



Keeping Bristol Safe Partnership

Safeguarding Children and Young People in our Communities Strategy 2020-2022

Version Control

Information	Date/Details
Policy Name	KBSP Contextual Safeguarding Strategy
Author/Further Information	Becky Lewis/Olwen Kelly
Date policy created	March 2020
Date of review	March 20201
Reference version number	V1
Consultation Groups	Contextual Safeguarding Steering group
Approving Board	KBSP
This document replaces	N/A
Associated documents	KBSP Safeguarding policies and procedures https://bristolsafeguarding.org/policies-and-guidance/ Child Protection South West Child Protection Procedures https://www.proceduresonline.com/swcpp/
Overall responsibility	Director of Children & Family Services

Version Control History

Version	Date	Summary of changes	Approved by

Our Strategy



Introduction by Ivan Powell, Independent Chair

Keeping Bristol Safe Partnership Executive.

This strategy aims to set out the partnership's vision and plan for improving safeguarding children in our communities. For the first time it brings together a cohesive approach to significant harm in our communities as we build on the learning from our previous Child Sexual Exploitation, Missing and Gangs and Serious Violence Strategies.

Young people in Bristol deserve to grow, learn, and play in communities, and have friendship groups and spaces which nurture and support them to flourish and meet their potential. In Bristol we recognise that caring for our young people stretches beyond the home. We know that when harm happens to children and young people in the community it can be as impactful on their opportunities and development as harm within their families and homes.

We understand that children's experiences of harm in the community do not stand-a-lone. There is overlap between different forms of organised child exploitation (Child Sexual Exploitation, Child Criminal Exploitation, Modern Slavery, Radicalisation and Trafficking). We also know children experience harm from peer-on-peer abuse and violence, often but not always in the context of more organised adult-led exploitation.

The first national review into Child Criminal Exploitation 'It was hard to Escape' was published in February 2020 and highlighted that our children face a number of challenges to their safety and wellbeing today – none more complex and damaging than criminal exploitation. Being drawn into exploitative situations, where children can be both victims and perpetrators of serious harm can have severe consequences for them and for their families, friends and communities.

We know that the contexts in which people live, work, travel and are educated in can feature elements which expose them to harm. We recognise that we do not need to provide mitigation for all risks children and young people are exposed to or take, as many of these are a vital part of child development, however we do want to provide contexts and structures in which risk is enabled through empowerment and positive collaborative approaches.

We are also aware that abuse and exploitation doesn't stop when a young person reaches 18. Indeed for some it begins, when they leave care services and begin to live independently. Transition is a particularly risky time, and it is increasingly evident the number of adults who are at risk is growing. It is the Partnerships intention through this strategy and new contextual approach to provide support and to address the needs of both young people and adults who may be at risk of abuse and vulnerable to exploitation.



IVAN POWELL, KBSP Independent Chair

Background to Strategy

Guiding Principles

This strategy sets out how we intend to use a contextual safeguarding approach for Bristol. We intend to draw on the strengths of our current multi-agency partnership working, recognising the importance of a collaborative approach to safeguarding our young people from harm. Our Partnerships agree to work together and adhere to the following principles.

Child focused practice – Bristol has an ambition to be a child friendly city and our approach to helping the most vulnerable children, families and communities needs to reflect these values. Interventions with children should be measured and reviewed. Professionals use the

A sign of Safety approach to ensure that child's experiences is at the forefront of all interventions and reviews. Interventions and strategic responses should be strength's based and use all opportunities to recognise under-18s as children, including when their behaviour may be putting themselves or others at risk;

Voice of the child – in all of our work with children, it is vital to hear and respond to the child's voice and views. They should be central to designing and implementing the plans to find and establish safety;

Participation of parents, families, carers and communities – as with hearing the voice of the child or young person, parents, families, carers and communities should be central to the development and implementation of plans and responses, and can identify and build on strengths and skills to make lasting changes.

Effective Support Early – we want children, young people and families to receive the right support and help at the right time, as early as possible in the life of a problem. Preventative and early help responses to neglect are critical to avoid issues from escalating and children experiencing further harm. Interventions need to be of a kind and duration that improves and sustains the safety of children and young people into the future;

Think Family – children live in families, communities and environments which involve adults. These networks of adults can offer both solutions and safety, and additional risk. Our approach must recognise and respond to adults as part of a holistic plan to risk; we must both address the root causes of vulnerability to exploitation with their family networks, and ensure that the adult perpetrators who exploit children are disrupted and where appropriate prosecuted. We must also ensure that adults at risk in our communities are identified and that we work closely with adult safeguarding;

Culture of Challenge and Escalation – the partnerships are committed to challenging each other appropriately and effectively to ensure that outcomes for children and families are the best possible. This will be demonstrated by our senior leaders who will hold courageous conversations transparently and will respond to escalation and disagreement in a constructive way.

What is Extra-familial Harm?

Extra-familial harm is the types of harm experienced by children and young people outside their primary carers. It describes a level of harm which is significant and serious and can have a long-term impact on the child's development, wellbeing and safety.

The risks to young people outside the home are varying, from robbery on public transport, sexual violence in parks and schools, gang-related violence on the streets, through to online bullying and harassment. They are also some young people who will be directly targeted and recruited because of the amount of time they spend outside of the home, and or because they have additional vulnerabilities.

These vulnerability factors may include, living in poverty, being abused and neglected at home, having behavioural difficulties, being excluded from school, having special educational needs and disabilities, being a Child in Care, drug use, and having mental health issues. We also recognise that some young people who are exploited do not share any of these factors and may not be known to any services, yet still be targeted and risk becoming involved in:

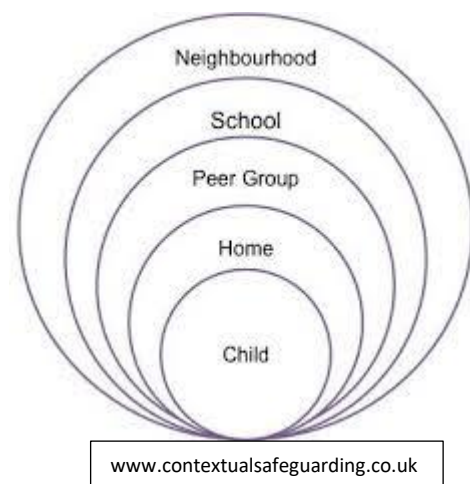
- Peer on peer and relationship abuse
- Criminal/ sexual exploitation/ online abuse
- Missing episodes
- Risks associated with gangs
- County line drug networks
- Risks associated with radicalisation
- Safeguarding risks in public spaces
- Trafficking and modern slavery

Parents, carers and families can have little control or influence over their ability to protect children from extra-familial harm. However, vulnerabilities in relationships and in the community as a result of familial difficulties can increase a child's vulnerability to being targeted by a perpetrator of extra-familial harm, or push them to access locations where they are more likely to be harmed.

No child can consent to their own abuse. This is true within the community as much as it is within the family home.

What is Contextual Safeguarding?

As children move from early childhood into adolescence they spend increasing amounts of time socialising outside the home. During this time the nature of young people's schools and neighbourhoods, and the relationships that they form in these settings, inform the extent to which they encounter protection or abuse. A supportive peer group will engender positive relationships, whilst negative ones may lead to violent, coercive, and harmful behaviours. These relationships are, in turn, shaped by, and shape, their school or college, the community and online contexts in which they develop. So if young people socialise in safe and protective schools and community settings they will be supported to form safe and protective peer relationships



The Keeping Bristol Safe Partnership (KBSP) recognises that current safeguarding approaches to protect young people from harm have focussed on the risk of violence and abuse from inside the

“Is Bristol Safe? I don’t know – I’ve had mixed experiences... In comparison to other big cities (London, Birmingham) it feels safer. I see police and paramedics, security guards around which makes you feel safe”. Male, living in Bristol emergency accommodation, 17 years.

“No one is ever safe, anything can happen at any time. I rarely go out unless necessary or need to get to and from places due to past negative experiences from negative people” female living in supported housing, 21 years

“If someone makes me feel unsafe I resort to violence ...no one should have the power to make you unsafe.” Female, living in supported housing, 18 years.

home. The current systems do not adequately reflect the time that young people spend outside the home or the risks posed.

This strategy aims to change that by providing a new contextual safeguarding approach to the way in which we work to support young people and other vulnerable individuals who live in our communities.

It was Dr Carlene Firmin, (Principal Research Fellow, University of Bedfordshire) in 2015, who first proposed the idea of contextual safeguarding, which is not a model, but rather an approach which seeks to create a response to extra-familial forms of abuse, which can:

- Target the contexts in which that abuse occurs,
- Provide a framework to address extra-familial risk through the lens of child welfare, as opposed to crime reduction or community safety
 - Utilise partnerships between children’s services and those who have a reach into extra-familial contexts (such as schools, transport providers, fast food outlets, youth workers, parks and recreation services), and;
- Measure success with reference to the nature of the context in which harm has been occurring, rather than solely focusing on any behaviour changes of the young person

Scope of the issue

There is 85,700 children living in Bristol and they make up 18.5% of the overall population¹. Bristol is the largest city in the South West and has thriving and diverse communities. We have a continued projected growth for our young people’s population and our city, while providing many opportunities those who live here, are also exposed to the risks associated with a large urban environment.

Our accessible transport links including national coach and bus terminals, rail stations and an international airport make it an attractive place for young people to visit. These transport links also increase the risks in terms of modern slavery, trafficking and county line routes.

Whilst Bristol has a low risk of radicalisation and extremism we acknowledge the government position that violent extremism inspired by an Al Qaeda ideology, which advocates a distorted version of Islam, is considered to be the greater threat to the UK. However, we also seek to protect children and young people against the messages of all violent extremism including that linked to the far right/ white supremacist ideology, and extreme animal rights movements.

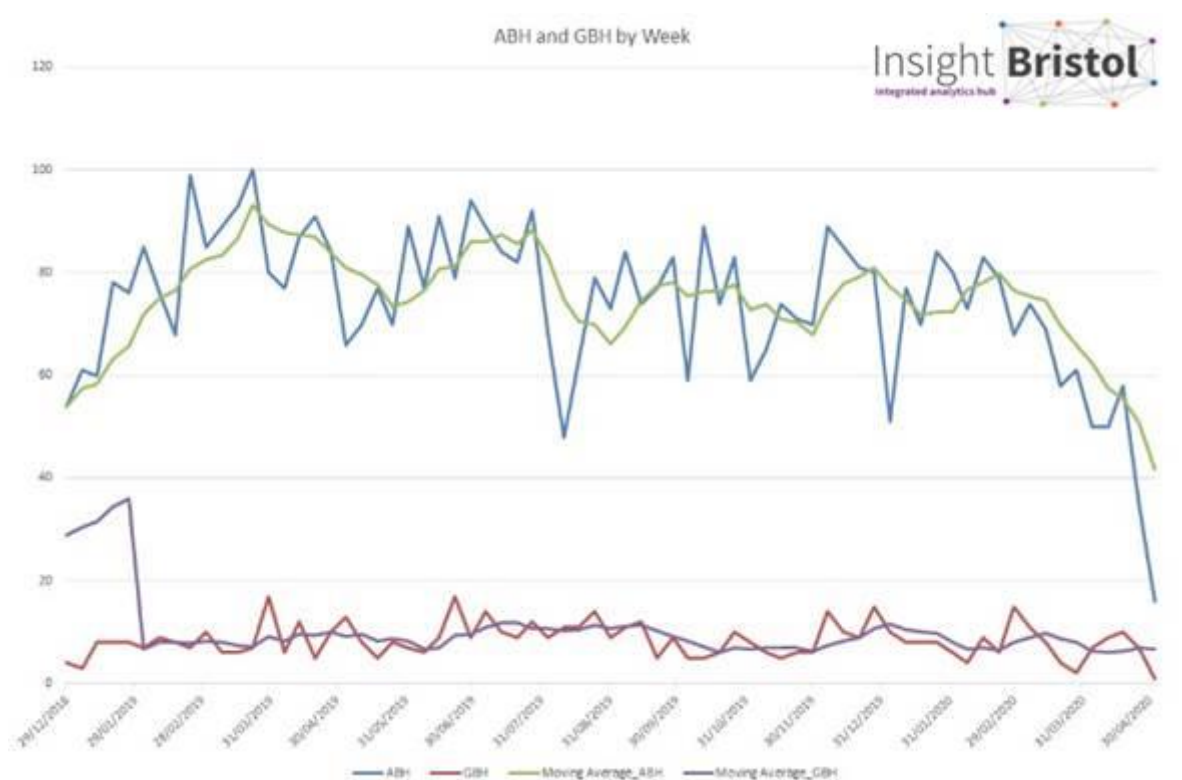
¹ BCC State of Bristol Report : Key Facts October 2019

In Bristol, we have seen a slight increase in young people who have been targeted to join terror groups abroad and approached by right wing groups locally. We are not aware of any current links with extremism within local gang involvement, criminal exploitation or grooming for extremism but continue to monitor this across the city.

Bristol has the highest number of children living in poverty in the South West and some areas of the city which rank as being the most deprived in the country². 21% of our young people live in these deprived areas, which can directly border on our most affluent areas³.

The Bristol Serious Youth Violence strategy published in February 2020 evidenced young people living in Bristol as being increasingly at risk of child criminal and sexual exploitation and becoming involved in gang activity. Our primary concern is the increasing numbers of young people involved in gang related or street conflict related violence in some areas of our city.

There has been a general rise in serious youth violence and child criminal exploitation in the past three years; a 28% increase in robberies, 28% increase in violence using a weapon and a 14% increase in offences of violence Whilst the majority of violent offences involve young males (87%) there has been a 92% increase in ABH by young female offenders (54) in 2018/19, compared to 2016/17.



The severity of the knife crime has also increased. The Avon & Somerset Police Problem profile for the East Central area of Bristol for 2018/19 showed there was a 71% of serious knife offences in 2018/19 compared to 2016/17. This area has two local academy's and show multiple serious violence offences taking place in or outside these educational establishments on weekdays at 3pm.

² Bristol, North Somerset & South Gloucestershire CCG JSNA Wellbeing Profile 2019/20

³ Bristol, North Somerset & South Gloucestershire CCG JSNA Wellbeing Profile 2019/20

Similarly, in the police problem profile for North Bristol showed serious youth violence has increased by 19% over the past 3 years. 61% of serious knife crime offenders were under 19 years, with 17-19 year olds being responsible for 42% of all serious knife crime in the area.

Unlike East Central, offences in North Bristol are linked to the night time economy, with 75% of offences taking place between midnight & 07.00am. The majority of police call outs during this time is to nightclubs.

We also have hotspots in South Bristol with serious youth violence increasing by 13% over the past 3 years. In 2018/19, 69% of knife crime was committed by young people aged 14-16 (11) or those in the 20-12 (10) age group. The police problem profile for South Bristol also highlighted a local supermarket has a hotspot in this area for ABH and GBH offences.

Whilst overall youth offending continues to fall in Bristol, the level of serious incidents has increased and there is a demonstrable link between non-school attendance, criminality and the exploitation of young people.

In October 2019 there were 618 children in care in Bristol⁴. We know those in the care system are more likely to be targeted by those wanting to exploit them criminally or sexually. In order to better identify and manage the risk for the most vulnerable young people in Bristol we have developed a local risk model using our current Think Family Database (TFD). The TFD is a consolidated person record from over 30 different sources developed by Insight Bristol, a multi-agency integrated analytics hub based at Bristol. In 2019, the TFD included records of approximately 24,000 children.

This risk model also highlighted other common indicators and risk factors, including 40% as being Looked After, registered as a Child in Need or under a Protection Plan. 40% had previously been reported missing, and 43% being were reported as regular or persistently absent from school.

We understand young people may be absent from where they should be for many reasons, not least wanting to spend more time with their friends. However those young people could be at risk of harm and any prolonged or repeated missing episodes can be a cause for concern.

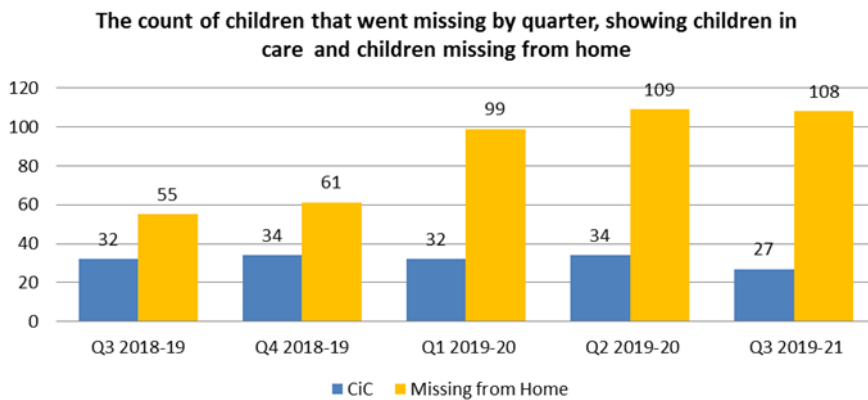
There are a wide range of factors which contribute to a child going missing or running away. For some children, going missing will be as a result of issues within their home which 'push' them away. For others a situation or set of circumstances in the community may 'pull' them into the community. For many it is a combination of factors, peer influences remain the highest push pull factor in episodes of missing for all young people.

For children living at home, family difficulties were the highest number of push pull factors recorded, with peer influences and running to friends the second and third highest factors recorded. Issues around education also feature highly for children living at home. In Quarter 4 of 2019-2020 there was an increase in children going missing where there were concerns about internal trafficking, predominantly linked to county lines.

The number of children going missing from home has increased over the last year, while the number of children in care going missing has remained consistent. For Children in Care, the most common place from where missing episodes start, are Children's Homes and short term foster placements. There are lower rates of missing from long term foster arrangements, which is

⁴ BCC State of Bristol Report: Key Facts 2019 October 2019

indicative that the stability they provide. The breakdown of foster placements for children who are victims of exploitation and going missing is significantly higher than their peers.



We are aware of the considerable overlap between young people who frequently going missing and are involved in criminal activity and the breakdown of familial relationships. Centrepoin’s research into the drivers of family breakdown found that for many young people, exposure to violence and criminal activity were part of daily life prior to becoming homeless and contributed to pressures on households and family relations.⁵

Where families struggled to access support, criminal activity and often contributed to family breakdown and a young person being forced to leave their home. Young people also left to protect their families from threats and intimidation, or to protect younger siblings in the household.

Young people experiencing homelessness are highly vulnerable to violence and exploitation.⁶ We need to work closely with our supported housing providers to ensure safe placements and appropriately matched accommodation is available for our young people who are no longer able to stay with family or friends.

In 2019, there were 5,843 (24%) young people known to services in Bristol who were recorded as having Adverse Child Experiences (ACEs). These included domestic abuse (41%), and abuse and neglect (24%) in the home. We know ACEs substantially increase the risk of being involved in violence, with 47% of children with ACEs at risk of either being a victim or perpetrator of violent crime themselves.

ACEs also increase a child’s likelihood of being targeted by perpetrators as a victim of CSE and we need to ensure we are able to recognise and manage all risk factors and provide appropriate support. Prevention and early intervention is important in reducing ACEs and this in turn improves long term outcomes for adults. We recognise there are responsibilities for all Partner agencies, universal and targeted services in working together to achieve this.

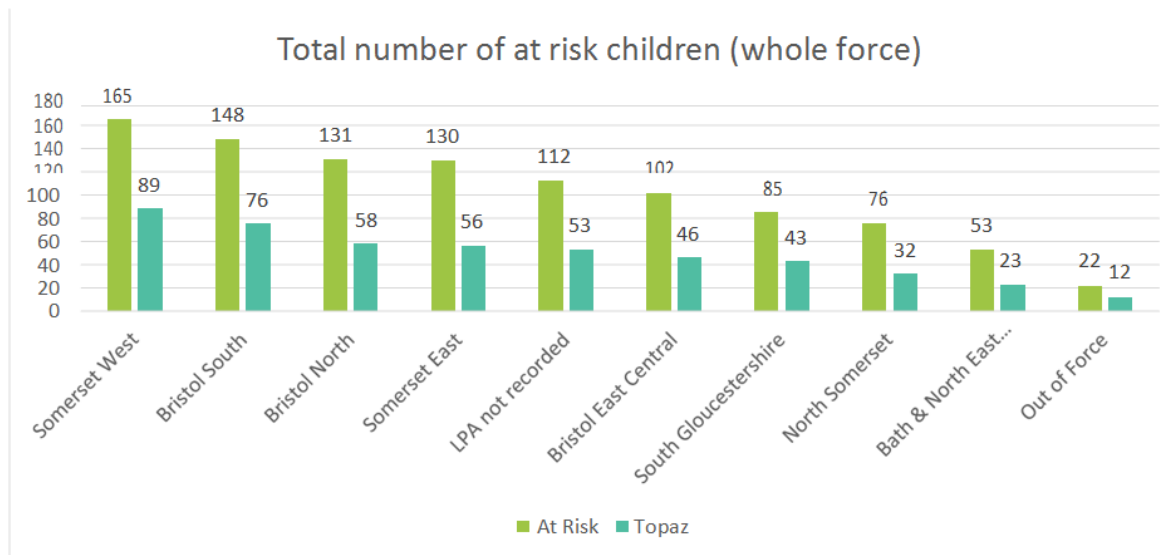
In November 2019, the Avon & Somerset Problem Profile for CSE reported that there were over 1000 victims of CSE in the force area, though acknowledged CSE is under reported. Victims of CSE often suffer more than one contact with abusers so whilst in 2018 there were 18 children

⁵ Centrepoin (2016) Families Under Pressure. <https://centrepoin.org.uk/media/4202/18-families-under-pressure-preventing-family-breakdown-and-youth-homelessness.pdf>

⁶ Centrepoin, <https://centrepoin.org.uk/media/3425/escaping-the-trap.pdf>

identified as victims these were linked to 51 investigations. In November 2019, 15 victims of CSE had already been identified and were involved in 44 occurrences being investigated by Topaz.

There are over 1000 children who have at least one of the risk factors that indicate that they may potentially be victims of CSE. Of this 488 (47%) are Topaz flagged and assessed specifically for CSE and are monitored.



179 (17.5%) of the children included in the above data are also considered at risk on the corresponding automated search for children at risk of child criminal exploitation. This is as a result of a number of the same factors being considered as risk indicators, such as missing incidents, associates and involvement in ASB and drugs offences. For example of the 179 children who have a crossover between CSE and CCE risk factors - 81% have a missing incident in the last three months.

Topaz has seen a number of cases where examination of the evidence (i.e. mobile phones) has identified further offences with different offenders which have not been reported to police by victims. There are more than likely a number of reasons for this, the main one being the victims not perceiving themselves as victims or not understanding that there are further offences that the police need to know about or protecting the suspect as part of the grooming process. In addition previous experience of the police, courts or CPS may discourage further disclosure.

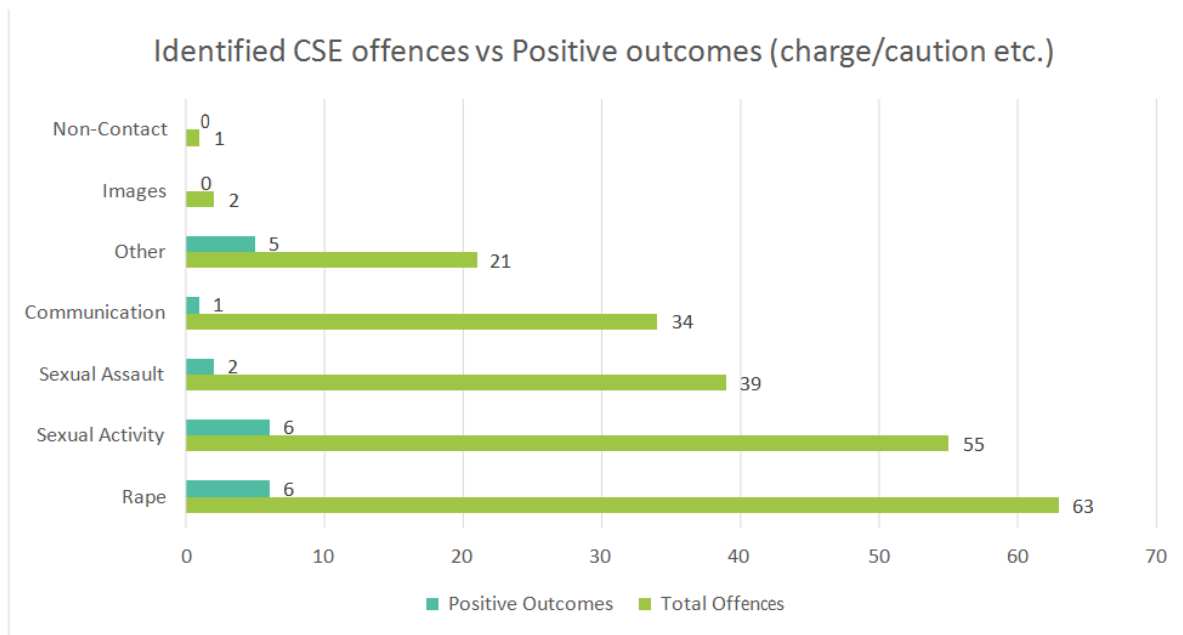
In reported offences identified as CSE (via manual review) 83.7% of victims are female, with the main age group of victims being 14 and 15 years old. In respect males 14.7% of victims are male. The data within the profile is also indicative of a likely under-reporting of male missing persons especially once they reach 16 years old. This could be due to a number of factors likely including a perception that males are less at risk when away from the home address by parents/guardians and police.

This under-reporting of missing data should be considered in conjunction with the fact that only 14.7% of identified victims are male. If males are less likely to reported missing, they are less likely to be in contact with police and support agencies on a regular basis reducing the likelihood of disclosure and post age 16 it is extremely unlikely that they would be reported missing, again reducing the likelihood of disclosure.

There is a significant crossover between CSE and CCE, but there is a need for further information and data to be collected. CCE is still a relative new focus within the Avon & Somerset force, so data sets need to be established that can be used for future reporting purposes.

Similarly it is not easy to extract successful prosecutions relating to CCE as this does not currently have a flag on police recording systems. Prosecutions will therefore be recorded on existing crime types, such as robbery, violence against the person and categorise the outcomes based against these crime types rather than CCE. At present only an extensive manual trawl of closed cases would enable the identification of CCE.

The below table shows the successful outcomes for CSE in relation to the force area, which includes Bristol cases as at November 2019.



The data in the above table indicates that the positive outcomes for rape offences which are identified as CSE is considerably higher than the national average of positive outcomes for rape offences in general. Data released in July 2019 suggests that only 1.5% of rape offences receive conviction, however the data in this document shows that CSE linked rape offences within Avon and Somerset receive a positive outcome in 9.5% of occurrences.

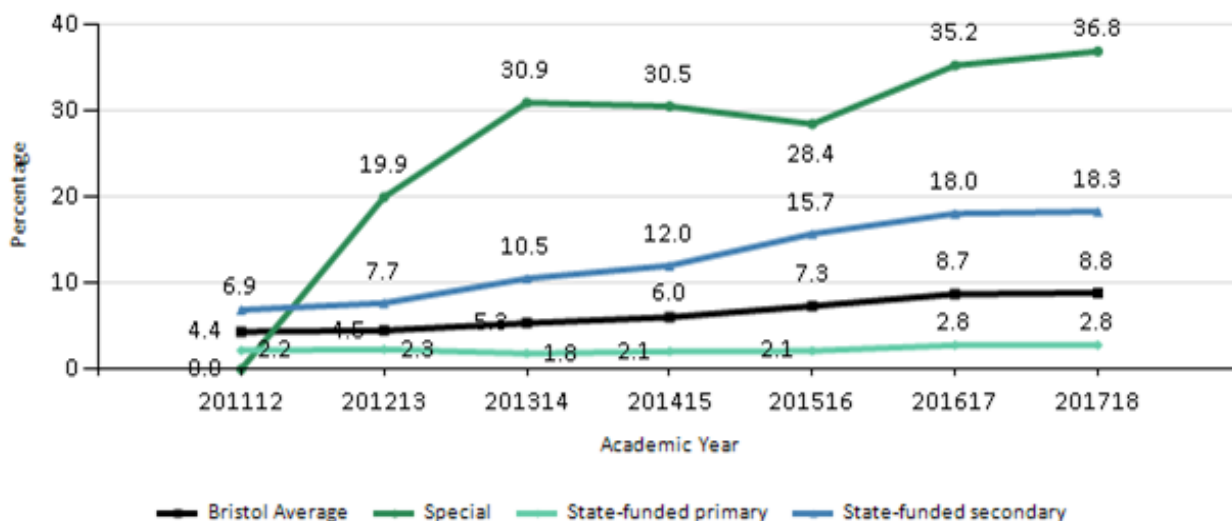
Work with Schools.

We know our local schools work hard in providing safe and healthy environments where children can thrive and reach their full potential. They can also be the location of harm from peer-on-peer abuse, bullying or exploitation. Young people who play truant, have low academic achievement, those who frequently change schools and are unable to bond within their new school environment and develop positive friendship groups are more likely to be directly targeted by Organised Crime Groups (OCGs) wishing to use and exploit them for criminal and sexual purposes.

The national rates for fixed term and permanent exclusions from school have continued to increase year on year, since 2003. In Bristol, we have worked hard to reduce the number of permanent exclusions and are bucking the national trend for these, though fixed term exclusion rates remain a concern. The first national review published in February 2020 into CCE 'It was

Hard to Escape' highlighted being excluded from school as a critical moment for a young person where their risk of CCE could be increased.

Fixed-Term Exclusion Rate



In looking closely at exclusions, it has been identified those with Special Educational Needs & Disabilities (SEND), those already deemed to be a child in need, or those from black and minority ethnic groups are at a higher risk of becoming excluded or likely to disengage from education themselves.

The 2018/19 Bristol SEND evaluation document showed there were 2,875 young people with a recorded Educational Health and Care Plan, (EHCP) which represents 3% of our 93,960 young people's population. In comparing these figures to those already identified in the highest risk groups, we found those with an EHCP were deemed at even more risk of being sexually exploited.

When consulting with parents they felt more educational awareness in schools was needed to educate young people about the risks of abuse and exploitation outside of the home, and the need for schools to regularly communicate with parents about concerns they had about their child.

One parent who had a child that was excluded from their mainstream school felt their child's behaviour worsened when they were placed in a Pupil Referral Unit, believing they became more vulnerable in mixing with other young people who already had first hand exposure to criminal activity. Both parents and front line professionals saw permanent exclusions has having a major impact on a young persons increased risk of harm, and believed service responses needed to be stepped up during this critical time and quick access an alternative place of education provided quickly.

We will continue to work in partnership with our schools and colleges to raise awareness of this and aim to improve the education offer for young people through our Attendance Strategy (2018) and closer scrutiny of CME and PME datasets, against the young people we already know to be at risk.

We will also identify those evidence based interventions which positively impact on young people's interpersonal, emotional and behavioural skills which will be particularly valuable for those young people already identified as having Special Educational Needs and Disabilities. As well as ensuring that schools and other educational establishments share information appropriately to understand a young person's specific needs and vulnerabilities.

Technology and online threat

We are aware that technology plays a large part in the lives of young people, but it is often used as a tool by those wishing to exploit, radicalise, abuse and harass victims. We recognise we need to further develop our systems so we can better tackle online abuse, harassment, and the disruption of perpetrators. In 2019, one third of sexual abuse in Bristol was via on line technology and mobile phones. Technology is also being used more to record and share abuse with other like-minded individuals and used as a medium to access young people in order to groom them.

According to Operation Topaz data in 2019, 58% of female children initially came into contact with the suspect face to face, 32% initially came into contact with the suspect via the internet/social media. 55% of male children initially came into contact with the suspect face to face, 42% came into contact with the suspect via social media. 21% of these children admitted to using Grindr to make contact (gay dating application)

In November 2019, the Avon and Somerset Constabulary Problem Profile on Child Sexual Exploitation identified Facebook has being the most frequently online app used for suspects wishing to identify and contact victims, followed by Snapchat and Instagram. Instagram also provides additional investigative hurdles with the use of complex profile names and the ability to change and delete accounts easily, providing limited lines of enquiry. Snapchat will now provide limited data as long as it relates to child sexual exploitation with certain parameters.

For suspects making contact with male victims online both Facebook and Grindr are equally used (21%). The use of Grindr is an easy option for young males as there is little to no age verification to join. We know from anecdotal reports to the police that this is a preferable way to become involved in sexual activity as under 18's struggle to gain access to bars and clubs. Operation Topaz also reports young people will use the service to sell images of themselves to older males. Grindr presents investigative challenges as they will not provide data to UK police forces without the lengthy and costly international legal processes

Operation Topaz reports frequent cases where young people with open online profiles have thousands of friends/followers. They report young people will add anyone sending a friend request regardless of whether that person is known to them. The use of false or 'nicknames/profile names' is also prevalent hindering identification and the ability to determine strength or significance of identified online connections.

The police face considerable issues when it comes to online data, and Topaz have trialled some methods to help with evidential recovery including same day forensic examination of victim phones or supplying replacement handsets which has increased engagement with victims.

Since 1st January 2019, following the creation of the online reporting portal, partner agencies have submitted 253 intelligence reports to police on CSE. This needs further development to allow for intelligence on CCE to be included. The creation of the online professionals reporting form has improved data collection from external partner agencies on CSE but there are considerable drops in intelligence reported from partner agencies around school holidays as there are less professionals working with vulnerable children during these times.

What did the young people tell us?

Building a trusted relationship is crucial to good communication with a young person, though some young people we spoke with said they did not really want to know or trust professionals, seeing them as interfering rather than supportive and only wanting information to pass onto the police. Those young people who had a designated social worker talked of them changing constantly and as a result young people didn't want to form any relationship, knowing the professional would probably move on after a few months. The reluctance of some young people to engage with professionals especially social workers was based on previous negative personal experience, fear of reprisals to themselves and family members if they did engage with professionals and other pull factors that stopped them from engaging with those that could help.

Young people spoke of the importance of having a trusted professional or adult outside of their home environment that they could talk to. A young person talked of his frustration at being moved from London to Bristol by children's services to escape CCE. He spoke of his frustration in having to retell his story to new social workers and of the lack of communication between London and Bristol Children's services. He said he felt they did not know what to do with him and he thought they were waiting until his 18th birthday (in September 2020) so they could discharge their duty, and he would be left on his own with no support. This issue was also highlighted in the recently published national CCE review where a 'cliff edge' was experienced by many young people when they reached 18 years in terms of the support on offer to them from adult services.

When young people were asked about what the support should look like they felt more preventative services and social activities would help. Some young people felt the support provided to them and their families only kicked in once they had been involved with criminal justice services. They spoke of the need for youth clubs, community mentoring opportunities and access to sport, music and arts as ways of diverting them away from gangs.

Young people spoke of children services professionals not being aware of what they could do to help and not being able to offer preventative services and activities. Instead one young person said they felt their social worker was happy to let the police deal with them, passing on information to the police which the young person felt wasn't relevant but which made her look like she's was a broken child, who was a trouble maker' She said she felt her social worker "wanted to see her punished, rather than support me".

This young person saw her social worker as being like the police, not to be trusted or relied on. When asked who she would trust and go to if she needed help she replied she would go to "an older, who would sort things out for her" An Older is a term used in gang culture to describe an older gang member who has more experience in gang and criminal activity, these individuals are feared by 'youngers' due to their reputations of violence.

It is unfortunate this young person had no faith in statutory agencies to help or protect her, instead placing her confidence in gang affiliated friendships. This young person also said to feel safe she often carried a knife for protection. It is vital that we recognise as Partnership agencies that we have to earn the trust of young people if we want to succeed in protecting them.

One young male, aged 18 and who was a care leaver, spoke of trusting no professionals and he felt there was no way out from being involved in criminal activity. He had already been criminalised for his involvement in delivering drugs for county line networks and for carrying a knife, which he said he carried for protection.

When asked if there was anything that could be done or offered to improve his situation, he said agencies couldn't help, they only made things worse and his allocated workers 'didn't have a clue'. When asked about his future, he said he would "likely end up in prison or dead, one or the other". It is unfortunate that since speaking with this individual, he did receive a custodial sentence for again carrying a knife and drug offences. These young people are not easy to reach, but failure to do so will invariably result in further harm or death. We also acknowledge the detrimental effects on a young person's future employment prospects when they receive a criminal record whilst they are being criminally exploited. We support the recommendation from the recently published report by Centre point* 'Escaping the Trap' which calls for a review the criminal records system in relation to children and adults up to the age of 25 to ensure that young people convicted of minor offences are not blocked from accessing opportunities in later life.⁷

What parents and carers told us about the issue...

Parents said they felt helpless at times, being unable to control their child's behaviour or establish their whereabouts and needed more support from services. When asked about their experiences they said they have felt blamed and judged at times by professionals. It is vital that professionals are able to establish effective and supportive relationships with parents and carers, so parents feel confident to engage with them and other supportive services.

A number of parents said they felt the support and interaction between youth workers and youth offending teams were good and more supportive than those between social workers and/or the police. This could be based on the perception of the role that social workers and police play, whereas youth workers and youth offending teams are afforded with more trust, more capacity to engage families, they also tend to have more experience in positively engaging with adolescents.

Parents said there was a need for more consistency in professionals who work with them, as constantly changing key workers hindered the ability to build effective relationships and establish trust. Similarly, those young people who had constantly changing key workers felt they could not engage with them or did so on a superficial level telling them what they thought they wanted to hear rather than what was really going on.

Some parents reported when their child was moved into another area for their own safety, either by Children's Services or within their own family arrangements, it was beneficial but only in the short term. One parent who moved their child to a family relative in another geographical area found that the child had return to the locality without the parent's knowledge and continued to be involved in criminal activity. Bristol needs to consider the packages and support that are put in place to support successful relocation.

One parent lived in social housing and said she had considered moving the family to another area, giving up her paid work and changing her other children's schools. She said she had approached council housing services for assistance with a move but they had not been helpful. She believed housing departments should prioritise families suffering from extra familial harm who wanted to make a fresh start in a new area. This view was echoed by others in the consultation

What we know from quality assurance

Previous rapid reviews and quality assurance processes have identified the need for an improvement of multi-agency working to address extra familial harm including tackling perpetrators of county lines drugs supply in Bristol.

⁷ <https://centrepoin.org.uk/media/3425/escaping-the-trap.pdf>

In developing this strategy the Partnership has considered the findings of its last three rapid reviews where the overarching theme was of the partnership response to CCE. These reviews highlighted the need for the Partnership to further develop appropriate systems and processes to identify and risk manage CCE. The roles that each partner agency plays in contributing to intelligence and information sharing; and in identifying critical moments which could provide opportunities for the Partnership to engage effectively to safeguard the child, their peers, the family and the wider community.

As a Partnership we are not alone in having to adapt our systems, processes and workforce to enable us to prevent and tackle CCE. We are supportive of the findings of the first national review into CCE 'It was Hard to [Escape](#)' included the need to '*Trial a practice framework which can respond to children at risk of serious harm from criminal exploitation*'. The review commended the commitment and dedication of areas such as Bristol who had taken steps to protect its young and most vulnerable people by implementing a whole system approach.

There are difficulties within the current safeguarding framework to identify and manage risks associated with CCE and this puts professionals at a disadvantage. The traditional safeguarding framework does not match the needs of CCE victims or risks associated with their peers or locations. The three rapid reviews highlighted the shortfalls in the current system to work effectively in both identifying risk and critical moments and in delivering timely multi-agency agency responses to support the victims and their families.

The TH review identified gaps in the current framework in that there was no current policy on risk management for extra-familial abuse for children in care so there is no consistency across this practice leading to there being limited management involvement and coordination of the risk management.

It also identified a lack of clarity on the expectations around Lead Professional roles. In cases of extra-familial abuse when social care are not involved, and on the multi-agency risk management approach for children who are at risk of extra-familial abuse where engagement on a non-voluntary basis is not assessed to be effective and a contextual approach is required to a peer group or community setting. It also highlighted the need to intervene with peer groups and neighbourhoods from an early age before children become established in gang culture.

The KE & RL rapid review highlighted concerns about workforce skills and their confidence in being able to support young people from criminal exploitation. This issue had already been recognised through the Safer Bristol Gangs Strategy, and an urgent review was requested of the Strategy and in the development of practice guidance on responding to criminal exploitation. It also requested that the partnership review its training and workforce development offer, and increase the opportunities for partnership training targeting key professional groups.

There is a theme across the TH review, local and national multi-agency quality assurance that there are not sufficient placements available with the skills for children at risk from CCE, trafficking and presenting with violent behaviours. In developing and training our own workforce we must also extend the offer to include all those who are key in supporting CCE victims so they are confident in building trusted relationships.

The review also highlighted opportunities for improving how the partnership engages with community-based charities and social enterprises in respect of safe practices such as recording to ensure children in Bristol are receiving safe services. The importance of these organisations in

engaging families who are wary of statutory involvement was clearly identified as they provide opportunities for developing trusted relationships and community intelligence about risk.

All three rapid reviews highlighted a lack of engagement and timely information sharing by some partners, which had hindered support being provided at critical moments to the victims. An example of this was highlighted in the TH review. TH was a child in care with an Education Health and Care plan so already known and engaged with agencies. Not all agencies involved with TH were included in safety planning or strategy meetings and the review highlighted 'a lack of understanding and clarity of who to invite within health and who to engage in risk management meetings, this is an aspect of the system which is underdeveloped'.

The complexity of the health environment and how effective communication takes place with and regarding vulnerable and complex children clearly needs to be explored in more detail. A recommendation from this review was for BNSSG Clinical Commissioning Group to lead the development of clear communication pathways between system partners that supports vulnerable and complex children and young people in accessing health care as well as health agencies being actively involved in risk management and children in care.

The TH & RL review found record keeping was found to be inconsistent across education and records were not transferred to centralised safeguarding systems. This meant that there was not a consolidation education picture of the safeguarding concerns across a range of education providers. It highlighted that the team responsible for reviewing RL's EHCP did not have sufficient oversight and processes to call an emergency EHCP review to discuss the lack of educational provision was not triggered despite escalation by social care. It was also noted that reference to RL's EHCP was not recorded in his health records.

The Rapid Review of RL's case also highlighted practice gaps in relation to supporting children and young people leaving secure settings into education or training particularly when there is an ECHP in place. It identified that improvements were needed in the range of education provision available to young people who have been involved in serious youth violence and may be at risk of CCE in order to support that young person to exit criminality.

The Partnership recognises from the reviews the need for urgent change to adapt a contextual safeguarding approach across its current frameworks to ensure the right agencies are involved at the right time. Partner agencies must be flexible enough to respond immediately to the critical moment when the child is more likely to be open to change. This could be at the point of suspension or exclusion from education, when the child has been injured and seeks medical help through A& E, when they are arrested by the police or the first time they attend court. It is therefore vitally important that all partners including Health, Education and the Police are able to respond during these critical moments.

The review found that TH regularly voiced concerns about his support post-18, and that he was just beginning to make changes and was concerned that much of his support would change. This is true for many adolescents. It highlights the need to consider how effectively services reach beyond 18 when supporting adolescents at risk of exploitation, particularly those that have been in care and whether current arrangement and systems sufficiently support this.

The first national review into CCE identified when parents are active in safety planning and implementation there appears to be a greater chance of success. A joint approach between families and practitioners is essential and areas should ensure that current frameworks and

approaches promote the building of relationships, whole family work and a non-judgemental approach to parents.

The national review states that evidence based parenting intervention as a preventative measure in respect of the siblings of those children who are at risk of or who are being exploited and increased work with the family may help mitigate the risks and strengthen safety planning. This approach would have proven especially beneficial in the local reviews of TH & RL where siblings were also impacted by the victim's involvement in CCE.

In working to involve families in we need to be flexible and able to respond to families in need of support outside of normal operating hours. Southend was highlighted in the national review as being effective in that the adolescent intervention team offered an 8am to 11pm, seven-days-a-week service, with staff that were able and willing to flex their hours according to the presenting needs of the children they work with. This flexible model is something that as a Partnership will look at in developing our own local offer to families.

Another Key learning point from the national review into CCE asked for local partners to look carefully at how individual risk management plans for children are constructed and whether all local agencies are contributing as needed. They should reflect on how plans are monitored, and how they ensure they can respond rapidly and flexibly to changing levels of risk.

In developing a whole systems approach we are mindful that current risk management systems do not appropriately enable us to manage the risks associated with peer groups or locations. We are aware that current recording systems across partner agencies fail to accurately reflect the risk of those young people at risk or involved in CCE. An area for urgent review is the appropriate risk assessment of those young people who frequently go missing from home due to CCE. Whilst the reviews of TH & RL noted the frequent missing episodes appropriately triggered regular risk management meetings, there were opportunities to improve the process and make the discussions more meaningful.

There are also opportunities to consider how agencies might better safeguard children who are repeated reported missing and mitigate against the potential for normalisation of the risks associated. This review recommended that the Police review the grading of missing children at risk of CCE and trafficking. TH was deemed to be 'medium' risk and the review panel were concerned that they were not consistently treated as victims of exploitation, and that despite receiving a positive NRM and there being clear evidence of further trafficking, TH was not treated as a 'High Risk' missing person at any point by the police; and there is limited evidence in risk management plans of actions to enable the disruption, investigation and supported prosecution of county lines exploitation.

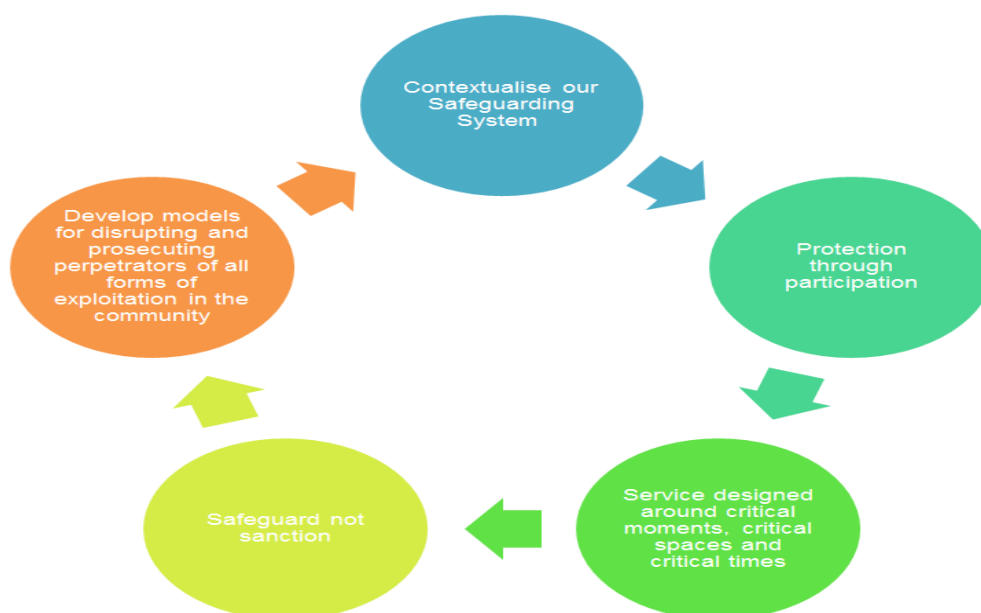
The national review into CCE highlights the difficulties faced by areas who are trying to adapt their systems and change their current approaches in order to meet the new challenges of CCE within their geographic areas. It highlights the importance of having a dedicated specialist data analyst to enable the creation of data and informative maps to set out how different children and groups of children are involved with each other, provide problem profiles for premise and locations and geographic hotspots where children are recruited and where there are increased threats of exploitation. The Bristol Partnership are in the process of recruiting a Partnership Data Analyst to do this work.

We are also keen to broaden our risk management approach by introducing new methods that have been proven effective in tackling CCE and safeguarding young people. One such approach

which was highlighted in the national review was Electronic tags. These were seen to be particularly effective because they limit the amount of time children are on the streets and accessible to those who are exploiting them. They allow children to be able to say to peers and perpetrators that they have no choice but to return home at specified times; and criminal gangs may not wish to use children who are so visible. The Partnership will work to facilitate the use of electronic tags and curfews and intensive supervision arrangements.

TH Rapid Review group were also very concerned that agencies believed that they had no powers available to remove a suspected perpetrator of exploitation from the premises of a child in care on a care order. This was noted to have parallels to learning in respect of child sexual exploitation in the Operation Brooke Serious Case Review. The Partnership recognises that it needs to review all the powers available to safeguarding young and vulnerable people and utilise these whenever necessary, this includes using powers to proactively disrupt CCE activity and perpetrators.

Our Planned Approach



Contextualised Safeguarding Systems

- ***Commit to viewing extra-familial harm as a safeguarding issue***
- ***Build child welfare-led responses & pathway to locations and peer groups of concern***
- ***Proactive early help for siblings, peer groups & young people accessing locations of concern***
- ***Build support to enable and encourage community guardianship***

For Contextual Safeguarding to work seamlessly across Bristol we have had to change our current operating systems to ensure extra-familial relationships and contexts are incorporated and adopted as part of a wider cultural shift across staff. We will undertake a system review to ensure

a contextual safeguarding approach is adopted, including current thresholds and assessment frameworks taking into account peer groups, locations and premises.

Furthermore children's risk is currently assessed in relation to specific community risks through multiple assessment tools and these will need to be adapted and unified for use across Partnership agencies. The system will need to continue to evolve and performance and quality assurance frameworks enhanced to inform future responses and delivery of contextual safeguarding.

Professionals have reported confusion with a local referral process for peer groups and locations at risk of EFH.

Proposal: To undertake a system review to ensure a contextual safeguarding approach is adopted, including current thresholds and assessment frameworks taking into account peer groups, locations and premises and ensure extra-familial relationships and contexts are incorporated and adopted as part of a wider cultural shift across staff. .

Proposal: The Partnership needs to clarify the referral process and disseminate a referral pathway for all agencies and front line practitioners to use. A dedicated section on the KBSP for EFH should be created for information and resources relating to EFH.

Similarly, many agencies in Bristol have a duty to refer victims of trafficking to the National Referral Mechanism. The National Child Safeguarding Practice Review recommendation for a national review of the NRM is supported by the Bristol partnership. In the meantime the partnership needs to improve their coordination and use of the NRM to ensure that child victims of internal trafficking receive fair consideration within the criminal justice system.

Proposal: Develop shared NRM flagging and monitoring system across the reporting agencies to improve our understanding and oversight of victims of trafficking.

Some young people are not easy to reach, but failure to engage with them could have significant impacts on their safety. Relationship-based and trauma-informed practice and training should be provided and all agencies encouraged to build capacity to allow practitioners to have both the skills and the time to do this work. We will monitor progress by undertaking case audits and contextual safeguarding reviews, highlighting the learning and effective practice for practitioners.

Proposal: Relationship-based and trauma-informed practice and training should be provided and all agencies encouraged to build capacity to allow practitioners to have both the skills and the time to do this work. The Partnership will monitor this by undertaking case audits and CS reviews.

Protection through participation

- *Amplify experiences of children, young people & families impacted by exploitation*
- *Share decision making with children with lived-experience*

- ***Deliver rights and awareness interventions to build young people's self-efficacy***
- ***Peer support models for parents and carers***

A whole-system approach needs to not only protect and support children but to try to prevent exploitation through raising awareness. This should include targeted work with peers, preventative awareness raising amongst lower year groups at schools and in the wider community. The Partnership is to undertake community mapping and involving young people in this exercise provides an opportunity to work in peer groups to identify what resources exist in an area and what they think is needed to improve their community.

Proposal: The Partnership will undertake community mapping and include young people in mapping exercises in those areas has having specific issues relating to CCE or a location identified as at risk.

We will also be able to create opportunities with peer groups by engaging them through existing sports and music activities and offering activities that raise awareness of CCE but which increases self-esteem and confidence. Increased access to employment and flexible learning opportunities were also highlighted as a need by our young people and are also known to work well in other areas.

A key finding from the national CCE review was that children who are at risk of, or who are being criminally exploited, require strengths-based, relationship-driven approaches. Achieving Change Together (ACT) is a project developed in Rochdale and Wigan and co-designed with young people. It relies on a strengths, relationship, evidence-based and 'future-focused' model for working with young people at risk of exploitation. This includes the worker taking the time to build a meaningful and trusting relationship with the young person, providing them with intensive, early support. The worker helps the young person to identify their goals and together build a plan. The project has proved successful in reducing both escalations and placements.

Proposal: The workforce is trained in the principles of Achieving Change Together to enable a strengths-based and relationship-driven approach to supporting young people, their peers and families through CCE.

This strategy has highlighted the need for more work with local schools in engaging individuals and peer groups of those involved in CCE. The Mentors for Violence Prevention (MVP) programme is being used in Scotland and aims to address gendered violence bullying and all forms of abusive and violent behaviours in schools. Schools and community staff are trained to support senior students to become mentors.

The mentors deliver sessions to other students in the school and encourage them to look out for each other and positively influence the attitudes and behaviours of their peers. Participants discuss issues with young people such as unhealthy group norms or gender-violence and practice how they would safely respond to incidents of harassment, abuse or violence before, during or after the incident occurs. Restorative approaches can also be used in schools to prevent or alleviate problems such as bullying, classroom disruption, truancy, antisocial behaviour and disputes between students, families and members of staff.

Proposal: The Partnership should explore the opportunity to create a similar MVP programme with schools to increase awareness of exploitation amongst peer groups and to provide positive mentoring roles within educational settings

Pop-up youth clubs can be set up as a short-term, targeted intervention with young people (including peer groups) in response to safeguarding concerns identified in a specific location and may prove beneficial in those areas that have been highlighted through community mapping as needing additional youth provision. These can also provide safe havens for young people who would normally be left to wander the streets and become targets for recruiters.

The consultation we undertook in developing this strategy identified the need for trusted relationships and more community mentors. These were already being developed in Bristol through the Safer Options programme and early indicators suggest young people find mentors trustworthy and empowering. Identifying and training people within the community to become mentors can provide a community safeguarding role, create safer environments and refer concerns to the Partnership wherever appropriate.

Proposal: The partnership should expand its existing Safer Options community mentoring programme to recruit more mentors to work with young people at risk of exploitation

The family COACH programme has been recognised by the Contextual Safeguarding Network for supporting relationships with young people and parents/carers. It incorporates a number of interventions designed to improve the young person's behaviour at home, child's behaviour and academic performance at school, family functioning, and relationship with the school, social support for family, family's socio-economic conditions and resources in the community.

It aims to increase access to these resources and the families' participation in the community. This programme ensures young people are offered an evidence-informed group intervention designed to enhance self-regulation, social problem-solving skills and social interaction. They are also supported through peer group sessions to develop understanding and skills around topics including discrimination, belonging, identity and mindfulness.

It also provides parents/carers an evidence-informed group intervention designed to enhance their parenting capacity and to introduce them to local community resources and services. It was highlighted by our parents that they felt a support network for parents and carers would be beneficial to provide them with the support they needed to come through EFH, as professional support offered to the families was deemed insufficient and lacking in responding to their needs. The Partnership should support those families and carers wishing to develop a network by exploring the creation of this for Bristol.

Proposal: The Partnership will explore options of pop up youth clubs and other diversionary activities that can be targeted within a specific community to encourage peer support and build community resilience in those areas identified as needing extra support.

Transition to Adulthood for victims of EFH

Young people entering adulthood can experience a 'cliff-edge' in terms of support during transition. The notable differences between thresholds and eligibility of children's and adults' safeguarding can mean some may be left unsupported or disengaged. There is a need to ensure appropriate support for young people who are transitioning into adulthood and lead practitioner, (who could be a professional or a community mentor/trusted adult) should be allocated and a tailored support plan developed that is responsive to need.

Closer working relationships should be cultivated between vulnerable adult's services and the children and families service to improve the experiences of young people during transition. We will look at areas and learning from other services such as SEND and mental health services, where transitional approaches are more embedded.

We will consider which elements of best practice within safeguarding adults might be 'drawn down' into safeguarding for young people in transition. This includes participation and personalisation within Making Safeguarding Personal, which will align well with adolescents' increasing agency and independence, and the emphasis on wellbeing enshrined in the Care Act 2014, which allows a broader safeguarding lens than the focus on 'welfare'.

The Partnerships Keeping Adults Safe and Keeping Children safe have recently merged to look specifically at transitions for young people who need 'safeguarding' in a broader sense than the statutory definition of safeguarding adults. This group will consider the learning from our local safeguarding reviews and look at our current local population of young people and plan for their needs using their lived experience to inform individual transitional support plans.

The Partnership will also work with commissioners and service providers in ensuring our services are fully accessible for 16-25 year olds and in going forward involve them in the quality assurance process and in design and co-production of services.

Proposal: Involvement of adult safeguarding for all children 17 and above likely to be at significant or serious risk of harm in the community post 18.

Proposal: Seek investment in extending specialist services to 21 to improve life-long relationship approaches

Disrupting & Prosecuting Perpetrators

- ***Invest in resources to disrupt CCE and Trafficking***
- ***Ethical use of social network analysis to identify risk early and intervene***
- ***Develop use of local authority powers to disrupt locations and individuals***



Operation Topaz disrupts activity and pursues those involved in child exploitation. Their focus is Intelligence processing, victim identification and engagement; and disruption of offenders. There should be further expansion of Operation Topaz to target both CSE and CCE perpetrators including those who target their victims online.

"I feel safe and not judged. If I need to talk to someone I know that my support worker will be there to listen without judgement." Male living in supported accommodation, 18 years

"I didn't feel very supported – I felt it was quite negative, not understanding of my needs or empathetic. I was given a map which I couldn't read due to my visual impairment and just told to "work it out" Male MAP client, 18 years

"Yes, I have a trusted professional they acted on my behalf with the police and my parents, supported my parents as well as me. Made me feel relaxed". Female victim of CSE, 16 years.

"I've had my social worker for years, but I wouldn't say I trust her. I trust no one" Male, 16 years.

A good worker ... Listens and is non-judgemental, They explain things and understand my needs. They say what they are going to do – and fulfil promises and actions.– it's very important. Male Care Leaver, 18 years.

"If I was feeling unsafe I would talk to an older peer associated with violent crime and get them to resolve it" Female, 16 years.

The Adolescents at Risk Team became involved -we received support as a family and they became invaluable with the support they gave my family, understanding

Return Home Interviews (RHI) are completed by the local authority within 72 hours of a young person returning from a missing episode and provides an opportunity to uncover information that can help protect the young person from the risk of going missing again, from risks they may have been exposed to while missing or from risk factors in their home.

Consideration should be given to further intelligence gathering around young people at risk of CSE following return from missing periods. A follow up phone call or contact with parents/guardians a few days after return is likely to reveal additional information that was not collected from the missing person immediately following their return.

Often parents/guardian will be confided in by the missing person or there may be further observations made about their behaviour, whether they have returned with gifts or money which will inform the intelligence picture and risk assessments.

Also for consideration should be a 'parents portal' similar to the online intelligence sharing form for professionals, where a parent can supply additional information in the days following the child's return. This additional information could be accessed and shared with the police and other relevant agencies..

The Partnership should undertake a problem profile report of information from RHIs with a view to identifying trends and hotspots. It should consider further methods to collect intelligence post return which may not be initially captured in the RHIs

There is also evidence that other institutions are unwittingly putting young people at risk with the physical locations of their premises. In Bristol an example of this is The Station on Silver Street. This premise has multiple organisations within a large space working with young persons with a considerable age range.

The location has had a knock on effect in under 16's being taken from the location, offered drugs and alcohol by slightly older persons (18-24) and then taken to a second location. The issue is exacerbated by the fact that multiple organisations may not be aware of the risk/vulnerabilities of persons who are not using their organisations services.

There is also the need for targeted Partnership operations which use a variety of regulatory tools and enforcement powers to target OCGs, businesses and premises where criminally and sexually exploitative activity is taking place. There have been repeated issues in various open spaces where the victims are coming into contact with potential CSE suspects/offenders. The use of these spaces are as gathering points where young, vulnerable people come into contact with older (generally 18-24) suspects.

These are spaces with limited adult supervision; usually have other anti-social behaviour issues linked to them such as drug dealing, theft and robbery offences and offer easy access to the suspects with offers of drugs and/or alcohol. Chain fast food locations have been identified as an issue by Topaz with the availability of free wifi, a customer group that is constantly changing and cheap food being used by a number of suspects.

The police have also reported the use of hotels and serviced apartments being used for 'parties' where young persons are brought into contact with the older suspects. There are usually drugs and alcohol available at these parties. In the case of serviced apartments they have booked premises using stolen credit card details, this type of fraud is rarely reported by the management company as they claim the money back from the card provider making them extremely challenging to investigate.

In the case of hotels there have been cases where groups will book a room and bring young girls in either for the purposes of drug dealing or sexual offences. These spaces offer an adult free environment and are not exclusively limited to small hotels, but also occurring in some larger hotel chains.

The Partnership will also look to broaden its usage of measures to protect young people by deploying tools which can deter those wishing to exploit. The national review into CCE highlighted the use of electronic tags, as being particularly effective because they limit the amount of time young people are on the streets and accessible to those who are exploiting them. They allow children to be able to say to peers and perpetrators that they have no choice but to return home at specified times; and criminal gangs may not wish to use children who are so visible.

Proposal: The Partnership will work with the courts to facilitate the use of electronic tags and curfews and intensive supervision arrangements.

Proposal: The Partnership should increase co-ordination of targeted operations in conjunction with Trading Standards and Licencing and the police to target hotels, nightclubs, pubs and licensed premises, security staff and taxi drivers.

Proposal: A problem profile with targeted location and premises should be developed to identify and map hotspots and used to direct operations

Having dedicated Partnership analyst, who has access to a range of relevant data and information, will improve the Partnerships abilities to identify risk and respond quickly. The Partnership will look to recruit a dedicated analyst to support this work.

People may already live in a community where organised criminal groups operate, or they may have friends or family members who are involved in organised crime, which by association puts them at risk of harm. A targeted community campaign by the Partnership and helpline could increase reporting and intelligence of local criminal activity.

Interventions & Services which Safeguard not sanction

- ***Victim-led response to children committing crime in the context of exploitation***
- ***Improve placement stability for children in car experiencing harm in the community***

“Why aren’t parents made aware when harmful activities, groups, individuals, are in an area or surrounding area? Information being available to me would have enabled me to act, be more observant, and be more proactive in keeping my child from the harm.”

Parent of CCE victim

“Community involvement is crucial, as often the community either has no idea what is happening or they do not know how to tackle it, similarly communities are often distrusting of services and agencies, so it must be done with respect and sensitivity”. *Parent of CCE victim*

victim

“Is there enough support for parents - Not until the risk and harm was already entrenched around my family....No there was not enough support until the damage was already done.” *Parent of CCE victim*

CCE victim

- ***Build restorative interventions with peer groups, communities and spaces***
- ***Improve education access and provision for children experiencing harm in our communities***
- ***Increase inclusion and access to health and recovery services***

We need to increase our positive parenting and early year’s programmes to improve parent’s skills and resilience and utilise trusted-relationship models and pro-social peer networks to support young people at risk.

We need to improve our current offer to support families and young people to include weekend and evenings. This should include dedicated support workers who would undertake home visits at the weekends and in the evenings to help parents set boundaries and monitor a young person’s safety.

The partnership should expand its new Edge of Care and Edge of Custody service which will be particularly responsive to children at risk from contextual safeguarding threats. The service seeks to reduce the number of adolescent entrants (who are predominately males) into care and provides an intensive whole family support package from a multi-disciplinary team that works alongside a dedicated social worker.

We recognise smaller community organisations are able to provide a more flexible and credible community offer to young people than statutory services. A mapping exercise of existing community services and assets and scoping of new services should be undertaken with a view to developing community based hubs and outreach to support families who find it difficult to travel outside their community.

Young People highlighted the need for more community mentors, access to community sport and apprenticeship programmes, and more local youth outreach services. In offering a range of activities we aim to divert children away from involvement in gangs and risks of exploitation.

Parents and carers said there was a need for more consistency in professionals who work with them, as the high turnover of workers hindered the ability to build positive relationships and trust. A dedicated lead professional for each young person during transition and those identified as needing additional support would greatly improve this. They could be a named professional or community mentor or trusted adult.

This dedicated support is also vital to support families to cope with

young people who frequently go missing due to criminal activity and as a result are at risk of being 'disowned' by family members and asked to leave the home.

More support for anger and behavioural issues was highlighted by young people who said there was a lack of emotional support services for them and their family members. We will need to scope current provision and ensure adequate provision of counselling therapeutic and trauma informed recovery programmes are included within the new offer of support.

We also recognise the need to provide safe placements and appropriately matched supported accommodation for those young people who are no longer able to remain at home or stay with family members or friends.

Proposal: The Partnership should review its current offer to families so that it is more flexible and able to provide support when families need this most, including evenings and at weekends.

Proposal: The Partnership will work with partners to identify a lead professional for each young person during transition and those identified as needing additional support. They could be a named professional or community mentor or trusted adult.

Proposal: The Partnership will work closely with supported housing providers to ensure appropriately matched accommodation is available for those young people who are unable to remain at home.

Proposal: The Partnership will work with YP hostels and supported housing providers to increase provision of educational and diversionary activities to prevent and reduce young people being targeted by those wishing to criminally or sexually exploit them.

Proposal: The Partnership will undertake a mapping exercise of community services and assets in co-production with young people to improve their local communities.

Proposal: The Partnership will broaden opportunities for social activities including sports, arts and music and other diversionary opportunities such as pop up Youth Clubs

Responsive services to meet critical need

- ***Quick specialist support at critical moments (knife injury presentation; exclusion from schools, arrest; missing report, court attendance***
- ***Services operating at evenings and weekends when children are in and accessing our communities***
- ***Develop our online presence in children's online spaces***
- ***Accelerated housing pathway for families fleeing organised crime***

There are critical moments when a young person maybe more receptive to engage with support services and get help to leave their exploiters. These exit points include when a young person first attends an Accident and Emergency Department following a violent injury, when they are excluded from education, or when they are first arrested and/or attend a court. The Partnership needs to explore the best mechanism for ensuring adequate support is provided, and scope the

commissioning of dedicated specialist workers or provide trained named champions who already work within these environments.

Our consultation with professionals and parents reported a perceived imbalance of funding between services which support young people from child sexual exploitation (SE) and harmful sexual behaviours, and those who work with those who are criminally exploited (CE).

Mental health was identified as a key issue for both Child in Care and care leavers, and there appears to be a lack of specific provision of mental health support for this group. We will work with commissioners to ensure appropriate provision of services is available to young people wishing to seek support from CE and SE and improve access and scope specific mental health provision for care leavers.

Proposal: The Partnership should explore the best mechanism for ensuring young people have rapid access to supportive professionals during critical moments. The Partnership should ensure adequate support is provided, at the point of suspension or exclusion from an educational setting, when a young person presents at an accident and emergency department with injuries, when they are arrested or when they first attend court. The Partnership should scope the commissioning of dedicated specialist workers or provide trained named champions who already work within these environments.

Proposal: The Partnership will work with commissioners to ensure there is not an imbalance of services offered to victims and families of sexual and criminal exploitation, and these services are easily accessible.

Proposal: The Partnership will work with mental health partners to ensure adequate provision of mental health services for victims of exploitation aged 16-25 year olds

What we will do

In order to proactively safeguard children and vulnerable adults within a wide contextual safeguarding remit, a shared approach and collective understanding of the issues and experiences children and vulnerable adults is required. In developing this strategy we have listened to professionals who work with young people and vulnerable adults. We have also talked to worried parents and carers and young people who are or have previously been victims.

Our multi-agency action plan sets out how the Partnership will delivery this strategy and safeguard young people, vulnerable adults and communities from the harms associated with extra familial harm.

Governance

Monitoring of this Strategy is reported to the Keeping Bristol Safe Executive on a 6-monthly basis or by exception if there are delays or barriers to delivery. The Keeping Bristol Safe Children's Business Delivery and Performance Group is the group with primary responsibility for the delivery and assurance of the strategy however delivery of the strategy will involve ownership from all three Business and Performance Groups and the Contextual Safeguarding Steering Group who will develop and deliver the action plan. **The action plan can be found at Appendix 2 of this document.**

Appendix 1 - Services we currently provide

There are a number of existing services across Bristol which seeks to support young people experiencing extra familial harm. We have been at the forefront of responding to CSE with a specialist Barnardo's BASE project which has operated in the city for 22 years. Their 4As Trauma-Informed Attachment and Advocacy Model include advice for professionals and direct work with parents. They have a specialist enhanced sexual health service and specialist mental health nurse delivering mental health assessments and trauma-informed interventions. Other supportive services include

- Non-Violent Resistance approaches delivered as group work and one-to-one through Children and Families Services' Families in Focus and Edge of Care Teams, and the CAMHS Young People Substance Misuse Treatment Service.
- Reduction in Missing early intervention one-to-one work for young people who have started running away from home delivered by Barnardo's Safe Choices.
- Restorative Justice approaches to children who have committed offences run by YOT and Be Safe Harmful Sexual Behaviour Service.
- Personalised budgets for creative risk-reduction approaches for adolescents at risk delivered by the Through Care teams and Families in Focus teams.
- Participation and Children's Rights approaches used to engage adolescents affected by extra-familial harm through Barnardo's BASE, Bristol City Council Youth Groups and Children in Care Council.
- Pro-social Peer Networks, Adolescent Safe Sites and Youth Services developed through our youth work offer delivered by Creative Youth Network. This includes a network open access universal youth clubs and youth service provision, creative courses, job and careers advice, and outreach programmes to schools and communities. Targeted prevention is offered through one-to-one and group work.
- Harmful Sexual Behaviour 1-2-1 and Group work run by CAMHS Harmful Sexual Behaviour Service Be Safe who also run Stay S@fe Net to reduce harmful sexual behaviour online.
- CAMHS Specialist assessments and programmes including family therapy for young children, adolescents, children with learning disabilities, parents/carers and professional consultation and advice.
- Evidence Based Parenting Programmes run by Bristol Children and Families Services Parenting teams including Parents Plus, Adolescents Programme.
- Trauma informed practice and the 5P model used with children known to YOT due to criminality/offending.
- Mentoring Programmes for children at risk of criminality coordinated by the police but delivered by credible community representatives. This is a growing and developing offer.
- Post-trauma recovery services delivered through CAMHS, Off the Record, Trauma Recovery Centre, SARSAS, The Bridge (Local SARC).
- ISVAs and IDVAs for under-18s delivered through Safe Link and Next Link.

- Alcohol and Substance Misuse support including support for parents through the Children and Families Services Drug and Young People Project and CAMHS Specialist Substance Misuse Treatment Service.

Appendix 2

ACTION PLAN

Proposal	Lead officer/agency	By when	Progress	RAG Status
Contextualise Our Systems				
<p>Proposal 1: To undertake a system review to ensure a contextual safeguarding is approach is adopted, including current thresholds and assessment frameworks taking into account peer groups, locations and premises and ensure extra-familial relationships and contexts are incorporated and adopted as part of a wider cultural shift across staff.</p>				
<p>Proposal 2: The Partnership needs to clarify the referral process and disseminate a referral pathway for all agencies and front line practitioners to use. A dedicated section on the KBSP for EFH should be created for information and resources relating to EFH.</p>				
<p>Proposal 3: Develop shared NRM flagging and monitoring system across the reporting agencies to improve our understanding and oversight of victims of trafficking.</p>				
<p>Proposal 4: Relationship-based and trauma-informed practice and training should be provided and all agencies encouraged to build capacity to allow</p>				

practitioners to have both the skills and the time to do this work. The Partnership will monitor this by undertaking case audits and CS reviews.				
Protection through participation				
Proposal 5: The Partnership will undertake community mapping and include young people in mapping exercises in those areas has having specific issues relating to CCE or a location identified as at risk.				
Proposal 6: The workforce is trained in the principles of ie. Achieving Change Together to enable a strengths-based and relationship-driven approach to supporting young people, their peers and families through CCE.				
Proposal 7: The Partnership should explore the opportunity to create a similar MVP programme with schools to increase awareness of exploitation amongst peer groups and to provide positive mentoring roles within educational settings				
Proposal 8: The partnership should expand its existing Safer Options community mentoring programme to recruit more mentors to work with young people at risk of exploitation				
Proposal 9: The Partnership will explore options of pop up youth clubs and other diversionary activities that can be targeted within a specific community to encourage peer support and build community resilience in those areas identified as needing extra support.				
Transition to Adulthood for victims of				

EFH				
Proposal 10: Broaden involvement of adult safeguarding for all children 17 and above likely to be at significant or serious risk of harm in the community post 18.				
Proposal 11: Seek investment in extending specialist services to post 18 to improve life-long relationship approaches				
Disrupt and Prosecute Perpetrators				
Proposal 12: The Partnership should increase co-ordination of targeted operations in conjunction with Trading Standards and Licencing and the police to target hotels, nightclubs, pubs and licensed premises, security staff and taxi drivers.				
Proposal 13: The Partnership will creative solution to exit CSE/CCEwork with Buddy tags exit protocol facilitate the use of electronic tags to develop toolkit of creative solouction to safely exit exploitation				
Proposal 14: A problem profile with targeted location and premises should be developed to identify as aprt of the dynamic partnership repsonse				
Safeguard not Sanction				
Proposal 15: The Partnership should review its current offer to families so that it is more flexible and able to provide support when families need this most, including evenings and at weekends.				
Proposal 16: The Partnership will work with partners to identify a lead professional for each young person during transition and those identified as needing				

<p>additional support. They could be a named professional or community mentor or trusted adult.</p> <p>Proposal 17: The Partnership will work closely with supported housing providers to ensure appropriately matched accommodation is available for those young people who are unable to remain at home</p>				
<p>Proposal 18: The Partnership will work with YP hostels and supported housing providers to increase provision of educational and diversionary activities to prevent and reduce young people being targeted by those wishing to criminally or sexually exploit them.</p>				
<p>Proposal 19: The Partnership will undertake a mapping exercise of community services and assets in co-production with young people to improve their local communities.</p>				
<p>Proposal 20: The Partnership will broaden opportunities for social activities including sports, arts and music and other diversionary opportunities such as pop up Youth Clubs</p>				
<p>Responsive services to meet critical need</p>				
<p>Proposal 21: The Partnership should explore the best mechanism for ensuring young people have rapid access during critical moments and scope the commissioning of dedicated specialist workers or provide trained named champions who already work within these educational, health and police & criminal justice environments.</p>				
<p>Proposal 22: The Partnership will work with commissioners to ensure there is not an imbalance of services offered to victims and families of sexual and criminal exploitation, and these services are easily</p>				

accessible.				
Proposal 23: The Partnership will work with mental health partners to ensure adequate provision and timely access of mental health services for victims of exploitation aged 16-25 year olds				