



Oversight and Governance

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Published 09 September 2019

EDUCATION AND CHILDREN'S SOCIAL CARE OVERVIEW AND SCRUTINY COMMITTEE

SUPPLEMENT PACK

Wednesday 11 September 2019
2.00 pm
Warspite Room, Council House

Members:

Councillor Mrs Johnson, Chair

Councillor Murphy, Vice Chair

Councillors Allen, Buchan, Downie, Goslin, James, Loveridge and McDonald.

Mrs Nicky Williams – Parent Governor Representative

Please find enclosed additional information for your consideration under agenda item numbers 9 and 10.

Tracey Lee
Chief Executive

Education and Children's Social Care Overview and Scrutiny Committee

- 9. Child Exploitation (Pages 1 - 26)**
- 10. Together for Childhood (Pages 27 - 32)**

Education and Children's Social Care Overview and Scrutiny Committee



Date of meeting:	11 September 2019
Title of Report:	Child Exploitation Update
Lead Member:	Councillor Jemima Laing (Cabinet Member for Children and Young People)
Lead Strategic Director:	Alison Botham (Director for Children's Services)
Author:	Siobhan Wallace, Head of Service Referral, Assessment and Early Help, Children, Young People and Families Ollie Mackie, Strategic Director, NSPCC and Missing and Child Exploitation Sub-Group Chair
Contact Email:	siobhan.wallace@plymouth.gov.uk
Your Reference:	Click here to enter text.
Key Decision:	No
Confidentiality:	Part 1 - Official

Purpose of Report

This report provides an update on the work being undertaken across Plymouth to prevent and respond to child exploitation.

Recommendations and Reasons

No recommendations- report is for information only

Alternative options considered and rejected

Not applicable- report is for information only

Relevance to the Corporate Plan and/or the Plymouth Plan

This project is relevant to the Caring Council priorities of keeping children, young people and adults protected, focus on prevention and early intervention and people feeling safe in Plymouth.

Implications for the Medium Term Financial Plan and Resource Implications:

No implications from this report for the Financial Plan.

However responding to Child Exploitation is part of the core business for the Children, Young People and Families service. Prevention of Child Exploitation impacts on demand for statutory and preventative services. Failure to prevent or detect a serious child exploitation concern would lead to a potentially significant financial, and reputational, risk for the LA (service provision, compensation claims etc.)

Carbon Footprint (Environmental) Implications:

No direct carbon/environmental issues identified

Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

* When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.

The work undertaken around child exploitation is relevant to risk management and health and safety in that it aims to prevent the sexual and criminal abuse of children.

This work is underpinned by the agenda for a Trauma-Informed city, and relates to I-thrive principles.

Prevention of the harm caused by child exploitation will have a long-term impact on prevention of offending, substance misuse and domestic abuse. This project is therefore relevant to the Safer Plymouth agenda.

Appendices

*Add rows as required to box below

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	Child Exploitation Update							
B	PSCB Child Sexual Exploitation Strategy							
C	CSE Scrutiny Review							

Background papers:

*Add rows as required to box below

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of any background paper(s)	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
	1	2	3	4	5	6	7

Sign off:

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Originating Senior Leadership Team member: Alison Botham											
Please confirm the Strategic Director(s) has agreed the report? Choose											
Date agreed: Date.											
Approved by Jean Kelly 09/09/2019											
Cabinet Member approval: <i>Cllr Jemima Laing (email and at CYP&Fs PFH meeting)</i>											
Date approved: 29/08/2019											

1.0 Introduction

1.1 What is CSE?

- 1.11 Child sexual exploitation is a form of child sexual abuse. Sexual abuse may involve physical contact, including assault by penetration (for example, rape or oral sex) or non-penetrative acts such as masturbation, kissing, rubbing and touching outside clothing. It may include non-contact activities, such as involving children in the production of sexual images, forcing children to look at sexual images or watch sexual activities, encouraging children to behave in sexually inappropriate ways or grooming a child in preparation for abuse (including via the internet).
- 1.12 Child sexual exploitation is a crime with devastating and long-lasting consequences for its victims and their families. Childhoods and family life can be severely affected, and this is compounded when victims, or those at risk of abuse, do not receive appropriate, immediate and on-going support. The first response to children, and support for them to access help, must be the best it can be from social workers, police, health practitioners and others who work with children and their families. Serious case reviews show that the language and approach of professionals is highly significant in influencing when and how children will tell adults that they have been abused. Insensitive language can place “blame” with the victim and result in them being seen, and treated by safeguarding professionals as “adults”.
- 1.13 The definition of child sexual exploitation is as follows:

Child sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology¹.

- 1.14 Like all forms of child sexual abuse, child sexual exploitation:
- can affect any child or young person (male or female) under the age of 18 years, including 16 and 17 year olds who can legally consent to have sex;
 - is still abuse even if the sexual activity appears consensual;
 - can include both contact (penetrative and non-penetrative acts) and non-contact sexual activity;
 - can take place in person or via technology, or a combination of both;
 - can involve force and/or enticement-based methods of compliance and may, or may not, be accompanied by violence or threats of violence;
 - may occur without the child or young person’s immediate knowledge (through others copying videos or images they have created and posting on social media, for example);
 - can be perpetrated by individuals or groups, males or females, and children or adults.
 - can be a one-off occurrence or a series of incidents over time, and range from opportunistic to complex organised abuse; and
 - is typified by some form of power imbalance in favour of those perpetrating the abuse. (Whilst age may be the most obvious, this power imbalance can also be due to a range of other factors including gender, sexual identity, cognitive ability, physical strength, status, and access to economic or other resources).

¹ DfE, Child Sexual Exploitation. Definition and a guide for practitioners, local leaders, and decision makers working to protect children from child sexual exploitation (Feb 2017)

- 1.15 One of the key factors found in most cases of child sexual exploitation is the presence of some form of exchange (sexual activity in return for something); for the victim and/or perpetrator or facilitator. Exchange can include both tangible (such as money, drugs or alcohol) and intangible rewards (such as status, protection or perceived love or affection). It is critical to remember the unequal power dynamic within which this exchange occurs, and to remember that the receipt of something by a child/young person does not make them any less of a victim. It is also important to note that this can also be the prevention of something negative, for example a child who engages in sexual activity to stop someone carrying out a threat to harm his/her family.

1.2 What is Child Exploitation?

- 1.21 We know that children can be exploited in a number of ways other than sexual exploitation, including criminal exploitation (for example shoplifting to order), “County Lines” drug supply networks, or human trafficking. There can often be cross-over between different types of exploitation and the experience of a young person does not always fall neatly into one category. Increasingly policy makers and professionals have recognised this, and now refer to “Child Exploitation” rather than concentrating solely on child sexual exploitation in order to ensure all risks to children and young people from this activity are recognised.
- 1.22 In line with other LA areas nationally, Plymouth now considers child sexual exploitation as part of the wider concern of child exploitation.

1.3 Co-Operative Scrutiny Review

- 1.31 In 2016, a Co-operative Scrutiny Review of child sexual was undertaken. This made a number of recommendations, all of which were completed.
- 1.32 This paper provides an update on developments in the work undertaken around child exploitation in Plymouth.

2.0 Governance and Oversight of Child Exploitation (CE) Work in Plymouth

- 2.1 The oversight for the work with child exploitation in Plymouth currently rests with the Plymouth Local Safeguarding Board (PSCB), soon to transfer to the new Local Safeguarding Arrangements. Safer Plymouth also maintain oversight of a number of strands of this work, in particular reporting online abuse, as part of their role to address cyber-crime and fraud.
- 2.2 There is a regional Strategic Child Exploitation Group, chaired by police colleagues, which looks at practice and emerging issues across Plymouth, Torbay, Devon and Cornwall.
- 2.3 In Plymouth, child exploitation work is overseen by the strategic Missing and Child Exploitation (MACE) subgroup of the PSCB, chaired by the NSPCC. Under this sits an Operational MACE Subgroup which meets fortnightly and considers emerging patterns and concerns regarding individual or groups of children, offenders and locations, and plans disruption activity.
- 2.4 The I-Thrive and Trauma Informed City agendas are directly relevant to work with child exploitation, and the MACE subgroups are focussing on embedding a trauma-informed approach to work with exploited young people. An example of this was the National Citizenship Scheme workshops held over the last two summers which explored an understanding of what child

exploitation looks like through the eyes of young people and considered what language and approach could be used to widen understanding amongst young people.

- 2.5 All children and young people who go missing are offered return home interviews. These gather information and a child exploitation risk assessment is undertaken. Any child or young person where the threshold for significant harm or high-level child in need is met is referred to the Children Young People and Families Service for assessment, support and safeguarding.
- 2.6 Barnardos run a BASE project, offering support and recovery work to young people affected by child exploitation. This includes young people engaged with statutory safeguarding services as well as children in need. Other services such as CAMHS, NSPCC and Firstlight can also offer therapeutic support and intervention as part of their sexual abuse services.
- 2.7 Together for Childhood is undertaking a scoping exercise on tertiary services and pathways. This paper will describe what tertiary services are currently on offer to children who are victims of sexual abuse along with services for children and young people who display sexually harmful behaviour within Plymouth. It will also consider the need for such services along with the pathways to the services and make recommendations to ensure children and young people are able to receive the support they need. The long-term vision is to scope the development of a child sexual abuse prevention hub within Plymouth that would provide a sustainable offer to meet the needs of children within the city.
- 2.8 Where an individual or group of individuals poses a risk to children and young people, a strategy discussion is held and actions are identified to safeguard the young person. Alongside this, police colleagues can undertake a range of activities to disrupt the behaviours of the alleged perpetrator. This may include triggering a full-scale police operation, leading to the arrest and sentencing of offenders.
- 2.9 The Operational MACE has led a number of small scale disruption activities as follows:
- A Return Home Interview provided information that a number of girls aged 12-13 years were visiting a private address and receiving gifts in return for photography sessions. Names of these young people were not known. Discussion in Operational MACE led to police visit to the address, camera equipment checked, words of warning given regarding allowing young people on the premises.
 - Intelligence shared at the Operational MACE indicated that a range of people were visiting an address where an adult of concern lived. The address was checked by Community Connexions, who subsequently issued a Community Prevention Order that stated no young people under the age of 18 were to be permitted to enter the premises. Any breach would constitute a criminal offence.
- 2.10 In addition, a number of multi-agency complex strategy meetings were arranged following Operational MACE discussions about groups of young people who were engaged in risky behaviours. On two occasions, these led to police operations to prevent criminal activity. A number of retail outlets were also identified as either selling alcohol to under-age young people, or adults buying on their behalf or where shop-lifting was regularly reported. These reports to the Operational MACE were followed by a police visit and reported, where appropriate to trading standards.
- 2.11 Some young people can be both victims and perpetrators of child exploitation. In some cases these young people also receive Youth Offending Team intervention.

3. Prevalence and Local issues

3.1 Whilst there have been a number of small scale investigations into child exploitation in Plymouth, we have not experienced organised abuse on the scale seen in Rotherham, Bristol or Oxford. However, we know that young people do become the victims of child exploitation, including County Lines activity in Plymouth, and professionals' work to address these risks has become core business for frontline workers. Social workers and police officers work closely to safeguard young people and to pursue and charge the offenders who exploit them. These operations are highly confidential and the detail of any current live investigations cannot be shared.

3.2 It is difficult to quantify how many children and young people are at risk of child exploitation in Plymouth. At any one time, the Children, Young people and Families Service will be working with around 70 children and young people who are considered at risk of child exploitation- but this will range from very low risk to young people where there is a serious concern for their well-being. Children who have been exploited but are now safe may be closed to the Children Young People and Families but supported by other agencies.

3.3 During 2018-2019 the number of children and young people reported to the REACH (Reducing Exploitation and Absence from Care and Home) team by Devon & Cornwall Police were as follows-

Reported Missing Episodes – 995

Missing Children – 602

- Of this number, 146 (24%) were looked after children. This does not indicate that 146 individual looked after children were reported missing, as the same child may have been missing in different reporting months during the year.
- Nearly two thirds (59%) of the missing children reported were either open to Children's Social Care as LAC/CiN/CP, which is a further indicator of levels of vulnerability and risk. In addition, a total of 93% of children were either open or previously open to Children's Social Care, with only 7% not known to statutory children's services.
- Information from the Operational MACE group suggests that a number of high risk young people are not reported missing and agencies are also providing support to these children by referring to statutory services.

3.4 156 children who were not reported as missing but considered to be vulnerable to child exploitation were also discussed at the Operational Missing and Child Exploitation Group. These young people were identified either from Return Home Interviews completed in respect of reported missing children or raised as concerns by other agencies at the Operational MACE.

3.5 390 CSE/CE Screening Tools were completed by the REACH Team in respect of missing children last year. Where a child has multiple missing episodes in a short time span, a Child Exploitation screening Tool is only repeated where there is an indication of new or changed risks. Of the tools completed:

- 5% - indicated No Risk
- 44% - indicated Medium to High Risk

- 3.6 The police produce an annual Serious Organised Crime Local Profile of Child Exploitation. This has identified that the most prevalent form of exploitation in Plymouth is peer-on-peer. A lot of this occurs at “parties” or in local parks. From work the National Citizenship Scheme, and other direct feedback from young people, it appears that our young people often do not recognise this activity as abuse, and so the citywide work on healthy relationships is targeting this as public health messaging. The extent is still unknown due to a lack of awareness and recognition of peer on peer abuse. The first phase of response to this information is work with young people to recognise unhealthy relationships. National Citizenship Scheme activity over last 2 summers consulted with approx. 800-1000 young people in total. A report on the learning from this was submitted to the Strategic MACE last year and incorporated into the MACE work-plan and the development of Together for Childhood Relationship and Sexual Education Building Block development.
- 3.7 There has been a significant issue with County Lines activity identified in mid-Devon. We are seeing limited evidence of this in Plymouth so far, although there have been several recent incidents where young people from London or elsewhere have been arrested and found to have been involved in the drug supply network. In addition there are isolated cases of individual vulnerable young people in Plymouth being drawn into this activity. Police have identified several organised crime gangs operating in Devon and Cornwall.
- 3.8 Whilst we have not yet seen gang activity in the form experienced in some of the metropolitan areas, over the last year we have had concerns about a group of 15-16 year old young people exploiting 13-14 year olds. The younger children have been encouraged to shoplift to order or travel to Cornwall, where they are not known to buy alcohol, in exchange for drugs.
- 3.9 Agencies in Plymouth have a good track record of working closely and creatively to address these concerns as they arise.

4 Examples of Work in Plymouth

- There have been a number of joint police operations resulting in the conviction of perpetrators of child exploitation.
- In 2018, there was a multi-agency operation, named Operation Greywild, which targeted and disrupted large groups of young people who were congregating in the city centre and becoming involved in criminal and anti-social behaviour. A number of these young people were vulnerable to criminal and sexual exploitation. This was successful and highlighted as good practice by other police forces.
- A multi-agency approach to travelling fairs (Operation Dalitron) took place in 2018-19. This was successful in engaging the fairground owners and operatives in a number of initiatives to prevent child exploitation on their sites.
- There has been a significant improvement in the quality and timeliness of return home interviews undertaken by REACH staff, and the information contained within these is now accessible to police intelligence.
- BASE has secured further funding and consideration is being given to integration within the new proposed Family Hubs model. The proposed 0 – 19 model of early help and targeted support is being developed in consultation with the Strategic MACE, encompassing the need for a whole family response to recognising and responding to child exploitation. Much of this will be focussing on support to parents to recognise and support young people at risk of child exploitation.
- Barnardos have delivered “In Plain Sight”, targeting awareness-raising in the night time economy.
- The MACE has developed and launched a new screening tool for all professionals concerned about potential child exploitation. This will support better intelligence gathering about prevalence and types of child exploitation in Plymouth.

- The National Citizenship Scheme has now run very successful workshops with over 800 young people in Plymouth over the last two summers, specifically focussing on child exploitation and healthy relationships. The feedback from last year report has been disseminated and learning has shaped this year Strategic MACE work plan and influenced the need to prioritise contextual safeguarding in 2019-20. The learning will directly shape future CE campaigns and public messaging from a YP perspective.
- The Operational MACE is starting to monitor children going missing who are in Elective Home Education, as we recognise this is a particularly vulnerable group as they can be “under the radar” in terms of contact with professionals and other adults.
- Together for Childhood are piloting the new InCNTRL programme for young people, regarding on online safety. In Ctrl will primarily offer a group work intervention for children and aims to work with them to raise awareness of potential risks in their on and offline world and build resilience. The children who will be eligible for this service will be:
 - Children who have had adverse childhood experiences as outlined above.
 - Aged between 9-13 years old (there can be some flexibility according to need).
 - Engaged in online experiences that are concerning but not considered as sexual abuse.
 - Have some positive or protective factors to support their engagement in the group

5 Next Steps

- Like many local authorities, we struggle to have a clear picture of the prevalence of Child Exploitation, due to the varying sources of data held across the agencies and the fact that much child exploitation is still unrecognised or under reported. There has been significant development in this over the last 2 years through the work of the REACH team, the Operational MACE and the police Serious and Organised Crime Local Profile. This area of work remains a priority for the Strategic MACE going forward.
- We recognise that there is a lack of expertise about the online world for most practitioners. We have invited the PCC Leadership Associate (Technology) to join the strategic MACE, and this will be an area of focus for workforce development going forward.
- We will continue to develop links through Safer Plymouth.
- There is a significant piece of work ongoing to develop practice across agencies and embed the new Child Exploitation Screening Tool.
- A task and finish group has been set up to look at contextual safeguarding. **Contextual Safeguarding** is an approach to understanding, and responding to, young people's experiences of significant harm beyond their families. It recognises that the different relationships that young people form in their neighbourhoods, schools and online can feature violence and abuse. The terms of reference are yet to be agreed as the working group is currently being established. Implementation of the Contextual Safeguarding framework is to be the primary focus for the Strategic MACSE in 2019-20.
- Theatre company, Alter Ego, are delivering an awareness training programme to professionals and schools.
- There is regular auditing of child exploitation cases within the Children Young People and Families Service. The findings from these audits are used to inform practice improvements going forward.

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PLYMOUTH
CITY COUNCIL



CHILD SEXUAL EXPLOITATION

Co-operative Scrutiny Review 2016

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Chairs' Foreword

The Ambitious Plymouth Scrutiny Panel is pleased to present this report that follows a Co-operative Review on child sexual exploitation (CSE) in Plymouth.

The Jay report on child sexual exploitation in Rotherham has led us to carry out review to understand what is happening in Plymouth and how children and young people are being kept safe.

The OFSTED report of Plymouth City Council in 2015 highlighted how Plymouth had responded to national reports on child sexual exploitation and reported that *“The development of multi-agency arrangements to protect children from sexual exploitation (CSE) is relatively recent and, while there are signs that they are effective, it is too early to see the full impact”*.

Scrutiny continues to hold a specific and important role in the oversight of significant issues affecting the population. Difficult issues are all too easily ignored but in Plymouth we are committed to addressing the findings of the Robert Francis report on the care in Mid-Staffordshire, and the Jay report, which both flagged scrutiny as too often being absent or inadequate. By undertaking scrutiny into issues such as child sexual exploitation scrutineers are ensuring that all elected members, as representatives of the community and as corporate parents, can be assured that the right policies, processes and actions are in place to protect children.

We would like to thank those people who participated in this review and share openly their views and concerns on this important subject. We were impressed with the dedication and professional commitment of those who came to meet us.

Child sexual exploitation is still a largely hidden and unknown crime. The only way that agencies will tackle this issue is by working together. We were encouraged by the progress that has been made in Plymouth and across the South West Peninsula in this regard.



Councillor Mrs Beer
Chair, Ambitious Plymouth



Councillor Bowie
Vice-Chair, Ambitious Plymouth

Membership

The co-operative review was made up of six elected Members.

- Councillor Mrs Beer
- Councillor Bowie
- Councillor Mrs Bowyer
- Councillor Sam Davey
- Councillor Jordan
- Councillor Singh

Officers co-opted to support the work of the Co-operative Review included –

- Siobhan Wallace
- Charles Pitman

Members were advised that the information that would be shared with them could be distressing and they were directed to the Council's Occupational Health provider for support if required.

Methodology

The support officers undertook research of national and regional policy in this area.

The review group agreed that the review be undertaken by inviting written responses through a call for evidence and subsequently invited relevant organisations to meet with the review over a number of sessions.

The following organisations and people agreed to participate:

- Plymouth City Council
- Devon and Cornwall Police
- Plymouth Safeguarding Children Board
- Barnardos
- Plymouth Octopus Project (written response)

Context

Throughout the witness sessions and evidence provided to the review group the following understanding of Child Sexual Exploitation, its victims, perpetrators, impact and prevention was developed.

What is Child Sexual Exploitation (CSE)?

CSE is a form of sexual abuse that involves the manipulation and /or coercion of young people under the age of 18 into sexual activity in exchange for things such as money, gifts, accommodation, affection or status. The “grooming” process involves befriending children, gaining their trust, often encouraging them to drink alcohol and take drugs, sometimes over a long period of time before abuse begins. This abusive relationship involves an imbalance of power which leaves child or young person feeling that they have limited options. This form of abuse has often misunderstood by victims and professionals and historically it has been considered by some professionals to be “consensual”.

CSE can manifest itself in different ways. It can involve an older perpetrator exercising financial, emotional or physical control and violence. It can also involve peers manipulating or forcing victims into sexual activity. As seen in areas such as Rotherham sexual exploitation can also involve organised networks of perpetrators who enable the abuse of young victims in different locations.

Technology is widely used by perpetrators as a method of grooming and coercing victims, often through social networking sites and mobile devices¹ (Jago et al 2011) this form of abuse usually occurs in private or semi-private places such as parks, and areas where young people are known to congregate.

Who is likely to be sexually exploited?

Sexual Exploitation could happen to any young person whether in urban and rural location, a range of ages, male and female, and from any ethnic background. Victims have been identified from heterosexual, gay, lesbian, and bisexual orientations.

Child Sexual Exploitation and Online Protection Centre’s (CEOP) national research and thematic assessment² analysed over 2,000 known victims of CSE. The vast majority were female, although in 31% of cases the gender was unknown. It is recognised that additional difficulties in reporting / recognising sexual exploitation in boys and young men is likely to have led to an under-representation of male victims.

There was inconsistent data with regard to ethnicity, however the report identified that of the cases reviewed 61% of victims were white, 33% were of unknown ethnicity, 3% were classified as Asian, and 1% of victims were recorded as being black. Victims most commonly become known to statutory and non-statutory agencies at the age of 14 and 15, although victims as young as 9 years old were identified.

¹ http://www.beds.ac.uk/__data/assets/pdf_file/0004/121873/wgoreport2011-121011.pdf

² https://www.ceop.police.uk/Documents/ceopdocs/ceop_thematic_assessment_executive_summary.pdf

Researchers recognise that children who go missing and/or are in care are at heightened risk of CSE. CEOP's assessment found that in 1,014 cases where this information was recorded, 842 (83%) were also reported missing on at least 1 occasion.

The features of children's background experiences that are likely to make them more vulnerable to the risk of CSE are –

- Living in chaotic and dysfunctional households (with features of parental substance misuse, domestic abuse, parental mental health, and parental criminality)
- History of abuse (sexual, physical, emotional and neglect)
- Recent bereavement or loss
- Attending education settings with children already sexually exploited
- Learning disability
- Unsure of sexual orientation
- Friendships with children being sexually exploited
- Homeless
- Low self esteem
- Young Carer
- Living in care/Hostel/Foyer

What are the signs and symptoms of CSE?

The signs and symptoms of CSE are often mistaken for “normal” teenage behaviour as young people push and test the limits of parental and societal expectations. There are a range of vulnerabilities which can impact on young people and the risk of exploitation increases if young people are subject to more than one vulnerability. Parents, carers, and all agencies delivering services to/for young people need to be alert to the following signs and symptoms

-

- Underage sexual activity
- Visiting hotels or unusual locations
- Going missing from home or care
- Truancy or opting out of education altogether
- Changes in the way they dress, and having unexplained amounts of money
- Having older male and female friends
- Getting in and out of cars driven by unknown adults
- Receiving gifts from unknown sources
- Having multiple mobile phones and worrying about losing contact via mobile
- Mood swings, volatile behaviour, emotional distress, self-harm or thoughts of suicide
- Drug or alcohol misuse
- Criminal Behaviour
- Suffering physical injuries or sexually transmitted infections
- Unwanted pregnancies
- Displaying inappropriate sexualised behaviour
- Associating with or recruiting other young people into sexual exploitation

(Berelowitz et al 2012³)

Who are the perpetrators?

According to the Children's Commissioner's Inquiry, there is a great deal that we do not currently know about the perpetrators of CSE. This is partly because agencies rarely record data on perpetrators, and when they do, it is incomplete and inconsistent. Frequently victims only know their abusers by aliases and nicknames, or they can only provide physical descriptions as children are often heavily intoxicated by drugs and alcohol, and abused by multiple men. For these reasons, many abusers remain unidentified, and the actual number of abusers is likely to be far higher than those reported (Berelowitz et al 2012⁴).

Of the identified perpetrators, the vast majority are men and boys. The Children's Commissioner's study found that 72% were male, 10% female, and 19% gender was undisclosed. Perpetrators often exacerbate their victims' vulnerabilities to gain, and maintain control over their victims and create a distance from the people who may be able to protect them (CEOP 2011⁵).

What is the prevalence of CSE?

It is difficult to assess the numbers of victims of CSE, as a "hidden" form of abuse which leaves victims reluctant to make disclosures. Many young people do not even consider that they are being abused as those perpetrating the abuse manipulate them into believing they are in loving relationships, or they are dependent upon the abuser for protection (CEOP 2011⁶).

There is no Home Office code for the recording of CSE within police databases and as a result the data relating to CSE is therefore partial, concealed in other categories of data, or simply unrecorded. In addition, when perpetrators are convicted for involvement in CSE cases, there is no specific crime of child sexual exploitation.

The Children's Commissioner's Inquiry estimated from the evidence that 16,500 children in the UK were at risk of CSE. Owing to the reasons above, figures of reported victims is likely to be an underestimate of the true prevalence of CSE in the UK.

Information from Devon and Cornwall Police indicated that around three children or young people per thousand living in our area reported sexual offences against them last year, with girls and young women reporting most of the offences. These figures are not a true picture of the extent of child exploitation within the city due to the lack of recording/flagging of CSE as a factor in these crimes. Both the recent OFSTED report on services for Children provided by Plymouth City Council and Local Safeguarding Board⁷, and the HMIC Police

³<http://www.childrenscommissioner.gov.uk/sites/default/files/publications/1%20thought%201%20was%20the%20only%20one%20in%20the%20world.pdf>

⁴<http://www.childrenscommissioner.gov.uk/sites/default/files/publications/1%20thought%201%20was%20the%20only%20one%20in%20the%20world.pdf>

⁵ https://www.ceop.police.uk/Documents/ceopdocs/ceop_thematic_assessment_executive_summary.pdf

⁶ https://www.ceop.police.uk/Documents/ceopdocs/ceop_thematic_assessment_executive_summary.pdf

⁷ <http://reports.ofsted.gov.uk/local-authorities/plymouth>

Effectiveness review 2015 (vulnerability)⁸ identified that further work was required by all bodies to understand fully the extent of CSE in the City. The review group noted that both inspection regimes also reported that progress was being made in this area by all of the partner agencies.

What is the impact of CSE?

CSE can have an ongoing and devastating impact on a victim's physical and mental health and development. It can also have profound long-term effects on a young person's social integration, economic well-being, and is likely to adversely affect their long term life chances. Some of the difficulties faced by victims' include:

- Isolation from family members
- Teenage pregnancy/parenthood
- Failing examinations or dropping out of education
- Unemployment
- Mental Health problems extending in adulthood
- Suicide attempts
- Alcohol and drug dependency
- Aggressive behaviour
- Criminal Activity

It is likely that victims may need intensive multi-agency support to mitigate the long term damage inflicted by CSE.

How can we prevent CSE?

Raising awareness amongst young people, parents and carers, the professional networks working with children, and those working with adults living in chaotic households is key to prevention. Campaigns and training for professionals to ensure identification of vulnerabilities and the signs and symptoms of CSE are essential.

⁸ <https://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/police-effectiveness-vulnerability-2015-devon-and-cornwall.pdf>

The Plymouth Response

Do we have a local CSE strategy and action plan?

A South West Peninsula Child Sexual Exploitation currently is in place and adopted by the Safeguarding Children Boards in respective local authority areas.

Its aim is to:

- Inform the strategies and action plans maintained in each local authority taking into account statutory guidance and
- Inspire continuity and common practice across the Peninsula.

The strategy⁹ sets the framework for local action which is led by the South West Peninsula CSE Protocol¹⁰ and sets out the policies and processes to enable local agencies to tackle Child Sexual Exploitation.

Locally in Plymouth there is a strategic and operational CSE group. As a sub group of the PSCB the strategic group is chaired by the police and the operational group is chaired by manager of REACH (Reducing Exploitation and Absence from Care and Home) team. Intelligence is shared on an operational basis amongst relevant and appropriate agencies including Plymouth City Council, Police and Schools.

The NWG risk assessment tool¹¹ is currently in use in the city which allows members of the public and professionals to explore the vulnerabilities and indicators present in a young person who could be at risk of CSE and support a referral to relevant agencies.

CSE was highlighted by both Plymouth City Council and Devon and Cornwall Police as a key priority, the review group held an extensive witness session with representatives of Plymouth City Council, Devon and Cornwall Police and the Chair of the local safeguarding board who provided details of the current system and how it might be improved. The group also received a copy of the Plymouth Safeguarding Board CSE implementation plan.

How effective is the Local Safeguarding Children Board?

The review group met with the chair of the Plymouth Safeguarding Children Board who reported –

- Membership of the Board is wide ranging and representative of the whole community, senior officers from partnership agencies are members of the board
- All members of the Board have important roles as Board members; these roles are often different and additional to their “day jobs”.
- A review of the capability of LSCB staff was currently underway; there was also Proposals under consideration for the creation of a full time CSE coordinator on behalf of the board.

⁹ <http://www.plymouth.gov.uk/pscbpeninsulacsestrategy.pdf>

¹⁰ <http://www.plymouth.gov.uk/pscbpeninsulacseoperatingprotocol.pdf>

¹¹ http://www.plymouth.gov.uk/cse_risk_assessment_tool.pdf

- The Board linked into wider national and regional networks for information sharing and best practice exchange.
- There was strong leadership in respect of CSE and the governance underpinning the work of the Board was in place and further development was being planned.
- A key priority for the board was the CSE profile for the city this was under development and consultation with the Board
- Operations Global, Weevil and Illustrate were three operations which had demonstrated partnership working around CSE.
- More work was required on awareness raising and prevention.
- The Board was implementing learning received from the HMIC report and OFSTED report of 2015.
- A communication plan for the Board was also a priority and would be developed; the Board had a role to stitch together information from across the city and required a higher profile to do so.

The review group was assured that the Board had effective leadership and the developments and priorities as outlined by the chair assured the group that progress to a better understanding of CSE and its impact was clearly being made.

Does the relevant scrutiny panel receive the LSCB's annual report, and use this to challenge local priorities and outcomes?

Currently the Ambitious Plymouth Scrutiny Panel, the relevant panel for Children and Young People does not receive updates from the Local Safeguarding Children Board nor its annual report. Given that the issue of Child Sexual Exploitation is expected to be subject of ongoing review this situation will be rectified in the new municipal year.

What other multi-agency forums exist to facilitate joint working?

The review group was assured that a number of groups and forums existed to facilitate joint working, this included governance surrounding the integrated health and wellbeing programme, children's partnership and the PSCB and sub groups. However the group felt there should be a single group which is seen to lead on this work.

How is CSE incorporated into local training programmes, and who is able to access this training?

The review group were made aware that CSE had been introduced into the programme of training offered by the PSCB.

Local Safeguarding Children Boards are required to ensure the distribution of up-to-date best practice to all agencies and as such the Board is providing –

- Formal, structured higher level learning, including lectures, reading texts, comparative theories, and learning audits
- Facilitated by lead professionals working in the field, specially trained by Plymouth Safeguarding Children Board (PSCB) to deliver informed and detailed learning
- Multi-agency, bringing together core workers from at least six different agencies onto each course to ensure a culture of networking and sharing
- Certificated and accredited, as the lead agency for Safeguarding in Plymouth.

The review group was assured that training opportunities were in place; in particular the group was pleased to see that licensed taxi drivers had undertaken CSE training. The group did however feel that further work was required to drive the take up of training by groups across the city, particularly those in the voluntary and community sector and that the issue of cost may also be a factor to be reviewed.

Is awareness raising programme in place for children, families and the wider community?

The review group was made aware of the “We’re worried about you”¹² leaflet produced by the PSCB and work carried out in the taxi and hospitality trades. However the group remained concerned that the level of awareness of CSE, the signs, symptoms and routes to raise concerns were not clear and a high profile campaign was required to raise awareness of CSE. In particular the group was disappointed at the lack of response to the “Call for Evidence” which they felt was a sign of a lack of awareness amongst partner organisations.

What support is available to current, potential and historic victims of CSE?

The panel met with Kerstin Neason following the submission of evidence from the Barnardos’ BASE project. Kerstin explained that –

- The Barnardos Against Sexual Exploitation (BASE) service had been in place for 5 years and was entirely funded from voluntary funds at around £200K per year. The service employed 3.5 FTE and more staff as required.
- Since the submission of evidence had been provided demand on the service had increased and the service was seeing approximately 50 young people a year.
- Due to the rise in demand higher thresholds had been put into place and young people were being declined the service and signposted elsewhere. 40% of referrals into the service were being declined
- The service worked one to one with young people and helps them to re-engage with other services. The service worked with families or individuals for up to 18 months.
- Exiting the service was a particularly difficult for many young people as there was no “step down” services available to build on the work the BASE service had carried out.
- Multi-agency workforces had received training from Barnardos and were spotting more cases of CSE. In particular workshops had been run to enable the identification of young men that may be at risk of or showing symptoms of being exploited and since those workshops the numbers of referrals had increased.
- There were gaps in the service and Barnardos would be carrying out more work to understand CSE within Black and Minority Ethnic Communities and Lesbian, Gay, Bisexual and Transgender communities.
- There was lack accountability on the BASE service; there was no accountability to the Local Authority and Members as Corporate Parents.
- The service was entirely reactive; there was no capacity for development work with communities and further workforce development was required.

¹² http://www.plymouth.gov.uk/we_are_worried_leaflet.pdf

The review group was made aware of the work of the Targeted Youth Service, the NSPCC and Twelves Company who also support victims of CSE.

Recommendations

1. Agreed that the members were assured that strategies and action plans are in place to tackle child exploitation in Plymouth. It was felt however that the CSE implementation plan required refinement and should return to scrutiny in the future.
2. Agreed that the Plymouth Safeguarding Board should be promoted as the lead body with regards to Child Sexual Exploitation.
3. Agreed that the Plymouth Safeguarding Children Board should promote CSE training more widely and review its pricing structure to allow small community groups with limited resources to undertake this training. This would be subject to a report at a future scrutiny meeting.
4. Agreed to recommend to the Plymouth Safeguarding Children's Board that a comprehensive and wide ranging communications plan should be developed in relation to CSE. In particular this should include a high profile awareness raising campaign in which all partner agencies should play a key part and should be particularly focused at General Practitioners and Schools.
5. Agreed that the Cabinet Member with responsibility for Co-operative Commissioning should explore how more robust and resilient services for victims of CSE should be developed in partnership with other statutory agencies and non-statutory agencies already providing services. This will be subject to scrutiny in the future.
6. Agreed to recommend to the Co-operative Scrutiny Board that the Scrutiny Panel responsible for Children's services will receive regular updates from the Local Safeguarding Children's Board to include the annual report and specific updates on progress in tackling CSE.
7. Agreed to recommend to the Cabinet with responsibility for Co-operative Commissioning that Voluntary and Community Sector organisations delivering support for those subject to Child Sexual Exploitation in the city are invited to join System Design groups supporting the four Integrated Commissioning Strategies.
8. Agreed to recommend to the Cabinet Member with responsibility for Co-operative Commissioning that consideration is given to formally commissioning a Child Sexual Exploitation service which would include and appropriate step-down service.
9. Agreed to recommend to the Office of the Police and Crime Commissioner that consideration is given to the further development of the Sexual Assault Referral Centre in Plymouth to ensure that young people in Plymouth who have been subject of CSE are able to receive the appropriate support without having to visit Truro or Exeter.

10. Agreed to recommend to the Office of the Police and Crime Commissioner that they consider how through partnership an advocacy service can be developed to support CSE victims akin to an IDVA used in domestic abuse cases.
11. Agreed that the Scrutiny Panel with responsibility for children and young people will receive the quarterly report written by Barnardos' on their BASE service.

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Education and Children's Social Care Overview and Scrutiny Committee



Date of meeting:	11 September 2019
Title of Report:	Together for Childhood
Lead Member:	Councillor Jemima Laing (Cabinet Member for Children and Young People)
Lead Strategic Director:	Alison Botham (Director for Children's Services)
Author:	Siobhan Wallace, Head of Service for Referral, Assessment and Early Help, Children Young People and Families Service, Oliver Mackie, Strategic Service Manager, NSPCC
Contact Email:	siobhan.wallace@plymouth.gov.uk
Your Reference:	Click here to enter text.
Key Decision:	No
Confidentiality:	Part I - Official

Purpose of Report

Provides updated information to elected members about the Together for Childhood Project- a 10 year partnership initiative co-led with the NSPCC, aimed at preventing child sexual abuse in Plymouth.

Recommendations and Reasons

No recommendations- report is for information only.

Alternative options considered and rejected

Not applicable- report is for information only

Relevance to the Corporate Plan and/or the Plymouth Plan

This project is relevant to the Caring Council priorities of keeping children, young people and adults protected, focus on prevention and early intervention and people feeling safe in Plymouth.

Implications for the Medium Term Financial Plan and Resource Implications:

No significant financial resource implications for PCC- resource is in kind in terms of commitment of staff time across a range of directorates but most significantly the Children, Young People and Families service.

Carbon Footprint (Environmental) Implications:

No direct carbon/environmental issues identified

Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

** When considering these proposals members have a responsibility to ensure they give due regard to the Council’s duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.*

This project is relevant to risk management and health and safety in that it aims to prevent the sexual abuse of children.

Together for Childhood fits into the agenda for a Trauma-Informed city, and relates to I-thrive principles.

Prevention of the harm caused by sexual abuse aims to have a long term impact on prevention of offending, substance misuse and domestic abuse. This project is therefore relevant to the Safer Plymouth agenda.

Appendices

**Add rows as required to box below*

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	Together for Childhood							
B	Equalities Impact Assessment, contained within the PID document							

Background papers:

**Add rows as required to box below*

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of any background paper(s)	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
	1	2	3	4	5	6	7

Sign off:

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Originating Senior Leadership Team member: Jean Kelly, Service Director CYPFS											
Please confirm the Strategic Director(s) has agreed the report? Choose											
Date agreed: Date.											
Approved by Jean Kelly 09/09/2019											
Cabinet Member approval: Cllr Jemima Laing (email and at CYP&Fs PFH meeting)											
Date approved: 29/08/2019											

1.0 Introduction

<https://youtu.be/k7VToANOIUA>

Together for Childhood is an innovative, 10 year, place-based project, that was launched in Plymouth in January 2018 at a stake-holder event. It is co-led by PCC and the NSPCC with the support of the PSCB, a range of partner agencies and the community, and aims to target the prevention of child sexual abuse.

This is an exciting opportunity for Plymouth. We are one of only 4 sites nationwide chosen to work in this way. Plymouth was identified on the strength of our existing partnership arrangements and the multi-agency partnership are very much engaged in the project development.

There are 4 outcomes being sought

- More support is available to prevent harmful sexual behaviors and sexual offending.
- Increased confidence in preventing child sexual abuse, among people who work with children.
- Increased evidence base on 'what works' in preventing child sexual abuse.
- Increased public belief that child sexual abuse can be prevented.

We are currently completing the first phase of evaluation, which has focused on identifying baseline data around child sexual abuse in Plymouth and on levels of understanding and awareness amongst professionals and within the community in the pilot site. Together for Childhood is designed to be reactive and flexible. Each individual initiative will be evaluated for impact and outcomes against relevant targets, and where the outcomes are positive the work will be rolled out more widely across Plymouth. A media and communications strand aims to ensure positive outcomes and stories are reported and publicised- for instance there is an active twitter feed and a regular set of articles in the local paper.

The model for Together for Childhood and a description of the approach used was presented to the Scrutiny panel in February 2019. This paper provides an update on the progress so far.

2.0 How Together for Childhood works

Together for Childhood follows a strengths-based, community-led model and is an innovative, evidence-informed approach. It brings local partners and families together to make our communities safer for children. Working collaboratively, we are starting to develop and test effective approaches for preventing child abuse, drawing on examples of best practice from around the world.

We are creating a wide range of local partnerships between social care, schools, health, voluntary and community groups, alongside the police, NSPCC and communities.

We use three types of interventions to achieve our goals:

- primary (universal) interventions – stopping abuse before it occurs, such as campaigning to raise awareness of what sexual abuse is
- secondary (targeted) interventions – reducing the impact of an ongoing issue, such as delivering services that help families experiencing domestic abuse
- tertiary (specialist) interventions – helping children after abuse has occurred.

2.1 Evaluation of Together for Childhood

We are committed to evaluating Together for Childhood robustly, with the development of a multi-stranded evaluation for each area. Local evaluation teams are embedded and we aim to learn lessons from the implementation of Together for Childhood in other sites. The evaluation activity covers three strands.

Process evaluation

A process evaluation is exploring the planning and setting-up of Together for Childhood and examining how the initiative has been implemented in each of the sites.

Impact evaluation

This will help determine how Together for Childhood has helped prevent abuse and neglect, in the short, medium and long term.

Economic evaluation

This will investigate the costs of delivering Together for Childhood and how cost-effective it is.

At the heart of Together for Childhood is continuous learning and improvement. This is in contrast to more traditional models, where learning and development are seen as the final step and the end result of the evaluation.

2.2 Learning how to work with communities to prevent sexual abuse

If we really want to create lasting change we need to work with community members. We aim to provide a framework around which communities can build social change, so that our power to prevent

abuse is multiplied exponentially. For communities to begin building something new, they need to be empowered and inspired, which is why we put young people and their parents' voices first when setting up our site in Plymouth.

We decided upon Ernesettle as the pilot location, after hearing from local people that this is a community which recognises that everyone has a part to play preventing abuse from happening; it has a passion for keeping children safe, and there is already a thriving network of community groups carrying out vital work for children and families in the area.

By providing expert knowledge, project management and evaluation skills, we can enable this community to decide upon programmes which fit their context, wants and needs, and develop sustainable, locally-driven change.

We have made fantastic progress creating the partnerships with a wide range of agencies and groups who can support this. The more we build relationships, and a presence, within Ernesettle, the more we see conversations about preventing child sexual abuse become a normal part of life. From those conversations, we are able to identify what the community needs and wants to make itself safer.

The next stage of the work is for initiatives piloted successfully in Ernesettle to be rolled out more widely. This will be an organic process as each initiative comes online over the life of the whole project. Examples where this is starting to happen include the Pants project and the Empower Education resource which has been offered to schools across Plymouth (described below).

3.0 Activity to Date

The work of Together for Childhood is delivered through 5 themed "Building Block" groups.

3.1 Relationship and Sex Education

- Young People (through EMPOWER) have been involved in co-production of an education resource pack to help schools start preparing for statutory RSE, leading a strategic piece of work for the city sets aspirations for all of us in our work with young people.
- The NSPCC are working with at least 5 Plymouth schools to test a single point of contact role, to better understand what specialist support can be input to facilitate a whole school approach and appropriately sequenced interventions.
- Marine Academy Plymouth are working with the Together for Childhood partnership to help deliver "InCtrl", a secondary-age prevention group work offer for young people at risk of sexual abuse online.

3.2 Community Engagement

- Asset based community engagement is continuing with staff regularly engaging with community members at "Tea and Toast" and other community events.
- A project with the Sports Hall has been completed which resulted in a contextual safeguarding plan, 10 parent pledges to keep children safe in sport and PANTS messages being shared.
- The young people safe spaces project will launch in August, identifying places young people can go to if they feel unsafe, with training delivered to staff working there so they know what to do.
- A National Lottery application has been submitted to continue community engagement work and delivery of the SUSTAIN programme (an Exeter University evidence-based programme to develop community cohesion).

3.3 Trauma Informed System

- Plymouth Cabinet and Health and Wellbeing Board endorsed the Plymouth Trauma Informed Approach Document. The Trauma Network is aligned with the Together for Childhood Building Block and has agreed to set up a task and finish group for education and workforce development.
- Need, demand and gap analysis along with pathway mapping is underway for therapeutic (tertiary) support for children who experience sexual abuse.

3.4 Public Health Messaging

- A city-wide PANTS campaign is being co-designed (in Efford, Ernesettle and with all Childrens Centres) and will launch on Saturday 28th September for the public, along with a professionals launch in October.
- Local people in Ernesettle have knitted over 200 pairs of pants for teddy bears to support the message and we have anecdotal information about how this has started conversations in the community about safe and unsafe touch, and talking to children about privacy and their bodies etc.
- Co-creation work is also underway for a healthy relationships campaign.

3.5 Preventing Offending and Harmful Sexual Behaviour

- In summer 2018, we partnered with the police in workshops with the National Citizen Service, participating in workshops on preventing child sexual exploitation with more than 800 young people across Plymouth. Young people said that they were unsure what unhealthy or healthy relationships were, and that they learned best through peer-to-peer networks. 3 year funding (£277K) has now been secured from The Samworth Foundation to develop a campaign focused on peer-to-peer relationships. Recruitment of youth workers complete this and initial engagement work is underway.
- Marine Academy Plymouth are working with us to baseline Harmful Sexual Behaviour and will start recording concerns on their IT system (CPOMS) as a category.
- Desk based research and SWOT analysis has been completed for restorative approaches that could be used in school for 'problematic' behaviours.
- The Harmful Sexual Behaviour Audit as a city-wide activity is scheduled to be launched in November, facilitated by the NSPCC, funded by Safer Plymouth.

3.6 Promote existing services that work alongside Together for Childhood

In addition, the project supports and promotes the delivery of existing work aimed at preventing child sexual abuse. For example "Speak out- Stay Safe" has been delivered in 93% of Plymouth primary schools