

# Our response to Protecting Vulnerable Young People

## Contextual Safeguarding strategy

Ensuring children  
and young people  
are safe and  
supported to  
achieve their  
full potential



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## Foreword

The City has a big ambition - that every child, young person and family in Sheffield achieves their full potential. We know things can be tough for young people; there are lots of challenges for them in the world. Sheffield has fantastic community spirit but there is still a long way for us to go to get to a more equal society. We want to do everything we can to protect, help and support our young people and their families to successfully navigate their journey to adulthood.

This strategy has been developed in partnership and builds on our existing relationships with key partners from Sheffield City Council, South Yorkshire Police, NHS Sheffield Clinical Commissioning Group, schools, Health, the private, voluntary sector, communities, parents, carers, children and young people.

Alongside the Sheffield Children's Safeguarding Partnership's existing procedures, this strategy will enhance the City's approach to safeguarding; we look forward to working with you on the delivery plan.



**Cllr. Jackie Drayton**

**Cabinet Member for  
Children and Families**

Sheffield City Council



**John Macilwraith**

**Executive Director  
People Services**

Sheffield City Council

# Introduction

The Government's updated statutory guidance **Working Together** to Safeguard Children (2018) and Keeping Children Safe in Education (2018) refers to **contextual safeguarding**. The term contextual safeguarding refers to our response to understand, assess, and reduce the risk of harm from outside the family home (sometimes referred to as extra-familial abuse).

Sheffield is committed to ensuring all "children and young people are safe and supported to achieve their full potential". We know that the vast majority of parents, carers, families and communities want the very best for their children. We recognise that some young people in our communities are vulnerable to risk from the different relationships that young people form in their neighbourhoods, schools and online which can feature violence and abuse. These risks for young people are outside of their families. These are contextual safeguarding risks.

The Contextual Safeguarding Strategy will enhance the City's approach to safeguarding and should be considered alongside the Sheffield Children's Safeguarding Partnership child protection and safeguarding procedures and other key drivers for the City:

1. Sheffield's Joint Health & Wellbeing Strategy
2. Tackling Poverty Strategy
3. Neglect Strategy
4. Community Safety Partnership Plan

The strategy describes how Sheffield City Council and its partners will identify contextual safeguarding risk, how we will ensure we deliver services to reduce risk and how we will know we've made a difference. This will ensure children and young people are in a safe environment, know how to keep safe and have help to thrive and grow to achieve their full potential.

## What is Contextual Safeguarding?

British social researcher Dr Carleen Firmin, University of Bedfordshire, used the term Contextual Safeguarding to describe child protection approaches that might engage and respond to extra-familial risk or abuse.

Contextual Safeguarding recognises that furthermore, parents and carers have little influence over these contexts, and young people's experiences of extra-familial abuse can undermine parent-child relationships.

## Who is the response to contextual safeguarding for?

Our response to contextual safeguarding provides a conduit for assessment and referral into a range of services for vulnerable young people and the delivery of an offer that encourages and supports aspirations and seeks to keep young people safe.

Primary presenting issues are:

- Criminal exploitation/countdown lines
- Youth crime including youth violence
- Harmful sexual behaviour
- Child sexual exploitation
- Risky teenage relationships and domestic abuse
- Exploitation online
- Radicalisation
- Missing young people
- Direct or periphery involvement with gangs

Secondary presenting issues include:

- Poor mental health
- Family breakdown
- Financial difficulty
- Homelessness or housing problems
- Sexual health
- Unmet health need
- Educational Neglect

### **Why providing a response to contextual safeguarding issues is important?**

The child protection system, and the legislative and policy framework which underpins it, was designed to protect children and young people from risks posed by their families and/or situations where families had reduced capacity to safeguard those in their care. Our response to contextual safeguarding has been developed to protect young people where the risks are outside of their families. It has been developed in line with the requirements in the Inspections of OFSTED Local Authority Children's Services (ILACS) framework.

### **Why this contextual safeguarding strategy will make a difference?**

In recognising and responding to contextual safeguarding issues, services in Sheffield reaffirm their commitment to recognising and responding to child sexual exploitation, child criminal exploitation and the criminalisation of our young people.

Through this contextual safeguarding strategy we will achieve:

- Shared understanding of risks
- Shared workforce development
- Shared pathways
- Shared responsibility to use our collective powers and tools to protect our vulnerable young people.



## Section 1

### Our commitment

In the development of this strategy we have listened to the voice of young people who have experienced contextual safeguarding risk.

They told us they need help because:



They told us what help means to them:



**Using the voice of young people who have experienced contextual safeguarding risk the young advisors helped us develop a “Partnership Pledge”.**

- Every young person is different and young people do not fit inside a box. We will provide a contextual safeguarding approach that caters for individuality, recognising that different young people have different needs and that action plans for resolving problems will need to be tailored to the individual young person involved. We will recognise when young people have had adverse experiences. Our services will prioritise the needs and wellbeing of the young person.
- We will provide a high level of transparency to the young people involved with our services. Key information regarding our services, such as rules surrounding confidentiality, will be outlined to the young person prior to them using our services. Wherever possible we will inform the young person of actions that have been taken relating to their situation and the justification for those actions.
- We recognise the importance of young people having control over their own lives. Our services will strive to give the young person as much choice as possible regarding our services, including the location and timing of meetings and the actions to be taken regarding their situation, providing such is not of detriment to the young person's well-being.
- We will strive to provide a service in which young people feel valued. Workers will be non-judgemental, approachable, reliable and will treat the young person with respect.
- Young people, families and practitioners should be clear about whom to ask for help. The process of requesting help should be straightforward and inclusive, ensuring that everyone is able to access services and support. To ensure this inclusivity, there will be multiple ways in which young people and their families can request help. We will strive to inform as many young people and families across Sheffield as to how they can request support.
- We will ensure that young people continue to have access to support services after the issue has been resolved.
- Our services will not be of detriment to other aspects of the young person's life, such as education.
- Any sign of vulnerability, no matter how small, will be taken seriously and dealt with to try and avoid any worsening of the situation.



## Section 2: The Strategy

### 2.1 **Our Vision: “Children and young people are safe and supported to achieve their full potential”**

- Children are at the centre of our practice
- We intervene at the earliest opportunity
- Our workforce are skilled and supported to do the work that they need to
- Children and families benefit from high performing and high quality services

### 2.2 **Strategic Objectives**

We have bold ambitions for Sheffield. Our aspiration is to be the best we can be - as individuals and communities, as a Safeguarding Partnership and as a city. To do this we must deliver our promises and meet our challenges. We can only do this by working in partnership with South Yorkshire Police, health services, schools and other education providers, the voluntary, community and faith sector and children, young people and families. As Government funding continues to change working together will be critical to achieve this.

This strategy will reduce inequalities and contribute the Sheffield Safeguarding Children's Partnership outcome “Priority 5”.

- To develop robust responses to emerging safeguarding issues whilst at the same time ensuring we maintain an effective response to all areas of abuse and neglect.

### 2.3 **What is happening nationally to address contextual safeguarding?**

The Children Act 2004 states that local agencies, including the police, health and education should work together to safeguard and promote the welfare of children.

Working Together to Safeguard Children 2018 identifies contextual safeguarding as a response when children are vulnerable to abuse or exploitation from outside their families including:

- Exploitation by criminal gangs and organised crime groups such as county lines; trafficking
- Online abuse
- Sexual exploitation
- Extremism leading to radicalisation.

The Counter-Terrorism and Security Act 2015 contains a duty on specified authorities in England, Wales and Scotland to have due regard to the need to prevent people from being drawn into terrorism.

Nationally, a number of reviews and inquiries have indicated that safeguarding partnerships require a new framework for ensuring the child protection system is equipped to respond to abuse that children and young people are exposed to in community or peer contexts.

Government departments, policy makers, local leaders, practitioners and others now have a shared language 'Contextual Safeguarding' (Carlene Firmin 2015) to articulate what many already knew - that during childhood, and especially during adolescence, risks of and/or experiences of abuse can shift into communities, and traditional child protection structures are historically limited at addressing these effectively.

Subsequently and in support of these reviews, the Government has promoted the importance of developing multi-agency working in this area. These include:

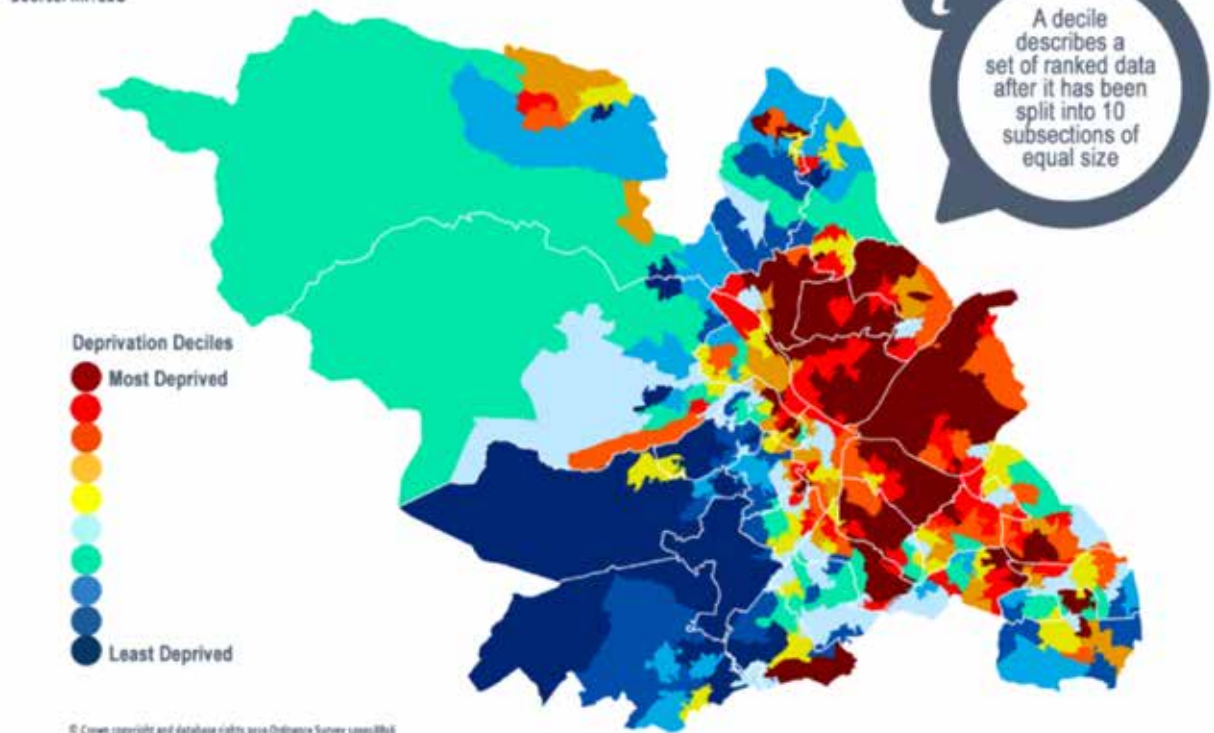
These include:

- National child sexual abuse and exploitation prevention strategy
- Prime Minister's Summit on Serious Youth Violence
- Serious Violence Strategy
- Early intervention youth fund
- Troubled families: supporting families against youth crime
- Child exploitation disruption toolkit

## 2.4 Why is this important in Sheffield?

A number of things are known to increase the risk of a child or young person suffering abuse (these are known as vulnerability factors). Some factors such as substance misuse and domestic abuse (these are known as parental factors) are made worse if families do not have support from friends or in their community. Some factors such as poverty and poor housing (these are known as socio-economic factors) are outside of the family.

Index of Multiple Deprivation 2019 in Sheffield LSOAs  
Source: MHCLG



<sup>1</sup> **CIN rate:** decrease from 359.9 per 10,000 (2016) to 370.4 (2017) 313 (2018), **CIC rate:** increase from 46 per 10,000 (2016) to 50 (2017) 54 (2018) and the **Child Protection rate:** increase from 31.3 per 10,000 (2016) to 38.6 (2017) 39.3 (2018) data source DfE

Sheffield has a population of 578,000 (2017 census mid-year estimate). Sheffield is ranked as the 57th most deprived local authority in England, out of 317. 31% of children in Sheffield are currently living in poverty. However, this overall figure masks large differences - for example, it is 7% in Ecclesall ward compared with 51% in Burngreave ward.

Rates of Children in Need (“CIN”); rates of children in care (“CIC”) and children subject to a child protection plan (“CP”) have continued to increase over the last two years<sup>1</sup>.

Last year 26% of offenders involved in knife crime were under the age of 18. The majority of these offences were threats, public order offences, common assault, Actual Bodily Harm and attempted robbery.

The Sheffield Safeguarding Hub (SSH) provides a single point of access in the city for concerns about vulnerable children, young people and young adults who have complex needs or might be, or are, at risk of harm. It is a team of co-located safeguarding partners with access to information and case recording systems, which work together to screen these concerns and make judgements within twenty four hours, of the appropriate pathway or outcome for concerns presented to them.

Each year, around 4000 children and young people aged between 8 and 25 require additional support. Although services in Sheffield seek to work together wherever possible, and there are good examples of them doing so, due to disparate organisational infrastructures opportunities for joint working are limited. As a result too many young people end up in the child protection system accessing traditional child protection interventions with mixed results.

Volunteers play a critical role in Sheffield and are present across the city, with some clustering around areas of greatest deprivation. Many groups within Sheffield offer the possibility of engagement with hard to reach groups as they are connected to their local community.

## **2.5 What are we going to do?**

The main principle that covers Sheffield’s response to contextual safeguarding is multi-agency working.

No one agency is able to respond effectively to these issues. We have therefore adopted a partnership approach including a range of different organisations and agencies, including:

- Children’s Social Care and Safeguarding Services (Sheffield City Council)
- Sheffield Youth Justice Service
- South Yorkshire Police
- Schools and other education providers
- Health commissioners and providers
- Voluntary, community and faith sector groups
- Public Health
- Commissioning (Sheffield City Council)

All of the services mentioned are working as part of a coordinated response, involving multi-agency working with many of the teams being co-located.

The delivery model will identify parallel complexities such as gang involvement, substance misuse, missing episodes and exploitation to inform interventions, reduce immediate harm and support and protect the young person, their families, peers, social spaces and communities more robustly.

The Model we are adopting will be underpinned by the following principles:

- Children and young people will be at the heart of all decision making.
- Effective information sharing and data sharing protocols managed through the Sheffield Children Safeguarding Partnership will underpin our work.
- Cross partnership information will inform our decision making, prioritisation and risk management.
- We will work towards integrated multi-agency working across Sheffield.
- All relevant services will use the signs of safety framework. A whole family approach will be taken to assessing and addressing need at the earliest opportunity.
- Commissioners will work together with robust governance; we are clear about what we want and will make sure it is delivered.
- We will have practice standards and workforce development to support all staff to deliver good quality services.
- We will have excellent service delivery across all commissioned and local authority services evidenced through Performance Management and Quality Assurance.
- We will listen to feedback from all stakeholders including children, young people and families and this informs what we do.
- We will have an effective communications plan so everyone is clear and understands the role of Early Help.

## **2.6 How will young people access support?**



Young Advisors have created the Amber Project name and logo that young people could easily recognise. Badges with the Amber Project logo will be worn by professional “ambassadors” trained in how to speak to young people about exploitation, so that young people can see who they can talk to if they have concerns or want to access support. Young people can self-refer through an Amber Project Ambassador or by contacting the Sheffield Safeguarding Hub.

The Amber project is a multiagency service for children at risk of all forms of exploitation including sexual exploitation and criminal exploitation. We know the importance of children “taking the first step” and telling someone about what is happening to them. The Amber Project “Ambassador” scheme will train

professionals in how to spot the indicators of grooming, how to speak to young people about exploitation, how to deal with disclosures and what support is available. Amber Project Ambassadors will wear the Amber Project badge, as a visual indication to young people and other professionals that they are willing and able to talk about child exploitation concerns.

We believe that by having this scheme in place it will positively impact on our ability to identify risk earlier across much wider contexts within Sheffield, it will provide the opportunity to engage the young people at the time when the concern presents itself increasing the possibility of effective prevention or reduction in their involvement in anti-social, criminal and violent behaviour. We are hopeful that it will also facilitate collation of more information about those exploiting them.

All kinds of professionals can be Amber Project Ambassadors e.g. education staff, housing officers, community youth team workers, social workers, Youth Justice workers, police community support officers, workers in voluntary sector organisations.

Anyone who is worried about contextual safeguarding risks for a young person should contact the Sheffield Safeguarding Hub (**Sheffield Safeguarding Hub; 0114 273 4855.**)

Professionals considering making a referral to the Sheffield Safeguarding Hub or sharing concerns with a young person's allocated social worker, can use the child exploitation screening tool to help them decide whether a child or young person may be at risk of child exploitation (CE). (<https://www.safeguardingsheffieldchildren.org/sscb/safeguarding-information-and-resources/sheffield-child-exploitation-service-the-amber-project>)

See Appendix A for the pathway into the Amber Project for Child Exploitation Support.

## **2.7 Diversity and Marginalised Groups**

Whilst we have responsibility to keep all children and young people safe, it is important to recognise that some young people are more at risk than their peers for a variety of reasons:

- Parental criminality, mental health issues, domestic violence and substance misuse.
- History of abuse including familial child sexual abuse, risk of forced marriage, risk of honour-based violence, physical and emotional abuse and neglect.
- Recent bereavement or loss.
- Attending schools/friends with children who experience child exploitation.
- Lacking friends from the same age-group.
- Homelessness.
- Living in an area where there are organized crime groups operating.
- Young carers.
- Gang association through either relatives, peers or friends.
- Children and young people who are or have experience of being children in care.
- Children experiencing transition

Sheffield is a diverse and cohesive City with high aspirations for all its residents. Nationally there is recognition that certain groups of people are at higher risk of poor outcomes and abuse, these are often called marginalised or minority groups. This strategy aims to ensure children and young people from marginalised groups have exactly the same rights to be safe from abuse as any other children and young people.

### **2.7.1 Black and Minority Ethnic Groups**

There is a nationwide over-representation of Black, Asian and Minority Ethnic young people within the criminal justice system and identified as being involved in criminal gangs.

### **2.7.2 LGBTQ+ Young People**

Research shows us that young lesbian, gay and bisexual people do face some specific barriers to healthy transitions to adulthood, and can face particular risks to their mental, emotional and physical well-being which leave them more vulnerable to exploitation and abuse.

### **2.7.3 Special Educational Needs and Disabilities (SEND)**

Many children and young people who are disabled or identified as having special education needs and a disability do less well than their peers at school and college and are more likely to be out of education, training and employment at age 18. This can make these young people more vulnerable to exploitation. Young people with disabilities may be more vulnerable to contextual safeguarding risks because their understanding of how to keep safe may be less well developed than that of their non-disabled peers.

### **2.7.4 Faith Communities**

In some faith community's honour is seen to depend on the actions of family members, which may contribute to the general desire to control behaviour. Women (and some men) accused of immoral actions can become victims of honour based violence.

### **2.7.5 Young people aged 16+**

Sixteen and seventeen year olds are still legally children. These older young people are in some ways vulnerable to not being identified as being in need of support due to their proximity to adulthood. Although the legal age of consent for sexual activity is 16, the Sexual Offences Act recognises the continued vulnerability of 16 and 17-year-olds in particular circumstances.



### **2.7.6 Children in Care**

Children in care, children who have previously been in care, care leavers and those living with adopted parents or kinship carers may have had to move placements and change schools. This can disrupt their ability to maintain strong friendships which provide support and reduce social isolation leaving them more vulnerable to exploitation and further abuse. They may have had pre-care experiences which have impacted on their understanding of what a healthy relationship looks like.

### **2.7.7 Children experiencing transition**

It is recognised that children and young people have additional vulnerabilities during periods of transition. Transitions are any significant stage or experience in the life of a child or young person that can affect behaviour and development. Transition can occur as a result of children's changing experiences such as parent's separating, bereavement, beginning or leaving a place of care are all points of transition. Transition can also occur when there are necessary changes in the services children access, moving from one educational establishment to another or between children's and adults services.

## **2.7 How will we know we've made a difference?**

We have defined a cohort of vulnerable young people and agreed a set of outcomes for them and their families. In addition to compliance information relating to the quality and quantity of our interventions, we will measure contextual indicators, characteristics of the cohort and outcome measures.

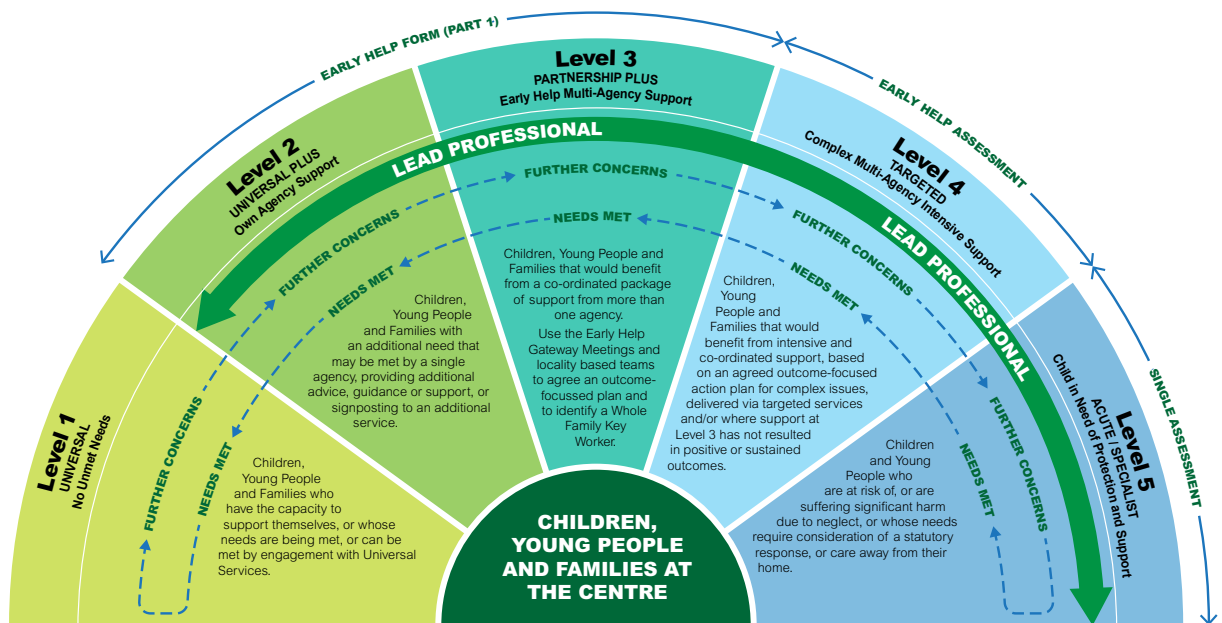
In delivering this strategy we will know vulnerable young people have:

- Engaged with our interventions.
- An improved Safety Scale/Strengths and Difficulties Questionnaires score as a result of our intervention.
- Remained cared for in their family and/or community.
- A reduction in the percentage of education sessions missed.
- Not been missing from education (rolling total).
- A reduction in persistent absence.
- Not entered custody.
- Not received a secure remand.
- Not entered the criminal justice system.
- Received an Out of Court Disposal as an intervention to prevent escalation of offending behaviour.
- A reduced number of missing episodes.
- Not gone 'missing or run away' on two or more occasions.
- A robust safety plan coordinated by a strategy meeting if they need one because they have gone 'missing or run away'.
- Provided feedback that is informing our service delivery and development.

## Section 3: The Services

### 3.1 Continuum of need and service provision

The Thresholds document gives us shared language and understanding of what level of need can be supported by universal services, what needs a multi-agency response, and what requires a statutory intervention. It also ensures consistency of response to need across the different agencies that work with children and families in Sheffield.



Services that have a role to play in the protection of young people from exploitation can be grouped into the following broad areas:

#### Prepare

Services providing Universal and Universal Plus support to meet needs at level 1 and 2 of the continuum of need are responsible for preparing young people to ensure they are aware of contextual safeguarding risks and have the resilience to avoid them. These services work with a large number of young people in the city, not just those who are considered to be 'high risk'

#### Prevent

Services providing Partnership Plus and Targeted support to meet needs at level 3 and 4 of the continuum of need are responsible for preventing young people, who are potentially more vulnerable, from becoming the victims or being exploited or harmed.

#### Protect

Services providing acute and more specialist support to meet needs at level 5 of the continuum of need are responsible for protecting young people who are victims of contextual safeguarding risks.

## Pursue

Services responsible for public protection are responsible for actively pursuing perpetrators of contextual safeguarding risks, including organised crime gangs.

### 3.2 Provision

The Thresholds document gives us shared language and understanding of what level of need can be supported by universal services, what needs a multi-agency response, and what requires a statutory intervention. It also ensures consistency of response to need across the different agencies that work with children and families in Sheffield.

Prepare	Prevent	Protect	Pursue
Prevention/ Resilience Building interventions	Targeted Interventions	Statutory Interventions	Perpetrator/ Offender interventions
<b>Children and Young people</b> Early Years School Inclusion/ pastoral/ citizenship/ PHSE <sup>5</sup> / enrichment Youth Work Health Services  <b>Families and Communities</b> Awareness Information  <b>Situations and Places</b> Promotional information  <b>Workforce</b> Training and Support	<b>Children and Young people</b> Community Youth Team/ CSE <sup>1</sup> / CCE <sup>2</sup> / Relationships/ EWB <sup>4</sup> Return Home Interviews Youth Outcome Panel  <b>Families and Communities</b> Views are considered in risk assessment and planning MAST <sup>6</sup> Family Support  <b>Situations and Places</b> Promotional material Licencing  <b>Workforce</b> Targeted Training and Support Screening tools Consultation Vulnerability Panels National referral Mechanism	<b>Children and Young people</b> Safety Planning Child Exploitation Social Work Child In Need Child protection Accommodation Secure Provision Outcome 21 <sup>3</sup> Youth Justice  <b>Families and Communities</b> Included in risk assessment and planning Understand contextual risks Intensive Family Support Multi-Systemic Therapy  <b>Situations and Places</b> Promotional material Licencing Enforcement  <b>Workforce</b> Targeted Training and Support Panels re Legislative framework and resource National referral Mechanism	<b>Children and Young people</b> Child first offender second approach Victimless prosecutions Outcome 21 <sup>3</sup>  <b>Families and Communities</b> Clear reporting pathways Information sharing  <b>Situations and Places</b> Targeted activity in identified locations Enforcement  <b>Workforce</b> Targeted Training and Support Information and intelligence sharing

Please see Appendix B for more detailed information on the service offer.

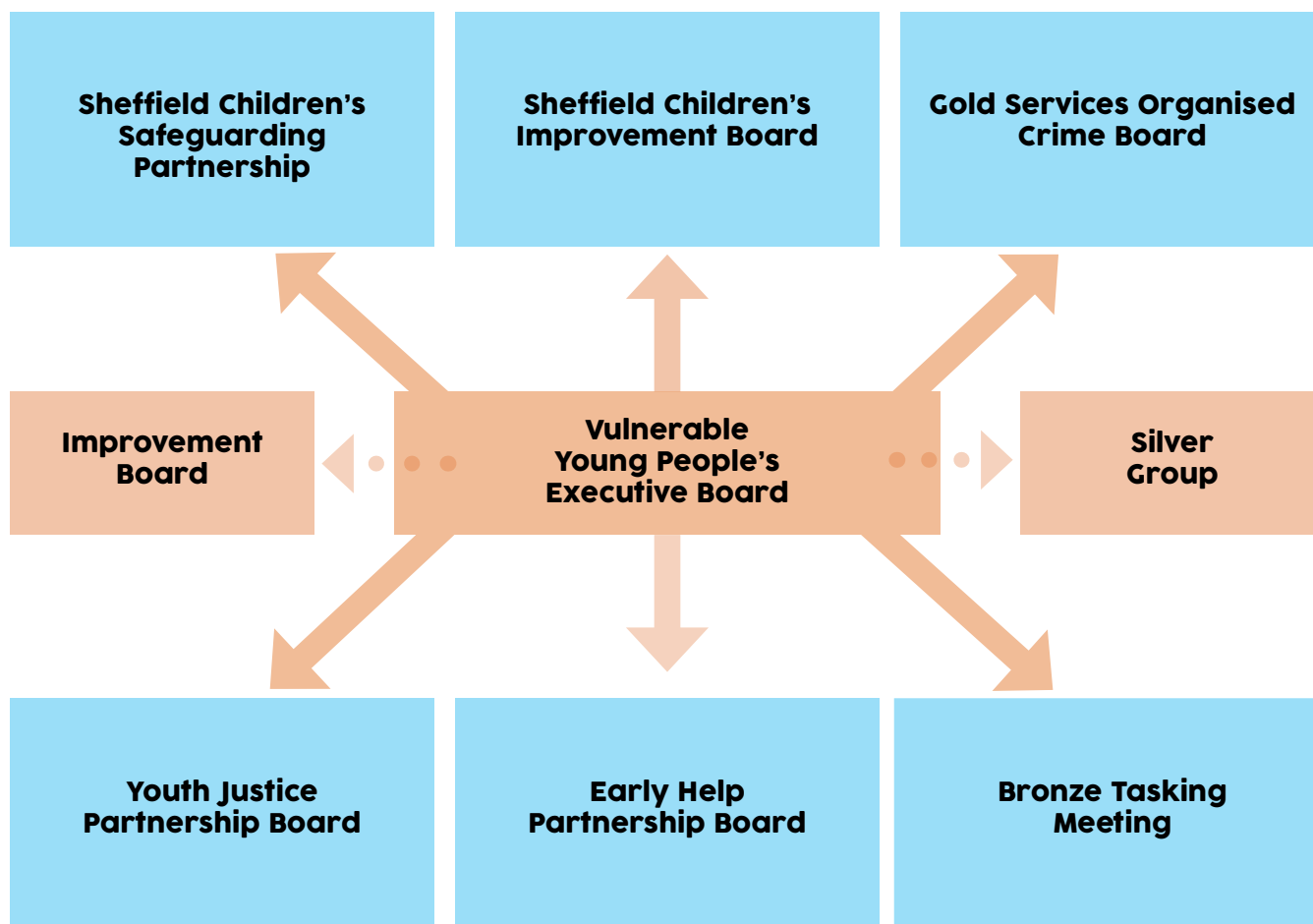
<sup>1</sup> CSE: Child Sexual Exploitation <sup>2</sup> CCE: Child Criminal Exploitation <sup>3</sup> Outcome 21: Enables the police to deal with sexting offences without criminalising children and young people. <sup>4</sup> EWB<sup>4</sup>: Emotional Wellbeing and Mental Health <sup>5</sup> PHSE: Personal, Social, Health and Economic <sup>6</sup> MAST: Multi Agency Support Team

## Section 4: Governance

To support the implementation of this partnership response to vulnerable young people a delivery plan (Appendix D) reporting to the Vulnerable Young People's Executive Board will be the main delivery vehicle for implementation. The Vulnerable Young People's Executive Board will monitor progress against the strategic objectives on a quarterly basis. The Vulnerable Young People's Executive Board is responsible for reporting to Safer Sustainable Community Partnership and Sheffield Children's Safeguarding Partnership.

Governance will be provided by the Sheffield Children's Safeguarding Partnership via the Vulnerable Young People's Executive Board. Scrutiny and challenge will be provided by the portfolio holder for Children and Young People. Governance in relation to vulnerable adults will be escalated by the Sheffield Children's Safeguarding Partnership to the Sheffield Adults Safeguarding Partnership if required. Governance in relation to all age transition and communities will be provided by the Safer Sustainable Community Partnership.

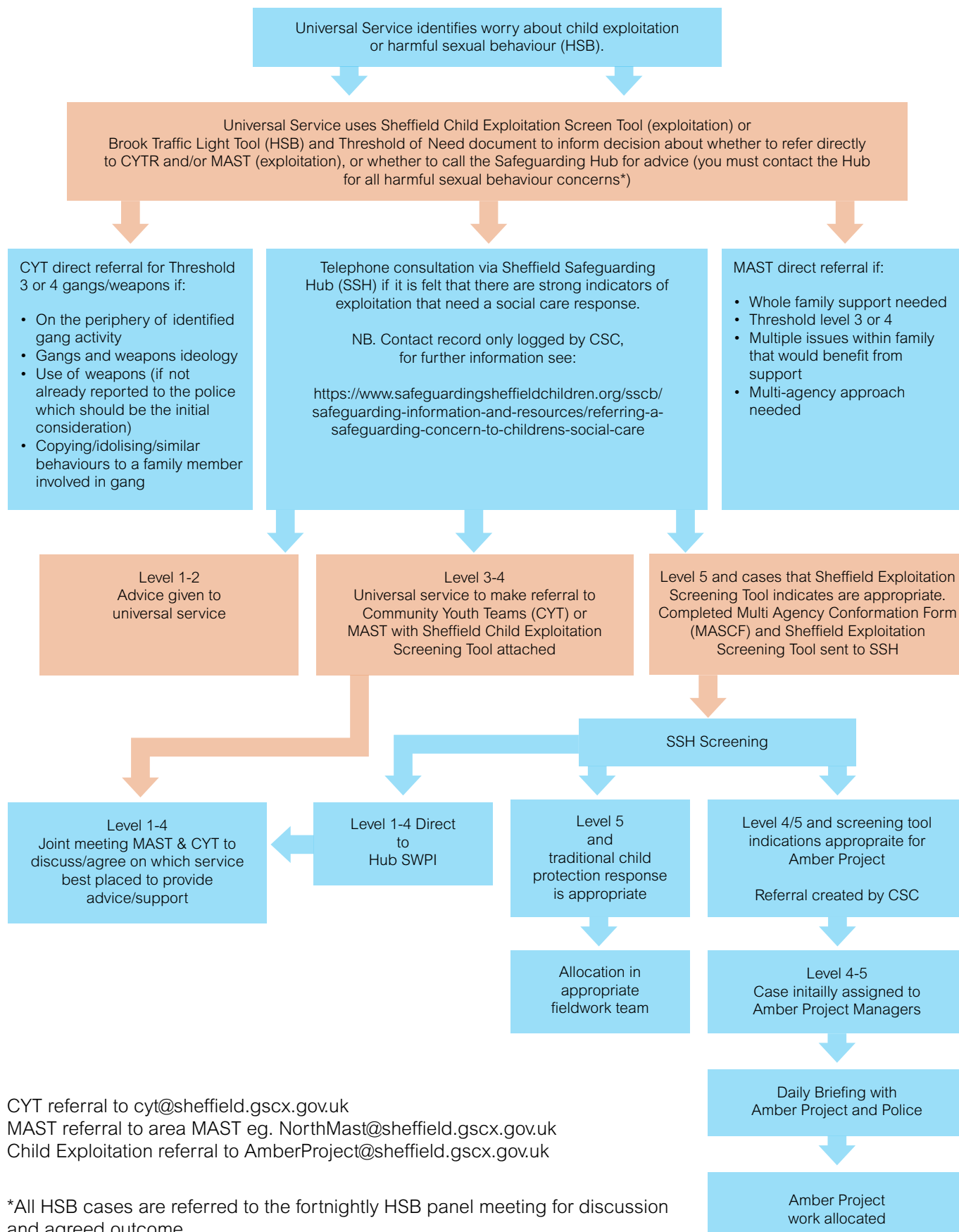
### Governance Arrangements for Contextual Safeguarding/ Youth Portal



# Appendix A

## Pathway into Amber Project for Child Exploitation Support

For families/individuals **not** open to CSC (Children's Social Care), CYT (Community Youth Team) or MAST (Multi Agency Support Team).



# Appendix B

## The Offer

The following sections provide more detail on the types of services and interventions that sit within each strand of our partnership approach.

### B.1 Prepare

#### Children and Young People

A wider range of preventative interventions are delivered in family centres, early years, primary and secondary education settings using age appropriate resources.

Through this provision all children and young people benefit from awareness raising information about:

- Staying safe from harm
- Safe relationships
- Consent
- Online safety including sexting/distributing indecent images of children
- Bullying, including cyber bullying.

Schools, other education settings and universal health services including the 0-19 service have up to date and robust guidance to deal with contextual safeguarding issues including child sexual abuse and exploitation, harmful sexual behaviour, bullying, serious youth violence and criminal exploitation.

Children and young people should know who to tell when they are worried for themselves, or someone they know.

Children and young people should have opportunities to be involved in developing promotional materials and response activity taking place in the night time economy.

#### Families and Communities

Parents and carers benefit from awareness raising information about age appropriate resources to keep their children safe including:

- Staying safe from harm
- Safe relationships
- Consent
- Online safety including sexting/distributing indecent images of children
- Bullying, including cyber bullying.

Families and communities know who to tell when they are worried for themselves, or someone they know.

Infrastructure and community master planning considers children and families

#### Situations and Places

Awareness raising training and promotional materials are available where children and young people are likely to access them including:



- Libraries
- Fast food
- Recreational
- Bed and Breakfast/Hotels
- Taxis

This ensures that staff who work in these services are better able to spot the warning signs where a young person who they have contact with may be being exploited, and know what to do and who to contact if they are concerned about someone.

## **Workforce**

The children's workforce has sufficient knowledge, skills and experience to deliver preventative interventions, identify risk and signpost/refer for additional support.

A robust multi-agency training offer is coordinated by the Sheffield Safeguarding Children's Board.

## **B.2 Prevent**

### **Children and Young People**

Screening tools promptly identify when children and young people are victims of abuse or exploitation.

Where young people display harmful sexual behaviour they are considered as a victim as well as perpetrator.

When children and young people go missing return home interviews are offered and conducted within 72 hours. Interviews inform safety planning for children and young people. When interviews are declined, information about 'safe call' is provided to young people and families who are encouraged to make contact.

Minimum standards exist for all targeted interventions, which are delivered using age appropriate resources to deal with contextual safeguarding issues including: staying safe from harm, safe relationships and consent, online safety including sexting/distributing indecent images of children, diversion from offending behaviour; dangers associated with knife crime and youth violence, substance misuse, domestic/peer on peer abuse, sexual health, self-esteem, emotional wellbeing and mental health, homelessness and appropriate accommodation.

### **Families and Communities**

Families and communities know how to report concerns about abuse and/ or exploitation.

Parents and carers are engaged in conversations to promote understanding or contextual safeguarding risks outside of the family. They benefit from being included in interventions and safety planning.

When children and young people go missing, return home interviews are offered and conducted within 72 hours. Parents, carers and professionals' views are considered as part of the interview where it is safe to do so.

## **Situations and Places**

Resources and promotion regarding the law clearly identifies expectations and consequences of involvement in abuse and exploitation to perpetrators.

Targeted training ensures the night-time economy knows how to identify and report concerns about abuse and/or exploitation.

Licencing ensures business and industry support distribution of promotional materials in targeted areas to encourage identification and reporting of concerns about abuse and/or exploitation.

## **Workforce**

Information and intelligence sharing processes are routinely reviewed, with ongoing training and support to embed them in practice.

Use of the National Referral Mechanism ensures potential perpetrators and victims are monitored.

Vulnerability panels ensure the workforce is supported to assess risk and provide proportionate support.

The children's workforce has sufficient knowledge, skills and experience to deliver targeted interventions, identify risk and signpost/refer for additional support.

A robust multi-agency training offer is coordinated by the Sheffield Safeguarding Children's Board. Housing officers and adult social care are trained to identify potential cuckooing/trap houses.

## **Assessment**

The Amber project screening tool is used to inform multi-agency risk assessment and where appropriate referrals for additional support. Risk is assessed using the Amber project contextual safeguarding risk assessment which informs safety planning. Young people are seen as young people first, and victims and/or perpetrators second.

Where an exploitation risk is identified, a daily consultation panel considers the multi-agency information to assess vulnerability and allocate appropriate resource.

## **Recording**

Multi-agency assessment and intervention will be recorded within the Family Common Assessment Framework (FCAF). Case recording under Partnership Plus will be within individual agency case management systems. Screening for the Amber project will be recorded within the social care system. Missing episodes will be recorded within the social care system. Diversionary activities through the community youth team, and youth justice service including those progressed through the Youth Outcome Panel are recorded on within the youth justice system.

## **B.3 Protect**

### **Children and Young People**

Screening tools promptly identify when children and young people require a statutory intervention as a result of being victims of abuse or exploitation.

Where young people display harmful sexual behaviour, they are considered as victims as well as perpetrators.

‘Outcome 21’ is used appropriately to manage concerns of youth produced sexual imagery ensuring young people are protected but not criminalised unnecessarily.

Minimum practice standards exist for all statutory interventions, which are delivered using age appropriate resources to deal with contextual safeguarding issues including child sexual abuse and exploitation, harmful sexual behaviour, bullying, serious youth violence and criminal exploitation.

‘Operation Fortify’ is Sheffield’s partnership approach to dealing with serious violence and organised criminality. Operation Fortify rapidly responds to those children and families both on the cusp, or a victim of child criminal exploitation (CCE), which may cause significant harm. This includes involvement in criminal activities; for example carrying and holding weapons or drug dealing. This multi-agency, proportionate response to risk includes an offer focused on Prevention, Diversion/Disruption and Enforcement.

### **Families and Communities**

Families and communities know how to report concerns about abuse and/or exploitation.

Parents and carers are engaged in child protection planning and understand that contextual safeguarding risks are outside of the family. They benefit from being included in interventions and safety planning.

### **Situations and Places**

Resources and promotion regarding the law clearly identifies expectations and consequences of involvement in abuse and exploitation to perpetrators

Targeted training ensures the night-time economy knows how to identify and report concerns about abuse and/or exploitation.

Licencing ensures business and industry support distribution of promotional materials in targeted areas to encourage identification and reporting of concerns about abuse and/or exploitation.

### **Workforce**

Information and intelligence sharing processes are routinely reviewed, with ongoing training and support to embed them in practice.

Use of the National Referral Mechanism ensures potential perpetrators and victims are monitored.

Legal Gateway and Resource Allocation panels ensure the workforce is supported to assess risk and provide proportionate support within the legislative framework and resource.

The children’s workforce has sufficient knowledge, skills and experience to deliver statutory interventions, identify risk and signpost/refer for additional support.

The workforce receives monthly clinical/reflective case supervision and has access to other professionals with specialist knowledge where appropriate.

### **Assessment**

Where an exploitation risk is identified, a daily consultation panel considers the multi-agency information to assess vulnerability and allocate appropriate resource and manager action plan. Risk is assessed using the Amber project contextual

safeguarding risk assessment which informs safety planning. Young people are seen as young people first, and victims and/ or perpetrators second.

## **Recording**

Screening/assessment/safety planning for the Amber project will be on Liquid Logic.

## **B.4 Pursue**

### **Children and Young People**

South Yorkshire Police operate in a manner which recognises that offenders who are children are still children and should be recognised as such. This ensures that support and safeguarding is considered and provided.

Policies and processes are in place to ensure that where incidents are reported to the police assessments are completed in relation to the event to ensure that the response is appropriate not only to the incident reported but also for the victim and their family. Assessments take account of any other parties who may be at risk from the perpetrator or situation.

South Yorkshire Police will respond where there is an immediate safeguarding risk whether there is a crime or not. In relation to children, cases are recorded as either crime or non-crime.

People who offend against children or present a risk to children are dealt with robustly. Thorough investigations are undertaken to identify offenders and positive action taken against the offender where there is sufficient evidence.

The primary objective is to protect the child, other children and any other vulnerable people. It is, however, recognised that a criminal justice outcome may not always be the right outcome.

South Yorkshire Police work to ensure wherever possible that the focus of activity is on preventing offenders offending and not on controlling the actions of the victim.

There is a commitment to further progressing the use of what is commonly known as “victimless prosecutions” whereby evidence is not required from the child themselves but is achieved through other evidential opportunities.

The use of broader enforcement opportunities which control the actions of an offender are also considered, this includes opportunities such as orders relating to sexual harm prevention.

Careful consideration is given to children who may be offending through exploitation.

‘Outcome 21’ is used appropriately to manage concerns of youth-produced sexual imagery ensuring young people are protected but not criminalised unnecessarily.

### **Families and Communities**

South Yorkshire Police are working hard to ensure that families and communities are confident in reporting concerns to the police and that they have the information and resources to recognise abuse and exploitation.

We operate in partnership to ensure that families are kept informed and have sufficient information to ensure that children are protected.

## **Situations and Places**

Work is carried out to identify locations and situations which give rise to opportunities for offenders to target children. Analysis is undertaken in relation to these locations to ensure that activity is targeted to reduce the risk of exploitation taking place.

This activity is coordinated across the partnership to ensure that offenders are identified to allow for enforcement.

Enforcement activity is undertaken utilising appropriate legislation such as closure orders which seek to address the issues with the location as well as targeting activity at the offenders themselves.

Partnership working is vital to ensuring that all opportunities to disrupt exploitation of children are maximised.

## **Workforce**

In this ever growing area of business, we continue to work in partnership to maximise our resources in the area of enforcement. South Yorkshire Police continually monitor the resources undertaking enforcement activity both within the dedicated team for safeguarding and the team seeking to disrupt and prosecute those involved in organised criminality through the Fortify team.

Extensive training has been provided to police officers and staff to ensure that they are aware of the signs of exploitation and that there is an understanding that enforcement activity must be balanced with safeguarding.

Both specialist staff and front line staff are aware of the need to be vigilant in identifying complex areas of exploitation.

Information and intelligence sharing processes are subject of ongoing monitoring with a view to improving this challenging area of business.

## **Assessment**

Children are subject to multi-agency assessment in relation to risk. This takes in to account opportunities for enforcement to remove the threat and improve the ability for those with caring responsibilities to provide protection.

## **Recording**

Reported incidents are recorded on SmartContact or within the police CONNECT system which records both crime and non-crime incidents relating to children's safeguarding. Missing persons episodes are recorded on the missing person system and information is shared with social care.

## Appendix C

# Contextual Safeguarding Strategy Delivery Plan Sheffield's Response to Protecting Vulnerable Young People

## 1. Governance

No	Activity	By when	Sponsor
1.1	Develop multi-agency governance arrangement with multi-agency data dashboard and timely performance reporting to relevant boards.		Vulnerable Young People's Executive Board
1.4	Membership and Terms of Reference for Fortify 'Bronze', 'Silver' and 'Gold' panel/governance to be in place.		Gold Group

## 2. Prepare

**Contextual safeguarding - Criminal Exploitation & County Lines, Direct or periphery involvement with gangs, Youth crime including youth violence, Harmful Sexual Behaviour, Child Sexual Exploitation, Risky teenage relationships and domestic abuse, Radicalisation, Missing young people**

No	Activity	By when	Sponsor
2.1	Development of Sheffield as an Adverse Childhood Experience (ACE) aware city.		Director of Public Health
2.1.2	Identify, assess and support contextual safeguarding needs as soon as they arise through Early Help, Child in Need and Child Protection planning.		Improvement Board
2.1.3	Deliver a contextual safeguarding training offer across the SSCP partnership.		Vulnerable Young People's Executive Board
2.1.4	Deliver a youth offer with informal educational outcomes to build awareness and resilience in relation to contextual safeguarding risks.		Vulnerable Young People's Executive Board
2.1.5	Develop the city-wide and youth partnership offer. Coordination and capacity in the youth provider sector through collaborative working with the voluntary, community and faith sector.		Vulnerable Young People's Executive Board
2.1.6	Deliver preventative response to home office serious violence strategy.		Quality Assurance and Workforce Board



### 3. Prevent

**Contextual safeguarding - Criminal Exploitation & County Lines, Direct or periphery involvement with gangs, Youth crime including youth violence, Harmful Sexual Behaviour, Child Sexual Exploitation, Risky teenage relationships and domestic abuse, Radicalisation, Missing young people**

No	Activity	By when	Sponsor
3.1	Deliver Operation Begonia.		Improvement Board
3.1.1	Deliver Aspire Hubs.		Improvement Board
3.1.2	Deliver Mockingbird project to support fostering communities.		Improvement Board/ Corporate Parenting
3.1.3	Develop and deliver mental health pathway for children and young people.		Children's Health and Wellbeing Board/ Improvement Board
3.1.4	Deliver Project Apollo to support meaningful education, employment and training for care leavers.		Improvement Board/ Corporate Parenting
3.1.5	Commission and ensure delivery of targeted youth support through community youth teams.		Inclusion Improvement Board
3.1.6	Deliver homeless prevention assessment and support.		Improvement Board
3.1.7	Deliver interventions to support <ul style="list-style-type: none"> <li>• Peer on peer abuse</li> <li>• Mental health</li> <li>• Online safety</li> <li>• Safe relationships</li> </ul>		Vulnerable Young People's Executive Board
3.1.8	Identify/develop community based diversionary activities – i.e. links to Aspire (Boxing Yorkshire Sport).		Vulnerable Young People's Executive Board
3.1.9	Targeted training and distribution of promotional materials to night time economy.		Quality Assurance and Workforce Board
3.1.10	Develop Amber Project to improve identification, assessment and risk management to prevent child exploitation (including young people who go missing).		Vulnerable Young People's Executive Board
3.2	Implement Violent Crime Reduction Unit project to provide a non-police response to support search for and prevent of missing people.	November	Vulnerable Young People's Executive Board
3.3	Deliver Youth Outcome Prevention Panel.		Youth Justice Partnership Board

No	Activity	By when	Sponsor
3.4	Review, evaluate and revise Sheffield's, multi-agency response to the assessment and intervention of children and young people with harmful sexual behaviour.		Vulnerable Young People's Executive Board
3.5	Development of the risky teenage relationships and domestic abuse pathway and traffic light tool.		Vulnerable Young People's Executive Board
3.6	Prevent training delivered to all staff in children and families, foster carers, fostering staff and partners.		Quality Assurance and Workforce Board
3.7	Radicalisation School Police Officers ensuring awareness and intelligence sharing.		Vulnerable Young People's Executive Board

## 4. Protect

**Contextual safeguarding - Criminal Exploitation & County Lines, Direct or periphery involvement with gangs, Youth crime including youth violence, Harmful Sexual Behaviour, Child Sexual Exploitation, Risky teenage relationships and domestic abuse, Radicalisation, Missing young people**

No	Activity	By when	Sponsor
4.1	Develop and implement a screening tool for contextual safeguarding and a referral pathway for use in the Safeguarding Hub - including embedding the peer on peer abuse domestic abuse traffic light tool.		Vulnerable Young People's Executive Board
4.1.2	Safeguard, support and protect vulnerable young people using available legislation through child in need, child protection and children looked after care planning.		Vulnerable Young People's Executive Board
4.1.3	Utilise the National Referral Mechanism to safeguard trafficked young people.		Vulnerable Young People's Executive Board
4.1.4	Implement National Association of Enforcement and Licensing Officers (NALEO) into contextual safeguarding.		Quality Assurance and Workforce Board
4.1.5	Include contextual safeguarding intelligence to inform decision making at Licensing Panel.		Quality Assurance and Workforce Board
4.1.6	Deliver NHS Navigators.		Health and Wellbeing Board
4.1.7	Relationships Enforcement offender management into Liquid Logic improving sharing of information.		Vulnerable Young People's Executive Board

## 5. Pursue

**Contextual Safeguarding - Criminal Exploitation & County Lines, Direct or periphery involvement with gangs, Youth crime including youth violence, Harmful sexual Behaviour, CSE, Risky teenage relationships and domestic abuse, Radicalisation, Missing young people**

No	Activity	By when	Sponsor
5.1	Make links with immigration services around human trafficking/modern slavery.		Quality Assurance and Workforce Board
5.2	Organised Crime Group management and Disruption through Operation Fortify.		South Yorkshire Police
5.3	Police response to perpetrators of abuse associated with contextual safeguarding including enforcement and abduction notice.		South Yorkshire Police

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