



Action Plan for Missing, Exploited & Trafficked Children & Young People in Southampton

2015-2017

Foreword

We are at the start of a journey to protect our children and young people in Southampton from harm on the three key issues highlighted and addressed in this plan; the risks of going missing, sexual exploitation and trafficking. Through our current and future work on these extremely harmful issues we will gain a clear understanding of the nature and extent of the problem in our City and establish the links between them to truly inform our responses.

We know that some of our children and young people are particularly vulnerable and we need to ensure we are clearly identifying and responding to prevent harm. We are also clear that we need to focus our efforts on ensuring that perpetrators of these crimes are disrupted in their exploitative activities from all possible angles, sending a strong message that violence and abuse experienced by our young people affected will not be tolerated. In addition we are raising awareness of the issues with our workforce including those working closely with young people and their families. We will ensure that we are engaging with our young people, their families and the wider community to truly understand and tackle these issues.

This plan brings together the current and future steps we will take in this journey and I am pleased that we have such an informed range of local expertise and knowledge contributing to a truly multi agency approach to this issue.



Keith Makin

Independent Chair of Southampton Local Safeguarding Children Board

Introduction

This action plan sets out the details of Southampton's partnership response to children that go missing, are at risk of exploitation (including child sexual exploitation – CSE) or at risk of trafficking. For the purposes of this document these are known as MET issues.

The Office of the Children's Commissioner¹ found that at least 16,500 children and young people had been identified as being at risk of child sexual exploitation between April 2010 and March 2011. In addition, during a 14-month period between August 2010 and October 2011, 2,409 children and young people had been confirmed as being victims of sexual exploitation in gangs and groups. The report warned that the scale of abuse was likely to be much larger. The report also found that, although the majority of victims of child sexual exploitation lived at home with their families, victims of sexual exploitation were disproportionately represented in residential care.

Agencies and organisations from different sectors need to work together to engage children, young people and local communities to tackle MET issues effectively. A good response requires a multi-agency approach because each agency has specific responsibilities and expertise and only by working together can we fully tackle this issue. The Southampton Local Safeguarding Children Board is uniquely placed to ensure this happens and is coordinating activity through its Missing, Exploited and Trafficked (MET) group work at strategic and operational levels.

In May 2014 the Southampton LSCB approved a Partnership Response Plan developed by the MET group. The plan contained a number of strategic overarching actions that were designed to ensure that the city's response to MET issues is coordinated. This document builds on this to provide details of how work will develop and success will be monitored. It sets out how through LSCB MET group we will assess and reduce risk, prevent harm, challenge and disrupt activities and provide an enhanced, effective service to reduce the harm and threats posed to children and young people from these issues. The LSCB Partnership Response Plan identified the following 4 priority areas:

1. **Identification and risk assessment** - identifying potential victims and perpetrators and ensuring a robust and coordinated response;
2. **Disruption and protection** – preventing children and young people becoming victims wherever possible, supporting victims to report abuse and holding perpetrators to account;
3. **Education and prevention** – raising awareness and equipping young people, families, communities & the workforce with the necessary tools to respond.
4. **Review and monitor** - measuring outcomes for children and young people, to evaluate success and shape future responses.

¹ *I thought I was the only one. The only one in the world*, Office of the Children's Commissioner Inquiry into Child Sexual Exploitation in Gangs and Groups(CSEGG), Interim Report, November 2012; http://www.childrenscommissioner.gov.uk/content/publications/content_636.

The following table details the updated and more detailed plan, presented in December 2014. It adds detail to the progress of this work and draws upon and responds to recent local findings, statutory guidance and research relating to MET issues including:

- Ofsted Review of Southampton Local Safeguarding Children Board
- Ofsted Report: The sexual exploitation of children: it couldn't happen here, could it? – November 2014
- National Inquiry into Child Sexual Exploitation in Gangs and Groups (CSEGG)
- Statutory guidance on children who run away or go missing from home or care - January 2014
- The Association of Chief Police Officers (ACPO) Guidance on CSE
- Local Government Association Resources on CSE

Quality Assurance

The LSCB will also seek assurance of the quality and success of local responses to safeguard and promote the welfare of children and young people at risk of MET issues and learning from this will inform development and improvement to local work on MET issues. This will be done through:

- Seeking the views of children, young people and their carers
- Using data and problem profiles to identify trends, hotspots and analysis of 'victim, offender and location' issues
- Tracking the journey of children and young people exposed to MET issues through case audit and review.

The success of this work will be defined using the success criteria detailed following the Action Plan below. This will be evaluated at the MET strategic group and fed back to the LSCB via 6 monthly reports to the board.

Definitions

Since April 2013 police forces have been rolling out new definitions of '**missing**' and '**absent**' in relation to children and adults reported as missing to the police:

Missing: anyone whose whereabouts cannot be established and where the circumstances are out of character, or the context suggests the person may be subject of crime or at risk of harm to themselves or another; and

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

The police classification of a person as 'missing' or 'absent' will be based on on-going risk assessment. Note that 'absent' within this definition would not include those defined as "away from placement without authorisation" above: a child whose whereabouts are known would not be treated as either 'missing' or 'absent' under the police definitions. Guidance on how police forces will apply these definitions to children was issued by ACPO in April 2013².

² DFE Statutory guidance on children who run away or go missing from home or care January 2011

The Department for Education defines **child sexual exploitation** as follows:

'Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities. Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social/economic and/or emotional vulnerability.'³

The UN defines **trafficking** as "The recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation"⁴

This action plan and the work of the LSCB MET Group includes children and young people up to and including the age of 24 years.

³ Safeguarding children and young people from sexual exploitation; supplementary guidance to Working Together to Safeguard Children, Department for Children and Families, August 2009; www.gov.uk/government/publications/safeguarding-children-and-young-people-from-sexual-exploitation-supplementary-guidance.

⁴ <http://www.stopthetraffik.org/what-is-human-trafficking>

Action Plan

	Recommendation	Actions	Lead	Timescale	Priority Area:	Self-Assessment of Progress (R, A, G) ⁵
1.	Confidentially share information as appropriate regarding local children and young people at risk of and experiencing MET issues to enable support and prevention work to be put in place	<p>Share child level information within the MET Operational group to build an accurate and clear picture of local issues. This will focus on identifying trends and relevant information to inform strategic and in terms of:</p> <ul style="list-style-type: none"> • Victims (including vulnerable cohorts) • Offenders • Locations (to include internet safety as well as 'hot spot' places). 	MET Operational Group Chair	From December 2014	1	Green – system for receiving child level data established. First meeting of refreshed MET operational group December 2014.
2.	Develop clear procedures to ensure that return interviews are offered when a missing child is found and analysis of findings from interviews influences responses	Identify lead manager in the Local Authority is in place with strategic responsibility for children who run away or go missing	SCC Children & Families Service	December 2015	1	Green – identified by the Local Authority
		Ensure awareness of the role via LSCB news and awareness raising activities.	Safeguarding Board Team	April 2015	1	Amber – to be included in next newsletter and through future activities

⁵ RAG Definition to be added.

	Recommendation	Actions	Lead	Timescale	Priority Area:	Self-Assessment of Progress (R, A, G)⁵
		Regular updates of themes from return interviews and Police 'safe and well' / 'are you ok' visits and contacts to be made to the MET Strategic Group to influence future planning and responses.	MET Strategic Group Chair Hampshire Constabulary SCC Children and Families Services	January 2015	1	Amber – details to be reported to MET Strategic Group in January 2015
3.	Review success of local systems to identify children and young people that are repeat runaways from home or care.	Review 4LSCB Missing Procedures and Guidance.	MET Strategic Group	April 2015	1	Amber – review commenced
4.	Agree multi agency risk assessment mechanism	Agree local use of SERAF tool for CSE	MET Strategic Group Link to 4LSCB	December 2014	1	Green – SERAF agreed as Southampton CSE risk assessment tool
		Identify agreed tool Trafficked children and young people	MET Strategic Group	January 2015		Amber – focussed agenda item to discuss this.
5.	Ensure that the local multi agency Runaway and Missing from Home and Care (RMFHC) protocol is adequate and up to date.	Review the 4LSCB Protocol for Missing Children and Young People to ensure is adequate for this purpose.	MET Strategic Group LSCB and 4LSCB Procedures Group	January 2015	1	Amber – review commenced as part of self-assessment.
6.	Ensure robust links and alignment of MET work with developing and	Including Police operations identifying issues	MET Strategic Group		1	

	Recommendation	Actions	Lead	Timescale	Priority Area:	Self-Assessment of Progress (R, A, G) ⁵
	parallel areas of work with vulnerable Children and Young People and families	Work with children looked after, self-harm, mental health, alcohol and substance use, Domestic Violence and the IDVA Young Person's Advocate Vulnerable Adults Services Family work.				
7.	Ensure risks associated with children and young people involvement in drugs and / or gangs and groups activities forms part of the MET group work.	Links with the Serious Youth Crime strategy to be established to inform detail of work in this area.	MET Strategic Group	January 2015	1	Green – YOS presentation to MET group in November, follow up work taking place.
		Identify links between strategic plans and present detail to the MET Group	YOS Safeguarding Boards Team	January 2015	2	Amber.
8.	Ensure MET issues are considered and appropriate responses made within Multi Agency Child Protection (CP) Process	Case audits focus on tracking child's journey through the CP / safeguarding system	MET Operational Group Chair	Quarterly from Q4 2014-15	1	Amber – Group established first audits to be delivered.
		Identify improvements from audits, feed these back to the MET Strategic Group	MET Operational Group Chair	Quarterly from Q4 2014-15	1	Amber – Group established first audits to be delivered.
		Research good practice from other areas in enhancing CP responses to MET issues	MET Strategic Group Chair / Principal Officer for SCC	February 2015	1	Amber
		Review Southampton Multi Agency Thresholds Document – to ensure reflects MET issues	MET Strategic Group	January 2015	1	Amber

	Recommendation	Actions	Lead	Timescale	Priority Area:	Self-Assessment of Progress (R, A, G) ⁵
		Ensure coordination of all sectors working on MET issues	MET Strategic Group	December 2014		Green – MET Groups established and regularly requests updates from services.
9.	Provide coordinated and targeted engagement and education activities with children and young people that are identified as at risk of or involved in, MET issues	Deliver coordinated, targeted work with potential victims and children and young people that may be at risk of becoming perpetrators. The target groups for this work will reflect those 'at risk'.	Barnardo's Catch 22 IDVA (YP Advocate) No Limits Youth Offending Service	December 2014	2	Green – links with MET Operational group by all services in place.
10.	Develop a system for sharing information on known perpetrators	Identify those that are offenders, assess and ensure appropriately managed.	YOS Hampshire Constabulary Probation	Ongoing	2	Amber?
		Ensure YOS and Probation are active members of MET operational group	MET Operational Group Chair	January 2015	1	Amber
11.	Deliver widely a schools and college based education programme focussed on MET issues.	Agree use of nationally available resources including CEOP and Chelsea's Choice.	MET Strategic Group Chair	April 2015	2	Amber
		Ensure Schools are represented at MET Strategic Group	MET Strategic Group Chair	January 2015	1	Amber – advice from Education leads sought.
		Use information from MET Operational Group to target schools work	MET Strategic Group Chair	January 2015	1	Amber
12.	Develop tools and resources for	Develop a local MET responses handbook	MET Strategic Group	April 2015	3	Amber – draft to be reviewed in January 2015

	Recommendation	Actions	Lead	Timescale	Priority Area:	Self-Assessment of Progress (R, A, G)⁵
13.	professionals to use in responding to MET issues	Provide local LSCB web pages dedicated to MET to compliment training and awareness raising activities.	Safeguarding Boards Team	January 2015	3	Green – pages are in place.
14.	Ensure young people, parents and carers and the wider community are aware of the risks associated with MET issues.	Deliver a community focussed awareness campaign	MET Strategic Group	July 2015	3	Amber – You are not alone campaign delivered by Hampshire Police promoted via Southampton MET group.
		Target communities / groups identified by Operational group as of key concern and risk – include children who are not in education, employment or training (NEET)	MET operational group	July 2015	3	Amber
		Deliver awareness raising activities targeting parents and carers regarding risk indicators, E safety and other key issues	MET Strategic Group	September 2015	3	Amber
15.	Raise awareness among professionals about identifying risk factors and how to respond.	Deliver multi-agency workforce development sessions and activities relating to MET issues. Target staff within key services across partnerships.	MET Strategic Group	January- September 2015	3	Amber: Multi agency workshop held in March 2014 was attended by over 200 frontline professionals Regular Weekly Wednesday Workshop for CSE, Prevent work and planned for trafficking issues.
		Establish a system to evaluate the impact of training with a focus on how it makes a positive difference to keeping children and young people safer	MET Strategic Group	January 2015	4	Green – system for evaluation 3 months post training in place.

	Recommendation	Actions	Lead	Timescale	Priority Area:	Self-Assessment of Progress (R, A, G) ⁵
16.	Ensure all are aware that any concern for a child or young person who may be missing, exploited or trafficked to be passed to the Multi-Agency Safeguarding Hub (MASH).	Ensure all workshops and activities to raise awareness are clear that MASH is the front door for all safeguarding concerns	MET Strategic Group	January 2015	3	Green – MET group regularly reviews training delivered in the City and makes clear this is the central point for all safeguarding concerns
17.	Ensure the voices of children, young people and their protective carers to input into this work and enable appropriate responses	Utilise existing links to children and young people via targeted services to seek the views of Children and Young People to inform responses.	MET Strategic Group	April 2015	4	Amber – consultation via targeted services on local campaign (You are not Alone) taken place.
		Proactively target those that are yet to be reached from diverse groups, communities and faiths	MET Strategic Group / CEA Group	July 2015	4	Amber – CEA Strategy details work planned to engage communities in safeguarding work.
18.	Quality assure current responses and use learning from QA work to inform future developments. Develop clear procedures to ensure that return interviews are offered when a missing child is found and analysis of findings	<p>Carry out regular case audits to provide evidenced quality assurance of local practice, promote good practice and to action learning. This will focus on the child's journey seeking evidence that:</p> <ul style="list-style-type: none"> • Risk of MET issues are being identified, assessed and appropriately responded to. • Where there are Safeguarding concerns these are being passed to the Multi-Agency Safeguarding Hub. 	MET Operational Group Chair	Quarterly from Q4 of 2014-15.	4	Amber – Group established first audit to be delivered.

	Recommendation	Actions	Lead	Timescale	Priority Area:	Self-Assessment of Progress (R, A, G) ⁵
	from interviews influences responses	<ul style="list-style-type: none"> • 4LSCB Child protection and MET procedures are being followed. • Southampton Multi Agency Thresholds are appropriately applied • Agencies are working together to protect the child / young person. 				
		A regular report to the MET Strategic Group to ensure that the sharing of information and coordination of responses is effective.	MET Strategic Group Chair	Quarterly from Q4 2014-15	4	Amber – first report of refreshed group due in January 2015
		A regular report to LSCB main board regarding those missing from home and care – including identifying key themes from return interviews, linked to commissioning cycle and police ‘safe and well’ visits	MET Strategic Group Chair	6 monthly from December 2014	4	Green – first report May 2014, Second December 2014
		Continue to develop MET data set including key indicators and high risk groups.	MET Strategic Group Chair	Quarterly from Q3 of 2014-15	4	Green – MET Data set reported to Strategic Group in November 2014.
19.	Review success of local systems to identify children and young people that are repeat runaways from home or care.	Review 4LSCB Missing Procedures & Guidance	MET Strategic Group	April 2015	4	Amber – review commenced
20.	Develop systems to monitor prevalence of and the responses to	Establish MET Data Set	MET Strategic Group LSCB	Quarterly update	4	Green – Data set established

	Recommendation	Actions	Lead	Timescale	Priority Area:	Self-Assessment of Progress (R, A, G) ⁵
	children who go missing, are exploited and trafficked in order to understand trends and patterns.	Provide analysis of the data contained to the MET Strategic Group to inform future responses	MET Strategic Group	Quarterly Update		Amber – Proposal for a multi-agency analyst to be considered by LSCB in December 2014.
		Deliver regular case auditing	MET Operational Group Chair	Quarterly	4	Amber – first audit to take place from Q4
21.	Develop clear procedures to ensure that return interviews are offered when a missing child is found and analysis of findings from interviews influences responses	Deliver self-assessment using the checklist contained within the Statutory Guidance to inform the details of work required to respond to missing children and young people.	MET Strategic Group Chair	January 2015	4	Amber – work commenced on first self-assessment to be completed in January 2015

How will we know if we are successful?

What does success look like?	How will we measure how we're currently performing?
1. Identification of Risk and Risk Assessment	
Professionals, volunteers and members of the community have easy-to-access routes to share information about the risk of MET.	<ul style="list-style-type: none"> • Rate of referrals to the MASH on MET issues • Number of meetings of the MET Operational Group; • Attendance and participation of members of the group.
Children and Young People identified as being at risk are proactively and persistently given the opportunity to talk to professionals and are listened to and taken seriously when they do. Professionals are fully aware of the importance of the conversations they're having, show real interest in the person they're speaking to and make the most of every opportunity to build trust and confidence.	<ul style="list-style-type: none"> • Evaluation from training sessions • Views of those that have experienced MET issues • Case audits identify practice improvements.
Concerns raised about MET are assessed using recognised risk-assessment frameworks to inform the decision making process.	<ul style="list-style-type: none"> • Case audits identify increase in use of MET risk assessment tools
Identified risks to Children and Young People from MET are taken seriously and robustly investigated jointly by Police and Children's Services.	<ul style="list-style-type: none"> • Number of referrals to MASH re MET issues that result in a joint investigation.
A multi-agency problem profile is in place giving the LSCB an informed view of the risks faced within the city, vulnerable population groups and hotspot locations.	<ul style="list-style-type: none"> • Production of a full problem profile
Children and Young people are engaged in helping to design the processes in place and the services on offer to ensure they are as effective as possible.	<ul style="list-style-type: none"> • Number of 'engagement activities' undertaken by the MET strategic group.
2. Disruption and Protection	
When a Child or Young Person (or their friends or family) discloses potential MET abuse or risks they are listened to and believed.	<ul style="list-style-type: none"> • Case audits • Views of victims of MET about the way they were treated once the disclosed abuse.
Suspicious or allegations of MET abuse lead to proactive and robust joint investigations between Police and Social Workers. Where	<ul style="list-style-type: none"> • Number of referrals to MASH re MET issues that result in a joint investigation.

What does success look like?	How will we measure how we're currently performing?
prosecutions are not possible other forms of disruption are comprehensively explored.	<ul style="list-style-type: none"> • Number of occasions use has been made of the GAIN network??
Children identified as at significant risk of harm from MET are allocated a Social Worker who is persistent in engaging with them (even if this is tough) and who develops (with them where possible) a bespoke risk management plan to minimise the chances of them coming to further harm.	<ul style="list-style-type: none"> • Percentage of children identified as being at significant risk of CSE who have been allocated a dedicated social worker within a 12 month period. • Percentage of children identified as being at significant risk of CSE who have a bespoke risk management plan in place within a 12 month period.
CYP victims of MET crimes are provided with physical, sexual, emotional and psychological support throughout the reporting and prosecution process. Where drug and alcohol additions are present they are viewed as needing additional support to overcome these and not as "addicts".	<ul style="list-style-type: none"> • Number of victims of MET who have been signposted to support agencies; • Number of victims of MET abuse who have been offered appropriate support from the agencies involved within a 12 month period.
Victims of MET crimes are seen by professionals as being a Child Victims of Crime rather than as a "child prostitute" or as someone who is to blame for having "made bad choices".	<ul style="list-style-type: none"> • Evaluation of training and awareness raising activities shows change in perceptions and attitudes.
Where suspects for MET offences are identified they are referred to MAPPA for consideration as a Potentially Dangerous Person (PDP) and all options around preventative orders (Sexual Offences Prevention Order, Risk of Sexual Harm Order, Violent Offender Order or Anti-Social Behaviour Order) are fully explored.	<ul style="list-style-type: none"> • Number of perpetrators referred to MAPPA/IOM within a 12 month period. • Number of perpetrators accepted onto MAPPA / IOM scheme within a 12 month period.
3. Education and Prevention	
Children and Young People are educated about the risks of MET and online safety from an early age (Key stage 1). The CEOP "Think u know" package is incorporated within the PSHE curriculum within the city at Key Stages 1 and 2 and at Secondary Schools. Additional education tools such as Chelsea's Choice are deployed to schools identified as being vulnerable to MET risks.	<ul style="list-style-type: none"> • Number of teachers trained to deliver the CEOP ThinkUKnow programme. • Number of occasions the CEOP ThinkUKnow programme has been used to deliver a lesson or assembly within a 12 month period. • Number of performances of Chelsea's Choice (or equivalent performance) within Southampton schools in a 12 month period.

What does success look like?	How will we measure how we're currently performing?
Parents and carers know about the risks around MET, the warning signs to watch-out for and how to best protect their children.	<ul style="list-style-type: none"> • Sample of parents identifying increased awareness.
Teachers, Health Practitioners, Carers, Social Workers and Police Officers are fully aware of the risks around MET and grooming and know how to respond to concerns or disclosures.	<ul style="list-style-type: none"> • Evaluation of training and awareness raising activities.
The voluntary-sector provide opportunities for children and young people to learn about the risks of MET to ensure that even those who do not attend school (or are sporadic attenders) are educated about the risks involved.	<ul style="list-style-type: none"> • Number of sessions run to reach children that are described as 'NEET' and whose school attendance is sporadic or who have been excluded within a 12 month period.
Local communities are aware of the risks around MET and act as a protective factor to vulnerable CYPs by looking out for any suspicious circumstances and sharing information about any concerns.	<ul style="list-style-type: none"> • To be decided once the communications strategy has been agreed.
4. Review and Monitor	
The LSCB is provided with regular and consistent information (both qualitative and quantitative) around MET risks to ensure they are fully informed of the problems present within the city and to enable trends to be monitored over time.	<ul style="list-style-type: none"> • LSCB minutes and LSCB members awareness is raised.
Regular multi-agency audits are undertaken in relation to children identified as being at risk of MET to ensure that procedures are being followed. They look at the process from the CYPs perspective and examine how well agencies worked together to provide a consistent and comprehensive response which fully met the needs of the child concerned	<ul style="list-style-type: none"> • The number of audits conducted within a 12 month period, along with a reports to MET Strategic group into any learning to arise.
Where appropriate, Serious Case Reviews are commissioned to conduct a more detailed examination of partnership working and learn lessons arising from children having come to harm	<ul style="list-style-type: none"> • Number of cases referred to SCR group relating to MET issues, and resulting review that takes place.
The MET Strategic Group receives regular updates from the Operational Group about the work of the group and any issues or good work identified	<ul style="list-style-type: none"> • Minutes of MET Strategic Group demonstrating regular feedback, challenge and improvement planning.
Where victims of MET crimes are willing to engage, debrief interviews examining how they felt they were treated and what they	<ul style="list-style-type: none"> • Number of interviews conducted within a 12 month period.

What does success look like?	How will we measure how we're currently performing?
think could or should be done differently. These are presented to the MET Strategic Group to coordinate the partnership response and a summary of the themes and proposed action is presented to the LSCB	<ul style="list-style-type: none"> Minutes of the MET Strategic Group.

Glossary

LSCB	Local Safeguarding Children Board
SERAF	Sexual Exploitation Risk Assessment Framework (Developed by Barnardos)
MET	Missing, Exploited and Trafficked
CSE	Child Sexual Exploitation
CYP	Children and Young People
IDVA	Independent Domestic Violence Advisor
YP	Young People
4LSCB	4 Local Safeguarding Children Boards of Southampton, Portsmouth, Hampshire and Isle of Wight.
SCC	Southampton City Council