



# East Midlands Child Criminal Exploitation Framework

## 2019 to 2021

**East Midlands Regional Improvement  
and Innovation Alliance**



## 1. Introduction

- 1.1 Tackling Child Criminal and Sexual Exploitation is one of the biggest challenges facing Local Authorities and Safeguarding Children's Boards. It is the responsibility of **all partners** to identify all children and young people at risk of exploitation to prevent them from becoming victims, and it is the responsibility of all partner agencies to protect and safeguard all children and young people who are experiencing exploitation from further harm.
- 1.2 The National Crime Agency have reported 5,866 mapped Serious and Organised Crime (SOC) groups in the UK; with an estimated membership of 39,414 young individuals. The scale of this challenge continues to grow, and The Children's Commissioner has warned *'of an epidemic of drug gangs being responsible for a child protection crisis; not dissimilar to the grooming scandals that have blighted many towns and Cities. In every area of the Country vulnerable children are being recruited into county lines activity. This is a national priority, many local authorities unaware of the scale and number of children affected'* (Keeping kids Safe: improving safeguarding responses to gang violence and criminal exploitation:2019)
- 1.3 The regional and national concerns and intelligence around the presence of county lines activity is one that cannot be ignored in relation to CSE and our strategies around it. While CSE may not be the driving force in county lines gangs exploiting children, females who are being groomed to hold or move drugs gangs become more accessible and therefore at higher risk of exploitation by members who will be trafficked to other county locations or entering relationships with gang members; sexual violence for both males and females is prevalent in respect of initiation and grooming. The link between the two is intrinsic and it must be considered together where there is county lines activity evidenced.

## 2. The purpose of the framework

- 2.1 This framework seeks to ensure a local and regional response that is effective and coordinated for children and young people at risk of CCE, and one which identifies potential risks early and seeks to reduce risk and harm through the offer of safety and support. The framework will be underpinned by a greater understanding of the problem and behaviours that will visibly challenge the abuse of organised crime and the impact on our children and their families.
- 2.2 The Framework is built around the concept of 5 P's:- **Prevent, Protect, Pursue, Prepare/Provide, and Partnership**

## 3. Commitment statement

- 3.1 Children and Family Services in the East Midlands Region, in conjunction with corporate colleagues, partner agencies, young people and their families, communities and are determined to provide clear direction to put our Children and Families at the centre of our work and to recognise CCE when confronted with it; to offer best response; to challenge ourselves and each other in order to achieve the best possible outcomes. In seeking to achieve this we, in **partnership** will work tirelessly to **prevent, protect, pursue** and bring to justice (**prosecute**) by ensuring that we are **prepare** and we will :-

- Focus and coordinate robust multiagency resources in relation to the identification and intervention support to those at risk of CCE.
- Implement effective guidance including the assessment of risk which supports practitioners in recognising and responding appropriately to CCE.
- Continue to develop and implement CCE training and awareness raising for practitioners.
- Ensure that children and young people across our region and their parents and carers, are aware of CCE and its effects.
- Ensure that children, young people in the community are aware of the issues around exploitation.
- Ensure that CCE framework is aligned to the child sexual exploitation, early intervention, domestic abuse and missing strategies.
- Aim to bring justice to the perpetrators of CCE and to ensure that children and young people are properly safeguarded in respect of any legal proceedings in relation to drug's offences, trafficking and modern-day slavery.
- Young people will be kept at the heart of our practice and their voice must be heard throughout and that this must be evidenced for the duration of their experience.

#### **4. Scope of the framework**

4.1 This framework responds to young people who are victims of any form of Child Criminal Exploitation (CCE):

4.2 It is imperative that there is a clear and accepted understanding of who these young people include:

- Trafficked within the UK with the intention of being used to commit criminal acts that benefit the trade of drug and criminal gangs
- Coerced into the supply, transporting and dealing of class A Drugs. They may be doing this within their local area, however they are often crossing one or more police force and local authority boundaries
- Coerced into carrying drugs, weapons and money to assist in the trade and movement of drugs.
- Involvement in the exploitation of vulnerable adults and the “cuckooing” of premises.
- Mostly male (with the exception sexual exploitation), but the possibilities of female in all areas of involvement should not be dismissed
- Potential perpetrators of CCE may themselves be children who are criminally exploited and that the victims of CCE may also be at risk of becoming perpetrators.
- Victims of Modern Slavery

#### **5. Ensuring Equality in our response to CCE**

5.1 We know that any young person can become a victim of CCE. CCE is the systematic abuse of power and control and is fundamentally linked to inequality. In responding to CCE it takes account of the broader inequalities. This does not replace the responsibilities set down by the Public Sector Duty (s149) of the Equalities Act 2010 to have a due regard for the need to eliminate unlawful discrimination, advance equality of opportunity, and foster good relations between different groups.

- 5.2 In the East Midlands Region are committed to equality and ensuring the human rights of all users and, in delivering the service, adheres to the Equality and Human Rights Act (2010).
- 5.3 Leicestershire County Council are collocated in The Safeguarding Hub, with Leicestershire police in September 2014. This began a partnership response to disrupt and identify CSE in our area and identify children who were vulnerable due to missing episodes. Leicester City social care joined the county in February 2017 and health professionals are also collocated. This amalgamation has created an environment for live time information sharing and collaborative risk and response assessments. The Safeguarding Hub will continue to review intelligence, up to date data which will be analysed to determine any areas where there are emerging indicators of under or over representation and that may need a stronger focus. The findings will consider potential of impact on families of victims and perpetrators' and ensure that consideration of any action to address indirect discrimination is given and responded to. In addition, the quality assurance framework will support rigorous qualitative evaluation to promote improved practice and to capture loudly the voice of the young people and the voice of parents and carers so that we can learn and improve the effectiveness of our practice.
- 5.4 In 2018 a combination of quantitatively and qualitative evidence suggested that males are less likely to seek help when being exploited. The hub developed a targeted plan to respond to this information which highlighted the need to raise further awareness of and further supporting of males who had experiencing CSE. As part of the East Midlands CCE group Leicestershire partners will join with regional colleagues to develop this work further.

## 6. Defining and Understanding Criminal Exploitation

- 6.1 The East Midlands Regional CCE Group, of which Leicestershire County Council are a member, have agreed, and are committed to use definition of Child Criminal Exploitation provided by the Home Office:
- “Child criminal exploitation occurs where an individual or group takes advantage of an imbalance of power to coerce, control, manipulate or deceive a child or young person under the age of 18 into any criminal activity (a) in exchange for something that victim needs or wants and/or (B) for the financial or other advantage of the perpetrator or facilitator and/or see bracket through violence or the threat of violence. The victim may have been criminally exploited even if the activity appears consensual. Child criminal exploitation does not always involve physical contact; it can also occur using technology”*
- 6.2 This clear definition underpins and will remain central to partners commitment for joint understanding and key principles underpinning our multiagency response to Child Criminal Exploitation and will support our achieving the key objectives of the Strategic Group and Multi-agency Action Plan.
- 6.3 Understanding that young people may become involved for many reasons, commonly they may suffer with low self-esteem. This can then make them vulnerable to unwittingly becoming involved in situations which ultimately exploit them. It is very common for children and young people not to recognise that they are being abused due to grooming methods often used by perpetrators.
- 6.4 The needs of children particularly of young people aged 16 and 17 years are likely to be overlooked that this reason. Although faced with limited choice they may believe themselves to be acting voluntarily. It may take many weeks or months practitioners who work with young people to build their trust and help them to recognise that they are being exploited.

## 7. The Criminal Exploitation of Children includes a combination of:

- 7.1 **Pull factors:** children performing tasks for others resulting in them gaining accommodation, food, gifts, status or a sense of safety, money or drugs; often the hawk is through the perpetrator supplying class B drugs such as cannabis to the child or young person.
- 7.2 **Push factors:** children escaping from situations where their needs are neglected and there is exposure to unsafe individuals, where there is high from the conflict or the absence of a primary attachment figure;
- 7.3 **Control:** brainwashing, violence and threats of violence by those exploiting particularly when the child or young person is identified by the police, they are expected to take full responsibility for the offences to which they are charged- i.e. possession and supply of illegal substances.
- 7.4 Care and vigilance are critical to early identification and successful intervention.

## 8. Understanding Criminal Exploitation in a wider context

- 8.1 The adopted definition of CCE as described above offers clarity and insight into what Criminal Exploitation is. However, there are strong links that need to be understood between children and young people being at risk of exploitation and other behaviours, missing **from home or care**. Significant evidence highlights the children and young people who go missing from home or care are at increased risk of being or experiencing criminal exploitation and sexual exploitation. It is therefore essential that partner agencies continue to act rigorously to reduce incidents of children and young people going missing. Additionally, the best efforts to locate a child or young person if known to be missing is required, and once located agencies must ensure that they apply their processes in place to assess why a child or young person went missing, what they experienced whilst missing and how any future risk of that child or young person going missing could be reduced.

## 9. Criminal Exploitation and Legislation

- 9.1 Wider legislation and guidance help us to understand the nature of Child Criminal Exploitation and Organised Crime. For example:
  - Safeguarding Children and Young People from Sexual Exploitation: Supplementary Guidance to Working Together to Safeguard Children (DCSF 2009)
  - Modern Slavery Act (2015)
  - Safeguarding Children who may have been Trafficked (DFE 2009)
  - Office of the Children Commissioner Report Gangs and Groups CDE
  - Criminal Exploitation of children and vulnerable adults: County Lines guidance (Home Office 2018)
  - County Lines Violence, Exploitation & Drug Supply, National Briefing Report (Home Office, 2017)

- Children and Young Person's Missing from home, Education or Care (2014)
- Child Exploitation Disruption Toolkit (Home Office 2019)
- Serious Violence Framework (Home Office Apr 2018)
- National Referral Mechanism (NRM)
- National County Lines Coordination Centre (National Crime Agency Sept 2018)

## **10. Child Criminal Exploitation in Leicestershire**

- 10.1 There have been good developments across regional local authorities in relation to CCE, particularly in respect to young people involved in drug trafficking, county lines and modern-day slavery. Partnerships have formed to develop a multi-agency, cross regional response which include practice development, identification, managing the risk of individuals and workforce development.
- 10.2 Having the advantage of an already well-established, effective multi agency CSE and missing from home safeguarding hub has provided a strong opportunity for partners to build on and develop the wider issues of the CCE of young people and the intrinsically linked issue of Domestic Abuse, without losing sight of CSE as a specific type of exploitation.
- 10.3 To assist with this Social Care staff already provide an enhanced response to contacts and referrals of CCE and domestic abuse which is supported by the unit's rich environment that encourages collaborative information sharing and combined risk assessment, resulting in live time activity jointly led jointly by Social Care and the Police. Shared intelligence and partnership working are informing our ability to plan, protect and prosecute.

## **11. Our local picture of CCE in its wider context is emerging and reporting activity is increasing. for example:**

- 11.4 There are currently five confirmed county lines which are either active or have been active in the past 6 months. County lines work in both directions with drugs coming into and leaving the LLR area with confirmed links to West Midlands, Northamptonshire, Warwickshire and London. More are suspected.
- 11.5 Nationally, methods of transportation vary, however the rail network and hire cars are extensively used. In Leicestershire the market towns of Loughborough, Hinckley, Market Harborough and Coalville have been affected. The true scale of criminal exploitation in Leicestershire is not yet known.
- 11.6 Leicestershire's data analysis shows that boys are reported missing more frequently than girls the most prevalent age for both is 12-15 years.
- 11.7 Three boys reported as our most frequent missing children are believed to be involved in County Line activity. Multi agency working is a priority to develop local national picture around drug supply, current trends and criminality.
- 11.8 Operation Lionheart (9<sup>th</sup> April 2019; three weeks of intensive police activity) 124 warrants executed 87 people arrested. 82 people were charged. 15 vulnerable adults were identified, and 15 vulnerable children were all found to be engaged in some form of criminal activity.

- 11.9 Leicestershire County Council continue to receive a consistently higher proportion of referrals compared to Leicester City Council and Rutland County Council.
- 11.10 Partners working willingly and co-operatively to ensure Operation Lionheart achieved maximum success.

## **12. Leicestershire County Council's Response to Future Proofing against CCE**

- 12.1 The potential scale of CCE remains unknown, however past learning from CSE and early indicators are such that we need to be ready to respond in a co-ordinated, systematic and targeted manner to enable successful outcomes. We will do this through the contextualising of CCE safeguarding using a model that links a young person's home environment, to their peer network, their school and educational environment and the neighbourhood and community within which they live (see Firmin 2013).
- 12.2 In recognition of the complexity and the envisaged scale of CCE the early appointment of a second Service Manager, with a specific portfolio to include operational responsibility for CCE including CSE, missing from home, out of hours, Domestic Abuse and initial screening to the First Response Children's Duty has been created. The post will enable the fight against CCE by drawing on existing learning, adopting a contextual safeguarding approach ensuring that complex safeguarding is joined up and everyone's business and as such found early and prevented from developing.
- 12.3 An LLR task and finish group, under the direction of the CCE Coordinator, are identifying key performance data/indicators to inform the delivery plan and develop the partnership operational response to CCE.
- 12.4 Adult safeguarding has representation at the vulnerability Operations group from adult services; this is in recognition of the increased vulnerability of the transition into adult services for our young adults.
- 12.5 All professionals' meetings are and will be attended by a representative of adult services if a vulnerable adult is identified in relation to any county lines activity; cuckooing being a particularly relevant and concerning issue.

## **13. This critical and timely appointment of Leicestershire County Council's Service Manager responsible for CCE, will:**

- Be one of two service managers in First Response duty team, with a portfolio that includes operational responsibility for CCE & Missing Children, consolidated with a Domestic Abuse Team. The post also has line management responsibility for our Out of Hours' service. The later three teams are all collocated alongside Leicestershire police in a multi-agency Safeguarding hub dedicated to safeguard children from all forms of exploitation.
- Oversee and support the continuing development of the East Midlands regional and Leicestershire County Council's delivery key priorities and the CCE Action Plan.

- Be jointly responsible, alongside the Detective Inspector, and in partnership with Leicester City's designated Senior Manager, continue to secure the effective deployment of partnership staff to respond to CCE investigations inclusive of cross border criminal activity.
- Maintain operational oversight of the day to day business of the hub.
- Act as a conduit for the effective sharing of information with other stakeholders to ensure live issues and new developments are known and understood.
- Secure a proactive and timely response to intervention both preventative and protectively.

### 13.1 **Already Leicestershire County Council have:**

- Led in the development of the regional response to tackle CCE and develop improved information sharing across borders.
- Identified a CCE pathway to services and resources.
- Delivered training to staff and partners in identification of CCE.
- Raised awareness with schools, GPs and the community safety partnerships regarding through consultation and briefings.
- Launched the "Gang association Tool".
- Gathered and develop intelligence leading to successful association mapping, the development of risk assessments and safety plans for children involved in this activity.
- Identified an increase in male referrals, which may relate primarily to drug and criminal exploitation. This may be attributed to the introductory training on Gangs and County Lines and the role out of the "Gang Association Tool" being used by the First Response Team and distributed across fieldwork teams.
- Established a strong relationship with the Office of the Police and Crime Commissioner who continue to provide support.
- Work across the partnership, from the Vulnerability Operation group, to look at how the funding from the OPCC for CCE is now being utilised to support the CCE Coordinator in strategic development of an integrated approach to Child Criminal Exploitation across the partnership, including Leicester City and Rutland.
- Facilitated a youth summit, creating an opportunity to hear the child's voice around issues including youth violence, knife crime, drug and alcohol abuse and CCE.
- Facilitated safeguarding advice and support at the Small Business Summit held in March 2019.



13.2 A key driver locally is, and must be, being able to demonstrate that partners, parents, young people and professionals are able to spot the signs of criminal exploitation early and to know how to act.

## 14. Impact of CCE

14.1 Every child deserves the right to grow up in a safe, stable and secure environment. In The East Midlands we believe that the best and safest place for children is, wherever possible with their families and in their own communities. However, the experience of CCE can reduce the resilience and confidence of even the strongest individuals, families, professionals and groups. The impact is devastating and often leaves people feeling powerless and having no control or influence:

- Child criminal exploitation can affect the whole family.
- As part of the grooming process, the perpetrator will deliberately seek to sever family relationships and instil a sense of distrust by the child towards their family.
- Leave families isolated, unable to protect their child and in fear of reprisal.
- The child might act violently or out of control, leading to possible problems at school or with the police.
- Relationships or marriages can come under stress.
- Parents own mental health can be seriously challenge including the development of anxiety disorders, self-harm and suicide attempts.

## 15. Our Vision

15.1 *Leicestershire is a place where criminal exploitation will not be tolerated; where people will not be judged, will enjoy equality and respect and live free from the fear of reprisal from organised criminals. Criminal Exploitation must become everyone's business and we will work tirelessly to support the full understanding of CCE and the implementation of Fimin's contextualising safeguarding model of delivery.*

15.2 Leicestershire County Council will continue to enjoy and are committed to the co-location of the CCE service with health partners and Leicestershire police which will continue to create opportunities for cross border information sharing and joint targeted work when children develop associations. Our vision continues to value the additional benefits of co-location with Leicester City and Rutland social care partners which further strengthens the co-ordinated sharing and action planning for those young people and operational activity that cuts across our nearest neighbours.

15.3 Our commitment to the Framework and the East Midlands CCE standards are firmly to the early identification, prevention and protection of young people and their families from CCE will be built on a continued emphasis of the need to develop greater recognition and understanding of CCE and its many manifestations along with pursuance of changing thinking processes, associated feelings and behaviours necessary to secure both immediate and long-term impact.

15.4 Changing thinking, feelings and behaviours

- Changing thoughts, beliefs, values and behaviours toward CCG has started with challenges of organisational attitudes to CCE. As part of our framework, it tasks itself with driving necessary changes required to continue to effect cultural change and empowering practice across the organisation through strategic leadership, operational management and supervision.
- Raising awareness, educating children, families, communities and professionals will secure a greater understanding of expectations about what to expect from friendships and relationships as they grow up. It will prepare people better to understand and know how to reject and respond to important issues such as peer pressure, bullying, isolation and fear. It will enable and ensure that the right action at the right time and contact with the right people is taken.
- In changing the way, we think and feel we will change the way in which we act and behave which will result in increasing public awareness and vigilance. Continuing to improve public understanding of CCE will allow for us to achieve our key principles:

## 16. Key Principles

16.1 The Key principles underpinning our community and multiagency understanding response to child criminal exploitation include:

- Recognition that criminal exploitation can include sexual, physical and emotional abuse as well as in some cases neglect.
- Understanding that children do not make informed choices to enter or remain in exploitative relationships, but do so from coercion, intimidation, violence, enticement, manipulation or desperation.
- CCE covers a range of vulnerabilities which will need different approaches and responses from a range of agencies.
- Parents and Carers are in most cases are key to the protection of children exposed or part of CCE.
- Locally it is recognised that CCE, county lines activity, youth gang violence issues, Domestic Abuse and CSE are intrinsically linked.
- Criminally exploited children and young people should be treated as victims of modern-day slavery under the category of force labour and potentially trafficking and this should be used in mitigation during any criminal proceedings.

## 17. Key Objectives

17.1 **The key objectives of the Strategic Group and Multi-agency Action Plan will be:**

- **Prevent** young people becoming at risk and raise awareness of Criminal Exploitation.
- Identify, safeguard and **protect** victims of CCE.
- Identify and monitor vulnerable locations across the area **pursing** opportunities to disrupt.
- In **partnership** empower those affected by criminal exploitation by supporting them to identify strategies to exit and withdraw safely.

- **Prosecute** perpetrators bringing them to justice using modern day slavery and trafficking legislation.
- **Prepare** to maximise operational solutions through joint **provision** with local, regional and national partners to disrupt county lines and reduce associated criminal exploitation and youth violence.

#### 17.2 **This framework and joint working are underpinned by:**

- A strong commitment from leaders and senior managers with clear lines of accountability.
- Clear governance, operational structure and stand-alone action plan defining the here and now and future and is aligned to the LSCB business plan.
- Clear risk management and risk action planning processes into tandem with safeguarding policy and practice.
- Shared understanding of the problem of child criminal exploitation
- Clear information sharing agreements, protocols and guidance.
- Clear pathways for referral depending on the threshold need.
- Collective training and briefing sessions for all practitioners, elected members and the wider community.
- Effective coordination by the LSCB
- Clear communication framework.

## 18. Prevent through Early Identification

18.1 Action to tackle child criminal exploitation should be proactive focusing on prevention early identification and intervention as well as on destructing activity and prosecuting perpetrators (The 5 P's). It's important the cases to be risk managed so that interventions to support and safeguard young people are at the appropriate level according to the risk score and that this process supports and encourages the gathering of evidence to increase the chance of successful criminal prosecutions of their perpetrators, thereby safeguarding potential future victims.

18.2 Early identification to take prompt preventative action and early intervention is likely to be far more effective than intervention at a later stage when the impact on the child or young person's health or development is likely to have escalated. Prevention strategies should therefore be regarded as a key part of agencies approaches to child criminal exploitation. Early identification that a young person is at risk of, or experiencing, exploitation and involving their family's early can be a key step in helping them to achieve good outcomes.

18.3 Parents are the primary safeguard of a child, with 90% of exploited children living at home. Parents are providing the 24/7 support when others are no longer there. Parents and family carers are best placed to understand their child, to identify changes in behaviour and to intervene early when risks are identified. Recognition that as part of our framework it is important to:

- Support parents so that they can explore their own feelings in a safe and non-judgemental environment. Parents who are informed about CCE and grooming can begin to see why their child has become a changed person since the abuse started.

- Focus on the young person's needs and recognise the fact that they are not always aware, recognise or acknowledge that they may be in an exploited situation.
- Ensure a need led assessment and a child and family centred approach is needed.
- Know that Looked after children are particularly vulnerable to child criminal exploitation and going missing from home or care.
- All care plans will consider the risks in relation to individual children and their carers will be informed and supported to manage their own feelings and anxieties.
- Effective interagency planning for all look after children needs to consider risk and resilience and the use of worry statements and safety planning with the young person to consider how they are best kept safe. A key strength of the regional group in the Midlands is a joint agreement to the commitment of locating children when they go missing.
- Recognise the vulnerability of young people leaving care can increase due to the reduction in services immediately round them. Living alone could make them possible targets for cuckooing. Ensuring good planning continues and that young people have a routine will increase their resilience.
- Provide Children and young people with preventative education at the earliest opportunity providing them with critical thinking skills and knowledge in relation to safe and healthy relationships this will help them to avoid situations that put them at risk of child criminal exploitation and know who to turn to if they need advice and support.

18.4 Agencies have a responsibility to do what they can to **prevent** children and young people becoming victims of child sexual exploitation. All staff should recognise when a child or young person involved in or at risk of exploitation because of training and by being aware of the vulnerabilities and warning signs and risk indicators and should be aware of what action to take to ensure that the child or young person is appropriately safeguarded.

18.5 Their full involvement is vital if children and young people are to be effectively supported an action is to be taken against perpetrators of criminal exploitation stop all agencies should be alert to the risks of child criminal exploitation and be able to act and work together when an issue is identified.

## 19. The role of partner agencies in Safety and Support

### Children's social care

19.1 Children social care has the lead responsibility for responding to children and young people at high risk of criminal exploitation and act in accordance with their responsibilities under the children act.

- 19.2 Following a referral children social care have a duty under section 17 of the children act 1989 to ensure that the needs of all children and young people who are involved in, or at risk of, being criminally exploited are assessed and that appropriate multi agency engagement and appropriate interventions are taken.
- 19.3 Social workers will ensure that for ongoing or open cases in children social care that children and young people's needs are met, employing a multiagency approach. The risk of harm to the child or young person will be reassessed considering any emerging information relating to criminal exploitation and any existing plans amended accordingly.
- 19.4 Long-term support for young people affected by criminal exploitation is provided, ensuring that they are fully supported to reduce any further risk. If an existing plan exists, the plan to reduce the risks of criminal exploitation will be incorporated into this plan. For example, a child in need for a child protection plan.
- 19.5 Children's social care continues to work in partnership with the police and the local safeguarding children's board, coordinating, chairing and attending multiagency child exploitation meetings, promoting the sharing of intelligence across agencies to reduce the risk of criminal exploitation to vulnerable young people across the authority.

## **Police**

- 19.6 Leicestershire police have a responsibility to recognise and be able to identify children at risk of criminal exploitation and to make appropriate risk assessments and referrals to safeguard that child from any further danger/exploitation. Alongside this it is paramount that Leicestershire police provide the necessary training and guidance to all officers regarding CCE and the risk factors to look out for to identify and effectively deal with a child potentially in need. This training needs to be in line with the Home Office standards and in keeping with partner agency protocols and guidance. Similarly training and guidance will be provided on how officers can deal with offenders identified to be linked to CCE.
- 19.7 Leicestershire police have a duty and commitment to provide and share intelligence to appropriate partner agencies in relation to county lines and potential suspects and groups which may act to reduce numbers of children at risk. Therefore, alignment with the youth offending services and the early intervention teams are essential. There should always be support system in place to ensure that any child or family that are deemed to be vulnerable and at risk are monitored and supported until their risk level can be reduced.

## **National probation service**

- 19.8 The national probation service is responsible for the management, assessment and rehabilitation of predominantly high risk and MAPPA eligible offenders and supporting victims of crime. Thus, the promotion of safeguarding practice extends to all areas of service delivery. This includes;

- A pre-sentence stage to assess the risk of serious harm presented by an offender towards children and young people and the recommendations of sentencing options to mitigate and reduce such risks.
- Working directly with offender in the community and imprison through the statutory supervision framework to target their criminogenic needs and the associated risks to young people.
- Direct case management and supervision, interventions which address domestic abuse, mental health issues, substance misuse and violence and sexual offending.
- The national probation service works on a statutory basis with victims of offences specified within schedule 15 of the criminal Justice act 2003. This allows for the child's voice to be heard in respect of sentence planning, risk management activities, the formation of licence conditions to manage any risks to children (which can include no contact or supervise contact, exclusion zones, directed residence and prohibited activities).
- Cases managed through the MAPPA framework facilitates the safeguarding responsibilities of local authorities and provides further accountability to a collaborative approach to the management of safeguarding practice.
- The need to take all actions necessary to safeguard children is a priority within the national probation service delivery. The focus and emphasis of the NPS is on managing risk to children (with a corresponding focus on welfare in the context of risk management). This, through the NPS assessment process safeguarding; is a clear requirement within each offender assessment system (OASYS) and practitioners have the very clear expectation that sentence plans are constructed collaboratively with the offender and include specific objectives targeted at safeguarding.

## **Youth offending Service**

19.9 A primary objective of the YOS is to prevent offending by children and young people by confronting young offenders with the consequences of their offending and helping them to develop a sense of understanding and personal responsibility. This is a key service in the early identification and prevention of CCE and the principles that underpin the approach that will support the CCE framework include:

- Intervention which tackles the risk factors associated with offending-personal, family, social, educational, health, drugs, accommodation, peer group pressure, low self-esteem, poor academic achievement etc.
- Ensuring punishment proportionate to seriousness and persistence of offending, with range of penalties available to the Courts (referral orders, youth rehabilitation Orders and Custody).

- Encourage reparation to victims or to the community by young offenders.
- Reinforcing and supporting the resilience and responsibility of parents.
- Working in partnership with a range of criminal justice agencies.
- Ensuring that identified vulnerabilities such as CCE / CSE are developed through the youth offending service in line with the CCE framework and action plan.
- Ensure intelligence is shared in a timely way.

## **Education**

19.10 Education settings are important to the delivery of the CCE framework. All education services should provide:

- A conduit to expert advice and guidance available to schools and academies in relation to the identification of those students at risk of CCE.
- Offer appropriate support to students whose education is impacted by CCE.
- Support mechanisms to give due consideration to the antecedent that CCE places on students in relation to their behaviour, attendance and engagement.
- Support the development of bespoke training education/school/academy staff that aims to identify and support those students within local schools/academies that are at risk of or subject to CCE.
- Actively support the development of a wider level of understanding of CCE across and with the local authority and facilitate this process through key services including student focused forums, head teacher forums, child protection coordinators forums, governors' forums, special educational needs and all educational structures within and involving the local authority.

## **Voluntary agencies**

19.11

- Collaborative work with The Warning Zone, an interactive environment focussing on online grooming, radicalisation, criminal exploitation, knife crime and environmental hazards will continue to deliver and support the CCE framework.
- During the last academic year 244 primary schools visited The Warning Zone, This equates to 10,250 children from across LLR.
- The County Council is now collaborating on the development and design of a unique zone on Criminal Exploitation.
- National Referral Mechanism (NRM) is the framework for identifying victims of human trafficking or modern slavery and ensures they receive appropriate support. The NRM grants a minimum 45-day reflection and recovery period for victims of human trafficking and modern slavery. When a young person is from another Local Authority area,

information should be passed to Children's Social Care or Youth Offending Service from the responsible area, so they can complete the NRM referral process.

- National County Lines Coordination Centre. A team of multi-agency professionals, from the NCA, police and regional organised crime units are working together to develop the national intelligence picture of the complexity and scale of the threat; crucially engaging with partners across government, health, welfare and education spheres, to tackle the wider issues.

## **20. Governance and Strategic Leadership**

20.1 This CCE framework promotes the fact that safeguarding is the responsibility of everybody and not limited to social care employees. This is being achieved through relevant training and ensuring systems which support operations clearly identify those at risk of and or engaged in CCE. It promotes a culture in which all relevant information is updated to be accurate and to reflect current interventions and assessment to manage safeguarding issues. The CCE is fully committed to the partnership approach of child criminal exploitation group and can support colleagues and communities through risk assessment and risk management practice service.

20.2 The responsibility for Criminal Exploitation of Children and young people is the Local Safeguarding Children's Board and Community Safety Partnership. To meet this challenge, there must be a shared understanding and agreement of the problem and the shared responsibility to proactively address all areas of exploitation. We will achieve this by working in partnership effectively between agencies and we will do so in the recognition that the most effective way to tackle this form of child exploitation is via a committed coordinated multiagency approach in partnership with children and young people and families and communities. We must also work in partnership with neighbouring and regional local authorities to support cross border operations and safeguarding of vulnerable young people. The executive operation (Strategic Child Criminal Exploitation) Group will include the Police, Children's Social Care, Youth Offending Service, Targeted Youth Support Service, Early Help, Community Safety Partnership representative and the National Probation Service (others). The partnership is responsible for ensuring that appropriate processes are in place to disrupt and detect those responsible for criminal exploitation and ensure that modern day slavery and trafficking legislation is applied.

20.3 In addition, the group must also be confident that procedures are in place to identify young people and safeguard them from potential harm.

## **21. The key objectives of the Action and Delivery Plan will be to:**

21.1 The multi-agency action plan will be formulated under the direction of the LLR CCE Coordinator.

- Prevent young people becoming at risk and raise awareness of child criminal exploitation.
- Develop operational responses for partners to safeguard children victims of or vulnerable to CCE.



- Identify and safeguard victims of CE.
- Identify and monitor vulnerable locations across the area.
- Empower those affected by criminal exploitation by supporting them to identify strategies to exit and withdraw safely.
- Disrupt perpetrators and where possible bring them to justice using modern day slavery and trafficking legislation.
- Maximise operational solutions with local, regional and national partners to disrupt county lines and reduce associated criminal exploitation and youth violence.

## 22. Strategic oversight

22.1 Leicestershire Health and Wellbeing Board and Leicestershire's Community Safety Partnership are jointly responsible for and committed to ensuring that Leicestershire's vision for CCE becomes a reality.

## 23. Strategic Assurance

23.1 The Local Safeguarding Childrens Board will seek assurance through its governance structures on the effectiveness of partnership working in the development and the implementation of the joint action plan.

## 24. Monitoring Progress

24.1 The work on CCE is governed through the Strategic Partnership Board.

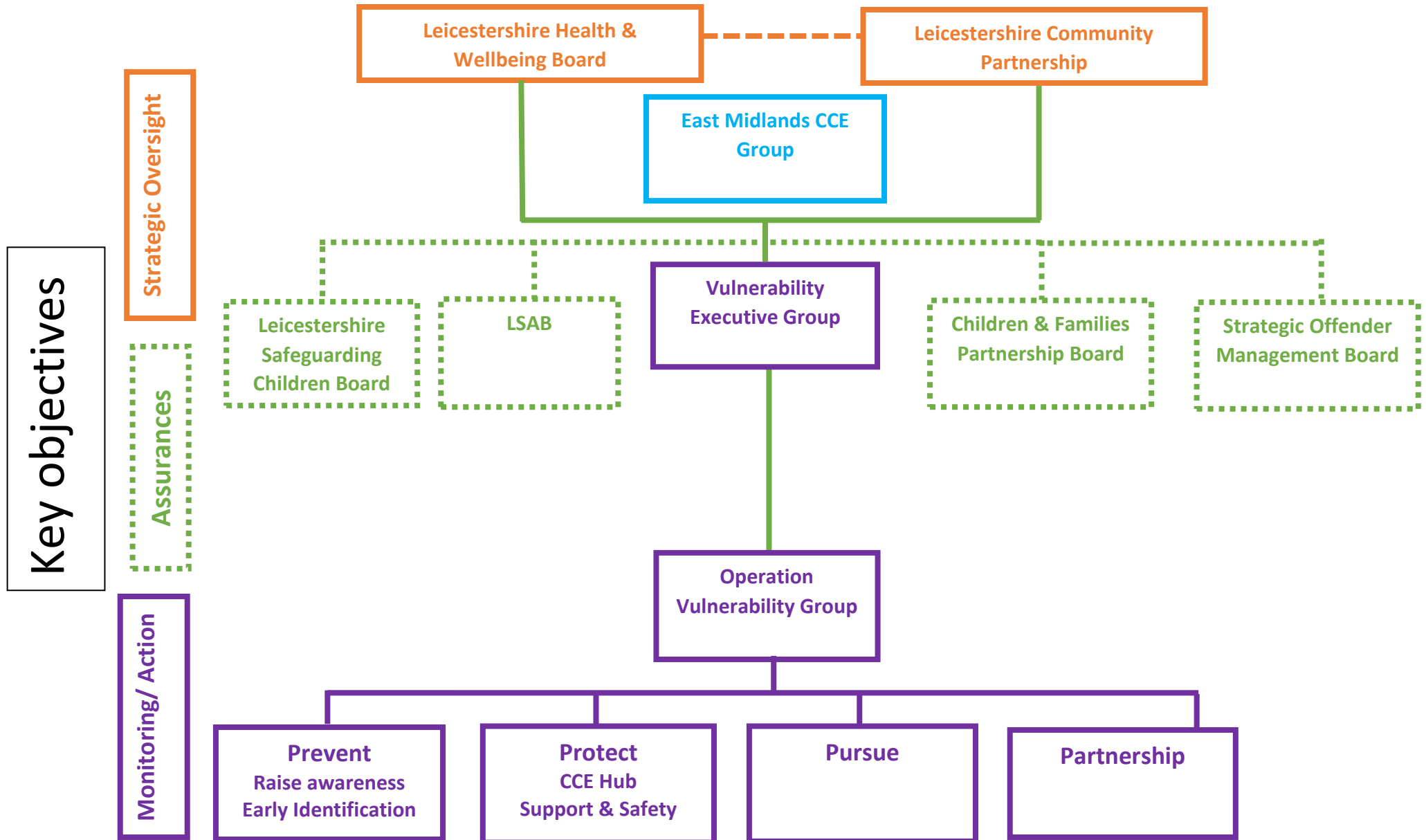
24.2 **The Operational Vulnerability Group** will;

- oversee the development and implementation of the LLR partnership response to child criminal exploitation.
- will report progress against the Joint Action Plan to the EV Group.
- **The Vulnerability Executive group reports to the Strategic Partnership Board.**
- **Childrens participation group** will:
  - Have an active role in helping to monitor progress throughout the life of the framework.
  - **The Health and Wellbeing Board and Leicestershire's Community Safety Partnership** will undertake a joint review of progress against the joint action plan on an annual basis up until and including 2021.

## 25. Equality Duty

25.1 The Public Sector Equality Duty (Equality Act 2010) requires public bodies to have a due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people when carrying out their activities. As such, our approach will be to be informed by the latest available intelligence when determining key actions associated with the delivery of our framework vision.

25.2 The CCE framework and the delivery of the key objectives will be monitored through the following governance structure



## 26.CCE Pathway and Assessment Guidance-

### Recognizing the Signs (this list is not exclusive and there could be other indicators)

- Persistently going missing from school or home and/or being found out-of-area;
- Unexplained acquisition of money, clothes, or mobile phones
- Excessive receipt of texts/phone calls
- Relationships with controlling/older individuals or groups
- Suspicion of physical assault/unexplained injuries
- Carrying weapons
- Significant decline in school results / performance
- Gang association or isolation from peers or social networks
- Self-harm or significant changes in emotional well-being



### Child Criminal Exploitation Concern

Professional concerned young person is at risk of CCE. Contact multi agency CCE hub to check agency involvement



### Open Case

If open case to CFWS//YOS/CSC lead professional should complete Exploitation Tool and return to the CCE hub with indication if additional resources are required. If additional resources are required Framework meeting to be considered to include (at the minimum) Social Care, police, YOS and lead professional.



### Closed Case new service required

Multi-agency referral form to be completed by referring professional and if they have experience the Exploitation Tool. Framework meet to be considered to include (at the minimum) Social Care, police, YOS and referring agency. The relevant new involvement will be opened and the Exploitation Assessment and

### Emerging

If not open to children's services case will meet CFWS threshold and the appropriate plan and management process will be implemented. Young person to receive awareness raising and preventative interventions. Signpost to Support Services

### Moderate

Case will meet the threshold for YOS prevention or statutory intervention and if safeguarding concerns Social Care, CCE Team intervention. Multi-agency safeguarding and/or safety and risk management process implemented. Young person to receive CCE Intervention.

### Significant

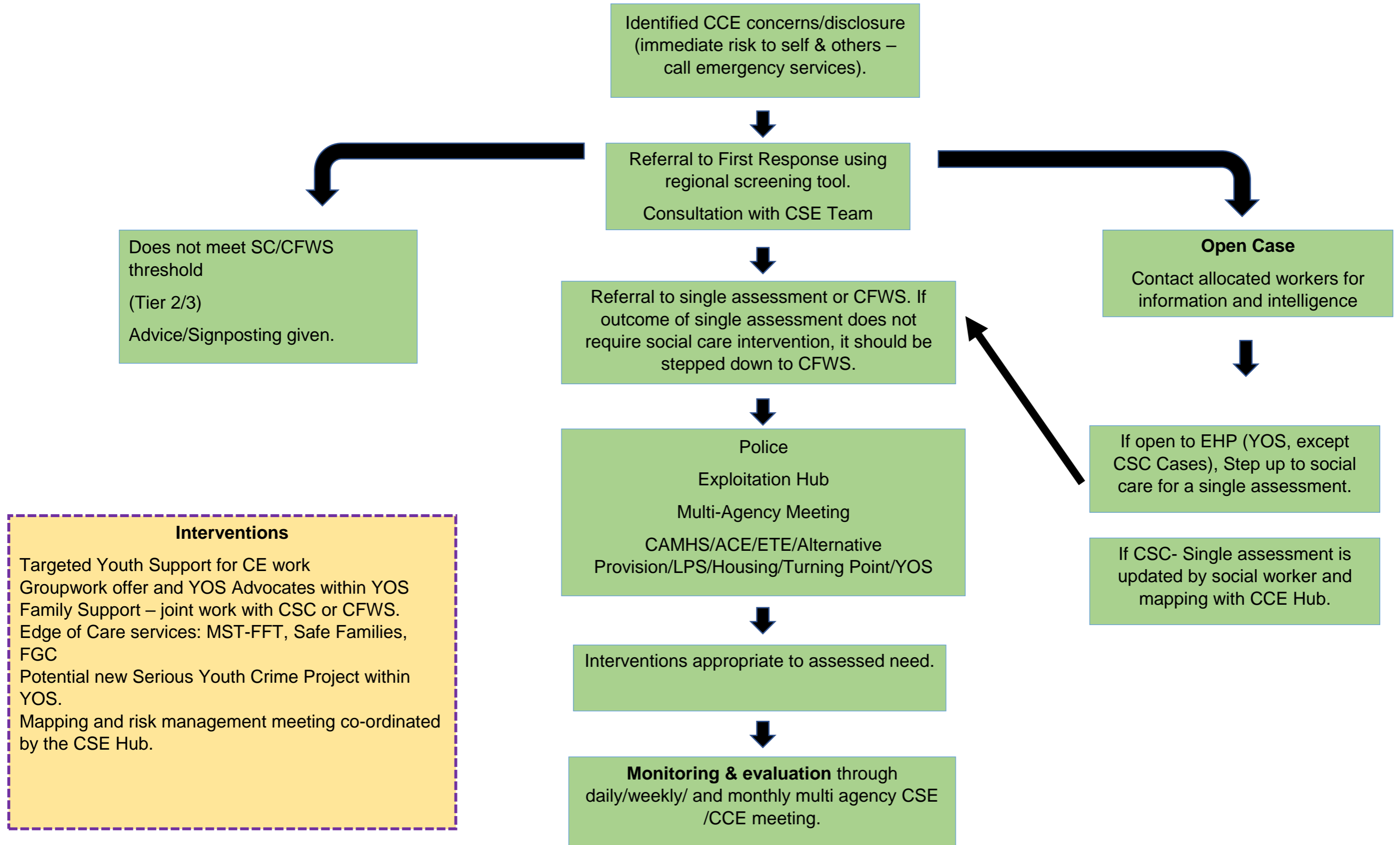
Case will meet the threshold for Social Care Service and if required YOS Prevention or statutory intervention. Multi-agency safeguarding and/or safety and risk management process implemented. Young person to receive CCE Intervention



### Exploitation Tracker Status reviewed monthly

Responsible agency to review Exploitation Tracker Tool and young people's status 6 monthly (or sooner if significant incident and transferring or closing case). To notify CCE Hub of any updates and status change. Change in service threshold to be reconsidered and actioned.

**26. Leicestershire County Council Child Criminal Exploitation Pathway**



**Interventions**

Targeted Youth Support for CE work  
 Groupwork offer and YOS Advocates within YOS  
 Family Support – joint work with CSC or CFWS.  
 Edge of Care services: MST-FFT, Safe Families,  
 FGC  
 Potential new Serious Youth Crime Project within  
 YOS.  
 Mapping and risk management meeting co-ordinated  
 by the CSE Hub.

## 27. East Midlands CCE Regional Standards

27.1 Regional Data and best practice is collated across the nine Local Authorities to inform a coordinated response to safeguard vulnerable people from criminal exploitation.

27.2 This data analysis will identify themes, trends and cross border links, locations and associations. This work also focuses on information sharing and intelligence gaps.

		<b>Standard</b>	<b>Evidence</b>	<b>Key performance Indicators/comments</b>	<b>Impact RAG</b>	<b>Links with the LAs' strategic plan</b>
<b>1. PREVENT</b>	1.1	Partners should evidence the steps taken to reach, educate and prevent children becoming victims of exploitation	Wider community engagement to target groups currently underrepresented in services such as BME communities, boys and young men, LGBT communities, children with disabilities, by encouraging community-led preventative approaches			
			Explore potential of campaigns to raise awareness and develop children young people's expectations of healthy and positive relationships			
			Explore opportunities for early intervention to prevent harm			
			Information will be shared in a timely manner both locally and across regional partnerships			
	1.2	Partners should evidence the steps taken to reach, educate and prevent offences related to the exploitation of children.	Screening and evaluation of partnership information			
			Critical analysis is undertaken following operations to ensure that preventative work is informed by an understanding of issues			
			Information will be shared in a timely manner both locally and across regional partnerships			
<b>2. PROTECT</b>	2.1	The protection of children from child exploitation should be based on an informed understanding of the local profile.	Strengthen the multi-agency response for those affected by child exploitation including homeless prevention and health and wellbeing support			
			Contextual safeguarding			
			Develop a multi-agency abuser management framework which involves			

			management, diversion, disruption and wherever possible, prosecution of abusers with the aim of protection of women and children. This must be supplemented by effective wrap around support for the victims of domestic abuse.			
			Effective mapping will ensure that victims and offenders are identified in a timely manner			
	2.2	All agencies will ensure appropriate pathways are established to enable the protection of children.	Hear Me, Voice			
			Risk assessment tools are completed in timely manners by relevant professionals			
			Work with local and regional partners and specialist services to agree a regional approach to child exploitation through strengthening equality and respect, and in line with statutory guidance.			
<b>3. PURSUE</b>	3.1	Regional Partners must use creative means of disruption, arrest and the prosecution of offenders who exploit children.	Agree a common tool across agencies for assessing risk and threat from child exploitation, following the review being undertaken by the regional leads			
			Associate mapping to inform risk assessment and investigation			
			Develop a multi-agency offender management framework which involves management, diversion, disruption and wherever possible, prosecution of abusers with the aim of protection children and young people.			
	3.2	Intelligence should be gathered and utilised to ensure the effective pursuance of offenders	Ensure intelligence and learning from reviews is used to inform frontline practice, policy and commissioning direction.			
			Critical analysis is undertaken following operations to ensure that offenders and potential offenders can be identified earlier.			
<b>4. PREPARE AND PROVIDE – informed by local need profile</b>	4.1	Effective partnerships should ensure that services are effectively delivered within their own agencies and within the 3 <sup>rd</sup> sector to prevent the sexual exploitation of children.	Service meeting the needs			
			QA processes			
			Work with partners to develop a local needs profile to inform an overarching regional needs profile			

			Develop and implement an integrated and multi-agency commissioning model in line with the local government guidance.			
	4.2	Expert support is offered across the partnership, throughout the period of involvement, acknowledging this works sits usual threshold.	Work with partners to develop a local offer using a whole family approach			
			Following investigation and criminal proceedings partners will ensure that services are adapted and provided to respond to the needs of children their families and communities.			
<b>5. PARTNERSHIPS</b>	5.1	LSCB's and LASB's will ensure through effective governance that the regional standards are adhered to	LSCB to complete an annual appraisal.			
	5.2	Partnerships will be established to provide effective service delivery around the safeguarding of children and their families affected by exploitation.	Appropriate policies are embedded to ensure collaborative working, which is then evidenced in practice.			
			Consultation with children & families will influence service design.			
			Strategic plans are in place and utilised to ensure that the wider context of exploitation is understood.			
		Partners should provide assurance that key learning arising from Quality Assurance has been applied in practice				



## 28. Child Exploitation Screening Tool

Child's Details				
<b>Childs Name:</b>		<b>Address:</b>		
<b>Alternative Names:</b>				
<b>Parents/Carers details:</b>		<b>School/College:</b> Include details of any alternative provision.		
<b>Date of Birth:</b>				
<b>Children's Services database no:</b>		<b>NHS no:</b>		
<b>Gender:</b>		<b>Religion:</b>		
<b>Ethnicity:</b>		<b>Language:</b>		
<b>Sexuality:</b>	<b>Bisexual</b>		<b>Disability:</b>	<b>Learning disability or difficulty</b>
	<b>Gay or Lesbian</b>			<b>LD and other disability</b>
	<b>Heterosexual</b>			<b>Other disability</b>
	<b>Questioning</b>			<b>None</b>
	<b>Not known</b>			<b>Not known</b>
<b>Local Authority:</b>		<b>Legal Status:</b>	<b>LAC</b>	
			<b>Out of County LAC</b>	
			<b>Living with family</b>	
<b>Open to YOS (Previous or current Involvement). Please give details of worker.</b>				
<b>Details of other agency involvement. Other Relevant Information.</b>				

Referrer's Details			
Name:		Agency:	
Contact number/email:		Date of Risk Assessment:	

## **29. Children and young people at risk of criminal exploitation**

### **Risk assessment tool.**

In identifying children and young people who have become involved in gang activities, there are a number of behavioural factors that might be indicative of involvement. Parents or other practitioners with a longer-term knowledge of the young person will be particularly well-placed to identify changes in behaviour, and to assist in judging their significance to each young person. Many of these behavioural factors may be part of normal adolescent behaviour and many elements of gang culture have been widely adopted by young people who are not in gangs.

1. The behavioural factors may include (but note not an exhaustive list):

- child withdrawing from family
- sudden loss of interest in school, and decline in attendance or achievement
- using new or unknown slang words
- unexplained possession of money or property
- staying out unusually late without reason
- sudden changes in appearance, and in particular wearing similar clothing to others
- they spend time with often including a particular colour or pattern
- dropping out of positive activities that they have previously been keen on
- acquiring a new street or nick-name
- unexplained physical injuries
- graffiti style 'tags' on possessions, school books, walls
- constantly talking about another young person who seems to have a lot of influence over them
- breaking off with old friends and spending time with a particular new group of young people
- increasing use of social networking sites
- adopting codes of group behaviour, such as patterns of speech or hand signs
- expressing aggressive or intimidating views towards other groups of young people, some of whom may have been friends in the past
- showing fear when entering certain areas or concern about the presence of unknown youths in their neighbourhoods
- frequent missing episodes and been found out of area
- found with large quantities of drugs or weapons
- found with drugs inside rectum or vagina
- unexplained amounts of money, mobiles, credit, clothing, jewellery, new hair cut or other items/gifts
- returned from missing episodes with injuries, or dishevelled
- change in behaviour; more secretive / withdrawn/isolated from peers or not mixing with usual friends
- unexplained absences from, or not engaged in school/ college/ training/ work
- increasingly disruptive, hostile or physically aggressive at home or school Including use of sexualised language and language in relation to drug dealing and/or violence
- expressions around invincibility or not caring about what happens to them
- increased interest in making money
- reports being taken to parties, people's houses, unknown areas, hotels, nightclubs, takeaways or out of area by unknown adults
- increasing use of drugs or alcohol
- fear of reprisal from „gang“ members or violence from young people or adults

- Having multiple mobile phones, sim cards or use of a phone that causes concern - multiple callers or more texts /pings than usual
- Possession of hotel keys/cards or keys to unknown premises

## **2. Risks to consider in terms of the frame work for assessment and risk of criminal exploitation:**

### **a. CHILD DEVELOPMENT**

- Early antisocial and or criminal behaviour
- Mental health problems
- Coercion by siblings who are connected to criminal exploitation.
- Persistent offending Aggression
- Behavioural problems
- Lack of ethnic identity
- Inability to regulate own emotions and behaviour
- Depression
- Peer rejection
- Physical violence and aggression
- Truancy and unauthorised absence from school
- Lack of involvement in positive activities
- Permanent exclusion from school
- Bullied or bullying others
- Few social ties
- Friends condoning or involved in antisocial or violent behaviour
- Medical history of repeated injuries or accidents
- Exposure to violent media
- Alcohol and drug misuse
- In local authority care or leaving care

### **b. PARENTING CAPACITY**

- Historically involved with or known to social care
- Lack of emotional care
- Failure to model positive and responsible behaviour
- Lack of supervision of children
- Allowing child to associate with known troublemakers
- Absence or separation
- Lack of attachment to child
- Violent discipline
- Unstable family environment
- Conflict and violence in the home
- Lack of discipline
- Child left with multiple or unsuitable carers
- Parental abuse
- Inconsistent or minimal boundaries
- Inability to communicate effectively with children
- Aggressive towards or unwilling to engage with statutory agencies
- Failure to protect child from harm including contact with unsafe adults

### c. FAMILY AND ENVIRONMENT

- Family members involved with or associated with gangs
- Availability and use of drugs
- Lack of positive role models in the community
- Wider family involved with gangs and criminal conviction of parents or siblings
- Transient families
- Community norms that tolerate crime
- Witness or victim of domestic violence
- Lack of age-appropriate, safe play or positive activities facilities in the area
- Local tensions between ethnic / cultural / religious gangs
- Financial difficulties affecting child and / or sustained poverty
- Known gang recruitment at school Little interaction with neighbours and community
- Presence of gangs in community
- High unemployment and /or limited access to conventional careers
- High level of local crime including drugs market
- Lack of reliable support from wider Family

3. The following map places the risk to a child into a context of adolescent safety and vulnerability:

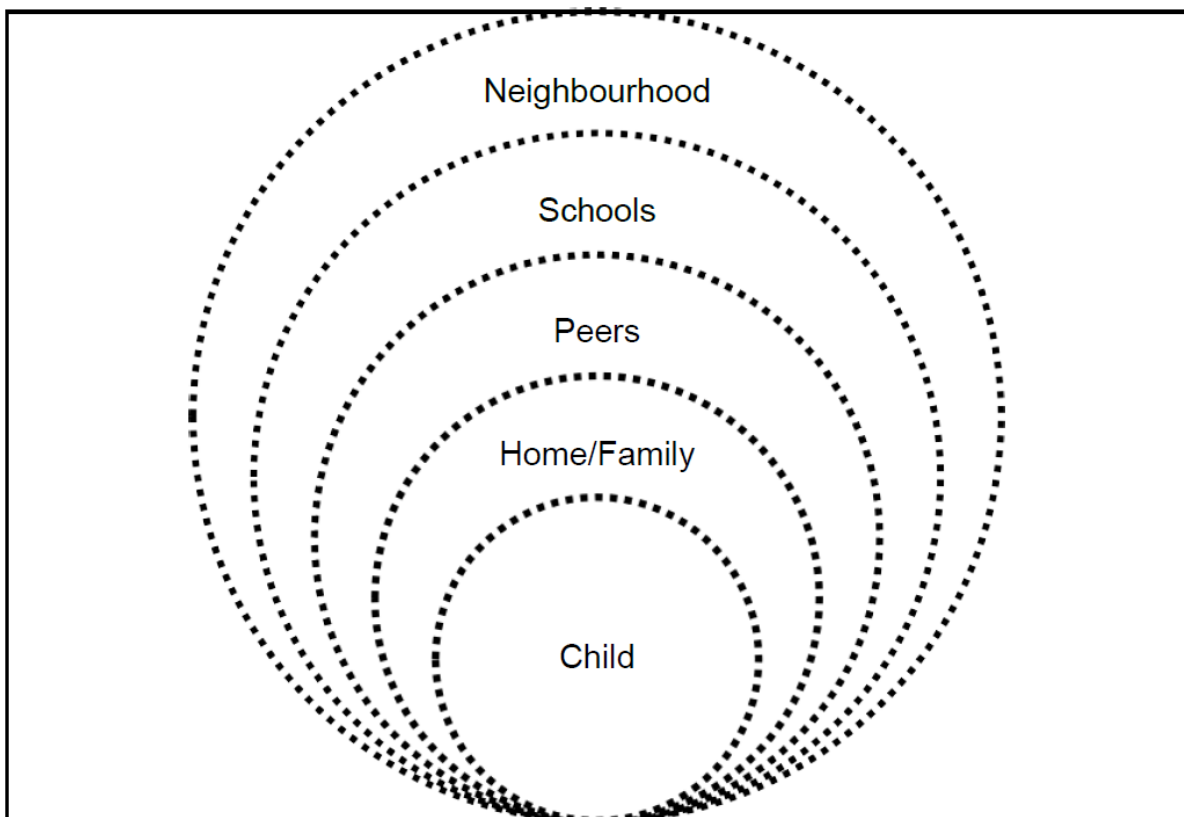


Figure 1: Contexts of Adolescent Safety and Vulnerability( Firmin 2013:47)

a. **Child/ Individual:** Looked after, learning disabilities, substance misuse, mental health problem.

- b. Home/family:** Neglect/abuse, exposed/experience violence, parental substance misuse, mental health and domestic abuse, poverty, lack of positive relationship with a protective, nurturing adult, homelessness or insecure accommodation status.
- c. Peers:** Exposed to other young people known to be exploited, exposed to or experienced peer on peer abuse.
- d. Schools:** Exclusion from school and not in education/training or employment, exposed to or experiencing violent crime
- e. Neighbourhoods:** Exposed or experience violent crime, deprived neighbourhood  
These vulnerabilities do not mean that a young person will be exploited but are factors that could increase the vulnerability that they could be exploited by someone.

**Signs of Gang or County Lines Involvement Check List**  
**Name of Child/Young Person**

LL id:

<b>Strong Signs</b>	<b>Comments</b> Provide as much information as you can to evidence concerns in each area that you feel applicable.
Arrested/Charged/Convicted of Possession with intent to supply Class A drugs (particularly heroin and crack cocaine) or with large amounts of drugs.	
Arrested away from own home area.	
Arrested/found at an address which appears to be `cuckooed' )	
Arrested/found with or accompanied by older non-related males and females believed to be involved in drug dealing.	
Unexplained physical injuries for which reluctant/unwilling to seek/receive medical treatment. Or disclosure of assault which is then withdrawn.	
Arrested /found with a weapon especially a knife.	
Close Association with pro-criminal peers who are involved in CLN or USG activity and/or associating with known dealers /adults involved in CLN /USG.	
Multiple mobiles/changing phones frequently and/or significant increase phone calls/texts/messages from unknown numbers which they are unwilling to explain. (CLN)	
Goes missing from home or school sometimes for prolonged periods. (CLN)	
Has experience abduction or forced imprisonment. (CLN)	
Appears in YouTube videos with known gang members. (USG)	
Frequent train or other travel / in possession of lots of train tickets or similar with no obvious explanation or means of paying for travel. (CLN)	
Agencies unable to engage young person.	

<b>Moderate signs</b>	<b>Comments -Context</b> Provide as much information as you can to evidence concerns in each area that you feel applicable.
Increase in aggressive behaviour /use of intimidation or threats	
Unexplained money or possessions/increased interest in money.	
Parental/carer concerns. Seems withdrawn / emotionally 'switched off' – from family	
Increased use of drugs and or alcohol.	
Expressions around invincibility and not caring.	
Changed friendship groups and no contact with old friends	
Concerned by the presence of unknown youths in their neighbourhoods.	
Loss of interest in school, decline in attendance or achievement	
Increased episodes of going missing and / or absconding.	
Constantly talking about someone who seems to have a lot of influence over them	
Starting to adopt codes of group behaviour e.g. ways of talking and hand signs	
Suspected possession of knife or other weapon	
Identification with USG or CLN. Including appearing to lookup to or respect those involved or being friends or claiming friendship with those involved.	
Dropped out of positive activities.	



Risk levels	Rationale Please provide as much information/evidence as possible to support your rationale
<p><b>Low risk:</b> None of the strong warning signs and less than 4 of the moderate warning signs are present. There are probably also few risk factors present.</p> <p>A child or young person who appears to be at some risk but probably relatively low risk of becoming involved in CLN or USG at the present time.</p>	
<p><b>Medium risk:</b> 1- 2 of the strong warning signs are present and 5 or less of the moderate warning signs are present. There may also be a number of risk factors present.</p> <p>A child or young person who is likely to be linked to others known to be involved in CLN or gang activity and may already be involved themselves. If not already involved they may be at risk of being drawn in.</p>	
<p><b>High risk:</b> More than 3 of the strong warning signs are present. A high number of risk factors are also probably present.</p> <p>A child or young person who is likely to be already involved with CL activity. If not already involved they are at high risk of being drawn in.</p>	

Once

completed, consider making contact with the one front door for social care and early help. Risks identified as low are likely to benefit from early help intervention. Risks identified as medium or high should be considered for social care intervention as well as early help support

Name of person completing check list.....

Date.....