Interventions Services

Guide for staff on working with perpetrators of Child Sexual Exploitation.

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Introduction
This is intended to be a guide to assist those in probation or prisons who are working with individuals who have committed offences of Child Sexual Exploitation (CSE).

What is Child Sexual Exploitation?
Child sexual exploitation involves the sexual abuse of children and young people. It involves:

- Exploitative situations, contexts and relationships where young people (or a third person(s)) receive ‘something’ (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money etc.) as a result of performing, and/or others performing on them, sexual activities.
- Child sexual exploitation can occur through the use of technology without the child’s immediate recognition, for example by persuading them to post sexual images on the internet/mobile phones with no immediate payment or gain.
- Those exploiting the child/young person 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 is characterised in the main by the child or young person's limited availability of choice resulting from their social, economic and/or emotional vulnerability.
- Often, but not always, CSE can involve individuals making financial gain from the sexual abuse of children. This may involve, for example, selling child victims to other abusers for sexual purposes, making money from indecent images of children, and so on.

It is worth noting that at the time of writing (February 2016) the Home Office is consulting on a revised definition of CSE. When this has been agreed this document will be updated.

What are CSE offenders convicted of?
There is now a new offence of child sexual exploitation, as the Serious Crimes Act 2015 changed the wording of the SO Act 2003 to be ‘Abuse of a child through sexual exploitation’ in place of ‘through prostitution and pornography’ although the definition of the offence has not changed. As this only covers CSE for financial gain/advantage, it doesn't cover all forms of CSE as defined above.


Perpetrators of CSE may also be convicted of any of a wide range of other offences. Some examples are:

- Sexual assault of children
- Kidnap
- Violence
- Drug related offences
- Causing or inciting children to take part in sexual activity
- Engaging in sexual activity in the presence of a child
- Causing a child to watch a sexual act
- Sexual activity with children
- Abduction
- Causing, controlling or inciting child prostitution
- Paying for sex with a child.

This is not an exhaustive list. Also, those with convictions for the above offences will not necessarily have committed them for the purpose of CSE. It is therefore for practitioners to identify whether CSE was a factor in any particular situation.

What are the different types of CSE?
CSE can take several different forms. These may include:

- Group based CSE, in which two or more people come together to exploit and abuse children. Generally group based exploitation involves adults exploiting children in return for goods such as accommodation, money, alcohol, drugs or other goods. Such groups may target residents of children's homes, or other vulnerable children, but this is not always the case. These groups may previously have been referred to as 'paedophile rings'. Children may or may not be identified for the purpose of group based CSE through on-line grooming.
- Gang based sexual exploitation, based in organised gangs of young people in which boys and young men to exert power and control over girls and young women. This can take a number of forms including: the use of sex to initiate girls into the gang, provision of sex in return for status or protection, sexual assault as a weapon in conflict with other gangs, sexual assault to 'set up' rival gang members.
- Institutional abuse. This is a form of group based exploitation that is centred on particular institutions such as children's homes.
- Ritual abuse. This is another form of group based exploitation in which children are abused as part of a form of ritual. Such rituals can be based on unusual or supernatural beliefs
- Manufacture and production of indecent images of children
- Family based exploitation, in which children are subjected to multiple abusers within families, and may be shared with other abusive families.

Identification of CSE cases
As mentioned above, those who commit offences of CSE may be convicted of one or more of a range of offences, which might or might not be sexual offences. Practitioners may therefore need to make an assessment as to whether CSE was a factor in the offence. The following checklist will be of help in this: Firstly consider the offence type. All offences of sexual abuse against children should be considered to be potential CSE cases. Other offences involving children may also be CSE offences. Such offences might
include supply of drugs, kidnap and so on. Then consider the following. Note
this may not be a complete list of identifying factors for CSE:

- Do police/other agencies consider this to be a CSE offender? Is there
  related intelligence?
- Are there co-defendants?
- Is there evidence that other people were involved in the offences?
- Are there multiple victims?
- Is there evidence that children were sexually abused in return for
  benefits such as money or other goods?
- Is there evidence that the offender was involved in gang-related
  activity?
- Was the victim passed between more than one abuser?
- Was the victim abused by several members of the same family or other
  families?
- Are there ritualistic elements to the offence, e.g. satanic abuse?
- Was the abuse committed in the context of an institution such as a
  children’s home etc?
- Is there any evidence that the victim(s) was abused by multiple
  perpetrators as part of an organised group?

What we know about perpetrators
There is not yet a body of academic literature in the form of published
quantitative or qualitative research on the characteristics of men who have
committed offences related to CSE. The best information we have to date
therefore is from various inquiries and reports that have been produced in
response to high profile cases in recent years, and work undertaken by the
Office of the Children’s Commissioner and Barnardo’s. This evidence tends to
be in the form of case studies rather than quantitative research and focuses,
in the main, on the experiences of victims rather than profiling the
perpetrators. At the moment therefore the best evidence we have as to the
criminogenic needs of such men is from deducing motivation of the offender
from the accounts of the victims. For example victims whose accounts are
recorded in formal inquiry reports (e.g. Berelowitz, 2013, Smeaton, 2013)
consistently describe being sexually abused themselves by the perpetrator,
therefore it is reasonable to assume that many such perpetrators (mainly, but
not exclusively men) have characteristics similar to other men who have
sexually abused children.

A small number of women have also been convicted of offences involving
sexual exploitation of children, and again little is known at the time of writing
about the characteristics and criminogenic needs of these women. As more
data becomes available this guidance will be updated.

However it is likely that such men will have additional criminogenic needs,
possibly including issues of power and control, and needs related to general
criminality. Consequently motivating factors for this form of offending are likely
to be sexual gratification combined with a financial motivation, and it is likely
that the offending will be achieved though violence, intimidation and aggression. For some, gang related activity will be an important factor as well.

It is unhelpful to focus on any particular race or religion in relation to child sexual exploitation, as it exists throughout society where individuals can access vulnerable individuals and assert power and control. Although some cases of CSE have been perpetrated mainly by certain ethnic groups (Jay, 2014) sexual exploitation is not confined to particular ethnic groups or areas of the country (Ofsted 2014, Jay 2014).

**Indicators which may indicate children are being sexually exploited**

Where staff are working with families or young people, the following list of indicators of vulnerability with regard to children might be helpful. This list is taken from Barnardo’s (2012):

- Going missing for periods of time or regularly returning home late
- Regularly missing school or not taking part in education
- Appearing with unexplained gifts or new possessions
- Associating with other young people involved in exploitation
- Having older boyfriends or girlfriends
- Suffering from sexually transmitted infections
- Mood swings or changes in emotional wellbeing
- Drug and alcohol misuse
- Displaying inappropriate sexualised behaviour.

In the past victims of CSE have been labelled as ‘promiscuous’, or considered to have made a ‘lifestyle choice’, or were engaging in ‘risky behaviour’ or had ‘consented’ to their abuse (Jay 2014). NOMS staff should be prepared to challenge such beliefs. Children cannot and do not consent to their own abuse.

**What to do**

**NPS Offender Management**

- NPS Offender Managers and OMU Managers should attend multi-agency CSE training where available.
- NPS managers should attend multi-agency CSE operational/strategic meetings with clear line of feedback to the local Head of Probation/Deputy Director as appropriate.
- Offender Managers working with perpetrators must maintain awareness of CSE and be able to identify possible CSE risk indicators within supervision of offenders, as set out above. Practitioners must work to identify active offenders and victims on caseloads. In particular it is important to make links between perpetrators who are operating as part of the same network, and to use such information where possible to identify victims or potential victims of CSE.
• Home visits must be used as a source of information and as a means of managing risk.
• Any concerns about safeguarding must be shared with relevant agencies. Staff should be aware of and refer to the NOMS interim safeguarding children guidance (available on NOMS intranet) and the HM Government guidance on information sharing: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419628/Information_sharing_advice_safeguarding_practitioners.pdf
• Team managers should identify a SPOC within the Police CSE team for communicating any information or concerns, and team members must be aware of this
• There must be liaison between Offender Managers and NPS Victims Teams
• Reports on potential CSE cases should be pre-allocated so contextual information can be gathered, including, where necessary, from other agencies. Also local/national media reporting should be monitored, liaison should take place with the CSE multi-agency team and victim workers.
• Cases that involved gangs should be managed in a way that ensures the fact that the offending was committed as part of a gang is not lost. Regular meetings should be arranged by the Offender Managers who are managing individuals from the same gang to ensure that information is exchanged, for example move on plans, relationships and associations.
• NPS managers should ensure appropriate management oversight of CSE cases.
• NPS managers should ensure they and their teams are aware of LSCB’s action plans to tackle CSE. LSCBs should also be carrying out regular assessments of the effectiveness of agencies’ response to CSE, which could help identify good practice and highlight where improvements are required.
• NPS managers should ensure the short team briefing developed alongside this guidance is delivered where appropriate.
• Work is currently taking place on the incorporation of a CSE risk register flag on nDelius. Further guidance will be issued when this is available.
• Application of ‘public interest’ test to ensure allocation of CSE cases to NPS
• POs working with CSE cases to liaise regularly with each other to ensure a consistent approach.
• Offender Managers working with perpetrators must maintain awareness of CSE and be able to identify possible CSE risk indicators within supervision of offenders, as set out above. Practitioners must work to identify active offenders and victims on caseloads.
**Suitability for interventions**

Some CSE offenders’ involvement in CSE might be economic only. However such people are a minority. Evidence suggests most CSE offenders will have sexually abused their victim(s) before passing them on to other abusers, sometimes for financial gain, sometimes not. Where an individual has sexually abused their victim, and where they have offence related problems common to other sexual offenders, they may be suitable for a sex offender programme, either in prison or community. An assessment should be made of their suitability in the normal way, using RM2000 and, where necessary, a Treatment Needs Assessment.

Because CSE offenders will usually have offended in the context of a group, in which their beliefs and behaviour may have been subject to strong social reinforcement, their offence related beliefs can be very entrenched and difficult to challenge. Treatment providers should be aware of this. For this reason only one such individual should be placed in any one group.

Where individuals still feel attachments to co-defendants, particularly where they have been involved in gang-related CSE, it may be appropriate for them to complete an intervention such as Identity Matters, where this is available.

**Polygraph testing**

Mandatory Polygraph Examinations should be used with perpetrators of CSE in the same way as with other types of sexual offending (See PSI 36/2014, PI 53/2014). Polygraph examinations can be particularly helpful if there are concerns that an offender is continuing to have contact with other members of the group or gang with whom they committed the index offence and where they are forbidden to do so. They can also be used to monitor compliance with any other licence condition or to monitor dynamic risk factors.

**Use of RM2000 with CSE offenders**

There will have been few if any CSE offenders in the sample groups used to develop RM2000. Therefore RM2000 should be used with caution. RM2000 should only be used with those CSE offenders who have a conviction for a sexual offence, or where there is clearly an underlying sexual motivation to the offending, as per the RM2000 manual. Where it is used, assessors should give consideration as to whether there is any reason to suggest that the RM2000 might give a less than accurate assessment of risk. We suggest supplementing the RM2000 by a more comprehensive assessment of psychological risk factors including the details of group based CSE. For example, if the offending was partly grounded in shared belief systems that supported it, then the continuing operation of these beliefs would imply some continuing risk.

Where this is the case the assessor should point this out on the RM2000 form, and in any report prepared using the RM2000 assessment.

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1 An intervention for those involved in gang related activities
Where the individual is convicted of internet related indecent images offences the special rules for scoring these offences should be applied.

**Safeguarding in prisons**

CSE offenders will have entrenched attitudes. This means they may be likely to abuse other prisoners. Also, any contact with children should be treated as an indicator of risk and dealt with appropriately. Prisons will need to consider possible implications of holding perpetrators in the same prison/wing as other co-defendants/ members of the same group/gang, also the implications of the location of CSE perpetrators in relation to young adults and cell sharing risk assessments. Staff should refer to the safeguarding chapter in the HMPS Public Protection Manual, in particular the child contact procedures (available on NOMS intranet), and PSI 16/2015 (Adult Safeguarding in Prisons). 

Sometimes victims of CSE do not recognise themselves as having been abused or have a strong sense of loyalty to the perpetrator/s. They therefore may make efforts to contact them in prison (or in the community on their release). Appropriate action must be taken to safeguard potential victims where this is the case.

**Working in partnership**

CSE offenders may well be involved with networks of offenders, and for this reason it is particularly important that appropriate multi-agency working, particularly under MAPPA, takes place. In NPS areas that have IOM schemes that include CSE perpetrators, the offender manager should refer the case to the scheme to assess suitability. Where there is not an IOM scheme OMs should still liaise regularly with the local police CSE team to share intelligence.

Ofsted (2014) set out the high profile investigations and criminal trials in a number of towns and cities including Rotherham, Rochdale, Derby and Oxford demonstrating the extent of the problem of CSE in these communities. The report highlighted the dangers of agency complacency, including refusals to accept that there could be local problems, not listening to and believing children, failing to see children as victims and a lack of coordinated and robust action against perpetrators. Local Safeguarding Boards are committed to ensuring that there is a strong multi-agency partnership that effectively works to safeguard children who are being abused and those at risk of being exploited. NPS colleagues are in a unique position given the knowledge and experience we have with working with offenders who groom, manipulate and offend against children.

NPS can support partner agencies in tackling CSE including:

- Contribution to Local Safeguarding Children Board strategy and action plans for CSE.
- Ensuring operational staff are provided with relevant training and development opportunities to identify signs of CSE including amongst
victims and perpetrators. A guide to team briefing has been produced to accompany this guidance

- Producing risk assessments and risk management plans for partner agencies including during court and parole processes.
- Checking and verifying details relating to relationships with girls (under the age of 18 years) with Children Services.
- Contributing to MAPPA and Child Protection Conferences. Making sure links are made between risk management plans and child protection plans.
- Delivering specialist interventions.
- Leading on offender management of CSE cases when the perpetrator is on supervision to NPS, particularly in group CSE offences – monitoring the relationship and interactions of group members over the period of prison and probation involvement.
- Providing specialist advice on sexual offender behaviour.
- Contribute to the profiling of offender groups.

**Additional advice**

- Cases of suspected CSE where the individual has not yet been convicted should always be reported to the police.
- Where there is any doubt staff in the NPS should gain advice from their Head of Public Protection
- Practitioners may obtain additional advice on this guidance, on Sex Offender Programmes and the use of Risk Matrix 2000 from NOMS Intervention Services (contact mark.farmer@noms.gsi.gov.uk )

**Where to get more information**

Barnardo’s and NSPCC websites contain substantial information on CSE. See also the Office of the Children’s Commissioner. Further information on working with people involved in gangs will be included in the forthcoming NOMS guidance on gangs, which will be available on the NOMS Intranet when ready.


http://www.barnardos.org.uk/what_we_do/our_work/cse-home

http://www.childrenscommissioner.gov.uk/learn-more/child-sexual-abuse
References

Barnardo’s (2012) Cutting them free: How is the UK progressing in protecting its children from sexual exploitation?


Munro, C (2004) Scratching the Surface… What we know about the abuse and sexual exploitation of young people by adults targeting residential and supported accommodation units. Barnardo’s.


