

Developments in Child Sexual Exploitation Policy

Briefing note for the Kirklees Safeguarding Children Board

1. Introduction

- 1.1 A number of high profile criminal cases have led to a national focus on safeguarding children from sexual exploitation (CSE).
- 1.2 A number of reports, guidance notes and policy documents have subsequently been produced by Government, major charities and research organisations. Given the range of literature available, it may be difficult for Local Safeguarding Children Boards (LSCBs) to be clear about what actions they are to take in regards to CSE.
- 1.3 This paper provides an overview of key developments in this area and tools that may assist LSCBs to keep children and young people safe from sexual exploitation.

Documents that have been produced

- 1.4 Brief descriptions of the documents that have been developed specifically to address CSE are provided in section 3: [Timeline of Key Developments](#).
- 1.5 These documents contain similar definitions of CSE; attempts to quantify the scale of CSE; and recommendations for the Government and local bodies to raise awareness, collect local information, develop a multi-agency strategy, provide support for victims, and support the criminal justice system to obtain convictions. Some provide more detail in some areas than in others (for example, serious case review reports provide good lessons for LSCBs but limited information about national prevalence). As such, a table comparing these documents is in section 4: [Comparison of Key Documents](#).

2. Key responsibilities for LSCBs

- 2.1 The *Tackling Child Sexual Exploitation Action Plan* outlines responsibilities for LSCBs
 - identify CSE and locations or circumstances where children are particularly at risk (and repeat the exercise periodically) and take action to safeguard and promote the welfare of children who are potentially more vulnerable to CSE;
 - monitor prevalence and responses to CSE within their area, making use of existing tools (i.e. University of Bedfordshire) if they find it helpful to do so;
 - develop a strategy to ensure a co-ordinated multi-agency response to CSE based on thorough risk assessments of the extent and nature of CSE locally;
 - increase understanding of CSE, in the professional and wider community;
 - consider if it is appropriate to set up a working group on CSE and appoint a lead officer to co-ordinate a response across agencies; and
 - meet with neighbouring authorities when there are cross border concerns.

3. Timeline of Key Developments

Apr-2009	Police in Derby launch an undercover investigation into child sexual exploitation and trafficking within the UK. A total of 26 victims were involved (youngest aged 12), nine people convicted of a range of offences. Covered by national press.
2009	Department for Children, Schools and Families publish <i>Safeguarding Children and Young People from Sexual Exploitation</i> Supplementary guidance to Working Together to Safeguard Children https://www.education.gov.uk/publications/eOrderingDownload/00689-2009BKT-EN.pdf NB: The present Government considers that “there is much in it which is still good guidance; although the length and complexity is counter-productive”.
Jul-2010	Derby LSCB publish SCR (ref BD09), relates to two young people in the care of Derby City Council at the time CSE took place (identified in police operation Apr-2009) http://www.derbyscb.org.uk/docs/BD09SCRExecutiveSummary.pdf
Jan-2011	Barnardo’s publish <i>Puppet on a String – the urgent need to cut children free from sexual exploitation</i> . Outlines what is known about the scale and nature of CSE and across the UK and calls on the Government to take action http://www.barnardos.org.uk/ctf_puppetonastring_report_final.pdf
Jun-2011	The Child Exploitation and Online Protection Centre (CEOP) publish <i>Out of Mind, Out of Sight: breaking down barriers to understanding CSE</i> http://www.ceop.police.uk/Documents/ceopdocs/ceop_thematic_assessment_executive_summary.pdf
Oct-2011	The University of Bedfordshire publish research project exploring the response of LSCBs to the 2009 guidance on CSE http://www.beds.ac.uk/_data/assets/pdf_file/0004/121873/wgoreport2011-121011.pdf The guidance includes a self-assessment tool to enable LSCBs to monitor their progress against the 2009 supplementary guidance. This is considered to be a good tool, despite relying on the 2009 guidance as a basis for self assessment.
Oct-2011	Children’s Commissioner launches <i>Inquiry into Child Sexual Exploitation in Gangs and Groups</i> (year one will identify prevalence and year two will examine prevention and for victims). The final report available in autumn 2013.
Nov-2011	Government publishes <i>Tackling Child Sexual Exploitation Action Plan</i> , which sets out work to address issues raised in the University of Bedfordshire research http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf
Jan-2012	Barnardo’s publish <i>Cutting them free: How is the UK progressing in protecting its children from sexual exploitation?</i> The report appraises the progress made in policy and practice over 2011 http://www.barnardos.org.uk/resources/research_and_publications/cutting-them-free-how-is-the-uk-progressing-in-protecting-its-children-from-sexual-exploitation/publication-view.jsp?pid=PUB-1780
May-2012	Conviction nine members of a child sexual exploitation network in Rochdale
Jun-2012	CEOP published <i>Threat Assessment of Child Sexual Exploitation and Abuse</i> , assessment of where and how children are most at risk from SE and abuse http://ceop.police.uk/Documents/ceopdocs/CEOPTThreatA_2012_190612_web.pdf
Jun-2012	The All-Party Parliamentary Group (APPG) for Runaway and Missing Children

	and Adults and the APPG for Looked After Children and Care Leavers issue the <i>Report From The Joint Inquiry Into Children Who Go Missing From Care</i> http://www.childrenssociety.org.uk/sites/default/files/tcs/u32/joint_appg_inquiry_-_report...pdf
Jun-2012	Barnardo's in conjunction with the Local Government Association publish <i>Tackling Child Sexual Exploitation: Helping local authorities to develop effective responses</i> http://www.barnardos.org.uk/tackling_child_sexual_exploitation.pdf
Jul-2012	Government publishes <i>Tackling Child Sexual Exploitation Action Plan – Progress Report</i> . http://media.education.gov.uk/assets/files/pdf/p/tackling%20child%20sexual%20exploitation%20action%20plan%20progress%20report.pdf
Jul-2012	Department for Education publishes <i>Step by Step Guide for Frontline Practitioners</i> and parliamentary under secretary for children and families writes to directors of children's services and local safeguarding children boards to promote the guide. http://media.education.gov.uk/assets/files/pdf/s/step%20by%20step%20guide.pdf
Jul-2012	Children's Commissioner publishes <i>Inquiry into Child Sexual Exploitation in Gangs and Groups – Briefing for Secretary of State on progress</i> . Report requested by Secretary of State for Education in response to the Rochdale case. http://media.education.gov.uk/assets/files/pdf/o/office%20of%20the%20childrens%20commissioner%20report.pdf
Sept-2012	Rochdale LSCB publish their 'review of multi-agency response to the sexual exploitation of children' http://www.rbscb.org/CSEReport.pdf
June-2013	House of Commons Home Affairs Committee <i>Child sexual exploitation and the response to localised grooming</i> . Second Report June 2013 http://www.publications.parliament.uk/pa/cm201314/cmselect/cmhaff/68/68i.pdf
Sept-2013	Unheard Voices –Sexual Exploitation of Asian Girls and Young Women. http://www.mwnuk.co.uk/resourcesDetail.php?id=97
Nov-2013	Children's Commissioner's Inquiry into <i>Child Sexual Exploitation in Gangs and Groups Final Report</i> . http://www.childrenscommissioner.gov.uk/content/publications/content_743
2013	Barnardos: Running from hate to what you think is love: <i>The relationship between running away and child sexual exploitation</i> . http://www.barnardos.org.uk/15505_cse_running_from_hate_2l_web.pdf
Jan-2014	Health Working Group: An independent group chaired by the Department of Health focussing on: improving the outcome for children by promoting effective engagement of health service staff. <i>Impact of sexual exploitation on adolescents</i> . https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/279189/Child_Sexual_Exploitation_accessible_version.pdf
Feb-2014	Children's Commissioner's Inquiry into <i>Child Sexual Exploitation in Gangs and Groups Final Report (Young People's Version)</i> http://www.childrenscommissioner.gov.uk/content/publications/content_761
April-2014	Barnardos: Report of the Parliamentary inquiry into the effectiveness of legislation for tackling child sexual exploitation and trafficking within the UK. http://socialwelfare.bl.uk/subject-areas/services-client-groups/children-young-people/barnardos/161487cse_parliamentary_inquiry_report.pdf

4. Comparison of Key Documents

Document	Purpose of document	National Data/ information	Awareness raising	Collecting local data/information	Coordinating a strategy	Supporting victims	Supporting prosecutions
Safeguarding Children and Young People from Sexual Exploitation https://www.education.gov.uk/publications/eOrderinDownload/00689-2009BKT-EN.pdf	Supplementary guidance to Working Together to Safeguard Children 2006/10 (Department for Children, Schools and Families)	Quoted 2002 research, children known to suffer SE in 111 (of 146) ACPC districts – average 19 girls and 3 boys. Conservative estimate.	All agencies have duty to cover CSE in safeguarding training. Schools to cover relationship aspects of SRE within PSHE education	LSCB to use its management information to identify specialist resources or services should be provided to CYP and their families. No specific 'how to' guidance	LSCB responsible for coordinating work to safeguard children from CSE. No specific 'how to' guidance	Victims' support to be considered in protocols/ procedures developed by the LSCB (chapter 4 outlining roles & responsibilities). No specific 'how to' guidance	Chapter 7 has info on disrupting perpetrator behaviour, identifying offences, evidence gathering and information sharing, victim and witness support and MAPPA
Serious Case Review (ref BD09), http://www.derbyscb.org.uk/docs/BD09SCRExecutiveSummary.pdf	Relates to two young people in the care of Derby City Council at the time CSE took place (Derby LSCB)	No information provided	Recommends: - the Children's Trust provide info in schools to safeguard pupils in the digital world (e safety) and from sexual exploitation - the LSCB provide info for families to help them understand risk factors and the impact of abuse on young people	No information provided	Recommends the LSCB update procedures, missing children protocol, provide CSE training, arrangements with service providers ensure roles are clear, robust supervision arrangements, audit programme	A practitioner group established to support other young people who have been identified as victims of abuse of this type	Commended multi-agency support for police operation

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<i>Puppet on a String – the urgent need to cut children free from sexual exploitation.</i> http://www.barnardos.org.uk/ctf_puppetonastring_report_final.pdf	Outlines what is known about the scale and nature of CSE and across the UK and calls on the Government to take action (Barnardo's)	Discusses data from National Working Group for Sexually Exploited Children and Young People (2,894 supported by specialist services), CEOP (6,291 reports in 2009/10) and Barnardo's own research (507 cases in 31 London Boroughs)	Provides case studies to support detailed definition of CSE and possible warning signs. Recommends all professionals to be aware of role in identifying and addressing CSE. Children, young people and parents/ carers need to them access support quickly and safely.	Urgent need to improve data on the prevalence of CSE	Recommends specialist services be commissioned and clearly determined pathways from universal to specialist services. Professionals to be supported to appropriately share information	Only as it relates to commissioning specialist services and support for victims as part of prosecutions	action needed to improve police, prosecution and court practice, particularly in supporting victims to act as witnesses.
<i>Out of Mind, Out of Sight: breaking down the barriers to understanding child sexual exploitation</i> http://www.ceop.police.uk/Documents/ceopdocs/ceop_thematic_assessment_executive_summary.pdf	Assessment by Child Exploitation Online Protection Centre (CEOP) to assess scale of CSE, offending patterns and effectiveness of processes to identify offending or potential victims, actions to reduce risk	2,379 individuals reported as being possible offenders; 2,083 victims. Only 13 LSCBs submitted data and many police submitted a nil response	Identifies signs of CSE.	Identifies need for improving awareness of signs and symptoms and greater understanding of the vulnerabilities and experiences of victims.	Stresses the importance of multi-agency working, particularly having a relevant sub-group, a sub group, have a lead professional, and up to date protocols	Identified many victims as being 'in the looked after system' and or going missing from home or care.	CPS may be reluctant to take up CSE cases because victims perceived as unreliable and/or may struggle to express their experiences, be uncooperative and difficult to engage. Vital to support victims during court proceedings

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The University of Bedfordshire research http://www.beds.ac.uk/_data/assets/pdf_file/0004/121873/wgorepor12011-121011.pdf	Exploring the extent/nature of LSCB response to 2009 govt guidance on safeguarding children and young people from sexual exploitation.	Data is not being collected on the nature and prevalence of CSE, despite data collection being intricately linked to awareness raising	Recommends training for all LSCB Chairs and DCSs, "statutory requirement for CSE to be on the curriculum for all professionals who work with young people"	Found that CSE takes place in many ways, high proportion of CSE victims 'go missing' (some are purposefully moved within the UK for CSE). Research needed to identify the needs of sexually exploited boys and young people from BME communities	Found that CSE not recognised as child abuse, LSCBs are not proactive in addressing CSE, isolated pockets of good practice have developed, usually response to death or due to local 'champion' and awareness raising/training is piecemeal and inadequate.	Thresholds for CP intervention are too high, disproportionate number looked after in residential care, unsafe accommodation increases vulnerability, criminality may be an indicator CSE; child protection and community safety strategies rarely 'joined up	LSCBs not proactive in disrupting and prosecuting offenders; few cases come to court and victims' experiences of court are negative
<i>Tackling Child Sexual Exploitation Action Plan</i> http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf	The action plan sets out the work that is taking place at a national level to address some of the issues raised in the University of Bedfordshire research, and	No information provided	Identifies important role of schools in providing age appropriate information. Recommends LSCB arrange multi agency training days/courses;.	Recommends that LSCBs identify levels of CSE and CYP particularly at risk; monitor prevalence and responses to CSE within their area, making use of existing tools (i.e. University of Bedfordshire) if they find it helpful	Recommends that LSCB co-ordinate multi-agency response to CSE, based on risk assessment; communication between LSCB and partners; and if appropriate set up CSE sub-group and lead officer; and meet with neighbouring authorities	Actions identified for Department of Health and Department for Education	Actions identified for Home Office, Ministry of Justice and Crown Prosecution Service

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<i>Threat Assessment of Child Sexual Exploitation and Abuse,</i> http://ceop.police.uk/Documents/ceopdocs/CEOPThreatA_2012_190612_web.pdf	Where and how children are most at risk from sexual exploitation and abuse (CEOP). Contains info on CSE, self generated indecent imagery; randomised video chat; social networking and trafficking of children to UK	Priority themes are targeting vulnerable CYP; perpetrators using anonymity of hidden internet; production, possession and distribution of indecent images; travel overseas to sexually offend against children; group and gang associated child sexual exploitation	Purpose of report is to raise awareness of current issues	No information	No information	No information	No information
<i>Report From The Joint Inquiry Into Children Who Go Missing From Care</i> http://www.childrensociety.org.uk/sites/default/files/tcs/u32/joint_appg_inquiry_report...pdf	The APPG for Runaway and Missing Children and Adults and the APPG for Looked After Children and Care Leavers issue the	10,000 children to go missing from care in a year (Police data, DfE have record of 930). Hundreds of trafficked children go missing from care, many within 48 hours and/or before known to children's. Majority never found again.	No information	Identified shortcomings in data on children who run away processes for sharing this information	Recommends residential review; scorecard support for CYP missing from care; reduce placements out of area; overcome barriers to police knowing names and addresses of children's homes; system to monitor CYP missing from care (inc police and LA); Ofsted can not give 'good' grade to home with lots of missing incidents	No information	No information

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<p><i>Tackling Child Sexual Exploitation: Helping local authorities to develop effective responses</i> http://www.barnardos.org.uk/tackling_child_sexual_exploitation.pdf</p>	<p>Barnardo's in conjunction with the Local Government Association</p>	<p>No information</p>	<p>Checklist - Are professionals in your area trained to spot the signs of child sexual exploitation? Information should be available for children and young people and parents and carers</p>	<p>Checklist - is a system in place to monitor the numbers at risk of child sexual exploitation</p>	<p>Checklist - does your area have a strategy in place to tackle child sexual exploitation? Is there a lead person with responsibility for coordinating a multi- agency response?</p>	<p>Are children able to access specialist support for those at risk of sexual exploitation?</p>	<p>Disruption techniques should be a key part of local strategies for responding to child sexual exploitation. ... LSCBs should develop a disruption plan and establish relationships with other agencies to deliver it</p>
<p>Government publishes <i>Tackling Child Sexual Exploitation Action Plan – Progress Report</i>. http://media.education.gov.uk/assets/files/pdf/p/tackling%20child%20sexual%20exploitation%20action%20plan%20progress%20report.pdf</p>	<p>Provides an update against earlier plan and new Govt actions: ensure clearer data about CYP missing from care and/or at risk of CSE; changing regulations so Ofsted can share information about the location of children's homes with police and other bodies; improve LA's' scrutiny of out of area placement decisions</p>	<p>University of Bedfordshire has tested and produced a data monitoring tool to be used by CEOP to underpin future national data collection http://www.beds.ac.uk/_data/assets/pdf_file/0020/162209/final-version-Updated-data-monitoring-tool-new-Dec-11.pdf</p>	<p>No information</p>	<p>No information</p>	<p>Department for Education has convened a 'task and finish' group and National Working Group for CSE has set up LSCB fora to support LSCBs in mapping the needs of their own areas and ensure effective arrangements are in place and work is coordinated across agencies</p>	<p>Department for Education is preparing revised statutory guidance on children who run away or go missing from home</p>	<p>ACPO is creating a toolkit for investigators to help them adopt successful disruption tactics and secure prosecutions</p>

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<p><i>Step by Step Guide for Frontline Practitioners</i> http://media.education.gov.uk/assets/files/pdf/s/step%20by%20step%20guide.pdf</p>	Department for Education	No information provided	No information provided	No information provided	No information provided	<p>Step 4: Supporting victims out of CSE and in recovery.</p> <p>Step 6: Ensuring child victims are supported through related legal proceedings.</p>	Step 5: Identifying and prosecuting perpetrators (to be led by police and criminal justice agencies, but all frontline practitioners involved with CSE victims should record and share information with the police.)
<p>Inquiry into Child Sexual Exploitation in Gangs and Groups – Briefing for Secretary of State on progress. http://media.education.gov.uk/assets/files/pdf/o/office%20of%20the%20childrens%20commissioner%20report.pdf</p>	Report requested by Secretary of State for Education in response to the Rochdale case. Provides information on the emerging findings from the CSEGG Inquiry and recommendations for protecting children in care from CSE.	CYP victimised in gang and group associated CSE, from 10 upwards, predominantly female, range of backgrounds, some disabled, in urban, rural and metropolitan areas. Victims and perpetrators from both the same, and different, ages, ethnicities and social backgrounds Majority of CSE not in care, but disproportionate number are	Recommends greater staff training	Greater consistency regarding data collection, information sharing and responses to children at risk within children's homes and across the local authority and independent sectors;	Work needed on assessment and appropriateness of placements, care planning and safety planning arrangements for children; support for staff and CYP and relationship building to reduce incidences of missing children; data sharing to improve intelligence. Concerns about the criminalisation of children in care	Lots of stuff about children in care and recommends changes to regulations	No information

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Review of multi-agency response to the sexual exploitation of children http://www.rbscb.org/CSEReport.pdf	Rochdale LSCB	Not provided	Recommends briefings held at high schools across borough; 'Train the trainer' sessions for professionals working with CYP (as a basis for effective training of the wider workforce); training and awareness raising provided for professionals, parents and carers	Identifies local data collected by their CSE working group (through referrals to the group from other agencies)	Recommends LSCB CSE strategy, includes revising terms of ref & reporting for implementation group, structures for cross-border issues, reviewing commissioning arrangements, self-assessment arrangements; & governance for operational team and links between strategy group & other bodies (i.e. Children's Trust).	Criminal justice organisations to ensure support is provided for sexually exploited young people throughout criminal process.	Recommends all police staff aware of evidence gathering req and bail conditions to protect victim/s. LSCB promote disruption tactics in work with CYP, specific locations; and with local business. Police attend Licensing Panels to assist when applicants have been interviewed about CSE.

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House of Commons Home Affairs Committee <i>Child sexual exploitation and the response to localised grooming.</i> Second Report June 2013 http://www.publications.parliament.uk/pa/cm201314/cmselect/cmhaff/68/68i.pdf	Highlighting victims of CSE are being failed by Statutory services		All frontline council workers should be trained to recognise the signs		There should be clear lines of communications between social care and licensing board. All LSCB should produce an annual report of the work of CSE. The data should assess the scale and nature of the problem locally. It should include investigations, prosecutions, conviction and work from social workers and other specialist. CSE co-ordinator to be nominated for every LSCB	ACPO CSE Action Plan recommends that Forces identify support services to be provide care to victims and their families through the criminal justice journey.	

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Unheard Voices –Sexual Exploitation of Asian Girls and Young Women. http://www.mwnu.k.co.uk/resources/Detail.php?id=97	Uncover the hidden CSE experiences of Asian / Muslim girls and young women, to gain understanding of how to support and protect them		Raise awareness that Asian girls and young women are also victims of CSE. Training to include an understanding of CSE of BME victims. It should also be linked to issues such as forced marriage and honour based violence			Recommends a third sector BME organisations should be supported to set up specialist sexual violence projects and helplines	
Children’s Commissioner’s Inquiry into <i>Child Sexual Exploitation in Gangs and Groups</i> Final Report. http://www.childrenscommissioner.gov.uk/content/publications/content_743	Understanding why are children and young people still slipping through the net	There was 100% response from all LSCBs and Police Forces	Raising awareness via supervision, support and training of staff	Recommends that problem profiling is developed of victims, offenders and gangs	There should be a cross sector effective information sharing protocol Evaluate and review local CSE strategies		

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<p>Barnardos: Running from hate to what you think is love: <i>The relationship between running away and child sexual exploitation</i>. http://www.barnardos.org.uk/15505_cse_running_from_hate_21_web.pdf</p>	Looking at the relationship between running away and CSE		<p>Recommends:</p> <p>Raising awareness among general public, professional, parents and carers.</p> <p>Build professional knowledge and understanding of running away and CSE</p> <p>Work with education providers to implement preventative strategies with young people</p>		<p>Recommends LSCBs should undertake scoping activity to identify the needs of young people who experience both running away and CSE</p>	<p>Recommends Increasing services and processes to respond to young people who experience both running away and CSE</p> <p>Support Young people and parents, carers to address running away and CSE and move forward into the future</p>	<p>Recommends LSCBs to co-ordinate and organise a strategy to address perpetrators and ensure that a range of agencies are part of the disruption strategy</p>

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<p>Health Working Group: An independent group chaired by the Department of Health focussing on: improving the outcome for children by promoting effective engagement of health service staff. <i>Impact of sexual exploitation on adolescents.</i></p> <p>https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/279189/Child_Sexual_Exploitation_accessible_version.pdf</p>							

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Children's Commissioner's Inquiry into <i>Child Sexual Exploitation in Gangs and Groups Final Report (Young People's Version)</i> http://www.childrenscommissioner.gov.uk/content/publications/content_761	To understand why are children and young people still slipping through the net	There was 100% response from all LSCBs and Police Forces	Supervision, support and training to be offered to staff	Develop a local problem profiling of victims, offenders and gangs	Evaluate and Review –regular reviews of the effectiveness of the CSE strategy There should be a cross sector effective information sharing protocol.		

Document	Purpose of document	National Data/information	Awareness raising	Collecting local data/information	Coordinating a strategy	Supporting victims	Supporting prosecutions
<p>Barnardos: Report of the Parliamentary inquiry into the effectiveness of legislation for tackling child sexual exploitation and trafficking within the UK. http://socialwelfare.bl.uk/subject-areas/services-client-groups/children-young-people/barnardos/161487cse_parliamentary_inquiry_report.pdf</p>	To look at the effectiveness of legislation for tackling CSE and Trafficking in the UK		<p>It recommends that no Judge undertakes complex cases of CSE with receiving such training</p> <p>Recommends that Advocates on CSE cases undertake specialist training</p> <p>Teachers to be supported to deliver a focussed approach on CSE within PSHE education</p>		<p>Recommends that GOV gives Chairs of LSCBs the power to require local agencies to provide info, which mirrors the power of the Children Commissioner for England, to aid local strategic work on CSE and Trafficking</p> <p>Recommends that LSCB's include prevention and awareness in their strategy and hold agencies to account for their activity around this</p>	<p>Recommends support to victims through the Court Procedures and beyond.</p> <p>Recommends specialist provision for children and young people when it commissions the Court based witness service</p> <p>Recommends capacity for witnesses to give evidence from a location outside the Courtroom where they would feel comfortable</p>	