

Safeguarding Adolescents From Exploitation

Strategy 2019 – 2022

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Enfield
Safeguarding
Children Board
...because safeguarding children
is everybody's business



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| Scope | This strategy sets out our multi-agency approach to safeguarding adolescents from exploitation, abuse and violence in Enfield. |
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Safeguarding Adolescents From Exploitation

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Introduction



Children and young people are vulnerable in different ways, at different ages and in different contexts. They may be vulnerable to exploitation, abuse or neglect from within their family and from individuals they come across in their day-to-day lives. This exploitation can include sexual, physical and emotional abuse in different contexts; exploitation by criminal gangs and organised crime groups; trafficking; online abuse; and the influences of extremism leading to radicalisation.

We want all our children to be safe, confident and happy, with opportunities to achieve through learning and reach their full potential as they become adults. Enfield Safeguarding Children's Board (ESCB), soon to be the Enfield Safeguarding Children Partnership, has put together this strategy to prevent and tackle exploitation and abuse of adolescents in the borough. It sets out our collaborative arrangements to ensure that preventative and protective mechanisms are effectively safeguarding young people from harm, and for supporting victims. It replaces our 2014 Child Sexual Exploitation Strategy.

Adolescents often face multiple threats outside of their family lives. This strategy, in connection with other related plans, strategies and policies, is about how we prevent and tackle all forms of exploitation including:

- [Child sexual exploitation](#)
- [Children and young people exposed to exploitation through gang involvement, county lines, trafficking and serious youth violence](#)
- [Radicalisation and the prevent agenda](#)
- [Children missing from home or education.](#)

Partnership and collaboration are at the core of our safeguarding work in Enfield. We value and promote collaboration to ensure that we address the safeguarding needs of our young people from a holistic perspective.

All members of the Enfield Safeguarding Children Partnership are committing to a pledge, which renews our commitment to strengthen joint work and take every opportunity to safeguard young people in Enfield from exploitation. We will work with other partners, organisations, businesses and the community to encourage others to also demonstrate their commitment through signing our pledge.

I believe, this strategy provides the right framework to safeguard young people from any harm of exploitation and abuse.



Geraldine Gavin
Independent Chair
Enfield Safeguarding Children Board

Our vision

We want to **end exploitation of adolescents, so that they thrive now and in the future.**

To achieve the intended outcomes in this strategy, we will take a **child-centred approach**. This means all our decisions are based on the individual child's safeguarding needs and that we include and value young people's voices throughout our analysis of their situation, our response, and in how we develop our services. **Contextual safeguarding** is key to this strategy. This means that as well as taking a whole-family approach, we account for every context and environment that adolescents encounter beyond their family.

To achieve our vision, we will be working jointly and innovatively to deliver on the following priorities.

LEAD AND COLLABORATE

We will have strong leadership at all levels of our collective organisations to tackle exploitation of children and young people across the borough.

PURSUE

We will work together to progress enforcement actions to disrupt perpetrators of exploitation and violence.

PREVENT

We will build resilience amongst children and young people to prevent vulnerabilities from escalating into exploitation.

PROTECT

We will protect young people and the wider community from the harms of exploitation, violence and abuse and provide individualised support based on in-depth need assessments.

PREPARE

We will identify young people at risk of child sexual exploitation, criminal exploitation and/or radicalisation and divert them from harmful situations.

We have adopted the '4P's framework that has been successfully implemented in three national strategies to tackle serious and organised crimes; counter terrorism; and modern slavery at a national level. An additional cross cutting focus area of this strategy is on leadership and collaboration.

We have drawn on evidence about young people's vulnerabilities and effective practices to protect them using national, regional and local research and data. We have also developed our approach using evidence gathered from consultation with young people and parents.

The Vulnerable Young People (VYP) sub-group of the ESCB is responsible for monitoring the delivery of the strategy action plan, and reporting progress against the action plan and identified outcome measures to the ESCB and the Safer Stronger Communities Board on an annual basis.

Where are we now?

Enfield's population is large and growing – estimated to be 332,705 in mid-2017. There are 91,444 children and young people aged from 0 to 19 years, which makes up 28% of the population. This is high compared with both the London and England average, and is expected to increase at a greater rate than both London and England, with variable impact across the borough.

Although Enfield is in Outer London, it has many inner-city characteristics. Changes to rent levels, the benefit cap and other reforms may have influenced the demand for services. Welfare reform is implicated in tenancy instability, increased poverty (despite more people being in work), and migration from inner to outer London. The borough has the second highest number of households in temporary accommodation in England (December 2018), and unemployment levels consistently above both London and national averages. Median household incomes in Enfield have been declining since 2012, particularly in wards located to the east and south of the borough¹. Within the borough, it is these wards which tend to have the higher rates of referrals into children's social care, when compared to the rest of Enfield.

Overall, Enfield is the 12th most deprived borough in London and the 64th nationally. Data from The Income Deprivation Affecting Children Index (IDACI) measures the proportion of all children aged 0 to 15 living in income deprived families. Their data concludes that Enfield is the 13th most deprived borough nationally and the 5th most deprived in London. Most of the deprivation is concentrated along the eastern and southern corridors of the borough, resulting in significant inequalities across Enfield as a whole.

These socioeconomic factors inevitably have an impact on the overall wellbeing and safety of our young people. Adolescents in Enfield are vulnerable to different forms of exploitation and violence and in a variety of social contexts beyond their families. This includes at school, in shops, eateries, train stations, leisure centres and elsewhere in their neighbourhoods.



¹CACI estimates - <https://www.caci.co.uk/products/product/paycheck>

CHILD SEXUAL EXPLOITATION

In 2017/18, 136 young people were identified as either experiencing or being at significant risk of child sexual exploitation (CSE). This was an increase from 112 during the previous year. Most cases were in the east of the borough. 96% were girls, a higher percentage than the previous year. We know that nationally there is an under reporting of boys who are victims of CSE.

The most common ages at which young people are referred for support are between the ages of 13 and 16 years, and we know from our case work that the victim and perpetrator are in many cases of the same or similar age. This peer-on-peer sexual exploitation predominantly affects girls who engage in sexual activities either voluntarily or through coercion or force. Our consultation with young people in Enfield during 2016 provided further evidence that this seems to be the case.

Most of the young people identified in 2017/18 were living at home with parents or relatives. While children in care or in semi-independent accommodation may be particularly vulnerable to CSE, it is important to note that a child living with parents or relatives may also be in difficult or unstable circumstances. For example, a child may be cared for by siblings in the absence of parents, or a breakdown in the parental relationship may cause considerable disruption to the child's circumstances and wellbeing, making them more vulnerable.

CRIMINAL EXPLOITATION

(gang involvement, county lines, trafficking and serious youth violence)

Our experience of working with young people in the Youth Offending Unit has shown us that those involved in violence and other forms of offending often become entrenched in an exploitative environment where they can find it very difficult to get support, as they are often both a perpetrator and a victim. Criminals operating in the borough, who in many cases are part of gangs, are taking advantage of vulnerable children and young people and coercing them into crimes like drug trafficking.

Youth violence and crime through gang involvement is a major concern in Enfield. There were 397 Serious Youth Violence victims in the year to November 2018, compared to 365 the previous year. This is an increase of 8.8% (32 cases), while the rest of London had a decrease of 5.2% in the same period. Although the main areas of gang activity are the N9, N18 and EN3 postcodes, gang members have been known to operate throughout the borough, and tackling this activity is a borough-wide concern. Adolescents involved in gangs may be at increased risk of child sexual exploitation (CSE), and perpetrators of CSE may include gang members. We need to increase our understanding of this in Enfield through further analysis and partnership work.

County lines is a particular concern in relation to preventing and tackling exploitation. This is where children and young people are exploited by criminals and used to traffic drugs in rural areas. Nationally, there is evidence of links between this activity and child sexual exploitation. Last year's figures from the National Crime Agency show that over a third (35 per cent) of police forces reported evidence of child sexual exploitation in relation to county lines.²

RADICALISATION AND THE PREVENT AGENDA

At the heart of Prevent agenda is safeguarding young people and vulnerable adults and providing early intervention to protect and divert people away from being drawn into terrorist activities. There have been several occasions both locally and nationally in which extremist groups have attempted to radicalise vulnerable children and young people. The purpose for them is to manipulate young people to hold extreme views justifying political, religious, sexist or racist violence, or to steer them into a rigid and narrow ideology that is intolerant of diversity. This will leave them vulnerable to future radicalisation. There is also a high percentage of young people, who are 'self-informing' from the internet in the absence of positive influencers. We consider these cases as serious safeguarding concerns that need to be prevented.

²https://www.gov.uk/government/news/new-unit-to-tackle-exploitation-of-vulnerable-young-people?utm_source=be00aa2e-291f-4aa6-a59c-b9714be5996e&utm_medium=email&utm_campaign=govuk-notifications&utm_content=immediate

CHILDREN MISSING FROM HOME, CARE AND EDUCATION

Going missing from home, care or education puts young people at risk of various forms of exploitation. There is a recognised correlation between children going missing and an increased risk of child sexual exploitation (CSE), being involved in county lines and substance misuse. Apart from being a vulnerability factor, missing episodes are also an indicator that a child is already being exploited and abused. For example, 51% of the young people identified as impacted by or at risk of CSE in 2017/18 have been formally reported missing at some point, either for single or multiple episodes. This is a significant increase compared to 2016/17.

In 2017/18, 111 young people³ were referred to missing persons services in Enfield because they had been missing from home, care or education. This includes those formally reported but does not necessarily include those who have had other unreported missing or absconding episodes, so the total number of children and young people going missing is likely to be higher.

CHILDREN WHO ARE EXCLUDED FROM SCHOOL

Young people who are excluded from school may be at increased risk of child sexual exploitation, and exploitation from those involved in crime and gangs. There is a clear link between school exclusions and vulnerability to youth violence, and between exclusions and other vulnerabilities such as mental ill-health.⁴ Rates of permanent exclusions from secondary school in Enfield for 2016/17 (0.2%) is consistent with the national average, slightly above outer London average, and below the average for statistically comparable local authorities. However, the rate of fixed term exclusions at 10.69% is higher than the national and outer London averages, and the average for comparable authorities.



³ Enfield Young Runaways Annual Monitoring Report, 2017/18, St Christopher's

⁴ Youth violence commission interim report, July 2018 and 2017 Institute for Public Policy Research (IPPR)

WHAT YOUNG PEOPLE HAVE TOLD US ABOUT THEIR LIFE AND THEIR SAFETY IN ENFIELD?

In 2016 we held interviews and focus group discussion with 69 young people about their views and attitudes toward peer-on-peer sexual exploitation. During summer 2018, we consulted with 75 young people. This included vulnerable adolescents affected by exploitation. We asked them to tell us about their life in Enfield and what made them feel safe, or unsafe. They told us some positive accounts of their experiences of services, and their communities and support networks. However, they also told us about several challenges and difficulties they face as a young person.

I like living in Enfield. In my area I feel safe.

I feel bad when boys are stopped and searched without a valid reason.

You are more likely to be stopped and searched if you are a black, young boy and go around in a group.

I feel okay but a little bored and just want to finish school.

I feel safe because there are many people around the world trying to help us, especially my family.

I enjoy living here, I play football and love to rap.

Enfield is a good place, I feel safe when I see youth clubs around.

It is very challenging to be a young person in Enfield

I don't feel physically safe to report an incident of peer-on-peer abuse.

The main recommendations from this consultation include:

- Effective communication around the consequences of becoming involved in gangs and violence, through engaging ex-offenders and organising interactive activities.
- Meaningful participation of young people in the decision-making processes with their voices to be valued and heard.
- More affordable recreational youth activities in different parts of the borough with clear and accessible sign posting
- Stop and search should be conducted based on valid reasons to avoid unnecessary tensions and potential stigmatisation of young people – young black boys are more susceptible to become a target of this intervention.

WHAT PARENTS HAVE TOLD US ABOUT YOUNG PEOPLE'S LIFE EXPERIENCES AND SAFETY IN ENFIELD

In addition to our consultation with young people we spoke with 55 parents coming from different backgrounds and experiences. We conducted this consultation together with Parent Engagement Panel (PEP) and Enfield Children and Young Persons Services (ECYS). When asked to describe parenting in one word, they replied as below:



The main recommendations from this consultation include:

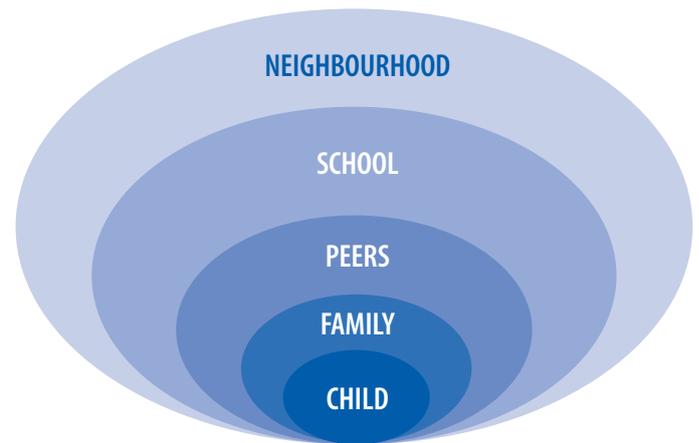
- Young people should be provided with more chances to get themselves out of unsafe situations. They need to be confident enough to revert to healthy options after making a wrong decision.
- More targeted support for parents and carers to help them deal with difficult situations that concern the safeguarding of their children and themselves.
- The need for training on parenting skills and understanding the support available for young people and families.
- There needs to be better understanding of families coming from different background and culture and more help for them to build effective relationship with schools.

What are our key principles?

We will take a child-centred approach to safeguard and promote the welfare of every child regardless of their background and circumstances. This means that we will keep the child or adolescent in focus when making decisions about their lives and working in partnership with them and their families. Our response is formulated around the young people's needs and we will consider their views about what makes them concerned as a young person in Enfield and what they think we could do to address those concerns. Our child-centred approach is supported by:

- **The Children Act 1989** that requires all local authorities to give due regard to children's wishes when determining what services to provide for them to enhance their welfare.
- **The Equality Act 2010**, which puts a responsibility on public authorities to consider the need to eliminate discrimination and promote equality of opportunity. It states that no child or group of children must be treated any less favourably than others in their access to services.
- **The United Nations Convention on the Rights of the Child (UNCRC)** is an international agreement, that was ratified by the Government in 1991, protects the rights of children and provides a child-centred approach for the development of services for children.
- **Crime and Disorder Act 1998** that introduced the Anti-Social Behaviour Orders, Sex Offender Orders, Parenting Order; granted local authorities more responsibilities with regards to strategies for reducing crime and disorder; and introduced the law specific to 'racially aggravated' offences.

We will use a contextual safeguarding framework to understand and respond to young people's experiences of significant harm beyond their families. This means we recognise that the different relationships that young people form in their neighbourhoods, schools and online can feature violence, abuse and negative messages.



This figure illustrates the contextual factors that can have an impact on young people.

- **Child/young person** can be at the risk of experiencing neglect, learning disabilities, substance misuse, mental health problems or being in care.
- **Home/family** can expose adolescents at a greater risk to exploitation if they experience domestic violence; substance misuse; mental ill-health; poverty; homelessness or insecure accommodation; or lack a positive relationship with their children.
- **Peer relationships** can be increasingly influential during adolescence. Adolescents can be exposed to other young people who are exploited or at risk, which increases the risk to themselves. Adolescents are also at risk of exploitation from their peers themselves.
- **Schools** can put young people at an increased risk of experiencing violent crime when they exclude them either on temporary or permanent basis.
- **Neighbourhoods** play a significant role in the safety of adolescents as they tend to spend more time in community settings than their family environment as they grow older.

We recognise that there is a close interplay between these different contexts and relationships. What young people experience in their families can have an impact on their experience and relationships within school and with their peers and vice versa. Therefore, we will make sure that we take every context into account in the implementation of all our five priorities and in every safeguarding intervention we use.

Where do we want to be?



We want to end exploitation of adolescents, so that they thrive now and in the future.

We need to ensure that everyone is working together to better respond to adolescents' vulnerabilities. We need to develop our understanding of how different vulnerabilities are inter-connected. Currently there are some areas of exploitation which we have less information about. This includes exploitation of young people by criminals and gangs to traffic drugs in rural areas (country lines) and how young people may be exposed to exploitation as employees. Some of the work still to do is to improve how we capture, share and analyse information on exploitation.

To adopt a holistic and effective approach our work will be underpinned by a firm commitment to improve how partners share information and resources. Our success will also depend on the development of an even better understanding of exploitation, violence and abuse in Enfield, and what works to safeguard adolescents.

The following strategic priorities have been informed by local issues and what young people and their parents told us. These will build on the existing good practices that are taking place already in Enfield. For example, over the summer 2018, we engaged vulnerable young people in positive activities in partnership with voluntary sector.

This included football, boxing, horticulture and cookery sessions, which gave an increased opportunity to do more work with young people to reinforce positive messages and behaviour.

1: LEAD AND COLLABORATE

We will have strong leadership at all levels of our collective organisations to tackle exploitation of children and young people across the borough.

We can only effectively tackle exploitation with strong leadership across all levels, in all relevant organisations, and be working effectively together. This strategy renews our commitment at the most

Adolescents we consulted have said:

- We want to meaningfully participate in the decision-making forums and meetings, and we want our voice to be heard and valued.

Parents we consulted have said:

- More affordable youth activities in the borough, especially during the times that children are off school.

senior level to continue to work together to enhance our shared understanding of the problems young people face and to identify responsive measures to tackle them.

To achieve this priority, we will:

- Prioritise the safety of children and young people across all partner agencies, political and community leaders and reflect this in our respective strategic ambitions and plans.
- Enhance coordination among partners so that the multiple needs of vulnerable adolescents can be met in a holistic way.
- Further engage and communicate with local businesses and licensing authorities in setting and reinforcing measures to keep young people safe in their premises.

Parents we consulted said:

- Young people should be provided with more chances to get themselves out of unsafe situations. They need to be confident enough to revert to healthy options after making a wrong decision.
- Judicial systems could do more to support and protect young people who want to give evidence against their peers.

Adolescents we consulted said:

- I don't feel physically safe to report an incident of peer-on-peer abuse.
- You are more likely to be stopped and searched if you are a black, young boy and go around in a group.

2: PURSUE

We will work together to progress enforcement actions to disrupt perpetrators of exploitation and violence.

While our priority is on preventing exploitation, violence and abuse from occurring, it is of equal importance that we take action against perpetrators and wherever possible focus enforcement action on organised adult criminals. Victims and the wider community who see this happening will be encouraged and empowered to report exploitation. Victims should feel confident that all partner agencies are working to safeguard their interests through robust enforcement activity. We know from speaking to young people and parents that this is not always the case currently.

The way in which we can effectively take action against adolescents who are the perpetrators of crime is complex. In all cases we need to see beyond the criminal behaviour and consider whether the young people themselves are being exploited and are

vulnerable to harm. We need to work to integrate young people who have been criminally exploited back into the community, away from a cycle of criminality. We know that for some young people, they do not neatly fit into the category of either

victim or perpetrator, and we will consider this as we design the most effective response to a young person's needs. .

To achieve this priority, we will:

- Ensure timely identification of perpetrators of exploitation, violence and crime and timely enforcement action against them.
- Support adolescents to end their involvement in crime and violence through holistic support that identifies and addresses underlying vulnerabilities.
- Empower and support young people, families and communities to report incidents of violence and crime.



3: PREVENT

We will build resilience amongst children and young people to prevent vulnerabilities from escalating into exploitation.

Prevention and building resilience are about working with young people, the community, schools, voluntary sector and businesses to stop young people being groomed for criminal activities and perpetuating violence towards a wider cohort.

We recognise and consider vulnerabilities of young people involved in offending behaviours, especially those who experience victim-offender overlap and are involved in gangs and county lines. This is to minimise the risk to adolescents of being either a victim or a perpetrator of exploitation and abuse. With rising youth violence in the borough, we know we need to do more to prevent young people engaging in dangerous activities.

Adolescents we consulted have said:

- We need former gang members to talk to young people about their experiences and what they have gone through in a workshop or a group setting.
- I don't want anything escalating to the point when it affects my family and friends.
- More accessible recreational activities in different parts of the borough.

Parents we consulted have said:

- More youth activities or after school clubs for children in secondary schools.
- I need to understand how to set boundaries and positively discipline my children.

To achieve this priority, we will:

- Enhance adolescents' knowledge, confidence and self-esteem to keep themselves safe in their homes, schools, communities, online and at work.
- Ensure that public spaces are increasingly safer for adolescents and are discouraging for perpetrators of exploitation/violence to congregate and cause harm.

4: PROTECT

We will protect adolescents from the harms of exploitation, violence and abuse and provide individualised support based on in-depth need assessments.

As children move into adolescence, they spend increasing amounts of time away from their families. Adolescents outside of their family home are exposed to different types of risks such as youth violence and gang activities in different settings, and with different people because of the new relationships they are forming.

In a context of increasing levels of poverty in Enfield, adolescents are often living in family environments where parents on low incomes are struggling with tenancy instability, how to afford household expenses and often working unsociable hours. This can mean that adolescents are spending comparatively more time away from parental support and influence than peers living in higher income households. This may particularly be the case in the wards in the east and south of the borough, where median incomes are lower, and where the rates of referrals to children's social care are highest. We need to better focus our work on the most deprived wards where larger number of young people are exposed to exploitation and abuse.

Parents we consulted with told us they wanted to know more about how much parental supervision was needed for their adolescent children, and that in some cases they struggled to set boundaries. We want to work collaboratively with adolescents and their families to empower them to find solutions themselves wherever possible.

Adolescents we consulted have said:

- I want higher confidentiality – the sharing of information is an issue - not all young people open up because of this.

Parents we consulted have said:

- More opportunities for young people to gain work experience and skills as part of support programme for vulnerable young people.

To achieve this priority, we will:

- Provide clear and accessible information on relevant services to young people, their families and professionals so that young people access support when they need it.

- Ensure that adolescents at the highest levels of risk are safe through effective and timely intervention.
- Support young people affected by exploitation, abuse and violence be resilient and empowered to regain confidence and control over their lives.

5: PREPARE

We will identify young people at risk of child sexual exploitation, criminal exploitation or radicalisation and divert them from harmful situations.

Exposure to various forms of violence and maltreatment in early childhood – either as victims or as witnesses - can have lifelong consequences and can negatively impact on the social, emotional and cognitive development of a young person. Without support and early intervention, affected young people will be at a greater risk of resorting to risky behaviour including crime, substance misuse and early sexual activities. The children and young people need to be effectively kept safe from exploitative adults, peers and groups through strong multi-agency partnerships that wrap around vulnerability to protect them from harm.

To achieve this priority, we will:

- Enhance joined up efforts to identify those adolescents at risk of exploitation at a much earlier stage and support them away from risky behaviours.

Adolescents we consulted have said:

- We would like to have more opportunities to gain work experience and skills.
- We need to be made aware of available youth activities planned for the borough and services available for young people.

Parents we consulted have said:

- We need enhanced and effective communication between schools and parents/families – language, sometimes, is a barrier.
- There needs to be better understanding of families coming from different background/ culture and more help for them to build effective relationship with schools

Governance and measuring our success

Measuring success in tackling exploitation is complex. A positive indicator that shows a decrease in the number of young people affected by child sexual exploitation, for example, can reveal under-reporting of the issue at the same time. As such, we will use a combination of quantitative and qualitative measure to understand our progress in tackling exploitation and violence.

The Vulnerable Young People (VYP) sub-group of the ESCB will review the following indicators on a six-monthly basis, in order to monitor the prevalence of exploitation over time, to review and consider the impact of our intervention, and to respond collectively as needed:

- Number, and profile, of known young people affected by CSE
- Number, and profile, of known young people

impacted by county lines/criminal exploitation

- Rate of serious youth violence
- Rate of temporary and permanent school exclusions in primary and secondary schools
- Number, and profile of missing children (missing children report)

Alongside review of these indicators the Vulnerable Young People Sub-group will also review progress against the strategy action plan on a quarterly basis. The group will report to the ESCB and the SSCB annually after an in-depth qualitative review of our progress against the action plan. The qualitative review will provide evidence to update or modify the strategy as needed.



Relevant strategies, policies and statutory guidance

This strategy is guided by the Children and Social Work Act 2017 which outlines how local authorities, police and Clinical Commissioning groups (CCGs) work together and include other local partners to safeguard and promote the welfare of all children in their area. It has also been developed in line with the Working Together to Safeguard Children Guide of 2018; with reference to the EPACT 'recommended template for a child trafficking/ modern slavery protocol January 2018; and the United Nations Convention of the Rights of the Child (UNCRC) ratified by England in 1992.

While working to prevent and tackle exploitation of adolescents and younger children, there are often interrelated issues which need to be considered and addressed. The following local strategies, policies and protocols set out our approach to tackling these wider and connected issues in Enfield.

- London Child Protection Procedures, edition 5
- Corporate Plan 2018/2019
- Children's Plan 2016-2019 (to be refreshed 2018/19)
- Youth Justice Plan
- North Area Violence Reduction Plan
- Tackling Gangs, Serious Youth Violence and Exploitations Plan
- CAMHs Transformation Strategy
- SEND strategy
- Neglect Strategy
- Family Resilience Strategy 2016-2019
- Violence against Women and Girls Strategy, 2017
- Looked After Children Strategy, 2018
- Missing Children Protocol, May 2017
- Threshold Policy, June 2017
- Modern Slavery Strategy, 2019-2022
- Tackling Gangs, Serious Youth Violence & Exploitation Plan (under development)
- Joint Health and Wellbeing Strategy 2014-19 (new strategy under development).
- Community Safety Plan

Definitions

SAFEGUARDING

The 2018 Working Together to Safeguard Children guideline defines safeguarding as:

- protecting children from maltreatment;
- preventing impairment of children's health or development;
- ensuring that children grow up in circumstances consistent with the provision of safe and effective care;
- and taking action to enable all children to have the best outcomes.

ABUSE

The 2018 Working Together to Safeguard Children guideline defines abuse as a form of maltreatment of a child. Somebody may abuse or neglect a child by inflicting harm, or by failing to act to prevent harm. Children may be abused in a family or in an institutional or community setting by those known to them or, more rarely, by others. Abuse can take place wholly online, or technology may be used to facilitate offline abuse. Children may be abused by an adult or adults, or another child or children.

SEXUAL EXPLOITATION

The Department for Education defines child sexual exploitation as a form of child 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.

CRIMINAL EXPLOITATION

As stated in the Government's Serious Violence Strategy of April 2018, 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 the victim needs or wants, and/or (b) for the financial or other advantage of the perpetrator or facilitator and/or (c) 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 through the use of technology.

COUNTY LINES

Safer London explains that County lines is where groups or gangs use young people or vulnerable adults to carry and sell drugs from borough to borough, and across county boundaries. It is a tactic used by groups or gangs to facilitate the selling of drugs in an area outside of the area they live, reducing their risk of detection. County line enterprises almost always involve exploitation of vulnerable people: this could involve both children and adults and is always a safeguarding issue.

GANGS

Gangs are defined as mainly comprising men and boys aged 13-25 years old, who take part in many forms of criminal activity (e.g. knife crime or robbery) who can engage in violence against other gangs, and who have identifiable markers, for example a territory, a name, or sometimes clothing.

EXTREMISM

The government defines extremism as Vocal or active opposition to fundamental British values, including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs. We also include in our definition of extremism calls for the death of members of our armed forces".

Appendices

1 INDICATORS OF RISK FACTORS

The table below is adapted from the national Serious Youth Violence Strategy 2018. It shows the factors that contribute to the vulnerability of young people to exploitation and violence in general. We can use these as early indicators that children or young people may be at risk of exploitation and serious youth violence, and work with families to build their resilience and decrease the likelihood of poor outcomes later.

These factors are not exhaustive and can change depending on which type of exploitation and abuse we analyse. For example, gender and age can be an exacerbating factor when it comes to involvement in serious youth violence, because a male young person around the age of 16 is more likely to engage in criminal activities than his female peer of the same age.

| INDIVIDUAL | FAMILY | SCHOOL | COMMUNITY | PEER GROUP |
|---|--|---|--|--|
| <ul style="list-style-type: none"> • Childhood abuse and neglect • Impulsivity (low self-control) • Aggression • Low school attainment • Substance misuse • Positive attitude towards offending • Involved in anti-social behaviour • Previously committed offences • Low self-esteem • Gang membership • Mental health issues | <ul style="list-style-type: none"> • Family socioeconomic status • Parental substance misuse • Poor supervision • Parental criminality • Family breakdown | <ul style="list-style-type: none"> • Low school performance • Bullying others • Truancy and school exclusion | <ul style="list-style-type: none"> • Urban areas • High crime • Local deprivation | <ul style="list-style-type: none"> • Peers associated with antisocial behaviour and crime |

2 ACTION PLAN

ESCB Safeguarding Adolescents from Exploitation and Abuse Strategy 2019 – 2022

Year One Action Plan (April 2019-April 2020)

| PRIORITIES | STRATEGIC OBJECTIVES | ACTIONS | LEAD | DATE OF COMPLETION |
|--|---|---|---|--------------------|
| We will have strong leadership at all levels of our collective organisations to tackle exploitation of children and young people across the borough. LEAD AND COLLABORATE | Prioritise the safety of children and young people across the partner agencies, political and community leaders and reflect it in their respective strategic ambitions and plans. | Develop a partnership pledge renewing our commitment to strengthen joint work and take every opportunity to safeguard young people in Enfield from exploitation. | Bharat Ayer, Development Manager | End of June 2019 |
| | Enhance coordination among partners so that the multiple needs of vulnerable adolescents can be met in a holistic way. | Review services across the partnership to strengthen and broaden the remit of services for adolescents at risk of/ involved in criminal exploitation and/or child sexual exploitation. | Anne Stoker, Director Children and Family Services Andrea Clemons, Head of Community Safety DSU Tony Kelly, Metropolitan Police Service | March 2020 |
| | | Develop and agree a comprehensive multi-agency data set that allows the partnership to: <ul style="list-style-type: none"> understand the prevalence of exploitation in the borough develop a profile of those children most at risk of exploitation understand the numbers who are potentially at risk in the borough identify locations that are "hotspots" for exploitation. | Andrea Clemons, Head of Community Safety (Chair of VYP sub-group) Angela Bent, Head of Practice Improvement and Partnerships DSU Tony Kelly Safeguarding Lead Metropolitan Police Service | March 2020 |
| | Further engage and communicate with local businesses, wider voluntary sector and other public services in setting and reinforcing measures to keep young people safe in their premises. | Hold a half day event with the following sectors to publicise more widely the new pledge, encourage sign up from local organisations and groups and provide information and support on how their staff/ volunteers/ community members can identify and report on exploitation and abuse: <ul style="list-style-type: none"> Restaurants, cafes and licensed premises, especially those providing wi-fi Enfield council housing Housing associations/ registered providers Parks operatives Community outreach and youth services Taxi firms TfL and British Transport Police Hotels and bed and breakfasts Faith Community Parents and carers Schools and colleges Health providers | Bharat Ayer, Development Manager | October 2019 |

| PRIORITIES | STRATEGIC OBJECTIVES | ACTIONS | LEAD | DATE OF COMPLETION | |
|------------|---|--|--|---|-------------|
| PURSUE | We will work together to progress enforcement actions to disrupt perpetrators of exploitation and violence. | Ensure timely identification of perpetrators of exploitation, violence and crime and timely enforcement actions against them. | Through the receipt of regular updates from the North Area Serious Organised Crime Policy Rep and the North Area Violence Reduction Group, monitor the issuing and effective implementation of enforcement/prohibitions on those suspected of being involved in the criminal or sexual exploitation of children. | Andrea Clemons, Head of Community Safety (Chair of VYP sub-group) DSU Tony Kelly Safeguarding Lead Metropolitan Police Service | August 2019 |
| | Work to increase the trust of adolescents and their families in police and other services. | YYP Group to receive the reports of the stop and search advisory group regarding the profile of young people being subject to stop and search: by gender, age, ethnicity and whether they were arrested as a result. | DSU Tony Kelly Safeguarding Lead Metropolitan Police Service Neil Billany (Chair of Stop and Search Advisory Group) | November 2019 | |
| | | Engage in further collaborative work with our community groups to co-produce approaches that will increase trust in the police and council services in tackling exploitation and abuse. | Andrea Clemons, Head of Community Safety Shaun Rogan, Head of Strategy, Partnerships, Engagement & Consultation | Ongoing | |
| | Support adolescents to end their involvement in crime and violence through holistic support that identifies and addresses underlying vulnerabilities. | Continue to provide a holistic offer of health support for young offenders receiving services from the Youth Offending Unit (YOU), including therapeutic and CAMHs support. | Linda Crawford Practice Improvement and Development Manager Children and Schools Services | Ongoing | |
| | | Continue to deliver youth outreach services, with a presence at North Middlesex Hospital A&E, parks and community settings. Aim to increase investment in early intervention outreach services, including mentoring for adolescents who have experienced criminal exploitation and those at risk of criminal exploitation | Andrea Clemons, Head of Community Safety | Ongoing | |
| | Empower and support young people, families and communities to report incidents of violence and crime. | Work with Police, Prosecutors and the Courts regarding: <ul style="list-style-type: none"> the arrest, prosecution and sentencing of all people, especially adult exploiters, involved in violence and exploitation ensuring that all people reported by members of the community are dealt with as robustly as possible. ensuring that all people accused of harassment and witness intimidation are remanded to prevent further occurrences. | Andrea Clemons, Head of Community Safety CI Neil Billany, Metropolitan Police Service | Ongoing | |

| PRIORITIES | STRATEGIC OBJECTIVES | ACTIONS | LEAD | DATE OF COMPLETION |
|---|--|--|--|----------------------|
| <p>We will build resilience amongst children and young people to prevent vulnerabilities from escalating into exploitation.</p> | <p>Enhance adolescents' knowledge, confidence and self-esteem to keep themselves safe in their homes, schools, communities, online and at work.</p> | <p>Coordinate the delivery of the production of two plays: Chelsea's Story; and County Lines, across secondary schools, the PRU and further education colleges in Enfield.</p> | <p>Angela Bent, Head of Practice Improvement and Partnerships</p> | <p>June 2019</p> |
| | | <p>Work with primary and secondary schools to develop our approach to sex and relationship education in Enfield. The aim will be for PSHE to effectively and powerfully:</p> <ul style="list-style-type: none"> • educate boys and girls on healthy relationships, consent, gender equality and staying safe online. • raise awareness of the tactics used by abusers and the reporting mechanisms for those being abused, with bespoke messages aimed at both primary and secondary school age children. • respond to local intelligence on child sex exploitation in order to deliver relevant messages and information for Enfield young people. | <p>Sharon Davies, PSHE SRE lead</p> <p>Dudu Sher-Arami, Public Health Consultant</p> | <p>July 2019</p> |
| | | <p>Provide schools with the option to buy back curriculum support with SRE as a standalone package.</p> | <p>Sharon Davies, PSHE SRE Lead</p> | <p>March 2020</p> |
| | | <p>Develop a programme of awareness raising about the consequences of involvement in gangs, aiming to work with ex-offenders to share their experiences with other young people.</p> | <p>Rafique Ullah, Head of Youth Development Unit in collaboration with Mervin Cato, Center Manger, Children and Schools Services</p> | <p>December 2019</p> |
| | <p>Ensure that public spaces are increasingly safer for adolescents and are discouraging for perpetrators of exploitation/violence to congregate and cause harm.</p> | <p>Develop a new Community MARAC which has contextual safeguarding as a key principle, and with the following aims:</p> <ul style="list-style-type: none"> • Work with businesses, parks operatives, leisure centres, housing associations/ registered providers and council housing, transport leads, criminal justice agencies and CSU operatives to develop understanding of contextual safeguarding • Support the development of a local hotel watch. • Use ASB data to identify potential hotspots and agree and develop a suite of options to deploy in multiple circumstances. | <p>Andrea Clemons, Head of Community Safety Unit</p> <p>Angela Bent, Head of Practice Improvement and Partnerships</p> <p>Insp Chris Byrne Metropolitan Police Service</p> | <p>October 2019</p> |

| PRIORITIES | | STRATEGIC OBJECTIVES | ACTIONS | LEAD | DATE OF COMPLETION |
|------------|--|--|---|---|--------------------|
| PROTECT | We will protect adolescents from the harms of exploitation, violence and abuse and provide individualised support based on in-depth need assessment. | Provide clear and accessible information on relevant services to young people, their families and professionals so that young people access support when they need it. | Promote the service directory available as part of the new Children's Portal amongst all relevant services. | Anne Stoker, Director of Children and Family Services | ongoing |
| | | Ensure that those adolescents at the highest levels of risk are kept safe through bespoke, effective and timely intervention. | Work with schools to reduce exclusions and keep children and young people safe. | Clara Seery, Director of Education | February 2020 |
| | | Support young people affected by exploitation, abuse and violence to be resilient and empowered to regain confidence and control over their lives. | Review the local exit and safety planning for young people and their families who want to leave the borough. | Andrea Clemons, Head of Community Safety | March 2020 |
| PREPARE | We will identify young people at risk of child sexual exploitation, criminal exploitation and/or radicalisation and divert them from harmful situations. | Enhance joined up efforts to identify those adolescents at risk of exploitation at a much earlier stage and support them away from risky behaviours. | Develop and enhance the offer of activities for young vulnerable people during the school summer holidays, through the 'summer university' programme. | Tony Theodoulou, Executive Director, People | September 2019 |
| | | | Deliver a school-based initiative in 4 primary schools to identify children at risk of becoming involved in youth crime and intervene to prevent escalation into more serious violence and criminal activity. (Enfield Supporting Families Against Youth Crime) | Kate Kelly, Head of Service, Change and Challenge Troubled Families | March 2021 |
| | | | Use the evaluation from the pilot to inform future service developments. | Anne Stoker, Director of Children and Families Services | Ongoing |

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