

Stockport Safeguarding Children and Adult Boards

# **Complex Safeguarding Strategy**

2017-2020

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## Introduction

Since 2014 the work of the Child Sexual Exploitation (CSE) and Child at Risk sub groups of the Children's safeguarding board have developed and delivered comprehensive strategy and action plans around children at risk of, or victims of CSE and those children missing from home, care or education. This work has supported the following achievements:

- The establishment of a vibrant CSE practitioner's forum which engages with frontline practitioners from a wide range of service providers to ensure that best practice, training and information sharing, and delivery of awareness raising takes place and reaches the most diverse possible audience.
- Delivery of an impressive yearly week of action by multi-agency team of services via on line media, input in a variety of settings including schools and community operations focussed on disruption and community engagement.
- Established pathway for children at risk of Sexual Exploitation and children missing from home, care and education through the Multi-Agency Safeguarding and Support Hub (MASSH)
- Consistent assessment of need using the Phoenix risk measurement tool for any child where there are concerns or indicators that they are at risk of being sexually exploited.
- Development of fully integrated specialist complex safeguarding team co-located in the Multi-agency support and safeguarding hub (MASSH) and increase of the multi-agency contribution with staff from Children's Social Care, GMP, YOS and NHS Stockport. The team have implemented daily tasking meetings; excellent joint working to investigate crimes and support victims ensuring that this is child centred, focused on developing a strong relationship in order to enable change.
- Implementation of a Missing from Home Hub which is a collaboration of Local Authority staff and Police co-located with Stockport's MASSH, it's primary purpose is to consider all missing reports of children/young people living in Stockport and those children/young people placed by other Local Authorities residing in residential and foster care. A MFH dashboard has been developed which allows for live time scrutiny of all issues relating to children who have been reported missing including performance data relating to independent return home interviews.
- Transitions of children to adult services is a key focus for our strategy and work has been done to strengthen links between the specialist Aspire complex safeguarding team and adult social care. The remit of the team extended to work with young adults who remain vulnerable to complex safeguarding from 18 up to 25; and two of the Independent Domestic Violence Advocates from the Alliance for positive relationships are linked to the team.

In 2017 discussions within both of the sub groups identified that the work around CSE and missing children had many similarities and that there was an opportunity to merge and streamline the two groups. Expanding the remit of the newly established sub group

to encompass the areas of complex safeguarding was agreed at the same time to reflect the extending of the remit of the Domestic Abuse and Child Sexual Exploitation (DACSE) team to become Aspire – complex safeguarding team. This was a timely decision, which also mirrored the development of a complex safeguarding hub and spoke model across Greater Manchester (GM).

The importance of transitions and the increasing evident number of adults who are at risk of complex safeguarding concerns highlights the need to ensure that there is an informed and co-ordinated response, which spans the needs of all people in Stockport regardless of age. In acknowledgement of this, the sub group is now a joint one, which reports to both the Children and Adult safeguarding boards.

### **Definitions**

“Complex safeguarding” is used to describe criminal activity (often organised) or behaviour associated with criminality, involving vulnerable children where there is exploitation and/or a clear or implied safeguarding concern.

For the purposes of this strategy Stockport have agreed that the following as examples of complex safeguarding:

- Honour based violence and forced/sham marriage
- Sexual Exploitation
- Serious Organised Crime and criminal exploitation
- Modern Slavery and Trafficking
- Female Genital Mutilation
- Prevent (Radicalisation and Extremism)

Due to the significant link between Sexual and Criminal Exploitation and children who go missing from home, care and education this will remain a key consideration for the SSCB and SSAB and be included within the strategy and individual workstreams.

Please see appendix 1 for a definition for each area of complex safeguarding and links to the relevant Greater Manchester Safeguarding Children Partnership procedures.

The work to consider complex abuse and exploitation and the safeguarding of adults at risk from these areas is still in the early days of development within Stockport and across Greater Manchester – policies and procedures to support the identification of complex abuse

for adults and the necessary responses to safeguard them will need to be written and shared as part of the work of this strategy and the individual workstreams.

## **Vision**

Our vision is that we provide a strong partnership response across both children's and adult's services to the areas of complex safeguarding. We will raise awareness, develop a training strategy and provide/co-ordinate training to our workforce and communities and ensure that they know how to identify when a child, adult or family are at risk of exploitation or abuse from complex safeguarding issues and what to do to secure their safety.

## **Delivery of Strategy and Work plan**

We acknowledge that the practice and strategic considerations for each area of complex safeguarding are specific, and whilst there may be commonalities and correlations between each separate area this requires us to take an approach which both recognises thematic areas of practice but also co-ordinates and provides oversight to service delivery.

Child sexual exploitation and missing from home, care and education already have strategy and action plans which have been in place and are well embedded so the other areas will be prioritised over the next three years. Progress against CSE and missing will continue to be reported to the subgroup and the Board as required.

The joint subgroup will draw up an overarching work plan detailing the work to develop a strategy and action plan for each of the identified areas of complex safeguarding. The strategy and action for each area of practice will be drawn up by small task and finish subgroups and these will report back to the joint subgroup who will oversee and provide support and challenge to these work streams. The joint subgroup will review progress made on each area and provide reassurance to both boards.

Due to the breadth and scope of the areas within complex safeguarding, the work to develop and deliver each strategy and work plan will take place over the next three years (2018-2020).

## **Priorities**

Each strategy and action plan drawn up will focus on the following priority areas which will be delivered in partnership under the joint safeguarding boards:

**Prevention** – Ensure we raise awareness about complex safeguarding issues and that children and families, adults, professionals and communities know what the risks are and what to do about them; ensure that the workforce is provided with training, policies and guidance to address each area of complex safeguarding within their practice and services.

**Protection** – Embed referral pathways to ensure access to the right services at the point of need; Identify need at the earliest opportunity and ensure that children, families and adults are safeguarded across the partnership.

**Provision** – Provide services, which reduce risk and strengthen protective factors in families and individuals; deliver specialist and statutory services for those who are at risk or who have been victims of complex safeguarding issues.

**Prosecution** – Proactively seek to prosecute perpetrators and seek justice for victims; ensure police and other agencies utilise all powers available to protect and support victims within the criminal justice system.

In addition, the following will be considered:

**Quality assurance and performance management:** how do we provide assurance that the services delivered within Stockport are of a good quality, and understand how many people are affected by complex safeguarding risks so we can provide services intelligently where need is greatest.

**Partnership working** and the importance of multi-agency working to provide **integrated** responses to complex safeguarding issues

## **GOVERNANCE**

The Stockport Children and Adult Safeguarding Board's complex safeguarding joint sub group will oversee the strategy and work plan and report to SSCB and SSAB on a regular basis.

The child sexual exploitation practitioner forum will be extended to cover complex safeguarding and will support the operational delivery of the strategy.

All agencies are asked to give priority attention to complex safeguarding and ensure their workforce has access to training and supervision to understand the areas of concern and manage any identified risks appropriately.

All work in schools and colleges in relation to complex safeguarding should be coordinated by the Senior Advisor for Safeguarding in Education and the School's Health and

Relationship Education (SHRE) Development Adviser so that there is consistency in delivery of training and curriculum.

## **RESOURCES**

Each SSCB partner must ensure they have the right resources and provision to respond to the needs of children and adults who are at risk of complex safeguarding within their agency and have a nominated lead person to take responsibility for this provision. It is anticipated that the delivery of the Strategy will be met out of existing resources.

Where this need cannot be met, it must be reported to both the Children and Adult Safeguarding Boards.

Where there is a need for additional resources, representation will be made to the Boards to facilitate cooperation across agencies to assist and meet these needs collaboratively wherever possible.

## **RISKS**

Any risks to the delivery of the strategy needs to be raised at the Children and Adult safeguarding boards and recorded within the appropriate risk log with actions to address and minimise the risk.

## **EVALUATION AND PERFORMANCE**

- The Boards will develop a data set of performance measures to ensure its delivery of the strategy and action plan is effective, and improved outcomes are measurable.
- The Boards will review progress on the delivery of the strategy at least annually.
- The Boards will hold agencies to account through action plan monitoring.

## **Appendix 1**

### **Greater Manchester safeguarding partnership procedures**

[Domestic Abuse and Violence Policy](#)

[MARAC policy](#)

[Forced Marriage and Honour Based Violence Policy](#)

[Safeguarding Children and Young People abused through child sexual exploitation](#)

[Safeguarding children from trafficking and modern slavery](#)

[Female Genital Mutilation Multi-Agency Protocol](#)

[Safeguarding Children and Young people vulnerable to violent extremism](#)

[Safeguarding children and young people who may be affected by gang activity](#)

[Children Missing from Home and Care](#)

### **Definitions of complex safeguarding**

#### **Domestic Abuse including honour based violence and forced marriage**

The cross-government definition of domestic violence and abuse is:

any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to:

- psychological
- physical
- sexual
- financial

- emotional

### Controlling behaviour

Controlling behaviour is a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

### Coercive behaviour

Coercive behaviour is an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.

This is not a legal definition.

A forced marriage is where one or both people do not (or in cases of people with learning disabilities, cannot) consent to the marriage and pressure or abuse is used. It is an appalling and indefensible practice and is recognised in the UK as a form of violence against women and men, domestic/child abuse and a serious abuse of human rights.

The pressure put on people to marry against their will can be physical (including threats, actual physical violence and sexual violence) or emotional and psychological (for example, when someone is made to feel like they are bringing shame on their family). Financial abuse (taking your wages or not giving you any money) can also be a factor.

Honour based violence (HBV) can be described as a collection of practices, which are used to control behaviour within families or other social groups to protect perceived cultural and religious beliefs and/or honour. Such violence can occur when perpetrators perceive that a relative has shamed the family and/or community by breaking their honour code.

Honour based violence is a crime or incident which has or may have been committed to protect or defend the honour of the family and/or community.

### **Child Sexual Exploitation**

Child sexual exploitation is a form of child sexual abuse. Sexual abuse may involve physical contact, including assault by penetration (for example, 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.*

### **Serious Organised Crime**

Organised crime can be defined as serious crime planned, coordinated and conducted by people working together on a continuing basis. Their motivation is often, but not always, financial gain. Organised criminals working together for a particular criminal activity or activities are called an organised crime group.

Organised crime includes drug trafficking, human trafficking, and organised illegal immigration, high value fraud and other financial crimes, counterfeiting, organised acquisitive crime and cyber crime.

County lines - or 'going country' - is when gangs exploit children, some as young as 12, to sell drugs across county boundaries using dedicated mobile phone lines or 'deal lines' to supply drugs.

Gangs deliberately target vulnerable children, such as those in care or living in poverty. Most are boys, but some are girls. Gangs groom, deceive or threaten these children and young people into carrying and selling drugs for them.

Each gang has a mobile phone 'hotline' that they use to take orders for drugs. They then send the children and young people out to rural and coastal areas to deliver the drugs, collect the cash and bring it back to the gang.

Sadly, these young people are often seen by professionals as having 'made a choice' to get involved with gangs, and as a result are criminalised, rather than recognised as victims of trafficking and exploitation.

More information is contained within this report from the National Crime Agency published in 2017. The third annual report\_(see link below) on so-called "county lines" crime - which involves gangs from urban areas establishing drug-dealing networks in rural areas - found that vulnerable people and young people and children continue to be exploited by gangs through coercion and threats of violence.

The report states that some vulnerable individuals are trafficked into remote markets to work while others are falsely imprisoned in their own homes, which have been taken over, or "cuckooed", using force or coercion.

According to the report there is evidence of county lines activity in 38 force areas (88 per cent). It gives a conservative estimate that there are at least 720 lines across England and Wales.

In total, 65 per cent (28) of 43 police forces across England and Wales said children in their area had been forced to carry or deal drugs, or been victims of sexual exploitation. The youngest involved was reported to be aged 12.

A quarter (26 per cent) of forces reported evidence of CSE being involved, and a further seven percent reported possible cases of CSE.

Gangs are also specifically targeting vulnerable children in care homes, the report found. Half of forces said children from residential care were being exploited through county lines crime and three forces had evidence that gangs were actively targeting children's homes in search of new recruits.

<http://www.nationalcrimeagency.gov.uk/publications/832-county-lines-violence-exploitation-and-drug-supply-2017/file>

### **Modern Slavery and Trafficking**

Modern slavery is a serious crime. It encompasses slavery, servitude, and forced or compulsory labour and human trafficking. Modern slavery victims can often face more than one type of abuse and slavery, for example if they are sold to another trafficker and then forced into another form of exploitation.

A person is trafficked if they are brought to (or moved around) a country by others who threaten, frighten, hurt and force them to do work or other things they don't want to do.

### **Female Genital Mutilation**

Female Genital Mutilation (FGM) is a collective term for a range of procedures which involve partial or total removal of the external female genitalia for non-medical reasons. It is sometimes referred to as female circumcision, or female genital cutting. The practice is medically unnecessary, is extremely painful and has serious health consequences, both at the time when the mutilation is carried out, and in later life.

FGM has been classified by the World Health Organization (WHO) into four major types, all of which may be relevant to the offences arising under the FGM Act 2003:

- Type I: Clitoridectomy: partial or total removal of the clitoris
- Type II: Excision: partial or total removal of the clitoris and the labia minora, with or without excision of the labia majora

- Type III: Infibulation: narrowing of the vaginal opening through the creation of a covering seal
- Type IV: Other: all other harmful procedures to the female genitalia for non-medical purposes, e.g. pricking, piercing, incising, scraping and cauterizing the genital area

## **Radicalisation and Extremism**

Violent Extremism is defined by the Crown Prosecution Service (CPS) as:

*"The demonstration of unacceptable behaviour by using any means or medium to express views, which:*

- *Encourage, justify or glorify terrorist violence in furtherance of particular beliefs*
- *Seek to provoke others to terrorist acts*
- *Encourage other serious criminal activity or seek to provoke others to serious criminal acts*
- *Foster hatred which might lead to inter-community violence in the UK."*

There are a number of offences that can be considered when dealing with violent extremism. They include offences arising through spoken words, creation of tapes and videos of speeches, internet entries, chanting, banners and written notes and publications.

The main offences employed to date have been soliciting murder and inciting racial hatred.

The Greater Manchester Local Safeguarding Children Boards recognise the government position that Violent Extremism inspired by an Al Qaeda ideology, which advocates a distorted version of Islam, is considered to be the greater threat to the UK by the security services. However, they also seek to protect children and young people against the messages of all violent extremism including that linked to a Far Right / Neo Nazi / White Supremacist ideology, Irish Nationalist and Loyalist paramilitary groups, and that linked to Animal Rights movements.

