

# Child Sexual Exploitation Needs Assessment 2016

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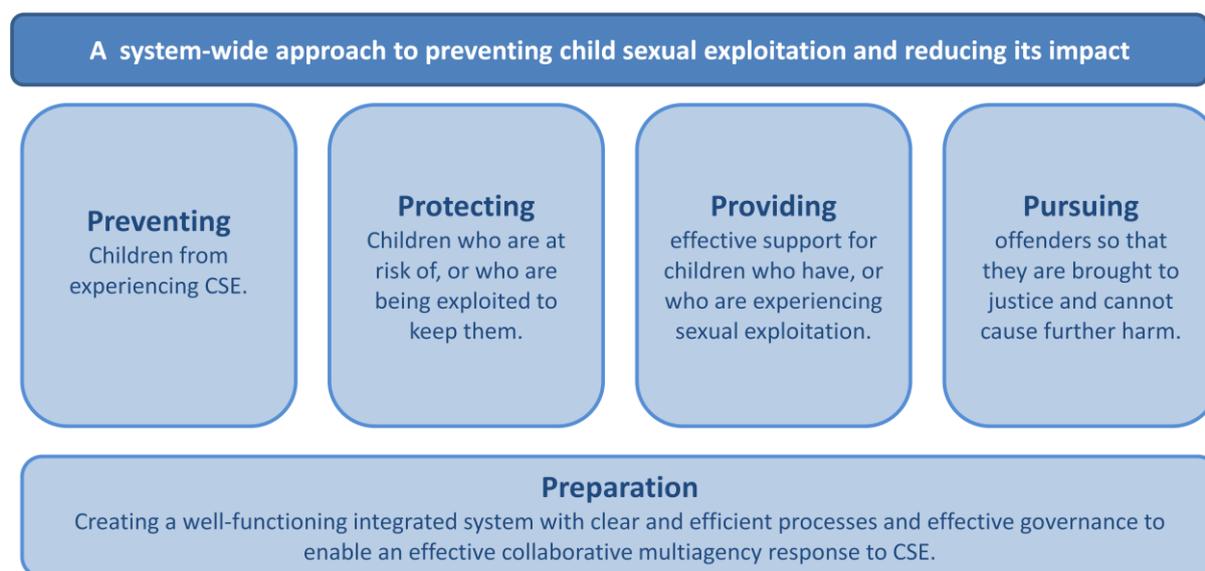
## Executive Summary

Child Sexual Exploitation (CSE) involves exploitative situations, context and relationships where children receive something as a result of their performing, and/or others performing on them, sexual activities. It is a type of child sexual abuse.

CSE can have pervasive, significant and enduring consequences. It prevents children from being safe and healthy, and from achieving their full potential. Surrey County Council has a moral and legal duty to work with partner agencies to prevent and tackle CSE.

A thorough needs assessment is required to inform future commissioning and service improvement work in Surrey, so that we can better prevent CSE and improve outcomes for those who are affected. This report is the first step in this needs assessment process. It provides initial information on the nature and prevalence of CSE, the services currently available to tackle the issue in Surrey and areas for improvement.

This report proposes a new framework which can be used to understand the different aspects of a system-wide approach to tackling CSE. Throughout the report, we map our findings against this framework.



There are significant gaps in our knowledge about CSE in Surrey. Based on our current data, girls aged between 14 and 17 are the most vulnerable to CSE. However this may be due to under reporting or identification of other groups of children.

Our response to CSE must include prevention and early intervention work to reduce the early adversity that makes children susceptible to CSE, and to build the knowledge, skills and capacities that enable children to avoid becoming victims of CSE.

Mapping of local services against the CSE framework and research with stakeholders reveals that there are few services designed specifically to tackle CSE in Surrey. Professionals' knowledge of services is patchy and there are not clear pathways for children at risk of, or

experiencing CSE. The research presented here suggests that there are gaps in services. Further work is planned to better understand the quality, impact and sufficiency of services available.

The report recommends a range of additional analysis and research to understand CSE in Surrey and sets out additional activity which could inform the commissioning of services to tackle CSE.

# 1 Introduction

## 1.1 Purpose of this report

Surrey County Council’s Children, Schools and Families’ Directorate works with partner agencies towards our vision that, ***children and young people in Surrey will be happy, healthy, safe and confident in their future.***

When children are sexually exploited, it prevents them from achieving these goals. Child sexual exploitation (CSE) damages children’s wellbeing and can affect their life chances. It also has a detrimental impact on families and communities. We have a moral and legal duty to work with our partners to prevent and tackle CSE.

High profile cases, together with the findings of research, enquiries and inspections have highlighted systemic weaknesses in how local authorities, including Surrey County Council and their partners, manage Child Sexual Exploitation (CSE).

This needs assessment was produced in response to calls for a better understanding of what is required to tackle CSE in Surrey. It is one of a number of activities relating to CSE that is being undertaken as part of Surrey’s Children’s Improvement Plan, and should be read in conjunction with other pieces of work from that programme.

The purpose of a needs assessment is to summarise information from a comprehensive range of sources to build pictures of levels of need and current service provision relating to CSE in Surrey. This will be used to inform future commissioning and service improvement so that we can to better prevent CSE and improve outcomes for those who are affected.

## 1.2 Methodology and scope

This document reflects the early stages of our work to understand what needs to be done to effectively tackle CSE in Surrey. It provides high level information about the level of need and current service provision to tackle CSE in Surrey, informed by the following sources:

Primary research	Secondary research
<ul style="list-style-type: none"><li>• Round-table event</li><li>• Consultation with providers / referrers</li></ul>	<ul style="list-style-type: none"><li>• Literature review / best practice research on existing strategies, inquires, recommendations, other LA’s CSE papers and models</li><li>• Collating data from variety of sources – data roadmap (CSE profile work – SCC and Police; SSCB CSE audit)</li></ul>

This report is a first step in the needs assessment process. It should be seen as a living document that needs regular up-dating as new intelligence emerges and a deeper understanding of the problem is achieved.

This report provides initial findings, but more work needs to be done to create a comprehensive assessment of need. The table below shows what this document does contain, and additional information that is required to complete a thorough Needs Analysis. Potential areas that need further exploration are also highlighted throughout the report.

Other work being undertaken by SCC and partner agencies will help to fill gaps in this report. This includes the creation of a joint CSE profile created by Surrey CC and the Police.

<b>Components of a Comprehensive Needs Assessment</b>	<b>Contained in this document</b>	<b>Areas for future work</b>
<b>Definition of the Problem</b>	An explanation of CSE	-
<b>Definition of Success</b>	Suggested outcomes to guide future commissioning and service provision.  A description of the components of an effective system-wide response to CSE.	Development of an outcomes framework for CSE.  Analysis of specific good practice in preventing and tackling CSE.
<b>National and local context</b>	Summary of the key national and local drivers and activity to tackle CSE.	-
<b>An understanding of local need.</b>	High level information about the numbers and demographics of CSE victims.	More detailed qualitative and quantitative analysis of: <ul style="list-style-type: none"> <li>• the number of children at risk of CSE in Surrey</li> <li>• The nature of CSE that victims experience and their needs.</li> </ul>
<b>Map of local provision.</b>	List of services and activity to tackle CSE in Surrey.	Quantitative Analysis of the quality, impact, and sufficiency of these services.  Analysis of resources being used to tackle the issue and VfM of services.

		Market analysis.
<b>Analysis of stakeholder views.</b>	Feedback consultation with providers and a roundtable event.	Consultation with children.
<b>Gap Analysis.</b>	Suggestions from inspections and stakeholder consultation about gaps in provision.	Quantitative analysis of gaps between needs and service provision.

## 2 Understanding Child Sexual Exploitation.

### 2.1 Definition

CSE is a type of abuse suffered by children. It is defined in Government guidance as:<sup>1</sup>

“involving exploitative situations, contexts and relationships where young people (or a third person or persons) receive ‘something’ (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of their performing, and/or another or others performing on them, sexual activities.

It can occur through the use of technology without the child’s immediate recognition; e.g. being persuaded to post sexual images on the internet/mobile phones without immediate payment or gain.

In all cases, those exploiting the child have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources.

Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child’s limited availability of choice resulting from their social/economic and/or emotional vulnerability.”

The College of Policing highlights that a common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and does not see themselves as a victim of exploitation.<sup>2</sup>

There are some features of repeat victimisation of CSE victims which are distinctive. CSE victims may return to perpetrators for a range of reasons, e.g., as a result of grooming, out of fear, drug addiction, needing accommodation, out of a sense of loyalty or perceived affection towards their perpetrators.<sup>3</sup>

CSE is a type of sexual abuse. Sexual abuse ‘Involves forcing or enticing a child or young person to take part in sexual activities, not necessarily involving a high level of violence, whether or not the child is aware of what is happening. The activities 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 of clothing. They may also include non-contact activities, such as involving children in looking at, or in the production of, sexual images, watching sexual activities, encouraging children to behave in sexually inappropriate ways, or grooming a child in preparation for abuse (including via the internet).

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<sup>1</sup> SSCB, CSE Strategy (2014)

<sup>2</sup> <https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/child-sexual-exploitation/#types-of-exploitation>

<sup>3</sup> <https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/child-sexual-exploitation/#types-of-exploitation>

Sexual abuse is not solely perpetrated by adult males. Women can also commit acts of sexual abuse, as can other children.’<sup>4</sup>

## 2.2 Legal status

Article 34 of the United Nations Convention on the Rights of the Child states: “governments must protect children from sexual abuse and exploitation”.

Although there is no specific offence of CSE, the Sexual Offences Act 2003 provides clarity on the protection of children from sexual exploitation as follows:

- Children under 13 cannot legally consent to sex (it is statutory rape)
- Sexual activity by adults with children under 16 is unlawful
- Provides further information regarding child sex offences committed by children or young persons under 18
- Provides an offence of arranging or facilitating commission of a child sex offence
- Provides an offence of meeting a child following sexual grooming
- Covers sexual offences of children under 18 where the offender has abused a position of trust
- Covers exploitation of children through prostitution and pornography which is for children up to age 18, i.e. includes 16 and 17 year olds.

## 2.3 Types of Child Sexual Exploitation

A report by Barnardo’s describes the different types of child sexual exploitation:<sup>5</sup>

<b>Inappropriate relationships</b>	These usually involve one offender who has inappropriate power or control over a young person (physical, emotional or financial). One indicator may be a significant age gap. The young person may believe they are in a loving relationship.
<b>Boyfriend Model</b>	Here the offender befriends and grooms a young person into a ‘relationship’ and then coerces or forces them to have sex with friends or associates. The boyfriend may be significantly older than the victim, but not always.
<b>Peer on Peer CSE</b>	This refers to situations where young people are forced or coerced into sexual activity by peers or associates. Sometimes this can be associated with gang activity but not always.

<sup>4</sup> HM Government (March 2015) Working together to safeguard children, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/419595/Working\\_Together\\_to\\_Safeguard\\_Children.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419595/Working_Together_to_Safeguard_Children.pdf)

<sup>5</sup> Barnardos (2011) Puppet on a string – The urgent need to cut children free from sexual exploitation, [http://www.barnardos.org.uk/ctf\\_puppetonastring\\_report\\_final.pdf](http://www.barnardos.org.uk/ctf_puppetonastring_report_final.pdf), available on <https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/child-sexual-exploitation/>

	<p>Many of the warning signs and indicators of CSE tend to refer to adult perpetrators, e.g., associations with older boyfriends/girlfriends, relationships or associations with risky adults and/or entering or leaving vehicles driven by unknown adults. In peer-on-peer exploitation, schools and youth clubs are also locations where children and young people can be exploited.</p>
<p><b>Gang associated CSE</b></p>	<p>A child or young person can be sexually exploited by a gang, but this is not necessarily the reason why gangs are formed. Types of exploitation may include using sex as a weapon between rival gangs, as a form of punishment to fellow gang members and/or a means of gaining status within the hierarchy of the gang.</p> <p>Where abuse takes place in a gang environment, female members may perceive the abuse as normal, as well as accepting it as a way of achieving a respected status/title within the gang.</p> <p>The Office of the Children’s Commissioner has defined CSE in gangs and groups in its 2013 report. This includes:</p> <ul style="list-style-type: none"> <li>•Gangs – mainly comprising men and boys aged 13-25 years old, who take part in many forms of criminal activity (e.g., knife crime or robbery) who can engage in violence against other gangs, and who have identifiable markers, for example a territory, a name, or sometimes clothing.</li> <li>•Groups – involves people who come together in person or online for the purpose of setting up, co-ordinating and/or taking part in the sexual exploitation of children in either an organised or opportunistic way.</li> </ul>
<p><b>Organised CSE / Trafficking</b></p>	<p>Young people (often connected) are passed through networks, possibly over geographical distances, between towns and cities where they may be forced/coerced into sexual activity with multiple men. Often this occurs at ‘parties’, and young people who are involved may recruit others into the network. Some of this activity is described as serious organised crime and can involve the organised ‘buying and selling’ of young people by offenders. Organised exploitation varies from spontaneous networking between groups of offenders, to more serious organised crime where young people are effectively ‘sold’.</p>

## 2.4 Impact

Child sexual exploitation can have pervasive, significant and enduring consequences for those it affects. Adverse consequences can include:<sup>6</sup>

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<sup>6</sup> <http://safeandsoundgroup.org.uk/what-is-cse/the-impact-of-cse/>; Studies referred to in the Psychological group are taken from the Independent Group chaired by DH (2014) Health Working Group Report on Child Sexual Exploitation – Executive Summary.

Physical	Emotional	Social	Economic
<ul style="list-style-type: none"> <li>• Physical injuries</li> <li>• Pregnancy</li> <li>• Sexually transmitted infections</li> <li>• Poor diet/Weight loss</li> <li>• Self-harm</li> <li>• Fertility problems</li> <li>• Addictions</li> </ul>	<ul style="list-style-type: none"> <li>• PTSD</li> <li>• Anxiety</li> <li>• Depression</li> <li>• Addiction</li> <li>• Low self-esteem</li> <li>• Self-harm</li> <li>• Eating disorders</li> <li>• Attachment problems</li> </ul>	<ul style="list-style-type: none"> <li>• Isolation from friends and family, education, hobbies and interests</li> <li>• Difficulty developing and maintaining relationships</li> <li>• Social isolation</li> </ul>	<ul style="list-style-type: none"> <li>• Drug/Alcohol 'debt'</li> <li>• Financial difficulty</li> <li>• Stealing</li> <li>• Difficulty accessing work or education</li> <li>• Housing problems</li> </ul>

Sexual exploitation can have a significant impact on families and can affect their health, work life, family relationships, economic stability and social life. Parents and carers often feel distraught, traumatised and guilty for not having protected their children from being sexually exploited. The stress of the situation can limit their capacity to respond to the needs of their children and to deal with crises that occur following the exploitation. The sexual exploitation of one child in the family can place other siblings at significant risk of being groomed and exploited too.<sup>7</sup>

Alongside the individual costs to victims and their families, CSE brings economic costs too, including costs to public services 'picking up the pieces' after the abuse has occurred.

## 2.5 Context

There has been a significant focus on Child Sexual Exploitation in recent years. Events, such as the unearthing of systemic child abuse in Rotherham and other high profile child sexual abuse cases have greatly increased public awareness around child sexual abuse and have led to greater focus on CSE services. Media campaigns, lobbying from organisations like Barnados, NSPCC and the Children's Commissioner and the establishment of the Government taskforce have all concentrated focus on the issue. Several national reports on CSE have been published to highlight gaps in current provision and set out what needs to be done to improve outcomes for children. These have been captured and reflected in this report, and are summarised in Appendix 1.

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<sup>7</sup> <https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/child-sexual-exploitation/#types-of-exploitation>

In Surrey, the recent Ofsted Inspection of Children's Services highlighted concerns in relation to the identification and response to CSE, which has driven an increased focus and action on the issue.

### 3 A Framework for Action

#### 3.1 Defining Success

Surrey Safeguarding Children's Board vision in tackling CSE is *"To enable children to be free from child sexual exploitation and child sexual abuse and to feel safe and protected within their communities."*<sup>8</sup>

Success in tackling CSE has a number of strands:

- **Preventing** children from experiencing CSE.
- **Protecting** children who are at risk of, or who are being exploited to keep them safe through effective risk management, targeted interventions and work to disrupt and stop perpetrators.
- **Providing** effective support for children who have, or who are experiencing sexual exploitation to reduce the damaging effects on their wellbeing and life chances.
- **Pursuing** offenders so that they are brought to justice and cannot cause further harm.

Underpinning this requires agencies in the local area to be **Prepared**; there should be a well-functioning integrated system with clear and efficient processes and effective governance to enable an effective collaborative multiagency response to CSE.

This is illustrated in the diagram below, together with the principles that should underpin decisions at both a strategic and operational level.

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<sup>8</sup> SSCB CSE Strategy

## A system-wide approach to preventing child sexual exploitation and reducing its impact

### **Preventing**

young people from experiencing CSE.

### **Protecting**

young people who are at risk of, or who are being exploited to keep them.

### **Providing**

effective support for young people who have, or who are experiencing sexual exploitation.

### **Pursuing**

offenders so that they are brought to justice and cannot cause further harm.

### **Preparation**

Creating a well-functioning integrated system with clear and efficient processes and effective governance to enable an effective collaborative multiagency response to CSE.

### **Principles:**

- The child's best interests must be the top priority.
- The views of children and young people should inform what we do.
- We must use the best evidence, and continually evaluate and review our efforts.
- We must prioritise prevention and early intervention
- We should seek to secure the best value for money

## 3.2 Outcomes for children

Our work to tackle CSE must have, at its heart, the children who we aim to protect. It is therefore important to agree and establish an outcomes framework, setting out the outcomes for children which we would seek to achieve through commissioning and service provision.

Such a framework should include measurable outcomes such as:

### Prevention

- Improvement in family relationships
- Improvements in self-esteem.
- Engagement in positive social/ recreational activities
- Living in secure and stable accommodation
- Engaged in education, employment or training
- Increased understanding of healthy relationships and ability to identify abuse exploitative behaviour
- Ability to describe safety strategies and knowledge of how to access support

### Protection

- Reduction in contact (frequency and duration) with coercive/abusive individuals/peers
- Reduced episodes of missing from home/care
- Re-engaged in appropriate education provision/improving school attendance
- Engagement with supportive services
- Reduced consumption of controlled substances
- Reduced STIs and pregnancies

#### Provision

- Engagement with support services
- Improved emotional and physical health
- Re-engaged in appropriate education provision/improving school attendance

#### Pursue

- Identification and disruption of perpetrators
- Investigation, arrest, charging and conviction of perpetrators
- Education and support for perpetrators
- Reduced risky behaviour from perpetrators<sup>9</sup>

**Recommendation:** Develop an outcomes framework, containing measurable outcomes which will enable us to monitor the effectiveness of efforts to tackle CSE across the system in Surrey, and can be drawn from to measure the impact of specific service provision.

### 3.3 What does good look like?

Tackling CSE requires a public health approach<sup>10</sup> - a collaborative and coordinated approach to reduce harm, with efforts across a number of levels: individual, families, communities and wider society.

The following table draws on a number of research reports and reviews to summarise the components of an effective system-wide response to CSE. All activity should tackle both online and off-line abuse.

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<sup>9</sup> Staffordshire PCC have developed a very detailed outcomes framework for CSE which can be found here: <http://www.staffordshire-pcc.gov.uk/wp-content/uploads/2015/12/Stoke-Staffordshire-CSE-Outcomes-Framework-10.pdf>  
<sup>10</sup> Preventing Child Sexual Abuse: Towards a National Strategy, NSPCC, 2015

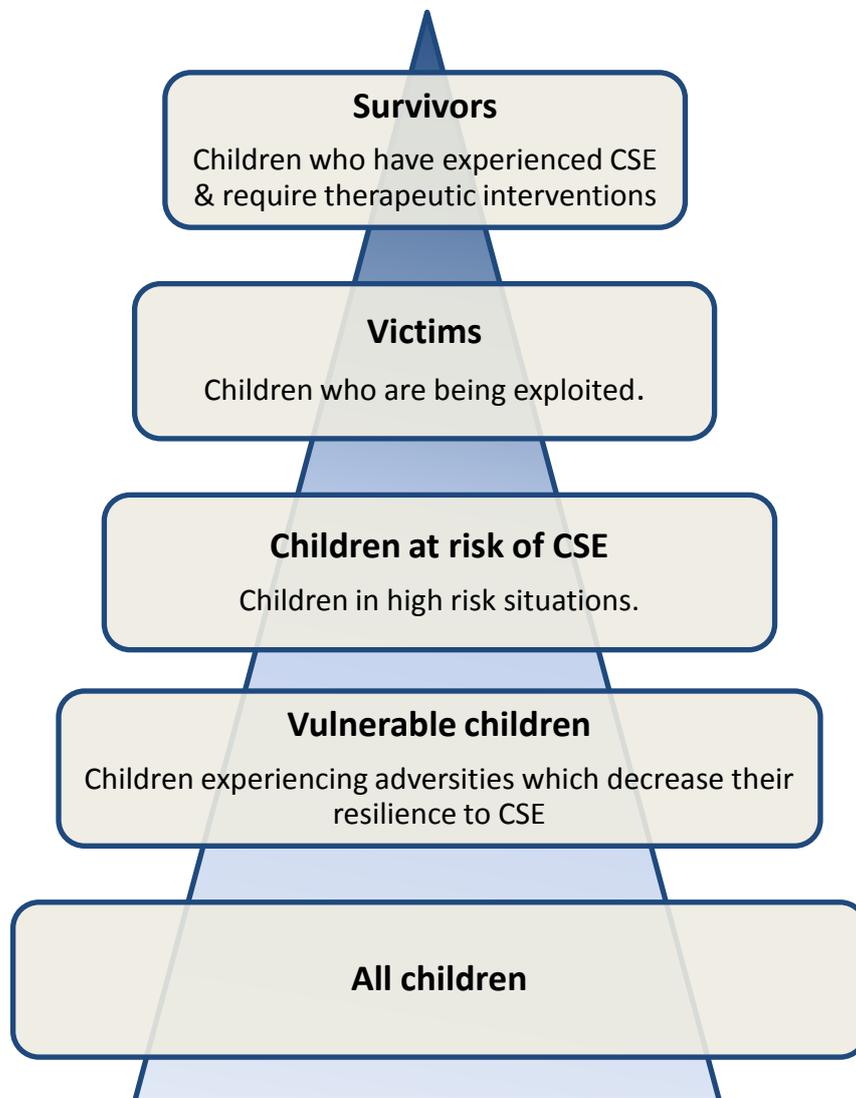
<p><b>PREPARE:</b></p> <p><b>A well-functioning, integrated system with clear and efficient processes and effective governance to enable an effective collaborative multiagency response to CSE.</b></p>	<p><b>Leadership and Governance</b></p> <ul style="list-style-type: none"> <li>• A strategic, joined-up approach led by the LSCB.</li> <li>• Strategic and operational plans informed by and intelligence, user insight, research and analysis, and regularly reviewed.</li> <li>• Clear governance and lines of accountability.</li> <li>• Effective quality assurance, oversight, challenge and scrutiny at all levels of the system</li> <li>• Clear comprehensive data set to understand and monitor the scale and nature of the problem across agencies.</li> </ul> <p><b>Effective Systems</b></p> <ul style="list-style-type: none"> <li>• A co-ordinated approach to information recording, sharing and risk assessment.</li> <li>• Clear structures, roles and responsibilities to enable effective collaborative work.</li> </ul> <p><b>Workforce</b></p> <ul style="list-style-type: none"> <li>• Good quality training, development and awareness raising activity to ensure all relevant professionals in the local area have the knowledge and skills they need. The amount and content of training must be tailored to professionals’ roles.</li> <li>• Effective supervision and support for professionals, recognising that working with CSE is risky, complex and anxiety-provoking.</li> </ul>
<p><b>PREVENT:</b></p> <p><b>Activity to prevent children from experiencing CSE.</b></p>	<p><b>Universal Primary Prevention – activities across the whole population to reduce the incidence of problems.</b></p> <ul style="list-style-type: none"> <li>• <b>Increasing Resilience:</b> A strategic and evidence-based approach to build children’s resilience so that they are emotionally and physically healthy, have self-confidence and a sense of achievement. This is upstream action to reduce the vulnerabilities which make children more susceptible to CSE.</li> <li>• <b>Increasing knowledge and skills:</b> High quality sex and relationships education provided by trained practitioners in every setting covering key topics such as personal safety, healthy relationships and where to go for advice and support. This must be comprehensive and reinforced.</li> <li>• <b>Enabling parents:</b> Effective communications to help parents understand how they can prevent, identify and act on CSE.</li> <li>• <b>Involving Communities:</b> Communication amongst wider communities to raise awareness of CSE, encourage action and</li> </ul>

	<p>challenge harmful cultural norms.</p> <ul style="list-style-type: none"> <li>• <b>Creating safer spaces:</b> Reduction in the number of unsafe spaces. Consistent procedures to vet and license premises and companies.</li> </ul> <p><b>Selective Primary Prevention</b></p> <ul style="list-style-type: none"> <li>• Additional education and support to build skills and awareness amongst children at higher risk of CSE, such as looked after children, those with disabilities and those in BME communities.</li> </ul>
<p><b>PROTECT:</b></p> <p><b>Activity to protect children who are at risk of, or who are being exploited to keep them safe through effective risk management, targeted interventions and work to disrupt and stop perpetrators.</b></p>	<p><b>Secondary Prevention – responding quickly when low level problem arises to prevent harm.</b></p> <ul style="list-style-type: none"> <li>• Problem profiling of victims, offenders, young people associated with gangs, high risk business and neighbourhoods and other relevant factors to inform multiagency action.</li> <li>• Clear risk assessments and multiagency safeguarding or protection plans for all children at risk.</li> <li>• Appropriate and effective interventions offered to children at risk in a timely and appropriate way to reduce their risk of CSE and build resilience. ‘Interventions’ for CSE need to be relevant to children, and to involve/integrate a number of components to build resilience and reduce risky behaviour.</li> <li>• Independent return interviews for children missing from home or care, which are used to inform support for individual children and feed in to inform and improve operational and strategic activity.</li> <li>• Support for parents of children at risk to help them to create safe environments and to understand and safeguard their children and identify and refer matters of concern for support, guidance and action.</li> <li>• Action in ‘hot spot’ areas and businesses to disrupt perpetrators.</li> </ul> <p><b>Tertiary help – help when a problem arises</b></p> <ul style="list-style-type: none"> <li>• A clear pathway of care for children who are subject to CSE, which is well understood and consistently offered to all victims.</li> <li>• Open access and outreach work to reach victims.</li> <li>• Multiagency working to offer range of early intervention, preventative and supportive services to victims of CSE which reduce risky behaviour and minimise harm.</li> </ul>
<p><b>PROVIDE</b></p> <p><b>Providing effective support</b></p>	<p><b>Quaternary help – providing therapy to reduce long term harm</b></p> <ul style="list-style-type: none"> <li>• Joined-up, holistic support and therapeutic intervention</li> </ul>

<p><b>for children who have, or who are experiencing sexual exploitation to reduce the damaging effects on their wellbeing and life chances.</b></p>	<p>for children who have been exploited.</p>
<p><b>PURSUE</b> <b>Action to pursue offenders so that they are brought to justice and cannot cause further harm.</b></p>	<ul style="list-style-type: none"> <li>• Support for young witnesses</li> <li>• Identification and disruption of perpetrators</li> <li>• Investigation, arrest, charging and conviction of perpetrators</li> <li>• Education and support for perpetrators to reduce risky behaviour.</li> </ul>

## 4 Understanding CSE in Surrey - Levels of Need

Commissioning and service provision to tackle CSE must be informed by a thorough understanding of local need, as illustrated in the diagram below.



This report currently only contains information about the top tiers of this pyramid. It contains information from a profile commissioned by the CSE Strategy Group and completed by the County Council and Police, which set out the scale of CSE in Surrey, the demographic profile of those involved in CSE, the geography of CSE and other trends relating to CSE victims and perpetrators. The profile concentrated on only data available from Surrey Police and Surrey County Council ; including all identified by Surrey Police with a CSE flag and those on LCS records where CSE was an identified risk. For a more comprehensive picture that can enable us to identify children who may be at risk of CSE but are not currently seen as at risk, we need data from a range of partner agencies that point to early indicators of vulnerability and decreased resilience.

Further needs analysis is also required to understand the numbers and profiles of children at risk of CSE, and the types of CSE that children experienced, factors that could have prevented this abuse from taking place, and the support that they required after the abuse. Limitations in the data available mean that it will be very difficult to get a full quantitative analysis of these things, and qualitative research and sampling will be required.

#### **4.1 Numbers of Victims of CSE**

Surrey County Council and Surrey Police have identified a joint profile of children at risk of CSE. In December 2015, the combined list showed 111 children currently deemed to be at risk of CSE.

#### **4.2 Demographics**

Most identified CSE victims in Surrey (78.8%) are white females aged 14-17 years.

The joint profile shows that in Surrey 94% of victims of CSE were female and 6% male.

The risk of boys and young men becoming victims of sexual exploitation by both male and female offenders is underestimated and less well understood than those relating to girls. Therefore it is possible that this data does not reflect the true proportion of victims who are male. Nationally, it is estimated that 33% of CSE victims are male. The main indicator of CSE in boys is going missing. However, there is some evidence to indicate that CSE in boys may be linked to the prevalence of gangs and drug use. The low number of male victims of CSE in Surrey may be linked to relatively low levels of gang activity and drug misuse in the county. However, the figures obtained from our statistical neighbours, Oxfordshire and Essex, also suggest very low numbers of male victims in these counties.

#### **4.3 Risk factors**

CSE victims are often subject to 'polyvictimisation' – they experience a range of abuse and adversity prior to, and alongside the sexual exploitation. The Royal College of Psychiatrists states that CSE is a "good marker for complexity"; the children who are most vulnerable to CSE tend to experience other risk factors.

The CSE profile shows that children who are victims of CSE in Surrey experience a number of factors which may make them more vulnerable:

- Of those that attend an educational establishment, three quarters are eligible for free school meals, suggesting that they may be from families experiencing financial hardship.
- Of those attending an educational establishment, 62% have special education needs due to behavioural, emotional and social difficulties.
- A third were not attending an educational establishment because they are awaiting a placement, are home schooled or are attending a PRU. It is not possible to confirm the

present time whilst they became at risk of CSE while in these locations, or were moved to these locations as a result of their risk

- For those where data is available, one in five has witnessed parental domestic abuse. This is likely to be an underestimate.
- 13% have a child protection plan, 29% were previously subject to a CPP and 16% are looked after.
- 25% have been involved in the Family Support Programme, indicating that their families have two or more issues relating to 'mental or physical health, domestic abuse, involvement in crime or antisocial behaviour, children with low attendance at schools or behavioural problems etc.'

Other research has explored factors which can increase a child's vulnerability to sexual exploitation. These include:<sup>11</sup>

- Living in a **chaotic or dysfunctional household** (including parental substance use, domestic abuse, parental mental health issues, parental criminality)
- **History of abuse** (including familial child sexual abuse, risk of forced marriage, risk of honour-based violence, physical and emotional abuse and neglect)
- **Children in care** (especially residential care, and particularly where this is in care homes outside the child's home local authority, distancing them from support networks)
- Learning disabilities
- Young Carer
- Poor mental health
- Recent bereavement or loss
- **Low self-esteem** or self confidence
- **Lacking friends** from the same age group
- Unsure about their **sexual orientation** or unable to disclose sexual orientation

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<sup>11</sup> Scott, S (2001) Barnardo's PHASE project: a case study evaluation. University of Liverpool, Liverpool; Cusick, L (2002) Youth prostitution: a literature review, *Child Abuse Review* 11: 230-251, quoted in Barnados (2011) *Puppet on a string: the urgent need to cut children free from sexual exploitation*; Office of the Children's Commissioner (2013) "If only someone had listened." *Inquiry into Child Sexual Exploitation in Gangs and Groups - Final Report*, Nov 2013; Scott, S (2001) *Barnardo's PHASE project: a case study evaluation*. University of Liverpool, Liverpool; Cusick, L (2002) Youth prostitution: a literature review, *Child Abuse Review* 11: 230-251, quoted in Barnados (2011) *Puppet on a string: the urgent need to cut children free from sexual exploitation*; Office of the Children's Commissioner (2012) "I thought I was the only one. The only one in the world." *Inquiry into Child Sexual Exploitation in Gangs and Groups - Interim Report*, Nov 2012; [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/279189/Child\\_Sexual\\_Exploitation\\_accessible\\_version.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/279189/Child_Sexual_Exploitation_accessible_version.pdf);

- **Gang-association:** either through relatives, peers or intimate relationships or living in a **gang** neighbourhood (in cases of gang-associate CSE only)
- Attending school or being friends with children who are already sexually exploited
- Homelessness
- Living in **hostel, bed and breakfast** accommodation or supported accommodation

#### 4.4 Unaccompanied Asylum Seeking Children (UASC)<sup>12</sup>

CSE is a risk for male and female UASC before, during and after their journeys to the UK. CSE could be used as a means of torture or as a weapon by traffickers, for example.

The profile of CSE in Surrey did not feature any children seeking asylum in the victim cohort, despite Surrey having the third highest number of UASC in the UK<sup>13</sup>. This may be the result of underreporting of the issue amongst this population. Research shows that it is rare for an UASC to disclose sensitive topics such as CSE to social care and health professionals.

After undertaking a workshop with UASC in 2015, Kent Refugee Action Network (KRAN) found that the sexual assaults were common for female UASC entering the UK from Eritrea. During this workshop the children identified the journey through the Sudanese desert as particularly dangerous, whereby traffickers would remove females from trucks and sexually assault and/or kidnap them. This experience is specifically referenced by 8% of female UASC from Eritrea looked after by SCC between January 2014 and July 2015. Notably, 16% of female UASC referenced a similar experience, whereby they were kidnapped by traffickers in the Sudanese desert and were forced to serve the smugglers as domestic servants and/or were beaten in prison camps, but they did not talk about a sexual assault.

#### 4.5 Locations of concern

The joint SCC and Police CSE profile shows that CSE victims in Surrey are largely found in the areas bordering London and the large Surrey towns.

A 2013 study<sup>14</sup> identified locations where children congregate or can be easily accessed by offenders. These include:

- shopping centres
- arcades
- cafés
- areas with no parental supervision

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<sup>12</sup> UASC Needs Assessment (2015) Surrey County Council

<sup>13</sup> This may be because many UASC are placed outside the county and therefore concerns about CSE are not captured on Surrey police records.

<sup>14</sup> If you Shine a Light you will probably find it (2013), NWG

- take-away food outlets
- sheesha (hookah) bars
- alcohol outlets (including corner shops with liquor licences)
- pubs/clubs/hotels
- public parks
- car parks
- public transport hubs
- budget hotels
- taxi ranks.

There has been no detailed profiling to understand the more specific locations of the CSE in Surrey, although some 'hotspots' are known.

The joint SCC and police profiling work found that 20% of victims of CSE had attended a small number of youth centres in the county. However this did not explain whether or how their attendance at the youth centre was associated with their exposure to risk situations.

The joint profile found that 8% of known perpetrators of CSE in report their occupation as a taxi driver.

#### 4.6 Internet and social media

New technologies and social networking tools and platforms, e.g., chat rooms, dating sites or online gaming, can bring new risks and increase the opportunity for offenders to target vulnerable children. Offenders access social media platforms, for example, Facebook and Twitter to identify children whom they can groom.<sup>15</sup>

Technology can facilitate sexual exploitation of children. Where abusive images have been posted on, or shared via the internet, there is little control over who can access them. This can lead to repeat victimisation. The NWG Network 2013 study also identified that GPS technology available for mobile devices can be used to identify the location where a photograph was taken, which may increase the risk to the victim.

CSE can occur through the use of technology without the child realising it. For example, a child or young person is persuaded to post images of themselves on the internet and/or mobile phones. In some cases, the images are subsequently used as a bargaining tool by the perpetrators and threats of violence and intimidation are used as methods of coercion.

Analysis of cases referred to the area Multiagency Exploited Children's Conference's in September found that 29% of cases involved online grooming. This is likely to be an underestimate as recording of data in the early days was less developed than it is now.

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<sup>15</sup> <https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/child-sexual-exploitation/#types-of-exploitation>

#### 4.7 Perpetrators of CSE

The CSE profile identified 64 perpetrators of CSE in Surrey, and showed that:

- 31% of perpetrators were white males aged 21-30 years.
- Only one perpetrator was female.
- 44% were recorded as unemployed, and the next most common occupation was taxi driver or student.
- 95% have a police national computer record showing that they have been charged or convicted of a crime.
- Approximately half are flagged for drug use.
- 31% of perpetrators appear to have mental health issues.
- 26% of the perpetrators were under 19.

Further work is required to understand the backgrounds of perpetrators, and to understand risk factors and patterns of behaviour. It would also be valuable to understand the relationships between victims and perpetrators, and how many perpetrators of CSE have been victims themselves.

## 5 Activity to tackle CSE in Surrey

### 5.1 Structures and governance

Surrey Safeguarding Children's Board (SSCB) has overall responsibility for the county CSE strategy. CSE is one of four targeted priorities for the Board and a CSE strategy group – a subgroup of the SSCB - is responsible for reviewing and updating the strategy and overseeing its implementation.

Multiagency arrangements for tackling CSE in Surrey are managed through the Missing and Exploited Children's Conference (MAECC). There are four area MAECCs, which review work on individual children – scrutinising plans and making recommendations for action. The area MAECCs also have a role in identifying trends and patterns. It is also intended that MAECCs will start to review the responses to individual perpetrators.

There are proposals for a pre-MAECC group which will look at the detail of individual children's plans in more detail.

The four area MAECCs report and are accountable to the MAECC Oversight Group. The oversight group is the operational/strategic interface for CSE. It meets monthly and provides quality assurance to the four area MAECCs. It reports to the CSE Strategy Group.

In addition to this:

- A CSE improvement group coordinates work in response to the area of improvement identified by Ofsted. This group reports to the CSE strategy group and the Children's Improvement Board.
- A multiagency task and finish group has been set up to report to the CSE Strategy group to review the county's online safety strategy and procedures.
- The CSE perpetrator forum sits alongside the MAECCs, and takes responsibility for long term problem solving, management and monitoring of CSE perpetrators.
- Joint Action Groups have responsibility for identifying hotspots for crime and antisocial behaviour and agreeing action to tackle this. This includes action to disrupt activity in CSE hotspots. CIAGs provide a similar function for specific individuals. Both groups are organised at a Borough level.

Agencies' role descriptions taken from Surrey Safeguarding Children's Board website (June 2015) are captured in Appendix 2.

The Surrey Safeguarding Children's Board CSE Strategy<sup>16</sup> is a multiagency strategy which reflects partners' aims to:

- Ensure that effective systems are in place to identify those children at risk of child sexual exploitation including systems for sharing information and intelligence.

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<sup>16</sup> [http://www.surreycc.gov.uk/\\_\\_data/assets/pdf\\_file/0014/20714/SSCB-CSE-Strategy-2015-Final.pdf](http://www.surreycc.gov.uk/__data/assets/pdf_file/0014/20714/SSCB-CSE-Strategy-2015-Final.pdf)

- Ensure that professionals are alert to the heightened risk and collective impact of multiple low risk indicators, including behaviour change, going missing from home/care/education when screening /risk assessing potential victims
- Raise awareness of CSE amongst Children, Carers, Parents, Professionals and Perpetrators to prevent CSE
- Support and promote workforce development across partner agencies
- Partners will work together to effectively protect and safeguard vulnerable children and victims from harm by reducing instances of CSE
- Partners will work together to actively identify, effectively target and bring to justice or disrupt perpetrators
- Adopt a victim centred approach across partner agencies which keeps the young person’s current and future support needs central to safety planning and protection

The SSCB commissioned a CSE audit that was conducted between December 2014 and April 2015.

## 5.2 Mapping Services

The table below shows services relating to CSE in Surrey. These were identified through desk- based research and primary research with stakeholders. This research found that although there are services in place, they are not always evidence-based and there are few services specifically designed or equipped to tackle CSE. There is no clear pathway in place for children who are experiencing CSE.

Services to tackle CSE need not always be CSE specific – indeed children and young people might benefit from accessing services which address a broader range of needs. However we need to be confident that children and young people can access services which are effectively reducing the risks of, and the harm caused by CSE.

The research showed there is no comprehensive database and professionals’ knowledge of services, as well as the collation of information on the services’ availability and capacity is patchy. This could mean that this report has not captured services being delivered. The limited map of CSE Offer means that more needs to be done to improve how professionals are able to sign-post or refer to appropriate support services.

A gap analysis is planned to understand the cost, quality, impact, accessibility, acceptability and sufficiency of services to prevent and tackle CSE in Surrey, and the pathways for children at risk of, or experiencing CSE.

<b>PREPARE</b>	A wide range of work is underway, led by the CSE strategy group, to support improved leadership, governance, and multiagency systems to tackle CSE.
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	<p><b>Workforce development</b></p> <ul style="list-style-type: none"> <li>• PSHE CD programme (Babcock 4s)</li> <li>• Pace (Parents against child sexual exploitation) online training.</li> <li>• Surrey Police training</li> <li>• SSCB’s CSE Online training (level 1), SSCB CSE Awareness training (level 2 and level 3)<sup>17</sup></li> <li>• Health training – CSE is part of the intercollegiate training document.</li> </ul>
<p><b>PREVENT</b></p>	<p><b>Universal Primary Prevention</b></p> <p><u>SSCB partners</u></p> <ul style="list-style-type: none"> <li>• communications campaigns (‘Say Something if you See Something’<sup>18</sup>, ‘Know the warning signs’<sup>19</sup>),</li> <li>• awareness days (in schools, youth clubs, health settings)</li> </ul> <p><u>Schools / Babcock 4S</u></p> <ul style="list-style-type: none"> <li>• Personal Social and Health Education, including delivery of Relationship and Sex Education (RSE) and the Social and Emotional Aspects of Learning Programme. The SEAL programme is implemented across primary and secondary schools and promotes the development of social and emotional skills such as self-awareness, self-regulation (managing feelings), motivation, empathy, and social skills. This is complimented by the Targeted Mental Health Promotion Service, intended to improve the emotional wellbeing and mental health of 5 to 13 year olds by tackling problems more quickly, working preventatively and intervening at an earlier stage. TAMHS is delivered by Primary Mental Health Workers and CAMHS School Nurses in Surrey.</li> <li>• Newsletters for parents and parent training sessions in some schools</li> <li>• Assemblies run by the NSPCC Childline Schools Service</li> <li>• Chelsea’s Choice – 40 minute play followed by 20 minute interactive session during which the cast members talk with the children, expand upon the issues explored in the play and answer any questions or concerns that they might have. A new play focussed on boys is about to be launched.</li> <li>• Youth Support Service -YSS has developed and delivered and continues to deliver a range of RSE, CSE and healthy relationships training and has around CSE 20 champions. YSS also has a cohort of trainers able to deliver the PACE working with parents as partners training</li> </ul>

<sup>17</sup> [http://www.surreycc.gov.uk/\\_data/assets/pdf\\_file/0005/58244/CSE-multi-agency-training-pathway-2015.pdf](http://www.surreycc.gov.uk/_data/assets/pdf_file/0005/58244/CSE-multi-agency-training-pathway-2015.pdf)

<sup>18</sup> <http://www.stop-cse.org/saysomething/>

<sup>19</sup> <http://www.surreycc.gov.uk/social-care-and-health/childrens-social-care/protecting-children-from-harm/child-sexual-exploitation-protecting-surreys-vulnerable-children>

	<ul style="list-style-type: none"> <li>• Housing Services</li> <li>• Domestic Abuse Awareness Training</li> </ul>
<b>PROTECT</b>	<p><b>Secondary Prevention</b></p> <p><u>SCC</u></p> <ul style="list-style-type: none"> <li>• Children’s Services (including Referral Assessment and Intervention team, Child Protection team, Looked After Children team, Care Home team)</li> <li>• Family Support Programme Teams</li> <li>• Youth Support Services (Services for Young People)</li> </ul> <p><u>VCFS</u></p> <ul style="list-style-type: none"> <li>• Youth Support Services &amp; community youth work service (Services for Young People) 1-1 and groupwork interventions for YP (male and female) at risk of / involved in CSE, alongside wider healthy relationships work / RSE etc</li> <li>• Sliding Doors (YSS) – 8 - 12 week group programme usually delivered to girls 14-18yo. Available across the county, led by YSS but becoming more of a multi-agency offer– address underlying issues for CSE and help YP avoid risks. Has been delivered to boys, but lacked referrals.</li> <li>• Eikon charity – Youth Specialist Programmes in 4 schools, Weybridge Youth Centre, ‘Take Control’ 6 week course for 14-16 year olds delivered in 7 schools.</li> <li>• Guildford Diocese – Missing Person Return Interview for looked after children in Surrey (a new return home service is currently being commissioned for all children who go missing in Surrey and a 20 mile radius outside the county).</li> <li>• Get Wise - welfare benefits information, advice and support service in Surrey.</li> <li>• Crime Stoppers</li> <li>• Catch 22 24/7 substance misuse service</li> </ul> <p><u>Community Safety</u></p> <ul style="list-style-type: none"> <li>• Surrey Police</li> </ul> <p>Multi-Agency Safeguarding Hub</p> <p>Multiagency Exploited Children’s Conference</p> <p><b>Tertiary help</b></p>

	<ul style="list-style-type: none"> <li>• WISE worker – CSE specific worker for YP up to 25 [not in post currently]. This role is to provide practical and emotional 1:1 help around minimising risky behaviours and any safeguarding needs and to help children to recognise themselves as victims. Can also offer consultation and training with professionals.</li> <li>• Surrey Women’s Centre – crisis support and counselling for women and their families</li> <li>• Catch 22 – substance misuse charity supporting children Surrey wide</li> <li>• Youth Support Services (Services for Young People) 1-1 and groupwork interventions for YP (male and female) at risk of / involved in CSE, alongside wider healthy relationships work / RSE etc</li> </ul>
<p><b>PROVIDE.</b></p>	<p><b>Quaternary help – providing therapy to reduce long term harm</b></p> <ul style="list-style-type: none"> <li>• <i>Guildford Rape and Sexual Abuse Support Centre (RASASC)</i> offers counselling for 16+ yo who experience rape or sexual abuse. It is not CSE specific. It currently employs three ISVAs (Independent Sexual Violence Advisor). They also employ a youth counsellor who works with 13-17 year olds with complex needs and can see 3 clients at a time, for up to 2 years.</li> <li>• The <i>Surrey Sexual Assault Referral Centre (SARC)</i>, The Solace Centre, is based in Cobham. This provides a service for all adults and children that have been sexually assaulted. Funded jointly by police and NHS England and run by a private provider (care UK) , and recently secured NHS England funding for a Young Person’s Advocate / Child ISVA post (0-18 years).</li> <li>• STARS (sexual trauma assessment recovery and support) Team.</li> <li>• CAMHS targeted and specialist services for children with mental health difficulties.</li> <li>• Family Matters – counselling for sexually abused children &amp; family (Surrey wide)</li> <li>• Heads Together (YMCA East Surrey) – counselling for children and young people (14-24) on issues including CSE</li> <li>• Open House Counselling (YMCA Guildford) – counselling for young people (11-25) on issues including CSE</li> <li>• Community Mental health recovery Service – for adults with severe or enduring mental ill-health</li> <li>• HOPE – day service for YP with specialist mental health needs (not CSE specific).</li> <li>• Private counsellors</li> </ul>

	<ul style="list-style-type: none"> <li>• Generic youth counselling: <i>NHS Youth Counselling Service</i> (12-24 yrs old) provided by Virgin Care and <i>STEPS Youth Counselling</i> (Surrey Care Trust) based in Woking for 16-25 year olds.</li> <li>• Sexual health services provided by Virgin, ASPH and Frimley across surrey, including young people’s sexual health worker and community contraception clinic in Cobham.</li> <li>• Youth Support Services (Services for Young People) 1-1 and groupwork interventions for YP (male and female) at risk of / involved in CSE, alongside wider healthy relationships work / RSE etc</li> </ul>
<p><b>PURSUE</b></p>	<p><b><u>Services for Perpetrators</u></b></p> <ul style="list-style-type: none"> <li>• Assessment Consultation Therapy team (ACT) – referred through by Children’s Services, for young people with sexually harmful behaviour</li> <li>• Stop it Now! – support for perpetrators (Surrey wide), run by Lucy Faithfull Foundation</li> <li>• SWAAY – for young males with sexually harmful behaviour (Reading)</li> </ul>

In addition to the services listed here, there are additional national services offering advice and support for children, parents, carers and professionals. These are listed at Appendix 3.

### 5.3 Children and young people’s sexual assault needs assessment findings

The draft Surrey Children and Young People’s sexual assault needs assessment describes the services in place to respond to incidents of sexual assault. None of these services are specifically designed to support victims of CSE, but they will be able to offer important support to children and young people who have experienced sexual assault as part of CSE.

The draft needs analysis found that there are well established services to respond to sexual assault: the SARC in Cobham is a hub for services and therapeutic provision is offered via the STARs service and RAASAC for older young people. Key findings from the draft report included:

- The service model for young people’s sexual assault services is relatively robust.
- There are increasing numbers of young people entering the service, although there are potential barriers and failings in the pathway.
- A substantial and concerning number of children and young people who report rape to the police do not access support services.
- Training and communications activity is required to ensure that stakeholders support the care pathway and ensure that victims get the support that they need.

## 6 Areas for improvement:

### 6.1 Findings from inspection and review

With the increased national focus on CSE, Surrey County Council and its partners have been subject to closer inspection on how the authority and the Local Safeguarding Children Board deal with CSE. In June 2015, Ofsted's Report on Surrey County Council's Children's Services (June 2015)<sup>20</sup> identified a number of areas of improvement around CSE. Other reviews have also produced recommendations for improvement which are summarised here.

#### **PREPARE – System wide issues**

##### **Leadership and Governance**

Ofsted's report on Surrey Safeguarding Children's Board (August 2015)<sup>21</sup> stated that the SSCB needed to strengthen its leadership and scrutiny role "developing the strategic statement, action plan and action plan activities so that they better integrate information about child sexual exploitation and children missing from home, care or education, are underpinned by clear impact measures and fully reflect the expectations of current statutory guidance."

##### **Systems**

Ofsted reported that Surrey's performance management and quality assurance arrangements do not support the effective monitoring of child in need cases, missing episodes and children at risk of child sexual exploitation. This has resulted in trends and patterns not being effectively analysed to drive improvement.

The work undertaken to create a profile of CSE in Surrey also found some data inconsistency and recording issues

##### **Workforce**

Ofsted also recommended that more should be done to ensure that professionals have the necessary skills to recognise risk factors and to act effectively on alerts to risk.

#### **PROTECT**

Ofsted reported that the service arrangements for children and young people known or at potential risk of child sexual exploitation in Surrey are underdeveloped and do not provide for a coordinated response to adequately support or protect this vulnerable group of young people. Inspectors observed that the arrangements for identifying and reducing risk in child sexual exploitation cases are underdeveloped with a lack of understanding of the potential

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<sup>20</sup>

[http://reports.ofsted.gov.uk/sites/default/files/documents/local\\_authority\\_reports/surrey/053\\_Single%20inspection%20of%20LA%20children%27s%20services%20as%20pdf.pdf](http://reports.ofsted.gov.uk/sites/default/files/documents/local_authority_reports/surrey/053_Single%20inspection%20of%20LA%20children%27s%20services%20as%20pdf.pdf)

<sup>21</sup>

[http://reports.ofsted.gov.uk/sites/default/files/documents/local\\_authority\\_reports/surrey/054\\_Single%20inspection%20of%20LA%20children%27s%20services%20and%20review%20of%20the%20LSCB%20as%20pdf.pdf](http://reports.ofsted.gov.uk/sites/default/files/documents/local_authority_reports/surrey/054_Single%20inspection%20of%20LA%20children%27s%20services%20and%20review%20of%20the%20LSCB%20as%20pdf.pdf)

links between missing episodes and child sexual exploitation; consequently, alerts and escalating risk factors are not always effectively identified or monitored.

## **PROVIDE**

### **Sexual Violence Services**

The CITADEL report on Young Victims of Crime (commissioned by OPCC) (2014) <sup>22</sup> found that current services for young victims of crime are limited. The report focused in two key areas: sexual violence and domestic abuse, both of which are priority areas identified in the Surrey Police and Crime Plan. The report found a shortfall in specialist services for victims of rape and sexual assault. There is no specialist provision for victims of CSE in Surrey.

### **Youth counselling**

Counselling is an integral part of the specialist services for victims of sexual exploitation. There are long waiting lists and no stand-alone counselling services for young victims of crime. Surrey Police highlighted one-to-one counselling as a “massive gap” for young victims.

## **6.2 Improvement work**

In response to the Ofsted inspection, Surrey County Council developed a Children’s Improvement Plan, including a number of actions relating to CSE.

The CSE workstream of the Improvement Plan includes a range of actions:

### **Developing multiagency arrangements**

- Developing the missing and exploited children’s conference (MAECC)
- Establish protocols and lines of communication to identify ‘hotspots’ and potential offenders
- Establish integrated partnership data, recording and clear reporting arrangements on CSE
- Develop a multiagency training offer

### **Prevention activity**

- Agree a tier 2 information sharing protocol
- Develop an agreed data set to form a strategic profile of CSE.
- Put in place systems to enable cross-referencing of data.
- Review and implement the e-safety strategy and training offer

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<sup>22</sup> TBC

- Roll out refreshed safeguarding guidance to schools

**Protection activity**

- Put in place regular monitoring procedures for all children at risk
- Agreeing a framework for commissioning therapeutic services
- Develop an awareness raising campaign
- Ensure data on children who go missing is integrated
- Providing regular reports to SSCB on children who go missing
- Developing a service for children who go missing to receive a return interview
- Reduce out of area placements

**Prosecute**

- Agree consistent procedures for vetting and licensing premises and taxis and revoking licenses.

All of these actions are already underway and some have been completed.

## 7 Stakeholder's Views

To inform this needs assessment, stakeholders in Surrey were consulted via an online survey, face to face meetings and roundtable event. Agencies involved included: health providers, the voluntary, community and faith sector, Surrey Police, prisons in Surrey, Surrey Probation Service, Surrey districts and boroughs, Surrey schools and learning partnerships, housing associations and acute hospitals. More detail on methodologies and attendees are outlined in Appendix 4. Key messages from stakeholders are outlined here.

### PREPARE

#### Effective Systems

- Nearly half of the survey respondents to the survey fed back that their agency does not record cases of children and young people at risk of CSE. For those that do, they will share this information with the police, children's services, youth support services, the safeguarding lead for D&B, CAMHS and/or the NSPCC. Only one respondent said they may share this information with parents.
- It was noted that there are cross border issues with services out of Surrey being less responsive. There is a lack of influence in other areas with both police and local authorities.
- Survey respondents felt that on the whole, the voice of children and young people is heard and listened to by professionals, through asking them about their wishes and feelings.

#### Workforce

- Stakeholders raised issues about awareness of CSE amongst professionals and a need for further training.
- Positive feedback was given regarding training run by Maria Edwards in Surrey Police on CSE and what professionals should be looking out for (SSCB Awareness Training). This was also identified during the QA / SSCB audit that took place between December 2014 and April 2015.
- Over 75% of respondents stated that their agency does not have a CSE champion. For those that do, CSE champions across different agencies adopt a similar role in terms of cascading information, raising awareness, attend forums to meet with other CSE champions.
- Respondents fed back that they do not have enough support from their agency when working with victims of CSE.
- There are gaps in training for non statutory organisations on what to look out for (including the 'night time' economy e.g. taxis, take away outlets, hotels).

- It was recommended that professionals supporting looked after children should continue to be trained in identifying the possible risk of exploitation, what needs to happen next and who should be involved.
- Stakeholders also recommended that the risks of exploitation posed by older boy friends or girl friends, including looking out for gift giving should be highlighted in training for professionals.
- It was agreed that awareness of CSE for boys needs to be raised with senior stakeholders and cascaded. A culture change is needed to recognise boys as victims.

## **PREVENT**

### **Universal Primary Prevention**

- A number of respondents highlighted gaps in support for parents/ carers, both in terms of parenting to spot the signs of CSE vs. adolescent behaviour and what might happen if their child has experienced CSE.
- The dangers of exploitation through the internet, in particular social networking sites, should also be highlighted to professionals, young people and their families.
- Chelsea's Choice was recognised to be a positive intervention for children, although it was not offered in all schools.
- It was observed that there needs to be more work on adjusting young people's understanding of what is ok and what is not, it was noted that pornography is a factor in distorting what understood to be healthy in a sexual relationship.

### **Selective Primary Prevention**

- Survey respondents argued that vulnerabilities of those at risk of CSE should also be considered, for example children who live in a dysfunctional household, unsure about their sexual orientation, not having friends in the same age group, low self esteem/ confidence.
- It was agreed that the emphasis needs to be on prevention for vulnerable children.
- It was recognised that there needs to be awareness raising and support for those with a Special Educational Need.

## **Insights from Children**

The CSE audit 2015, conducted by Surrey Children's Services Quality Assurance Team, included research with six young people through the Sliding Doors project. The children had

a good understanding of what was meant by Sexual Exploitation. When asked what help other children at risk of CSE might need, the response included:

- more awareness groups,
- more targeted assemblies in secondary schools,
- a safe place / family, and
- more support groups like Sliding Doors.

Surge research for Surrey Safeguarding Children's Board included a survey of 13-19 year olds in Surrey to better understand their awareness of sexual exploitation online, and their typical online behaviour. The survey found mixed understanding of risky behaviour amongst the young people. It also revealed that most young people valued speaking to their parents and carers, and would do so if they perceived themselves to be in a risky situation.

## **PROTECT**

- Stakeholders reported that the CSE specific service- sliding doors – only works with females and there is no similar service for males. In fact, Sliding doors could work with boys, but there have been insufficient referrals of boys to make a group viable. YSS is about to pilot a boys group to look at topics such as healthy relationships, male identity etc.
- Stakeholders reported that there is not enough data to identify hotspots. Hotspots are wherever young people hang out – it is seasonal. Exploiters know this too and will be one step ahead.
- From a Police perspective, there is growing intelligence relating to organised groups/gangs though it is suspected that groups/gangs involved with CSE may also have involvement with drug dealing.
- It was noted that professionals need to be more sensitive when communicating with parents and carers about risk of CSE / that CSE has happened. There also needs better communication between agencies who are supporting a child, young person and their family where there is a risk of CSE or CSE has occurred, including information about the process following a report of CSE is needed, so they understand what will happen next.
- Some providers have queried the change in the MAECC structure and it is unclear how they can feed into it now the membership has changed.

## **PROVIDE**

- There is currently no coordinated framework for the commissioning or delivery of specialist CSE services.

- Gaps in service provision include:
  - family support,
  - mental health and support post court case,
  - awareness raising and support for parents/ carers,
  - services for boys,
  - support for children with special needs/ learning difficulties.
  
- There is a need to link up planning around CSE with planning a response to children and young people who display harmful sexual behaviour. Surrey (through YSS and SCS/ACT) is part of the NSPCC's pilot of a national framework, which provides an opportunity to link these issues.

## **PURSUE**

- It was observed that the unknown of 'what happens now after disclosure' is very scary for young people when they have been threatened with abduction/murder/harm to those close to them or perhaps explicit images being published. There needs to be a process that is clear for young people on what happens after they disclose.
- It was felt that more should be done to ensure support is in place for young people and their families when their case is progressing through to prosecution and in instances when it is not progressing to court.
- The young witness support programme was seen as a good referral pathway into therapy for boys. Also it was raised that those with harmful behaviour who are referred to ACT can then go on to disclose information about their own abuse.

## 8 Recommendations

### 8.1 Further understanding

This report contains headline findings about the needs for services to tackle CSE in Surrey, but more detailed work is required to develop a thorough needs analysis to inform commissioning and service provision. This includes:

- The development of an outcomes framework, containing measurable outcomes which will enable us to monitor the effectiveness of efforts to tackle CSE across the system in Surrey, and can be drawn from to measure the impact of specific service provision.
- Further analysis to understand the nature and scale of CSE, and what needs to be done to reduce harm to children. Including:
  - Analysis of key risk factors for CSE across the population.
  - Research to estimate the nature and prevalence of CSE which may not be known to the authorities.
  - Detailed ‘deep dives’ into cases to understand more about the nature of CSE and the common factors that lead to children in Surrey becoming at risk, and the action that might be taken to reduce risk, and the support that children require after abuse has occurred.
  - Research with children to understand their needs, particularly after experiencing CSE.
  - Analysis of current and future trends.
- Further work to understand the cost, quality, impact, accessibility, acceptability and sufficiency of services to prevent and tackle CSE in Surrey, and the pathways for children at risk of, or experiencing CSE.
- A gap analysis to understand the gap between levels of need and current service provision.
- Further stakeholder engagement including meaningful engagement with children to inform future needs analysis and commissioning.

### 8.2 System wide improvements

There is a range of work that needs to take place across the system in Surrey to support efforts to tackle CSE including work to improve leadership and governance, multiagency working and workforce capacity. This work is already underway as part of the CSE strategy group’s action plan and the children’s improvement plan, so no further recommendations are made here.

### 8.3 Recommendations for commissioning and service provision

There is work already underway to address gaps in services for CSE including expanding the return home interviews for all children who go missing and recruitment of a WiSE worker. The findings of this report suggest that there would be a benefit of the following activities:

Area	Suggested Action
<p><b>PREVENT</b></p> <p><b>Universal Primary Prevention</b></p> <p><b>Selective Primary Prevention</b></p>	<p><b>Increasing resilience</b></p> <p>Understand the nature and prevalence of vulnerabilities which make children more susceptible to CSE and conducting an audit of upstream activity to address these (eg. Early help services).</p> <p><b>Increasing knowledge and skills</b></p> <p>Evaluate the reach and impact of current education provision relating to CSE, including Chelsea’s Choice and identify how best to improve impact and coverage.</p> <p><b>Enabling parents</b></p> <p>Evaluate the reach and impact of current communications and training activity for parents and explore the potential for increasing activity in this area.</p> <p><b>Involving communities and making safer spaces</b></p> <p>Research best practice in wider community involvement to tackle CSE and identify priorities for action.</p> <p><b>Targeted education and support</b></p> <p>Identify the additional education and support required to build skills and awareness amongst children at higher risk of CSE, such as looked after children, those with disabilities and those in BME communities.</p>
<p><b>PROTECT</b></p> <p><b>Secondary Prevention</b></p> <p><b>Tertiary Action</b></p>	<p><b>Appropriate and effective support services</b></p> <p>Research best practice in working with children at high risk of CSE and work with CYP to identify their needs. Evaluate the effectiveness and sufficiency of current specialist provision (eg. Sliding doors and Wise) for ALL victims of CSE (male and female) and identify priorities for future provision.</p> <p>Develop clear pathways of support for CYP at risk of/experiencing CSE.</p> <p><b>Support for parents</b></p> <p>Identify best practice in supporting parents whose</p>

	children are at high risk of, or involved in CSE and scope possible provision for Surrey.
<b>PROVIDE</b> <b>Quaternary Action</b>	<p><b>Therapeutic support to map long term harm</b></p> <p>Undertake research, including consultation with CYP to better understand needs for therapeutic support. Map current support to identify gaps in service provision and identify priorities for action.</p> <p>Develop clear pathways of support for CYP who have experienced CSE.</p>
<b>PURSUE</b>	<p><b>Support for young witnesses</b></p> <p>Understand the reach and accessibility of current young witness support and identify if this is sufficient to meet need.</p> <p><b>Perpetrator interventions</b></p> <p>Evaluate the reach and impact of current provision to reduce risky behaviour amongst perpetrators for CSE and identify priorities for action.</p>

## 9 Appendices

### Appendix 1: Summary of findings and recommendations from national reports

**Jay Report (2014) Independent Inquiry into Child Sexual Exploitation in Rotherham (1997 – 2013)**<sup>23</sup>: The extent of CSE was unrecognised by the authorities. Key areas for recommendations for improved identification and support for CSE cases included reference to:

- Risk assessments,
- Looked After Children,
- Outreach and accessibility,
- Joint CSE team,
- collaboration with CYP,
- ongoing work with victims,
- post abuse support,
- quality assurance,
- minority ethnic communities,
- issue of race and Serious Case Reviews.

The Jay report also summarises recommendations from previous reports, including “If only someone had listened” – Office of Children’s Commissioner (2013):<sup>24</sup> The report includes recommendations around:

- Every Local Safeguarding Children Board (LSCB) should review their strategic and operational plans and procedures against the seven principles, nine foundations and **See Me, Hear Me Framework** in this report, ensuring they are meeting their obligations to children and young people and the professionals who work with them. Gaps should be identified and plans developed for delivering effective practice in accordance with the evidence. The effectiveness of plans, procedures and practice should be subject to an ongoing evaluation and review cycle.
- There need to be nationally and locally agreed information-sharing protocols that specify every agency’s and professional’s responsibilities and duties for sharing information about children who are or may be in need of protection. At the local level,

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<sup>23</sup> [http://www.rotherham.gov.uk/downloads/file/1407/independent\\_inquiry\\_cse\\_in\\_rotherham](http://www.rotherham.gov.uk/downloads/file/1407/independent_inquiry_cse_in_rotherham)

<sup>24</sup> <https://www.childrenscommissioner.gov.uk/publications/if-only-someone-had-listened-inquiry-child-sexual-exploitation-gangs-and-groups>

this must be led by LSCBs. All member agencies at both levels must be signatories and compliance rigorously monitored.

- Problem profiling of victims, offenders, gangs, gang-associated girls, high-risk businesses and neighbourhoods and other relevant factors must take place at both national and local levels.
- Every local authority must ensure that its Joint Strategic Needs Assessment includes evidence about the prevalence of CSE, identification and needs of high-risk groups, local gangs, their membership and associated females. This should determine commissioning decisions and priorities.
- Relationships and sex education must be provided by trained practitioners in every educational setting for all children. This must be part of a holistic/whole-school approach to child protection that includes internet safety and all forms of bullying and harassment and the getting and giving of consent.

**Department of Health (January 2014) ‘Health Working Group report on child sexual exploitation’<sup>25</sup>:** The report made eleven recommendations covering the identification and treatment of victims; training and e-learning; the co-ordination of services; commitment to multi-agency teams and the role of school nurses.

**Ofsted (November 2014) ‘The sexual exploitation of Children: It couldn’t happen here, could it?’<sup>26</sup>** The report inspected eight authorities and found weaknesses in Local Safeguarding Children’s Boards (LSCBs) leadership, disjointed partnership action and not enough specific training on child sexual exploitation. The recommendations covered areas including:

<ul style="list-style-type: none"> <li>• Managers’ oversight of cases</li> <li>• Return interviews for every child gone missing</li> <li>• Schools and local authorities cross-reference information about absences</li> <li>• Targeted programme for LAC</li> </ul>	Local authorities
<ul style="list-style-type: none"> <li>• CSE action plan and progress tracking</li> <li>• Proactive information sharing across partners</li> <li>• CSE assessment tools</li> <li>• Therapeutic support</li> </ul>	Local authorities & partners

<sup>25</sup> <https://www.gov.uk/government/publications/health-working-group-report-on-child-sexual-exploitation>

<sup>26</sup> <https://www.gov.uk/government/publications/sexual-exploitation-of-children-ofsted-thematic-report>

<ul style="list-style-type: none"> <li>• CSE victims voice informs local services and strategies</li> <li>• Lasting and trusting relationships between professionals and CYP</li> <li>• Raising awareness at local schools</li> </ul>	
<ul style="list-style-type: none"> <li>• Oversee, review and challenge on CSE action plan progress</li> <li>• Robust child protection procedures</li> <li>• Threshold of needs document</li> <li>• CSE training availability and impact</li> <li>• CSE information in performance framework</li> </ul>	LCSB

**HM Government (March 2015) Working Together to Safeguard Children:**<sup>27</sup> LSCBs should conduct regular assessments on the effectiveness of Board partners’ responses to child sexual exploitation and include in the report information on the outcome of these assessments. This should include an analysis of how the LSCB partners have used their data to promote service improvement for vulnerable children and families, including in respect of sexual abuse. The report should also include appropriate data on children missing from care, and how the LSCB is addressing the issue. Where the LSCB has a secure establishment within its area, the report should include a review of the use of restraint within that establishment and the findings of the review should be reported to the Youth Justice Board.

Besides recent reports, government published **statutory guidance** on the subject in 2009.<sup>28</sup> The guidance states that the ultimate aim for any local strategy must be to prevent children and young people from being exploited in the first place. This is to be achieved by awareness raising and preventative education, targeted prevention with at risk groups (LAC, children absent from education / not receiving suitable education, children gone missing, children with mental health issues or with substance misuse issues, children with disabilities / special needs) and with professionals that work at locations of concern, Police and Health prevention work.

### **Ofsted Thematic Report**

CSE has been recognised by Ofsted to be a common weakness amongst local authorities that had inadequate inspection results including Surrey. Key issues that were prevalent in most poorly performing local authorities are:<sup>29</sup>

<sup>27</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/419595/Working\\_Together\\_to\\_Safeguard\\_Children.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419595/Working_Together_to_Safeguard_Children.pdf)

<sup>28</sup> HM Government (2009) Safeguarding Children and Young People from Sexual Exploitation, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/278849/Safeguarding\\_Children\\_and\\_Young\\_People\\_from\\_Sexual\\_Exploitation.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/278849/Safeguarding_Children_and_Young_People_from_Sexual_Exploitation.pdf)

<sup>29</sup> Ofsted (2015) Common weaknesses from LA inspections with a judgement of inadequate – summary

- Missing children are not consistently safeguarded because they do not always receive:
  - a coordinated response from authorities involved; for example, in one local authority the police are not routinely informing children’s services of missing episodes
  - an effective return home interview.
- Local authorities do not consistently evaluate the outcomes from return home interviews to assess any emerging patterns and trends.
- Protecting children at risk of potential child sexual exploitation is not strong enough due to lack of:
  - strong strategic planning within local authorities and between partners about their response to child sexual exploitation
  - sufficient focus on disruption activity
  - consistent use of child sexual exploitation screening tools by social workers
  - good quality training for practitioners that support these young people.

A BME event in May 2015 in Glasgow on radicalisation and CSE collected following views from young people:

- more work was required to educate both children and their parents on exactly what CSE is and how it can be prevented. Aside from the **cultural barriers to addressing CSE** in minority ethnic communities, many young people felt that a **lack of knowledge** was the main impediment. “We cannot expect communities to talk openly and sensitively about CSE if they do not have an awareness of exactly what it is”
- education was required was to **increase understanding of social media amongst parents**. Several young people spoke about their own parents’ lack of knowledge about social media and expressed concern about how this translated into a lack of awareness about the potential dangers children are exposed to online”<sup>30</sup>

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<sup>30</sup> <https://youthlinkscotlandblog.wordpress.com/2015/06/23/radicalisation-and-child-sexual-exploitation-are-issues-for-us-all/>

## Appendix 2: Agency roles and responsibilities

The following agencies role descriptions are taken from Surrey Safeguarding Children's Board website (June 2015).

<b>LSCB (from working together 2013)</b>	'All LSCBs should assume that it is an issue in their area. Even in areas where there is no apparent, clear evidence of CSE, the guidance is relevant in the context of awareness raising and preventative education'
<b>Children's Services</b>	Surrey Children's Services have the lead responsibility for responding to children and young people at risk of, or abused through sexual exploitation and should act in accordance with their responsibilities under the Children Act 1989. These include ensuring that the needs of all children and young people who are involved in, or are at risk of, being sexually exploited are assessed and that appropriate multi-agency engagement and appropriate interventions are undertaken.
<b>Youth Support Services (Services for Young People)</b>	<p>The role of Leisure, Youth, Careers and Community Services staff in relation to children abused through sexual exploitation is primarily in the prevention, recognition and referral stages.</p> <p>Services should ensure that their staff receive appropriate training so that they are equipped, alert and competent to identify and act upon concerns that a child is vulnerable to, at risk of, or experiencing abuse through CSE.</p>
<b>The Police</b>	The priority for the police is the investigation and prosecution of offenders who have been involved in abusing children and young people through sexual exploitation. The focus will be to concentrate on securing evidence against those suspected of exploiting children and young people. The police will support the child or young person throughout any prosecution.
<b>Education</b>	Staff in schools, further education colleges and other education establishments are uniquely placed to recognise and refer children who are abused through CSE. They are also in a position to support children to reduce their vulnerability to and risk of sexual exploitation and to support abused children to recover. School staff should be alert and competent to identify and act upon concerns that a child is vulnerable to, at risk of, or experiencing abuse through CSE.
<b>Health Services</b>	As most health provision is provided universally, health professionals may often be the first to be aware that a child may be vulnerable to, at risk of or abused through CSE. These children may be in contact with a range of services, including sexual health services, advice and counselling, CAMHS, substance misuse services and accident and emergency services.

	<p>Health professionals should be alert and competent to identify and act upon concerns that a child is vulnerable to, at risk of, or experiencing abuse through CSE.</p>
<p><b>Voluntary, Community and Faith Sector (VCFS) Services</b></p>	<p>By working in partnership with statutory bodies, voluntary agencies are able to offer services which help young people understand the grooming process and raise awareness of risks and the implications of risk taking behaviour.</p> <p>There is a wide range of specialist and other voluntary and community agencies and groups who might be well placed to identify children who are at risk of, or are experiencing abuse, through CSE.</p>

### Appendix 3: National services and helplines

#### National helplines, websites and services:

- Ask UK app – advice on sexual health, also signpost to CSE support
- Childline – support for CYP with issues, including CSE
- Crime Stoppers – report CSE
- MOSAC – for parents of sexually abuse children (nationwide helpline)
- NAPAC – support & information for children recovering from CSE
- NSPCC helpline – for professionals
- Pace – support for parents / carers helpline
- Rape Crisis – support for all victims of rape and signposting
- Runaway Helpline – support for children thinking of running away or gone missing
- [‘Say Something’](#) –helpline / email advice & signposting for CYP at risk of CSE
- SupportLine – support for CYP by post, email, phone

#### National umbrella agencies:

- [Child Exploitation and Online Protection Centre](#) – works with other agencies to protect CSE
- [ECPAT](#) – provides training, policy development, research against trafficking and transnational sexual exploitation
- Internet Watch Foundation – works with online industry, Police and international agencies to prevent CSE online
- Survivors Trust - national umbrella agency for over 135 specialist rape, sexual violence and childhood sexual abuse support organisations

#### Other websites:

- ThinkUKnow.co.uk – information about online child safety for children, parents and professionals

## Appendix 4: Methodology of stakeholder engagement

In September 2015, an online survey was emailed to over 200 stakeholders and 3 face to face meetings took place with professional stakeholders. All of these professionals were identified through a mailing list provided by Surrey's Children's Services Quality Assurance Team who carried out a CSE audit for the Surrey Safeguarding Children's Board in 2014/15, through contacts in Public Health and district and borough community partnership teams. Survey recipients were also asked to share the survey with any of their colleagues who may be able to provide some input.

After three week field time, 82 responses were received from a range of agencies: health providers, the voluntary, community and faith sector, Surrey Police, prisons in Surrey, Surrey Probation Service, Surrey districts and boroughs, Surrey schools and learning partnerships, housing associations and acute hospitals.

The Office of the Police and Crime Commissioner organised a round table event for the Voluntary Sector and front line CSE and Sexual Abuse services in May 2015 to discuss CSE in Surrey.

The round table focussed on the following:

- MAECC – list of children and young people in Surrey at risk / victims of CSE
- Hotspots
- Model of Exploitation
- Perpetrator Focus
- Victim Focus
- Social Media
- Mechanism for sharing information

The event was attended by the following organisations:

- Assessment Consultation Therapy Service
- Children & Young Peoples Services, SABP NHS Trust
- Diocese of Guildford
- East Surrey Domestic Abuse Service (ESDAS)
- NHS/CCG
- Office of the Police and Crime Commissioner for Surrey
- Rape and Sexual Assault Support Centre
- SCC Children's Social Care and Wellbeing Commissioning
- Sexual Trauma, Assessment, Recovery and Support (STARS) service
- Solace Centre - SARC
- Surrey Police

- Surrey Safeguarding Children's Board
- Women's Support Centre
- YMCA Downslink Group
- Youth Support Service