Section 49 of Children Act 1989 enables a CAWN to be served as above but for children under 18 who are subject to a full care order. http://intranet.aware.mps/nr/generic/standalones/showDocument.asp?pageid={DD90EAE5-4373-4454-B981-766749FD2D6F}&resname=cawnuserguidev2.ppt&marking=None
- Abduction of Children in Care – Section 49 Children Act 1989. Where a CAWN is breached, police may give consideration to proceeding with criminal charges for the abduction of a child in care (care order, EPO, Police Protection Order (PPO)).
- Abduction of a child by other persons – Section 2 Child Abduction Act 1984. Where a CAWN is breached, consideration may be given to proceeding with criminal charges for the abduction of a child under 16 by other persons.
- Recovery Order – Section 50 Children Act 1989. Application can be made by the LA if the child is subject to a care order or EPO, and by police if a PPO. The court can direct a person to produce the child to a specified person.
- Arranging or facilitating a child sex offence – Section 14 Sexual Offences Act 2003.
- Meeting a child following

sexual grooming – Section 15 Sexual Offences Act 2003.

- Paying for the sexual services of a child – Section 47 Sexual Offences Act 2003.
- Causing or inciting the sexual exploitation of a child – Section 48 Sexual Offences Act 2003.
- Controlling a child in relation to sexual exploitation – Section 49 Sexual Offences Act 2003.
- Arranging or facilitating the sexual exploitation of a child – Section 50 Sexual Offences Act 2003.
- Failing to provide PIN code. Consult with the evidential lab to ascertain whether a phone can be accessed without PIN codes. If it cannot, contact the National Technical Assistance Centre (NTAC) for advice on 0207 901 4541 (Apple), 0207 901 45498 (hardware, embedded and mobile devices). If the NTAC cannot access the phone then consider the serving of a notice under S49 Regulation of Investigatory Powers Act (2000) (RIPA). NTAC are appointed gatekeepers to this process under the Codes of Practice and S71 of RIPA 2000. A Superintendent's authority is required. An application should be made to a Crown Court judge to authorise the issue of a S49 notice. The authorised S49 notice should be served on the subject in person and evidenced by way of a statement. If they refuse to provide the information within the timeframe, the offence under S53 is complete and CPS charging advice can be sought.
- Sexual Risk Order (SRO) – Section 113 ASB, Crime and Policing Act 2014. Where a person has carried out an act deemed to be of a sexual nature and who, as a result, is believed to pose a risk of harm to children. http://intranet/DCP/Legal_Services/02_Services/01_Litigation_and_Representation/index.htm#Sexual Offences Orders (SOO)
- Sexual Harm Prevention Order – Section 113 ASB, Crime and Policing Act 2014. Applied for where an individual already has a schedule 3 or 5 offence under the Sexual Offences Act 2003. http://intranet/DCP/Legal_Services/02_Services/01_Litigation_and_Representation/index.htm#Sexual Offences Orders (SOO)
- Human Trafficking – Part 1 Section 2 Modern Slavery Act 2015. A person commits an offence if they arrange or facilitate the travel of another person with a view to that person being exploited. It is irrelevant whether the victim consents to the travel. http://intranet/DCP/Legal_Services/02_Services/01_Litigation_and_Representation/index.htm#Modern Slavery Act Orders
- Slavery and Trafficking Risk Orders – Section 23 Modern Slavery Act 2015. Can be obtained by the police, the National Crime Agency (NCA) or immigration officers. An order may be made if there is a risk that the defendant will commit a slavery or human trafficking offence and that the order is necessary to protect against the risk of harm.
- Slavery and Trafficking Prevention Orders — Section 14–Section 15 Modern Slavery Act 2015. Can be obtained by the police, the NCA and immigration officers. Prevents and prohibits convicted defendants from activities which enabled them to commit trafficking and slavery offences.
- Forfeiture and detention of vehicles used in trafficking – Modern Slavery Act.
- Controlling or coercive behaviour in an intimate or family relationship – Serious Crime Act 2015.
- Restraining Orders and Non-Molestation Orders – Section 42 Family Law Act 1996, Section 12 Domestic Violence, Crime and Victims Act 2004.
- Seizure of the perpetrator's phones, computers, tablets and other storage devices, etc. This can be done at the time of arrest under Section 32 PACE or Section 18 PACE with an Inspector's authority if elsewhere.

- Social media. Consider Open Source checks to develop intelligence and/or further investigations. For advice: http://intranet.aware.mps/SCO/Met_Operations_and_Intelligence_Services/04_Covert_Governance_and_Intelligence_Compliance/ on+Line+and+Open+Source+Guidance.htm

- Government Agency Intelligence Network (GAIN). A multi-agency group which brings together intelligence and investigation staff from public-sector enforcement agencies to lawfully share intelligence and conduct joint investigations. Core group members include MPS, National Health Service, Department for Work and Pensions (DWP), NCA, Environment Agency, Food Standards Agency and many others along with accredited members such as the Association of Train Operating Companies, Tesco, the Post Office and Ladbrokes, to name a few. London GAIN Coordinator **Simon Rainbow 02072308874, Simon.Rainbow@met.pnn.police.uk**

- The London Regional Prison Intelligence Unit is responsible for the flow of intelligence between the Law Enforcement Agency, Her Majesty's Prison Service and Immigration Removal Centres (IRCs). This is enabled by Prison Intelligence Officers who are embedded within all eight London prisons and through liaison with Harmondsworth and Colnbrook IRCs, London Prison Anti-Corruption Team, Prison Dedicated Source Unit and supported by a Core Desk based at Cobalt Square. They can assist with general prison intelligence and applications to monitor telephone calls and/or mail sent by or to the prisoner. (Formerly PAS1 & 4 now OPT1 & 4). http://intranet/SCO/Met_Operations_and_Intelligence_Services/02_Met_Intelligence/don+Regional+Prison+Intelligence+Unit.htm

- Integrated Offender Management (IOM). IOM can complement other statutory multi-agency arrangements, such as MAPPA. It aims, among other things, to help local partners jointly to reduce crime and reoffending, improve public confidence in the criminal justice system and tackle the social exclusion of offenders and their families. IOM seeks to achieve this through a combination of interventions including enforcement, persuasive compliance, and supportive offender engagement. It should be noted that whilst offender engagement in IOM is not mandated, compliance with the requirements of the Court Order or License component of an IOM is mandatory. https://mappa.justice.gov.uk/connect.ti/MAPPA/view?objectId=6017680&exp=e1

- Image comparison. A service is available from Forensic Services at Lambeth Headquarters. This includes facial, clothing, object, vehicle comparison and Gait analysis. http://intranet.aware.mps/sc/forensics/ocu_sites/defs/audio_and_video_laboratory/imagecomp.htm

Positive action in relation to locations of CSE

- 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.

- **Schools.** By their very nature, schools and the area around them may be frequented by victims and sometimes targeted by CSE perpetrators, both adult and peer. Consider briefing school staff with identities, photos, vehicle details and possible perpetrator details. Ensure staff awareness of CSE is raised, Government advice regarding 'sexting' is followed, and confiscation

of phones is used when appropriate, e.g. to prevent continued circulation of indecent images and secure evidence of possible online grooming.

- **Hospitals, General Practitioner surgeries, termination centres, pharmacies, etc.** Staff at these locations need to be aware of CSE as victims of CSE will attend looking for health advice, such as the morning after pill or treatment for sexually transmitted infections or pregnancy, and quite often they are accompanied by perpetrators.
- **Children's homes.** Ensure CSE awareness of all staff working in care homes. Brief staff regarding identities of possible perpetrators and vehicles. Ensure missing episodes are reported correctly and link in with Missing Person Coordinator for repeat missing problem-solving ideas. Implement trigger plans when a child goes missing to ensure full debriefs and consider forensic retrieval of underwear and phones.
- **Parks, city centres, takeaways** and **taxi firms** are areas children are likely to meet or where first contact between victim and perpetrator may take place and/or sexual offending will occur. Community Safety Partnerships should be key in developing plans to disrupt CSE activity. Operation Makesafe awareness raising activity, CCTV, lighting improvements, patrols by police and local wardens, and covert observations should be considered. Licensing, Trading Standards, DWP and UK Border Agency enquiries may assist disruption of these locations due to illegal trading and illegal employees. Consider Closure Orders.
- **Private premises.** Housing – can be a source of useful information regarding LA social housing, housing associations and private landlords. Can, on occasion, gain access to premises and have a maintenance workforce who regularly access housing for repair work that may provide intelligence-gathering opportunities. London Fire Brigade may also be able to gain access to enhance intelligence picture. Police powers of entry should be considered such as Section 17 PACE where there are reasonable grounds to believe a person they seek is within the dwelling.
- When police are investigating offences they can apply for a warrant to enter and search, such as a Section 8 PACE warrant to look for evidence of an offence under investigation, Protection of Children Act 1978 to allow entry to search for indecent images, Section 50 Children Act to enter and search to recover a child subject of a care order, and Misuse of Drugs Act when the CSE evidence is insufficient but there is evidence of drugs.
- **Hotels.** A regular meeting place for young people and often used for drug, alcohol and sex parties. Operation Makesafe awareness raising should be considered on a regular basis with hotels in the area, as well as regular briefings with staff re: victims, perpetrators and vehicles used. Consider CCTV and booking details, including payment methods, to identify perpetrators. Forensic examination of rooms may be a suitable option.
- **Hotels in relation to CSE** – Section 116–118 ASB, Crime and Policing Act 2014. A senior police officer can issue a written notice to the owner, operator or manager of a hotel or similar establishment which they reasonably believe has been or will be used for CSE or related activities. The hotel is required, on request, to provide information to the police such as guest's names and addresses and other information which could be readily obtained from guests themselves.
- **Community Protection Notice** (CPN) – Section 43 ASB, Crime and Policing Act 2014. Can be issued by the LA, police or an agreed designated person such as a social housing landlord. The aim of a CPN is to prevent persistently anti-social conduct by individuals or businesses which is having a detrimental

effect, of a continuing nature, on the community's quality of life.

- **Dispersal Powers** – Section 35 ASB, Crime and Policing Act 2014. A senior police officer is able to authorise the use of dispersal powers in a specified area for up to 48 hours in order to reduce the likelihood of members of the public being harassed, alarmed or distressed, or to reduce the likelihood of crime and disorder in the locality.
- **Closure Orders** – Section 80 ASB, Crime and Policing Act2014. The police or LA can issue a Closure Notice in order to close premises (business or residential) which are being used, or likely to be used, for activity relating to CSE. A Closure Notice can shut down a premises for 48 hours after which a full closure notice would be needed to close down premises for up to three months.
- **Public Spaces Protection Order** (PSPO) – Section 59 ASB, Crime and Policing Act 2014. LAs can issue PSPOs after consultation with partner agencies. They can be enforced in areas such as parks and town centres. The order prevents unreasonable continuing behaviour such as congregation by groups causing ASB. Breach is a criminal offence.
- **Absolute grounds for possession** – Section 95 ASB, Crime and Policing Act 2014. Can be obtained by private-sector landlords and social landlords including LAs and housing associations. It is always best to link in with housing partners to consider what action can be taken against perpetrators.
- **Reviews of licensed premises** – Licensing Act 2003. Licensed premises have a duty to protect children on their premises from harm. Where they feature as a location for CSE then licensing teams should always be informed and consulted regarding what action is possible and could be taken.
- **Operation Makesafe.** This is an initiative to identify potential victims of CSE and, where necessary, to deploy police officers to intervene before harm occurs. The operation involves working with hotel staff, taxi drivers and licensed premises to identify potential victims. They should be given briefings to raise awareness of the issues, including what signs to look for and what information to give when they call the police.

Legislation

The Sexual Offences Act 2003 introduced a range of offences that recognised the grooming, coercion and control of children:

- section 14 – arranging or facilitating a child sex offence (child under 16);
- section 15 – meeting a child following sexual grooming (child under 16);
- section 47 – paying for the sexual services of a child;
- section 48 – causing or inciting sexual exploitation of a child;
- section 49 – controlling a child in relation to sexual exploitation;
- section 50 –arranging or facilitating sexual exploitation of a child; and
- section 57, section 58 and section 59 – trafficking into, within or out of the UK for sexual exploitation.
- The Act includes three broad categories of sexual offences against children.

Offences against children under the age of 13 (ss 5 to 8)

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. The offences are:

- rape;
- assault by penetration;
- sexual assault; and
- causing or inciting a child under 13 to engage in sexual activity.

The offences carry a maximum sentence of life imprisonment or 14 years' imprisonment,

depending on which offence applies.

Offences against children under the age of 16 (ss 9 to 15)

These offences apply regardless of whether the child consented to the sexual activity but, unlike the offences relating to children under 13, an offence is not committed if the defendant reasonably believed that the victim was 16 years or over. The offences are:

- sexual activity with a child;
- causing or inciting a child to engage in sexual activity;
- engaging in sexual activity in the presence of a child;
- causing a child to watch a sexual act;
- arranging or facilitating the commission of a child sex offence; and
- meeting a child following sexual grooming (under s 15 an offence is committed if an adult meets or communicates with a child on at least two previous occasions, and then meets the child, arranges to meet the child or (the adult or child) travels for such a meeting, where the adult intends to commit a sexual offence).

These offences carry a minimum sentence of 10 or 14 years' imprisonment, depending on which offence applies. Where the offender is under 18, the maximum sentence is five years' imprisonment. If any of these offences is committed against a child under 13, the defendant's belief of the age of the child is irrelevant.

Offences against children under the age of 18

There are a number of sexual offences in the Act that apply to all children under the age of 18. These include sexual offences where there is abuse of a position of trust (ss 16 to 24) and familial child sex offences (ss 25 to 29).

When children and young people who are at risk of CSE are found at repeat locations, orders such as the Child Abduction Notices (formerly known as Harbourer's Warnings) should be considered.

See also forthcoming APP on management of sexual offenders and violent offenders.

The Act also provides for offences specifically to tackle the use of children in the sex industry, where a child is under 18 (ss 47 to 50). These offences are:

- paying for sexual services of a child;
- causing or inciting sexual exploitation of a child;
- controlling a child in relation to sexual exploitation; and
- arranging or facilitating sexual exploitation of a child.

Section 67 of the Serious Crime Act 2015 creates a new offence of sexual communication with a child which will help ensure that young people are fully protected by the law and allow the authorities to intervene earlier to prevent more serious offending against children.

The new offence criminalises a person aged 18 years or over who communicates with a child under 16 (who the adult does not reasonably believe to be 16 or over), if the communication is sexual or if it is intended to elicit from the child a communication which is sexual.

The offence applies only where the defendant can be shown to have acted for the purpose of obtaining sexual gratification. Ordinary social or educational interactions between children and adults, or communications between young people themselves, will not be caught by the offence.

The offence extends to England and Wales and is subject to a two-year maximum prison sentence.

Modern Slavery Act in Sec 2

1. A person commits an offence if the person arranges or facilitates the travel of another person ('V') with a view to V being exploited.
2. It is irrelevant whether V consents to the travel (whether V is an adult or a child).
3. A person may in particular arrange or facilitate V's travel by recruiting V, transporting or transferring V, harbouring or receiving V, or transferring or exchanging control over V.
4. A person arranges or facilitates V's travel with a view to V being exploited only if:
    a. the person intends to exploit V (in any part of the world) during or after the travel; or
    b. the person knows or ought to know that another person is likely to exploit V (in any part of the world) during or after the travel.
5. 'Travel' means:
    a. arriving in, or entering, any country;
    b. departing from any country; or
    c. travelling within any country.

6 A person who is a UK national commits an offence under this section regardless of:
    a. where the arranging or facilitating takes place; or
    b. where the travel takes place.

7. A person who is not a UK national commits an offence under this section if:
    a. any part of the arranging or facilitating takes place in the UK; or
    b. the travel consists of arrival in or entry into, departure from, or travel within, the UK.

Other legislative Acts and Orders

The following Orders, Warnings and Notices can be used to help disrupt the exploitation of children and young people:

Sexual Harm Prevention Order (Mar 2015)

The new SHPO will replace the sexual offences prevention order and foreign travel order and may be made in relation to a person who has been convicted of or cautioned for a sexual or violent offence (including equivalent offences committed overseas) and who poses a risk of sexual harm to the public.

The SHPO may be made by a court on conviction for a sexual or violent offence, or by the magistrates' court on application by the police or NCA. A court may impose an order for the purposes of protecting the public in the UK and/or children or vulnerable adults abroad from sexual harm.

An order may prohibit the person from doing anything described in it – this includes preventing travel overseas. Any prohibition must be necessary for protecting the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

A SHPO will make the person subject to the notification requirements for registered sex offenders for the duration of the order (that is, it puts them on the 'sex offenders' register), if they are not already.

A SHPO lasts a minimum of five years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, must be renewed after five years.

In line with the existing position, breach of an order is a criminal offence punishable by a maximum of five years' imprisonment, the criminal standard of proof continues to apply, the person concerned is able to appeal against the making of the order, and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

Process maps for applying for a SHPO and standalone SHPO can be found in the attachments here and here, via the electronic version of this document.

Sexual Risk Order (Mar 2015)

The new SRO will replace the Risk of Sexual Harm Order and may be made in relation to a person without a conviction for a sexual or violent offence (or any offence), but who poses a risk of sexual harm.

The SRO may be made by the magistrates' court on application, by the police or NCA, where an individual has done an act of a sexual nature and, as a result, poses a risk of harm to the public in the UK or adults or vulnerable children overseas.

'Acts of a sexual nature' are not defined in legislation, and therefore will depend to a significant degree on the individual circumstances of the behaviour and its context.

The term intentionally covers a broad range of behaviour. Such behaviour may, in other circumstances and contexts, have innocent intentions. It also covers acts that may not, in themselves, be sexual but which have a sexual motive and/or are intended to allow the perpetrator to move on to sexual abuse.

As an indication, it is expected that examples of such behaviour might include the following (note that this list is not exhaustive or prescriptive, and will depend on the circumstances of the individual case):

- Those specified acts that were set out for the purposes of the previous Risk of Sexual Harm Order (some of which may be criminal in their own right), which included:
  - engaging in sexual activity involving a child or in the presence of a child;
  - causing or inciting a child to watch a person engaging in sexual activity or to look at a moving or still image that is sexual;
  - giving a child anything that relates to sexual activity or contains a reference to such activity; and
  - communicating with a child, where any part of the communication is sexual.
- Acts which may be suggestive of grooming (see section below), such as:
  - contacting a child via social media; and
  - spending time with children alone.
- Acts which may be suggestive of exploitation, such as:
  - inviting young people to social gatherings that involve predominantly older men or women;
  - providing presents, drink, and drugs to young people; and
  - persuading young people to do things that they are not comfortable with and which they had not expected.
- Acts which may be carried out in a gang or group of individuals of similar ages, 'peer-on-peer'.

A SRO may prohibit the person from doing anything described in it – this includes preventing travel overseas. Any prohibition must be necessary for protecting the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to a SRO is required to notify the police of their name and home address within three days of the order being made, and also to notify any changes to this information within three days.

A SRO lasts a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

As with the SHPO, breach of an order is a criminal offence punishable by a maximum of five years' imprisonment. The criminal standard of proof continues to apply, the person concerned is able to appeal against the making of the order, and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of SRO will make the person subject to full notification requirements.

The process map for applying for a SRO can be found in the attachment here, via the electronic version of this document.

Child Abduction Warning Notices (formerly known as Harbourer's Warning Notices)

Tackling those incidences where young people under the age of 16 years (under 18 if in LA care) are placed at risk of significant harm due to their associations and the forming of inappropriate relationships. Sometimes this is with individuals who are much older than themselves.

The issuing of a CAWN is a valuable safeguarding measure to:

- reduce repeat incidences of such children being missing from the care of those responsible for their welfare;
- reduce risk that such children are being exposed to;
- set out a clear, graduated and proportionate response to such cases;
- set out a clear procedure for the issue and audit of CAWNs so that they are evidentially viable and sound in terms of potential prosecution; and
- adopt a problem-solving approach to reducing instances of missing from home.

Links to other orders

- Police Protection – s 46 of the Children Act 1989.
- The Magistrates' Courts (Foreign Travel Orders) Rules 2004 – see also ss 114 to 122 of the Sexual Offences Act 2003.
- Harassment Warnings (Police Information Notices) – see also www.acpo.police.uk/documents/crime/2009/200908CRISAH01.pdf
- Anti-social Behaviour Act 2003. www.legislation.gov.uk/ukpga/2003/38/contents

Hotel Notices

Home Office (2014) Anti-social Behaviour, Crime and Policing Bill Fact sheet: Child sexual exploitation at hotels

The Anti-social Behaviour, Crime and Policing Act 2014 provide three new provisions for the investigation of CSE offences. Ss 116, 117 and 118 allow the police to issue a notice requiring the owner, operator or manager of relevant accommodation to disclose information where intelligence indicates the premises are being, or have been, used for the purpose of CSE. This includes preparatory or other activities connected to CSE.

The police, where they reasonably believe CSE is taking place, can request the owner, operator or manager to provide information about their guests. This includes the name and address, and other relevant information, e.g. age. The information supplied can be used as intelligence to support the investigation of any criminal offences which may have been or are being committed on the premises, thereby helping to identify paedophile rings and other organised groups involved in CSE.

J Appendix

Best practice for a Child Sexual Exploitation investigation

The purpose of this appendix is to ensure that there is a consistent approach to the way that CSE offences and concerns are investigated across all police investigation units.

One of the reasons for producing it is as a result of feedback from CSC in which they explained that different investigating units were not consistent in the way they engaged with partners. The requirement to hold strategy discussions or meetings applies to everyone who investigates CSE, and this document includes reference to such meetings.

Supervisor's actions

Basic intelligence checks to assess the threat level. There are some indicators like missing episodes that would increase the risk to a child.

Strategy discussion/meeting with CSC – Record the outcome of the discussion/ meeting on the CRIS and whether a S47 investigation has been agreed.

Produce a RARA risk assessment and set actions to minimise the risk to the victim and any risk that the perpetrator(s) pose.

Allocate a Senior Investigating Officer and open an action tab.

Record investigation strategy and set actions which should be recorded on the actions screen of CRIS.

Use appropriate flags on CRIS – **ES**, **EU**, **GA** and **GE**.

Supervise and review every 10 days

Investigating Officer's actions

Victim

Research profile/Intel snapshot on the victim and venues, and to include open source material.

PNC marker on the victim must be considered. If a marker is not placed on the CSE, record rationale why this is not appropriate. This PNC marker should be reviewed every six months or if there is a significant change in circumstances.

Early engagement is a priority and face-to-face contact with the victim should take place.

Initial victim contact should include consideration for forensic opportunities, including clothing for forensic examination and mobile phone(s) seized for downloading. (XRY).

Safeguarding plan for the victim (this should be a multi-agency plan). If there are any other siblings in the family, they must also be considered.

Referral through MASE – CSE CRIS updated with actions set at MASE.

Trigger plan if a repeat missing person and this should be placed on Crimint and PNC so it is searchable and available when required.

Positive interventions recorded as **MI** flag. Explanation in the Officers notes free text field of nature of intervention.

Repeat victim visit and establish/confirm enduring point of contact if appropriate.

Open source checks on victim's social media accounts.

Signpost victim and family to support agencies.

Any indecent images of the victim that are discovered may have been circulated on the internet. This means they need to be graded and then submitted to the Child Abuse Image Database (CAID). By doing this you will stop other police officers having to watch it and avoid them contacting victims who have already been safeguarded.

Indecent images of unidentified children should be discussed with the Victim Identification Unit in an effort to identify and safeguard them. The unit's contact numbers are 783814 or 780588 and they are based at Empress State Building (ESB) on the 16th floor.

Suspect

Full research on the suspect on police indices and open source. Is this a repeat suspect? If so this should emphasise the need to take disruptive action.

If the case is an online one (e.g. social media) it is important to conduct online research into the suspect and to use officers/staff able to accomplish this for you. Delays cannot occur solely due to lack of training in this area. MET Intel can assist with these enquiries.

Risk assessment in relation to suspect. Consider whether other children may be at risk as well.

Intervention plan – arrest, S2 Abduction notice, Sexual Risk Order or other interventions.

If the suspect is identified, there is an expectation that there will be some action taken to disrupt them.

Any suspects must be recorded on the suspect screen even if it is a non-crime CSE report. This enables analysis for repeat suspects.

Disruptions recorded as **FP**, etc. Explanation in the Officers notes free text field of nature of disruption.

Intelligence checks/development

- Crimint summary of initial intelligence, including the victim's and suspect's social media usernames.
- Subscribers check on phone numbers (victim/suspect) – results on crimint.
- Call data/cell-site, if applicable – results on crimint.
- Oyster card download – results on crimint.
- Trigger plan if a repeat Misper, including forensic retrieval considerations – summarised/held on crimint.
- Suspect Intel – to be placed on DETS.
- Create briefing slide for Met Bats.
- Source Unit tasking.

If concerned that there is an escalation or there are suspects that need targeting proactively, refer to SC&O17 Initial Assessment Team to review the category.

Closing report to include the following points:

- Family make up including siblings.
- Any identified risk to siblings, and action taken.
- Summary of the investigation to include partner's actions.
- The following in relation to the victim:
  - Victim's current residential status, e.g. at home/in LA care.
  - The current risk for the victim.
  - Did the victim engage with police or another agency?
  - Did the victim provide a VRI?
  - Did the victim's family engage with police or another agency?
  - Was there a positive intervention for the victim?
  - Long-term safeguarding plan.

- Any links to an organised crime group.
- Was a perpetrator identified and, if so, what action was taken? Has a positive disruption been recorded?
- Was a venue or location identified and, if so, what action was taken?
- Review period for any PNC marker on victim and suspect.
- If the victim has not engaged, consideration for review period to re-approach and engage with the victim.

Outcome code

Ensure that all positive interventions and positive disruptions are recorded on CRIS and that **MI**, **FP**, **FO** and **FQ** flags are recorded. The correct recording of interventions and disruptions enable us to demonstrate what the MPS are doing to combat CSE.

Notes

METROPOLITAN POLICE