

## DRAFT for consultation

# Enfield's Safeguarding Adolescents Strategy 2023-26

## Document Control

<b>Scope</b>	Enfield's Safeguarding Adolescents Strategy sets out our multi-agency partnership arrangements for preventing and responding to the risk of young people experiencing extra-familial harm so that all young people feel safe and are safe. It sets out our priority areas for the next four years alongside core principles that will guide the work of the Partnership to protect young people.
<b>Approved by</b>	<b>PENDING – Enfield Safeguarding Children Partnership Executive Group</b>
<b>Approval date</b>	<b>PENDING</b>
<b>Cabinet Member</b>	Cllr Abdul Abdullahi, Cabinet Member for Children's Services
<b>Director</b>	Anne Stoker, Director of Children and Family Services, Enfield Council
<b>Document Author</b>	Corporate Strategy Service, Enfield Council
<b>Governance and review</b>	<p>The Enfield Safeguarding Children Partnership is responsible for overseeing the delivery, monitoring and review of this strategy. This strategy will be reviewed periodically, and where necessary, updated to respond to local and national change.</p> <p>The associated action plan will be regularly updated and reviewed throughout the lifecycle of the strategy by the Vulnerable Young People Group. Individual actions are the responsibility of the named partner, who is required to report on progress through their internal governance structures, as well as to the Vulnerable Young People Group.</p>

## **Contents**

<b>Foreword</b> .....	3
<b>Introduction</b> .....	4
<b>Prevalence of extra-familial harm in Enfield</b> .....	8
<b>Risk factors</b> .....	10
<b>Summary of multi-agency service offer</b> .....	12
<b>Priority One: Multi-agency leadership</b> .....	14
<b>Priority Two: Prevention and early intervention</b> .....	16
<b>Priority Three: Protection and support</b> .....	18
<b>Priority Four: Disruption of perpetrators</b> .....	21
<b>Governance and measuring progress</b> .....	22
<b>Appendix 1: How to report a concern</b> .....	25
<b>Appendix 2: Signs of extra-familial harm</b> .....	26
<b>Appendix 3: Connected strategies, policies, protocols and guidance</b> .....	27
<b>Appendix 4: Definitions</b> .....	28

## Foreword

### **Our vision is for all young people in Enfield to be safe and feel safe.**

As a Safeguarding Children Partnership, we recognise that as children get older, harms and risks can arise from outside the home and family (this external influence is often called extra-familial). This extra-familial harm can have devastating consequences for young people, their families, friends and communities. The fear of violence and exploitation causes anxiety for some of our young people and can prevent them from enjoying their childhoods.

This strategy outlines our continued commitment to a collaborative approach to tackle all forms of extra-familial harm. We will co-ordinate our multi-agency delivery to focus on prevention and early intervention work with young people at risk of extra-familial harm. We will provide targeted and appropriate protection and support to young people experiencing extra-familial harm to reduce the risks they face and help them to recover and rebuild their lives. Our approach will also focus on identifying, disrupting and pursuing those who seek to harm and exploit our young people.

The views and opinions of children and young people are central to this strategy and everything we do as a partnership. Our approach will continue to be informed by robust multi-agency intelligence and the lived experience of our young people, their families and communities.

Throughout March and April 2023, we will be talking to our young people, families, partners and stakeholders to hear their views and ideas on the draft strategy, and how we can continue to work together so that young people living in Enfield feel safe and are safe.

**To be signed by three safeguarding partners (Enfield Council, NHS and Police)**

## Introduction

Enfield has the 4<sup>th</sup> largest youth population (aged 18 and under) in London, accounting for over a quarter (26%) of the borough's population. This includes over 37,000 adolescents aged 11 to 18.<sup>1</sup>

Adolescence is a time of exploration, increasing independence and risk taking. Young people are increasingly influenced by a whole range of environments and people outside of their home (this is often referred to as extra-familial). This includes school, the local community, their peer groups and online settings. Most young people are able to negotiate this period of transition without serious consequences. However, some young people may be exposed to risk and harm in these extra-familial contexts.

This includes:

- Child sexual exploitation
- Child criminal exploitation, including county lines, gang involvement and serious youth violence
- Child on child abuse
- Radicalisation and extremism
- Modern Slavery and trafficking
- Online harm and abuse

While some children and young people are at greater risk, all children and young people, including those with no apparent vulnerabilities, can experience exploitation and other forms of extra-familial harm.

This Safeguarding Adolescents Strategy sets out our multi-agency partnership arrangements for preventing and responding to the risk of young people experiencing extra-familial harm so that all young people feel safe and are safe. It sets out our priority areas for the next four years alongside core principles that will guide the work of the Partnership to safeguard young people from extra-familial harm.

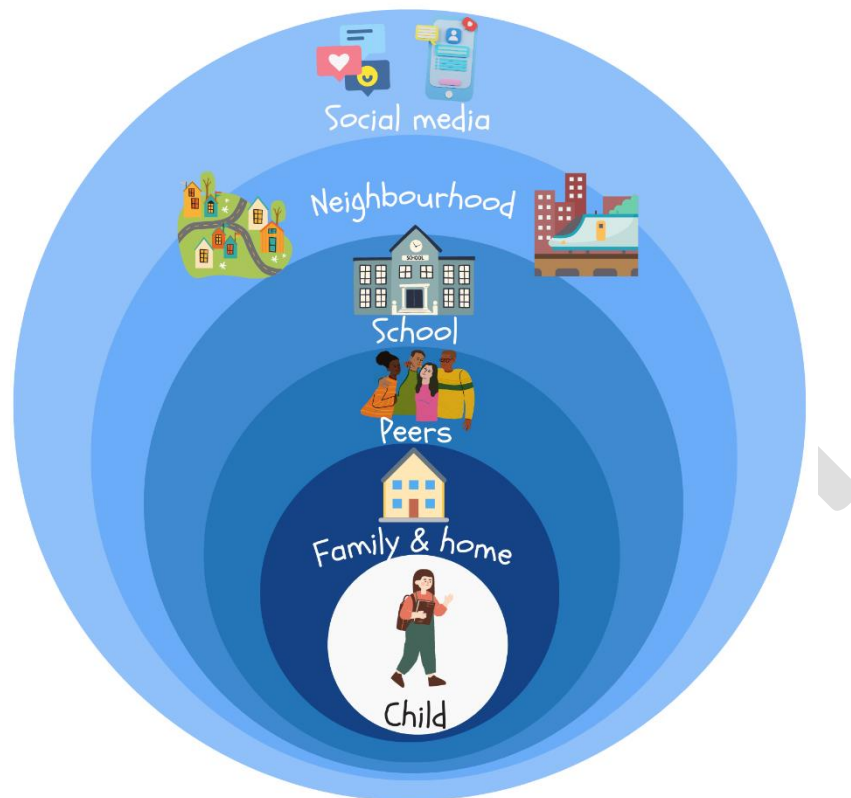
This strategy is guided by the Children and Social Work Act 2017 which outlines how local authorities, the Police and NHS Integrated Care Boards work together with other local partners to safeguard and promote the welfare of all children in their area. It is also guided by the statutory guidance Working Together to Safeguard Children (2018) which sets out the responsibilities of councils and partners to keep children and young people safe.

The Enfield Safeguarding Children Partnership recognises that the primary focus of the child safeguarding system is to prevent children and young people from harm and risk within their own family. Contextual safeguarding is an approach to understanding and responding to young people's experiences of harm outside the home which considers wider factors such as peer groups and the places young people spend time in both in-person and online.

---

<sup>1</sup> ONS, Census 2021

A contextual safeguarding approach requires those in safeguarding positions to work in partnership with professionals who can influence these contexts and locations outside of the home to help make them safer for all our young people. For example, community safety, licensing, youth services and businesses. We have already begun to adopt a contextual safeguarding approach and we commit to embedding this further across the partnership in this strategy.



*Adapted from Contextual Safeguarding Network*

## Our Strategy

Our vision is that all young people living in Enfield feel safe and are safe.

## Our Priorities

To achieve our vision, we will work collaboratively and innovatively to deliver on the following priorities over the next four years.

<p><b>Priority One</b> <b>Multi agency leadership</b></p> <p>Our approach to tackling the risks adolescents face will be collaborative and multi-agency, supported by strong leadership across the partnership to drive our strategic priorities and uphold our strategic principles.</p>	<p><b>Priority Two</b> <b>Prevention and early intervention</b></p> <p>We will build resilience amongst young people and provide the right support and early help as soon as possible to prevent vulnerabilities from escalating into extra-familial harm and support young people to thrive.</p>
<p><b>Priority Three</b> <b>Protection and support</b></p> <p>We will provide young people who are affected by extra-familial harm with appropriate and targeted support that reduces the risks they face and helps them to recover and rebuild their lives.</p>	<p><b>Priority Four</b> <b>Disruption of perpetrators</b></p> <p>We will develop an effective multi-agency approach that uses local intelligence to identify perpetrators and disrupt activity.</p>

## Our Principles

Our principles guide our actions and decisions across the Safeguarding Children Partnership and workforce to protect young people from extra familial harm.

### Principle 1: Develop a contextual safeguarding approach

We will seek to target the contexts in which extra-familial harm occurs and build partnerships with services and agencies that have control over extra-familial contexts (e.g., transport providers, Community Safety, housing) to create safer places and spaces for our young people.

### Principle 2: Respect the voice, experience and expertise of young people

We will ensure young people have the ability, power and opportunity to influence and shape services, support and safety planning in Enfield, guided by our new Youth Participation Policy ([embed link once approved](#)). In order to truly understand and respond to young people's experiences of harm, our approaches to support and safeguarding need to be informed and shaped by children and young people.

### Principle 3: Never use language that suggests children and young people are to blame

We will never use language that suggests children and young people are responsible for the exploitation and abuse they are subjected to. Victim blaming language may reinforce and perpetuate the shame and guilt that perpetrators encourage in their victims as methods of control and create barriers between professionals and young people.

#### **Principle 4: Recognise and respond to trauma**

We will work in a trauma informed way with young people affected by extra-familial harm. Young people who have been exposed to adverse childhood experiences or extra-familial harms may experience emotional, physical, sexual and relational trauma. Professionals working with young people will recognise the emotional needs underlying young people's behaviours and respond appropriately. We will ensure our services and professionals prioritise safety, trust, collaboration, choice and empowerment in their interactions with young people.

#### **Principle 5: Use a strengths based approach**

We will focus on the strengths and protective factors inherent in a young person and their family and see these as foundations on which growth, change and safety can develop, rather than focusing on the problem or what is not being done. Strengths based approaches are used to empower young people as they are at the centre of safety planning and developing solutions.

#### **Principle 6: Recognise and challenge inequalities, discrimination and disproportionality**

We will recognise and take into account all inequalities and systemic oppression which impact children's lives. This may relate to their ethnicity, gender, sexuality, gender identity and special educational need or disability. We will build a comprehensive picture of young people who are affected by extra-familial harm in our local area and recognise and respond to disproportionality. We will develop culturally competent and anti-discriminatory practice which challenges unconscious bias and promotes self-reflection for practitioners.

#### **Principle 7: Treat parents and caregivers as partners, whenever safe to do so**

We will effectively engage parents and caregivers in understanding the issues affecting their children and provide them with effective support in helping them manage risk outside the home and keep their child safe. We will actively involve parents and carers in the safety planning for their children, whenever safe to do so.

## Prevalence of extra-familial harm in Enfield

### Child criminal and sexual exploitation

Child criminal exploitation (CCE) is a growing issue where children and young people are targeted by criminals and gangs to get them to engage in criminal activity, such as stealing or carrying drugs or weapons. Child sexual exploitation (CSE) is a form of sexual abuse. When a child or young person is exploited, they're given things like gifts, drugs, money, status and affection, in exchange for performing sexual activities.

In 2021/22, 248 children and young people were identified as being at risk of, or experiencing, Child Criminal and/or Sexual Exploitation in Enfield. In line with national data, boys are more likely to be criminally exploited and girls are more likely to be sexually exploited. The most common ages at which young people were referred for support was between the ages of 13 and 16.

One of the most common forms of Child Criminal Exploitation is county lines. Organised criminal groups groom and exploit children to sell drugs. Often these children are made to travel across counties and use dedicated phone lines to move and supply drugs. Children and young people exploited in this way will often be exposed to physical, mental, and sexual abuse. The National Crime Agency estimates there are over 2,000 individual deal lines across the UK with the greatest number (15%) originating from London.<sup>2</sup>

### Serious youth violence

Youth violence and crime through gang involvement is a major concern in Enfield. We have implemented a public health approach to serious youth violence that seeks to address the underlying risk factors which increase the likelihood that someone will become a victim or perpetrator of violence. In the year end to September 2022, a total of 278 serious youth violence victims were recorded in Enfield, representing a 16.7% decrease from the previous year.<sup>3</sup> Enfield is now ranked 6<sup>th</sup> for number of serious youth violence victims compared to the 32 London boroughs after historically recording the highest number of serious youth violence victims. Although we are seeing a decline, we continue to record a high number of victims and serious youth violence still represents a significant challenge for the borough.

### Young people missing from home, education and care

Children and young people who go missing even for a short period can be vulnerable to significant harm and exploitation. Children who are looked after and go missing from their placements can be especially vulnerable. In 2021/22, there were 383 missing occasions during the year, relating to 131 children of which 44 were looked after children.

---

<sup>2</sup> National Crime Agency (2018), [County Lines Drug Supply, Vulnerability and Harm](#)

<sup>3</sup> The Mayor's Office for Policing and Crime are replacing the Serious Youth Violence crime category with a new category Teen Violence. This section will be updated when the new data is available.



Return Home Interviews are offered by the Contextual Safeguarding Hub within 72 hours of a young person returning from a missing episode. They are an opportunity to uncover information about why the young person went missing, what happened whilst they were away, including exploring whether they have come to any harm, and discuss what needs to be put in place to prevent them from going missing again.

### **Modern slavery and trafficking**

There are growing numbers of children and young people identified as victims of modern slavery in the UK. The National Referral Mechanism (NRM) is the process used to identify and support victims. Statutory agencies (including police and local authorities) have a duty to report suspected trafficking cases. In 2021, 43% of referrals to the National Referral Mechanism were for children.<sup>4</sup> This includes forced labour, domestic servitude and criminal and sexual exploitation. Some children and young people are trafficked internationally into the UK from other countries. British children and young people are also targeted for exploitation and grooming and are trafficked all around the UK.

In 2021/22, 57 children in Enfield were referred to the National Referral Mechanism as potential victims of modern slavery and trafficking, an increase from 25 children in 2020/21.

### **Radicalisation and extremism**

In 2021/22, young people aged 15 to 20 accounted for the largest proportion of the 6,393 national referrals to Prevent.<sup>5</sup> There is increasing understanding of radicalisation as a type of harm experienced by a young person which requires a safeguarding response. Enfield's Prevent programme is a borough-wide initiative which aims to provide interventions and safeguard people who are at risk of radicalisation. It also aims to deter extremist groups from operating in the borough.

### **Online abuse**

While the internet is often a positive part of children's lives, young people may experience abuse and inappropriate content through social media, online gaming and messaging apps. Children and young people may experience several types of abuse online including cyberbullying, emotional abuse, sexting, sexual abuse and sexual exploitation. Children and young people can also be groomed online: perpetrators may use online platforms to build a trusting relationship with the child in order to abuse them.

It can be easier for perpetrators to initiate, maintain and escalate abuse through digital technology because it gives them easier access to children and young people, and they can create anonymous profiles. Children and young people may also have a false sense of safety online which means they are more likely to talk to strangers than in the offline world.

---

<sup>4</sup> Home Office, 2021

<sup>5</sup> Home Office, 2023

## **Risk factors**

All children and young people are vulnerable to extra-familial harm. However, local and national reviews, local data and other secondary research point to the increased vulnerability of children and young people with adverse childhood experiences.

### **Prior experience of neglect and/or abuse**

Experience of neglect and/or abuse in childhood can have lasting negative effects on physical health, wellbeing, the ability to form healthy relationships and lifelong opportunities such as education and employment. It can also increase a young person's vulnerability to extra-familial harm. Children in need are children assessed as needing health and protection as a result of risks to their development or health. In 2021/22, over half (59%) of children in need in Enfield had abuse or neglect identified as their primary need at assessment.

### **Socio-economic deprivation**

Young people experiencing socio-economic deprivation may be groomed by exploiters through offers of material possessions or money for themselves or their family. We are seeing growing rates of child poverty in Enfield and the cost of living crisis is deepening existing inequalities. After accounting for housing costs, 33.7% of children living in Enfield were in poverty in 2020/21.<sup>6</sup>

### **Homelessness or insecure accommodation**

Young people experiencing homelessness or living in insecure accommodation have increased vulnerability to extra-familial harm. In 2022, 47 young people aged 16 and 17 in Enfield presented as homeless. As of November 2022, 4,352 children in Enfield were living in temporary accommodation.

### **Young people with special educational needs and disabilities (SEND)**

Young people with special educational needs and disabilities may not recognise the harm and/or may not know where to find help. Parents and professionals may also miss the signs of extra-familial harm, mistaking them as part of a child's condition. Enfield currently maintains Education, Health and Care Plans (EHCPs) for 4,041 children and young people. In 2022, 5,896 pupils (10.6%) were receiving SEN support at Enfield mainstream schools.

### **Looked after children and care leavers**

Looked after children and care leavers may be more vulnerable to extra-familial harm due to the situations and experiences that led to them being brought into care, and/or factors such as placement disruptions resulting in instability or being placed in a new environment away from support networks. As of December 2022, there were 415 looked after children in Enfield, of which 68% were aged 10 and over. 58 of these children (14%) were in living in residential accommodation.

### **Exclusion and placement in alternative education provision**

---

<sup>6</sup> End Child Poverty

Education is a protective factor for many young people. There is strong evidence that children who are permanently excluded from mainstream education are significantly more likely to be exposed to extra-familial harm, such as serious youth violence, criminal exploitation and county lines.

Our NEXUS programme has been in operation since 2019 with the aim of reducing school exclusions. The programme offers a diverse range of interventions such as mentoring, sports activities, after school diversionary activities and issue-based assemblies. It is offered to all 23 secondary schools in Enfield, including the Pupil Referral Unit. During the three years preceding the launch of NEXUS, there was an average of 57 permanent exclusions per academic year. This has fallen to 21, 15 and 9 exclusions per year during the three years the project has been operational.

### **Poor mental health and wellbeing**

Young people with poor mental health and wellbeing may have increased vulnerability to extra-familial harm. Mental health difficulties may arise from past experience of trauma, abuse or exploitation. Access to child and adolescent mental health services (CAMHS) can be challenging in London due to increased demand and limited resources. In 2022, 20.4% of young people aged 11 to 16 years in England and 22% of young people aged 17 to 24 had a probable mental health problem.<sup>7</sup>

### **Unaccompanied asylum seeking children**

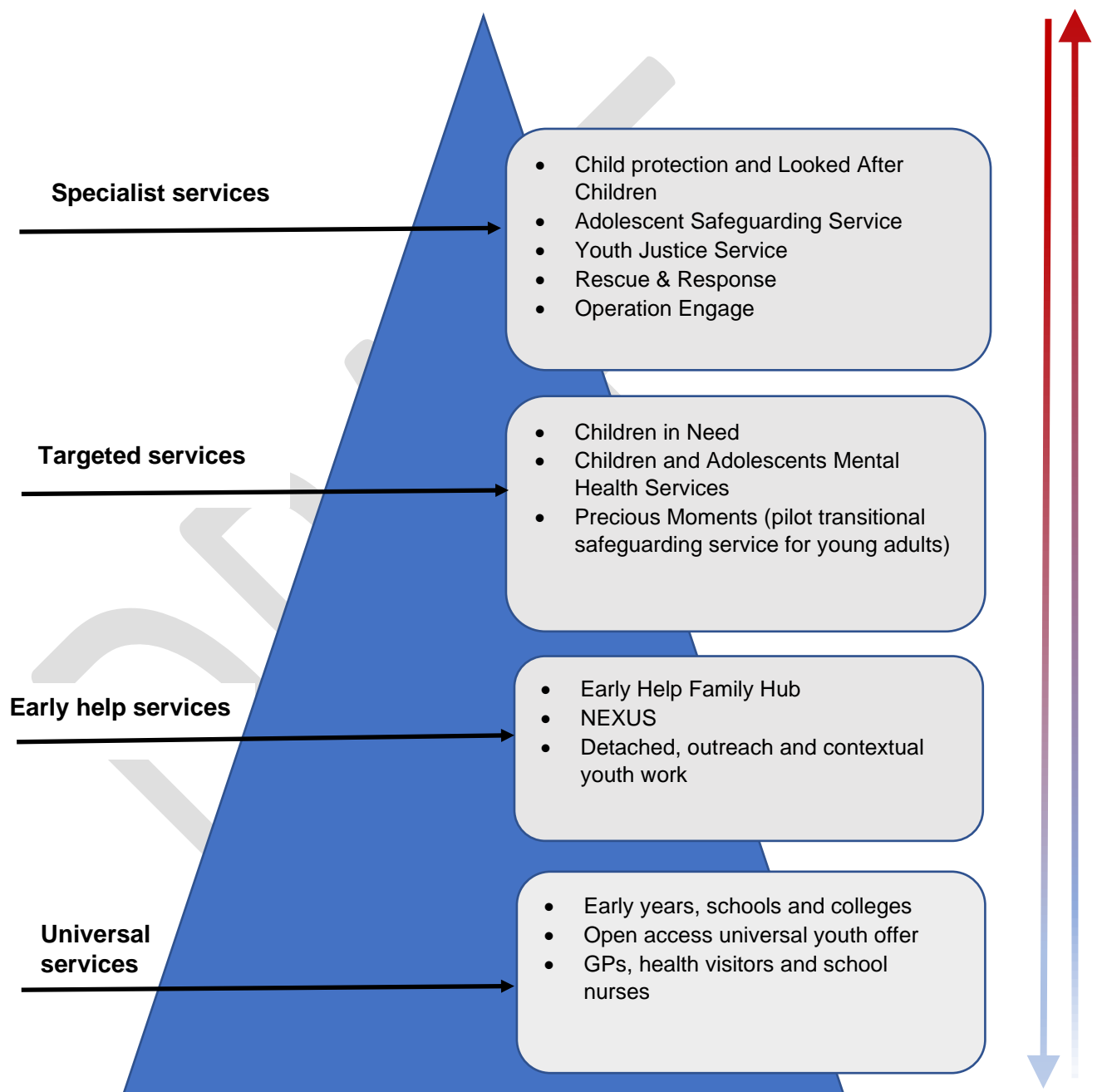
Unaccompanied asylum seeking children (UASC) are children and young people who are seeking asylum in the UK but who have been separated from their parents or carers. While their claim is processed, they are cared for by the local authority. As of December 2022, there were 51 UASC being cared for in Enfield. UASC are alone, in an unfamiliar country, may be surrounded by people unable to speak their first language and may be unaware of their rights and who they can trust. They may have experienced harm and trauma in their country of birth, on their journey to the UK or in the UK.

---

<sup>7</sup> NHS, [Mental Health of Children and Young People in England 2022](#)

## Summary of multi-agency service offer

We offer a range of services across our partnership to meet the varying needs of children and young people. This includes universal services which aim to build the resilience of all young people and specialist services for young people who are experiencing extra-familial harm.



## **Universal services**

Universal services are available to all children, young people and their families. Universal services promote and build resilience in children, young people and their families and create an approach aimed at reducing risk factors, addressing early indicators and preventing problems from occurring.

## **Early help services**

Some children, young people and families require coordinated early help and intervention from targeted services to prevent problems from escalating and becoming more difficult to resolve. Young people may be displaying risk factors for extra-familial harm such as non-attendance at school, low level substance misuse and exposure to violence within their peer groups.

## **Targeted services**

Some children and young people, defined as Children in Need (CiN) may be facing complex problems which require an integrated and co-ordinated response. They may require longer term intervention from specialist services for them to achieve or maintain a satisfactory level of health or development or to prevent significant impairment of their health and development. Young people may be at risk of permanent exclusion, they may have presented at A&E due to injuries experienced in extra-familial settings and there may be increasing numbers of missing episodes.

## **Specialist services**

Children and young people are experiencing significant harm and may be subject to child protection enquiries, taken into the care of the local authority or need specialist mental health intervention. This includes young people experiencing extra-familial harm. Children who are at serious risk of, or are experiencing, extra-familial harm require multi-agency involvement and will need regular reviews to monitor their needs and level of risk. They also need support to enable their recovery and prevent further harm.

## **Priority One: Multi-agency leadership**

**Our approach to tackling the risks adolescents face will be collaborative and multi-agency, supported by strong leadership across the partnership to drive our strategic priorities and uphold our strategic principles.**

We can only effectively tackle the risks and harms facing adolescents with strong leadership in all relevant organisations and effective partnership working with a range of services and organisations. This strategy renews our commitment at the most senior level to work together to enhance our shared understanding of extra-familial harm and to identify effective and responsive measures to tackle it.

The Partnership recognises that to be effective in improving outcomes for young people affected by extra-familial harm, practitioners need to continue to develop their knowledge and skills and be aware of new and emerging threats. We support a culture of continuous improvement and have a learning and improvement framework in place to support this work. This includes learning from local and national reviews and national research, as well as expertise from the lived experience of our young people and families.

Working with young people experiencing extra-familial harm can place high emotional demands on practitioners. People can only do their best if they feel healthy and well. We are committed to putting psychological safety, health and wellbeing at the centre of our approach to supporting and developing our partnership workforce.

An organisational culture that supports professional curiosity and challenge is critical to securing good outcomes for children and young people. Professional curiosity is about practitioners having the capacity and communication skills to explore and understand what is happening in a child or young person's life rather than making assumptions or accepting things at face value. This approach is important in helping to gather and share the right information to assess risk, identify extra-familial harm and protective factors.

We do not yet have a joined-up and comprehensive core dataset that helps us to develop our understanding of all extra-familial harm happening in Enfield. We will be proactive in developing more effective and joined-up ways of working, including the sharing and mapping of information and intelligence to identify young people at risk of harm, hotspots and perpetrators. This will facilitate an even better understanding of the extra-familial risks and harms young people in Enfield may face.

We know that data is only one part of the picture and alone cannot provide us with a full understanding of our young people's needs and experiences. Central to the work of the partnership are the views, wishes, experiences and aspirations of our children and young people. We will continue to strengthen our approach to working in partnership with children, young people and families to make sure they have the power and opportunity to influence and shape policy, services and practice.

## **Safeguarding ambassadors**

The Enfield Safeguarding Children Partnership has supported 11 young people to become safeguarding ambassadors. They have an important role to act as 'critical friends' for the organisations in the partnership, helping us to improve how we support all young people and working with us on a range of activities including co-producing a training programme.

## **How will we achieve this?**

### **We will:**

- Prioritise the safety and wellbeing of young people across all partner agencies and evidence this in strategic planning
- Invite young people to meaningfully participate in, contribute to and influence our partnership activities
- Equip and support the multi-agency workforce through high quality multi-agency learning opportunities and regular reflection supervision
- Support the health and wellbeing of the multi-agency workforce
- Develop a shared culture that encourages professional curiosity, challenge and appropriate escalation of concerns
- Develop and agree a comprehensive multi-agency data set that allows the partnership to understand the prevalence of extra-familial harm, identify hotspots and develop a profile of young people most at risk
- Identify barriers to information sharing and bring in necessary changes to inform identification of young people at risk, risk assessment and safety planning
- Engage a broad range of services and organisations in the protection of young people in extra-familial settings. This includes local authority services such as housing and community safety alongside educational settings, businesses, community organisations and faith groups.

## **Priority Two: Prevention and early intervention**

**We will build resilience amongst young people and provide the right support and early help as soon as possible to prevent vulnerabilities from escalating into extra-familial harm and support young people to thrive.**

We will equip and empower children and young people with the knowledge and resources about how they can keep themselves safe online, in their homes, schools and communities. This includes enabling them to understand risk in their communities, how to engage in healthy relationships and where to access support when they need it. Schools play the leading role in providing information to children, delivering key messages through statutory relationships and sex education, personal, social, health and economic (PSHE) classes and workshops and assemblies. We will also make sure that there is a shared understanding of extra-familial harm, early signs of extra-familial harm and how to report concerns through publicly shared safety information that reaches all parts of our community.

Positive activities enable young people to learn new skills, build resilience and healthy relationships, stay safe and boost their physical and mental health and wellbeing. We will continue to provide a range of opportunities for young people to be involved in positive activities, including at weekends and during the school holidays. This includes opportunities to engage and work with young people in their own communities.

### **Youth services**

Our Youth Services deliver a strong youth offer in the borough which includes universal services from five youth centres, Summer University, mentoring, detached youth work and outreach youth support in schools. We recently launched the mobile youth bus that can be deployed to hot spots, offering a safe place for young people to gather with friends and engage in activities. Further information on the range of exciting opportunities and positive activities available for young people in Enfield can be found on our [Youth Portal](#).

### **Contextual safeguarding youth workers**

Our Contextual Safeguarding Hub undertakes mapping of contextual intelligence and deploys contextual safeguarding youth workers in identified hot spot areas, working with young people after school, during the evening and at weekends with a focus on disrupting hot spots and improving the safety of young people outside their family home.

As a partnership, we need to identify when young people are placed at increased risk by their family and community environments; their experiences of learning; and their mental health. Multi-agency information and intelligence must be gathered and shared to identify young people who may be at increased risk of extra-familial harm. We will work with young people and their families through universal and targeted



services that develop resilience and reduce the risk of extra-familial harm, supporting young people to thrive.

### **Early Help Family Hub**

The Enfield Early Help Family Hub works with the whole family to improve wellbeing, relationships, behaviour and communication by offering tailored advice, support and direct interventions at any point in a child or young person's life.

We will also seek to address the wider environmental factors and extra-familial contexts that are threatening the safety of our young people, working in partnership with individuals and organisations who can influence these contexts.

### **How will we achieve this?**

#### **We will:**

- Improve the use of communication channels to promote awareness, understanding and recognition of extra-familial harm within the partnership and wider community
- Develop resilience of young people by providing talks, workshops and PSHE lessons in schools
- Work with educational settings to develop robust safeguarding practices and keep young people in mainstream education wherever possible
- Support children and young people to get involved in positive activities, be involved in their communities and have somewhere to go and something to do. This involves strengthening our outreach and detached youth work provision so that we engage and work with young people in their own communities
- Provide clear and accessible information on relevant services for young people, families and professionals through the [Children's Portal](#) and [Youth Bubble](#)
- Work in partnership with individual and sectors who have influence over extra-familial contexts to create safer spaces and places that prevent and deter extra-familial harm.

## **Priority Three: Protection and support**

**We will provide young people who are affected by extra-familial harm with appropriate and targeted support that reduces the risks they face and helps them to recover and rebuild their lives.**

Extra-familial harm can have devastating and lifelong consequences for young people and can negatively impact on their social, emotional and cognitive development. Without effective support, affected young people may experience mental health issues, substance misuse and difficulties accessing education and employment.

### **Adolescent Safeguarding Teams**

We launched our Adolescent Safeguarding Teams in 2021 to strengthen our safeguarding and multi-agency response to young people aged 10 to 17 affected by extra-familial harm. The team worked with 281 young people during 2021/22. Out of these, 245 young people were supported to remain at home, 16 young people came into the care of the local authority and 20 young people were assisted to access supported accommodation.

We recognise the importance of building meaningful relationships with young people in order to build trust and effectively engage them with any support available. We champion the Signs of Safety model, a strengths and relationships-based approach created by research into what works for professionals and families and builds safety for children and young people. We incorporate the Signs of Safety model into all the work we do with children and young people to ensure we create a safe environment and build trusting relationships with them. Strengths based approaches are used to empower young people as they are at the centre of safety planning and developing solutions.

We are training all frontline staff including foster carers, social workers, police officers and education providers on Trauma Informed Practice. This is a whole system approach that promotes the emotional wellbeing of every child and young person. It involves everyone working in a trauma informed way, always seeking to understand the underlying reasons for challenging behaviours and effectively meet the needs of children and young people and their families while preventing re-traumatisation.

While many factors associated with extra-familial harm are beyond the direct control of parents or carers, strengthening their understanding, safeguarding capacity and resilience can enhance the family as a protective factor for the young person, and overtime, may weaken the control and power of those who are perpetrating harm. We will provide support for parents to rebuild relationships, manage challenging behaviour, prevent relationship breakdown and keep the young person at home. We will also seek to involve parents and carers in safety planning alongside the young person, whenever safe to do so.

Particular life experiences and transition points can exacerbate existing vulnerabilities and cause risk levels to rise rapidly. This includes changes in family circumstances, exclusion from mainstream school, being arrested or experiencing violence. Our approach to protection and support will also focus on reachable moments, making sure that the right support is available for families and young people whenever it is needed.

### **Operation Engage**

Operation Engage places outreach youth workers in Wood Green custody suite who provide support, signposting and mentoring to young people who come into custody at a time when they are most inclined to receiving support. The project supported 193 young people in 2021/22.

As part of our efforts to embed a contextual safeguarding approach, we will gather information about a range of contexts including the family, peer groups, places, spaces and communities outside the home when safeguarding young people. This will enable us to have a full picture of a young person's life including risks and protective factors, contributing to effective safety planning.

Extra-familial harm does not stop when children reach their 18<sup>th</sup> birthday. For young people transitioning to adulthood, there can be a cliff edge where services and support fall away at 18 years which can leave young people unprepared for adulthood. We will seek to develop pathways for young people aged over 18 to access safeguarding and relevant support which empowers them to live safe, healthy and fulfilling lives as independent adults.

### **Transitional safeguarding pilot**

It has been recognised locally and nationally that there is currently a gap in provision for young adults who may have been known to Children's Services or are known to Adult Social Care but are not eligible for ongoing support under the Care Act 2014. We have commissioned a pilot service, initially for up to 40 young adults, aged 17 years and 9 months up to 25 years old. The service will provide early help and support and signposting to other organisations to prevent these young adults from going into crisis, help them to achieve better outcomes and maximum independence.

Extra-familial risks and harms can involve young people perpetrating, as well as experiencing, harm. We have implemented a child-first approach in our Youth Justice Service. This means that we see children as children, recognise their particular needs and vulnerabilities and help them build on their strengths and capabilities to build resilience and empower them to fulfil their potential. This also means that we prevent as many children coming into contact with the youth justice system as possible, prioritising prevention and diversion.

We introduced a new Youth Integrated Offender Management programme in June 2021 with the aim of reducing reoffending in children known to Enfield Youth Justice Service, in particular young people who are being criminally exploited. The programme ensures a holistic and personalised approach to the provision of support to young people and their families, working with them to build resilience. The programme also takes a contextual safeguarding approach, mapping areas, locations of concerns and potential exploiters.

Safeguarding practice reviews and research have highlighted the concept of 'adultification'. This is a form of bias where children from Black, Asian and minoritised ethnic communities are perceived as being more adult-like, less innocent and less vulnerable than other children. This can negatively impact on how children are safeguarded and protected. We will ensure that our multi-agency workforce has access to training opportunities that prevents and tackles this bias and embeds anti-discriminatory practice across the workforce.

## **How will we achieve this?**

### **We will:**

- Support all children to express their wishes and needs in relation to their care by encouraging them to actively participate in safety planning
- Contextualise our safeguarding systems to ensure that threshold and assessment frameworks take into account the context in which young people came to harm
- Develop our ability to respond flexibly to critical and reachable moments
- Deliver training to the multi-agency workforce on anti-discriminatory practice
- Work with the Adult Safeguarding Partnership and Adult Social Care to develop pathways for young people aged over 18 to access relevant support, safeguarding and protection from harm. This includes support and guidance on health and wellbeing, housing, financial management, independent living skills, and employment and training
- Pilot local decision making for trafficked children<sup>8</sup>
- Continue to adopt a 'Child First' in our Youth Justice Service and treat children entering the Youth Justice System as 'children' rather than 'offenders' or 'criminals'
- Embed our Youth Integrated Offender Management to reduce re-offending.

---

<sup>8</sup> Currently, when children are referred to the National Referral Mechanism (NRM) decisions about whether or not they are a victim of trafficking are made by Home Office officials. Enfield is taking part in a Home Office pilot that will test if decision making about whether a child is a victim of trafficking is more appropriate and effective within local safeguarding partnerships.

## **Priority Four: Disruption of perpetrators**

**We will develop an effective multi-agency approach that uses local intelligence to identify perpetrators and disrupt activity.**

Whilst our priority is on preventing extra-familial harm from occurring and supporting children, young people and their families, it is equally important that we take responsive action against perpetrators of harm. Learning from national reviews emphasises the need for greater focus on disruption of perpetrators as part of our safeguarding response.

Working together to understand the extra-familial harm taking place in Enfield is essential to effectively target, prevent and disrupt the offending. At the monthly Multi-Agency Child Exploitation (MACE) meeting, partners from public sector and voluntary organisations share information and intelligence relating to exploitation to identify emerging trends, locations and people of concern and generate intelligence for investigations. As well as statutory partners, other sources of information can be invaluable in building a better understanding of extra-familial harm taking place in the local area. We will seek to build and maintain relationships with a range of individuals and organisations, including local businesses, housing officers and faith groups.

Effective disruption of perpetrators involves the flexible use of both criminal and civil routes, including powers relating to licensing, health and safety, fraud and housing provision. We will take action against both locations and people of concern.

We also know that trust and confidence between agencies, communities and young people is key to encourage reporting of concerns and ensure we can take action against those who take harm.

### **Looking ahead, we will:**

- Develop a local profile of extra-familial harm in the borough which draws on information and intelligence from a wide range of sources to aid insight and disrupt perpetrators
- Ensure timely identification of perpetrators of extra-familial harm and pursue enforcement action against them
- Use the full range of disruption tactics available through both criminal and civil routes to protect children and young people, including powers available in relation to licensing, health and safety, fraud and housing provision
- Empower and support young people, families and communities to report incidents of violence and crime
- Explore opportunities to work with young people and communities to build increased trust and confidence in the Police.

## Governance and measuring progress

Our vision is that all young people in Enfield feel safe and are safe.

The Enfield Safeguarding Children Partnership is responsible for overseeing the delivery, monitoring and review of this strategy. The progress of our strategy will be reviewed annually, and the strategy will be updated where necessary to respond to local and national changes. This includes in response to the Department for Education's strategy (2023) 'Stable Homes, Built on Love' setting out reforms to children's social care and updates to the statutory guidance Working Together to Safeguarding Children.

Our governance framework sets out our relationships and importantly, how we will work together to deliver on our Safeguarding Adolescents Strategy. This is set out in the table below:

<b>Strategic Leadership:</b>	The Enfield Safeguarding Children Partnership Executive Group are responsible for providing strategic direction and leadership to this strategy.
<b>Supported by:</b>	The Vulnerable Young People Group are responsible for agreeing and monitoring our annual action plan. The group will report on progress against the action plan and identified performance indicators on an annual basis to the Enfield Safeguarding Children Partnership Executive Group.
<b>Shaped by:</b>	The annual report will be shared with the Safeguarding Ambassadors and their feedback and ideas regarding how we can deliver on our priorities will be shared with the Vulnerable Young People Group.
<b>Delivered by:</b>	Our workforce across the local authority, health and social care, the Police, schools and colleges and the voluntary and community sector.

## Measuring progress

Our indicators and performance for 2021/22 are summarised below.

### Indicators (to be further developed)

Priority	Indicator	Data for 2021/22
Profile of extra-familial harm	Number of young people at risk of or known to be affected by Child Sexual Exploitation	90
	Number of young people at risk of or known to be affected by Child Criminal Exploitation	149
	Number of young people at risk of or known to be affected by Child Sexual and Criminal Exploitation	9
	Number of children referred to the National Referral Mechanism	57

	Number and profile of missing children	383 missing episodes relating to 131 children and young people, of which 44 were looked after children
	Number of young people who are victims of serious youth violence (to be replaced with new measure on teen violence)	352
	Number of knife crime injury victims not domestic, where the victim is aged 1-24	602
Multi-agency leadership	Number of young people trained as Safeguarding Ambassadors	11
Prevention and early intervention	Number of permanent exclusions from stated-funded secondary schools	9 (2020/21)
	Number of suspensions from stated-funded secondary schools	1,437 (2020/21)
	Persistent absence rate for state-funded secondary schools (percentage of pupils who have missed 10% or more of possible sessions)	17% (2020/21)
	Number of 16-to-17-year-olds presenting as homeless	102
	Number of children living in temporary accommodation	4,606 (March 2022)
	Percentage of 16-18-year-olds who are not in education, employment or training (NEET) or who are Unknown between December and February	4.6%
	Number of young people accessing the five youth centres	1,200
	Number of young people supported by detached and outreach youth work team	2,463
	Number of young people accessing Summer University	793
	Number of young people accessing provision through NEXUS programme	7,150
Protection and support	Number of members of partnership workforce trained in Trauma Informed Practice	New measure
	Number of members of partnership workforce trained in anti-discriminatory practice	New measure

	Number of first-time entrants to Youth Justice System	73
	Percentage of young people sentenced at court that are given a custodial sentence	4.4%
	Re-offending rate for young people	19.2% (Q1 2020/21)
	Number of young people supported through Operation Engage	193
	Number of young adults 18-25 supported through Precious Moments (transitional safeguarding project)	8 (February 2023)
	Number of young people supported by Adolescent Safeguarding Teams and outcomes	281 <ul style="list-style-type: none"> <li>• 245 were supported to remain at home</li> <li>• 16 young people came into local authority care</li> <li>• 20 young people were supported to access supported accommodation</li> </ul>
	Number of young people in substance misuse treatment	182
	Number of young people accessing Child and Adolescent Mental Health Services (CAMHS)	
Disruption of perpetrators	Number of Child Abduction Warning Notices (CAWNs) issued by the Police Exploitation Team	
	Percentage of 16-24-year-olds in Enfield who report that they trust the Police	64% (12 months to September 2022)
	Percentage of 16-24-year-olds in Enfield who agree “the police treat everyone fairly regardless of who they are”	58% (12 months to September 2022)
	Percentage of 16-24-year-olds in Enfield who agree “the police can be relied upon to be there when needed”	61% (12 months to September 2022)



## **Appendix 1: How to report a concern**

If you are worried about the welfare of a child or young person, please tell us about your concerns so that someone can help.

Please refer them to the Children's MASH (Multi Agency Safeguarding Hub) using the [Children's Portal](#).

You can call on 020 8379 5555 (Mon-Thurs 9am-5pm; Fri 9am-4.45pm). Out of office hours call: 020 8379 1000 (select option 2 and you will be transferred to an advisor). You can also email at: [ChildrensMASH@enfield.gov.uk](mailto:ChildrensMASH@enfield.gov.uk)

**Remember in an emergency always call 999.**

DRAFT

## **Appendix 2: Signs of extra-familial harm**

There are signs that may indicate a young person is experiencing extra-familial harm, including exploitation:

- Frequently absent from school
- Frequent missing episodes and being found in a different area to where they live
- Returning from missing episodes with injuries or dishevelled appearance
- Relationships with people older than them
- Changes in behaviour, i.e., more withdrawn or isolated
- Unexplained amounts of money, clothing, or other items and gifts
- Increasingly disruptive, hostile or physically aggressive at home or school
- Substance misuse or dependency
- Having multiple mobile phones or use of a phone that causes concerns, e.g., multiple callers or more texts than usual
- Self-harm and/or significant changes in emotional wellbeing
- Unexplained physical injuries and refusing to seek medical help
- Carrying weapons
- Sexually transmitted infections (STIs)
- Inappropriate or sexualised behaviour

## Appendix 3: Connected strategies, policies, protocols and guidance

### Local strategies

- Council Plan 2023-26 (in development)
- [Safer and Stronger Communities Board Community Safety Plan](#)
- [Empowering Young Enfield](#)
- [Tackling Child Neglect Strategy](#)
- [Early Help for All Strategy](#)
- [Looked after Children Strategy](#) (new strategy in development)
- [SEND Partnership Strategy](#)
- [Modern Slavery Strategy](#)
- Youth Participation Policy
- [Youth Justice Plan](#)

### Local policies, protocols and guidance

- [Missing from Home, Care, Education or and/or Health Protocol](#)
- [Threshold Guidance](#)
- [London Safeguarding Children Procedures and Practice Guidance](#)
- [London Child Exploitation Operating Protocol](#)

### Underpinning documents and research

#### Local

- [Children Safeguarding Practice and Serious Case Reviews](#)

#### National

- HM Government (2018), [Working Together to Safeguard Children](#)
- Department for Education (2022), [Keeping children safe in education](#)
- Children's Society (2022), [Appropriate Language in Relation to Child Exploitation](#)
- Association of London Directors of Children's Services and London Innovation & Improvement Alliance (2022), [Adolescent safeguarding in London](#)
- Home Office (2022) – [Child Exploitation Disruption Toolkit](#)
- Child Safeguarding Practice Review Panel (2022) - [Safeguarding children at risk from exploitation: review](#)
- Office of the Chief Social Worker for Adults et al. (2021), [Bridging the Gap: Transitional safeguarding and the role of social work with adults](#)
- Child Safeguarding Practice Review Panel (2020) – [Annual Report 2020](#)
- Child Safeguarding Practice Review Panel (2022) – [Annual Report 2021](#)

## Appendix 4: Definitions

<b>Adolescence</b>	The phase of life between childhood and adulthood, from ages 10 to 19. Adolescents experience rapid physical, cognitive and psychosocial growth. This affects how they feel, think, make decisions, and interact with the world around them.
<b>Adverse Childhood Experience (ACE)</b>	Highly stressful and potentially traumatic events or situations that occur in childhood and or/adolescence. This includes physical, sexual and emotional abuse, exposure to domestic violence, bereavement and living with someone with substance misuse problems. ACEs can have lasting negative effects on physical health, wellbeing, the ability to form healthy relationships and lifelong opportunities such as education and employment.
<b>Child Sexual Exploitation (CSE)</b>	A form of child sexual abuse. It occurs when 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. CSE does not always involve physical contact; it can also occur through the use of technology.
<b>Child Criminal Exploitation (CCE)</b>	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. CCE does not always involve physical contact; it can also occur through the use of technology.
<b>Child on child abuse</b>	Children can be exploited by children of a similar age as well as adults. In some cases, children who have been exploited themselves by adults or peers will recruit other children to be abused. In other instances, sexual bullying in schools and other social settings can result in the exploitation of children by their peers. Exploitation also occurs within and between gangs where sex is used in exchange for safety, protection, drugs and simply belonging.
<b>Contextual Safeguarding</b>	An approach to understanding, and responding to, young people's experiences of significant harm beyond their families. It recognises that the different relationships that young people form in their neighbourhoods, schools and online can feature violence and abuse. Parents and carers have little influence over these contexts, and young people's experiences of extra-familial abuse can undermine parent-child relationships. Contextual safeguarding is therefore the intervention into the contexts presenting harm to children.

<b>County lines</b>	Gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK, using dedicated mobile phone lines or other forms of “deal line”. They exploit children and vulnerable adults to move the drugs and money and will often use intimidation, violence and weapons.
<b>Disproportionality</b>	A group’s representation in a particular category that exceeds expectations for that group or differs substantially from the representation of others in that category. Research shows that the youth justice system treats children and young people from ethnic minority backgrounds differently. This means that children and young people from certain ethnicities are over-represented in sentencing, custody and other parts of the system compared to the proportion of that group within the general population.
<b>Early help</b>	Providing support as early as possible to prevent problems escalating and causing distress. Early help includes universal services and targeted services designed to reduce needs or prevent problems from becoming entrenched and difficult to address.
<b>Edge of care</b>	Young people aged 11 years and over for whom entry into care has been considered but who are being supported, along with their family, through alternative services with the aim of keeping the family together and avoiding care proceedings.
<b>Enfield Safeguarding Children Partnership (ESCP)</b>	The ESCP includes three statutory safeguarding partners: Enfield Council, the Metropolitan Police Service and the NHS Integrated Care Board who work together with relevant agencies such as schools, health care providers and voluntary sector organisations to keep children and young people safe.
<b>Extra-familial harm</b>	Harm or exploitation that occurs to children outside their families, often during the adolescent years when social networks widen, and young people spend more time outside of the home. These extra familial threats can arise at school and other educational establishments, from within peer groups, or more widely from within the wider community and/or online.
<b>Gangs</b>	A relatively durable, predominantly street-based group of young people who: (1) See themselves (and are seen by others) as a discernible group, and (2) Engage in a range of criminal activity and violence.
<b>Modern slavery</b>	The recruitment, movement, harbouring or receiving of children, women or men through the use of force, coercion, abuse of vulnerability, deception or other means for the purpose of exploitation. It is a crime under the <a href="#">Modern Slavery Act 2015</a> . Children (those aged under 18) are considered victims of trafficking, whether or not they have been coerced, deceived or paid to secure their compliance. They need only have been recruited, transported, received or harboured for the purpose of exploitation.
<b>National Referral Mechanism (NRM)</b>	Framework for identifying and referring potential victims of modern slavery and ensuring they receive the appropriate support. First responder organisations (including local authorities

	and the police) have a legal duty to notify the Home Office when they come across potential victims of modern slavery.
<b>Neglect</b>	The persistent failure to meet a child's basic physical and/or psychological needs, likely to result in the serious impairment of the child's health or development. Neglect can have long-lasting impacts on a child's life, including poor mental health, difficulty forming positive relationships, unhealthy sexual behaviour and substance use. Prior experience of neglect can increase a young person's vulnerability to extra-familial harm.
<b>Professional curiosity</b>	Children rarely disclose abuse, neglect or exploitation directly to practitioners. This makes identifying abuse, neglect or exploitation difficult for professionals across agencies. Professional curiosity is the capacity and communication skills to explore and understand what is happening in a child or young person's life rather than making assumptions or accepting things at face value. This approach is important in helping to gather and share the right information to assess risk and identify harm.
<b>Radicalisation</b>	Radicalisation refers to the process by which a person comes to support terrorism and forms of extremism leading to terrorism.
<b>Safeguarding</b>	Working Together to Safeguard Children defines safeguarding as: <ul style="list-style-type: none"> <li>• Protecting children from maltreatment</li> <li>• Preventing impairment of children's health or development</li> <li>• Ensuring that children are growing up in circumstances consistent with the provision of safe and effective care</li> <li>• Taking action to ensure that all children have the best outcome</li> </ul>
<b>Serious youth violence</b>	Violence with a weapon in a community or public space with a victim aged 10-19 years.
<b>Supervision</b>	Regular one-to-one or group meetings between social workers and managers to help manage case work, reflect on practice, support professional development and provide workers with emotional support
<b>Trauma</b>	An event, series of events or set of circumstances that is experienced by someone as physically or emotionally harmful or life threatening and has negative impacts on their neurological, biological, psychological and social development.
<b>Trauma informed practice</b>	An approach that aims to increase practitioners' awareness of how trauma can negatively impact on individuals and communities, and their ability to feel safe or develop trusting relationships with services and professionals. It aims to improve the accessibility and quality of services by creating culturally sensitive, safe services that people trust and want to use. It seeks to prepare practitioners to work in collaboration and partnership with people and empower them to make choices about their safety and wellbeing. The 6 principles of trauma informed practice are: safety, trust, choice, collaboration, empowerment and cultural consideration. Further information can be found <a href="#">here</a> .