Definition - What is Child Sexual Exploitation?

On February 16th 2017 the government launched the revised definition of Child Sexual Exploitation along with new working together advice on CSE. The revised definition is detailed below:

Revised statutory definition of child sexual exploitation
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.

The new working together advice on CSE and the new definition can be found here:


A progress report detailing the government’s work in this area along with forward commitment can be found here:


In addition, here is a link to the extended version of the document that Bedfordshire University wrote with Research in Practice, which the document released today has been taken from – unpacks some of the issues in greater depth given the increased length – it is linked to at the end of the DfE document, but the link below will take you directly to it.


Why is it important?

Nationally, regionally and locally there is risk to children and young people of being sexually exploited. Child Sexual Exploitation is recognised nationally as one of the most important challenges facing agencies today. It has a serious long term and lasting impact on every aspect of a child or young person’s life including their health, physical and emotional wellbeing, educational attainment, personal safety, relationships, and future life opportunities.

“Children who are sexually exploited are the victims of sexual abuse and should be safeguarded from further harm. Sexually exploited children should not be regarded as criminals and the primary law enforcement response must be directed at perpetrators who groom children for sexual exploitation.”

Baroness Morgan of Drefelin
Safeguarding Children and Young People from Sexual Exploitation (2009)
Child Sexual Exploitation maintains a very high national profile and remains a key priority area for the Wirral Safeguarding Children Board (WSCB) partnership. Partnership work to tackle Child Sexual Exploitation is led through the Child Sexual Exploitation strategic group and all organisations have a role to play in ensuring children and young people are protected from sexual exploitation.

The 2014 Jay report into Child Sexual Exploitation in Rotherham highlighted that ‘collective failures’ of managers and professionals in partner agencies including Social Care and the Police to acknowledge and respond to the extent of sexual exploitation contributed to 14 years of abuse of children and young people. The report reminds us that we must not be complacent for one minute and we should use the report’s recommendations to test our own responses to vulnerable children, young people and their families, and the effectiveness of our multiagency systems to detect and respond quickly to each and every instance of Child Sexual Exploitation.

The WSCB is very clear that Child Sexual Exploitation is child abuse, and all children and young people who are subject to sexual exploitation are victims, regardless of whether they feel they have been abused or not.

Risk factors associated with child sexual exploitation

Any child or young person may be at risk of sexual exploitation, regardless of their family background or other circumstances. This includes boys and young men as well as girls and young women. However, some groups are particularly vulnerable. These include:

- Children and young people who have a history of running away or of going missing from home
- Those in and leaving residential and foster care
- Those with special needs and learning disabilities
- Migrant children and young people
- Unaccompanied asylum seeking children and young people
- Children and young people who have disengaged from education
- Children and young people who are abusing drugs and alcohol
- Those involved in gangs

What are the signs and symptoms of child sexual exploitation?

Grooming and sexual exploitation can be very difficult to identify. Warning signs can easily be mistaken for ‘normal’ teenage behaviour and/or development. However, parents, carers, school teachers and practitioners are advised to be alert to the following signs and symptoms:

- inappropriate sexual or sexualised behaviour
- repeat sexually transmitted infections; in girls repeat pregnancy, abortions, miscarriage
- having unaffordable new things (clothes, mobile) or expensive habits (alcohol, drugs)
- going to hotels or other unusual locations to meet friends
- getting in/out of different cars driven by unknown adults
- going missing from home or care
- having older boyfriends or girlfriends
- associating with other young people involved in sexual exploitation
- truancy, exclusion, disengagement with school, opting out of education altogether
- unexplained changes in behaviour or personality (chaotic, aggressive, sexual)
drug or alcohol misuse
getting involved in crime
injuries from physical assault, physical restraint, sexual assault

Wirral’s local CSE profile
Wirral is home to approximately 70,500 children and young people (0-18). The child population of Wirral is predominantly white British (93%) but significant ethnic minority groups exists, particularly Irish, Chinese and Polish. It is a key challenge for all agencies working in Wirral to eliminate the differences in outcomes for children and young people and to ensure our most vulnerable children receive help at the earliest opportunity.

Wirral's findings include: The young person is likely to be 15-16 years old and female. They may be going missing and potentially associating with older boys/men often meeting these men via social media. They may have low school attendance and be using alcohol and substances. They may have a learning/behaviour difficulty such as ADHD. They may be secretive around the internet/use of phone. They may have a mental health difficulty which could manifest itself in self-harming. They may have a social worker and/or be looked after by the local authority.

Keeping children and young people safe and protected from Child Sexual Exploitation is one of the key priorities of the Wirral Safeguarding Children Board (WSCB), the Local Authority, the Police and partners. Working together in partnership with the wider local community is key if we are going to recognise and effectively deal with CSE in Wirral.

All of the WSCB’s safeguarding activity, including the response to CSE across the partnership contributes to ensuring that:

“Children and young people in Wirral feel safe and are safe”

The WSCB through its strategic group developed a performance information dataset for Child Sexual Exploitation. The main source of data is held by the Multi-Agency Child Sexual Exploitation (MACSE) meetings which are held each month. All cases where professionals suspect or know that a child is a victim of or at risk of sexual exploitation are referred into the MACSE meetings through the MASH where they are risk assessed and a plan is developed to protect the child and reduce the risk. Cases stay at MACSE until there is no further risk of sexual exploitation. The meetings are jointly chaired by the police and are attended by professionals from key agencies including children’s social care, youth services, children’s safeguarding, education, health, Catch-22 and preventative services. Through the pan Mersey ‘Gold Group' for CSE a Merseyside dataset has been developed.

There is currently no national dataset for Child Sexual Exploitation so at present we are unable to compare Wirral’s performance against other areas. Data currently available from the MACSE meetings is presented to the WSCB on a quarterly basis and informs the multi-agency action plan for combatting sexual exploitation. A common dataset has been agreed between the safeguarding board’s in Merseyside and the new comprehensive dataset is published each quarter.

Presented below is a summary of findings for quarter 4 (1st January to 31st March 2017)

- From 1st January to 31st March 2017 a total of 7 new cases were referred into the Wirral monthly MACSE meetings.
- Within this quarter there were 5 cases that had previously been open to MACSE and were re referrals.
- 89% of the cases discussed in the MACSE have been about girls.
For this quarter young people between the ages of 14 and 15 years account for the majority of cases discussed at MACSE.

The majority of young people discussed at the MACSE live in the district of Birkenhead.

48% of the young people have low school attendance. However, the remaining 52% also include unknown, NA and NEET children.

The biggest concern highlighted within the previous quarter appeared to be inappropriate use of the internet, sending and receiving indecent images and grooming.

Over half (55%) of the children and young people referred into MACSE had missing episodes. This is a decrease of 11% from the previous quarter.

Almost 100% of the children and young people referred into MACSE were children that were open to specialist services (Children’s Social Care). 24% of those children are looked after by the local authority.

31% of these children open to Social Care are on Child Protection Plans.

17% of the children subject to MACSE during quarter 3 have a disability. This is a decrease of 11% from the previous quarter. 33% of young people discussed at the MACSE have disclosed that they have mental ill health.

45% of children and young people stating that they are consuming alcohol and/or substances.

During 1st January to 31st March 2017 38% of cases that were open to MACSE closed.

Gaps in intelligence

With little national data it is difficult at present to identify gaps in intelligence, although this should become clearer as the data picture builds.

Equally it is difficult at present for the WSCB to give trend information or accurately predict what will happen in the future. It is expected however that the number of Child Sexual Exploitation cases will grow substantially over the next year as both local awareness and confidence in the support from local services increases. Barnardo’s have highlighted one case where “as a result of services being improved because of training, there was a five-fold increase in a period of three months of children and young people being identified as at risk.”

What Are We Doing and why?

The Child Sexual Exploitation action plan is aligned to the Pan Merseyside CSE strategy for 2014-2017. The purpose of the strategy is:

• To focus and co-ordinate multi agency resources in tackling child sexual exploitation available on the WSCB website

• To ensure that children and young people and the wider community across Cheshire and Merseyside, in particular with parents and carers, are aware of child sexual exploitation and its effects

• To enhance training for professionals

• To ensure that young people and the community are made aware of the issues around exploitation

• To bring to justice the perpetrators of child sexual exploitation and to ensure that young people are properly safeguarded in the course of any criminal proceedings
To achieve this, the partnership has set five key strategic priorities:

- **Self-Assessment** – Each area maps service provision for children and young people who are victims of or at risk of sexual exploitation, and profiles sexual exploitation in their area.
- **Prevention** – There are three aspects to this priority; awareness raising and community engagement; training for professionals and disruption of perpetrator activity.
- **Safeguarding** – This priority focuses on developing a coordinated response to Child Sexual Exploitation which ensures victims are identified and responded to at the earliest opportunity.
- **Bringing Offenders to Justice** – Each area will work closely with the police and the Crown Prosecution Service to ensure abusers are swiftly brought to justice and held to account.
- **Governance** – Good governance ensures that Local Safeguarding Children Boards can develop the policies, procedures and practice to ensure an effective multi-agency response to Child Sexual Exploitation.

**Key recent activity by the WSCB partnership to combat Child Sexual Exploitation includes:**

- The Merseyside safeguarding children boards in partnership with Merseyside Police have developed a website dedicated to raising awareness of child sexual exploitation. The [www.listentomystory.co.uk](http://www.listentomystory.co.uk) website is a ‘one stop shop’ for information and advice about Child Sexual Exploitation whether you are a professional, child or young person, parent or carer, or a member of the public.
- WSCB have produced posters with the learnings from local and national CSE serious case reviews which are accessible via the WSCB website.
- The WSCB website has been updated with information regarding the latest social media apps and the most common abbreviations being used on social media.
- There is now a care home governance group that is a sub group of the WSCB with CSE as a standing agenda item.
- The BLAST project is available on the WSCB website.
- Catch22 are commissioned by the Wirral Safeguarding Children Board to deliver ten multi-agency CSE training sessions. Sessions are also being delivered by PACE and Brook.
- Preventative interventions in Targeted Services include group activities (G.I.R.L.S Project and L.A.D.S Project) to reduce risk taking behaviour and 1:1 support packages.
- If You Loved Me – peer education performance, addressing abusive teenage relationships, delivered to secondary schools by Creative Youth Development.
- Targeted Youth Support service have also performed ‘On One Condition’, a play exploring the exploitation of children and young people across Wirral’s workforce offering several performances.
- Operation Stay Safe is a joint piece of work with Targeted Services, police and Catch-22. Local areas identified are targeted and services work together to offer support, advice and guidance to the young people in these locations. Operation Stay Safe took place on CSE.
Awareness Day March 18th 2017. Intelligence was gathered and reported back to the CSE and Missing Committee.

- The WSCB offers a full day multi-agency training session about Child Sexual Exploitation. This course is available free of charge to all children’s services professionals.

- The Alright Charlie learning resource is designed for use with children aged 9-11 in primary schools and aims to highlight the warning signs of grooming in an age appropriate way. The film is seen through the eyes of Charlie who is groomed by Danny. The resource was designed in consultation with CSE professionals, primary schools teachers and children in years 5 and 6 in primary schools. The resource is accessible to girls AND boys with the viewer never discovering Charlie’s gender. This resource is available on the WSCB website guidance book for professionals and a workbook for children and young people.

- The CSE Screening Tool 2016 is available for professionals to use prior to referral to identify the nature and level of CSE for individual young people. If the tool is completed and CSE is identified the form can be sent into MASH with the referral.

- The CSE1 Referral form, is the referral form used when concerns that a young person is a victim of or is at risk of being sexually exploited.

- The CSE2 Risk Measurement Tool is a risk assessment form which is used at the MASH, with young people and at the MACSE meetings to assess the risk faced by individual young people. Regular use of the tool will evidence whether the level of risk is decreasing over time.

- The Multi Agency Children’s Sexual Exploitation (MACSE) meetings, chaired by Police and Children’s Social Care, oversee individual children considered to be at risk of CSE, identifies risks, agree risk management strategies and track progress every month. This is supported by a Merseyside Multi-Agency Child Sexual Exploitation (CSE) protocol agreed in June 2014 and has recently been updated.

- Restorative Practice Service has a process in place to identify if first time entrants into the criminal justice system are involved or at risk of CSE, in response to high correlation, identified through national research, between young offenders and CSE.

- Police share intelligence about investigations and hot spot areas of police activity at the MACSE meetings and the CSE strategic group and also hold tactical meetings.

- Police and colleagues from the Crown Prosecution Service regularly attend the regional CSE strategic meetings to discuss the numbers of investigations underway and successful prosecutions. Work is underway to correlate action to combat CSE and identification of perpetrator with subsequent prosecutions and convictions.

- Ongoing sustainable and robust awareness raising for young people. How young people access services and also providing a rational for how effective those services are from the view point of young people.

- A multi-agency CSE team is now in place at the Wirral MASH. Part of their role will be about evidencing the journey of young people through services. Recognising better outcomes for young people who may have been either at risk or victims of CSE, and producing successful prosecutions of offenders.
• Learning from local serious case reviews has shown:

The language YOU and others use will determine how you and other agencies respond. Avoid using phrases such as “putting themselves at risk” “lifestyle choices” as this makes the child responsible for their abuse.

When older children try to control the situation- it maybe they feel “out of control”. What they see as the solution may not always be the best/safe plan.

Children who are physically or emotionally neglected are MORE vulnerable to CSE. When thinking about neglect think about the physical and the emotional environment for children– use the screening tool whenever neglect is a feature.

Frequently alcohol misuse and domestic violence are evident in families where neglect is a factor. These are also common features in the parents of children vulnerable to CSE.

Children CANNOT consent to abuse.

Children and vulnerable young adult describing older “boyfriends” ALWAYS requires workers to use Professional Curiosity to know what is really happening.

Children who are experiencing CSE do not always recognise themselves as victims- We MUST not fall into this trap.

• Recent research has also highlighted the potential negative health consequences associated with not identifying risk soon enough – including Post Traumatic Stress Disorder (PTSD), substance misuse, self-harm, STIs, depression, eating disorders and flashbacks.

• Work is developing with the Police and Crown Prosecution Service to develop a Wirral and pan Merseyside problem profile which will include an assessment of activity undertaken to pursue and prosecute offenders.

• The WSCB commission Catch-22 to deliver the Missing from home and Child Sexual Exploitation service which includes counselling and working with young people to build resilience. This work is mainly undertaken in the short term Literature suggests that appropriate therapeutic support should be available for young people who are at risk or suffering from sexual exploitation. This support should be delivered for as long as individuals need it.

• Engagement and awareness raising across all community groups is essential to ensure a coordinated and successful response to Child Sexual Exploitation. Leaflets have been developed and presentations have begun to engage with groups in the ‘night-time’ economy such as taxi drivers, hoteliers and pub landlords. Presentations are given monthly as part of the induction process for taxi drivers.

• The WSCB have now employed a CSE Development officer to ensure that the goals of the multi-agency strategy to combat CSE are achieved.
Community / stakeholder views

Key engaged stakeholders in the Wirral Strategy to combat Child Sexual Exploitation include:

- The Wirral Safeguarding Children Board (WSCB). The WSCB partnership includes the local authority, police, health organisations, education, voluntary, community and faith groups and youth services etc. The WSCB set CSE as a partnership priority for both 2013-14, 14/15 and 15/16 and is the lead strategic organisation in Wirral for combatting sexual exploitation. Work is co-ordinated through the multi-agency Child Sexual Exploitation and Missing Strategic group (silver) and the MACSE operational group (bronze).

- Pan Merseyside Strategic Group. The pan Merseyside group coordinates the activity undertaken by the respective local silver groups. This helps ensure a sharing of good practice and resources and a consistent approach taken to combatting Child Sexual Exploitation. The group should become increasingly influential with commissioning services for Child Sexual Exploitation.

- Catch-22. They are commissioned by the WSCB to deliver the Missing from Home and the Child Sexual Exploitation service to children and young people. Catch-22 identify young people at risk of being sexually exploited and work to engage with them to educate and build resilience to enable them to make healthier and better informed choices to protect them from becoming sexually exploited. Catch-22 typically works with 12-15 cases at any time and is also engaged in outreach work. The service also runs a GIRLS group which aims to work with vulnerable girls who may be at risk of becoming sexually exploited. Catch-22 are also commissioned to deliver the multi-agency Child Sexual Exploitation training for professionals on behalf of the WSCB. The full day training is delivered monthly.

- Merseyside Police. The police chair the monthly MACSE meetings and are responsible for ensuring the meetings are well attended and effective.

Evidence of what works

1. Nationally

The Nine Foundations of Good Practice

The Office of the Children’s Commissioners’ (OCC) 2013 Inquiry into gang and group-based Child Sexual Exploitation identified pockets of good practice across a number of LSCBs. Based on primary research with those areas that are being particularly proactive in tackling sexual exploitation, the OCC identified nine key foundations of good practice that have contributed to “exemplary approaches to protecting children and young people against exploitation at the hands of gangs and groups” (p32).

Even though the report focuses specifically on gang and group sexual exploitation, the nine principles are considered transferable to all forms of Child Sexual Exploitation. They are shown in the diagram below:
Essential Foundations for Good CSE Practice

The OCC's research identified leadership as a priority, and found that 77% of key agencies have appointed a lead Child Sexual Exploitation professional; but that fewer than half have Child Sexual Exploitation leads from local authority education and youth offending teams. Areas showing strong operational practice have focussed on creating the conditions (at school, at home, for example) in which “everyone is alert to the signs that a child may be at risk”. Based on evidence of how to achieve these conditions, the OCC published their “Recognition and Telling Framework” to help adults to understand what might be going on for a child or young person.

In November 2013, the NSPCC published the briefing "Learning from case reviews around Child Sexual Exploitation”. The briefing notes that “it is clear from these reviews that CSE can be particularly hard for professionals to recognise and respond to.” There were a number of key issues or failings common to several of these serious reviews:
Firstly, in several instances confusion about sexual activity and the issue of consent was cited; a failure to recognise that “the fact that young people are engaged in what they view as consensual activity does not mean that they are not being exploited”. Victims may be coerced; some may believe they are behaving as they wish; in addition, 16 and 17 year olds were sometimes viewed (by the authorities) as being more in control of their choices.

Linking Child Sexual Exploitation to risk taking behaviour was raised as a common factor. “When dealing with troubled children, practitioners need to see young people as vulnerable children in need of protection, rather than focussing on their challenging behaviour”.

Finally, disclosure of sexual exploitation was identified; in several of these cases, no actions were taken by agencies against perpetrators following disclosure (further, in some instances, no subsequent support was provided to the young person, meaning the abuse continued). The briefing goes on to identify lessons for improving practice; ‘an early and comprehensive assessment’ must be carried out once warning signs are recognised. Such assessment must include issues of ‘capacity of consent’, taking into account the grooming process and issues of coercion which may be experienced.

In terms of interventions, the briefing states that practitioners must balance the young person’s right to make their own decisions and assess their risk, with the need to protect the young person from exploitation. Disclosures must be taken seriously and dealt with as a crime. Actions taken following disclosure should not depend upon the victim’s willingness to act as a witness in trial.

The literature suggests that a model of good practice for Child Sexual Exploitation can only be achieved through a clear multi-agency partnership approach and cannot be solely led by one agency. Key features of good practice from recent publications research includes:

- Publication of a clear action plan against which progress, performance and the contributions of partner agencies can be measured
- Clear partnership commitment to combatting Child Sexual Exploitation underpinned by a common understanding that sexual exploitation is sexual abuse which children and young people cannot consent to even if they do not always see themselves as victims
- Development of a clear referral pathway which is shared and understood across the partnership
- Development of an action to ensure high quality Child Sexual Exploitation training exists within agencies and for multi-agency and community partners
- Development of an action to ensure schools raise awareness of Child Sexual Exploitation with young people and work to protect young people at risk or victims of sexual exploitation
- Establishment of a method to proactively share information and intelligence about Child Sexual Exploitation
- Development/adoption of a Child Sexual Exploitation risk assessment tool for use with young people
- Publication of a local Child Sexual Exploitation problem profile
- Inclusion of young people in the assessment, planning and commissioning of services

2. Locally

Since September 2014 Wirral has had an operational Multi-Agency Safeguarding Hub (MASH). The MASH is an information sharing hub where key agencies that is the front door for referrals for
both child protection and targeted services. The MASH consists of the children's social care, targeted services, police, health and Catch-22. In relation to Child Sexual Exploitation each case is immediately directed to the relevant agency.

In terms of awareness raising the WSCB has had positive feedback from partners for the following activity:

- Publishing Wirral practice guidance including detailed information about the referral pathway, models of Child Sexual Exploitation, signs and symptoms and mythbusting, particularly views often held about victims by professionals.
- Multi-agency Child Sexual Exploitation training and briefings
- Publication and dissemination of a series of Child Sexual Exploitation posters and leaflets
- Establishment of the Child Sexual Exploitation strategic group and publication of the action plan

National References


5. “If only someone had listened”: Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation in Gangs and Groups; 2013; http://www.childrenscommissioner.gov.uk/content/publications/content_743

6. “I thought I was the only one. The only one in the world.” The Office of the Children’s Commissioner’s Inquiry into Child Sexual Exploitation in Gangs and Groups Interim report; November 2012. Available from: http://www.childrenscommissioner.gov.uk/content/publications/content_636


Local References

1. Wirral CSE Practice Guidance - The CSE Practice Guidance sets out the referral pathway for cases where professionals have concerns that a child may be at risk or is a victim of Child Sexual Exploitation; October 2014; https://www.wirralsafeguarding.co.uk/professionals/child-sexual-exploitation/

2. The CSE Protocol Merseyside CSE Protocol sets out the multi-agency procedure for tackling child sexual exploitation in Wirral and across Merseyside. The protocol details how through the multi-agency child sexual exploitation (MACSE) meetings we can work together to reduce the harm to children and young people from CSE.

3. The CSE Practice Guidance WSCB CSE Practice Guidance February 2016 document contains guidance for professionals about CSE including signs and indicators, push and pull factors, trafficking, use of language and dangers of labelling etc. The Practice Guidance also includes case studies and details of the referral process.

4. The pan Merseyside CSE Strategy Jan V1 2016 sets out the approach across Merseyside to combat CSE through effective multi-agency and partnership working.

5. Seen and Heard Campaign-In July 2016 the Department for Health and the Children’s Society launched the Seen and Heard campaign to raise awareness of the signs of sexual abuse and exploitation. More information can be found here: https://www.wirralsafeguarding.co.uk/seen-heard-campaign/